



HOME OFFICE

REPORT
on the work of the
PRISON DEPARTMENT
1977

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Chapter One

INTRODUCTION

1. In December 1977 the Prison Department published "Prisons and the Prisoner",* an authoritative statement of the policy and practice of the Prison Service and a comprehensive account of the work of penal institutions. This publication was a successor to "People in Prison" (1969) and the successive editions of "Prisons and Borstals" published during the two post-war decades. Its purpose was the same—to present an up-to-date and comprehensive account of the work of penal institutions for the information of those concerned directly or indirectly with the administration of criminal justice and for the information of the public. Since "Prisons and the Prisoner" attempted to describe developments in penal policy and practice over a period, it did not concentrate on the severe practical problems with which the Department has had to contend in recent years. These have been fully dealt with in successive Annual Reports.

2. Since 1975 the opening chapter of the Annual Report has drawn attention to the problems created by the size of the prison population (and the consequent overcrowding), the limited provision for further prison buildings, and the restraints on staffing resources. These problems continued during 1977 and are described elsewhere in the Report. In particular, although there was no significant increase in the size of the population, for most of the year numbers remained close to the very high levels of 1976; and the number of females in custody reached a new peak of 1,440 at the end of September 1977.

3. But the number of prisoners is not the only factor. Previous Annual Reports have drawn attention to the growing numbers of difficult and subversive prisoners with which the Prison Service is having to contend. It is becoming clear that it is not only in the dispersal prisons that special problems arise with dangerous and violent prisoners; the number of potentially dangerous and disruptive prisoners who pose a threat to the control of Category B training prisons is also growing. The increase in crimes involving violence in recent years, particularly among young adults, taken along with the wider and most welcome availability of non-custodial penalties for less serious offences, has meant that prisons today are having to deal with a less mature and stable type of prisoner who is far more prone to violence than was his counterpart of a decade ago. The problems which this development occasions for prison officers in day to day contact with prisoners call for tact, skill and understanding and the Prison Service is fortunate that, despite the many stresses under which the system has to operate, staff can be relied on to meet the challenges which face it.

4. During the year reports were published on the inquiries which the Chief Inspector carried out into two major incidents which attracted considerable public attention. These were on the riot at Hull prison between 31 August and

*"Prisons and the Prisoner" published by HMSO.

3 September 1976; and on the escape of William Thomas Hughes while on escort from Leicester prison on 12 January 1977. These reports are discussed in more detail in Chapter 5.

5. Against this more sombre background developments in the new range of Category C prisons which have been brought into operation over the last decade continue to be encouraging and a description of these has been provided in Chapter 10.

Chapter Two

POPULATION

6. The successive and substantial increase in the size of the prison population between 1973 and 1976 did not continue in 1977 but for most of the year numbers remained close to the very high levels of 1976. The population rose steadily from the beginning of the year to 42,369 by the end of May, the highest level for the year (and only slightly below the all-time peak of 42,419 in October 1976). For the rest of the year the total population varied between 41,000 and 42,000 before the usual seasonal fall in December to 40,158. The number of females in custody reached a new peak of 1,440 at the end of September (see Chapter 9 for further commentary).

7. The daily average prison population in 1977 was 41,570 compared with 41,443 for 1976. The following table shows how the population in 1977 was distributed and also indicates the highest population-level experienced in each group during the year.

Table 1. Prison Population in 1977

	Average		Highest	
	Males	Females	Males	Females
Prison (including remand centres):				
(a) awaiting trial or sentence.....	5,002	279	5,374	318
(b) sentenced (adult)	25,051	765	25,487	821
(c) sentenced (young prisoners).....	2,180	79	2,342	91
(d) non-criminal prisoners	615	15	670	21
Borstal.....	5,578	220	5,842	235
Senior Detention Centre	1,166	—	1,326	—
Junior Detention Centre	620	—	707	—
	40,212	1,358	—	—

Comparison with 1976

8. Table 2 compares the average population in 1977 with that for 1976:

Table 2. Comparison of Daily Average Population 1976-77

	Males			Females		
	1976	1977	% change	1976	1977	% change
Prison (including remand centres):						
(a) awaiting trial or sentence...	4,802	5,002	+4.2	288	279	-3.1
(b) sentenced (adult)	25,023	25,051	+0.1	689	765	+11.0
(c) sentenced (young prisoners)	2,103	2,180	+3.7	61	79	+29.5
(d) non-criminal prisoners	507	615	+21.3	8	15	+87.5
Borstal.....	5,970	5,578	-6.6	236	220	-6.8
Senior Detention Centre.....	1,171	1,166	-0.4	—	—	—
Junior Detention Centre.....	585	620	+6.0	—	—	—
	40,161	40,212	+0.1	1,282	1,358	+5.9

Distribution of Population

9. Appendix 3 to this Report gives the distribution of persons in custody among several types of establishment in the prison system and provides the average and highest population figures in 1977 for each of the prison service establishments in use during the year.

Overcrowding

10. During the year there was little relief from the pressures of demand on accommodation in local prisons and remand centres. The following table shows the highest number of men and women located two or three to a cell in each of the years 1969-1977:

Table 3. Inmates sleeping two or three in a cell

Highest Totals:	Totals	Three in a cell	Two in a cell
1969	10,539	7,653	2,886
1970	14,174	9,288	4,886
1971	14,450	8,238	6,212
1972	13,737	6,609	7,128
1973	12,609	4,221	8,388
1974	14,146	4,122	10,024
1975	15,640	5,298	10,342
1976	16,435	5,709	10,726
1977	15,990	4,950	11,040

Chapter Three

STAFFING

Recruitment

Recruitment of Prison Officers

11. After 1976, with its special economic constraints upon manpower, full-scale measures for the recruitment of prison officers were restored in 1977, including the deployment of four full-time selection boards instead of the three to which their number had been reduced in the previous year. There was a very good response to recruitment advertising, but, as in 1976, a disappointingly low success-rate on the part of applicants for prison officer posts. In spite of attempts to correct this by addressing the advertising most particularly to people who might be attracted to the job because of its demands upon character, a low level of success among candidates continued throughout the year. However, although the result was a recruitment figure of only 981 men joining for training, the comparable figure for women, 163, was the best so far achieved in any year. The sum spent on recruitment advertising was £220,837.

12. The table below shows comparative figures for 1977 and the three previous years.

Table 4. Recruitment of Prison Officers

	Year	Number of enquiries received	Number of completed applications	Number who joined for training	Number who joined on* completion of training
Men.....	1977	33,037	11,024	981	785
	1976	18,806	7,922	714	920
	1975	28,421	12,410	1,567	1,660
	1974	34,613	10,077	1,404	1,142
Women.....	1977	13,994	2,143	163	127
	1976	7,289	1,609	86	75
	1975	4,270	1,042	123	130
	1974	5,082	928	101	68

* Includes recruits other than those who joined for initial training, e.g. ex-prison officers reinstated into the service.

13. The number of prison officers lost through retirement, resignation, promotion out of the class, or other reasons was 623 (against 637 in 1976 and 687 in 1975). The net increase in trained prison officers over the year (including regradings within the service) was 299. The rate of progress for the last 9 months of the year ruled out any hope of achieving by the end of the *financial* year 1977-78 the planned growth of 850 prison officers. Table 5 shows the number of prison officers of all grades in post at 1 January 1978 compared with the

three previous years, and also shows the ratio of prison officers to the daily average number of inmates in custody. The commitment to provide up to 75 prison officers for detached duty in Northern Ireland continued.

Recruitment of Other Classes

14. Among other full-time appointments made during the year were 139 administration group staff, 117 civilian instructional officers, 51 nursing staff, 9 medical officers, 1 forensic psychiatrist, 12 chaplains, 13 psychologists and 6 psychological assistants.

Recruitment to Governor Grades

15. In 1977 there were 22 appointments to the Assistant Governor II grade. Of these 6 men and 1 woman were selected from the competition limited to the prison officer class and 9 men and 6 women were appointed from the open competition. During the year 5 assistant governors resigned and 1 former assistant governor rejoined.

Table 5. Prison Officer Class—numbers in post

	Date	Senior Grades	Prison Officer Grade		Prison Auxiliaries	House Matrons	Night Patrol Officers	Total	Daily average of inmates in custody during preceding year	*Ratio of officers to inmates
			Estab-lished	Under train-ing	Tempor-ary Officers					
Men....	1 Jan 1978	3,146	10,434	208	437	—	567½	14,792½	40,212	1:2.84
	1977	3,115	10,218	112	422	—	574½	14,441½	40,161	1:2.89
	1976	3,033	9,990	234	447	—	533	14,237	38,601	1:2.85
	1975	2,894	9,062	387	373	—	482	13,198	35,823	1:2.88
Women..	1978	47	333	56	195½	42½	51	725	1,358	1:2.37
	1977	46	282	21	197	43½	49	638½	1,282	1:2.47
	1976	47	298	16	179	51½	38½	630	1,219	1:2.42
	1975	46	233	38	159½	56½	32½	565½	1,044	1:2.47

* Not including prison officers under training or prison auxiliaries, who are not directly involved in the supervision of inmates; house matrons are also excluded since they work in establishments for males.

Table 6. Staff in Post—all grades

Date	Non-Industrial staff			Industrial staff	Total
	Prison officer class	Governor class	Other non-industrial staff		
January 1978	15,517½	517	3,786	2,170½	21,991
1977	15,080	513	3,659	2,071	21,323
1976	14,867	506	3,680	2,126	21,179
1975	13,764	492	3,447	1,995	19,698

Commendations

16. The Queen was pleased to approve the award of the Queen's Medal for Gallantry to Mr A W Driscoll, Governor of HM Prison, Liverpool, in recognition of his brave conduct in rescuing a hostage from a violent prisoner armed with an improvised knife. Two officers were commended by the Secretary of State for courageous conduct in incidents involving serious personal risk; 27 other officers received official recognition for meritorious conduct beyond the call of duty.

Operational Aspects

17. The Prison Service has to operate twenty-four hours a day, seven days a week, every day of the year. The staffing resources available are determined by a combination of prison officers' conditioned hours and their overtime and it is the total number of man-hours available from both sources which determines the tasks which can be discharged. Following the special contribution which the Prison Service was required to make to restraints in central government expenditure in 1976-77, the financial provision for manpower in 1977-78 ensured that considerably more man-hours were available to operate the service than in the previous year. However, with the continuing expansion of court commitments and increased demand resulting from the manning of new accommodation for prisoners, this additional provision permitted only a limited restoration of the activities which it was necessary to curtail in 1976. The need for governors to manage the activities of their establishments within an allocation of man-hours continued.

18. Because of the recruitment difficulties mentioned in paragraph 11 the amount of overtime worked by prison officers was higher in 1977 than in 1976.

Staff Training

19. The increasing complexity and range of work in the Prison Service needs to be reflected in the staff training provided. It is therefore satisfactory that a higher overall level of prison officer training was possible during 1977.

Central Training Organisation

20. The Prison Service College in Wakefield maintained a full and varied programme of induction courses for new entrants to the Prison Service (other than prison officers), and of development courses for staff mainly in the governor and senior prison officer grades who have had considerable experience in the Service. The effective use of resources at the Officer Training Schools at Leyhill and Wakefield, which provide the residential initial training of new entrants to the prison officer grade, was adversely affected by the number of potential recruits who withdrew after training places had been allocated them. It is planned to reintroduce at both schools development courses for prison officers who have completed one year's service.

21. Whilst all areas of training need to be kept under continuing review to ensure so far as is practicable that they meet current needs, some emphasis has been given to the particular demands made upon new prison officers. A review of arrangements for their initial training has now been completed. As a result

a scheme will be introduced during 1978 which draws closer together the three phases which comprise their basic training during their first months in the Service, and embodies the best of current practice. The scheme establishes minimum training programmes for the month which recruits spend at a prison or borstal prior to their two-month residential course at an Officer Training School and also for the period of induction at the establishment to which they are posted from the school.

Regional and Local Training

22. The differing roles and circumstances of establishments are naturally reflected in the extent to which they are able to implement local training programmes. To some degree the four Regional Training Units, which formally came into being at the beginning of 1976, are a compensating feature for those establishments which are unable to plan a high level of local training, whilst their impact on the overall training effort has been significant. Regional training programmes show a growth in terms of range of subject and of numbers of staff attending courses. These include developmental courses for prison officers and senior prison officers and specific training in subjects such as observation, classification and allocation; legal aid for prisoners; drugs abuse; fire precautions; liberal studies and ethnic minorities. During 1978 regional training officers will also be closely involved in monitoring the functioning at establishments of the initial training scheme referred to above.

Overseas Students

23. In addition to the regular commitment of providing training for overseas students, at the request of the Nigerian Federal Authorities two courses have been specifically designed for senior members of the Nigeria Prison Service. The first of these is to commence at the Prison Service College, Wakefield, in January 1978.

Cost of the Prison Service

24. The average cost of maintaining an inmate in custody in 1976-77 inclusive of Headquarters and regional expenses was £4,420, an increase of 9% over 1975-76. The figure reflects pay and price increases and a 7% growth in average staff numbers. If allowance is made for pay and price increases the cost of the Prison Service remained broadly constant in real terms.

Chapter Four

THE PRISON BUILDING PROGRAMME

General

25. The criteria, which in 1977 still determined the sort of prison buildings and where the Department would erect them, were set out in paragraphs 28 to 36 of the 1976 Report (Cmnd. 6877). The expenditure proposals in the White Paper "The Government's Expenditure Plans" (Cmnd. 6271) published in February 1977 precluded any easing of those criteria. The essential redevelopment of the Victorian estate seemed in 1977 more remote than at any time in the past 30 years. Cell sharing prevented, and looks like continuing to prevent, the planning of any phased on-site redevelopment of the large urban prisons on the lines of the Holloway project. The major pre-occupation of the building and maintenance programme was keeping the existing deteriorating facilities in operation. In this respect, the less substantial buildings of the service camps posed greater problems than some of the older buildings.

26. Despite the curtailed place producing programme, the remaining building programme has again placed a considerable burden on the professional and technical staff of the Directorate of Works. The use of private professional firms to supplement permanent staff has been invaluable in maintaining support for outstations. Adjustment to and alterations in the building programme during the year, and the letting and supervising of contracts have made exceedingly heavy demands on a depleted permanent staff.

27. Details of place producing projects are given in Appendix 2 to this Report, showing the position at 1 January 1978. The expected completion dates show further delays compared with the position reported 12 months ago.

New Purpose Built Accommodation

28. Inmate accommodation at Holloway completed in November 1976, as part of the redevelopment scheme, was occupied in January 1977 and the last remnants of the old prison have been demolished. Building work on the later phases of the project has begun. Pending their completion the use of some completed living accommodation for administrative and other purposes will have to continue.

29. The purpose-built prison at Wymott for 816 Category C short term prisoners was not completed in 1977 but should be available in 1978. Work continued on the last stages of the borstal and remand centre complex at Glen Parva which should add 360 places to the young offender system in 1979. The replacement borstal at Feltham is expected to be completed in 1981. Work proceeded on the first purpose-built dispersal prison, which will provide 447 places at Low Newton, to be completed in 1980.

Adaptation of Service Camps

30. Staffing restraints have delayed the progress of schemes for adapting former service camps to provide temporary bases from which to construct permanent establishments, as described in paragraph 42 of the 1976 Report. The schemes at Acklington, to provide 437 Category C places, and at Deerbolt to provide 420 borstal places, have both been affected and are not likely to be completed before 1983.

31. The temporary prison at Highpoint received its first inmates in May 1977 to work on the permanent Category B prison for 496 men and the adjacent Northridge detention centre. Work continued at the Category C Channings Wood prison to be completed by 1981.

Quarters

32. The Department continues to manage a large stock of over 11,000 houses for its staff. The trend noted in the last two Reports for officers to prefer to live out of quarters continued. Some 400 acquisitions during 1977 were offset by the disposal of surplus and sub-standard quarters at certain establishments. The scattered location of quarters, coupled with a shortage of works staff and the need to concentrate direct labour on maintenance of prison buildings, increased the use of contractors for maintenance. Fourteen term maintenance contracts were in operation during 1977 compared with ten in 1976.

Direct Labour

33. The term "direct labour" was described in paragraph 45 of the 1976 Report. Career development training equips works officers to control and supervise this work and craft training courses provide inmates with the necessary basic skills. During 1977 eleven major direct labour projects were in progress at an estimated commercial contract current value in excess of £30 million. Staffing constraints delayed these projects and necessitated some work being carried out by contract. In-house training courses provided staff expertise, necessitated by the introduction of modern mechanical and electrical equipment. Because of the shortage of skilled supervisory staff, maintenance of this equipment created many problems. On building maintenance and minor improvements, the use of inmate labour alleviated some of the effects of staff shortage but further maintenance schemes have had to be deferred and some existing schemes discontinued.

34. Construction industry training courses were increased by 10 to 165 in 1977. The daily average number of inmates employed on work services was 4,560, including 1,470 undergoing workshop instruction. The rapid turnover of young offenders engaged on direct labour projects and the competing demands of remedial education and other training activities caused serious problems.

35. The City and Guilds skills testing scheme (paragraph 42 of the 1975 Report) was extended to 10 painting and decorating and 9 bricklaying courses. Discussions were held on providing similar facilities for the plastering craft. More than 2,200 inmates have been recommended for trade union membership since the inception of the scheme. Several awards were made under the Arthur Koestler scheme (paragraph 72 of the 1976 Report) in recognition of individual achievements during training.

Chapter Five

TREATMENT AND TRAINING

General

36. The continuing pressure on staffing resources described in paragraph 17 meant that considerable resourcefulness and ingenuity were required to prevent a deterioration in standards and facilities. In these circumstances it is not surprising that there were no specifically new developments in 1977 apart from the involvement of discipline officers in areas of work previously seen as reserved to Probation Officers.

37. However, there is one general point that should be emphasised in connection with the overall philosophy of treatment. It is often said that "research" has "proved" that prisoners are not helped by exposure to prison regimes. This is not so: what it has shown is that the reconviction rates of a group of men who had been through a particular prison regime were not significantly better than those of a matched sample of men who had had a different experience. This does not affect the fact that many men do manage to reorganise themselves in a more effective and acceptable way while in prison and on release, and that there is a positive aspect, as well as neutral and negative aspects, to the experience of imprisonment. The encouraging thing is that the standards which prisons have tried to maintain are still focused on the possibilities of individual rehabilitation, and that this principle has not been sacrificed because of diminished resources.

Welfare and After-Care

38. The Probation Service continued to play an important part in providing a social work service within the various establishments, in preparing inmates for discharge and in co-ordinating arrangements for after-care. Although constraints on manpower resources prevented any significant growth in the number of probation officers seconded to work in prison service establishments, it was possible to allow a small increase to take account of new inmate places brought into service during the year. At the end of 1977 the authorised complement of seconded probation officers was 432, which included 59 posts in detention and remand centres and certain borstals (see paragraph 116 of the Report for 1976). The Probation Service continued to experience difficulty in filling all the posts and there were often substantial periods between a seconded officer returning to the field and his replacement taking up duty: 42 places were vacant at the end of the year. Probation officers in the field continued to be active in providing support and encouragement to inmates for whom they would have after-care responsibilities, and to their families, but restrictions on expenditure resulted in a reduction in the scale of visiting in certain areas.

39. The joint re-examination of social work in prisons by the Prison and Probation Services, which was mentioned in last year's Report, has made useful progress in the five prisons originally selected, and is being extended to others.

Marriage

40. New arrangements have been introduced to avoid an unduly long wait by a prisoner who wishes to marry. Unless serving a life sentence, a man or woman who has more than 12 months of a sentence remaining is now allowed to leave prison under escort for the ceremony.

EDUCATION

General Impression of the Year

41. The Report for 1976 indicated that preparations were in hand for reducing the scale and variety of educational facilities in establishments during 1977-78, as a result of Government's decision to cut expenditure on public services. In the event, the reduction in establishments for young offenders was minimal: the brunt was borne in establishments for adult offenders where statutorily prisoners' participation is voluntary*. Literacy tuition, educational support for vocational and construction industry training and public examination courses were protected, but other educational activities were curtailed. In some instances, the length of the educational year or week was cut; and in others the number of classes each evening, or their duration. Nevertheless, it would be a mistake to take too gloomy a view of the year. Cuts in expenditure compelled a reassessment of educational needs and priorities which was overdue in some establishments. Nor, in tighter programmes everywhere, was there any serious fall in the standard of professional tuition, which remained at a good level. As an indication of the scale of operations it is noteworthy that education services are currently provided by 49 Local Education Authorities working through a team of 118 Education Officers, 43 Deputies, 178 full-time teachers and 2,955 part-time teachers.

Literacy

42. It is no more possible to quantify precisely the number of trainees and prisoners who are in difficulty with their literacy than it is to do so for people in the community at large, and for much the same reasons, that is the lack of an agreed definition of illiteracy, the voluntary nature of education amongst adults and the absence of standardised tests of adult literacy. Nevertheless, on the basis of a variety of reading tests administered in the academic year 1976-77 to 69,834 trainees and prisoners, male and female, 8.4% were found to have reading ages of less than 8 years and 23.4% when the reading age was adjusted to less than 10 years (23.4% incorporates 8.4%). The Department has for some years been supporting a research project to produce a more satisfactory literacy test related to people over 16 years of age.

*According to a census conducted during the week ended 26 November 1976, 48.1% of the average daily population of adult offenders in prisons (remand centres excluded) took advantage of the facilities available. Over the 1976-77 academic year as a whole, however, the percentage may fluctuate between 40% and 45%.

43. Reading tests suggest that there has been a slight rise in illiteracy and poor literacy amongst prisoners and trainees since the last report on the matter in 1974. On the whole, resources have kept pace with this increase, despite cuts in public expenditure, for care has been taken to protect literacy tuition. The price paid has been a reduction in other forms of educational activity in establishments. In some establishments help is forthcoming from voluntary teachers trained in Local Education Authority adult literacy schemes and in a few establishments modest experiments are taking place whereby, under the guidance of education and other staff, selected prisoners tutor fellow prisoners who are in difficulties with their literacy. Most important of all, perhaps, has been the growth in the number of contacts in the community to whom trainees and prisoners who have been receiving help with their literacy during their sentences may now be referred, if necessary, for further tuition on their release.

General and Higher Education

44. Amongst trainees over compulsory school age and prisoners generally the range of subjects followed was less extensive than in previous years but the level of participation remained high. Not everyone took part with examinations in view, but 5,144 prisoners sat for examinations in 6,582 subjects and passed in 4,618, a success rate of 70.2% an increase on 1976. Within these figures were 76 prisoners who were Open University students and who sat for examinations in 112 subjects and passed in 87, a success rate of 77.6%. From January, 1978, there will be 24 prisons in the Open University scheme. Music has long been a popular examination subject and in 1977, 130 prisoners and trainees entered for 134 examinations conducted by the Royal Society of Music and passed in 118, a success rate of 88.1%. The majority of educational work, of course, is undertaken in establishments themselves, but some is done off the premises. For example, 98 prisoners and trainees from 21 establishments attended education centres in the community. Only 3 abused the privilege and had to be withdrawn. 73 completed their courses successfully.

Vocational Training

45. Vocational training is a Prison Department service, not a Local Education Authority service. Vocational training courses, 49 in borstals and 59 in prisons, offer a range of skills including home economics, catering, commercial subjects, radio and television, mechanical engineering, motor vehicle mechanics, horticulture/agriculture and a number of specialised skills related to one or other of these broad divisions. In borstals during 1977, 1,305 trainees completed their courses, with a further 342 carrying over to 1978. The figures for prisons were 615 and 385, respectively. Examination results were up to their usual high standards. Of 1,012 trainees entered, 910 or 89.9% passed. The figures for prisoners were 813, 639 and 78.5% respectively. Within the City and Guilds element, trainees gained 202 distinctions and 376 credits, the corresponding figures for prisoners being 60 and 168. Considerable attention is now being given to the content and presentation of the vocational training courses in the light of developments associated with the Technician and Business Education Councils, the Training and Employment Service Agencies and schemes associated with Further Education Colleges and the Holland Report.

Careers Guidance and Job Placement

46. Enquiries are sometimes received about careers guidance and job placement services to prisoners and trainees. The Department of Employment concerns itself on the whole with prisoners and trainees over 18 years of age whilst the Local Education Authorities concentrate on trainees below that age. Those of compulsory school age are all interviewed and guided individually. In the case of all other trainees and prisoners, however, assistance depends largely on their own initiatives or on those of staff acting on their behalf. Careers as a subject are now beginning to be included in some young offender education programmes by way of background to and preparation for interviews between individual trainees and careers advisory officers.

Libraries

47. The last two Annual Reports have commented on the closer relationships which are developing between individual establishments and their supporting Public Libraries. During 1977 there were matching developments at the national level through co-operation with the Library Association in a working party on standards for prison libraries and with the Library Advisory Council for England in a working party on public library services to the disadvantaged. There has been a continued improvement in the quality, quantity and variety of book stocks, and in the increased usage which prisoners and trainees are making of the better facilities now available. In the academic year 1976-77 the special request service handled 39,521 cases. A census of public library books on loan to establishments during the same period revealed 339,474 as being available for an average total daily population of 42,479 prisoners and trainees. This falls short of the recommended ten public library books a head of the population which would bring the libraries up to the standard of good public branch libraries everywhere, but it indicates that the libraries are by no means short of books.

Education Staff: In-Service Training

48. Over the last ten years training facilities for education staff have been considerably extended. In 1977, in co-operation with Leeds University, a specially designed, full-time, post-graduate certificate course in applied social studies at the College of Ripon and York St John, was opened not only to experienced education staff in Prison Service establishments, but also to Probation Service staff and to teachers generally, especially those working in community homes, hospitals and other closed conditions. The aim of all the courses and conferences is to enable education staff to keep abreast of developments in prison policy and practice and professional and administrative aspects of the public education service. It is not all that difficult to deal with these matters centrally where full-time education staff are concerned, but, in the case of part-time teachers, who constitute the bulk of the tutorial staff, the only way they can be helped really is on a regional or local basis and this is consequently the area where, over the next few years, the greatest development of in-service training for education staff is likely to take place. Coinciding as it does with new and expanding developments for the training of part-time further education staff being pioneered by the Local Education Authorities, the opportunities for improved professional calibre all round look most promising.

Physical Education

49. During 1977 the emphasis was placed not on new policies or facilities but on making the best use of existing resources. To improve administration there has been more devolution to Regional PE Officers of responsibility for certain financial and training matters.

50. Twenty-six officers completed the training course this year and qualified as Physical Education Instructors. For the second year running two were women. The training syllabus affords time for course members to complete professionally recognised teaching and coaching awards in a wide variety of physical activities. The main aim, however, remains to provide teachers of physical education who can motivate the majority of the population, including the physically inadequate as well as the skilled performers.

51. There has been an upsurge in interest during the year shown by staff in a variety of sports. Traditionally, soccer has been the focal point of staff participation but this has now been joined by among others badminton, cross country running, rugby and volleyball. In many cases wives and families have also been welcomed to local, regional and national events. At an individual level an SO (PEI) was coach to the British weight-lifting team which won the recent world Power Lifting championships in the USA earlier this year.

Chapter Six

UNCONVICTED AND UNSENTENCED PRISONERS

Population and Use of Establishments

52. The average daily population of unconvicted and unsentenced male prisoners rose slightly in 1977 to 5,002 compared with 4,802 in 1976, 5,310 in 1975, 4,802 in 1974 and 4,380 in 1973. The corresponding figure for females in 1977 was 279 compared with 288 in 1976, 299 in 1975, 279 in 1974 and 233 in 1973. The highest level of unsentenced population recorded in 1977 (on 15 November) was 5,663, slightly higher than the highest figure (5,500) recorded in 1976. Population levels of 5,500 or more were recorded on particular dates in June, October and November. The lowest figure recorded in 1977 (15 January) was 4,683.

53. The slight rise from 1976 represents an increase of the order of 4% in average daily population. Over the same period there was a 3.9% increase in the number of persons charged with indictable offences. Whatever effect the Bail Act* may have on the number of prisoners awaiting trial or sentence, it must be recognised that so long as the crime rate continues to increase the scope for reducing significantly the remand population by increased use of bail is likely to be limited.

Remand of persons aged 14-16

54. Although there was a continuing demand for secure remand accommodation for young persons aged between 14 and 16, the majority of whom were unconvicted and had been certified by the courts as too unruly to be safely remanded into the care of the local authorities, there was a significant reduction in the numbers so remanded. Total receptions of unsentenced males in this age group in 1977 was 3,841 compared with 4,500 in 1976 and 5,337 in 1975. The very great majority of these young persons were received into secure accommodation in remand centres; much more rarely, some were received into remand accommodation at local prisons. It remains firm Government policy that persons in this age group should cease to be remanded to Prison Department establishments as soon as alternative accommodation can be provided. Following consultations with the local authority associations, the Children and Young Persons Act 1969 (Transitional Modifications of Part I) Order,** which prohibits the remanding to prison of girls under the age of 15, came into operation on 15 March, and discussions were in hand at the end of the year about the next steps to be taken in ending the remand of juveniles to Prison Department establishments. The Certificates of Unruly Character (Conditions) Order*** which prescribes conditions which must be satisfied before a court can commit a young person under a Certificate of Unruliness came into operation on 1 August. Under this Order courts can only issue a Certificate of Unruliness in

* The Bail Act 1976 came into operation on 17 April 1978.

** SI 1977, No 420 HMSO.

*** SI 1977, No 1037 HMSO.

respect of a young person if he is charged with an offence punishable in the case of an adult with imprisonment of 14 years or more; is charged with an offence of violence or has been found guilty on a previous occasion of an offence of violence, or if he has persistently absconded from or seriously disrupted the running of a community home. In addition, the court has to be satisfied on the basis of a written report from the appropriate local authority that no suitable accommodation is available for the young person in a community home unless, in the case of the first two categories, the court is remanding the young person for the first time in the proceedings and is satisfied that there has not been time to obtain such a report.

55. The number of girls under 15 previously remanded to Prison Department establishments had been very small and their exclusion has had correspondingly limited, though welcome, effect on the number in custody: but the coming into operation of the Certificate of Unruly Character (Conditions) Order was followed immediately by a sharp drop in the number of young persons remanded in custody in contrast with a steady rise in numbers earlier in the year. The numbers for the remainder of the year were also lower than in the earlier part but it is too early to judge whether the Order will continue to affect numbers significantly.

Prison and Remand Centre Catchment Areas

56. A guiding principle in formulating the directions given to courts governing the prisons and remand centres to which prisoners are committed is to reduce—still further—the small proportion of young persons aged 14 to 16 who have to be held in remand accommodation at local prisons (as distinct from remand centres). This approach continued during 1977. The catchment areas for Norwich and Thorp Arch remand centres were enlarged, thus removing persons in this age group from Lincoln prison. The catchment area for Latchmere House remand centre near Richmond, Surrey, was also enlarged to reduce substantially the number of 14–16 year olds received directly into Oxford prison.

57. In view of the extreme pressure on accommodation for female prisoners it was decided, with great reluctance, that a newly completed 60-place remand centre at Cookham Wood, near Rochester, Kent, should be used instead as a women's prison. As a result, young men under 21 who are at present remanded to Canterbury prison will continue to be sent there for the time being. However, arrangements were in hand at the end of the year for those aged 14 to 16 remanded in custody from Kent courts to be sent not to Canterbury but to Latchmere House remand centre. The general policy wherever possible of taking young men under 21 who are remanded in custody out of local prisons by provision of remand centre places remains unchanged.

Bail and Bail Hostels

58. One of the major purposes of the Bail and Legal Aid Unit at Brixton prison, to which reference has been made in previous Annual Reports, is to offer assistance to men who have been granted bail at court but who have been remanded in custody until the conditions of bail can be satisfied. A review of the Brixton scheme has shown that substantial numbers of such men are interviewed every week on a methodical follow-up from the point of reception and that the necessary communications on their behalf are made more speedily and efficiently.

59. The existing Bail Hostels which are provided by the Probation and After-Care Service and various voluntary organisations mainly for persons of "no fixed abode" who might otherwise have been remanded by the court in custody continued to be well used. The programme to provide additional hostels continued, and although no new Bail Hostels were opened during 1977, some 17 further Hostels are planned of which seven are expected to open in the first half of 1978. These Hostels will be located at Basildon, Blackburn, Leicester, London (for women), Newton Abbot, Manchester and Oxford.

Use of the Telephone by Unconvicted Prisoners

60. This scheme, introduced so that unconvicted prisoners might deal with urgent domestic problems, consult solicitors, arrange bail sureties, etc, is now in operation at all remand establishments.

Women Prison Officers in Male Local Prisons

61. For some considerable time, shortage of women prison officers has made it difficult and often impossible for the Department to provide female staff at the Crown Court when a female defendant appears from bail for trial or sentence. The difficulty has been accentuated by the very large court catchment areas of certain women's establishments, notably Holloway in London and Risley in Lancashire, entailing long journey-times from the prison to the court concerned.

62. It was decided during 1977 to improve the service to the Court by posting fully trained women officers to the male local prisons at Canterbury, Exeter, Leicester, Lincoln, Norwich, Swansea and Winchester. These arrangements have been working well and staff appointed to these posts have been profitably used to carry out court duties. When not engaged at court they have carried out valuable work in assisting with social visits to male prisoners (where many of the visitors are women).

Chapter Seven

ADULT MALE PRISONERS

Introduction

63. This chapter deals with a number of matters of operational and administrative interest. It is about adult male prisoners in so far as they form the great majority of the prison population and give rise to the most difficult problems of management, security and control.

Accommodation

64. The total number of adult men in prison fell by 129 over the year to 27,933 at the end of the year with a peak of 29,308 at the end of May.

65. The average number of adult men held in closed prisons was 25,700 compared with a figure of 25,300 for the previous year. In mid-June 15,406 male inmates of all ages were sharing cells, of whom 5,040 were sleeping 3 to a cell. By the end of the year the number sharing had increased slightly to 15,423, of whom 5,259 were sleeping 3 to a cell. The number of adult men held in open prisons continued to fall and at the end of the year these prisons contained 3,026 men against 3,524 places available.

66. Highpoint, the new adult male prison at Stradishall, Suffolk, received its first inmates in May. It is temporarily categorised C, until building work is finished when it will be recategorised B.

Review of Adjudication Procedures

67. As part of the process of implementing the recommendations of the Working Party on Adjudication Procedures in Prisons, which reported in 1975, separate (though basically similar) standard procedures for the conduct of adjudications by governors and Boards of Visitors were promulgated in April 1977. Further consideration was also given to the recommendation for a single all-purpose form to replace those currently used for adjudications, and it is hoped to begin field trials of new documentation in 1978.

68. Reference was made in last year's Report to the Working Party's proposals concerning an experiment to test provision of assistance to prisoners facing adjudication by Boards of Visitors. The necessary consultations are nearing completion and, although the representative staff associations do not feel able to take part at the moment, it is hoped to begin an experiment later in the year to examine provision of assistance, by members of Boards of Visitors, with preparation of an inmate's case.

Parole

69. The use of parole continued to grow during 1977 as shown by the figures below. The percentage of prisoners serving determinate sentences eligible for parole who received it at some state in their sentence rose from 49.6% in 1975 to 54% in 1976 and 62% in 1977. The recall rate rose from 7.7% to 10.3% over the period but in the majority of cases recall was due to breaches of licence conditions other than the commission of further offences.

	1977	1976	1975
Eligible for consideration	10,989	10,660	10,154
—Considered by Local Review Committees ...	10,344	10,077	9,455
—Release agreed on recommendation of LRC .	2,018	2,115	923
—Referred to Parole Board	4,796	4,289	4,662
—Recommended by Parole Board for release ..	3,200	2,880	3,106
Total recommended for release	5,218	4,995	4,029

70. The Parole Board maintained its programme of visits to those services which are involved in the parole process and it visited 10 prisons in 1977. The Board attaches considerable importance to these visits which help members to understand and appreciate the efforts which are made to provide the information required by the local review committees and the Parole Board. In its visits to prisons the Board hopes to reduce its apparent remoteness and therefore welcomes the opportunity to talk to both staff and prisoners.

71. The Home Office and the Parole Board have frequently been criticised for failing to give the reasons for refusals of parole. There are powerful arguments both for and against giving reasons and the Parole Board has taken steps to assess the feasibility of defining the factors giving rise to unfavourable recommendations. The Board has satisfied itself that it can itself do this and accordingly the Home Secretary has now decided that the practice should be extended experimentally to a small number of local review committees at different types of prisons, in order to establish whether local review committees also find themselves able to summarise in this way the reasons for parole refusal. The experiment will not involve prisoners, but an attempt will be made to assess the effect on prisoners and the implications, for prison staff and resources, of giving reasons. If the experiment is successful, consideration will be given to the question whether "causes for concern" in this form should be communicated to the prisoners being refused parole. The answer will depend on a number of factors including the assessments referred to above and the views of staff associations. Ultimately the decision will, of course, lie with the Home Secretary. Ministers are not in any way committed on the issue.

Life Sentence Prisoners

72. The number of male life sentence prisoners in custody has continued to increase from 1,157 at the end of 1975 to 1,220 at the end of 1976 and 1,311 at the end of 1977. During the year 72 male prisoners were released on licence, one was recalled from licence and subsequently released again and three life sentence prisoners died. Nottingham prison was added to the list of those designated to take lifers and the first lifer was released from the open prison at Sudbury which began receiving such prisoners in 1976.

73. The Department is continually striving to find additional suitable accommodation for lifers which is needed, particularly in Category C prisons in the north of England as a result of the increase in numbers. Some progress was made in this direction during the year but such proposals inevitably involve discussions with local authorities and other interested parties which can take some time.

SECURITY AND CONTROL

Demonstrations and Disturbances

74. There has been no increase in the number of incidents in which inmates took some form of group action; such incidents generally took the form of a sit-down demonstration, refusal of food or refusal to work. In 1977 (as in the previous two years) there were about 30 incidents and, again, they formed no discernible pattern. Among the reasons given for the demonstrations were the quality of food, rates of pay and reductions in activities available to inmates due to staffing constraints. Demonstrations were mostly short and involved small numbers of inmates but the longest, a refusal to work, lasted a week and the largest, a refusal of food, involved some 150 inmates. Almost all the demonstrations were passive but the small number where inmates offered violence was resolved quickly and without serious injury to staff or inmates or significant damage to property.

75. Roof climbing continued to be a means of seeking publicity. Five inmates at different prisons and two trainees at a male borstal succeeded in climbing on to roofs and in two instances, considerable damage was caused.

76. There were three incidents in which hostages were taken by inmates. Two at adult male establishments were resolved within minutes without injury to staff or prisoners. The third, at a girls' borstal, lasted for several hours. One officer received a minor injury at the time the hostage was taken.

77. The number of escapes by male adult and young prisoners from all categories of prison and remand centres in the past four years is given below, set against the average population. The first three categories (A, B and C) apply to closed establishments; the fourth (Category D) applies to open establishments.

*Table 7. Escapes from Prisons and Remand Centres (Males)**

	1974	1975	1976	1977
Average population.....	29,025	31,144	32,623	33,013
1. Escapes from within prisons and remand centres				
Special wings and dispersal prisons holding Category "A" prisoners..	0	0	3	0
Category "B".....	17	10	9	10
Category "C".....	26	44	50	48
Category "D".....	235	214	204	213
2. Escapes from escorts and supervised working parties	95	96	80	100

* These figures represent the number of prisoners who escaped, not the number of escape incidents.

Table 8. Breakdown of Escapes from Closed Prisons and Remand Centres 1977

<i>Category A</i>	<i>Category B</i>		<i>Category C</i>	
Nil	Ashford RC	1	Acklington	5
	Cardiff	1	Featherstone	8
	Chelmsford	2	Haverigg	6
	Lancaster	1	Highpoint	3
	Nottingham	3	Northeye	13
	Reading	2	Norwich	1
			Ranby	1
			Shepton Mallet	4
			Stafford	1
			Standford Hill	5
			Verne	1

78. On 12 January 1977 William Thomas Hughes, at that time a prisoner on remand at Leicester prison, escaped from two officers escorting him to Chesterfield Magistrates Court in a hired car, by attacking them with a knife stolen from the prison kitchen. He subsequently murdered four members of a family before being shot dead by the police. The Home Secretary appointed the Chief Inspector of the Prison Service to carry out an immediate inquiry into security at Leicester prison and the arrangements for the escort of prisoners to courts. The Home Secretary announced the publication of the report in a statement to Parliament on 10 March 1977 and his acceptance of its main recommendations. The Chief Inspector found that the primary causes of the escape were the failure to apply existing searching procedures to find the kitchen knife and defects in the procedures themselves. There were also weaknesses in communication and deficiencies in the arrangements for the documentation and escort of prisoners. Instructions to governors were issued immediately implementing the recommendations in the report relating to documentation, searching and escorts. The remaining recommendations, which gave rise to questions of principle or of the availability of resources, were, as suggested in the report, remitted for further study. Arising from this the layouts of both the kitchen and reception areas at Leicester prison have been altered to provide for improved supervision and control. The other recommendations concern the whole of the Prison Service and study has been protracted; it had not been concluded at the end of the year.

The Hull Riot

79. In September 1976 the Home Secretary appointed the Chief Inspector to enquire into the riot which took place at Hull Prison between 31 August and 3 September 1976. The publication of the report was announced by the Home Secretary in a statement to Parliament on 14 July 1977. The Chief Inspector concluded that there was no single cause for the riot, but a number of pre-disposing and contributory factors. Mr Fowler reviewed the reasons for the dispersal policy of allocating Category A prisoners to selected prisons with high security, rather than concentrating them in one or two "fortress prisons" as proposed in 1966 by Lord Mountbatten*. He concluded that the arguments

* Report of the Inquiry into Prison Escapes and Security, published in December 1966 (Cmnd 3175) HMSO 1966.

against the latter course were as cogent or more cogent now than when advanced by the Advisory Council on the Penal System in 1968* and endorsed in the 1973 review of the policy for the containment of maximum security prisoners.

80. In discussing the factors which led to the Hull riot the Chief Inspector pointed to changes in the characteristics and expectations of long term prisoners and to consequent changes in the position of prison staff. These had added to the difficulty of maintaining good order and security while pursuing the basic policy of providing a liberal regime for high security prisoners serving long sentences. In particular he drew attention to the risk of prison officers withdrawing from a central role of personal involvement with prisoners—desirable both for reasons of security and humane treatment—to a more peripheral role of observer under the pressure of repeated challenges to their authority and what are perceived as criticisms from outside pressure groups. The Chief Inspector considered that the seeds of disorder are continually present in a dispersal prison, given the degree of freedom in the regime and the presence of some of the most aggressive prisoners in the system and those most likely to encourage or manipulate discontent. He expressed the view that continual monitoring of the population and constant surveillance are required if disorder is to be avoided and frequently prisoners whose continued presence is likely to lead to disorder will need to be transferred to other prisons.

81. Against this background, which applies to all dispersal prisons, the Chief Inspector identified a number of factors peculiar to Hull which contributed to the riot, of which he judged four of particular significance. First, the population there included many of the most difficult men in the dispersal system whom other prisons were reluctant to take. Hull seemed to cope with them, but both staff and prisoners saw Hull as the end of the road and inevitably there were limitations to the Governor's ability to transfer such prisoners elsewhere. Second, the prisoners' daily regime had been curtailed for various reasons related to staff availability and limitations on overtime working. Third, better use of information reaching staff prior to the riot, additional precautions and different tactical responses at early stages might have prevented what began as a passive demonstration being exploited and extended into a riot. Finally, past experience of handling demonstrations with tolerance and false confidence in relationships between staff and prisoners (which appeared friendly but were in fact superficial) obscured the staff perception of what was happening in the prison community just prior to the riot in terms of social groupings, pressures and loyalties.

82. The Chief Inspector made no specific recommendations but he identified a number of areas of administration that needed attention. Those which concern the policy of dispersal and longer term issues are dealt with in paragraph 85. Those related to the ability of the Prison Service to respond immediately and effectively to emergency situations which threaten security and control have been the subject of urgent and detailed study within the Prison Department. As a consequence, regional contingency plans have been reviewed and instructions to governors revised; communications procedures at Regional Offices have been defined and provision made for the appointment of liaison officers in establishments; protective shields have been issued to all dispersal

*The Regime for Long Term Prisoners in Conditions of Maximum Security, report of the Advisory Council on the Penal System, HMSO 1968.

prisons and to a number of other establishments; and the arrangements for the storage and use of protective clothing have been the subject of new instructions to governors. Further instructions have been issued to governors about structural measures to prevent access to roofs. Other areas for review, including those concerning Emergency Control Rooms and Segregation Units, have considerable resource implications and are the subject of longer term study.

Prison Dog Service

83. Protection of the perimeters of the higher security prisons from escape attempts has continued to be the major task but the scope and value of the Dog Service's support role have been enhanced by the deployment of specialist dog teams trained in the detection of explosives, firearms and drugs.

Dispersal Prisons

84. The 1975 Report drew attention to the fact that the population of dispersal prisons poses special problems because it contains dangerous and violent men, some of whom feel they have little to lose by resorting to violence in order to challenge the regime. The riot at Hull in 1976, and the observations of the Chief Inspector, summarised above, reinforce this point.

85. The Chief Inspector took the view that the riot did not indicate a need to reconsider the policy of dispersing Category A prisoners through several high security prisons. The alternative of placing all special high risk prisoners in a single prison would, he thought, present formidable, if not impossible, difficulties for the management of such an establishment. The Home Secretary, in his statement on the publication of the report reaffirmed his belief in the dispersal policy. The Chief Inspector made suggestions about a number of areas where administrative aspects of the dispersal system could be reviewed. These included the number of dispersal prisons, the extent to which the dispersal system should be overseen by Prison Department Headquarters, manning levels, staff training and the need for a uniform practice at dispersal prisons in matters such as prisoners' privileges. A review of the matters identified by the Chief Inspector has begun in consultation with the staff associations concerned.

Chapter Eight

MALE YOUNG OFFENDERS

The Report of the Advisory Council on the Penal System on Young Adult Offenders

86. The centrepiece of the 1974 report of the Advisory Council on the Penal System on Young Adult Offenders was the recommendation that the existing three custodial sentences for young offenders (imprisonment, borstal training and detention centre training) should be replaced by a single, generic sentence. The Annual Report of the Prison Department for 1974 described the consultations which followed the publication of this Report. As mentioned in the Department's Report for 1976 (paragraph 117) these consultations and the Department's own examination of the proposals, showed that it was unlikely that it would be possible to implement the whole of the Council's recommendations during a period of financial restraint; in particular those parts of the proposals which required extra staff, extra resources within the Probation and After-Care Service, and extra buildings and other resources in Prison Department establishments, were likely to be impracticable. In February 1977 the Home Secretary announced the Government's conclusion that while the principle of a single sentence of broadly the kind envisaged by the Advisory Council was supported by the Government, the resource implications of the new arrangements proposed by the Council would be too costly to be implemented at present. The Home Secretary emphasised, however, that the eventual objective should still be a single sentence which would give flexibility both to the courts and the administration, and in July 1977 Ministers announced that the Government was preparing, and would in due course be publishing, its own proposals for a generic sentence to be achieved substantially within the existing resources of the Probation Service and the Prison Service.

87. For the Prison Service this movement towards a generic sentence offers the opportunity to ensure that full use is made of the staff and buildings, as well as other material resources, allocated to young offender use. The present division of young offenders between three separate sentences and the consequent need to segregate three types of offenders both from each other and from adult prisoners, together with the need to provide a comprehensive range of establishments for each of the three sentences throughout the country, inevitably adds to the complexities of administering the young offender system, and at times when population is high (as it has been in recent years) it may prevent the best use being made of all the accommodation available. But important though the administrative flexibility of a new single sentence would be, the generic sentence is probably more important for the young offender system, particularly staff associated with it and the young offenders themselves, for the opportunity it gives to reassess the purpose and nature of custodial treatment for young offenders. It is becoming increasingly clear that the principles upon which the

three existing young offender sentences were founded have been both eroded and developed: for instance although borstal training today still operates on some of the same principles as those enunciated by Alexander Patterson in the 1930s, there have been significant changes since then in the nature and frequency of criminal behaviour, with the result that numbers now sentenced to borstal training are higher and the offenders more criminally sophisticated than those of the 1930s. This is not to say that many of the traditional principles and attitudes underlying borstal training do not still hold considerable value today—but the way in which they are applied to the offenders being committed into custody in the last quarter of the 20th century needs reassessment, and the shaping of a new generic sentence would provide an opportunity for this.

General Developments in Young Offender Establishments

88. Three factors seem to have dominated the year for most young offender establishments. As in previous years, most establishments have been under heavy pressure of numbers, with the majority of establishments operating consistently with a higher population than can be comfortably accommodated there. Fuller details of these population pressures are given in paragraphs 101 to 108. The second dominant factor has been, as in 1976, the continuing need to exercise stringent economy, not only in material matters but also in the use of staff resources.

89. These two factors—population pressure and the need for economy in staff time—have often between them dictated the way in which an establishment is able to function. Where they have not done so, and where there has been more scope for action, the year has been increasingly dominated by a third factor—the move towards a generic sentence. The Government's proposals for a generic sentence have yet to be published, and decisions have yet to be taken on many crucial aspects of the generic sentence; nevertheless the decision to produce proposals on a generic sentence has given the Prison Department an opportunity not only to contribute to the fashioning of these proposals, but also the opportunity to consider how far it is possible either to anticipate the generic sentence, or to test out some of the options which might be available in a generic sentence. For instance, if a generic sentence is introduced, and the existing three types of young offender establishment are merged into a single type of establishment, then those who are at present given, say, a detention centre sentence, will in future be able to be held in any one of the present three types of establishment. This in turn prompts a question as to the proportion of those at present in one type of young offender establishment who could in fact sensibly be allocated to another—and research was duly commissioned which demonstrated that at least a third of those at present sentenced to short terms of imprisonment were in most respects indistinguishable from those who received detention centre sentences of similar length.

90. Again, if the present three types of young offender establishment are in future to operate as a single system the general approach to and treatment of offenders in these establishments will need to be assimilated; the shortage of physical facilities at any given establishment, such as workshop and classroom accommodation, as well as the length of sentence of its inmates, may to some extent dictate the nature of the regime; but there are other questions which can

be profitably pursued even at this stage. For example, a good deal of attention has been given in recent years to the strengthening of links between borstals and relevant probation services, but it is now becoming apparent that the links between young prisoner centres and detention centres and the Probation Service can be of equal importance. 1977 has therefore seen the beginning of renewed emphasis on the question of links between young offender establishments and the Probation Service. The after-care given to young offenders after they are released from custody is an integral part of the sentence handed down by the court, and considerable efforts are made at some establishments to ensure that the supervising officer is closely in touch with the offender before he leaves custody; in the two neighbourhood borstals (described in some detail in the Department's Annual Report for 1975) the Probation Service which will eventually be responsible for the supervision of the offender after his release is also able to contribute to the planning of his training and treatment while he is in borstal. In other establishments the Probation Service is able to make a contribution through the presence in the establishment of a senior probation officer, and in the young prisoner centres the presence of a probation officer (holding posts that were until 1977 known as "welfare officers") again enables a contribution to be made. At the same time prison officers working in young offender establishments are, where resources permit, being given the opportunity to learn something of the way in which the Probation Service operates by means of brief attachments to a local Probation Service; these attachments, which occur in young prisoner centres and in borstals, again have the effect of enabling staff responsible for the treatment and training of the offender in custody to consider how that treatment might be related to the offender's future after he has been discharged. Various through-care projects have been arranged by probation and borstal staff working in conjunction, including a few 3-day urban workshops in the trainee's home area; the probation officers concerned arranged for the trainees who were temporarily released, to discuss their problems with their supervising officer and to visit the local authority housing department, housing associations and others who would be able to help them with their difficulties on discharge.

91. In a minority of cases, a crucial element in the supervision of offenders after their release is the fact that the offender may be recalled to prison, borstal or detention centre as the case may be if he fails to abide by the conditions of his licence or supervision; recall by the Secretary of State, as distinct from return to custody following a fresh conviction for a criminal offence, is requested sparingly by supervising officers, and is ordered sparingly. (For details of recalls in 1976 see paragraph 8 of Chapter 3 of the Report of the Work of the Prison Department 1976; Statistical Tables.) It has, however, become increasingly noticeable that a number of offenders have been ignoring their obligation to remain under supervision, and have refused to maintain contact with their supervising probation officer. In response to this, and to the anxieties expressed by the Probation Service, a Home Office Circular was issued in September 1977 to Chief Probation Officers, announcing a change of policy on recall, and the Secretary of State's willingness to recall to custody a young offender who fails to maintain contact with his supervising officer, even though he is not known to have been in breach of any other condition of his licence or supervision. As a result of this change, a somewhat higher proportion of those recommended for recall have in fact been recalled to custody in 1977. 90 recall orders (73, including

8 girls, for borstal, 12 for detention centres and 5 for young prisoners sentenced to short terms of imprisonment) were made in 1977, compared with a total of 64 orders in 1976.

92. A major element in the regime of each of the three types of young offender establishment is helping the offender to learn to survive more adequately in society than he has done in the past. This takes a number of forms. Much of the education already offered in young offender establishments is remedial education—indeed, the high percentage of inmates who require extra help and resources just to bring them up to basic standards of literacy and numeracy is becoming not only a significant drain upon the Department's educational resources, but an important constraint on the variety of training which can be made available both to these and to other offenders. More obviously related to the need to survive outside an institution are the variety of courses which aim to teach an offender basic social skills, such as completing forms, applying for jobs, conducting themselves at interviews, and other general mechanics of life which are often taken for granted, but seldom taught. Most borstals operate a course of this type, and many of the other courses offered there and in detention centres have a practical background (first-aid, basic do-it-yourself work, decorating, etc) designed to be a practical help to the offender on his release. More recently, Onley young prisoner centre has drawn up plans for a social skills course based on the work carried out by the industrial training research unit, and designed to deal with some of the more major social inadequacies of trainees.

93. A police liaison scheme is in operation at Hindley, one of the neighbourhood borstals, the Merseyside police being involved with the Liverpool unit of the borstal and the Greater Manchester police with those from that city. In the Liverpool unit, 3 police community liaison officers are involved in the training of those from their areas, while officers from the Manchester police hold discussions with groups of Manchester trainees on such matters as crime and punishment, road safety and topical issues. It has been found that the group soon gets over any initial feelings of aggression and that both trainees and police officers learn from the discussions and gain a better understanding of each other.

94. For others projects in the community, outside the institution, can sometimes help to produce more balanced behaviour; in 1977 the number of residential placements arranged for borstal trainees by Community Service Volunteers reached 100. In 1977 Community Service Volunteers have for the first time also placed two young prisoners from Aylesbury, and it is proposed to continue this experiment in 1978. A much larger number took part in community service under more informal arrangements made by borstals and young prisoner centres. Although these numbers are small in comparison to the total number of borstal trainees, any schemes for introducing offenders gradually to the community must inevitably do so in small numbers if they are to have any success in dealing with each trainee as an individual. Assistance has been given to projects such as camping holidays for deprived children, and some borstals have a regular commitment to provide a trainee on a monthly basis at old people's homes, holiday centres for the disabled and similar establishments. While there have been one or two new projects introduced for the first time in 1977, in the year as a whole the need to economise on staff time continued to limit the scale on which it has been possible to involve trainees in community projects outside

the establishment. Moreover, many charitable bodies who would like to have the services of trainees seem reluctant to make any contribution toward the cost of their transport to the site or refreshments while on the job; the labour would be freely given and it is unfortunate that opportunities to give and receive service are being lost because of this.

95. A more formal arrangement for giving trainees a controlled experience outside the institution has been the hostel operated in Ipswich by Hollesley Bay borstal; at any one time about 8 trainees from this borstal are resident in this hostel, spending their day working for local employers. There are proposals to create two further hostels, one each for Hindley borstal, near Wigan, and Hewell Grange borstal, near Bromsgrove. Work began towards the end of 1977 on converting a building in the centre of Manchester to operate as the Hindley hostel; but local objections in Birmingham led to the abandonment of the site first selected for the Hewell Grange hostel.

96. In 1977 a number of conferences for young offender governors and wardens were held to meet the need to co-ordinate and develop the many worthwhile innovations being pioneered at individual establishments. Four regional meetings were held in the early summer to identify particular innovations or areas of difficulty which merited further study, and the conclusions reached formed the basis for specific proposals which were put to 3 autumn conferences for borstal governors, detention centre wardens, and governors of young prisoner centres and remand centres respectively. A further series of conferences is intended for 1978 to review progress.

97. The Department was involved in a further review of the treatment of young offenders through participation in a Working Party sponsored by the National Association for the Care and Rehabilitation of Offenders, and chaired by Mr Peter Jay, which studied the residential provision for juveniles, including those in Prison Department establishments. The Department provided three senior staff as observers on the Working Party, one from Headquarters and two from the field, and also provided a good deal of background information.

98. The Criminal Law Act 1977 made two significant changes in the law relating to young offenders and these came into force on 1 December 1977. The supervision of young prisoners serving less than 18 months and the licences (other than parole licences) of young prisoners serving longer sentences which under the existing law lasted to the end of the full sentence, are now terminated automatically at the age of 22, if that occurs first. The period of borstal supervision, which had been fixed at 2 years since 1961, had come to seem disproportionately long in comparison with the average period a borstal trainee now spends in custody and it has therefore been reduced to one year. (At about the same time, and after consultation with the Probation and After-Care Department, administrative arrangements were made to permit supervision to be "suspended" in certain circumstances when its cancellation was inappropriate.)

99. Since March 1977 smoking, which has long been allowed in borstals, has been permitted experimentally in the senior detention centre at Hollesley Bay. Since this is an open establishment with a borstal and a detention centre on the same site, the difference in the privileges permitted to the two classes of inmates was a source of friction and trafficking in the establishment. The removal of the restriction on smoking in the detention centre has led to a general easing of disciplinary problems and made for the smoother running of the establishment.

100. A problem which has been reported frequently during the year, particularly from detention centres, is the increased number of trainees having to be produced in court to face further charges, sometimes at a considerable distance from the centre. There is no power to lodge detention centre trainees in a prison for convenience of production in court, and detention centres, with relatively small staffs, have difficulty in maintaining a normal regime on days when several officers are away for long periods acting as escorts at different courts. Similarly, the removal of a trainee from the centre, sometimes for several further court appearances, either as witness or as accused, disrupts the programme of training at the centre.

Population

101. The population pressures encountered during 1975 and 1976 have persisted. Although there have been differences of emphasis compared with previous years, the number of sentenced young offenders is still well in excess of the number of places available to hold them.

Borstal Trainees

102. The daily average population of male borstal trainees during 1977 was 5,578, a decrease of some 6.6% on the 1976 average of 5,970. At the beginning of 1977, the borstal system held a total of 5,867 trainees, with borstal accommodation available for only 5,711. The closed borstals were either full or overcrowded, and there was only limited spare capacity in some open borstals. During the year the numbers of trainees varied between 5,600 and 5,800 until the middle of August, when the number fell slightly to remain between 5,300 and 5,600 for the remainder of the year. This reduction has been felt in all regions but has been of particular significance to the management of places in the North Region. Taken with the opening of the first 120 places at the new closed borstal at Deerbolt, near Barnard Castle, this reduction in population has enabled the North Region to reduce the number of trainees being held in the Manchester borstal allocation centre while they await places in training borstals, and made it possible by early December to dispense with the borstal holding unit at Low Newton remand centre, which had at its peak held over 60 trainees awaiting places at one of the closed borstals in the North Region. It has not, however, been possible to reduce the level of overcrowding in the training borstals themselves. The need for structural repairs to the roof at Huntercombe borstal, near Henley-on-Thames, has temporarily reduced the number of places there by 77. In closed borstals generally the population has remained high, with a number of borstals constantly overcrowded. Except in the North Region, there has,

however, been some space available in open borstals—particularly in Lowdham Grange, near Nottingham. The pressing need to make maximum use of the accommodation which is available led to a review during the year of the criteria for allocating borstal trainees to open conditions, as a result of which some changes have been made. In particular, trainees convicted of taking and driving away a motor vehicle are being allocated to open conditions; the Home Office Research Study “Absconding from Borstal”, published during 1977, indicated that these offenders, though not a danger to society, were more likely than some other classes of offender to abscond, and the success of these allocations is accordingly being closely monitored.

103. Despite the pressures on the borstal system, it has not been necessary in 1977 to repeat the action taken in 1976 when release dates of some trainees were brought forward so that a faster turnover could be achieved. Trainees released during the first half of 1977 (figures are not available for the second half of the year) served an average of 39 weeks in custody after being sentenced to borstal training, and on average spent 35 weeks of this in a training borstal. The actual time in borstal for individual trainees varied from 6 months, the statutory minimum, to about 16 months, but for the majority of trainees the period in borstal was close to 9 months.

Young Prisoners

104. The daily average population in 1977 of young men sentenced to imprisonment, and classified as young prisoners, was 2,180 compared with 2,103 in 1976, 1,721 in 1975 and 1,455 in 1974—an increase of 3.7% over 1976 and of nearly 50% in 4 years. In addition, a total of 1,193 young prisoners were re-classified to adult status during the year, and served the remainder of their sentences as adults in adult prisons.

105. Despite an increase in the accommodation available for young prisoners, the total number of places available for them in specialist young prisoner centres remained well below the number of young prisoners requiring such places. A new wing, providing 60 places in single cells, was taken into use at Onley prison, near Rugby. In January 1977 Erlestoke senior detention centre, in Wiltshire, was re-designated a young prisoner centre: this provided the young prisoner system with 92 new places in dormitory conditions, suitable for category D prisoners, and the completion of parts of a new, more secure building at Erlestoke, providing single cubicles for each prisoner, had by the end of the year added a further 63 places for category C young prisoners. Prior to the opening of Erlestoke it had not been necessary to categorise young prisoners, other than those who required category A conditions of security, and new assessment and allocation procedures had to be devised to identify those who were suitable for allocation to the less secure conditions which Erlestoke offers. Preliminary studies had shown that there were in the young prisoner population a number of inmates who could be trusted in less secure or open conditions, and the experience of Erlestoke so far appears to confirm this.

106. The new accommodation at Onley, and the new young prisoner centre at Erlestoke brought the certified normal accommodation in young prisoner centres up to 1,451. Of these places only 1,051 are in the four separate young prisoner establishments (Aylesbury, Swinfen Hall, Onley and Erlestoke), the

remainder being in the young prisoner wings at Wormwood Scrubs, Liverpool Manchester and Exeter. At 31 December these 8 establishments between them held 1,599 young prisoners, the remaining 640 being accommodated in remand centres (222), local prisons (345) and the young offender wing at Grendon prison (73).

Senior Detention Centres

107. The daily average population in senior detention centres in 1977 was much the same (1,166) as in 1976 (1,171), but for most of the year the occupation figures were considerably higher than in the previous year. The exception was in the first three months of 1977 when figures were sharply below the 1976 levels, dropping as low as 943 in February. The higher numbers towards the end of the year took the population for several weeks over the certified normal accommodation of 1,306 for the 11 senior centres.

Junior Detention Centres

108. The sharp fluctuations in the population of the senior centres have been mirrored in the junior centres. In 1977 the average daily population was 620 compared with 585 in 1976. This average conceals low numbers at the beginning and end of the year, and during the school holidays (the population was 482 in January, and 530 in December), and very much higher figures at other times of the year (the figures going over 700 in March, May, July and October). In addition to the numbers actually contained in junior detention centres, up to 20 or 30 16-year-old junior detention centre trainees are held in senior detention centres in order to relieve pressure on the 6 junior centres.

Children and Young Persons Act 1933

109. In 1977, 68 young persons were initially received on sentence under section 53 of the Children and Young Persons Act 1933. This is the highest figure on record, and an increase of 11 over the 1976 figure of 57. Of these 68, ten were convicted of murder and ordered to be detained under section 53(1) of the Act during Her Majesty's Pleasure, ie. for an indefinite period. The remaining 58, including two girls, were sentenced under section 53(2) of the Act after conviction for serious crimes, which, in the case of an adult, carry a maximum sentence of imprisonment for 14 years or more, to various periods of detention, ranging from 18 months to 10 years in 54 cases, and for life in the other four. In each case the court was of the opinion that no other method of dealing with the offender was suitable. All those sentenced under this section of the Act underwent a period of assessment after which ten, including one girl, were allocated to community homes, three to a Youth Treatment Centre, 28, including two girls, to borstals and 30 to young prisoner centres. Three sentences were later varied on appeal: one sentence of detention during Her Majesty's Pleasure was varied to five years' detention, following a successful appeal against conviction for murder, one life sentence was varied to five years' detention and one of seven years' detention was reduced to five years.

Escapes and Absconds

110. The number of escapes and absconds involving young offenders reduced slightly from a total of 99 in 1976 to a total of 83 in 1977.

	Escapes from within establishments	Absconds from supervised outside work- ing parties	Failures to return from home leave or temporary release	Total 1977	Total 1976
Closed Borstals	4	11	13	28	17
Open Borstals	40	0	5	45	69
Closed DCs	0	0	0	0	7
Open DCs	10	0	0	10	6

Chapter Nine

WOMEN AND GIRLS

Population

111. 1977 saw a further sharp rise in the number of women and girls in custody. The highest recorded figure was 1,440 in September, and the daily average population for the year was 1,358. This compares with a highest figure of 1,365 in 1976, 1,313 in 1975, and 1,125 in 1974; the average daily population in the same years was 1,282, 1,219 and 1,044. The increased population in 1977 was reflected in all categories of inmate, except borstal trainees whose numbers were slightly lower than in 1976. The number of women under 21 serving sentences of imprisonment however, rose substantially from an average daily population of 61 in 1976 to 79 in 1977; this more than counter-balanced the decrease in the number of borstal trainees, and the decrease in the borstal population seems to have reflected a change in the pattern of sentencing, rather than any slackening of the increase in sentenced offenders under 21. The average daily population of adult sentenced women increased from 689 in 1976 to 765 in 1977, representing an increase of 11%, roughly the same as the increase in the total population of women and girls' establishments. Concealed in this increase, however, was a somewhat higher proportionate increase in the number of women serving longer sentences; the number of women serving sentences over three years (including life sentences) rose from an average daily population of 84 in 1976 to 101 in 1977. The average number of untried women and girls in custody rose slightly compared with 1976, while the average daily population of convicted but unsentenced women and girls decreased slightly, leaving the total untried and unsentenced population at much the same level as in 1976.

Accommodation

112. The main event of the year was the move from the last of the old buildings of Holloway into the first buildings of the new prison which is being built on the same site. In terms of accommodation for prisoners, this move reduced the capacity of the women and girls' system, the remaining wings of the old Holloway prison having provided accommodation for 288, and the first parts of the new prison providing a certified normal accommodation for only 222 prisoners—a loss of 66 places. This net loss will persist until the rebuilding of Holloway is completed in the mid-1980s, and the full 500 places planned there for prisoners become available. Statistically the loss of places at Holloway has been offset by a number of minor increases elsewhere; alterations at the closed borstal at Bullwood Hall have increased that establishment's capacity by 13; improvements at Styal have slightly increased the number that can be accommodated there; improved staffing has enabled full use to be made of the 19-place mother and baby unit at Askham Grange open prison; and taking more of the hutted accommodation at Drake Hall open prison into use has increased the capacity of that establishment by up to 50 places. Few of these places, however, were suitable for prisoners requiring closed conditions or the high degree of medical supervision available at Holloway, and the new

accommodation at Holloway has, as a result, been overcrowded from the very start. By the end of 1977 up to 350 people were having to be housed in the new accommodation designed for 222. Similar pressure was felt at other closed women's establishments, and each of them has been full or overcrowded throughout the year. In order to find places for all inmates, a growing number of women have had to be allocated to open prisons, despite having histories which would normally have debarred them from selection for open conditions. At the end of 1977 over 500 of the nearly 1,200 places in women and girls' establishments were in open prisons or borstals. Inevitably, a similar proportion of inmates had to be allocated to open conditions. This pattern of allocation has added greatly to the pressures on staff and inmates in open establishments, and it is a tribute to the dedication and understanding of staff in these establishments that the main visible sign of allocating so many more difficult inmates to open conditions has been nothing more serious than a rise in the number of absconds (from 50 in 1976 to 92 in 1977). (In addition there were three escapes during the year from closed establishments compared with one in 1976 and four in 1975.) It was these increasing pressures on the available accommodation for women and girls that led to the decision at the end of 1977 to convert the new remand centre being built at Cookham Wood, near Rochester, in Kent, into a closed prison for women. This establishment is now expected to open as a women's prison in the late Spring of 1978, and will initially provide 56 badly needed closed cellular places for sentenced women. When the building project at Cookham Wood is complete, in the early 1980s, it will provide a total of 120 inmate places.

Mothers and Babies

113. The number of mothers who have their babies with them in Prison Department establishments has remained at about the same level as 1976—from 25 to 30 mothers at any one time, with a larger number of pregnant women; but the quality of accommodation available for them has improved significantly. After a period of difficulty in securing senior nursing staff to take charge of the 19-place mother and baby unit at Askham Grange open prison near York, the unit was fully staffed in 1977, and able to take its full quota of mothers and babies. In numerical terms this compensated for the reduction in size of the mother and baby unit at Holloway prison following the move from the old prison into the first buildings of the new prison; the new unit at Holloway, however, benefits from the higher standard of accommodation which is provided in the new establishment. The remaining mother and baby unit, at Styal in Cheshire, is mainly used for borstal trainees who need to have their babies with them.

Disturbed Prisoners

114. A major problem in 1977, as in previous years, has been the custody and control of the large proportion of women prisoners who are behaviourally disruptive, and in many cases are suffering from mental disorder. On 31 December 1977 127 women and girls in custody were considered to be suffering from mental disorder of a nature or degree warranting their detention in hospital for medical treatment under the provisions of the Mental Health Act 1959—and 81 women already had a history of being detained in a mental hospital at some time before they were received in Prison Department custody.

Many of these disturbed women were on remand, having been remanded in custody for reports; but their presence in prison, for whatever purpose, nevertheless has an effect on the regime of the establishment. The care of these women inevitably takes up a great deal of staff time, and a large number of them require single room accommodation, thus denying this facility to others and adding to the overcrowding problems. The need for single rooms, particularly for long term prisoners, is compelling, and in October 1977 a programme of conversions began at Styal prison, in which four more of the houses (which currently provide dormitory accommodation for up to 20 prisoners each) are being converted to provide single room accommodation for 12 inmates each. When the conversion is complete Styal will have single room accommodation for nearly one-third of its inmates.

General

115. An inevitable consequence of heavy pressure on accommodation, and the need to reserve places at Holloway for prisoners requiring the medical facilities available there, and for prisoners requiring to be produced to courts in the south east of England, has been that many inmates who would normally have been housed in the south have instead had to be allocated to prisons further north. The opening of Cookham Wood as a women's prison should enable a number of these women to be returned to a prison nearer home, but for those who cannot be so placed (for instance, those coming from the south west of the country where there is no women's training prison) there are already arrangements for temporary transfer to an establishment nearer home so that accumulated visits may be taken there from relatives and friends.

116. Most of 1977 has been taken up with reacting to and coping with the problems of an increasing, and increasingly difficult, population, but there have also been some more positive developments. A small borstal unit was opened in Moor Court open prison, to enable borstal trainees suitable for open conditions to be held north of the country rather than having to place them automatically in the open borstal at East Sutton Park, near Maidstone. The unit has so far been used for only a small number of trainees, but it is hoped to develop it further.

Staff

117. A male Governor was appointed for the first time to an establishment catering purely for women and girls; this was at the closed borstal at Bullwood Hall. The Governor of the closed prison at Cookham Wood will also be male; and a woman Governor has been appointed to take charge of Pucklechurch remand centre, near Bristol, whose population is largely male.

118. Recruitment during the year produced a net gain of 86 in staff in post. It is hoped that this trend, which began in 1976, will continue, enabling the staff at women's establishments to be brought up to the levels appropriate to the expanding inmate population, and the increasingly demanding work of controlling and caring for the inmates. There is still a shortage of senior discipline grades, and this can be expected to persist for a little longer. Women officers are, however, beginning to put themselves forward as candidates for promotion in slightly more encouraging numbers. The Department and governors are placing emphasis on the preparation and encouragement of staff to sit the promotion examination.

119. The pressures generated by the significant increase in the population, and by staff shortages, together with the level of staff absence through sickness, has meant that the deployment of staff to other establishments on detached duty has again been a feature of the year. The closed prisons at Holloway and Styal have needed this support most, the needs of Holloway being accentuated by the extra work of adjusting to new buildings, and helping inmates to adjust. The benefit to staff of wider experience in this way must be counted as a gain. The progress of the integration of women staff within establishments has continued, particularly in the governor and specialist staff grades. It is encouraging that the sharing of expertise and skills by both discipline and nursing staff in the task of caring for women in custody whose medical and behavioural problems continue to present difficulty has increased, and is further assisted by satisfactory levels of recruitment within the nursing grades.

120. Despite continuing problems, staff have contained the situation which is a reflection of the high level of commitment shown. Developments in the area of staff recruitment and some increase in the secure accommodation available should provide a degree of welcome relief in 1978.

Chapter Ten

CATEGORY C PRISONERS—THE DEVELOPMENT OF MORE OPEN REGIMES

Introduction

121. The purpose of this chapter is to examine the treatment and training of category C prisoners and in particular the development in recent years of more open regimes specifically designed, so far as circumstances permit, to meet the problems and needs of this category of inmate. Category C prisoners are those for whom elaborate security arrangements would be inappropriate but who nevertheless might succumb to the temptation of escape in a completely open regime; within the confines of a secure perimeter, therefore, it is possible for regimes to operate a more open and free approach than security constraints would permit with prisoners of a higher security classification.

122. It was the 1966 Mountbatten Report of the Inquiry into Prison Escapes and Security that recommended that for security purposes prisoners should be divided into four categories, ranging from category A and B for whom comparatively elaborate security arrangements would be required, to category D who could be safely accommodated in open prisons. Public attention inevitably has tended to focus on the two extremes. This chapter is aimed at redressing the balance somewhat by concentrating on certain aspects of the treatment and training of the very large percentage of the prison population who fall between these two extremes (on 31 December 1977 there were 10,123 adult male prisoners graded as category C, or 41.4% of the total adult male population).

123. Unfortunately lack of resources and the steady growth of the prison population mean that it is not practicable and will not be for a long time to house all category C prisoners in prisons specifically designed for that category. Since the Mountbatten Report was published, 16 establishments have been either built or converted to house category C inmates—Acklington, the Britannia Annexe at Norwich, Camp Hill, Channings Wood, Featherstone, Haverigg, Highpoint, Northallerton, Northeye, Preston, Ranby, Reading, Shepton Mallet, Stafford, Standford Hill and The Verne. Of these Camp Hill, Northallerton, Preston, Reading, Shepton Mallet and Stafford, due to the old buildings and constraints of space, remain in some respects more analogous to the older category B local prison than to the type of prison described in this chapter. That leaves ten establishments at present with a category C population on 31 December 1977 of 2,644 (26.1% of the total category C population). For the foreseeable future, therefore, a large proportion of category C adult male prisons* will remain in overcrowded local prisons.

* Strictly speaking, the four categories A, B, C and D apply to prisoners, not prisons, but it is often a convenient shorthand to refer, for example, to 'category C prisons' rather than to 'prisons holding prisoners of category C'; and the shortened expression is used here and elsewhere in this chapter.

124. The regimes in these types of prison aim to provide inmates with a greater degree of openness and freedom than is available or indeed possible in the older Victorian prisons. By so doing it is hoped to reduce the “institutionalisation” process intrinsic to any closed establishment and thus to lessen the danger that the experience of prison will debilitate the prisoners’ capacity to survive in the outside world. Particular emphasis is given therefore within the inevitable institutional constraints to creating an environment which more closely reflects the freedoms, pressures and responsibilities of a non-institutional existence—the ultimate goal being to help the prisoner to help himself. By demonstrating to the prisoner that he is capable of coping with such pressures and responsibilities, it is aimed to engender both the confidence and motivation that are essential prerequisites to his deciding to abstain from crime on his release from prison. Community involvement, freedom of movement and choice are therefore all comparatively well developed at category C prisons. At the treatment level, both individual and group therapy are geared towards instilling an awareness of the causes, results and implications of criminal behaviour—the emphasis being on encouraging self-discovery regarding these matters rather than creating situations where the “expert” tells the “client” about how to deal with his problems.

125. It should be stressed that many of the developments described in this chapter are not exclusive to category C prisons. All the facilities and freedoms described exist in open prisons; and in category A and category B prisons (which are, of course, all closed) there is a growing, though still limited, community involvement, and in some cases similar provision for work, education and leisure facilities. The differences are differences of degree in what is practicable rather than differences in principle; we hope to show in this chapter that an attempt is made to plan useful regimes for category C prisoners, and that they are not just regarded as a limbo somewhere between categories B and D.

126. Though references above have been to adult male prisons, in the treatment of young prisoners also there is an increasing realisation of the importance of the flexibility of approach according to individual need that has long been a feature of the borstal system. Many of the comments made therefore would apply to certain young prisoner establishments and in particular to Erlestoke prison. It houses both category C and category D prisoners but it emphasises the importance of an open regime within the constraints of a perimeter fence.

Types of Category C Prison

127. New or converted category C prisons can be divided into two groups—those specifically geared to the needs and requirements of short-term prisoners (those sentenced to less than 18 months), such as Haverigg and Channings Wood, and those primarily designed for medium and long-term prisoners (18 months and over), such as Featherstone. A distinction between these groups is that only those sentenced to 18 months’ imprisonment or more are eligible for parole. For various reasons such as family proximity, however, some short-term prisoners are serving sentences in institutions primarily designed for medium and long-term inmates, and vice versa.

Accommodation

128. A difference between the older prisons and the new category C establishments is the nature of the accommodation provided. The Victorian prison was based on the premise that security problems could be minimised by the construction of wings radiating from a central point; thus one prison officer could keep an eye on a large part of the prison without the necessity for extensive patrols. A major drawback of such a system was the anonymity of buildings where inmates were accommodated in wings housing up to 300 prisoners. In the newer establishments, therefore, efforts have been made to accommodate inmates in smaller units. At Featherstone prison, for example, the design is based on four houses each consisting of four groups of living units with twenty-eight prisoners to each unit.

129. In the particular context of category C short-term establishments another important difference from older local prisons concerns the use of what are referred to as "cubicles" as opposed to cells. Essentially this description refers to the fact that a prisoner's room is not locked at night. The implications of this development are several. In the first place it has meant that prisoners have access to toilets at night so the unpleasant necessity of "slopping out" has disappeared. Secondly it means that within the confines of his house unit (which *is* made secure at night) the inmate has freedom of movement to visit other people in his house. This entails a loss of privacy which is not to every prisoner's liking and has been commented upon by inmates in this type of accommodation. Moreover freedom of movement lessens the protection of the inmate from other prisoners. Indeed this is the major inhibiting factor against extending such arrangements to other categories of prisoner.

130. Not all prisoners in category C short-term establishments however sleep in cubicles: partly because of shortage of accommodation some prisoners are having to sleep in dormitories whilst others are sharing rooms. There is still much progress to be made, therefore, before John Howard's dictum that every individual should, if he wishes, have his own room, is realised. But this remains the objective.

131. Cell accommodation is and will continue to be a feature of new category C medium- and long-term establishments such as Featherstone and Acklington where security constraints must by necessity be somewhat tighter. But in most other respects accommodation at medium- and long-term category C prisons is essentially based on the same principles as that provided at short-term establishments. Moreover toilet facilities are provided in every cell—consequently "slopping out" has disappeared at this type of prison also.

Work

132. A wide variety of industries exists. Not suffering on the whole from the shortage of space or degree of overcrowding existing in many local prisons, these prisons provide ample opportunity to ensure that prisoners work the equivalent of a full working week on a quite considerable range of industrial and agricultural enterprises. Industries within the prisons offer a diversity of semi-skilled employment for prisoners making products of acceptable commercial value. These include a wide range of engineering, joinery and textile products. At Acklington, Ranby and Channings Wood prisoners are principally engaged in the construction of new prisons or prison accommodation. Courses are provided in bricklaying, plumbing and the electrical trades.

133. Particular stress is laid on creating conditions as close as possible to those in the outside community. Such scope as exists for incentive schemes is being increasingly exploited. The stress is laid on requiring the prisoner to be his own time-keeper and to make his own way to the work areas of the prison. Freedom of movement during daytime is the general practice; consequently there is no question of prisoners being escorted at set times of the day to work or after work to the living areas or dining hall. This freedom is in accordance with the general philosophy of such establishments, that inmates be encouraged to feel a sense of responsibility for their own actions.

Education

134. Education facilities at the newer category C prisons do not differ markedly from those provided at other more secure establishments. Such differences as exist stem primarily from the fact that compared, for example, with local prisons, the choice of alternative activities, provided in an environment where there is free movement at weekends and for several hours after work during the week, means that the education departments are in a relatively more competitive situation. It would be unrealistic not to recognise that in some of the older local prisons the appeal of various activities may reside partly in the opportunities they offer the inmate to get out of his cell. The Education Department, therefore, must to some extent compete for prisoners' attention and it is particularly important that it provides alternatives to television and other leisure activities.

135. That this challenge to education departments has been met is shown by the fact that the general relaxation of security arrangements has been observed by more than one Education Officer to result in more demands for education not less: this is thought to be because "them and us" attitudes are less prevalent among the inmate population. Moreover, the relative freedom of movement itself enables wider educational programmes to be provided, using materials and equipment that might not be permitted elsewhere.

136. Physical education facilities have proved to be in great demand at the newer category C establishments; it is estimated that every week about 75% to 80% of the inmate population voluntarily take part in some sporting activity (at Erlestoke, as at other young prisoner establishments, physical education is still compulsory). Football, as ever, is the most popular sport, but better recreational facilities have resulted in a growing demand for other sports such as basketball and weight-lifting. At Featherstone, for example, the basketball team plays in a local league and has achieved considerable success. At Haverigg inmates approaching release are taken on hill walks in the vicinity of the prison. Like education, PE has proved a fruitful area for local involvement by the community. One might have expected the interest in physical education to diminish when free movement within the confines of the prison enables prisoners to get more physical exercise on their own behalf, and it is a tribute to the initiatives taken by the Physical Education Department that this has not in fact occurred. As with education—and indeed in the world outside—providing useful opportunities stimulates demand rather than stifling it.

Leisure Activities

137. Apart from education and physical education there is thus an increased necessity for the provision of communal recreational facilities. The most popular are watching television, snooker, darts, table tennis and board games such as chess and monopoly. As in any community, there are some individuals who prefer individual activities such as reading and listening to music; but it is those who prefer group activity who gain most, in the recreational sense, from this kind of regime. Television, table tennis, etc also exist at the older and higher category prisons; the major difference in category C prisons is that more space and less emphasis on security enable more time to be devoted to activities in association, and therefore more opportunity for the individual prisoner to enlarge the range of his pursuits.

138. With the creation of more relaxed regimes it is possible to introduce other experimental changes also. For several years the domestic correspondence of prisoners in open prisons has been largely uncensored. The arrangements have worked well and are being extended experimentally in 1978 to four of the category C prisons. Others may follow if no serious problems emerge.

The Role of the Probation and After-Care Service in Category C Prisons

139. Compared with the average sentences of category A and category B prisoners, sentences in category C establishments tend to be relatively shorter. Consequently the concept of "through care" is particularly important in these establishments as the prisoner's outside circumstances and relationships are less likely to change dramatically during his sentence. The role of the seconded probation officer in a category C prison, therefore, has particular significance. It is his task to see that opportunities during sentence are used in ways which are relevant to outside circumstances and to individual prisoners' situations on release. This task involves encouraging the prisoner to take as much responsibility for his own situation as he is able, and it requires the seconded probation officer to work with other staff in the prison and with probation officers outside in relating current experience in prison to outside circumstances, including those which will exist after release.

140. A typical example of how this role is performed in practice is where the seconded probation officer is a major contributor to the induction process in which information and understanding is shared to form an assessment of an individual prisoner's situation. The shared assessment provides a basis for various members of staff to deal with day-to-day matters concerning the prisoner. This facilitates genuine sharing between the probation officer and other members of the wing team, so that assisting prisoners during sentence and planning for discharge has become a task to which various members of staff within the prison contribute. As a result, social work in prison and the assistance provided to prisoners in relation to their outside links and their planning for discharge becomes explicitly the responsibility of prison management, with seconded members of the Probation and After-Care Service providing specialised help to the prison in the exercising of that responsibility.

Community Involvement

141. As has already been observed, one of the cardinal objectives of many of the regimes of the newer category C prisons is to attempt to de-institutionalise the prison environment. To create a microcosm of life in the outside world can of course never be possible or desirable but steps have been taken to increase the freedoms and choices confronting the inmate. Another aspect of this “de-institutionalisation” is the lessening of the isolation of the prison from the community at large. To that end, it is particularly important a feature of both category C and category D prisoners that more people from outside the prison are coming within its confines; and that more prisoners are undertaking work in the community.

142. The Prison Visitor Scheme was the precursor of the current growth of community involvement in prisons, the rationale of the scheme being that the visitor’s independence from the institution enabled him more easily to establish a rapport with the prisoner. But in recent years community involvement has grown in many other areas. Education Departments frequently invite guest speakers into the prison to talk about a great variety of subjects. Featherstone prison, for instance, is planning a seminar on the “Film Industry” to which various screen celebrities have been invited. In the field of sport, prison soccer teams are involved in local neighbourhood leagues and in some prisons this development has spread to a number of other sports including table tennis, badminton and volleyball. The community also has much to offer in helping prisoners overcome particular personal problems—Alcoholics Anonymous groups, for example, are frequently addressed by outside speakers. Prisoners are undertaking more work in the community at large when security constraints make such developments feasible. A typical example was the recent involvement of prisoners at Northeye prison in refurbishing a neighbourhood hostel for battered wives.*

Security Constraints

143. It is important to stress that paradoxically the provision of greater freedoms within any prison increases the necessity for ensuring that such security arrangements as are made are efficient. In the category C prisons the provision of a 17 foot high perimeter fence is merely the prerequisite for ensuring that security provision is adequate. The other arrangements for security can have regard to whether the prison is accommodating short, medium or long-term offenders, because the nearer an inmate’s date of release, the less likely he is to make an attempt of escape.

Conclusion

144. No categorisation of prisons or prisoners can lead to self-contained and distinct categories: there are so many influences that blur the edges. Thus it is with the buildings and what can be done within them. The major differences that can readily be identified in the regimes stem essentially from the greater freedoms that can be provided in prisons dealing with inmates whose propensity

* For further details of Community Involvement in Prison Work, see Chapter Ten of the Report of the Work of The Prison Department 1975.

to escape is less than category A and B prisoners. A cardinal aspect of this freedom is the provision of comparatively less restricted movement within the prison, with implications for management and prisoner alike. It is a corollary of freedom that it creates more onerous responsibilities and many prisoners arriving from more traditional establishments have commented, not always favourably, on this fact. The obligation to work is of course mandatory but when not at work the inmate is obliged to decide what he wishes to do with the rest of his time, in a situation where there is considerable choice of activity. Management are there to give advice but ultimately the decision rests with the prisoner himself—what education course, if any, should he take, what leisure activities will he partake in, can he discipline himself to get to work on time, and so on.

145. The description of this kind of establishment as an open prison within a perimeter fence therefore has some accuracy—as does the idea that such establishments are less liable to debilitate the prisoner's capacity to look after himself when he is released. Even so, it is important not to over-stress those aspects. Life in any institution, be it a boarding school, hospital or prison, is fundamentally different from life in the outside world. Routines and habits inevitably tend to be imposed rather than discovered. Moreover, in the particular context of prisons there are the additional constraints which cannot be ignored, like the ever-present need for security.

146. The obligations and duties of staff are also altered by the comparative freedoms of this kind of regime. Though the mechanical duties of control in terms of locking cells and escorting prisoners are diminished, the absence of certain forms of physical security merely serves to highlight the importance of staff vigilance in security matters. On the other hand the occasions when a prison officer can exercise the more constructive aspects of his job, in giving advice and so on, are more numerous because the prisoner has freer access to him.

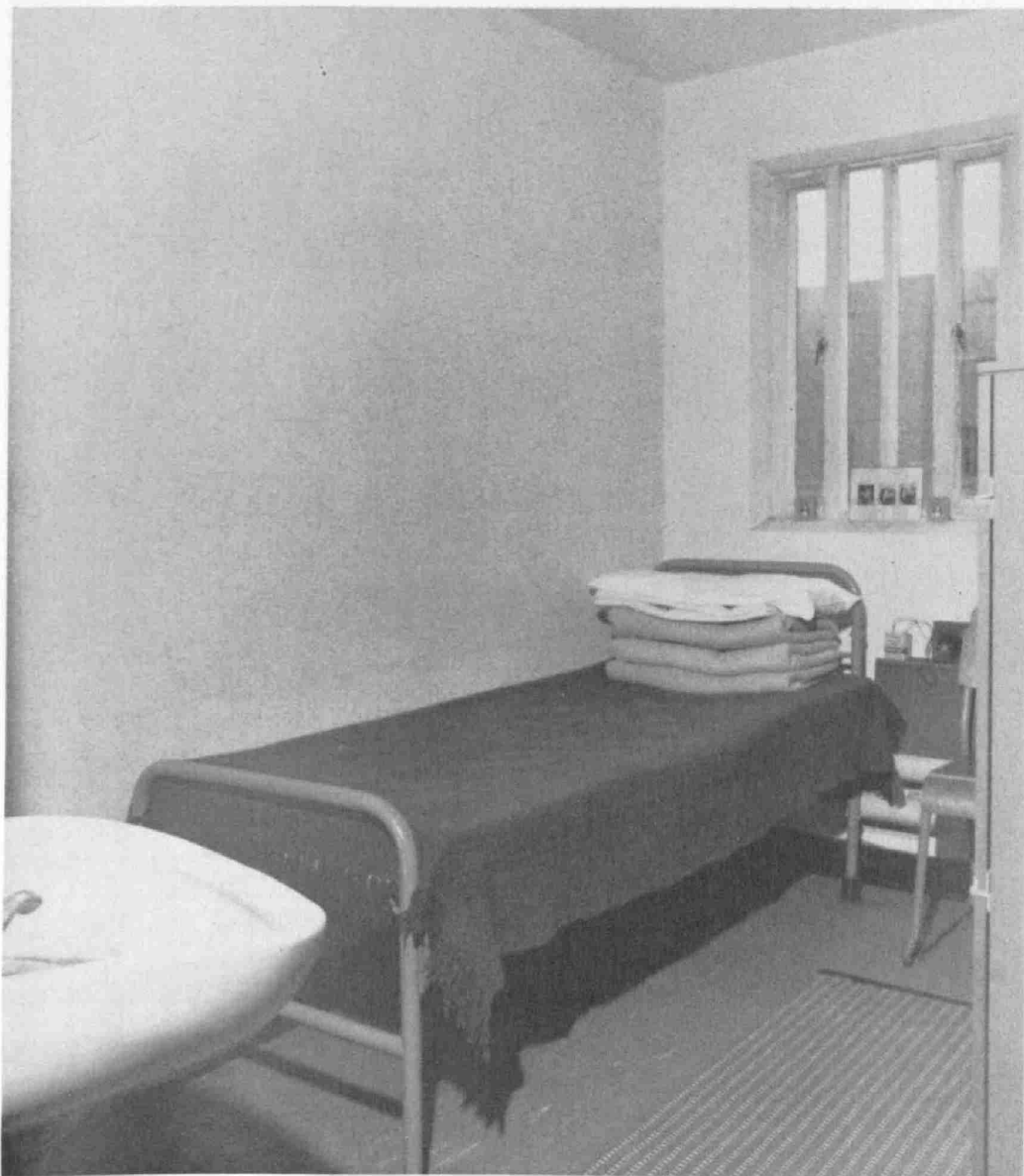
147. Overall, the development of prisons and regimes geared specifically to the security needs of category C prisoners marks one further step in the move towards providing a comprehensive range of treatment approaches in the prison system. Problems, inevitably, still exist. The achievement of a successful balance between adequate security and humane treatment remains fraught with difficulty. Moreover, the endemic overcrowding in the prison system as a whole has not left this kind of prison untouched. Nevertheless a start has been made towards extending some of the concepts of the open prison to other categories of prisoner and producing a facility which straddles the previous gap between the open establishments and the walled Victorian prison. Given adequate resources the process will continue.



The Centre at Strangeways.

GRO-C

Contrasts in prison architecture.—The gate of Dartmoor Prison (built during the Napoleonic wars), the gate of Strangeways Prison, Manchester (built 1868) and the entrance to Coldingley Prison (built 1969).



Contrasts in accommodation.—A cell in Pentonville Prison (built 1842)—a cell in Leeds Prison (built 1847) after redecoration and refurnishing—and a cell in Featherstone Prison (built in 1977).

GRO-C

GRO-C

Chapter Eleven

GENERAL DEVELOPMENTS

Industries and Supply

Industries

148. The year served as a further reminder that prison industries are an integral part of a complex system and that their performance is conditioned by the general operational climate. Pressures on the system as a whole continued to depress the level of resource utilisation.

149. The estimated value of production during 1977-78 was £20.5 million compared with £17.5 million in 1976-77. The estimated loss on trading account in 1977-78 amounted to £2.8 million compared with a loss of £2.3 million in 1976-77. The following table gives details of the estimated results for prison industries for the year ending 31 March 1978 and the results for the previous year

Table 9. Prison Industries Trading Results for 1977-78 (estimated) and 1976-77

	1977-78						1976-77	
	Industrial Workshops		Occupational Workshops		All Workshops		All Workshops	
	£	%	£	%	£	%	£	%
Value of Production for:								
Prison Department	13,500,963	70	408,487	38	13,909,450	68	11,186,795	63
Other Government Departments.....	3,684,751	19	140,730	13	3,825,481	19	3,403,238	20
Other Outside Sales	2,224,990	11	528,702	49	2,753,692	13	2,900,282	17
	19,410,704	100	1,077,919	100	20,488,623	100	17,490,315	100
Expenses:								
Materials.....	8,142,527	42	373,384	35	8,515,911	42	7,547,589	43
Prisoners' Earnings	648,488	3	199,088	18	847,576	4	731,920	4
Supervision.....	4,534,034	23	963,955	89	5,497,989	27	4,423,154	26
Overheads.....	4,097,480	21	420,547	39	4,518,027	22	3,774,666	21
Local Administration..	1,435,698	8	254,453	24	1,690,151	8	1,434,360	8
Central Administration..	—		—		2,200,092	11	1,916,180	11
	18,858,227	97	2,211,427	205	23,269,746	114	19,827,869	113
Profit/(Loss)	552,477	3	(1,133,508)(105)		(2,781,123) (14)		(2,337,554) (13)	

150. The general picture conceals wide variations in performance between individual establishments. At those prisons where conditions were favourable, industries continued to demonstrate that they were capable of holding their own with the best of outside industries. Elsewhere the main obstacle was short hours, due primarily to the pressure on resources as a whole.

151. While there is in general no shortage of work for workshops that can meet quality and delivery commitments, the position in local prisons continues to present a problem. With the constant pressure of court commitments and the demands these make on staff resources, production is always liable to interruption. The effect of workshop closures, in terms of unemployment, is then compounded by consequent loss of orders. So far as the quality of the work is concerned, the rapid turnover in population makes some recourse to "pick up put down" work such as the making of mailbags inevitable.

152. In this connection, a minor landmark during the year was the phasing out of the familiar canvas mailbag in favour of a polypropylene product. Mailbag work has been much criticised as an unwanted relic of a bygone age but even in the context of modernised prison industries it has continued to occupy a useful place in the spectrum of work for prisoners. The simplicity of the work and the freedom to choose between hand-sewing and machine-sewing make it uniquely responsive to the fluctuating demand for some form of occupation for prisoners who pass quickly through the system or who are unable to acquire the aptitude for better quality work.

153. For this reason some hand-sewing will continue with the new material but the work will be cleaner and dust-free and mailbag repairs will disappear. There is no longer any logical reason—if there ever was—for distinguishing mailbags from a wide range of other heavy textile products.

154. As already indicated there are areas where performance is encouraging and it has been possible to maintain the progress of past years. The weaving and knitting industries have continued to develop with new shops in the Midlands providing much needed additional capacity. At Wandsworth prison the textile workshop was the first prison workshop to be approved by the Quality Assurance Directorate of the Ministry of Defence. It is hoped that approval of other workshops will follow in due course.

155. Woodwork and engineering have expanded during the year and a new engineering workshop at Featherstone prison has been commissioned. An engineering and woodwork development shop which became operational at Kingston prison will contribute significantly to the advancement of these industries.

Farms and Gardens

156. The area of land managed by the Department remained almost constant amounting to 7,196 hectares (17,780 acres). About 4,646 hectares (11,480 acres) were used for agricultural and horticultural production, the remainder about 2,550 hectares comprises ornamental and amenity grounds, recreational areas, staff quarters sites, prison buildings, sites for future reclamation and sites for new establishments.

157. Work and training on farming and gardening activities were provided for 2,159 prisoners and trainees and during the year 228 National Proficiency Test certificates in various agricultural and horticultural crafts were awarded to prisoners and trainees working on the farm and garden units. In addition 57 City and Guilds and Union of Lancashire and Cheshire Institute certificates were awarded.

158. During the year the volume of produce from the farm and garden units continued to show an increase though gross margins and profitability were reduced because of the lower prices which were obtained for cereals, potatoes, brassicas and root vegetables.

The following table shows estimated trading results for farming and gardening activities together with results for the previous year.

Table 10. Farms and Horticultural Activities Trading Results for 1977-78 (estimated) and 1976-77

	1977-78	1976-77
	£	£
<i>Value of Production</i>	6,180,277	5,966,467
<i>Less: Materials</i>	2,529,102	2,511,901
Gross Margin	3,651,175	3,454,566
<i>Fixed Costs:</i>		
Supervision	1,284,156	949,553
Prisoners' Earnings	109,688	103,060
Overheads	579,488	534,610
Local Administration	157,867	155,005
Central Administration	195,197	170,000
	2,326,396	1,912,228
Profit	1,324,779	1,542,338

The increase in supervision costs compared with previous years is occasioned by the inclusion, for the first time, of the costs of overtime performed by industrial estate staff working on farms and gardens.

159. Farms and garden production continued to be directed towards the provision of foodstuffs for consumption within the Prison Service establishments. Cash receipts from the sale of livestock, milk and other produce rose from £793,992 in 1976-77 to £998,345 in 1977-78.

Supply

160. The transfer of the Supply Group from DIF, Tolworth, to join S & T Branch at Corby brought together all the Headquarters staff concerned with the provisioning, storing, distributing and accounting of domestic supplies for penal establishments. This is providing opportunities for improving the service to establishments and making it more economical.

161. Further improvements were made to the standard of furniture in offices and other areas used by staff. A review was also held of the furniture and equipment within women prison officers' staff hostels and a number of changes were introduced as a result. The system of supplying male officers' uniforms has been simplified and delays reduced by the introduction of a wide range of stock sizes.

162. Considerable efforts were made to maintain the standards of food, clothing, furniture and domestic equipment provided for inmates against a background of rising costs and limited money. These included further alterations to the dietary such as the substitution of eggs for part of the fish ration, a change which proved both popular and moneysaving; more rigorous vetting of furniture and equipment demands; and measures to encourage greater economy of clothing and general supplies in use within penal establishments.

163. This same emphasis on good housekeeping was also apparent in Transport Management. Despite the ever rising cost of new vehicles less money is being spent on replacement through a policy of improving the standards of maintenance.

164. Increasing attention is being given to the problems of storage within penal establishments. Expert advice from S & T officers is improving storage practices and the standards of safety.

Catering

165. The training of catering officers continued at the Blackpool College of Art and Technology. Three courses, instead of the usual two, were held to meet demand and again 70% of those who sat the City and Guilds Examination passed with credit. At the end of 1977 almost all catering officer posts were filled and by the end of March 1978 no vacancies will exist.

166. For the third year a three-day training course was held at High Peak College in Buxton for about 60 catering officers including some from Northern Ireland and Scotland. The course included lectures on hygiene and nutrition, practical demonstrations of butchery and the use of convenience foods.

167. The Mackman Cup Competition was held for the third year. This is a competition amongst catering officers for the best made prison loaf and the best item of flour confectionery which this year was a swiss roll. Eight Horspool Trophies for the regional winners and two Mackman Cups for the finalists were presented by Lord Harris of Greenwich, Minister of State at the Home Office, on 18 January 1978.

168. During 1977 plans were made for catering officers to exhibit in a closed competition at the Salon Culinaire at the International Hotel and Catering Exhibition at Olympia. Regional heats were held in November and the regional winners prepared a pork pie using pork from DIF farms and items from the dietary scale. At the final judging on 1 February 1978 catering officers were awarded a Gold, a Silver and a Bronze Medal and a Certificate of Merit.

The Inspectorate

169. During 1977, 24 full inspections were carried out. The full list of establishments inspected is as follows:—

Prisons

Kirkham
Albany
Wandsworth

Wormwood Scrubs
Aylesbury
Dartmoor
Canterbury
Norwich
Nottingham
Bedford
Preston
Lancaster
Winchester
Grendon/Spring Hill
Parkhurst
Lewes
Reading

Borstals

Huntercombe
Portland
Hatfield/Gringley
Everthorpe

Detention Centres

Medomsley
Whatton
Blantyre House

170. All establishments have now received at least one full inspection since the programme of inspections began in July 1969: a large number have also received a second full inspection. Follow-up inspections, each involving two Inspectors, were also carried out at those establishments which received a full inspection in 1976. A follow-up inspection of the States Prison, Guernsey (inspected 1976) was carried out in December 1977.

171. Specialists representing the following departments: Catering, Chaplains, Education, Farms and Gardens, Industries, Medical, Physical Education, Psychologists, Supply, Construction Industry Training and Works again joined the Inspectorate teams. The size of the total team varied from 8 to 15 according to the size and complexity of the establishment visited. On one occasion the team was accompanied by an Inspector of the Probation and After-Care Inspectorate but on each occasion this Inspectorate was consulted before the inspection took place.

172. At the conclusion of each inspection the Governor is advised by the Chief Inspector at a meeting also attended by the Regional Director, or his deputy, of the general views formed by the Inspectorate and of the recommendations which will be included in the inspection report to the Prisons Board. He may then discuss them with the senior staff and consult staff associations if appropriate, and decide whether any steps should be taken in advance of the publication of the report in those areas where he is competent to act.

Prison Psychological Services

173. During the year a review team was appointed to appraise the Psychological Services and to make recommendations for the future. The review team is expected to report in 1978.

174. Prison Psychological Services have continued to be involved in a wide range of tasks undertaken in response to demands from Headquarters, regional offices and establishments. The dispersal system continues to be the major pre-occupation of the Adult Offender Psychology Unit, and the year has seen various developments to monitor aspects of the population and the regimes within it. Attempts to evaluate the effectiveness of the treatment of adult offenders have included areas as diverse as the Open University provision (in collaboration with the University itself); intensive welfare (in collaboration with the Probation Service); the assessment of the men newly sentenced to life imprisonment, and the special placement of those who were previously on Rule 43 at their own request.

175. The Young Offender Psychology Unit continued to provide data on the young offender population, particularly on the incidence and characteristics of the increasing number of 15 to 16 year olds in borstal. The evaluation of the neighbourhood borstal experiment progressed with an interim report being produced.

176. There was continued development in the scope and variety of projects and services provided in establishments. Psychologists also continued to be involved in staff selection and training, both directly and by helping in evaluation.

Research

Headquarters Organisation of Research

Facilities for Outside Research Workers

177. The number of requests to do research has continued to grow, and in spite of the extra work that may be caused by the presence and the requirements of researchers, there has been an increase in the number of proposals accepted. Preference is given to work which has a clear connection with the tasks of the Department and which has implications for the improved understanding and treatment of prisoners. Prisoners do not, simply because they are prisoners, become freely available as objects of research.

Research by Prison Department staff

178. Research into the problems of prisoners requiring segregation for their own protection continues, and will undoubtedly remain a more or less permanent feature in the research field. A large number of projects are in hand, carried out by Prison Department psychologists, education officers and others. Several of these are concerned with Young Offender establishments.

Research Funded by Home Office Research Unit

179. At present, the Home Office Research Unit is planning to study prisoners' contacts with the outside world, their attitude toward work, the ways in which their applications are processed, and the effects of changes in adjudication procedures. Also, Home Office funded projects are being conducted by universities. These concern the progress of prisoners through a sentence of life imprisonment, prison policy and management 1898-1948, the training of prisoners in social and work skills, and a study of the design of different types of prison buildings and the extent to which they influence behavioural attitudes of staff and inmates.

Research by Scientific Advisory Branch

180. Operational Research work continued during 1977 on problems associated with the management of the prison population, including studies aimed at making the best possible use of available limited resources. Models were used to assess the probable effects of changes to the system which might arise from new legislation, from the availability of new buildings, or from increased demand for certain types of prison places. A model was developed for use in the allocation of manpower resources between establishments.

181. A modest R & D equipment programme is aimed at meeting Prison Department operational requirements for security equipment, including personal alarms for prison officers, protective clothing for riots and search equipment. The development and evaluation of advanced perimeter alarm systems continues. This programme is undertaken in co-operation with other government departments and close collaboration is maintained with other countries sharing similar interests. Some of the new equipment has significant export sales potential.

International Affairs

182. This year the Department continued to be fully involved in the international discussion of penal matters through the European Committee on Crime Problems. In particular the United Kingdom was represented at the Third Conference of Directors of Prison Administrations in February by Mr E D Wright CB, Director-General of the Prison Service, and Mr K J Neale OBE, Controller of Planning and Development, and at the 26th Plenary Session of the ECCP in May by Mr Neale and Mr Moriarty of Criminal Department. In August Mr Neale and Mr Beck, Director of Industries and Farms, took part in an ECCP seminar in Denmark on "The Importance of Prison Labour in a Modern Prison Structure".

183. In October the Department was host to an ECCP seminar on "Preparation of Prisoners for Release" at Wiston House, Sussex, when representatives from 11 countries were present. The seminar considered the philosophy and practice in Europe of preparing prisoners for the outside world, with particular reference to the differing roles of prison, probation and voluntary services.

184. Other individual members of Headquarters staff and of the Prison Service also made visits abroad in the course of the year. Of these, Mr W R Booth, Deputy Regional Director (Treatment and Training), Midland Regional Office made a study visit to West Germany, Dr R L Jillet, Medical Superintendent of Grendon prison paid a visit to the special psychiatric clinic at Herstedvester in the Netherlands and Mr I M Burns attended the United Nations seminar on juvenile delinquency which took place in Norway.

Boards of Visitors

185. The number of resignations and consequential new appointments to Boards of Visitors increased significantly during the year. Six weekend training courses, offering places for a total of 250 members, were held during the year at the Prison Service College, Wakefield. These were generally well supported, although it was necessary to cancel one course due to lack of support. Consideration has been given to providing a greater variety in terms of venue, and timing of courses to enable those members of Boards of Visitors who are unable to take advantage of weekend courses to benefit from either a course designed for newly appointed members, or for more experienced members. Boards are being encouraged to extend their perception of the Prison Service generally by arranging reciprocal visits with Board members at other establishments. There has been a significant increase in the number of such visits in 1977.

186. Regional conferences for members of Boards of Visitors were held in three regions; the conference arranged for the fourth region was cancelled due to lack of support. Two regions held their conference in either a regional office or centrally in London, while the third region arranged for its conference to be combined with a visit to an establishment.

187. Five training courses for clerks to Boards of Visitors were held during the year which provided 60 training places. These courses are greatly appreciated not only by the clerks themselves but by the Boards which they serve. The Department hopes to continue these courses which are intended to give clerks a better understanding of their duties and the way in which they are expected to carry them out.

188. The Annual Conference for Board members was held in November and was addressed by the Minister of State, Lord Harris of Greenwich. Members of Boards whose establishments contained women and girls again had a separate one day conference which was held at the open prison at Moor Court.

189. As mentioned in paragraph 67 of this Report, the revised adjudication procedure for Boards of Visitors was promulgated in April 1977.

190. Paragraph 222 of the Annual Report for 1976 recorded the Home Secretary's statement to the House of Commons that the report of the Jellicoe Committee contained many recommendations which he would wish to commend to Boards. These included recommendations that Boards should visit more frequently; that clinics should be held, and inmates told of the outcome of

application; that Boards should concern themselves with communication between the institution and outside, should strive to avoid being isolated from the community, should be careful to maintain a balanced attitude, and should concern themselves with staff morale. These, and other recommendations were brought to the attention of Boards in a circular letter in March 1977.

Press and Broadcasting

191. A full account was given in Chapter Ten of the Report on the Work of the Prison Department 1976 of the various ways in which information and knowledge about the prison system have been made available to the general public over the years. On the media side public interest in the work of the Prison Service was again reflected throughout 1977 in a growing volume of requests from national and local newspapers and broadcasting authorities for assistance with planned features, supporting research and enquiries. With ready co-operation from staff and prisoners some 140 major projects, almost equally divided between press and broadcasting, were aided by the Prison Department with briefings, observational visits and recording facilities, in some cases lasting for several days. Governors and staffs also co-operated extensively in meeting more limited local requests for information and access by local media.

192. Most aspects of the Service received attention at some time or another. Visits by the BBC Panorama team to Kirkham, Long Lartin, Wormwood Scrubs, Leeds and Gloucester referred to in the 1976 Report produced a general feature—"The Crisis Inside"—on the effects of overcrowding followed by a series of four half-hour films under the general title "Prison" which broke new ground in displaying aspects of prison life. A "World in Action" programme featured Latchmere House; the Governor of Parkhurst was interviewed by Sir Richard Marsh on Southern Television; a BBC Radio 3 series on "The Prisoners" focused several programmes on "prison experiences". There were notable articles by the specialist Guardian correspondent about conditions in Risley, Latchmere House and Parkhurst and a number of other press correspondents produced articles about Wormwood Scrubs, Styal, Askham Grange, Norwich, Ashwell and Nottingham.

193. Occasionally references to the difficulties faced by journalists and broadcasters in obtaining access to the Prison Service are seen in newspapers, largely from those who have never attempted to gain such access. It needs to be emphasised that there need be no difficulty for arrangements to be made for *bona fide* journalists and broadcasters to visit prison service establishments subject to the normal necessary conditions for such visits. The Prison Service has never been more accessible to the media.

Chapter Twelve

RELIGION

194. "Of all the people who might have become depressed, if not demoralised, by the events of recent years, the Chaplains could be forgiven had they fallen victim. The fact that they have not done so is a tribute to their zeal, perseverance and spirituality. In the generally agnostic society from which most of our prisoners come, attitudes towards religion are rooted in apathy if not in open antagonism. Against this background, the Chaplaincy sets out to comfort and console and to initiate spiritual revival." This extract from the report of the Governor of Liverpool prison is a perceptive analysis of the present situation. There is widespread apathy, misunderstanding and even antagonism within the prison community but there are also strong signs of authentic spirituality. When counselling and teaching are imaginatively given in the context of acceptance and involvement there is clear evidence of response and growth.

195. During the year every establishment within the Midland Region shared in a Mission—led by the Regional Chaplain and the Assistant Senior Roman Catholic Chaplain. The theme was set "Come alive—to God, to your fellow men and to yourself" and a symbol and a Mission Resource Kit were provided: each establishment was then left free to plan and implement its own programme. Chaplains worked as a team, the resources of the local church were recognised and used and every Church leader in the region gave support. 20,000 prayer cards were distributed, local radio and press provided coverage, and one Assistant Governor undertook a 50-mile sponsored walk during which he called on three Church leaders to convey greetings and to invite the prayers of their people. In one borstal the Chaplain held three main events during the year but so dramatic was the response that the Mission is being continued into the next year with two "events" a week. The part-time Chaplain of an open prison reports a doubling of the number of inmates participating in the Chaplaincy programme. In one borstal a group of trainees presented a Passion Play to their peers, in another an ex-prisoner talked about his new way of life.

196. Response is also seen within the patterns of regular worship. A Governor writes "The formalised ritual observance of religion plays an important part in the life of any prison. It is not sufficient to say that prisoners escape from their cells once a week as a diversion from the monotony of the daily round. In an atmosphere frequently coloured by cynicism and despair, the Church in its formal liturgy plays an important part in lifting individuals and helping them cope with adversity in a way that only religion can". Participation in worship is often a healing experience.

197. "Less formal is the influence of the Chaplaincy about the prison. In their day-to-day comings and goings they meet the community at all levels. The extent to which they provide a constant and visible expectation of standards is an important if not critical presence." These remarks by a Governor are supplemented by those of another Governor—"In my view, the Chaplains'

Department has been one of the major influences in keeping the level of anxiety low in what has been a difficult year". Availability and involvement continue to be characteristics of ministry and Chaplains are encouraged to go where inmates are rather than waiting for inmates to come where they are. Appreciation is sometimes expressed in words—one borstal Roman Catholic Chaplain reports how the girls arriving at his establishment were delighted to hear mention of their previous Chaplain—not because he was tall, dark and handsome but because as one girl put it "cos 'e always listens to yer and 'cos 'e's always kind".

198. It is not only inmates who respond to the ministry of Chaplains. Staff increasingly seek their help, sometimes as listeners who can absorb the conflicts and insecurities which are sometimes aroused, sometimes as "sounding boards" during industrial disputes, sometimes as counsellors in personal difficulties. But as with inmates, Chaplains receive as well as give. One writes "My respect for the prison officer continues unabated. When theorists and experts in criminology and penology have had their latest say I must confess that the shrewd comments of an experienced officer have been a more accurate assessment for my guidance than any learned book on the subject of "the criminal"—and, in point of fact, far more compassionate and humane".

199. Christian fellowship groups have been formed in two regional offices. One is called "At One" denoting both the time at which it meets and its inter-denominational character; the other has extended its activities by regularly visiting a centre for handicapped people. A Methodist Church near to a detention centre took the initiative in forming a study group of policemen, solicitors, magistrates, detention centre officers and probation officers.

200. Ecumenical relationships between Chaplains have been further deepened during the year by experiments and exploration in crossing boundaries. The visitation of cells, punishment wings, and hospitals as well as the interviewing of receptions are now planned as team activities and in several establishments Chaplains are covering for one another during time off duty. The new Chaplaincy Centres at Holloway, Featherstone and Dover were completed and in each case the dedication was made by representative Church leaders. The newly appointed Senior Roman Catholic Chaplain was commissioned by Cardinal Hume at a Mass in the crypt of Westminster Cathedral attended among others by members of the Prisons Board, several Governors, a nun representing all who voluntarily assist Chaplains, and the Chaplain General together with the Assistant Chaplain General and the Secretary of the Methodist Prison Committee.

201. Three working parties of Chaplains were set up during the year. The first "To consider the relationship between civil and human rights and to draw attention to those areas of our penal policy which need examination": the second "To consider our present practice of marriage during sentence and to make appropriate recommendations for change" and the third "To study some of the effects of imprisonment on marriage relationships and to suggest a programme of education and counselling which might help sustain and deepen such relationships". It is not without significance that in a discussion programme televised from Norwich prison last December the persistent concern expressed by the inmates was not for themselves but for their wives and families.

202. The Annual Conference of Chaplains took as its theme "Freedom within Captivity" and explored how far freedom can be found, how it can be enlarged and if there was a Christian understanding of freedom. An outstanding contribution was made by two former prisoners, one of whom is now an Anglican priest.

203. Two major Church reports on penal matters have been published, one by the Church of England Board of Social Responsibility and the other by the Roman Catholic Social Commission.* Both, as one puts it, are "offered to the Prison Department, to prisoners and to the general public in the hope that it will help to shape thinking and action in relation to an aspect of the nation's life for which we are all responsible". Chaplains contributed to the reports and welcome their publication and plan to share in the discussion which it is hoped they will stimulate.

204. The Annual Census of religious registrations showed the following:

Church of England.....	23,919
Roman Catholic	9,491
Methodist	847
Presbyterian.....	208
United Reform	9
Baptist	140
Salvation Army.....	96
Quaker	57
Jewish.....	277
Sikh	293
Muslim.....	776
Christian Scientist	51
"No" Religion	4,112
Church of Scotland	229

205. The number of inmates registered as belonging to non-Christian groups has again increased. Governors are making every effort to provide facilities for worship and study, and visiting Chaplains are being appointed. The latter provide a valuable link with the outside community and we are grateful for the help they are giving in developing tolerance and understanding within the prison community.

* "Prisons and Prisoners in England Today" published by the Church Information Office, Church House, Deans Yard, London SW1 and "The Debate on Penal Policy" published by the Roman Catholic Social Welfare Commission, 1A Stert Street, Abingdon, Oxford.

Chapter Thirteen

HEALTH AND MEDICAL SERVICES

General Health

206. Several detention centres reported that an unusually large number of trainees had contracted varicella (chicken-pox) during the first few months of the year and two adult male establishments reported that a small number of their inmates had suffered a brief gastro-intestinal illness, characterised by its sudden onset and equally rapid, uncomplicated resolution, in two separate incidents. Food poisoning was suspected but appropriate investigations failed to indicate the cause. Otherwise the general health of inmates has remained good.

Incidence of Sickness

207. Inmates are medically interviewed and examined whenever they are received into or are transferred or discharged from an establishment and during the year, 118,700 inmates were received on first reception and 620,000 movements into and out of establishments were recorded. Inmates sought medical attention on 984,303 occasions and were admitted to the hospitals of establishments for observation or treatment on 40,009 occasions (3,079 more than in 1976). Turnover was more rapid however and the average daily number of patients in the hospitals of establishments fell slightly from 1,239 in 1976 to 1,222. Because of this and because the total number of hospital beds was increased by 107 during the year, the average proportion of available hospital beds actually occupied fell from 60% to 56%. 1,386 patients were transferred from the hospitals of smaller establishments to those possessing more extensive facilities; 255 for medical treatment; 709 for surgical treatment; and 422 for psychiatric assessment and/or treatment. Inmates attended the outpatient departments of National Health Service hospitals on 15,375 occasions and 1,249 inmates were admitted to National Health Service hospitals for in-patient treatment during the year. Apart from the great assistance which is afforded medical officers by their colleagues who examine and treat inmates in National Health Service hospitals, many consultations and treatments are undertaken by appointed specialists and National Health Service consultants in the hospitals of establishments at the request of medical officers. Medical officers referred inmates to appointed specialists and NHS consultants as follows:

Table 11. Numbers of inmates referred to specialists and consultants

Appointed Specialist	Number of Inmates
1. Psychotherapist	5,764
2. Dental Surgeon	53,675
3. Optician	10,786
4. Venereologist	8,759
5. Physiotherapist	4,422
NHS Consultant	Number of Inmates
6. Physician	1,121
7. Surgeon	1,963
8. Psychiatrist	1,708
Total	88,198

In addition, consultant psychiatrists visited establishments on 2,722 occasions in order to examine and prepare reports on inmates at the request of their solicitors.

Obstetrics

208. The following table shows the number of births during 1977, together with the corresponding figures for 1976:

Table 12. Confinements

Year	Delivery In NHS Hospitals	Delivery In Establishments	Live Births In Establishments	Still Births In Establishments
1976.....	58	1	1	—
1977.....	56	—	—	—

Royal Prerogative of Mercy

209. The Royal Prerogative of Mercy was exercised in four cases because of advanced pregnancy and in four cases for other medical and humanitarian reasons. The corresponding figures for 1976 were four and two cases respectively.

Tuberculosis

210. The incidence of tuberculosis continues to fall. Mass Miniature Radiography Units visited establishments on 180 occasions and examined 2,773 members of staff and 17,488 inmates resulting in the detection and notification under the Public Health (Tuberculosis) Regulations of four active and four quiescent cases. 19 active and 26 quiescent cases of pulmonary tuberculosis were discovered by other means whilst 25 active and 172 quiescent cases were received into custody with this condition known at the time of reception as a result of an earlier diagnosis elsewhere. There was no evidence to suggest that any of the new cases contracted their illnesses whilst in custody.

Immunisation

211. Two thousand nine hundred and fifty-seven poliomyelitis vaccine doses were given to inmates and 711 inmates received a full course of immunisation. The corresponding figures for 1976 were 853 and 383 respectively. 3,023 tetanus vaccine doses were given to inmates and 841 inmates received a full course of prophylactic treatment. The corresponding figures for 1976 were 4,298 and 1,227 respectively. The change in the figures may reflect the operation of several factors. It is clear that fewer of the young inmates who are being received into establishments have been immunised previously and patients in general now seem to have acquired an aversion to all types of immunisation presumably as a result of the wide publicity which has been given to its possible harmful side effects. Although the need for and benefits of many types of immunisation remain, patients appear to be more willing to accept polio immunisation, which is overtly a simple and safe procedure, than to accept immunisation against tetanus which can cause local discomfort and general malaise. This tendency is probably being reinforced by the attitude towards the two infections taken by the media.

Blood Transfusion Service

212. Blood transfusion teams paid 87 visits to establishments and 8,546 inmates and 884 members of staff volunteered to donate blood.

Drug Dependence

213. One thousand one hundred and sixty-six inmates were reported by medical officers as having some degree of dependence on drugs at the time of their reception into custody compared with 1,225 during 1976.

Non-Fatal Self-Injury

214. Two hundred and fifty-two inmates were involved in 263 incidents of self-injury with apparent suicidal intent compared with 316 and 339 respectively in 1976, whilst 825 inmates were involved in 1,061 less serious incidents in which the primary motivation was not considered to be suicide. The corresponding figures for 1976 were 816 and 972 respectively. One medical officer noted that the frequency of fire-raising incidents in his establishment fell dramatically during the firemen's strike.

Deaths

215. Forty-one deaths occurred in 1977 of which 13 were in National Health Service hospitals. Of the 41 deaths, 25 were due to natural causes and 11 were due to suicide. Of the five other deaths due to non-natural causes, one remand prisoner died of gunshot wounds sustained whilst resisting arrest; one inmate died of head injuries inflicted by another inmate; one died as a result of self-administration of drugs and two inmates died as a result of cardiac inhibition and asphyxia caused by hanging, verdicts of misadventure and an open verdict having been returned respectively. The verdict still awaited at the time of last year's Report (paragraph 247) was returned as accidental death as a result of a fracture of the skull. This was thought to have been due to a road accident sustained before the inmate was received into custody.

Mental Health

216. Nine thousand nine hundred and ninety-two persons were remanded in custody for psychiatric investigation and medical officers submitted psychiatric reports for the information of the courts on 198 persons who were remanded on bail. The corresponding figures for 1976 were 11,057 and 268 respectively. 2,269 psychiatric examinations of inmates, arising from the serious or unusual nature of their offences, were undertaken by medical officers and a further 786 psychiatric reports were submitted to courts on the initiative of the medical officers. The corresponding figures for 1976 were 3,233 and 714 respectively. In the light of medical reports submitted by medical officers 26 persons (34 in 1976) were found to be under a disability rendering them unfit to plead and three (five in 1976) were found not guilty by reason of insanity.

Hospital Orders

217. As a result of receiving recommendations from medical officers, courts made 644 hospital orders without restriction orders, one guardianship order and 76 hospital orders with restriction orders under the provisions of the Mental Health Act 1959. The corresponding figures for 1976 were 737, one and 134 respectively. Details are shown in the following table:

Table 13. Hospital and Guardianship Orders made under the Mental Health Act 1959

	Year	Mental illness	Severe sub-normality	Sub-normality	Psychopathic disorder	Total
Hospital Order without Restriction Order.....	1976	644	13	67	13	737
	1977	575	3	52	14	644
Hospital Order with Restriction Order.....	1976	75	6	23	30	134
	1977	53	1	6	16	76
Guardianship Order ...	1976	0	1	0	0	1
	1977	1	0	0	0	1

The courts also made 186 Orders under the provisions of Section 3 of the Powers of Criminal Courts Act 1973—"psychiatric probation orders". The number of cases in which the transfer of an inmate to a psychiatric hospital was recommended by a medical officer under Section 72 and 73 of the Mental Health Act 1959 and the corresponding figures for 1976 were as follows:

Table 14. Recommendations made under Section 72 (sentenced inmates) and 73 (unsentenced inmates) of the Mental Health Act 1959

	Year	Mental illness	Severe sub-normality	Sub-normality	Psychopathic disorder	Total
a Number on whom reports submitted....	1976	70	4	5	15	94
	1977	74	0	6	7	87
b Number in (a) in respect of whom a Transfer Direction Order was issued	1976	45	0	1	9	55
	1977	66	0	3	5	74
Number in (b) transferred to psychiatric hospital.....	1976	45	0	0	9	54
	1977	64	0	2	5	71
Number awaiting decision or transfer	1976	16	3	3	3	25
	1977	10	0	3	2	15

218. The number of inmates suffering from mental disorder at the time of their release, transferred to psychiatric hospitals on release, or released to guardianship and the corresponding figures for 1976 were as follows:

Table 15. Number of inmates suffering from mental disorder at time of release, transfer and release to guardianship

	Year	Mental illness	Severe sub-normality	Sub-normality	Psychopathic Disorder	Total
Number released and reported to the local authority	1976	23	0	2	3	28
	1977	26	1	1	0	28
Number transferred to hospital on their earliest date of release under arrangements with the social worker	1976	29	0	0	0	29
	1977	30	0	0	1	31
Number returned to hospital by virtue of S.46 of the MHA 1959 . .	1976	1	0	0	0	1
	1977	1	0	0	0	1
Number restored to guardianship by virtue of S.46 of the MHA 1959.....	1976	0	1	0	0	1
	1977	1	0	0	0	1

Other Investigations and Reports

219. Reports were additionally prepared and submitted by medical officers on 9,971 inmates for the information of the local review committees and the Parole Board and on 321 inmates at the request of the Directorate of Prison Medical Services for other purposes. 433 reports dealing only with the physical health of offenders were submitted for the information of the courts. The corresponding figures for 1976 were 9,998, 290 and 387 respectively.

Special Examinations and Treatments

220. Seven hundred and seventy-five inmates were given electroencephalographic examinations of which 480 were carried out in the hospitals of establishments. The corresponding figures for 1976 were 954 and 630 respectively.

221. Thirteen inmates were offered and accepted electroconvulsive therapy for the treatment of their mental illness. Eight were treated as outpatients in National Health Service hospitals and five in the hospitals of establishments. The corresponding figures for 1976 were 37, 10 and 27 respectively.

Mentally Disordered Offenders

222. In 1977 the number of hospital orders made without restriction orders on the recommendation of prison medical officers fell by almost 13% whilst the number of hospital orders made with restriction orders fell by over 43%.

223. These figures illustrate the increasing difficulty being experienced by medical officers in finding hospitals willing to receive and treat their mentally disordered patients, particularly in those cases where courts considered an order restricting discharge from hospital to be necessary. Where a suitable hospital place cannot be found, courts often feel that there is no alternative to a custodial sentence, and the burden of caring for the persons concerned falls on the prison medical officer and his or her staff.

The Role of the Prison Medical Officer

224. Sometimes the role of the prison medical officer is misunderstood. All registered medical practitioners—including those in the Prison Medical Service—are bound by the same ethical code of practice in their relationship with their patients. Who employs them does not affect the issue. The basis on which the medical treatment of inmates is given is therefore no different from that which applies to the community at large.

225. The difficulties in securing hospital places for mentally disordered offenders mean that medical officers are called upon to care for many such patients and in doing so they may need to make use of psychotropic drugs. Medical officers prescribe these in the same quantities and for the same reasons as do their colleagues in the National Health Service. Drugs are prescribed for inmates only when in the clinical judgement of medical officers such treatment is justified for the restoration of health or the relief of symptoms. Drugs are rarely administered without the inmate's consent and then only when otherwise his life would be endangered, serious harm to the inmate or others would be likely, or there would be an irreversible deterioration in his condition.

Appendices

APPENDIX No. 1

THE PRISONS BOARD (As at 30 June 1978)

D J Trevelyan*	<i>Chairman, Director-General</i>
T G Weiler	<i>Controller (Personnel and Services)</i>
M S Gale, MC	<i>Controller (Operational Administration)</i>
K J Neale, OBE	<i>Controller (Planning and Development)</i>
G W Fowler	<i>Chief Inspector</i>
Dr J H Orr	<i>Director of Prison Medical Services</i>

* Mr D J Trevelyan took up appointment as Director General on 1 January 1978 in succession to Mr E D Wright, CB.

APPENDIX No. 2

Opening and Development of New Establishments and New Units at Existing Establishments

Note: Some new places listed below may be replacements of existing places or related to the loss of temporary places and so do not necessarily indicate an addition to the system.

Position as at 1 January 1978

Location	Type/size of establishment	Date opened, expected completion date, or remarks
A. Establishments or Units completed and/or opened since 1st January 1977		
HIGHPOINT Suffolk NORWICH Norfolk	Temporary Category C with 301 places Category C; 45 hospital places being provided	Completed: first inmates received May 1977 Completed 1977
B. New establishments or units under construction		
(a) Closed prisons for Category B adult men		
HIGHPOINT Suffolk LOW NEWTON Durham	Non-dispersal prison for 496 Dispersal prison for 447	Completion expected 1984 Completion expected 1980
(b) Closed prisons for Category C adult men		
ACKLINGTON Northumberland BRISTOL Avon CHANNINGS WOOD Devon LEWES East Sussex NORTHEYE East Sussex NORTHRIDGE Suffolk NORWICH Norfolk WYMOTT Lancashire	Medium/Long term for 437 Hospital extension to provide 20 places Medium/Long term for 484 Wing extension to provide 36 places Extension to provide 105 places Temporary prison with 200 places Extension to provide 100 places Short term for 816	213 places occupied. Completion expected 1983 Completion expected 1978 216 places already completed. Completion expected 1981 Completion expected 1981 Completion expected 1978 Completion expected 1981 See (d) below Completion expected 1978 Completion expected 1978
(c) Remand and/or allocation centres for male young offenders		
GLEN PARVA Leicestershire THORP ARCH West Yorkshire	Remand/allocation centre for 360 Extension to provide 72 places	Completion expected 1979 Completion expected 1980

APPENDIX No. 2

**Opening and Development of New Establishments and New Units at Existing Establishments
Position as at 1 January 1978—continued**

Location	Type/size of establishment	Date opened, expected completion date, or remarks
<i>B. New establishments or units under construction—continued</i>		
<i>(d) Training establishments for male young offenders</i>		
CASTINGTON Northumberland	Closed young offender establishment for 300	60 places already completed, remainder expected 1983/84
DEERBOLT County Durham	Closed young offender establishment for 420	120 places already completed, remainder expected 1983
DOVER Kent	Conversion of stores to provide 31 closed borstal places	Completion expected 1979
FELTHAM Greater London	Replacement for 280 closed borstal places	Completion expected 1981
HOLLESLEY BAY Suffolk	Secure borstal unit for 185	Completion expected 1983
NORTHBRIDGE Suffolk	Closed detention centre for 200	Completion expected 1984
<i>(e) Establishments for women and girls</i>		
ASKHAM GRANGE York	26 places after provision of new dining and education block	Completion expected 1979
COOKHAM WOOD Kent	Category C for 120	60 places completed, remainder expected 1980
HOLLOWAY London	Redevelopment of site to provide closed prison for women and closed borstal for girls (516 places including hospital)	Partially occupied (January 1977) remainder expected circa 1984
LOW NEWTON Durham	New wing in remand centre to provide 12 places	Completion expected 1978
STYAL Cheshire	Conversion of staff quarters to provide 42 places	Completion expected 1978
<i>C. New establishments or units in design stage</i>		
<i>(a) Closed prisons for Category B adult men</i>		
FULL SUTTON Humberside	Dispersal prison for 447	Project deferred
<i>(b) Closed prisons for Category C adult men</i>		
BOVINGDON Hertfordshire	Medium/Long term for 484	Project deferred
FULL SUTTON Humberside	Medium/Long term for 484	Project deferred
SWALESIDE Kent	Short term for 816	Project deferred
WAYLAND Norfolk	Medium/Long term for 484	Project may start in 1981

APPENDIX No. 2

Opening and Development of New Establishments and New Units at Existing Establishments

Position as at 1 January 1978—*continued*

Location	Type/size of establishment	Date opened, expected completion date, or remarks
<i>C. New establishments or units in design stage—continued</i>		
<i>(c) Remand and/or allocation</i>		
FELTHAM Greater London	Remand and assessment centre for 556 and hospital for 70	Completion expected 1986
THORP ARCH West Yorkshire	Further extension to remand centre to provide 80 places	Project deferred
<i>(d) Training establishments for male young offenders</i>		
HEWELL GRANGE Worcestershire	Closed young offender establishment for 300	Project deferred
HOLLESLEY BAY COLONY Suffolk	Closed young offender establishment for 300	Project deferred
STOCKEN Leicestershire	Closed young offender establishment for 300	Project deferred

APPENDIX No. 3

Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a)))
Year ended 31 December 1977

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates	
			Ordinary	Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts			
<i>Local prisons for men</i>							
Bedford.....	St. Loyes Street, Bedford, MK40 1HG	—	140	28	178	265	315
Birmingham.....	Winson Green Road, Birmingham, B18 4AS	Pre-release employment scheme Long-term allocation centre Overnight accommodation for 6 women	497	36	603	978	1,047
Bristol.....	Cambridge Road, Bristol, Avon, BS7 8PS	Life sentence prisoners Long-term allocation centre Long-term training wing Pre-release employment scheme Secure accommodation for 5 women	316	212	577	567	602
Brixton.....	PO Box 369, Jebb Avenue, Brixton, London, SW2 5XF	Unconvicted adults from London and the Home Counties Prisoners serving sentences of up to eighteen months	520	84	654	1,025	1,133
Canterbury.....	Longport, Canterbury, Kent, CT1 1PJ	—	154	81	246	356	395
Cardiff.....	Knox Road, Cardiff, South Glamorgan, CF2 1UG	Separate remand centre for male young offenders	237	—	273	423	471

Dorchester	North Square, Dorchester, Dorset, DT1 1JD	—	134	16	3	153	223	241
Durham	Old Elvet, Durham, DH1 3HU	Separate wing for female prisoners	609	12	44	665	949	1,061
Exeter	New North Road, Exeter, De- von, EX4 4EX	Separate remand centre for male young offenders Pre-release employment scheme Separate young prisoners wing Long-term allocation unit Rule 43 Wing	215	30	35	280	472	516
Gloucester	Barrack Square, Gloucester, GL1 2JN	—	184	—	12	196	333	368
Leeds	Armley, Leeds, West Yorkshire, LS12 2TJ	—	493	44	55	592	1,074	1,163
Leicester	Welford Road, Leicester, LE2 7AJ	Pre-release employment scheme Special Security wing	167	14	49	230	357	394
Lewes	Brighton Road, Lewes, East Sussex	Short, medium and long-term training Unsented prisoners from Sussex courts	309	12	—	321	362	384
Lincoln	Greetwell Road, Lincoln, LN2 4BD	—	290	24	40	354	526	594
Liverpool	68 Hornby Road, Liverpool, L9 3DF	Also a young prisoners centre Long-term allocation centre Pre-release employment scheme Surgical centre Also a borstal allocation centre and YP centre	899	43	94	1,036	1,560	1,673
Manchester	Southall Street, Manchester, M60 9AH	Pre-release employment scheme Separate training annexe and remand centre	712	138	40	890	1,466	1,573
Norwich*	Mousehold, Norwich, Norfolk, NR1 4LU	—	130	56	15	201	306	356
Oxford	New Road, Oxford, OX1 1LX	Deportees. Convicted prisoners awaiting sentence Some unconvicted prisoners Non-criminal prisoners Pre-release employment scheme	138	20	5	163	308	348
Pentonville	Caledonian Road, London, N7 8TT	—	783	18	109	910	1,140	1,236

APPENDIX No. 3—(continued)
Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a))
Year ended 31 December 1977

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates	
			Ordinary	Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts			
Shrewsbury.....	The Dana, Shrewsbury, Salop, SY1 2HR	—	160	—	170	215	258
Swansea	Oystermouth Road, Swansea, West Glamorgan, SA1 2SR	Pre-release employment scheme Medium-term training	182	64	267	306	340
Wandsworth.....	PO Box 757, Heathfield Road, London, SW18 3HS	Convicted prisoners awaiting sentence Long-term allocation centre	972	144	1,198	1,355	1,480
Winchester	Romsey Road, Winchester, Hampshire, SO22 5DF	Long-term allocation unit Separate remand centre for male young offenders	337	42	424	601	661
Wormwood Scrubs...	PO Box 757, Du Cane Road, London, W12 0AE	Dispersal prison Long-term training wing Young prisoners centre Surgical and psychiatric centre Pre-release employment scheme Borstal allocation centre Long-term allocation centre Life sentence—main centre	891	—	1,054	1,400	1,492
		Total	9,469	1,118	11,635	16,567	—

APPENDIX No. 3—(continued)
Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a))
Year ended 31 December 1977

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates	
			Ordinary		Special	Total	Average
			Cells or Cubicles	Dormitories or huts			
Highpoint*	Stradishall, Newmarket, Suffolk	Short, medium and long-term training	2	144	—	146	64
Hull	Hedon Road, Hull, N. Humberside, HU9 5LS	Dispersal prison	136	—	—	136	120
Kingston-Portsmouth .	Milton Road, Portsmouth, Hampshire	Long-term training	140	—	—	140	103
Lancaster	The Castle, Lancaster	Life sentence prisoners	96	62	—	158	206
Long Lartin	South Littleton, Evesham, Worcestershire	Medium-term training	402	—	—	402	337
Maidstone	County Road, Maidstone, Kent, ME14 1UZ	Dispersal prison	404	—	—	416	427
Northallerton	East Road, Northallerton, North Yorkshire, DL6 1NW	Short, medium and long-term training	145	—	—	145	191
Northeye	Barnhorn Road, Bexhill-on-Sea, East Sussex, TN39 4QW	Pre-release employment scheme	13	332	—	345	344
Norwich*	Mousehold, Norwich, Norfolk	Medium-term training	—	104	—	104	104
Nottingham	Perry Road, Sherwood, Nottingham, NG5 3AG	Pre-release employment scheme	168	20	19	207	258
Onley	Rugby, Warwickshire, CV23 8AP	Young prisoners serving short and medium-term sentences	420	—	—	420	373
							416

Parkhurst	Newport, Isle of Wight, PO30 5NX	Dispersal prison Long-term training Special security wing Surgical centre	365	—	115	480	411	428
Preston	2 Ribbleson Lane, Preston, Lancs., PR1 5AB	Short-term training Pre-release employment scheme Some longer term terminals	415	3	9	427	571	595
Ranby	Ranby, Retford, Notts., DN22 8EU	Short and medium-term training, Midlands and North	24	464	—	488	480	502
Reading	Forbury Road, Reading, Berkshire, RG1 3HY	Short, medium and long-term training Prisoners segregated under Rule 43	160	—	—	160	147	157
Shepton Mallet	Cornhill, Shepton Mallet, Somerset, BA4 5LU	Short and medium-term training	143	19	—	162	256	267
Stafford	54 Gaol Road, Stafford	Short and medium-term training Pre-release employment scheme	560	4	22	586	757	779
Standford Hill	Church Road, Eastchurch, Sheerness, Kent, ME12 4AA	Short and medium-term training (also open prison)	12	165	—	177	172	180
Swinfen Hall	Lichfield, Staffordshire	Young prisoners serving medium and long-term sen- tences	174	8	—	182	180	183
Verne	Portland, Dorset, DT5 1EQ	Short and medium-term training Life sentence and selected long- term prisoners	480	138	—	618	488	521
Wakefield	Love Lane, Wakefield, Yorkshire, WF2 9AG	Dispersal prison Life-sentence—main centre Long-term training Pre-release employment scheme Psychiatric centre Rule 43 wing—national resource for prisoners segregated under Rule 43 at own request	609	113	59	781	724	750
Total			8,305	3,042	236	11,583	11,040	—

APPENDIX No. 3—(continued)
Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a)))
Year ended 31st December 1977

Establishment	Postal Address	Special features	Accommodation for inmates				Number of inmates	
			Ordinary			Special	Total	Average
			Cells or Cubicles	Dormitories or huts				
<i>Open training prisons for men</i>								
Appleton Thorn.....	Warrington, Cheshire, WA4 4RL	Short-term training	—	312	7	319	299	318
Ashwell.....	Oakham, Leicestershire	Pre-release employment scheme	100	300	—	400	392	436
Ford	Arundel, West Sussex, BN18 0BX	Short and medium-term training	108	406	29	543	541	562
Kirkham.....	Preston, Lancashire, PR4 2RA	Medium-term training	—	608	—	608	387	419
Leyhill.....	Wotton-under-Edge, Gloucestershire, GL12 8HL	Short, medium and long-term training	318	—	—	318	309	320
Rudgate*	Wetherby, West Yorkshire, LS23 7AZ	Life-sentence prisoners	1	377	—	378	325	355
Spring Hill	Grendon Underwood, Aylesbury, Buckinghamshire, HP18 0TH	Short-term training	113	87	—	200	192	200
Standford Hill	Church Road, Eastchurch, Sheerness, Kent, ME12 4AA	Short and medium-term training	22	352	—	374	364	376
Sudbury	Sudbury, Derbyshire, DE6 5HW	Also semi-secure section	44	340	—	384	361	385
		Short and medium-term training						
		Selected lifers at end of sentence						
		Total	706	2,782	36	3,524	3,170	—

APPENDIX No. 3—(continued)
Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a)))
Year ended 31st December 1977

Establishment	Postal Address	Special features	Accommodation for inmates				Number of inmates	
			Ordinary		Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts				
Everthorpe	Brough, North Humberside, HU15 1RB	Facility for offenders under school-leaving age	304	—	—	304	368	371
Feltham	Bedfont Road, Feltham, Middlesex, TW13 4ND	Responsibility for Finnermore Wood Camp	190	80	—	270	275	299
Glen Parva	Saffron Road, Wigston, Leicester, LE8 2TN	Regional borstal allocation unit	240	60	—	300	269	304
Grendon	Grendon Underwood, Aylesbury, Buckinghamshire, HP18 0TL	Psychiatric centre	16	6	—	22	10	15
Hindley	Wigan, Lancashire	Neighbourhood borstal project	280	32	—	312	307	322
Huntercombe	Huntercombe Place, Nuffield, Henley-on-Thames, Oxon, RG9 5SB	Facility for offenders under school-leaving age	100	7	—	107	144	184
Manchester	Southall Street, Manchester, M60 9AH	Reception and allocation centre	205	—	—	205	169	269
Portland	Easton, Portland, Dorset	Allocation centre for South West Region	519	—	—	519	497	531
Rochester	Rochester, Kent	—	296	80	—	376	377	412
Stoke Heath	Market Drayton, Salop	—	240	120	—	360	432	453
Wellingborough	Turnells Mill Lane, Wellingborough, Northants, NN8 2NH	—	224	120	—	344	336	352
Wormwood Scrubs ...	PO Box 757, Du Cane Road, London, W12 0AE	Reception and allocation centre	175	—	—	175	132	228
		Total	3,009	816	—	3,825	3,728	—

APPENDIX No. 3—(continued)
Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a))
Year ended 31st December 1977

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates	
			Ordinary	Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts			
<i>Senior detention centres for male young offenders</i>							
Aldington.....	Ashford, Kent, TN25 7BQ	—	15	100	115	98	115
Blantyre House.....	Goudhurst, Cranbrook, Kent	—	12	110	122	98	118
Buckley Hall.....	Buckley Road, Rochdale, Lancashire	—	6	133	139	119	142
Erlestoke*	Erlestoke, Devizes, Wiltshire, SN10 5TU	—	—	—	—	—	5
Haslar.....	Gosport, Hampshire, PO12 2AW	—	12	88	100	88	114
Hollesley Bay Colony	Hollesley, Woodbridge, Suffolk, IP12 3JS	—	62	58	120	109	126
Medomsley.....	Consett, County Durham	—	—	117	117	94	123
New Hall.....	Dial Wood, Flockton, Wakefield, West Yorkshire	—	14	90	104	90	109
North Sea Camp	Freiston, Boston, Lincolnshire, PE22 0QX	Open centre	—	167	167	173	212
Usk.....	29 Maryport Street, Usk, Gwent, NP5 1XP	—	101	4	105	95	133
Werrington House ...	Werrington, Stoke-on-Trent, Staffordshire, ST9 0DX	—	7	103	110	103	125
Whaddon.....	Whaddon, Nottingham, NG13 9FQ	—	20	87	107	99	118
Total			249	1,057	1,306	1,166	—

APPENDIX No. 3—(continued)
Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a)))
Year ended 31 December 1977

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates	
			Ordinary	Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts			
<i>Local prison for women</i> Holloway	Parkhurst Road, Holloway, London, N7	The prison is being rebuilt on site and will include psychiatric facilities for both sentenced prisoners and borstal trainees	96	72	222	332	375
<i>Other closed prisons for women</i> Durham	Old Elvet, Durham, DH1 3HU	Receives all categories of sentenced women prisoners	39	—	39	36	38
Styal	Wilmslow, Cheshire, SK9 4HR	Receives all categories of sentenced women prisoners and female young prisoners Mother and baby unit	17	163	180	224	237
		Total	152	235	441	592	—

<i>Open prisons for women</i> Askham Grange	Askham Richard, York, YO2 3PT	Receives all categories of adult sentenced women	—	87	35	122	114	126
	Drake Hall	Pre-release hostel Mother and baby unit Receives adult sentenced women serving short-term sentences	—	150	—	150	126	173
	East Sutton Park	Receives specially selected adult sentenced women	—	20	—	20	17	21
	Moor Court	Receives all categories of adult sentenced women serving short or medium sentences	17	59	—	76	97	106
		Receives girls sentenced to borstal training in the Midland Region	17	316	35	368	354	—
<i>Remand centres for women and girls</i> Low Newton	Brasside, Durham	—	11	—	12	23	31	45
	Pucklechurch	—	41	—	15	56	62	80
	Risley	—	41	11	33	85	140	167
		Total	93	11	60	164	233	—
			121	16	—	137	129	144
<i>Closed borstals for girls</i> Bullwood Hall	High Road, Hockley, Essex, SS5 4TE	—	2	30	—	32	14	18
	Styal	—	—	40	5	45	36	45
	Open borstal for girls East Sutton Park	—	123	86	5	214	179	—
		Total	385	648	154	1,187	1,358	—
		Grand Total (Female)						

** Establishments which were either open for only part of the year or changed their name or function:*

Erlestoke—role of establishment changed from detention centre to training prison for young prisoners in January 1977.

Highpoint—purpose-built closed training prison for short, medium and long-term prisoners opened May 1977.

Norwich—the closed training annexe has this year been shown separately from the main prison for statistical purposes.

Rudgate—previously known as Thorp Arch open training prison. Name changed 1 January 1977.

A column for "special" accommodation has been included in this appendix. The accommodation shown in the column is that set aside for special purposes, for example in prison hostels or in the hospitals of local prisons and remand centres. The places have been included in the total accommodation of the establishment concerned because inmates occupying them do not have cells or dormitory places kept vacant for them elsewhere in the establishment.

The average numbers of inmates are based on a 365-day year irrespective of the length of time an establishment was open.

The total accommodation shown is that which was available at 31 December 1977.

The definition of terms is as follows:

Short-term imprisonment—up to and including 18 months.

Medium-term imprisonment—over 18 months and up to and including 4 years.

Long-term imprisonment—over 4 years.

APPENDIX No. 4

Statement showing the Expenditure on Prisons, Remand Centres, Borstals and Detention Centres for the year ended 31st March 1977

	Males				Females Establishments	Totals
	Prisons and RCs	Borstals and YPCs	Detention Centres			
Daily Average Number of Inmates	32,686	6,257	1,564		1,041	41,548
	£m	£m	£m		£m	£m
PART I						
<i>Current Expenditure</i>						
A. Central Charges and Cost of Staff in Establishments						
1. Pay and Allowances including Uniforms	83.515	17.204	4.344		3.645	108.708
2. Travelling, Removals and Training etc.	3.111	0.640	0.162		0.138	4.051
3. Seconded Probation Officers	1.445	0.058	0.120		0.082	1.705
4. Superannuation Allowances	15.472	3.183	0.806		0.685	20.146
5. Allied Services and Supplies (DOE, HMSO etc.)	0.787	0.151	0.037		0.025	1.000
Total A	104.330	21.236	5.469		4.575	135.610
B. General Supplies and Operating Expenses						
1. Victualing	4.908	1.162	0.257		0.152	6.479
2. Other Supplies and General Operating Expenses	9.998	2.581	0.554		0.657	13.790
3. Escorts and Conveyance of Prisoners	1.871	0.167	0.074		0.069	2.181
4. Post Office Services at Prisons etc.	1.655	0.323	0.079		0.054	2.111
5. Payments to Other Votes	0.061	0.012	0.003		0.002	0.078
6. Other Miscellaneous Expenditure	0.250	0.048	0.012		0.008	0.318
Total B	18.743	4.293	0.979		0.942	24.957
C. Prison Industries—Materials, Tools etc.	9.684	2.236	0.406		0.112	12.438

APPENDIX No. 4—(continued)
Statement showing the Expenditure on Prisons, Remand Centres, Borstals and Detention Centres for the year ended 31st March 1977

	Males			Females Establish- ments	Totals
	Prisons and RCs	Borstals and YPCs	Deten- tion Centres		
D. Welfare					
1. Education, Training and Recreation.....	2.435	1.495	0.578	0.174	4.682
2. Assisted Visits	0.211	0.040	0.010	0.006	0.267
3. Other Miscellaneous Expenditure	0.829	0.238	0.090	0.046	1.203
Total D	3.475	1.773	0.678	0.226	6.152
E. Prisoners Earnings etc.....	1.582	0.301	0.037	0.040	1.960
F. Home Office Administration					
1. Salaries etc.....	6.945	1.332	0.327	0.221	8.825
2. General Expenses.....	0.645	0.124	0.030	0.020	0.819
3. Superannuation	0.748	0.144	0.035	0.024	0.951
Total F	8.338	1.600	0.392	0.265	10.595
G. Supply and Transport					
1. Salaries etc.	1.008	0.194	0.047	0.032	1.281
2. General Expenses.....	0.268	0.051	0.013	0.008	0.340
3. Superannuation	0.144	0.028	0.007	0.005	0.184
Total G	1.420	0.273	0.067	0.045	1.805
Total Current (Gross)	147.572	31.712	8.028	6.205	193.517

Current Receipts—Appropriations in Aid					
1. Proceeds of Sales outside the Prison Service.....	6.016	0.661	0.124	0.067	6.868
2. Proceeds of Hire of Labour.....	0.120	0.013	0.005	0.007	0.145
3. Other Receipts.....	1.897	0.352	0.081	0.038	2.368
4. S & T Receipts.....	0.399	0.076	0.018	0.013	0.506
Total Receipts	8.432	1.102	0.228	0.125	9.887
Net Current Expenditure	139,140	30,610	7,800	6,080	183,630
Annual average cost per inmate.....	£4,257	£4,892	£4,987	£5,840	£4,420
PART II					
<i>Maintenance, Repairs, Rentals etc.</i>					
1. Cost of Ordinary Repairs, Rents etc.	4.096	1.010	0.204	0.109	5.419
2. Rates (Treasury Values)	2.420	0.464	0.114	0.077	3.075
Total Part II	6.516	1.474	0.318	0.186	8.494
PART III					
<i>Capital Expenditure on the Prison Service (Less Capital Sales)</i>					
1. New Buildings, Alterations etc. (including DOE)	18.053	5.056	0.753	0.694	24.556
2. Plant, Machinery, Tools and Vehicles	2.510	0.566	0.071	0.026	3.173
Total Part III	20.563	5.622	0.824	0.720	27.729
Total Gross Expenditure (Parts I, II, III)	174,651	38,808	9,170	7,111	229,740
Total Receipts (Part I)	8,432	1,102	0,228	0,125	9,887
Total Net Expenditure (Parts I, II, III).....	166,219	37,706	8,942	6,986	219,853

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