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REPORT

on the work of the

PRISON DEPARTMENT

1976

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Chapter One

INTRODUCTION

1. The three factors to which the opening chapter of the 1975 report drew particular attention—the rising prison population, the cut-back in the prison building programme and reductions in staffing resources—continued to dominate the prison system in 1976.

2. In 1976 for the third year in succession the size of the prison population has increased significantly: the continuation of this unfortunate trend has again been a source of major problems. As this Report for 1976 shows (paragraphs 7 and 8) the post-war peak figure of 40,808 which was recorded at the end of July 1975 was exceeded by mid-February 1976 and the population remained above 41,200 from the beginning of March to the end of October 1976 when a new peak figure of 42,419 was reached. Within the total population there was a welcome decrease of almost 10% in the number of males awaiting trial or sentence and a smaller decrease in the average population of both Senior and Junior Detention Centres (see paragraph 9). Apart from these, however, all other groups increased in numbers, the increase of over 22% in the average numbers of sentenced young male prisoners being most marked.

3. The Prison Department continued its efforts to ensure that all accommodation in its establishments was used to the full but there are limits to the relief which even the most effective management of accommodation can bring to the system. Paragraph 12 of this Report indicates that the trend towards more prisoners having to share cells continued in 1976.

4. Chapter Four of this Report explains the first impact on the building programme of the cuts in capital expenditure introduced in 1975. With the start of work at Low Newton (paragraph 37) the on-going place producing programme begun in 1970 was suspended indefinitely and expenditure is now limited to completing major place producing and redevelopment projects already under way. Improvements at existing establishments have also been curtailed and will be necessarily confined in the years ahead to the renewal of essential services and repairs to enable establishments to continue in full operation. The strategy of the building programme in continuing to devote available resources to place producing schemes (which will provide some 4,700 new places over the years 1976/77 to 1980/81) is designed to ensure that, if the prison population continues to rise as forecast, the rate of increase in overcrowding will not continue in these years and that, if the prison population does not continue to rise, accommodation will be available to bring about a reduction in present levels of overcrowding. There will, however, be an inevitable price to be paid for deferring redevelopment of existing establishments particularly with the hatted accommodation dating from the Second World War which is now approaching the end of its useful life: unless there is some degree of expenditure on maintenance—which could be considerable—there is a risk that some accommodation might have to be taken out of use before it can be replaced. It is also clear that by the early 1980s an

increasing proportion of funds will have to be devoted to these and other older establishments for repairs to keep them in operational use.

5. The contribution which the prison service was required to make to restraint on public expenditure by accepting a lower rate of growth in prison service manpower and a reduction in overtime represented a further constraint. Chapter Three of this Report explains the effects that these reductions had on the operational aspects of the prison service in 1976. So far from being in a position to improve regimes for inmates, the prison service has been severely extended in trying to maintain existing levels of activities for prisoners. This was particularly true of local prisons. Many of these found that during 1976 the demands made by court duties (which must always be regarded as priority) were such that they could only be met by withdrawing manpower from other duties. Workshops had to be temporarily closed and education activities and evening association curtailed. Over the prison service as a whole the reductions in overtime amounted to the equivalent of one to two hours per week for each officer but in practice the effects necessarily varied between establishments and between individual members of staff in the same establishment. Provision has been made for a full year of prison officer recruitment in the coming year but the Department will continue to be required to maintain strict overtime control.

6. Amidst these constraints the number of difficult and subversive prisoners, many of them serving very long sentences, continued to increase. The riots at Hull prison in August (paragraph 101) provided a stark warning of the stresses under which the system is working. Further comment on this will have to await the publication of the Chief Inspector's report on his subsequent inquiry. The number of mentally disordered prisoners for whom admission to psychiatric hospitals cannot be arranged is also a matter of increasing concern (see paragraph 257).

Chapter Two

POPULATION

Increase During 1976

7. For the third year in succession there was a significant increase in the size of the prison population. The post-war peak figure of 40,808 recorded at end-July 1975 was exceeded by mid-February and the population level stayed above 41,200 from the beginning of March until the end of October when a new peak figure of 42,419 was reached. Numbers fell as usual over the Christmas period (to 40,391 at 31 December) but even so were over 1,000 higher than at the end of 1975.

8. The average daily prison population in 1976 was 41,443 compared with 39,820 for 1975. The following table shows how the population in 1976 was distributed and also indicates the highest population-level experienced in each group during the year.

Table 1. Prison Population in 1976

	Average		Highest	
	Males	Females	Males	Females
Prison (including remand centres):				
(a) awaiting trial or sentence.....	4,802	288	5,184	360
(b) sentenced (adult)	25,023	689	25,445	719
(c) sentenced (young prisoners)	2,103	61	2,278	82
(d) non-criminal prisoners	507	8	636	19
Borstal	5,970	236	6,232	267
Senior Detention Centre	1,171	—	1,260	—
Junior Detention Centre	585	—	685	—
	40,161	1,282	—	—

Comparison with 1975

9. Table 2 compares the average population in 1976 with that for 1975:

Table 2. Comparison of Average Daily Population 1975-76

	Males			Females		
	1975	1976	% change	1975	1976	% change
Prison (including remand centres):						
(a) awaiting trial or sentence...	5,310	4,802	-9.6	299	288	-3.7
(b) sentenced (adult)	23,479	25,023	+6.6	620	689	+11.1
(c) sentenced (young prisoners)	1,721	2,103	+22.2	57	61	+7.0
(d) non-criminal prisoners	470	507	+7.9	8	8	—
Borstal	5,771	5,970	+3.5	235	236	+0.4
Senior Detention Centre	1,246	1,171	-6.0			
Junior Detention Centre	604	585	-3.2			
	38,601	40,161	+4.0	1,219	1,282	+5.2

10. Within the total population the average populations of most groups were higher in 1976 than in 1975, the greatest increase being among young prisoners. There were fewer unsentenced prisoners (following the issue in October 1975 of the Home Office Circular on Bail); and the average number of detention centre detainees was also somewhat lower.

Distribution of Population

11. 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 1976 for each of the prison service establishments in use during the year.

Overcrowding

12. Because of the steady increase in the total population more prisoners were required to share accommodation. The bulk of the overcrowding was concentrated in local prisons. The following table shows the highest numbers of men and women located two or three to a cell in each of the years 1969-76:

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

Chapter Three

STAFFING

Staffing Constraints and Their Operational Effects

13. In the estimates for the financial year 1976/77 provision was made for a net growth of 675 prison officers. This included provision to enable new accommodation for prisoners to be manned and to meet increasing court commitments. At the same time the prison service was required, as a contribution to current reductions in public expenditure, to reduce overtime costs in 1976/77 by approximately £2m. This was the equivalent of an average per officer of between one and two hours overtime a week. The overtime position of individual officers, however, has always varied and reductions cannot fall evenly (either between establishments or within individual establishments) so that the consequence for some officers was a reduction in excess of one to two hours a week.

14. A comprehensive review of how best to meet operational commitments with overtime at a lower level was carried out and new arrangements for this and for the control of overtime in individual establishments came into effect on 1 April 1976. Regional Directors allocated to each governor a budget of staff hours within which he was required to operate the establishment. Hence the arrangements were generally referred to as "budgetary control". The establishments budget was made up of (a) "conditioned" hours based on the 40 hour working week for each prison officer and (b) an allocation of overtime hours. The governor was required to adjust the activities of his establishment so as not to exceed the budget of hours. It has been possible to secure some of the overtime saving by good housekeeping measures related to the local situation, but some curtailment of prisoners' activities has been unavoidable. Within these new limitations governors have naturally continued to give particular attention to the needs of security and control. The extent of the curtailment of prisoners' activities has varied from establishment to establishment according to local commitments and responsibilities. In general the effect on regimes at training establishments has not been significant. At local prisons, where the need to provide service to the courts is overriding and demands relating to these fluctuate unpredictably, it has not been possible to maintain the same stability in respect of the regimes. Fluctuations in staff availability from a variety of causes are always liable to arise in local prisons. The effects of the overtime reductions on regimes have been kept under careful continuing review.

Recruitment

Recruitment of Prison Officers

15. The ban on recruitment mentioned in the 1975 Report continued into 1976. When it was partially lifted in April, there were sufficient applications from men but not enough from women to meet the immediate need. An advertising campaign aimed particularly at women helped to make good the shortage, but general advertising was not resumed until August and expenditure on press advertising was less than £42,000, compared with

£221,000 in 1975. Among the manpower economies of the year, the number of prison officer selection boards was reduced from four to three and the mobile recruitment team, which had gained valuable publicity for the service, had to be disbanded. Representation at local shows also ceased.

16. In these circumstances the figure of 920 prison officers recruited during the year was well below the record achieved in 1975. A particular feature at the end of the year was the unprecedentedly high number of candidates who were unsuccessful in passing the selection process. This is indicated in the recruitment table below showing comparative figures for 1976 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.....	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
	1973	22,571	5,141	885	839
Women.....	1976	7,289	1,609	86	75
	1975	4,270	1,042	123	130
	1974	5,082	928	101	68
	1973	3,363	588	71	56

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

17. The number of prison officers lost through retirement, resignation, promotion out of the class or other reasons was 637 against 687 in 1975 and 619 in 1974. The net increase in trained prison officers during the calendar year was 293, though improved recruitment during the remainder of the financial year 1976/77 enabled the planned growth of 675 prison officers referred to in paragraph 13 almost to be realised. Table 5 shows the number of prison officers of all grades in post at 1st January 1977 compared with the three previous years, and shows the ratio of prison officers to the daily average number of inmates in custody. The number of prison officers on detached duty in Northern Ireland fell during the year from 113 to 75 at the end of the year, and it is expected that the commitment will continue at this level.

Recruitment to Governor Grades

18. In 1976 there were 25 appointments to the Assistant Governor II grade. Of these 7 men were selected from the competition limited to the prison officer class and 12 men and 6 women were appointed from the competition. During the year 6 assistant governors resigned and one former assistant governor rejoined.

Recruitment of Other Classes

19. Among other full time appointments made during the year were 139 administration group staff, 10 civilian instructional officers, 18 nursing staff, 2

Table 5. Prison Officer Class—numbers in post

	Date	Senior Grades	Prison Officer Grade		Prison Auxiliaries Temporary Officers	House Matrons	Night Patrol Officers	Total	Daily average of inmates in custody during preceding year	*Ratio of officers to inmates
			Established	Under training						
Men....	1 Jan 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
	1974	2,807	8,560	156	376	—	476	12,375	35,747	1:2.93
Women..	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
	1974	53	222	14	173	62	38½	562½	1,027	1:2.11

Note: Staff employed part-time count as ½

* 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.

psychologists, 1 forensic psychiatrist, 3 psychological testers, 4 medical officers, 8 chaplains and an education officer.

20. The year's recruitment has resulted in a net gain of 144 staff to the prison service as the following table shows:

Table 6. Staff in post—all grades

Date	Non-Industrial staff			Industrial staff	Total
	Prison officer class	Governor class	Other non-industrial staff		
January 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
1974	12,938	497	3,352	1,964	18,751

Commendation

21. During the year one officer was commended by the Secretary of State for courageous conduct in an incident involving serious personal risk; 55 other officers received official recognition for meritorious conduct beyond the call of duty.

Staff Training

22. The general increase in staff training activities reported last year was sharply arrested for prison officers grades by the introduction of budgetary control in April 1976. In some instances there was initial suspension of local

in-service training and problems of staff availability arose on courses arranged regionally and centrally. Although restrictions remained, growing experience of the budgetary control system enabled governors to begin to make some staff available for training at all three levels.

Management Review

23. Consideration of the report of the third stage of the management review of the Prison Department continued. In the light of the economic situation and manpower constraints, the pattern of consultation referred to in 1975 proceeded on the modified basis of focussing consideration on those changes which could be made with advantage but would not call for additional resources. In considering the views of establishments and staff associations the Department will, during 1977, have to take account of the various pressures to which the service is currently subject and the overriding need to maintain organisational stability.

Working Party on the Role of the Prison Officer

24. Meetings of the Working Party on the Role of the Prison Officer continue to take place two or three times a year. This working party was established in 1963 as a result of a submission by the Prison Officers' Association to the Prison Department of the Association's views on the role of the prison officer in a modern penal system. Since then it has provided an avenue through which possible developments in treatment and staff involvement could be discussed in a less formal setting than the full Whitley Council. It has, in effect, virtually become a standing committee of the Council and its reports are circulated to it. The Chairman of the working party has always been a member of the Prisons Board; and the vice-chairman a senior member of the Association's national executive. The official side has always included a senior governor.

25. Over the years the working party has discussed a wide range of proposals and developments relating to the part which prison officers can play in the treatment and preparation for release of prisoners and to the training necessary to equip them for these tasks. The sustained rise in the inmate population in recent years together with overcrowding and financial and manpower constraints have tended to ensure that the discussions took place in a realistic context. The working party has also been anxious to take a close interest in developments and experiments in particular establishments both to consider the implications for the rest of the service and to ensure that information is available to staff elsewhere in the service. In more recent years, it has visited prisons and borstals for this purpose. The working party has from its outset had a particular interest in the contribution which prison officers could make to prisoners' welfare problems and it has played an active part in the developments which are described in Chapter Five of this Report.

Cost of the Prison Service

26. Appendix 4 to this Report (pages 88 and 89) gives details of the cost of the prison service in the financial year 1975/76.

27. The average cost of maintaining an inmate in custody in 1975/76 inclusive of Headquarters and regional expenses was £4,055, an increase of 30% over 1974/75. The increase takes account of movements in pay and prices and a 5½% growth in average staff numbers reflecting additional commitments.

Chapter Four

THE PRISON BUILDING PROGRAMME

The Strategy of the Building Programme

28. During 1976 the first impact was felt of the changes in emphasis and time-scale which resulted from the reductions in expenditure on prison building announced in the White Paper "Public Expenditure to 1979/80" (Cmd. 6393), published in February 1976. The basic strategy, however, remains unaltered.

29. This strategy consists of a simultaneous advance on three fronts;

- (a) the provision of additional places both by the construction of new purpose built institutions and the conversion of former service camps;
- (b) improvements and additions to existing establishments, including the provision of staff housing and amenities;
- (c) major redevelopment of selected older prisons and establishments based in former service or other hutted accommodation dating from the Second World War.

Prior to the 1975 Public Expenditure Survey, the Department envisaged a continuing programme of new prison building coupled with increasing emphasis on redevelopment, as the number of places caught up with the expected population. It was hoped that additional places would not only enable a reduction in overcrowding, but would also permit prisons or parts of prisons to be closed, either for complete rebuilding or for partial rebuilding with radical modernisation of those buildings that were retained. Some of the Victorian cell blocks could, for example, be brought to modern standards by the provision of sanitation adjacent to each cell and the consequent elimination of "slopping out". But this could not be carried out economically without relinquishing cells for conversion into sanitary annexes. This would involve a considerable loss of places and in the absence of a significant drop in the prison population, could not be contemplated unless additional accommodation had been made available elsewhere in the prison system. There is now no foreseeable prospect of progress on these lines.

30. As indicated in paragraph 28 of the 1975 Report, the substantial reduction in the money available for the prison building programme has meant the deferment of all but one of the major place producing projects which were in various stages of preparation at the beginning of 1976. Funds have had to be concentrated on the continuation and completion of major place producing and redevelopment projects (see paragraph 34) already under way. Although it has proved possible to reduce the annual claim of some schemes on funds by rephasing the programme of work over a longer period, the proportion of available annual expenditure required for these projects will increase in 1977 and 1978 when the Department's allocation for prison building will be falling in real terms, and this proportion is likely to reach 75% in 1979/80.

31. Expenditure on improvements at existing establishments will be correspondingly reduced both absolutely and as a proportion of the annual spend. This has already had its impact in limiting the projects that can be started in 1976, because schemes of any size make demands upon resources over two or three financial years. In the years immediately ahead, new projects at existing establishments will mainly be the renewal of essential services, security measures, provision of staff housing and facilities and schemes which add places or ensure that the existing places can continue to be used to the full. Many projects to improve the quality of life both for staff and prisoners will have to be deferred indefinitely.

32. Similarly, apart from continued work on the reconstruction of Feltham and Holloway (see paragraphs 40 and 41) there can be little scope for extensive redevelopment, though a start will have to be made on gradual rebuilding of some former service and other huttred accommodation dating from the Second World War. About 20% of Prison Department establishments are of this type with 60% in which the principal buildings date from the 19th century or earlier, leaving only 20% in post-war construction.

33. Extending the timescale for eventual redevelopment will increase demands for expenditure on maintenance and involve some risk of places eventually going out of use before they can be replaced. It is likely that as expenditure tails off on some of the current place producing projects in the early 80's, a larger proportion of funds will need to be devoted to making good deficiencies at the older establishments.

34. Details of place producing projects are given in Appendix 2 to this report (pages 71 to 73). Those now in progress are expected to provide 4,700 additional places over the years 1976/77 to 1980/81. These will significantly reduce the short-fall of places against forecast average daily population for 1980/81.

35. The continued emphasis on place-producing schemes serves two purposes. First of all, it ensures that if the prison population continues to rise as forecast then there will be no additional overcrowding by 1980/81, and probably some modest reduction. Should the prison population not continue to rise then it will permit a significant reduction in the present serious level of overcrowding (see paragraph 12 of this Report). It would then also permit an increase in the proportion of inmates in buildings of modern construction and the gradual redevelopment of the many Victorian prisons in which "slopping-out" remains a distasteful necessity, and space is inadequate either for modern workshops and other facilities or for satisfactory working conditions for prison staff.

36. At a time when the prison population (and the proportion of prisoners requiring higher degrees of security) is continuing to increase, and essential services as well as actual accommodation in older establishments are a continuing cause for concern, a reduced building programme presents the Prison Department with the difficult issue of conflicting priorities. It becomes more a question of allocating resources so as to ensure minimum dislocation than of ensuring steady progress.

New Purpose Built Accommodation

37. During 1976 about 1,200 places were completed in new establishments; in new units at existing establishments; and in the redevelopment of Holloway prison. Full details are given in Section A of Appendix 2. The most important feature was the completion of Featherstone prison near Wolverhampton. This is the first of the Department's purpose built prisons for Category C medium and long term prisoners. It received its first inmates in November 1976 and will eventually accommodate 484. Work continued on Wymott in Lancashire, the first purpose built prison for Category C short term prisoners, which is designed to accommodate 816. A start was made on the first purpose built Category B dispersal prison, providing 447 places, at Low Newton, Durham. Planning work on new prisons at Wayland, Norfolk, and Bovingdon, Hertfordshire, (for 484 Category C medium/long term prisoners); at Swaleside, Kent, (for 816 Category C short term prisoners); and at Full Sutton, Humberside, (Category B dispersal prison for 447) will remain at a halt until the projects can be given a provisional year of start.

38. Work continued on the provision of additional accommodation at Glen Parva Borstal near Leicester (see paragraph 31 of the Report for 1975) and on the remand and assessment centre for young offenders adjacent to it, which is being built mainly by direct labour (see paragraph 45) employing inmates from Ashwell open prison. Planning for the 3 new closed young offender institutions, each for 300, at Stocken, Leicestershire, Hollesley Bay, Suffolk, and Hewell Grange, Worcestershire, will not be resumed until the projects can be given a provisional year of start.

39. Since there is at present no prospect of the seven projects listed in paragraphs 37 and 38 recovering their place in the building programme the Department has ceased to negotiate for sites for a remand centre for women and girls in the Midlands and for a new local prison at Leeds; and it has decided to release the site acquired for a remand centre for male young offenders at North Weald, Essex.

40. At Holloway Prison, Islington, the major part of the new living accommodation for inmates was completed in November 1976 and occupied in January 1977. In the next stage of the redevelopment the remainder of the Victorian prison will be demolished and the rest of the new prison and borstal including the permanent hospital will be built on the site. During this period part of the completed living accommodation will be in temporary use as administrative and ancillary accommodation.

41. Work continued on the construction of a replacement for Feltham borstal in Hounslow as part of a project redevelopment which is also intended to provide a remand and assessment centre in the 1980's.

Adaptation of Service Camps

42. The policy which the Department has been following with the former service camps acquired since 1970 has been as follows: the first step is to make the necessary adaptation to provide temporary adult or young offender accommodation. The inmates occupying this temporary accommodation then provide a work force which is employed, after appropriate training to construct

a permanent establishment. These arrangements combine the advantages of relieving overcrowding, providing skilled and semi-skilled work of a challenging kind for the inmates, and achieving the permanent addition of purpose built accommodation to the prison system with a saving to public funds.

43. Highpoint, the temporary prison for 300 men established at the former RAF station at Stradishall, Suffolk, will receive its first prisoners in 1977 and its occupants will provide the labour force to develop a Category B prison for 496 men and a detention centre (Northridge) for 200 young offenders on an adjacent site. Work continued at Channings Wood, Devon, on a Category C purpose built prison for 484; at Acklington, Northumberland, on a purpose built Category C prison for 437 and a young offender establishment (Castington) for 300 on an adjacent site. At Deerbolt borstal, County Durham, where trainees are building a new young offender establishment for 420, progress was slower than anticipated in paragraph 35 of last year's Report but completion of the first two blocks is expected to be achieved in the first half of 1977.

Quarters

44. Nearly 600 quarters were added to the housing stock bringing the total to about 11,500. They include houses acquired from the Ministry of Defence at former service camps as well as houses that were built or purchased. Fewer quarters than anticipated needed to be purchased for existing establishments due to the controls on recruitment (see paragraph 15 of this Report) and a continuation of the trend noted in last year's Report of staff preferring to live out of quarters. Although recruitment at a higher level was achieved in the closing months of the year, it was too late to secure a corresponding increase in the purchase of quarters during this period. Shortage of works staff and the need to concentrate direct labour on maintenance of buildings within establishments again resulted in extensive use of contractors to maintain quarters. Ten term contracts were in operation during 1976.

Direct Labour

45. The term "direct labour" is used in respect of those projects which are not built by outside contractors, but by the trades staff of the prison service assisted by inmates and under the supervision of works officers. It is a prerequisite for direct labour projects that both trades staff and inmates should have had the benefit of preliminary training schemes.

46. During 1976 eleven major projects using direct labour were in progress. The estimated total equivalent commercial contract value of these schemes is in the order of £32 million at current prices. The headquarters staff of the Directorate of Works have continued to manage the labour force and other resources, to monitor expenditure against target costs and to initiate and organise training courses. The monitoring procedures indicate that the projects are generally proceeding satisfactorily and that on average a saving in the order of 10% to the public purse over commercial value is still being realised. Although the rate of construction of these works is slower than that of commercial contracts because of shortages of staff and trained labour, the standard of workmanship remains high and is often comparable with the best

obtainable anywhere. Since the use of direct labour for prison building was introduced in 1965 it has been used successfully on 25 major projects and is now a well integrated part of the building programme.

47. The training programme for works staff was maintained, but the output has suffered to some extent because of financial restrictions on the recruitment of new staff. The number of trades staff available is still not sufficient to meet all the demands of those new major projects or schemes of adaptation at existing establishments where direct labour is desirable or essential, bearing in mind that the maintenance work in establishments is also carried out by this means.

48. Inmate training in building work continues to meet most of the constructional and maintenance needs at adult offender institutions, although the limitations caused by insufficient works staff to supervise the training was not overcome during 1976.

49. At young offender establishments, the problems of direct labour projects are twofold. Apart from the shortage of trades staff, young offenders who have completed their training normally have comparatively little time to serve before their discharge and even that may have to be devoted in part to other educational activities. Hence little of their time as trained workers is available to the establishment in proportion to the time spent on training, and the resultant turnover rate is reflected in the longer time taken on jobs which rely on young offender labour compared with those using adult labour. Construction Industry Training courses for inmates increased to 155 in 1976 and it is planned to open a further 10 courses in 1977 to provide an additional 120 training places. The average number of inmates employed monthly on works services throughout the year was 4,382 including 1,395 undergoing workshop training.

50. Development of the training programme agreed with the National Joint Council for the building industry, referred to in paragraph 41 of the Report for 1975, has had to be deferred until the economic situation has improved.

51. The skills-testing scheme at Maidstone prison for Construction Industry Training courses, mentioned in paragraph 42 of the Report for 1975, is continuing and is likely to be extended to other establishments where courses for painting and decorating and bricklaying are already operating. Investigation is being carried out into the possibility of introducing skills-testing in other building courses. More than 2,000 inmates have now been recommended for trade union membership since the inception of the scheme. Construction Industry Training awards to inmates under the Arthur Koestler scheme (see paragraph 72 of this Report) continue to be made in recognition of outstanding individual effort during training.

General

52. The prison building programme continues to make heavy demands on the professional and technical staff of the Directorate of Works, and extensive use has still to be made of the services of professional firms in private practice to

supplement permanent staff. There have had to be substantial changes in the building programme during the year and inevitably this has brought about some dislocation in the progressing of some schemes. Those which have been developed to an advanced stage but which cannot go ahead because of capital expenditure restrictions can be reactivated at short notice if the economic situation allows. In the meantime, every effort is being made to ensure that full value is received from expenditure on capital works or on repairs and maintenance. In particular a new system of financial information to control costs and progress is proving to be valuable.

Chapter Five

TREATMENT AND TRAINING

General

53. The 1975 Report attempted to describe the point reached by the Prison Department in its evolving attitude to "treatment" in prisons. That assessment is still valid, although it has become more important than ever to see it in context.

54. There is little doubt that the most important single event in 1976, from the "treatment and training" point of view as from others, was the introduction of the budgetary control of overtime. The strict limitations on the availability of staff to carry out tasks have led to a process of re-evaluation of particular tasks and of the order of priority of prison functions in general. Some problems, such as the impact on evening classes of the reduced availability of prison officers were quickly overcome in most places, but the need for an assessment of the total impact of all the changes on the prisoner remains and is receiving attention.

55. Although the use of the phrase "humane containment" to describe the primary aim of a prison is less popular than it was, it has the merit of truth. The primary task of prison service establishments is to accept and contain, for as long as necessary, those whom the Courts send to them; and although men are sent to prison for a number of different reasons, they are not sent for treatment or for training in the first place. For many prisoners a proven inability to benefit from either treatment or training has led to their being in prison, and it is against this background that the "treatment and training" provided should be measured. It involves no less skill and dedication on the part of the staff because it is based on encouragement rather than coercion.

56. In these circumstances it is a matter for some pride that prison establishments have maintained their concern for the quality of day-to-day life as their most important secondary task, in the face of increasingly limited resources.

Developments

57. As in previous years, there have been a number of ideas, some new, and some extensions of existing practices. Among the latter is the growing use of officers as "section officers", that is, officers with an explicit responsibility for a group of named prisoners. The growing popularity of this concept is significant. Despite difficulties there has also been a slight increase in "community service" activities, which help both staff and prisoners by making prisons more acceptable to local communities.

58. The "experiment" by the Industrial Training Research Unit in setting up pre-release training courses at Ashwell and Ranby has produced gratifying

results. When the tasks of a prison are considered, it has to be remembered that one inescapable task is that of effecting a prisoner's release. An important weapon against recidivism is often the ability to send a prisoner out with increased confidence in his ability to seek work, and to conduct himself appropriately at interviews.

Rule 43

59. Prisoners segregated for their own protection have once again been a cause of concern, both because of public anxiety about the implications of "segregation" and because of the administrative difficulties which accompany it. There has been an increase throughout 1976 in the number of men segregated under Rule 43 for their own protection and the work of the Special Units where many are housed has been of a high standard.

60. It should be stressed that the purpose of these units, catering as they do largely though by no means exclusively for sex-offenders, is not primarily therapeutic. Men segregated under Rule 43 unavoidably lose the opportunities which other prisoners have for normal association, regular work and education. The purpose of the Special Units is to restore these opportunities as far as possible.

61. No less important than handling prisoners who have asked for protection are measures designed to avoid their feeling a need to ask for it. A strategy of "planned transfer" of certain prisoners in the south-west region has been successful and will be extended. Under this scheme selected prisoners who seem likely to invoke Rule 43 for their own protection because of local publicity connected with their crimes are immediately transferred to a different prison. Though there are inevitably some problems arising from prisoners being located further away from their homes most of the prisoners concerned have not felt a need to invoke Rule 43 in their new prison. They are thus enabled to live more satisfactory lives, and the pressure on accommodation for Rule 43 prisoners is reduced.

Welfare and After-Care

62. A lengthy study of social work in prisons resulted in the conclusion that there was scope for adjustment of the tasks undertaken by prison staff and by seconded probation staff, to meet the differing needs of inmates of individual establishments. In general, prison staff should be able to handle many of the day-to-day welfare problems, leaving probation staff freer to concentrate on the more specialised social work. Governors and chief probation officers will jointly examine the pattern of work at each of the establishments chosen, and will agree upon the distribution of work between their staffs best suited to local needs. Schemes are being prepared initially for 5 prisons, with others to follow. One immediate result is that, with prisoners' welfare a joint responsibility of the two services, probation officers in prisons are no longer known as prison welfare officers.

EDUCATION

Recession

63. For the education service, 1976 was a year when coming events cast their shadows before. The Annual Report for 1975 indicated that there would be no further growth in the service for the time being, but, as cuts did not apply until 1977-8, Headquarters, Regional Offices, establishments and Local Education Authorities had time to plan for their management. The accent will be on the maintenance of statutory requirements. Priority will be accorded to young offenders over adult offenders, with young offenders of compulsory school age taking precedence over others. Within this priority and without regard to age, literacy requirements will predominate, followed by vocational and construction industry training, public examination needs and recreational and leisure-time pursuits. The likely result will be a reduction in the number of evening classes, particularly in adult establishments; the provision of a programme of evening classes in prisons is a statutory requirement, but there can be flexibility as to its extent.

64. To prepare for these developments, educational expenditure in 1976/77, itself under cash limits, was strictly monitored. Savings were made on payments to Local Education Authorities for their services, funds for stores and materials were sparingly used and restrictions on equipment, particularly audio-visual aids, supplied as an allied service by HM Stationery Office, were experienced. Education staff, whilst not concealing their disappointment, nevertheless responded well to the challenge, which will clearly be a more real one for them in 1977/78.

The Tasks

65. Against this background it was remarkable really how few classes were cancelled during the year and attendances were slightly higher, in fact, than in the previous year. Teachers taught, prisoners and trainees learned and, as the remainder of this survey indicates, the education service generally gave a good account of itself. The comment made by one prison governor on the year's educational record in his establishment rings true of establishments as a whole: "One of the more rewarding tasks is hearing from prisoners on discharge of their appreciation of how their literacy, numeracy and general education has improved, due to the efforts of the Education Officer and his teachers."

Literacy

66. This matter continues to remain the principal educational task in all establishments. Some of the voluntary literacy teachers specially trained recently by the Local Education Authorities, with help from the Adult Literacy Resource Agency, are now at work in establishments alongside the professional remedial teachers, and the hope is that more will follow. Closer links are gradually being forged with referral points in the community, more extensive nowadays, under the stimulus of the Agency, where prisoners and trainees on release can, if necessary, continue their literacy tuition. Meanwhile, satisfactory progress continues to be made with research into the production of adult literacy tests, the use of which will in due course enable the Department to discern more accurately the incidence and degree of prisoners' and trainees'

literacy and thereby the scale and distribution of the resources required to deal with it.

Trainees of Compulsory School Age

67. The results of a survey of the arrangements made for this age group in junior detention centres are awaited from HM Inspectorate of Schools. The results will have a bearing on the same age group in borstals. In 1977 the survey will be extended to remand centres. Though it is desirable that more educational resources should be made available for this age group on remand in prison service establishments, there is little room to manoeuvre. Nevertheless, in recent years, educational resources in remand centres have been increased and some "reluctant schoolboys" have developed a remarkable keenness for education.

General and Higher Education

68. The year was a busy one. 4,505 prisoners and trainees entered for 5,622 different subject examinations and passed in 3,909, a success rate of 69.5%. Some of these results were achieved by people on day release to educational centres in the community. 98 people from 19 establishments had their needs met in this way at 34 different centres. Within these results, 79 prisoners in 14 establishments sat for Open University examinations in 115 subjects, passing in 88 of them, 4 at distinction level, a success rate of 76.6% compared with 73% in 1975. Five of them graduated. The presence in prisons of people having the intellectual calibre and perseverance to engage in higher education and to appreciate it is clear.

69. During the year Vaughan Paper No 21 (Leicester University), a perceptive study of higher education for prisoners, was published. Higher education, of course, is not merely Open University education, and at a conference of the Open University and of Prison Department and education staff representatives to consider this, thought was given in particular to the role of University Extra-Mural Departments in prison education programmes. It is currently on a small scale, but a larger one was foreseen in the conference and this is now under consideration.

Vocational Training

70. During the year, 1,402 trainees, spread over 23 young offender establishments, trained in 13 different skills. The figures for prisoners were 1,001, 27 and 16, respectively. Their successes in external examinations were some of the Department's best ever. Of 481 trainees entered, 424 (or 88.1%) passed. Prisoners did almost as well, 334 out of 382, or 87.4% passing. Within the City and Guilds element, trainees gained 45 distinctions and 209 credits, the corresponding figures for prisoners being 39 and 130. These excellent results reflect great credit on the trainees, prisoners and instructional staff concerned and are a useful reminder of the considerable effort which has gone into the in-service training of instructors in recent years to keep up with changing knowledge and presentational skills. The Industrial Training Board model still seems to be the right one in adult establishments, but it is now being called into question on the young offender side on account of the reductions in actual training time and the difficulties young people generally are experiencing in obtaining employment after leaving school. Novel courses and

approaches are being tested in 3 borstals and a detention centre. It is pleasing to report, on the adult side, that all the prisoners who followed the first computer studies course in one establishment have, since release, found employment in the computer industry.

Libraries

71. The year was one of great activity in institution libraries. Almost everywhere, supporting Public Libraries renewed their interest in the Department's establishments; the Library Association of Great Britain convened a conference to consider the matter; initial in-service training was provided for Prison Officer Librarians; and technical arrangements between individual establishments and their supporting public libraries improved. The importance of libraries to prisoners and trainees cannot be too strongly stressed. They help to stimulate the habit of reading which in its turn revitalises the libraries. All the evidence available is that in establishments where there are good education programmes and well managed libraries, prisoners' and trainees' reading is on the increase and in medium to long-term establishments the quality and breadth of literature in demand is improving all the time.

Recreational and Leisure-Time Pursuits

72. Prisoners' and trainees' art and handicraft were again well represented in the annual Koestler Award Exhibition at Reed House, Piccadilly, where 891 entries attracted 99 awards and 114 commendations. Prize money and the proceeds of items bought by the public are payable to prisoners' and trainees' private cash accounts. Other opportunities exist through local exhibitions arranged by governors. Much work of the same kind which is not intended for exhibition goes on, and prisoners get satisfaction from being able to hand products to relatives or friends.

Education Staff Training

73. Local Education Authorities and the Home Office are taking advantage of the recession in the growth of the education service to concentrate on an intensive in-service training programme for education staff, so as to ensure that teachers and instructors are able to keep abreast of new knowledge and skills, and problems of management and communications in education centres. One-day or weekend courses or conferences are favoured on a regional basis with an occasional week's event on a national basis. Individual establishments here and there are also running their own events for their own staff, a proceeding which it is hoped will grow over the next few years. Overall, the situation was healthy, but this is a suitable opportunity to bring about improvement where there is room for it.

Physical Education

74. Despite difficulties, some progress has been made in the development of improved regimes in a few establishments, largely by the careful adaptation or improvement of existing facilities and buildings and by the completion of a small number of new facilities. An excellent example is the adaptation of an old store at Leeds which has provided the establishment with a small gymnasium, thus enabling a full physical education programme to be developed for the first time in the history of the prison. Elsewhere, the provision of all-weather

playing surfaces and tarmac areas suitable for physical education and recreational activities has considerably improved establishments capability to withstand the pressures accruing from overcrowding.

75. Early in the year the Inter-services Volleyball Championships were successfully staged at Kirkham prison. A Senior Officer Physical Education Instructor was appointed coach to the British Amateur Weight-Lifting Association team and he successfully led them to win the world championship for the first time.

76. Twenty-six prison officers and three women prison officers completed their training as physical education instructors during the year. It is encouraging to note that there are far more applicants than there are places available for training. The training syllabus affords time for course members to take the professionally recognised teaching/coaching and proficiency awards administered by the official bodies controlling sport. In this context internal staff are supplemented by the appropriate national coaches to ensure that the highest possible standards are achieved and maintained. Such work does not detract from the main aim of producing teachers of physical education who can motivate the majority of the population and who will deal equally capably with the inadequate and physically competent.

77. Developmental training for physical education generally has been reduced by the budgetary control of hours. Priority has been given to the induction training of physical education staff but should the reduction of training continue, longer term priorities will need to be reviewed in order to ensure that there are sufficient well qualified staff to maintain the quality of training overall.

78. Considerable progress has been made in developing physical education as an accepted part of the regime in women's and girls' establishments. A Woman Physical Education Officer took up her appointment during the latter half of the year and the first three women physical education instructors to complete their training are in post at Styal, Risley and Low Newton. The woman PEI at Low Newton is also responsible for taking physical education classes in the women's security wing at Durham, where classes have proved to be increasingly popular and there is a developing interest in general fitness activities, badminton and gymnastics. A number of the women have taken the British Amateur Gymnastic Association Elementary Award and are now working for advanced awards.

79. The Women Physical Education Instructors at Risley and Low Newton take boys of under school-leaving age in addition to their work with women and girls. This arrangement is unprecedented in the prison service but works well. The boys work extremely hard for the women PEI's and generally behave in an exemplary manner, and the PEI's have the opportunity to teach a comprehensive range of skills with a more active group.

80. Two more women officers have commenced their training to become PEI's, and another four women officers have opted for training and will commence their course early in 1977.

81. Physical education staff have also provided the motivation for a considerable increase in the development of organised recreation for staff and families. Inter-establishment football, golf, rugby, cross-country running and badminton have been developed to a high standard. Regional championships have been successfully instituted in rugby, golf and association football. Family camping and caravanning week-ends have been developed in the north region, with training in outdoor pursuits provided voluntarily by physical education staff. The development of recreational activities by staff for staff and families has provided a useful prop to morale in a very hard year, and has also helped to improve staff fitness and ability to withstand the increasing pressures of the job.

Chapter Six

UNCONVICTED AND UNSENTENCED PRISONERS

Population and Use of Establishments

82. The average daily population of unconvicted and unsentenced male prisoners dropped in 1976 to 4,802 compared with 5,310 in 1975, 4,802 in 1974, 4,380 in 1973 and 4,483 in 1972. The corresponding figures for females were 288 in 1976, 299 in 1975, 279 in 1974, 233 in 1973 and 214 in 1972. The highest level of unsentenced population recorded in 1976 (on 31 October) was 5,500, slightly lower than the highest figure of 6,029 which was recorded for 1975. The lowest figure recorded in 1976 (31 December) was 4,256.

83. It is always difficult to interpret relatively small changes in population level over so short a period as twelve months but there is some reason to suppose that increased use of bail by the courts may have continued to have some diminishing effect upon receptions of untried prisoners. The Bail Act, which introduces a statutory presumption in favour of bail, received Royal Assent on 15 November 1976 and is likely to be brought into force later in 1977. But as early as the final quarter of 1975, following the issue of a circular which commended to the courts the main recommendations of the Working Party on Bail Proceedings in Magistrates Courts, a drop of about 12% (compared with the last quarter of 1974) in receptions of unsentenced prisoners into custody was noted. This reduction has been maintained in 1976 notwithstanding the continued increase in the crime rate. The circular to courts enshrined a good deal of the philosophy of the Act: whether the Act itself, when it comes into force, will produce any further effect on receptions remains to be seen.

84. There was a slight reduction in the number of persons aged between 14 and 16 received into secure accommodation in remand centres (or much more rarely into remand accommodation at local prisons). The majority of these were young persons who were unconvicted and who had been certified by the courts as too unruly to be safely remanded to the care of the local authority. Total receptions of unsentenced males in this age group in 1976 were 4498 compared with 5,337 in 1975. 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 by local authorities. Towards the end of the year arrangements were in hand for ending by Order* the committal to Prison Department establishments of girls under the age of 15.

Prison and Remand Centre Catchment areas

85. The directions given to courts governing the prison and remand centres to which prisoners are committed were kept under review. The court catchment areas of certain establishments were rearranged both to reduce

* Statutory Instrument 1977 No. 420, an Order modifying Section 23 of the Children and Young Persons Act 1969, was made on 7 March 1977 and came into operation on 15 March 1977.

further the small proportion of young persons aged 14 to 16 who have to be held in remand accommodation at local prisons and on more general grounds of efficiency or the relief of overcrowding. The opening of a purpose built remand centre with accommodation for 60 boys at Norwich in August enabled the remand function for persons under 21 to be removed from the wing of the main prison which had previously fulfilled this function. The new remand centre serves not only the catchment area of Norwich prison but also an additional 11 magistrates' courts in Essex and, in respect of under 17s only, a further 17 in Cambridgeshire. One effect of this was to afford some relief of pressure upon both Bedford Prison, and Ashford and Latchmere House Remand Centres. The highest unlocking figure recorded at Norwich Remand Centre in 1976 was 56 (22 September 1976). To relieve chronic overcrowding at Cardiff Remand Centre directions were given to 6 magistrates' courts in Mid-Glamorgan to commit male prisoners under the age of 21 to Pucklechurch Remand Centre near Bristol. Throughout 1976 work has continued on a new remand centre at Cookham Wood near Rochester in Kent. The first 60 places at the centre are expected to open in 1977.

Bail and Bail Hostels

86. Nearly all remand establishments have at least one prison officer whose task it is to assist prisoners with their bail problems. The special bail unit at Brixton Prison, which houses the biggest remand population, has continued to gain and to apply its experience in dealing with problems arising from the granting or refusal of bail to unconvicted prisoners in custody. Bail hostels, which are intended mainly for those of "no fixed abode", continue to hold people who would otherwise be remanded in prison custody. During 1976 two more hostels, at Leeds and Peterborough, were opened and further accommodation in approved probation hostels for women remanded on bail was opened at Weymouth, Camborne, Norwich and Birmingham. Seventeen other projects for new bail hostels are at present in hand.

Miscellaneous Developments

87. Despite the introduction of budgetary control of staff overtime and the resource implications of curtailment of public expenditure every effort was made by governors to maintain their regimes for unconvicted prisoners. The annual reports of governors of remand establishments indicate that periods of association between unconvicted inmates, whether this is formally provided in association areas or informally by the unlocking of cells at the discretion of staff, were generally maintained (and in one or two cases some increase was effected). During the year refurbishing of accommodation took place at Pentonville Prison with the object of improving the conditions under which prisoners with unconvicted status, including those awaiting a decision about deportation, are held. The refurbished accommodation was expected to open early in 1977.

88. The use of the telephone by unconvicted prisoners to deal with urgent domestic problems, consult solicitors, arrange bail sureties etc. was further extended. By the end of the year there remained four establishments at which the scheme was not yet in operation but at two of these the necessary equipment was expected to be brought into use early in 1977.

Chapter Seven

ADULT MALE PRISONERS

Introduction

89. This chapter has two purposes: it describes some changes and developments which affect all establishments and it also reviews aspects of the management of prisons, such as security and control, which are of particular relevance to adult male establishments.

Accommodation

90. The total number of adult men in prison increased by 1,076 over the year to 28,062 at the end of the year with a peak of 29,182 at the end of October. The increase would have been still larger but for the decline in the number of men remanded in custody which followed the Bail Circular issued on 8 October 1975.

91. The average number of men held in closed prisons was 25,300 compared with a figure of 24,000 for the previous year. This increase meant that more men had to share accommodation. In mid-November 16,131 men were sharing cells, of whom 5,709 were sleeping three to a cell. By the end of the year the number sharing had fallen to 15,790, of whom 5,136 were sleeping three to a cell. The numbers held in open prisons continued to fall and at the end of the year these prisons contained 3,076 men against 3,494 places available.

92. The new Category C training prison at Featherstone in Staffordshire received its first prisoners in November.

Administrative and Other Developments and Changes

Changes in the Prison Rules

93. An amendment to the Prison Rules was made to give statutory effect to the administrative changes in prisoners' access to lawyers, introduced in August 1975 as a consequence of the judgement of the European Court of Human Rights in the case of a former prisoner, Mr Golder. This amendment was implemented by the Prison (Amendment) Rules 1976 which came into operation on 26 April 1976. Under it prisoners were allowed to correspond with a solicitor about civil proceedings without leave even though the proceedings had not yet been instituted. However, inmates wishing to institute civil proceedings concerning the administration of establishments are first required, under the Secretary of State's direction, to ventilate their complaint through the normal internal channels.

94. A number of other minor amendments were made at the same time. The requirement that a part of the prison used for women prisoners must be in the charge and control of women officers was removed; a reference to restricted

diet was deleted; provision was made for the disposal of property left behind by prisoners; and boards of visitors were able to fix a quorum of 3 or more for business relating to mitigation of disciplinary awards.

Review of Adjudication Procedures

95. During the year careful consideration was given to the report, made in 1975, to the Working Party on Adjudication Procedures in Prisons, and to comments on the report that were received from boards of visitors and governors of establishments. The Home Secretary announced in Parliament on 7 December 1976 that he accepted the substance of the Working Party's recommendations, and that advice based on those recommendations would be issued to boards and governors. Separate (though basically similar) standard procedures for the conduct of adjudications by governors and boards of visitors were therefore prepared on the lines of those recommended by the Working Party. (The new procedures were, in fact, promulgated in April 1977).

96. In his announcement, the Home Secretary also said that, in the light of the Working Party's proposals, further consultation would be carried out about the best way of testing experimentally the provision of assistance to inmates facing adjudication by boards of visitors. The majority of the Working Party proposed the testing of assistance in the preparation of an inmate's case by officers or assistant governors. In a Note of Dissent one member of the Working Party suggested that the assistance in question would best be provided by a member of the board of visitors, and that it should extend to the presentation of the inmate's case. Outline proposals embracing these ideas have been prepared, and the necessary consultations are in train.

Parole

97. The use of parole has grown markedly during 1976. This was predicted as a result of the then Home Secretary's statement in 1975 that he felt satisfied that the use of parole might safely be extended and granted to more prisoners who were eligible but did not receive it and granted earlier in their sentences to the kinds of prisoner who already received it. He also said that more use was to be made of the power to grant parole solely on the recommendation of the Local Review Committee under Section 35 of the Criminal Justice Act 1972 and the number released on their recommendation has more than doubled. The figures are:

	1976	1975	1974
Eligible for consideration	10,660	10,154	10,681
Considered by Local Review Committees	10,077	9,455	9,877
Release agreed on recommendation of LRC	2,115	923	676
Referred to Parole Board	4,289	4,662	5,145
Recommended by Parole Board for release	2,880	3,106	2,831
Total recommended for release	4,995	4,029	3,507

98. The increasing use of parole over the years reveals the growing confidence of the Parole Board and the Home Office that the prisoners selected will, in the majority of cases, complete their licence period satisfactorily, but it also reflects a change in philosophy. When parole was first introduced, only the exceptional prisoner received it and the onus was firmly upon him to

demonstrate that he was worthy of parole and had earned it. Poor behaviour in prison or the likelihood of a return to crime still precludes parole. But when a candidate is under consideration and the grant of parole would not be likely to expose the community to danger, more emphasis is placed on the desirability of giving the prisoner the encouragement of release on parole and the blend of control and support provided by the compulsory supervision.

Life Sentence Prisoners

99. The number of male life sentence prisoners again increased during 1976. At the end of 1975 there were 1,157; by the end of 1976, 1,220. This growth has high-lighted the limited number and type of prisons able to take life sentence prisoners and it is intended to designate for this purpose a greater variety of prisons in the Midlands and the North. Two prisons have already been added to those available: Sudbury open prison received its first life sentence prisoners in March 1976 and arrangements have been completed for the use of Blundeston prison.

100. Early in the year a conference was held to review the effectiveness of the Department's policy for the management of the life sentence population. As a result a number of matters emerged which are receiving consideration although it has not been found necessary to deviate significantly from the present strategy initiated at the end of 1974.

SECURITY AND CONTROL

Demonstrations and Disturbances

101. A serious disturbance took place at Hull Prison between 31 August and 3 September 1976. A large number of prisoners were involved and much damage was done by them to the fabric of the prison. On 17 September the Home Secretary announced that he had appointed the Chief Inspector of the Prison Service "to enquire into the cause and circumstances of the events at HM Prison Hull during the period 31 August to September 3 1976, and to report". No further comment about the disturbance at Hull can therefore be made in this report.

102. There were about 30 incidents in other establishments—about the same number as in 1975—in which prisoners took some form of group action. Again there was no discernable pattern. Reasons given included the quality of food, rates of pay, reductions in inmate activity following the introduction of budgetary control and the conditions caused by the particularly hot summer. The numbers involved were mostly small but there was one demonstration which involved over 300 prisoners. Most of the demonstrations were peaceful, but there was a small percentage in which violence was involved and staff and prisoners were injured or property damaged.

103. In spite of measures instituted in 1975 to prevent roof climbing, prisoners at seven establishments (including Hull) succeeded in getting on to prison roofs. Considerable damage was caused in some of these incidents. Further measures against roof climbing are now under review.

104. There were four incidents in 1976 in which hostages were taken by prisoners. All the incidents were resolved without serious injury to staff or prisoners.

105. The number of escapes by male adult and young prisoners from all categories of prison and remand centre in the past four years are given below, set against the average population. The first three categories (A, B, and C) apply to closed establishments with descending degrees of security: the fourth (Category D) applies to open establishments.

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

	1973	1974	1975	1976
Average population	29,220	29,025	31,144	32,623
1. Escapes from within prisons and remand centres				
Special wings and dispersal prisons holding Category "A" prisoners	2	0	0	3
Category "B"	27	17	10	9
Category "C"	36	26	44	50
Category "D"	227	235	214	204
2. Escapes from escorts and supervised working parties	97	95	96	80

Table 8. Breakdown of Escapes from Closed Prisons and Remand Centres 1976

Category A		Category B		Category C	
Parkhurst	3	Brixton	1	Acklington	2
		Dorchester	1	Camp Hill	1
		Exeter	1	Haverigg	4
		Liverpool	3	Northallerton	1
		Low Newton	2	Northeye	3
		Nottingham	1	Onley	4
				Preston	2
				Ranby	13
				Shepton Mallet	1
				Standford Hill	16
				Stafford	2
				Verne	1

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

106. On 5 July 1976 three Category A prisoners escaped from the Special Security Wing at Parkhurst prison by cutting their way through the inner and outer fences of the perimeter. Two were recaptured immediately and the other one within 24 hours. The escape was the subject of an inquiry by the Chief Inspector of the Prison Service. He drew particular attention to the weakness of the Parkhurst perimeter and work to strengthen it was immediately put in hand.

Prison Dog Service

107. The service continued to play a significant role in detecting attempted breaches of security and deterring escape attempts. The recapture of one of the Parkhurst escapers was effected by a dog team, and dog teams were instrumental in preventing escapes from both Liverpool and Hull.

Dispersal Prisons

108. The most serious development in 1976 in regard to dispersal prisons was undoubtedly the loss of all but about 100 of the 300 places in Hull prison. The injection into the remaining dispersal prisons of 200 former Hull prisoners would have placed an intolerable strain not only on the accommodation available in those prisons but also on the regimes, and it therefore proved necessary to hold some of these men in local prisons.

109. The general comments about the problems of dispersal prisons made in paragraph 113 of the 1975 Report remain valid. This subject will be examined in more detail in the next year's report, in the light of the findings of the inquiry into the cause and circumstances of the disturbance at Hull.

Chapter Eight

MALE YOUNG OFFENDERS

Advisory Council on the Penal System

110. The financial constraints that have been present throughout 1976 indicated that many of the recommendations contained in the 1974 report of the Advisory Council on the Penal System on Young Adult Offenders were unlikely to be implemented in the near future because of the extra staff and resources that would be required. As in 1975, therefore, the Department has sought to develop those aspects of the young offender system which meet the spirit of the Council's report without requiring increased resources. Progress has been made in some areas, notably community service and joint working with the Probation Service. If, as seems likely, the Secretary of State announces that a generic young adult offender sentence will not be introduced in the near future,* the Department will again review the overall role of each type of young offender establishment in the future.

General Developments in Young Offender Establishments

111. Only in senior detention centres was the average population below that of 1975. In every other type of establishment receptions were above those of the previous year and in young prisoners centres the pressure was particularly acute. The restrictions on staff overtime coupled with overcrowding threatened initially to make regimes more restrictive and to undo much of the recent progress towards encouraging establishments to increase their contacts with the local community. It says a great deal for the flexibility and imagination of staff that not only have restrictions on training been kept to a minimum, but, where reductions in activities have been necessary, they have been largely counterbalanced by developments in other areas where staff involvement is not so essential.

112. One example of this is the increased participation by trainees in community service, supervised often by civilian volunteers, social workers or probation officers. The 1975 Prison Department Report mentioned (paragraph 127) that working with a handicapped or disadvantaged person could help build a trainee's character by increasing his self confidence and his social awareness. Some of the diverse organisations which have been given assistance have commented on the responsible and serious way in which the trainees have responded to this opportunity. Nor is this a result of choosing only the "best risks" for community service; many trainees with numerous convictions have been sent out on temporary release in this way and one Midland borstal, for example, now involves almost half of its trainees in some type of community service. The Community Service Volunteers organisation has again successfully placed nearly 100 borstal trainees for a month's attachment in places such as children's homes, night shelters and homes for the mentally or physically handicapped.

* Such an announcement was made on 1 February 1977 (Hansard Vol. 925 cols. 138-140).

113. In detention centres the scope of community service has remained limited by the relative brevity of the sentence and the need to provide full time education for those in junior detention centres, but a number of valuable projects have again been completed. Aylesbury Young Prisoners Centre continued their involvement with the Stoke Mandeville paraplegic games. Young prisoners had not previously been given temporary release for community service placements, but the experiment proved successful and will be continued.

114. Stoke Heath borstal is closely involved with the establishment of a residential centre for joint use by borstal trainees and the handicapped. An assistant governor is a member of the voluntary management group and a number of trainees are assisting with the preparation of the site. This is aided by the private trust mentioned in last year's Report (paragraph 127) and it is hoped that the centre will be ready for use in 1977.

115. A second area in which progress has been made is the joint working of the Prison and Probation services. The neighbourhood borstals, Hewell Grange and Hindley, where special links have been forged between the two services, have continued to develop, although budgetary control has affected the links with the community in both places. The neighbourhood concept has enabled a new approach to be made to pre-release planning and a more flexible and generous use of home leave has been introduced providing trainees with a greater opportunity to re-establish links with probation officers, employers and their families. The Probation Service has adjusted the way in which officers are attached to Hindley borstal and at both establishments liaison between prison and probation staff has been particularly good. The possibility of introducing the principle of neighbourhood at other borstals has been considered, but the size of the catchment area often makes this difficult.

116. The attachment of senior probation officers into borstals, as described in earlier Reports has continued at four borstals and these posts are now well established as a management resource and a focal point for inter-Service liaison. The four Senior Probation Officers have met with their colleagues at Feltham and Bullwood Hall, who were appointed separately, to document the skills needed by a Senior Probation Officer in a borstal and the tasks he would be likely to perform so that these can be borne in mind when successors are appointed. Other establishments have continued to foster good relationships with the Probation Service with their own schemes and it is hoped that these can be developed during 1977 to provide a co-ordinated approach to through-care.

117. Throughout the year consideration has been given to improving the range of facilities available to young offenders sentenced to terms of imprisonment. The young prisoner is in the only category of those held in Prison Department custody for whom no open or semi-secure establishment exists. In an attempt to rectify the situation a system of categorisation was introduced towards the end of the year to assess each individual's suitability for transfer to less secure conditions. The early results are encouraging and as a first step the Department is to change the role of Erlestoke Detention Centre to a Young Prisoner Centre early in 1977 for those who can be held in semi-secure or open conditions.

118. In November 1976 a conference of junior detention centre wardens was held which reviewed among other things the effects of the increase in remission and the regime implications. As a result of this conference and discussion within the Prison Department it is hoped to issue some guidance on regimes which will consolidate thinking and practice in junior detention centres.

Population

119. The major demands on resources experienced during 1975 continued and became more acute during 1976 reaching a peak for borstal trainees in May, while the young prisoner population rose unabated and was still rising in December, leading to gross overcrowding. Only in the detention centre system was there sometimes room for manoeuvre.

Borstal Trainees

120. The number of young men received under sentence of borstal training during 1976 was 7,247. The daily average population in custody during 1976 of 5,970 represented a 3.5% increase on the 1975 average of 5,771.

121. The beginning of the year saw the borstal system already overstretched with 6,043 young men in custody with borstal accommodation for only 5,833. All closed borstals were full and limited space was available only in open borstals. All regions examined carefully their allocation procedures to ensure that the maximum number of trainees were allocated to open conditions, but last year's finding that only one third of the trainees received were suitable for open conditions was repeated. The reception pattern of the spring of 1976 followed the rising trend of previous years and the average population increased steadily, reaching a peak of 6,232 in late May. By this time pressure on the borstal system was so severe that trainees were being held for considerable periods at local prisons and allocation centres until space was available in training borstals. In the Northern Region where the situation was most critical 47 trainees were waiting in local prisons and 67 in Low Newton remand centre, as well as 306 at Manchester Borstal Allocation Centre in cells designed for 205. The regime at many establishments began to be seriously affected because of overcrowding and the demands on staff time and this was exacerbated by overtime restrictions. In order to relieve the pressure of numbers the Northern Region allocated a number of trainees who did not have strong links with the North to borstals in Midland region, and on occasion had to reduce the average training time by bringing forward release dates so that a faster turnover could be achieved.

122. Fortunately the rate of receptions from May onwards dropped below that of previous years so that although the population remained high for some months, by December 1976 there were 5,867 trainees in custody, 176 fewer than at the beginning of the year. However the available accommodation had decreased to 5,711 places because of the reclassification of accommodation at Stoke Heath, Wormwood Scrubs and Grendon, so the problems of overcrowding were only marginally less acute than before in the South-West and Midland Regions, and had improved elsewhere only to the extent that fewer trainees were held in local prisons and remand centres.

Under 17's

123. One particularly significant factor in 1976 was the continued increase in the proportion of the borstal population who were under 17. Paragraph 133 of the 1975 Report drew attention to the fact that in three years there had been an increase of 130% in receptions of 15 year olds. This trend has continued and provisional figures show that 1,654 boys and 94 girls under 17 were received in 1976 compared to 1,499 boys and 84 girls in 1975. This is an increase of 10% and 12% respectively.

124. Some fifteen borstals spread throughout the country, including both open and closed establishments, have facilities for full time education for trainees of school age, and some measure of success is again being achieved with this difficult section of the borstal population. It is becoming clear, however, that boys who have warranted committal to borstal at this early age exhibit such disruptive behaviour and are so likely to abscond that only a small minority are suitable for open conditions and even in closed conditions they require a disproportionately high share of staff time for their supervision and training.

Young Prisoners

125. At the end of 1976 there were 2,252 young men serving sentences of imprisonment and classified as young prisoners. In addition 832 young prisoners were reclassified to adult status during the year. Of the 2,252 young prisoners in custody at the end of 1976, 682 were serving sentences of less than 18 months and 1,570 sentences of 18 months or more. The corresponding figures for 1975 were 1,914, 626 and 1,288. This represents an increase of 18% in the young prisoner population in the twelve month period. No other segment of the total prison population rose in this way and this dramatic increase in population continuing the trend from 1975 placed a great strain on the young prisoner system. Although a working group at Headquarters is examining regimes in young prisoner centres, it is a matter of considerable concern that pressure on existing facilities is so great that any immediate amelioration can only be marginal.

126. The young prisoner population is accommodated in three types of establishment:

- (i) local prisons, which take those young prisoners serving short sentences and those who are awaiting transfer to a young prisoner centre
- (ii) remand centres, where working parties of young prisoners are accommodated in order to provide essential services eg cleaning parties, kitchen parties etc
- (iii) young prisoner centres where the majority of young prisoners are sent to serve their sentences

127. There are currently 7 young prisoner centres throughout the country only 3 of which are completely separate establishments. The remaining 4 centres provide segregated accommodation for young prisoners within a larger establishment.

128. During 1976 the total certified normal accommodation of the seven young prisoner centres rose from 1,159 to 1,241 an increase of only 7% which was largely due to the opening of another wing at Onley (60 cells) and redesignation of 21 cells on B wing at Wormwood Scrubs. It was the young prisoner centres which bore the brunt of the increased population with the total population in the seven centres rising from 1,315 (156 above Certified Normal Accommodation) to 1,635 (394 above Certified Normal Accommodation).

129. Staff in all the institutions—young prisoner centres, remand centres and local prisons—in which these young men are held were presented with a very challenging situation. During the latter half of 1976 plans were going ahead to convert Erlestoke Senior Detention Centre into a Young Prisoner Centre. This will eventually provide 190 much needed places.

130. In view of the overall increase in the young prisoner population, it is interesting to note that the numbers reclassified to adult status remained more or less the same (832 in 1970 and 856 in 1975). The numbers of 18 and 19 year olds reclassified increased, whereas the figures for 20 and 21 year olds fell, which could indicate a reduction in the average age of young prisoners and a consequential drop in the numbers suitable for reclassification.

Senior Detention Centres

131. Overall the number of young persons sent to senior detention centres dropped in 1976, and the daily average population was 1,171, some 222 inmates fewer than the places available compared with 1,246 in the previous year. In January the population stood at 1,071 and in December 1976 at 1,094. There was a peak in summer months following the pattern of earlier years. An increase in remission for under-17s in September 1975 meant that in 1976 the population in senior centres was no longer inflated as much as it had been by the transfer of mature 16 year olds from the overcrowded junior centres.

Junior Detention Centres

132. There was initially a sharp drop in population in the junior system due to the increase in remission from one third to one half which was introduced in September 1975 and in January the population stood at 493. However numbers soon started to mount rapidly reaching a peak in April at 685 (against a Certified Normal Accommodation of 623). By the end of the year the population stood at 567. The daily average population throughout the year was 585. The indications are that pressure on the junior system in 1977 will continue to increase.

Children and Young Persons Act 1933

133. In 1976, 57 young persons were ordered to be detained under section 53 of the Children and Young Persons Act 1933. Nine of these were convicted of murder and one of manslaughter: these ten were ordered to be detained under section 53(1) of the Act during Her Majesty's Pleasure, i.e. for an indefinite period. The remaining 47, including 2 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 14 years imprisonment, to various periods of detention, ranging from 18 months to 14 years. 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 15, including one girl, were allocated to community homes; 8, including one girl to borstals; and 31 to young prisoner centres. The allocation of three of those sentenced was still under consideration at the end of the year. One sentence of detention during Her Majesty's Pleasure was varied on appeal to detention for life.

General

134. The increase in the number sent to junior detention centres aged 14–16, in the number of 15 and 16 year olds sent to borstal, and in the number of young prisoners, aged 17–20, coupled with a decrease in receptions in senior detention centres, suggests that young offenders may be working through the system more rapidly, leaving fewer lightly convicted 17–20 year olds suitable for senior detention centre training.

Chapter Nine

WOMEN AND GIRLS

General

135. The significant increase in the number of women and girls held in custody recorded in the 1975 Annual Report was sustained throughout 1976. The highest population of women and girls recorded on any one day in 1976 was 1,365 and the daily average population for the year was 1,282. The stability of population in the 800 to 1000 range which continued for 20 years prior to 1974 is now becoming a distant memory. The present trend in increase in the total *sentenced* population (now in itself in excess of 800) indicates that the overall numbers are likely to continue to rise in the next 12 months. The interim measures which were taken to relieve overcrowding, on a temporary basis, in 1975 have had to be translated now into long-term requirements. There are no easy answers to the problem of overcrowding; all available means of creating additional bed space within existing secure establishments have been explored, developed and exhausted.

136. The sharing of the burden of overcrowding and the manner in which governors and their staff have continued to respond to the ever increasing demands made upon them, often without corresponding increases in resources, is again highly commendable. The pressures which overcrowding and staff shortages bring to bear on staff have been considerable. The pressures affect prisoners too; overcrowding is becoming the norm and this is bound to affect the degree of constructive self-help available to women and girls in custody. Perhaps even more importantly, overcrowding increases the difficulty of maintaining good order and discipline, and of prisoner control. Within an environment which is controlled, supportive and relaxed and in which there is a constructive relationship between prisoners and staff responsible for their custody and control, prisoners can tolerate the complexities of survival in an over-populated establishment provided this is seen to be temporary. But the problem of overcrowding is not going to go away and unless further measures can be taken to accommodate additional increases in the inmate population, and unless there can be a marked increase in the level of staff recruitment, there is a risk of the breakdown in the staff/inmate relationships and a consequential risk of a breakdown in prisoner response.

Staffing

137. The shortage of senior discipline staff grades continues. The position at the end of the year reveals a 50% shortage of supervisory grade staff. Any extra accommodation to house the increasing population will stretch supervisory staff even further. In the longer term, however, an increase in the number of women officers preparing to take the promotion examination at the earliest opportunity offers hope for reducing the shortage of senior staff. The embargo on staff recruitment during the first quarter of the year created additional staff shortages which unfortunately were not overcome despite the later intensive campaign for the recruitment of women officers. But by the end of the year the increased level of recruitment had barely off-set the number of resignations and retirements and actual staff growth was minimal.

138. The continuing shortage of staff proved a more critical limitation on the operation of establishments than the problems created by the necessary budgeting of staff overtime; indeed this budgeting produced one benefit in that it provided a necessary gauge to the areas of greatest stress and difficulty. The pressures generated by staff shortages were probably also responsible for the level of staff absence through sickness. The duties required of staff have also increased: both the sustained increase in the total population and the rise in the number of further productions to court required for the sentenced inmates have added to the pressure. At the present time an average of 3 productions to court per week from each of the training establishments is placing a heavy toll on the limited staff available and resulting in a conflict of interest between the aims and objectives of training prisons and borstals and their responsibilities to the courts.

139. The Sex Discrimination Act has allowed some further progress to be made in the integration of staff within the establishments for women, particularly in the governor and specialist staff grades. Women staff have now assumed responsibility for performing an additional range of duties including gate officer duties previously performed by male officers.

140. The multiplicity of medical and behavioural problems presented by women in custody has encouraged an emphasis on the sharing of the skills and expertise of both the discipline and nursing staff. This development is now endangered by the reducing number of general nursing staff, by the shortage of administrative nursing staff and by the increased burden thus placed on both medical officers and governors. At least 3 (of 11) establishments have now each held a vacancy for over a year for a senior nursing staff member in charge of the nursing arrangements within the establishment. The increase in the number of resignations and the failure in recruitment of the required number of nurses is now a matter of considerable concern.

Staff Training

141. Women staff participate in both central and regional training courses whenever opportunity occurs. Because of the restraints on staff availability (mentioned elsewhere in this Report) the level of local in-service staff training has been mainly limited to induction courses. One encouraging feature has been the development of local training facilities for prison officers under training as part of their initial training prior to attending the 8-week course at the Officer Training School, and the enthusiasm and zeal with which their problems have been tackled. The recruitment and retention of suitable staff is to a high degree dependent upon the level of in-service training and general guidance and support, which may be made available to them in the first year of service. This can only be a reality if there are sufficient numbers of supervisory or even experienced officer staff available to devote the time required to assist their junior colleagues.

142. More emphasis is being placed on the preparation of staff to sit the promotion examinations. The onerous requirement for staff to undertake duties away from their home establishment has been used as an opportunity for staff to gain additional experience and training. The forthcoming preparation for the occupation of the new prison buildings at Holloway (scheduled for

January 1977) should also allow staff representatives from every other establishment for women not only to share this task but also to learn from the experience.

Tactical Management of the System

143. There has been little scope for further development in the use of existing inmate accommodation other than in the open prison system. All existing accommodation for sentenced prisoners (including the secure unit at Durham) has been occupied to maximum capacity. The system has been strained to the limit and with the result that allocation of inmates is tending now to be based on the available outlet rather than an assessment of individual needs of the prisoner. The reduction in available accommodation which will result from the temporary occupation of the first half of the new prison at Holloway and the final demolition of the remaining section of the old prison to make way for the building of the second half of the new prison will bring further problems during the estimated 5 year span of this development. This reduction in accommodation could be off-set, numerically, by a further increase in the use of accommodation at Drake Hall open prison. But this would be open accommodation and as such only suitable for prisoners requiring minimum security.

Mothers and Babies

144. An additional problem has been the marked increase in the number of pregnant inmates and those with young babies who are undergoing terms of imprisonment or borstal training. This has occurred at a time when the remand centres are hard pressed to cater for the untried population and have therefore no suitable accommodation available for pregnant women or women and babies. The shortage of nursing staff has also prevented the use of the purpose-built mother and baby unit at Askham Grange open prison and there is a limitation on the mother and baby unit accommodation at Holloway. The increase in pressure for such accommodation was such that emergency measures were necessary and one unit of inmate accommodation at Styal had to be adapted quickly for temporary occupation by mothers with babies (with a resultant increase in overcrowding elsewhere in the establishment). This problem will require further review early in 1977.

Security and Control

145. It is not without significance that the year has shown a change in the pattern of disciplinary proceedings. This is demonstrated by the increase in the number of disciplinary reports heard in the open establishments including adjudication on absconders. The policy has been to review each case of abscond on its merits and wherever possible and appropriate the governor has been encouraged to retain the prisoner in question following adjudication and support her in facing the difficulties from which she was running away. Many such women have subsequently completed their sentences in an open establishment and in doing so have demonstrated a more positive response to the treatment and training facilities available, particularly perhaps the encouragement and guidance offered by the staff.

146. Among the other offenders against discipline are those with a propensity for aggressive or violent behaviour either of a self-inflicted nature

or directed towards others in the community either inmates or staff. Here again changes are occurring. Aggressive behaviour, has, historically, been frequently related to an inmate's personality disorder demonstrating a need for medical oversight or psychiatric intervention. Discipline staff have worked closely with and generally been guided by the medical staff in the care and control of such prisoners. Now however, there is a trend towards a level of disruption and disorder caused by intelligent, manipulative and subversive prisoners who are able to induce (and who take pleasure in inducing) aggressive behaviour in others. It goes without saying that such prisoners are careful with their plans and campaigns and although detection of their motivation is possible evidence against them is circumstantial rather than direct. The bullies and disruptive agents require containment in a closely controlled custodial environment in which the opportunity to cause physical injury or general insecurity and fear in others (to the extent sometimes of exacerbating mental illness) is minimised; and they can at least be helped to identify the harmful and unacceptable effects which their behaviour produced. The prison system will continue to need a cellular unit for women offenders whose anti-social behaviour and threat to basic security, good order and discipline inhibits their containment within the general community of the existing establishments for women. This is a sad reflection on the present pattern of female criminality but reality dictates that without such facilities the constructive work which is even now continuing in the overcrowded prisons and borstals will be increasingly overthrown and the majority of the women offenders will consequently suffer.

Treatment and Training of Inmates

147. The extent to which women offenders may be contained within a comparatively receptive environment rests upon the degree of teamwork which the staff are able to achieve and the level of quiet confidence with which they approach their task. It is of significance that the women staff generally present a determination to do the job to their satisfaction; their interest is keen and they look for success for their charges. The greater problem presented by the individual the greater becomes the response of the staff. This is demonstrated quite clearly by the persistence with which they care for women whose behaviour has proved quite intolerable to other individuals and other caring agencies, whether they be family, friends or professional case-workers. Inmates need a daily regime both to provide a framework within which the total institution can function, and to provide the necessary safeguards against lethargy, boredom and selfishness. All aspects of training whether education, spiritual, industrial, psychiatric or social have a part to play but the most important factor throughout must always be consistency of approach by staff with an individual approach to each prisoner and an objective for the prisoner to work towards. For those serving indeterminate sentences this may be a more limited objective based on the following year of imprisonment and interpreted within the bounds of essential security. For others the horizon is the achievement of social acceptability on release. The example set by staff and their genuine concern is of paramount importance. These ideals have inevitably suffered under the pressures of the past year. Governor and staff have had to adjust to the needs of the totality of the service. No longer was it sufficient for staff to relate to the needs, the problems and the successes of the establishment within which they were working but there was a requirement to extend their interest and concern to the problems facing other establishments on a national

basis. The response of governors and staff has been of the highest order and consequently the training regimes have been almost fully retained throughout the year.

148. Amongst the many rewarding aspects and developments has been the determination to retain the community based projects, the work with and for local senior citizens, the handicapped and other socially deprived groups. The fund-raising concerts and sales of work, and voluntary work within the community have all continued and where possible expanded.

149. The staff concern that at least the younger delinquents should be encouraged to retain their links with home has not only strengthened the endeavours at Bullwood Hall, Styal and East Sutton Park and encouraged the retention of the borstal unit at Holloway (despite the pending pressure on accommodation within the new accommodation) but has also allowed progress in planning for the provision of a small open borstal unit within an existing open prison establishment in the Midlands. This unit should now become the first small 'neighbourhood' unit for girls during the first quarter of 1977. This unit will take girls from nearby areas so that members of the Probation Service who will supervise the girls after release from borstal can keep in close touch both with the girls and the borstal staff.

Building Programme

150. The major development continues to be that of the Holloway re-building programme where phases 4 and 5 of the new prison buildings are scheduled to commence in 1977. During the year there has been further expansion in open prison accommodation, mainly at Drake Hall, and there is now need for the reinstatement of facilities including the laundry and main hospital unit. The limited increase in trainee living accommodation at the closed borstal at Bullwood Hall created by the conversion of existing accommodation within the borstal is to a degree off-set by the loss of the hostel facility at Hill Hall in January 1976 which it has not yet been possible to replace.

Expansions and Refurbishing

151. The expansion and refurbishing of the main kitchen at Askham Grange to cater for the increase in the inmate population commenced in the autumn and has continued throughout the winter months. The determination to continue to function fully and normally throughout this period despite the extremely difficult working conditions within the temporary kitchen is a matter for commendation to all concerned. The problems faced at Drake Hall when urgent essential repairs to a section of the inmate living accommodation caused temporary evacuation of the building were also dealt with efficiently and without fuss. These are but examples of the many calls made upon the works department for assistance and support in maintaining the maximum use of all available accommodation. The next problems to be faced are the inevitable reduction in overall accommodation at Styal caused by the requirement to convert some dormitory accommodation into single rooms where staff control will be improved. A start on the refurbishing of the remaining accommodation without which there will inevitably be a longer term withdrawal from occupation of some of these units is also urgently required. The ability to reduce the population in order that this work may commence will be dependent upon the provision of alternative secure accommodation for women offenders.

Conclusion

152. Many problems have been presented during the year but, because of the high level of commitment of the staff, they have been contained. Staff cannot, however, be expected to continue to work under conditions of severe stress without being given support of additional staff and additional secure accommodation for sentenced women offenders in the coming year.

Chapter Ten

THE PRISON SERVICE AND THE PUBLIC

153. Under this title last year's Report dealt with the development of links between prisoners and the community in recent years and particularly since the end of the last war. It described the kind of work undertaken by Boards of Visitors, Prison Visitors and Voluntary Associates, all of whom come into prisons with the aim of helping prisoners and establishing and maintaining links between them and the community outside. It also explained how contact with the outside is established when members of the public visit prisons as part of their normal professional or commercial activities in connection with prison industries or with educational, recreational or religious activities for prisoners. Last year's Report also described how contacts with the community are formed by prisoners going outside the prison to work in a wide variety of ways on projects for the benefit of the community, especially the old and the sick.

154. It is apparent that what was described came as a surprise to many readers and the account of this aspect of relations between the prison service and the public attracted a number of favourable comments. This raises a question about the extent to which the public are sufficiently well informed about the prison system as it exists today and how access to information about prisons can be obtained. This chapter gives an account of the various ways in which information and knowledge on the penal system have been made available to the general public over the years up to the present time.

155. Any account of the way the general public has had access to information about the penal system must inevitably strike a historical note by mentioning the three classic books on prisons written by Chairmen of the Prison Commission at various times. The prison system in England and Wales was brought fully under central government control and direction for the first time by the Prison Act of 1877. This Act also set up a Prison Commission (which began work officially in April 1878) to exercise general superintendence of the system. Sir Edmund du Cane, the first Chairman of the Commission, was clearly aware of the importance of making known to the public the penological principles on which the new prison system was operating and in 1885 he published a book, "The Punishment and Prevention of Crime", in which he described the system for the treatment of prisoners which had then been in existence for less than seven years.

156. Sir Evelyn Ruggles-Brise, who succeeded du Cane as Chairman of the Commission in 1895, wrote "The English Prison System", on his retirement in 1921. In this book the story of the development of the system from du Cane's time and including the enormous changes resulting from the Gladstone Committee Report of 1895 and new legislation introduced in the first decade of this century is continued. In the years between the wars Sir Alexander Paterson, a Member of the Prison Commission from 1922 to 1947, wrote widely on prisons and borstals: his collected papers were edited by S K Ruck and published in 1951 under the title "Paterson on Prisons". In 1952 Sir Lionel

Fox, who was Chairman of the Prison Commission from 1942 to 1960 published his book, "The English Prison and Borstal Systems", in which he described the development of the prison system up to 1951.

157. Although the books can now only be regarded as being of interest to historians of the prison system, they illustrate the importance which those responsible at the highest level for the administration of prisons have attached to keeping the public informed about penal policy and practice. But by the very nature of their work prisons have tended to appear as closed societies: unlike the police who are regularly seen by the public carrying out their day to day work, prison officers perform their work inside an institution from which, for obvious reasons, the public is generally excluded. Only a very small proportion of the general population ever have contact with prison officers or penal institutions. The fact that the majority of Victorian prisons were built, probably deliberately, with grim and forbidding exteriors as a warning to evil-doers undoubtedly added to the air of almost impenetrable secrecy which surrounded them. Such considerations made it all the more essential for administrators like du Cane and Ruggles-Brise to provide information (for such of the public as wanted to take an interest) on what the prison system was trying to do with prisoners.

158. Whether or not there was any justification over half a century ago for Sidney and Beatrice Webb to have described the prisons of this country in their book "English Prisons Under Local Government" (published in 1922) as "a silent world, shrouded so far as the public is concerned, in almost complete darkness", it would be difficult to justify such an assertion in relation to the prison system since the end of the last war. All the evidence points to the contrary. In his Foreword to a new Home Office publication, "Prisons and Borstals", in April 1945, the then Home Secretary, the Right Hon. Herbert Morrison, wrote "It is right that every member of the community should have the opportunity of knowing what is done in his name by those responsible for carrying out the methods of punishment provided by the law". "Prisons and Borstals" was written to give the general public an authoritative statement of the policy and practice of penal administration. It went through four editions before it was overtaken by the publication of the Command Paper, "People in Prison", in 1969. The continuing pace of development in penal policy and practice resulted in "People in Prison" becoming out of date in many important respects by the mid 1970s and in its turn it will be superseded in 1977 by a completely revised publication, "Prisons and the Prisoner". Its object will remain the same as "Prisons and Borstals"—to present an up to date and authoritative statement of penal policy and practice for the information of those directly or indirectly concerned with the administration of criminal justice or the treatment of offenders and for the information of the public.

159. Apart from comprehensive periodic publications of this kind designed for the general as well as the professional reader, annual reports are made on the working of the prison system. The Prison Act of 1877 placed a statutory obligation on the Prison Commissioners to present an annual report of their work to the Secretary of State and this is laid before Parliament. The Prison Act of 1952 confirmed this requirement and the Prison Department, as successor to the Prison Commission, continues to present its annual Report. In addition to detailed statistics relating to the prison population (which in recent

years have appeared in a separate volume of Statistical Tables published simultaneously with the main Report) the Report provides a reasonably full account of the administration of the penal system during the preceding year. For the serious researcher into penal matters there is thus an unbroken series of annual reports on the work of the Prison Commission and the Prison Department extending back from this present publication to the first annual Report of 1877.

160. Whatever may be said about the value of annual reports or periodic publications, they provide a substantial amount of information to those who take the trouble to read them. There is considerable evidence to show that they are an important source of information to Members of Parliament, the judiciary, Boards of Visitors, Local Review Committees, voluntary workers, prison staff and many others officially or unofficially concerned with the penal and criminal justice systems. They are also used by research workers and students in various disciplines both in this country and abroad. They also provide a useful introduction to the current problems facing the prison service for the many people who make official or non-official visits to prisons in this country either from this country or from other countries and their wide circulation through Embassies and High Commissions ensures that a reasonably up to date account of penal policy and practice in England and Wales is available to those professionally engaged in the criminal justice field in almost every country in the world.

161. In addition to its annual reports the Prison Department has also produced a number of occasional papers on various aspects of the penal system in recent years. These include papers on "Education in Prisons" (1969), "The Treatment of Women and Girls in Custody" (1970), "Education in Detention Centres" (1971), "Vocational Training for People in Custody" (1973), "Education in Establishments for Women and Girls" (1973), "Farms and Gardens in Penal Establishments" (1974) and "Coldingley, an Industrial Prison" (1975). In addition the Prison Department's Directorate of Works produced a paper on direct labour, "Construction Work by Prison Inmates" (1972) and the Directorate of Industries has produced material relating to prison industries and Prindus products. These papers are made available to those interested in these particular aspects of the Department's work. The prison service also publishes its own quarterly, "The Prison Service Journal", which contains articles on matters relating to imprisonment and book reviews: it is available by single copies from the Governor, HM Prison, Leyhill, Wotton-under-Edge, Glos. GL12 2HL or by annual subscription from the Agency Section, Government Bookshop, HM Stationery Office, PO Box 569, London SE1 9NH.

162. In addition to publications of the kinds described so far, much information on the penal system is made public in less systematic ways. Both Houses of Parliament for example, play a considerable part in publicising information about prisons. Every year many hundreds of Parliamentary Questions on matters connected with prisons and penal policy are answered and there have been debates on prisons and penal affairs in recent years in both Houses. Parliamentary interest thus provides many opportunities for information to be made known for the benefit of Members and for those of the general public who are interested enough to attend sessions or to read the Official

An inmate at Maidstone prison on a Construction Industry Training Course. It is a pre-requisite of 'direct labour' projects that both trades staff and inmates have had the benefit of preliminary training schemes (see Chapter Four).

GRO-C

Prison officers under training to become physical education instructors are able to take professionally recognised teaching/coaching and proficiency awards (see paragraph 76). Here, instructors under training teach schoolchildren to swim at Newport baths, Salop. The photograph is produced by courtesy of the *Star Journal*.

GRO-C





GRO-C



GRO-C

The redevelopment of Holloway prison continued throughout 1976. The pictures show the outside of the officers' quarters, the inmates' canteen shop and one of the new cells.

GRO-C

Reproduced here are two stills from the film 'HMP', shot on location at Maidstone prison and Rochester borstal and released in February 1977 (see paragraph 174). No actors appear in the film, which was shot without scripted dialogue as officers and inmates went about their daily work. The film is available for hire from the Central Film Library.

GRO-C

Reports. Information based on Parliamentary statements is frequently used by the media. Home Office Ministers also contribute outside Parliament towards increasing public awareness of the work done in prisons by the speeches and addresses they make to groups and societies connected with or interested in penal matters. Senior officials of the Department as well as prison governors make their contribution to this important work by addressing local or national gatherings of many kinds of societies with the aim of encouraging public interest and knowledge.

163. In recent years the Prison Department has been able to allow a number of voluntary helpers into borstals, open prisons and a number of other prisons. These voluntary helpers are normally students. They come to work in establishments for a period of between one and four weeks; they receive free accommodation and meals during their period of attachment, reasonable travelling expenses and a small sum of pocket money. They must be people who are able to make a useful contribution to the work of the establishment by assisting in the organisation of activities such as drama production, camps, games and sports or helping with the work of the education department by teaching illiterates or supervising discussion groups. Medical students may assist in the medical treatment of inmates. Many voluntary helpers come to work in establishments under the auspices of the Community Service Volunteers organisation while others come independently. The relaxed arrangements under which voluntary helpers come into establishments has meant that valuable assistance has been available to prison and borstal staff and a stimulus has been provided for inmates. In addition, of course, voluntary helpers acquire a knowledge of the realities of the work of a penal establishment which is first hand and authentic.

164. The Prison Department also receives each year a large number of requests to visit prisons from individuals resident in the United Kingdom as well as from a wide variety of societies, groups and organisations. The Department's policy is to permit such visits where the individual or the group has a legitimate interest in or commitment to the work of prisons or the interests of prisoners and where such visits will not impose an unreasonable burden on the prison staff. It will be appreciated that prisoners have a right to privacy and it would be intolerable to expose them to visits from individuals or groups who have no special interest or involvement in prisons or prisoners; general interest or curiosity visits are not therefore permitted.

165. It is perhaps appropriate to record in this context the very great interest in the penal system in this country which exists among those engaged professionally in penal work and related fields in other countries. Every year the Prison Department receives requests from many countries for parliamentary representatives and officials with social, criminal, penal, legal or administrative interests and responsibilities to visit our penal establishments. In recent years arrangements have been made for several hundreds of such visitors from virtually every country in the non-Communist world to visit establishments and to hold discussions with prison staff and with officials in Prison Department Headquarters. In addition to official visitors from abroad arrangements are made for a much larger number of individuals from foreign countries who have a professional interest in prisons or who engage in academic, research or voluntary work in the penal field to visit penal establishments in England and Wales and to talk to staff and officials.

166. Interest shown by the media has been briefly mentioned in Annual Reports on the Work of the Prison Department in recent years. Media interest increased sharply in 1976. Overcrowding arising from the increase in the prison population, financial constraints affecting staff overtime duties—and therefore the routine of individual prisons—and the expansion of alternatives to custodial sentences combined to attract the attention of newspapers and broadcasting organisations on an unprecedented scale. In spite of the difficulties and pressures under which they were working, staff and prisoners in many establishments readily co-operated, often at short notice, to enable newspaper and broadcast news and feature items to be prepared on most aspects of the service.

167. The riot at Hull Prison in August/September intensified press and broadcasting interest in prison matters and at the end of the year Wormwood Scrubs, Leeds, Kirkham, Long Lartin and Gloucester were hosts to a BBC Panorama team, making a full-length documentary film on the system.

168. Also at the end of the year "The Times" Home Affairs Correspondent visited several prisons and wrote a series of articles on problems confronting them. Earlier facilities included a programme on Community Service Volunteers (Thames TV); Young Offenders (BBC TV); interviews with the new Deputy Governor of Holloway (Thames TV and Daily Mail) and a feature on the Wakefield Braille Unit. Prison industries were covered by BBC TV and radio and there was a substantial increase in local radio facilities involving governors and senior staff in phone-in and panel programmes, as well as interviews.

169. The Prison Department welcomes the increased interest in prisons shown by newspapers and broadcasting organisations in recent years. It believes that their help is vital in developing deeper public awareness about penal matters and dispelling myths and misconceptions. It aims to ensure—within the limits of what is feasible in custodial settings—that journalists should have ready access to information and opportunities to visit prison establishments, to interview staff and inmates and learn about matters of particular interest.

170. This firm commitment to opening penal establishments to the media recognises that the needs of establishments and the needs of the media are not always or necessarily compatible. For example, the prison service must give due regard to the safety of the general public and of prison staff; this entails sensitive handling of media interest where security may be involved. Again prisoners have rights to privacy which must be respected; so there must be safeguards, before they are interviewed or photographed, to protect the confidentiality of their personal affairs and to avoid risk of embarrassment to relatives. In practice, any limitations on access imposed by these requirements are small, and governors try to do what they can to meet the interest of the media unless there are strong reasons to the contrary.

171. A rather different situation arises when allegations are made about serious incidents in prison involving staff or prisoners. These must be thoroughly investigated by the Department and the facts established before any public statement can be made. It may also happen that incidents have to be

referred to the police for investigation with the possibility of subsequent criminal proceedings. The effect of the obligations upon the Department and its officials of Ministerial responsibility and accountability to Parliament, and in some cases, of the sub judice rules is to rule out immediate public response by the Department or by prison governors to allegations, no matter how absurd or patently untrue.

172. Depending on the seriousness of the matters at issue and the nature of the enquiry involved, it may take several days or several months before an official statement can be given. This is understandably frustrating to journalists, who come up against what they see as a wall of official silence, and to prison staff who look for an authoritative statement about allegations which in some cases they know to be absurdly inaccurate or downright malicious. It is also a matter of concern to Ministers and officials that the good reputation of all concerned should remain in question no longer than is necessary. There is no easy solution to such vexations, but for its part the Department will continue to do its best to ensure that when allegations appear about incidents in prison an official statement about the ascertained facts is released as soon as possible and that, where the more obviously untrue, malicious or sensationalised allegations can be refuted quickly, an authoritative account is placed on public record without delay.

173. In opening its operations more widely to public scrutiny the Prison Department neither expects nor wishes public comment or criticism to cease. That the present system should be open to criticism is an essential preliminary to its continuing improvement. It is a historical fact that over the years increasing public awareness of the realities of prison life as revealed by journalists has been an important factor in stimulating demand for changes in practice and policy which have led to a better, more efficient and more humane penal system.

174. A new initiative in widening public understanding of the work of the prison service was taken by the Prison Department in the mid-1970s. The Central Office of Information was asked to produce a film on behalf of the Home Office which would provide a view of the prison service and stimulate a more informed interest in its activities. There had been an earlier official film on prison life entitled "Four Men in Prison" which had been produced for the Home Office by the Central Office of Information in 1949 for showing to staff in the service and to audiences of magistrates and others directly concerned with the administration of criminal justice. The passage of time and new legislation had made that film obsolete, although it retains, despite the fact that all the characters were played by actors, a certain historical and social interest.

175. The new film, entitled "HMP", was produced by an independent director, John Krish of James Garrett and Partners, and released in February 1977. It was shot at Maidstone Prison and Rochester Borstal with the participation of members of the prison service and prisoners. No actors appear in the film. The film was shot entirely on location and officers and prisoners were filmed as they went about their daily work. There was no scripted dialogue. Although it is clearly impossible to cover all the numerous and complex aspects of prison service work in one 50 minute film, "HMP" does provide a view of the service, "warts and all", in a stimulating and often

provocative way, as seen through the work of two penal establishments. It provides an insight into the real job of a prison officer through the eyes of three newly-joined trainees whose introduction to the prison for their initial period of training as officers under instruction and whose candid questions provoke informal, honest and often outspoken opinions from experienced staff. The film serves several purposes: it can be used to encourage recruitment to the service; it can be used as a training medium for staff; governors and others can use it to supplement talks about the prison service which they give. Not least it is hoped that the film will contribute to furthering greater public understanding of the work of the prison service at the present time since it is intended that it will be available for public showings. The film (16 mm colour 52 minutes) is available on hire from the Central Film Library, Government Buildings, Bromyard Avenue, Acton, London W3 7JB. Catalogue number UK 3300. In countries abroad the film can be obtained through United Kingdom Embassies, Consulates and Information Offices.

Chapter Eleven

GENERAL DEVELOPMENTS

Industries and Supply

Industries

176. Prison industries did not escape the effect of the tighter control on staff costs, and the need to give priority to other demands on staff resources led inevitably to reduced workshop hours in some establishments. This was particularly so in local prisons, where it increased the number of occasions on which peak demands by courts could be met only by withdrawing staff from workshops.

177. As the service adapted to budgetary control (see paragraph 14) some easement took place during the latter part of the year but it was not possible to recoup the earlier losses of production.

178. The estimated value of production during 1976/77 was £17.5 million compared with £17.4 million in 1975/76. The estimated loss on trading account in 1976/77 amounted to £2.3 million compared with a loss of £0.49 million in 1975/76. The following table gives details of the estimated results for prison

Table 9. Prison Industries Trading Results for 1976/77 (estimated) and 1975/76

	1976/77						1975/76	
	Industrial Workshops		Occupational Workshops		All Workshops		All Workshops	
	£	%	£	%	£	%	£	%
Value of Production for:								
Prison Department	11,041,457	64	145,338	28	11,186,795	63	10,242,341	59
Other Government Departments	3,344,899	20	58,339	13	3,403,238	20	3,626,679	21
Other Outside Sales	2,653,153	16	247,129	59	2,900,282	17	3,567,876	20
	17,039,509	100	450,806	100	17,490,315	100	17,436,896	100
Expenses:								
Materials	7,421,558	43	126,031	28	7,547,589	43	7,858,095	45
Prisoners' Earnings	638,838	4	93,082	21	731,920	4	644,010	4
Supervision	3,891,815	23	531,339	118	4,423,154	26	3,665,204	21
Overheads	3,550,813	21	223,853	49	3,774,666	21	3,232,364	18
Local Administration	1,307,038	8	127,322	28	1,434,360	8	1,142,034	7
Central Administration	—		—		1,916,180	11	1,389,766	8
	16,810,062	99	1,101,627	244	19,827,869	113	17,931,473	103
Profit/(Loss)	229,447	1	(650,821)	(144)	(2,337,554)	(13)	(494,577)	(3)

industries for the year ending 31 March 1977 and the results for the previous year.

179. Despite the year's setbacks some positive results were achieved. There was an improvement in the supply of work, particularly for workshops capable of meeting quality and delivery requirements. There were, however, problems of finding an adequate supply of work of a simple nature for inmates who were available to workshops only for a limited period of time or who were unable to acquire necessary skills.

180. In clothing and textiles improvement was made in the weaving industry which increased its productivity, although overall it was still not possible to satisfy demand. There were also improvements in those parts of the knitwear industry involved in the manufacture of underwear, T-shirts and pullovers.

181. In woodwork and engineering, efforts to improve quality began to take effect.

182. The plans for regionalisation of production management were implemented during the year with the appointment of Regional Industrial Managers and supporting staff. This additional management resource will help significantly to overcome the problems mentioned by providing a closer working relationship with workshops, and bring about improvements in production planning and communication. It is hoped that regional industrial management will continue to improve its contribution in the coming year and enable the prison service to respond more effectively to changing circumstances.

183. Since the new permanent exhibition centre for prison industries was opened last year at Reading prison, more than 750 visitors have been able to see the wide range of "Prindus" items on display. These include textiles, knitwear, clothing, woodwork, furniture, joinery, light engineering products and plastics. The centre also highlights the products of prison farms and gardens. Unfortunately it is not practicable to afford visiting facilities other than to prospective customers, and those with a specific interest in prison industries, but the contents of the exhibition were brought to the notice of the public in local and national press coverage, and a selection of items was featured in two television programmes.

184. The joint Home Office/CBI/TUC consultative committee held their first meeting of the year at the exhibition centre. Later in the year the committee spent a day at Long Lartin prison during the course of which the workshops were visited and discussions were held with the Governor and other members of staff. The Department attaches importance to maintaining the goodwill of both sides of outside industry and greatly values the co-operation that is received through the medium of the consultative committee.

Farms and Gardens

185. The total area of land managed by the Department amounted to 7,196 hectares (17,780 acres). The bulk of this was used for agricultural and

horticultural purposes; the remainder, about 2,550 hectares (6,298 acres), consists of existing prison buildings, ornamental and recreational areas, staff quarters sites, sites acquired for new establishments and sites for future reclamation.

186. Employment and training were provided for over 2,000 inmates and during the year 206 certificates were awarded by the National Proficiency Test Committee to inmates working on farm and garden units. In addition formal training continued to be provided to enable suitable inmates to qualify for City and Guild and Union of Cheshire and Lancashire Institute certificates. During the year 17 such certificates were awarded.

187. Despite the severe drought experienced during the summer of 1976 the quantity and value of agricultural and horticultural production rose from £4.8m in 1975/76 to an estimated £5.9m in 1976/77. The trading profit also increased from £1.4m in 1975/76 to an estimated £1.5m in 1976/77.

The following table shows estimated trading results for farming and horticultural activities and the results for the previous year.

Table 10. Farms and Horticultural Activities Trading Results for 1976/77 (estimated) and 1975/76

	1976/77	1975/76
	£	£
<i>Value of Production</i>	5,966,467	4,841,006
<i>Variable Costs</i>		
Materials etc.	2,511,901	1,829,473
	3,454,566	3,011,533
<i>Fixed Costs</i>		
Supervision	949,553	815,041
Prisoners Earnings	103,060	76,305
Overheads	534,610	453,768
Local Administration	155,005	113,655
Central Administration	170,000	126,245
Total Fixed Costs	1,912,228	1,585,014
Profit	1,542,338	1,426,519

188. During the present decade, and since the introduction of farm trading accounts, the annual value of farm and garden production and profitability has risen from £452,677 with a trading loss of £14,643 in 1969/70 to its current level. This increase in productivity resulted from a rationalisation of enterprises, the use of modern management techniques and improvements in the technical management of the individual holdings. More importantly this increased productivity was associated with an improved work tempo and working environment which significantly improved the training value and work experience for those inmates employed on farming and gardening activities.

189. Whilst farms and gardens production continued to be directed towards the provision of foodstuffs for consumption within prison service establishments, cash receipts from the sale of livestock, milk and vegetable products rose from £748,205 in 1975/76 to an estimated £793,992 in 1976/77.

Supply

190. In response to steeply rising costs of food and domestic supplies considerable efforts were made to contain expenditure. These included cost saving adjustments to the dietary in line with economies that other institutions and private households were having to make. The potato and fresh meat allowances were reduced and compensated for by the introduction of the less expensive long grain rice and texturised vegetable protein. The latter is a soya product which acts as a fresh meat extender and is now in general use in institutional and popular catering.

191. The range of prisoners' clothing was widened by the introduction of T shirts and durable denim suits which will replace the more expensive serge suits and overalls for most work purposes. These changes reflect both the better standard of clothing now being made in prison workshops and the increasing tendency for inmate clothing to follow outside styles and materials.

192. The Department of the Environment has traditionally supplied to prisons on a "no cost" basis a wide range of domestic goods which includes furniture for staff offices and bachelor officers' quarters, kitchen machinery and equipment and cleaning materials. These goods, while continuing to be ordered from that Department, are now accounted and paid for by the Prison Department. This new arrangement, in conjunction with the improved monitoring of expenditure made possible by the Supply and Transport Branch computer, should lead to greater cost consciousness and more effective control both at headquarters and within prisons.

193. The integration of Supply and Transport Branch with Prison Department (see paragraph 23 of the Report for 1975) enabled central services to penal establishments to be improved in other directions. Expert advice has been made available in respect of both storage facilities and mechanical handling equipment in existing establishments; and in the design of stores buildings in new establishments. The usage rates of clothing and equipment were better monitored with the help of the Branch's computer and the availability of supplies is being improved by concentrating stocks into fewer central stores. The acquisition of a former MOD Ordnance Depot at Branston, Burton-on-Trent, has made possible the closure of 3 smaller storehouses in the Midlands.

194. The review by the Branch of Home Office Transport resources has continued and has already achieved a number of economies by identifying vehicles which are underused. Cost control information is being provided through access to a commercial computer. The Branch will be paying particular attention to transport arrangements in the prison service and in the Directorate of Telecommunications in the coming year.

Catering

195. The training of catering officers continued at Blackpool College of Art and Technology and two further courses were held in 1976 for City and Guilds qualifications. Plans were agreed to increase the number of courses to three in 1977. During 1976 27 officers attended the course; 20 passed with credit and 7 with distinction.

196. For the second year a three day training course was held at High Peak College in Buxton for about 60 officers including catering officers from Northern Ireland and Scotland. This course has proved to be invaluable from a training point of view, as well as being a forum in which caterers can discuss mutual problems both with each other and with catering management.

197. The Mackman Cup Competition was held for the second year. This is a competition for catering officers for the best made prison loaf and also the best item of flour confectionery, this year a bakewell tart. Trophies for the winners of the regional heats were donated, for the first year, by Mr J Horspool, a master baker from Nottingham, making a total of ten trophies in all.

198. The regional winners attended at the Home Office on 26 January 1977 for the final judging, followed by the presentation of trophies by the Permanent Under Secretary of State for the Home Department, Sir Arthur Peterson KCB MVO. The national winners were Officer Caterer J C Bingham, Northeye prison, for the best bread, and Officer Caterer R Germaney, Hull prison, for the best bakewell tart.

The Inspectorate

199. During 1976, 16 full inspections of Prison Department establishments were carried out.

The full list of establishments inspected is as follows:

Prisons:

Gloucester
Shepton Mallet
Exeter
Cardiff
Birmingham
Durham
Manchester
Leicester
Onley

Borstals:

Guys Marsh
Rochester
Hewell Grange
Glen Parva

Detention Centres:

Aldington
North Sea Camp
Erlestoke House

Additionally a full inspection of the States Prison, Guernsey, was carried out and a special visit made to HM Prison La Moye, Jersey, in both instances at the request of the respective Insular Authorities.

200. The normal inspection programme was suspended in September 1976 when the Chief Inspector was directed by the Secretary of State for the Home Department to undertake an Inquiry into the events which took place at

Hull Prison between 31 August and 3 September 1976. The full resources of the Inspectorate were assigned to this task and the normal programme had to be abandoned for the rest of the year.

201. Since the inception of the Inspectorate in July 1969, 153 inspections have been undertaken. Follow-up inspections each involving two Inspectors were also carried out at most of the establishments which received a full inspection in 1975. Owing to the Hull Inquiry commitment, a small number of follow-up inspections have had to be held over until 1977.

202. Specialists from various divisions of the Department have continued to accompany the inspection teams and provide expert and professional advice.

203. At the conclusion of an inspection the Governor is advised by the Chief Inspector in the presence of the Regional Director of the recommendations which will be included in the Inspection Report to the Prisons Board. He may then discuss them with his heads of departments, consult local branches of staff associations if appropriate, and decide whether any steps be taken in advance of the publication of the Report.

Prison Psychological Services

204. The Psychological Service has developed its role in response to the pressures of the rising population. Many studies were carried out on the practical running of the systems designed to help governors and other members of staff. Major research studies at a national level in both the adult and young offender areas were continued with an emphasis on evaluating the impact of any intervention. The involvement of psychologists in staff selection and training was maintained. In an effort to develop a broader based approach to criminological problems prison psychologists were involved in the formation of a new Division of the British Psychological Society, to be called the Criminological and Legal Division. Psychologists working in a variety of institutions dealing with offenders and academics responsible for research and training will now meet regularly to share ideas, methods and results of research and treatment. The quality of the professional services in the criminological and legal field should benefit from this development.

205. The scope and variety of the research projects undertaken is illustrated by the following selection from a total of a hundred studies begun, continued or completed during the year.

206. One of the major areas of concern for Prison Department is the dispersal prison system. There is a psychology unit attached to each dispersal prison and one of the common responsibilities of these units is the monitoring of the dispersal population. By regularly collecting and recording basic information on both the characteristics of the individual prisoner and the events of prison life such as sick reporting, number of offences against prison rules etc indications of the stability or otherwise of the regime are sought. Using a mathematical model, known as Catastrophe Theory, psychologists are attempting to identify patterns of institutional life which might predict when an event such as a riot is likely to occur.

207. The research into the industrial regime at one institution has developed a technique of evaluation which looks at not only subsequent reconviction but also at subsequent re-imprisonment. This method of evaluation of success or otherwise provides more information than simple reconviction data.

208. At one of the large remand centres an attempt was made to uncover the basis on which governors and social workers recommend a custodial sentence for a young offender. At another remand prison an examination of the Manhattan Bail Scheme was carried out to see how many remand prisoners could have been on bail if the scheme had been in operation.

209. There has been some unused capacity in open establishments and both the Midland Regional Unit and the Adult Offender Psychology Unit have carried out studies to discover how to increase the number of prisoners and borstal trainees who can spend at least a part of their sentence in open conditions.

210. Psychologists in many institutions have been developing training courses in the acquisition of social skills with the aid of video-recording. The training varies from helping long-term prisoners to adjust and to cope better with institutional life to work at Feltham Borstal where young men are helped by the training sessions to be aware of their physical and verbal impact, for example, on their potential employers. Various other treatment methods are being developed both in group work and behaviour modification by psychologists. The sub-committee set up by the Psychological Management Group to consider testing policy and practice conducted a survey into the use of test results by Education Officers.

211. The Young Offender Psychology Unit devised a classification system for Young Prisoners to enable transfer for selected cases to conditions less secure than hitherto. The Unit also continued the evaluation of the developing neighbourhood borstals.

212. In reporting these contributions to the understanding and management of the system in a time of increasing constraints it should not pass unnoticed that there are also personal contributions to the welfare of individuals, whether staff or inmate, which are difficult to quantify but are seen as an important part of a psychologist's duties.

Research

Headquarters Organisation of Research

Facilities for Outside Research Workers

213. Requests to carry out research in prison service establishments have increased each year. Unfortunately, the difficulties that establishments have in coping with the presence of researchers at a time of overcrowding and shortage of staff have meant that some proposals have had to be refused although the total number of research projects has increased. Priority is still being given to those proposals which have clear research aims and a sound methodological

design. Some researchers have been willing to adapt their designs to take account of Prison Department interest in a particular area. Although research which has value mainly for the researcher is sometimes allowed to continue, it is becoming increasingly difficult to make resources available for such work.

214. The research proposals currently under way range from a study of the effects of architecture and design on regimes to research into trainees' reactions to Detention Centre regimes. Other proposals relate to staff roles, the problems of immigrant prisoners, problems of drug addicts and alcoholic prisoners, and the place of Social Work in prisons.

Research by Prison Department Staff

215. Research has continued, on a national basis, on prisoners segregated for their own protection under Rule 43. The number of projects run on a regional basis or in individual establishments has continued to grow and well over 100 are currently in progress. The majority of these are set up, controlled and maintained by the prison psychological service. Other specialist staff have continued to carry out projects connected with their own subjects, for example into the scope and value of education, both in terms of its relevance to inmates while they are in prison and its contribution to their eventual resettlement.

Research Funded by Home Office Research Unit

216. A number of Home Office funded research projects are being carried out by various universities. These include studies of Long Lartin and Albany prisons, the development of new standardised tests of literacy and numeracy, the post-release experience of prisoners, the development of training courses for prisoners nearing the end of their sentences and the progress of prisoners through a sentence of life imprisonment.

Research by Scientific Advisory Branch

217. The application of operational research techniques to the problems of prison management continued in 1976. This was mainly into the subjects of catchment area definition and court escorts, tactical management of the prison population in one region, and forward planning of the prison building programme. In each of these fields, the appropriate models were both progressively improved and applied to real problems. A new project, which is concerned with the allocation of scarce manpower resources between establishments, was started towards the end of the year.

218. Studies of prison security systems to meet the operational requirements of the Prison Department have continued. Two prototype perimeter alarm systems have been completed and delivered by outside contractors and are at present being evaluated in various modes and at a range of sites. A personal alarm system is being developed, and commercially available systems are being evaluated in the prison environment. Advice to other Government Departments continues and close liaison is maintained with other countries having similar interests.

International Activities

219. As in previous years, the Department has continued to contribute to the work of the United Nations and the Council of Europe through a number of

international meetings and seminars, on penal subjects, and by supporting various sub-committees of the European Committee on Crime Problems.

220. The United Kingdom was represented at the 25th Plenary Session of the European Committee on Crime Problems in Strasbourg in May by Mr Neale, Controller of Planning and Development, and by Mr Moriarty of Criminal Department. In June, Sir Arthur Peterson, Permanent Under-Secretary of State, attended the 4th Session of the United Nations Committee on Crime Prevention and Control in New York at which a draft code of conduct for law enforcement officials and a draft international plan of action for crime prevention were approved. Later in the year, at Mantua, Italy, the Department was represented at a Council of Europe seminar on juvenile delinquency by Miss Peck of Prison Department and Mrs White of Criminal Department.

221. During the year some 20 visits to penal establishments abroad were arranged for prison staff and members of Boards of Visitors, including an exchange visit to Morocco undertaken by Mr Wheeler, Regional Director, North Region at the invitation of the Moroccan Government, and a visit to the opening of the psychiatric prison at Butner, North Carolina, by Dr Jillet, Superintendent of Grendon Prison.

Boards of Visitors

222. The Department completed its analysis of the recommendations contained in the report of the Jellicoe Committee on Boards of Visitors (referred to in paragraphs 184, 185 and 186 in the Report for 1975) and also on the Report of the Working Party on Adjudication Procedures in Prisons (paragraphs 100 and 101 in the Report for 1975). As a result the Home Secretary made the following statement in the House of Commons on 7 December 1976.

“I am satisfied there is much of value in the Jellicoe report. I am sure the Committee was right to conclude that Boards of Visitors should continue to provide independent supervision on behalf of the community and that they should be careful at all times to preserve their independence. Like the Jellicoe Committee, I am concerned that Boards should not be isolated and that they should continue to maintain a balanced attitude to staff and inmates. I accept too the desirability for widening the basis of recruitment where practicable. There are many recommendations in the Report which reinforce current best practice and which I shall be glad to commend to Boards, eg the desirability of frequent visits to establishments, of ensuring inmates are informed of the outcomes of their applications and of showing a proper concern for staff morale. I have no doubt that balanced, outward-looking Boards have a good deal to contribute to the well-being of penal institutions.

There was one important area where the 2 reports diverged. The Jellicoe Committee laid great stress on the need for Boards (which it suggested should be renamed “Councils”) to display conspicuous independence, and that to maintain this independence Boards must be divorced from executive responsibility of any kind. In particular it recommended that the Boards should not have disciplinary functions: it was a necessary assumption of the Working Party on the other hand, that Boards would continue to have disciplinary functions. Its report drew attention to the special feature

inherent in adjudication in a custodial setting and to the consequent need both for knowledge of the establishment in question and for adjudications to be carried out in such a way as to leave all those concerned in no doubt as to the impartiality of those conducting them. Against that background the Working Party drew up a standard form of procedure for adjudication by Boards, and recommended a number of further points of good practice relating to all stages of adjudication. The Working Party also recommended that arrangements should be made to experiment with the effect of making assistance available to prisoners facing adjudication by Boards.

I am sure the Jellicoe Committee was right to emphasise the importance of the independent position of Boards but, after careful consideration and consultation, I have concluded that this independence and the Boards' present functions are compatible. Accordingly, I have decided—after paying due regard also to the public expenditure implications—that Boards should retain all their present functions, including those relating to disciplinary matters. I have, however, accepted much of the general argument in the Jellicoe Committee report as well as the substance of the Working Party's recommendations. The necessary advice will be issued to Boards of Visitors and Governors. I intend also to carry out further consultation about the best way of testing experimentally the provision of assistance to inmates facing adjudication by Boards.

I am sure that Boards will continue to find both reports of great value to them in the exercise of their important and demanding responsibilities."

223. The 6 weekend training courses, offering places for a total of some 250 members, which were held during the year at the Prison Service College Wakefield were well supported by members of Boards and indeed it is now the common practice for more applications to be received for each course than can be comfortably accommodated. Boards are being encouraged to introduce local training for new members of their own Boards, and the Department is considering whether there would be advantage in some additional form of training for new Board members within the regions, though the present financial restraints and pressure on resources make this impracticable at present.

224. Six training courses for clerks of Boards were held during the year. 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.

225. The annual conference for Board members was held in June and was addressed by the Minister of State, Lord Harris of Greenwich. Members of Boards whose establishments contain women and girls again had a separate conference which was held at the Open Borstal Institution for Girls at East Sutton Park near Maidstone Kent. The Board of Visitors at the Institution acted as host at what proved to be a happy but informal occasion. Regional conferences of Boards were also held.

Chapter Twelve

RELIGION

226. At their Annual Conference in 1975 the Chaplains were recalled to Mission as one of their primary tasks—Mission to inmates, to staff and to one another—and urged to think, pray and plan within this theme during the next two years. Response to this challenge has involved Chaplains in study of the nature of mission, some attempt to analyse the contemporary situation and a willingness to plan programmes together. Analysis has shown that many people still have a deep hunger for God, for inner satisfaction and peace, and a residual faith which instantly recognises and welcomes what is authentic when it meets it. Time spent in custody is often time spent in exploration and discovery and in new life. Chaplains report an encouraging increase in the number of people participating in chaplaincy programmes. Attendance at worship by those who accept its presuppositions remains small in some establishments but in others, particularly in large prisons, attendance is high. In Wormwood Scrubs, for instance, about 400–500 inmates share in the principal Sunday morning services. Attendance at activities arranged at the level of “break-through” or “out-reach” is consistently high. A governor reports “The combination of the Chaplain’s vibrant faith and attractive personality has brought men to the Chapel in increasing numbers and he has been tireless in inviting Christian choirs and groups to help with the ministry in both prison and remand centre. The lads in the remand centre are ready to attend these services in large numbers and on the first Sunday in each month the service is taken by an invited local Christian fellowship usually of young people”. In another prison a Lenten Course on “What my faith means to me” and taken by six lay people resulted in forty five men seeking instruction. In an open borstal 120 trainees, together with members of the Staff and their families, attended a Service taken by a Sacred Dance Group from America who were touring this country. The Chaplain reports “They began by singing a Christian song written by one of our trainees and then mimed and danced themes like hatred, atonement, salvation and freedom. They provided us with an unforgettable spiritual experience and I have never seen trainees (or others) so deeply moved by and so reverently involved in an act of worship”.

227. The religious education programme provided not only for formal discussion groups within borstal induction periods and for school age trainees but for a variety of informal groups in bible study, meditation, baptism and confirmation preparation, and in unstructured discussion. Folk music, films and film strips, “pop” records have all been used to illustrate themes and to stimulate discussion. In one prison the Chaplain organised a series of small group sessions aimed at helping people grow in self-understanding. Members of staff shared in the groups with inmates and with people from Church groups outside—to the benefit of all.

228. The pastoral ministry of Chaplains to both Staff and inmates is of paramount importance and is rooted in a theological doctrine of man. People are seen primarily in terms of their humanity and only secondarily in terms of

their groupings. This ministry requires a willingness to be available to all and a willingness to identify and to become involved with people as they are. In fulfilling this ministry, Chaplains meet all newcomers, visit people in cells, segregation units and hospitals as well as people in staff homes and clubs. One Chaplain reports that during the year he received and responded to almost 8,000 requests to see him and that he conducted 239 interviews with inmates and families. In seeking to maintain and strengthen the marriage relationships of men serving long sentences he not only regularly visited families during visits but gave Holy Communion to husbands and wives and enabled them to formally renew their marriage vows. Another Chaplain described the 150 interviews he arranged with inmates and wives as dealing specifically with complex and emotionally charged problems. A Roman Catholic Chaplain working in what was a turbulent situation saw his ministry as "one of intensive service in building bridges of patience and trust".

229. The effectiveness of ministry at all levels owes much to the increasing determination of Chaplains to work together as a team and to cross boundaries where the risk is justified. In one borstal, each member of the team takes it in turn to be present in the Chaplaincy Centre in the evening and to act as the representative of all and in another borstal group work during the induction programme is shared. In one prison ecumenical services regularly take place as well as the denominational services and in another the interviewing of prisoners in reception is shared. The new purpose built Chaplaincy Centre at Holloway expresses the team concept in bricks and mortar; it provides not only two small worship areas but a common overflow area which can also be used for group activities within the Chaplaincy programme.

230. The Annual Conference of Chaplains held in Oxford in 1976 had as its theme "Motivation for Change" and included lectures by Dr Peter Scott and the Bishop of Croydon. The traditional retreat was conducted by the Reverend Michael Hollings and the experimental retreat by the Bishop of St Andrews. The departmental training programme for Chaplains included courses as varied as Training for Trainers, Counselling and Group Work, and Ministry to Life Sentence Prisoners; and individual Chaplains attended such courses as Initial Teacher Training, Alcoholism and Audio-Visual communication. Training is an investment aimed at promoting skills, deepening morale and enabling Chaplains to work with competence and confidence.

231. In March the Church Army evangelist working in Wakefield Prison was ordained deacon and at the suggestion of the bishop, the service took place inside the prison, attended by inmates, staff and diocesan representatives. This was the first service of its kind to be held and it was a memorable occasion. Church Army evangelists work as full time Chaplain's assistants in 15 of our establishments and we gratefully record our appreciation of this work and of their work with prisoners' families and with ex-prisoners. The number of Chaplain's voluntary assistants has increased and selected lay people now share in worship, take classes and make pastoral visits. Prominent within this group are Sisters of both Anglican and Roman Catholic orders whose patent self-sacrifice does much to commend the faith they profess.

232. The Annual census of religious registration on 20 February 1977 showed the following

Church of England	23,636
Roman Catholic	9,453
Methodist	984
Muslim	768
Sikh	300
Jewish	275
Church of Scotland	266
Presbyterian	186
Baptist	176
Salvation Army	112
Quaker	62
Christian Scientist	52
Buddhist	52
United Reform	42
Mormon	39
Ethiopian Orthodox	30
"No Religion"	3,775

Chapter Thirteen

HEALTH AND MEDICAL SERVICES

General Health

233. The general health of inmates has remained good apart from a short-lived epidemic of an influenzal type illness which affected a small proportion of the population of some establishments during February and a mild outbreak of food poisoning resulting from the faulty handling of food which briefly affected a small number of inmates in one establishment. These incidents were quickly brought under control and no complications resulted.

234. Because an encouraging increase in the interest of the general public in the health of inmates has been noted and because the provision of medical care needs to be kept under continuous scrutiny if future demands are to be foreseen and met, changes have been made in both the nature of some of the medical statistical information which is now being collected and in its method of collection. These changes have aimed at the more efficient collection of more significant information. Regrettably but unavoidably, in a few instances, these changes have made it more difficult to compare information collected in 1976 with information collected in previous years.

Incidence of Sickness

235. Every time an inmate is received into, or is transferred, or discharged from, an establishment, he is medically interviewed and examined. During the year, 118,500 inmates were received on first reception and 608,000 movements into and out of establishments were recorded. Inmates sought medical attention on 1,063,202 occasions during the year and were given, 5,122,465 treatments. Although the demands made upon medical services may seem excessive even allowing for the fact that on average a person will tend to seek medical attention more frequently when in custody than when at liberty, it needs to be remembered that it is not possible to allow an inmate unrestricted access to his own supply of even minor drugs and remedies such as analgesics or laxatives. If used unwisely by himself or given unknowingly or maliciously to others, they could cause death or damage to health. He has therefore to approach medical or hospital staff in order to obtain even the most minor of remedies.

Hospitals in Establishments

236. Every establishment is provided with a hospital. If it serves a small establishment it may consist of a ward, one or two single rooms, a treatment room and a consulting room. Larger establishments are provided with more extensive facilities. Inmates were admitted for observation or treatment to the hospitals of establishments on 36,930 occasions during 1976 and the average daily number of patients in these hospitals was 1,239 which means that an average of 60% of the available hospital beds were occupied throughout the year.

237. The hospitals of some establishments (for example, Liverpool, Parkhurst, Wormwood Scrubs, Grendon and some of the larger establishments which serve as local prisons) provide medical, surgical or psychiatric facilities of a type which are not provided in smaller establishments. To these establishments 150 inmates were transferred for medical treatment, 762 for surgical treatment and 474 for psychiatric assessment and/or treatment.

National Health Service

238. The Prison Medical Service makes considerable use of the facilities which are provided by the National Health Service. Inmates attended the out-patient departments of National Health Service hospitals on 16,228 occasions and 1,208 inmates were admitted to National Health Service hospitals for in-patient treatment during the year.

239. Besides 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 carried out by appointed specialists and NHS 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	7,172
2. Dental Surgeon	53,508
3. Optician	12,448
4. Venereologist	9,448
5. Physiotherapist	4,698
N.H.S. Consultant	Number of Inmates
6. Physician	725
7. Surgeon	2,467
8. Psychiatrist	2,021
Total	92,487

In addition, consultants psychiatrists visited establishments on 2,727 occasions in order to examine and prepare reports on inmates at the request of their solicitors.

Obstetrics

240. It is the policy of the Prison Department to arrange for the ante-natal care of inmates to be undertaken either in the hospitals of establishments or in National Health Service ante-natal clinics depending upon the advice given by consultant obstetricians whom medical officers consult and who assume responsibility for the care of maternity cases. Arrangements are made for all confinements to take place in National Health Service hospitals and mothers are delivered there except when delivery is unexpectedly precipitate and the emergency transfer of the patient would be inadvisable. Post-natal care is provided on the same basis with the additional involvement of consultant paediatricians.

Table 12. Confinements

Delivery in NHS hospitals	58
Delivery in establishments	1
Live births in establishments	1
Still births in establishments	0

Royal Prerogative of Mercy

241. The Royal Prerogative of Mercy was exercised in four cases because of advanced pregnancy and in two cases for other medical and humanitarian reasons.

Tuberculosis

242. Mass Miniature Radiography Units visited establishments on 216 occasions in 1976 and examined 2,904 members of staff and 20,596 inmates resulting in the detection and notification under the Public Health (Tuberculosis) Regulations of 7 active and 11 quiescent cases. Twenty-seven active and 16 quiescent cases of pulmonary Tuberculosis were newly discovered by other means. Thirty-one active and 208 quiescent cases were received into custody with their condition known at the time of reception as a result of earlier diagnosis elsewhere. There is no evidence to suggest that any of the new cases contracted their illness whilst in custody.

Immunisation

243. Eight hundred and fifty-three poliomyelitis vaccine doses were given to inmates and 383 inmates received a full course of immunisation. Four thousand two hundred and ninety-eight tetanus vaccine doses were given to inmates during 1976 and 1,227 inmates received full courses of prophylactic treatment.

Blood Transfusion Service

244. Blood transfusion teams made 88 visits to establishments, and 8,451 inmates and 1,105 members of staff volunteered to donate blood.

Drug Dependence

245. One thousand two hundred and twenty-five inmates were reported as having some degree of dependence on drugs at the time of their reception into custody.

Non-Fatal Self-Injury

246. Penal establishments contain a concentration of the type of person who may well experience a temporary reactive depression as a result of his circumstances, or who may suffer from an endogenous depression which is not necessarily related to his surroundings, or who is aggressive and who turns his anger upon himself in a moment of pique or frustration or who is manipulative or hysterical and who feels and acts out a need to elicit sympathy or attract attention. The early recognition and treatment of those who are at risk of injuring themselves is a difficult, sometimes unrewarding, but nevertheless a very important task of which all staff are continually aware. Three hundred and

sixteen inmates were involved in 339 incidents of self-injury with apparent suicidal intent and 816 were involved in 972 less serious incidents in which the primary motivation was not considered to be suicide.

Deaths

247. Sixty-seven deaths occurred in 1976 of which 22 were in National Health Service hospitals and one was in an ambulance which was being used to convey the inmate to hospital; 39 of these were due to natural causes. There were 20 suicides. Of the 7 other deaths due to non-natural causes: one young inmate was drowned in the course of absconding; one inmate was involved in a road accident whilst on home leave; another young inmate suffered fatal injuries as a result of being trapped in a service lift; an inmate who was suffering from pneumonia when first received subsequently died of a pulmonary embolism; an inmate addicted to drugs died of serum hepatitis as a result of the self-administration of drugs; a young inmate died of congestion of the brain following self-injury; and an inmate died of an assault committed by another inmate. A Coroner's verdict on the cause of one other death is awaited.

Mental Health

248. Eleven thousand and fifty-seven persons were remanded in custody for psychiatric investigation. Medical Officers prepared and submitted psychiatric reports for the information of courts on 268 persons who were remanded on bail.

249. Three thousand two hundred and thirty-three psychiatric examinations of inmates, arising from the serious or unusual nature of their alleged offences, were undertaken by medical officers and a further 714 psychiatric reports were submitted to courts on the initiative of the medical officer.

250. Thirty-four persons were found to be under a disability rendering them unfit to plead. Five persons were found not guilty by reason of insanity.

Hospital Orders

251. As a result of receiving recommendations from medical officers courts made 737 Hospital Orders without Restriction Orders and one Guardianship Order and 134 Hospital Orders with Restriction Orders under the provisions of the Mental Health Act 1959 as follows:

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

	Mental Illness	Severe subnormality	Subnormality	Psychopathic disorder	Total
Hospital Order without Restriction Order	644	13	67	13	737
Hospital Order with Restriction Order	75	6	23	30	134
Guardianship Order	0	1	0	0	1

The courts also made 290 Orders under the provisions of Section 3 of the Powers of the Criminal Courts Act 1973.

252. The numbers of recommendations made under Sections 72 and 73 of the Mental Health Act 1959 were as follows:

Table 14. Recommendations made under Section 72 and 73 of the Mental Health Act 1959

	Mental illness	Severe subnormality	Subnormality	Psychopathic disorder	Total
(a) Number on whom reports submitted	70	4	5	15	94
(b) Number in (a) in respect of whom a Transfer Direction Order was issued	45	0	1	9	55
Number in (b) transferred to psychiatric hospital	45	0	0	9	54
Number awaiting decision or transfer	16	3	3	3	25

253. The numbers of inmates suffering from mental disorder at the time of their release and/or transferred to psychiatric hospitals on release and/or released to guardianship were as follows:

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

	Mental illness	Severe subnormality	Subnormality	Psychopathic disorder	Total
Number released and reported to the local authority	23	0	2	3	28
Number transferred to hospital on their earliest date of release under arrangements with the Social Worker	29	0	0	0	29
Number transferred to hospital under S.46 of the MHA 1959	1	0	0	0	1
Number released to guardianship under S.46 of the MHA 1959	0	1	0	0	1

Other Investigations and Reports

254. Reports were additionally prepared and submitted by medical officers on 9,998 inmates for the information of Local Review Committees and the Parole Board and on 290 inmates at the request of the Directorate of Prison Medical Services for other purposes. Three hundred and eighty-seven reports dealing only with the physical health of offenders were submitted for the information of courts.

Special Examinations and Treatments

255. Nine hundred and fifty-four inmates were given electroencephalographic examinations of which two thirds were carried out in the hospitals of establishments.

256. Thirty-seven inmates were offered and accepted electroconvulsive therapy for the treatment of their mental disorder. Ten were treated as out-patients in National Health Service hospitals and twenty-seven, in the hospitals of establishments.

Mentally Disordered Offenders

257. The penal system has always served as a temporary refuge for a small section of the mentally abnormal of the population—for the schizoid tramp, the mentally deteriorated alcoholic, the person of low intelligence and defective personality and so on—but mentally ill people are entering prisons and borstals in increasing numbers and people of previous good personality, whose offences frequently stem solely from their illness, are now being refused admission to psychiatric hospitals and are, instead, being received and detained in establishments. Medical officers were asked to provide an assessment of the number of prisoners in custody at the end of the year who were suffering from mental disorder within the meaning of the Mental Health Act 1959. From their replies it emerged that the prison system was then holding some hundreds of offenders who were in need of and capable of gaining benefit from, psychiatric hospital care, management and treatment in psychiatric hospital.

258. Apart from the inhumane aspects of committing mentally disordered offenders to prisons and borstals, it is not possible to provide many of these unfortunates with the medical and nursing care their condition requires whilst they are in custody. Typical of the many comments which medical officers are recording in their annual reports regarding this growing problem are the observations made by the medical officer of a female borstal: "Difficulty continues to be experienced in transferring mentally ill girls to NHS mental hospitals. One trainee was seen by two different consultant psychiatrists for assessment and advice and two further consultants who knew her prior to admission were also contacted. All agreed on the need for treatment, but suggested admission to a Unit other than their own. By the end of the year no solution had been found." The reasons for this increased and increasing problem are many and interdependent. The consequences for the prison service are distressing and disturbing.

Appendices

APPENDIX No. 1

THE PRISONS BOARD (As at 30th June 1977)

E. D. Wright, C.B.	<i>Chairman, Director General</i>
T. G. Weiler	<i>Controller (Personnel and Services)</i>
M. S. Gale, M.C.	<i>Controller (Operational Administration,</i>
K. J. Neale, O.B.E.	<i>Controller (Planning and Development)</i>
G. W. Fowler	<i>Chief Inspector</i>
Dr. J. H. Orr	<i>Director of Prison Medical Services</i>

APPENDIX No. 2

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

Note: Some of the new places shown below are either replacements or are associated with loss of temporary places and so when totalled overstate the net addition of places to the system.

Position as at 1st January 1977

Location	Type/size of establishment	Date opened, expected completion date, or remarks
A. Establishments or Units completed and/or opened since 1st January 1976		
CAMP HILL, Newport Isle of Wight	Additional cell block to provide 160 Category C Places	First inmates received July 1976
ERLESTOKE Wiltshire	Additional unit to provide 98 places	Completed 1976
FEATHERSTONE Staffs	Category C Medium/Long Term Prison for 484	First inmates received November 1976
HOLLOWAY London	Partial completion of redevelopment of existing prison to provide places for 338 women	Occupied from old prison January 1977
KIRKLEVINGTON Cleveland	New House at DC for 40	First inmates received June 1976
MAIDSTONE Kent	Extension to existing cell block for 55 places	First inmates received December 1976
NORWICH Norfolk	Remand Centre for 60 (Phase 1)	First inmates received August 1976
B. New establishments or units under construction		
<i>(a) Closed prisons for Category B adult men</i>		
LOW NEWTON Durham	Dispersal prison for 447	Completion expected 1980
<i>(b) Closed prisons for Category C adult men</i>		
ACKLINGTON Northumberland	Medium/Long Term for 437 (213 places already completed)	Completion expected 1982 occupation in phases
CHANNINGS WOOD Devon	Medium/Long term for 484	Completion expected 1982
HIGHPOINT Suffolk	Temp Category C with 301 places to be developed into Category B for 496	Completion expected 1977 Category C. Completion expected 1983 Category B
NORTHEYE East Sussex	Extension of existing establishment by 105 places	Completion expected 1977/78
WYMOTT Lancashire	Short Term for 816	Completion expected Autumn 1977
<i>(c) Remand and/or allocation centres for male young offenders</i>		
COOKHAM WOOD (formerly Rochester) Kent	Remand centre for 120	Completion expected 60 places Spring 1977, 60 places 1978

APPENDIX No. 2

Opening and Development of New Establishments and New Units at Existing Establishments
Position as at 1st January 1977 — continued

Location	Type/size of establishment	Date opened, expected completion date, or remarks
B. New establishments or units under construction— continued		
GLEN PARVA Leicestershire	Remand/Allocation Centre for 360	Completion expected 1978
THORP ARCH West Yorkshire	Extension of existing establish- ment by 72	Completion expected 1979-80
(d) Training establish- ments for male young offenders		
CASTINGTON Northumberland	Closed YO establishment for 300	Completion expected 1983-84
DEERBOLT County Durham	Closed YO establishment for 420	Completion expected 1982
FELTHAM Middlesex	Replacement of closed borstal for 280	Completion expected 1982
HOLLESLEY BAY Suffolk	Secure Borstal unit for 185	Completion expected 90 places 1978/79, 95 places 1980/81
NORTHBRIDGE Suffolk	Closed detention centre for 200	Completion expected 1983
(e) Establishments for women and girls		
HOLLOWAY London	Redevelopment of existing es- tablishment to provide new closed prison for women and closed borstal for girls (516 in- cluding hospital places)	Completion expected mid 1980's
STYAL Cheshire	Provision of 42 inmate places by conversion of staff quarters	Completion expected 1977-78
C. New establishments or units in design stage		
(a) Closed dispersal prison for Category B adult men		
FULL SUTTON Humberside	For 447 inmates	Project Deferred
(b) Closed prisons for Category C adult men		
BOVINGDON Hertfordshire	Medium/Long term for 484	Project Deferred
FULL SUTTON Humberside	Medium/Long term for 484	Project Deferred
NORWICH Norfolk	Extension to existing prison by 100-Category C places	Completion expected 1978/79
SWALESIDE Kent	Short term for 816	Project Deferred
WAYLAND Norfolk	Medium/Long term for 484	Project Deferred

APPENDIX No. 2

Opening and Development of New Establishments and New Units at Existing Establishments
Position as at 1st January 1977—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 Middlesex	Remand and Assessment Centre for 556 and hospital for 70	Completion expected 1986
THORP ARCH West Yorkshire	Extension to existing Remand Centre by 80 places	Project Deferred
<i>(d) Training establishments for male YOs</i>		
HEWELL GRANGE Worcestershire	Closed YO Estab for 300	Project Deferred
HOLLESLEY BAY COLONY Suffolk	Closed YO Estab for 300	Project Deferred
STOCKEN Leicestershire	Closed YO Estab 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 31st December 1976

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	278	325
Birmingham	Winson Green Road, Birmingham, B18 4AS	Pre-release employment scheme Long-term allocation centre Overnight accommodation for 6 women	497	36	603	983	1,045
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	318	214	581	571	641
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	79	649	1,000	1,092
Camp Hill	Newport, Isle of Wight, PO30 5PB	Unsentenced adults remanded in custody by Isle of Wight courts	12	—	12	4	8
Canterbury	Longport, Canterbury, Kent, CT1 1PJ	—	154	77	242	348	384
Cardiff	Knox Road, Cardiff, South Glamorgan, CF2 1UG	Separate remand centre for male young offenders	237	—	273	390	440

Dorchester	North Square, Dorchester, Dorset, DT1 1JD	—	135	22	3	160	226	245
Durham	Old Elvet, Durham, DH1 3HU	Separate wing for female prisoners	609	12	44	665	1,005	1,083
Exeter	New North Road, Exeter, Devon, EX4 4EX	Separate remand centre for male young offenders	217	30	35	282	462	500
Gloucester	Barrack Square, Gloucester, GL1 2JN	Pre-release employment scheme						
Leeds	Armley, Leeds, West Yorkshire, LS12 2TJ	Separate young prisoners wing	184	—	12	196	323	351
Leicester	Welford Road, Leicester, LE2 7AJ	Long-term allocation unit	493	44	55	592	1,051	1,160
Lincoln	Greetwell Road, Lincoln, LN2 4BD	Pre-release employment scheme Special Security wing	167	14	49	230	367	418
Liverpool	68 Hornby Road, Liverpool, L9 3DF	—	290	24	40	354	542	588
Manchester	Southall Street, Manchester, M60 9AH	Also a young prisoners centre Long-term allocation centre	906	47	88	1,041	1,523	1,655
Norwich	Mousehold, Norwich, Norfolk, NR1 4LU	Pre-release employment scheme Surgical centre	748	138	30	916	1,387	1,631
Oxford	New Road, Oxford, OX1 1LX	Also a borstal allocation centre and YP centre						
Pentonville	Caledonian Road, London, N7 8TT	Pre-release employment scheme Training annexe	135	156	21	312	419	481
Shrewsbury	The Dana, Shrewsbury, Salop, SY1 2HR	Deportees. Convicted prisoners awaiting sentence	137	20	5	162	277	314
Swansea	Oystermouth Road, Swansea, West Glamorgan, SA1 2SR	Some unconvicted prisoners Non-criminal prisoners	839	18	53	910	1,148	1,253
Wandsworth	PO Box 757, Heathfield Road, London, SW18 3HS	Pre-release employment scheme	160	—	10	170	218	258
		Pre-release employment scheme Medium-term training	182	64	21	267	314	349
		Convicted Prisoners awaiting sentence	971	144	82	1,197	1,540	1,623
		Long-term allocation centre						

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 1976

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates		
			Ordinary		Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts				
Winchester	Romsey Road, Winchester, Hampshire, SO22 5DF	Long-term allocation unit Separate remand centre for male young offenders	337	42	45	424	602	680
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	892	—	153	1,045	1,467	1,574
		Total	9,280	1,209	972	11,461	16,445	—
<i>Closed training prisons for men</i>								
Ackington	Morpeth, Northumberland	Camp project	—	303	—	303	288	309
Albany	Newport, Isle of Wight	Dispersal prison	294	—	—	294	306	329
Aylesbury	Bierton Road, Aylesbury, Buckinghamshire, HP20 1EH	Medium and long-term training Young prisoners serving medium and long sentences	294	—	—	294	314	324
Blundeston	Lowestoft, Suffolk	Medium and long-term training	258	160	—	418	413	419
Camp Hill	Newport, Isle of Wight, PO30 5PB	Short and medium-term training Remand unit for male offenders	315	168	—	483	475	512

Channings Wood	Denbury, Newton Abbot, Devon, TQ12 6DW	Camp project	4	212	—	216	235	241
Chelmsford	Springfield Road, Chelmsford, Essex, CM2 6LQ	Medium and long-term training	238	8	—	246	217	227
Coldingley	Bisley, Woking, Surrey, GU24 9EX	Short, medium and long-term training, industrial prison	264	32	—	296	279	288
Dartmoor	Princetown, Yelverton, Devon, PL20 6RR	Medium and long-term training	526	—	—	526	507	521
Exeter	New North Road, Exeter, Devon, EX4 4EX	Life sentence prisoners	36	9	—	45	42	45
Featherstone*	New Road, Featherstone, Wolverhampton, WV10 7PU	Young prisoners wing	112	—	—	112	8	72
Gartree	Leicester Road, Market Harborough, Leicestershire, LE16 7RP	Short, medium and long-term training	289	—	—	289	239	249
Grendon	Grendon Underwood, Aylesbury, Bucks, HP18 0TL	Dispersal prison	209	91	—	300	169	189
Haverigg	Haverigg Camp, Millom, Cumbria, LA18 4NA	Long-term training	168	352	—	520	476	505
Hull	Hedon Road, Hull, N. Humberside, HU9 5LS	Responsibility for Spring Hill longer term terminals	101	—	—	101	232	312
Kingston-Portsmouth	Milton Road, Portsmouth, Hampshire	Dispersal prison	140	—	—	140	87	101
Lancaster	The Castle, Lancaster	Long-term training	96	62	—	158	207	218
Lewes	Brighton Road, Lewes, East Sussex	Life sentence prisoners	309	12	—	321	368	404
Long Lartin	South Littleton, Evesham, Worcestershire	Medium-term training	410	—	—	410	310	338
Maidstone	County Road, Maidstone, Kent, ME14 1UZ	Short, medium and long-term training	349	—	12	361	385	398
Northallerton	East Road, Northallerton, North Yorkshire, DL6 1NW	Pre-release employment scheme	145	—	—	145	192	196
Northeye	Barnhorn Road, Bexhill-on-Sea, East Sussex, TN39 4QW	Medium-term training	13	332	—	345	336	358
		Short and medium-term training						

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 1976

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates	
			Ordinary	Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts			
Nottingham	Perry Road, Sherwood, Nottingham, NG5 3AG	Medium-term training	168	20	207	260	277
Onley	Rugby, Warwickshire, CV23 8AP	Pre-release employment scheme Young prisoners serving short and medium-term sentences	360	—	360	312	359
Parkhurst	Newport, Isle of Wight PO30 5NX	Dispersal prison Long-term training Special security wing Surgical centre	365	—	480	384	415
Preston	2 Ribbleson Lane, Preston, Lancs., PR1 5AB	Short-term training Pre-release employment scheme Some longer term terminals	415	3	427	578	598
Ranby	Ranby, Retford, Notts., DN22 8EU	Short-term training	24	432	456	451	501
Reading	Forbury Road, Reading, Berkshire, RG1 3HY	Short-term training	160	—	160	129	156
Shepton Mallet	Cornhill, Shepton Mallet, Somerset, BA4 5LU	Short, medium and long-term training Prisoners segregated under Rule 43	143	19	162	256	278
Stafford	54 Gaol Road, Stafford	Short and medium-term training Pre-release employment scheme Regional centre for prisoners segregated under Rule 43 at own request	563	4	589	748	778

Standford Hill	Church Road, Eastchurch, Sheerness, Kent ME12 4AA Lichfield, Staffs.	Short and medium-term training	12	165	—	177	172	181
Swinfen Hall		Young prisoners serving me- dium and long-term sentences	174	8	—	182	179	184
Verne	Portland, Dorset, DTS 1EQ	Short and medium-term training	480	138	—	618	499	525
		Life sentence and selected long term prisoners						
Wakefield	Love Lane, Wakefield, Yorkshire WF2 9AG	Dispersal prison	609	113	59	781	733	753
		Life-sentence—main centre						
		Long-term training						
		Pre-release employment scheme						
		Psychiatric centre						
		Rule 43 wing—national resource for prisoners se- gregated under Rule 43 at own request						
		Total	8,043	2,643	236	10,922	10,786	—
<i>Open training prisons for men</i>								
Appleton Thorn	Warrington, Cheshire, WA4 4RL	Short-term training	—	312	4	316	296	321
Ashwell	Oakham, Leicestershire	Pre-release employment scheme	100	300	—	400	398	445
Ford	Arundel, West Sussex, BN18 0BX	Short and medium-term training	—	489	29	518	541	571
		training						
		Older prisoner centre (over 45 years of age)						
Kirkham	Preston, Lancashire, PR4 2RA	Medium-term training	—	608	—	608	381	416
Leyhill	Wotton-under-Edge, Glouces- tershire, GL12 8HL	Short, medium and long-term training	250	70	—	320	314	323
		Life sentence prisoners						
Spring Hill	Grendon Underwood, Ayles- bury, Buckingham, HP18 0TH	Short and medium-term training	112	84	—	196	192	201
		Satellite of Grendon						
Standford Hill	Church Road, Eastchurch, Sheerness, Kent, ME12 4AA	Short and medium-term training	22	352	—	374	366	375
Sudbury	Sudbury, Derbyshire, DE6 5HW	Also semi-secure section	44	340	—	384	365	384
		Short and medium-term training						

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 1976

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates	
			Ordinary	Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts			
Thorp Arch	Wetherby, West Yorkshire, LS23 7AZ	Short-term training	1	377	378	327	360
		Total	529	2,932	3,494	3,180	—
<i>Remand centres for male offenders</i>							
Ashford	Woodthorpe Road, Ashford, Middlesex, TW15 3JZ	Remand centre for male young offenders Responsibility for Latchmere House	363	—	403	442	519
Brockhill	Redditch, Worcestershire, B97 6RD	Remand centre for male young offenders	116	41	177	145	185
Cardiff	Knox Road, Cardiff, South Glamorgan, CF2 1UG	Remand centre for male young offenders	57	6	67	102	134
Exeter	New North Road, Exeter, Devon, EX4 4EX	Remand centre for male young offenders	34	10	44	52	70
Latchmere House	Church Road, Ham Common, Richmond, Surrey, TW10 5HH	Remand centre for male young offenders	124	—	130	145	188
Low Newton	Brasside, Durham	Satellite of Ashford Remand centre for male young offenders	140	5	159	216	275
Norwich*	Mousehold, Norwich, Norfolk, NR1 4LU	Remand centre for male young offenders	60	—	60	16	108

Pucklechurch	Pucklechurch, Bristol, Avon, BS17 3QJ	Remand centre for male young offenders	104	—	11	115	91	111
Risley	Warrington Road, Risley, War- rington, Cheshire	Remand centre for male adult and young offenders	461	24	74	559	742	838
Thorp Arch	Wetherby, West Yorkshire LS23 7AY	Remand centre for male young offenders	84	—	17	101	155	183
Winchester	Romsey Road, Winchester, Hampshire, SO22 5DF	Remand centre for male young offenders	39	15	8	62	106	138
Total			1,582	101	194	1,877	2,212	—
<i>Closed borstals for male young offenders</i>								
Deerbolt	Bowes Road, Barnard Castle, Co. Durham, DL12 9BG	Building project	—	165	—	165	158	168
Dover	The Citadel, Western Heights, Dover, Kent, CT17 9DR	—	100	146	—	246	246	266
Everthorpe	Brough, North Humberside, HU15 1RB	Facility for offenders under school-leaving age	304	—	—	304	367	371
Feltham	Bedfont Road, Feltham, Middlesex, TW13 4ND	Responsibility for Finnermore Wood Camp	190	80	—	270	283	298
Glen Parva	Saffron Road, Wigston, Lei- cester, LE8 2TN	Regional borstal allocation unit	240	60	—	300	299	328
Grendon	Grendon Underwood, Ayles- bury, Buckinghamshire, HP18 0TL	Psychiatric centre	16	6	—	22	15	18
Hindley	Wigan, Lancashire	Neighbourhood borstal project Facility for offenders under school-leaving age	280	32	—	312	313	323
Huntercombe	Huntercombe Place, Nuffield, Henley-on-Thames, Oxon, RG9 5SB	—	170	14	—	184	174	186
Manchester	Southall Street, Manchester, M60 9AH	Reception and allocation centre	205	—	—	205	272	328
Portland	Easton, Portland, Dorset	Allocation centre for South West Region	519	—	—	519	509	564
Rochester	Rochester, Kent	—	295	80	—	375	403	416
Stoke Heath	Market Drayton, Salop	—	240	120	—	360	434	454

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 1976

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates	
			Ordinary	Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts			
Wellingborough	Turnells Mill Lane, Wellingborough, Northants, NN8 2NH	—	224	120	344	344	369
Wormwood Scrubs ...	PO Box 757, Du Cane Road, London, W12 0AE	Reception and allocation centre	175	—	175	193	249
		Total	2,958	823	3,781	4,010	—
<i>Open borstals for male young offenders</i>							
Finnamore Wood Camp	Finnamore Wood, Frieth Road, Medmenham, Marlow, Bucks., SL7 2HX	A satellite of Feltham closed borstal	79	—	79	52	60
Gaynes Hall	Great Staughton, Huntingdon, Cambridgeshire, PE19 4DL	—	—	180	180	165	194
Gringley	Gringley-on-the-Hill, Doncaster, South Yorkshire	A satellite of Hatfield	72	—	72	68	72
Guys Marsh	Shaftesbury, Dorset	—	93	172	265	230	258
Hatfield	Hatfield, Doncaster, South Yorkshire	—	—	180	180	191	202
Hewell Grange	Redditch, Worcestershire, B97 6QQ	Neighbourhood borstal project	—	136	136	114	142

Hollesley Bay Colony	Hollesley, Woodbridge, Suffolk, IP12 3JS	Pre-release hostel Also a detention centre	240	115	12	367	367	386
Lowdham Grange	Lowdham, Nottingham, NG14 7DA	—	52	252	—	304	263	310
Prescoed Camp (Usk)	29 Maryport Street, Usk, Gwent, NP5 1XP	—	92	12	—	104	86	116
Wetherby	York Road, Wetherby, West Yorkshire, LS22 5ED	Facility for offenders under school-leaving age	—	240	—	240	236	241
Total			628	1,287	12	1,927	1,772	—
<i>Senior detention centres for male young offenders</i>								
Aldington	Ashford, Kent, TN25 7BQ	—	15	100	—	115	98	124
Blantyre House	Goudhurst, Cranbrook, Kent	—	12	110	—	122	95	115
Buckley Hall	Buckley Road, Rochdale, Lan- cashire	—	6	125	—	131	120	135
Erlestoke House*	Erlestoke, Devizes, Wiltshire, SN10 5TU	—	18	74	—	92	68	104
Haslar	Gosport, Hampshire, PO12 2AW	—	—	100	—	100	90	106
Hollesley Bay Colony	Hollesley, Woodbridge, Suffolk, IP12 3JS	—	62	58	—	120	114	124
Medomsley	Consett, County Durham	—	—	117	—	117	99	121
New Hall	Dial Wood, Flockton, Wakefi- eld, West Yorkshire	—	14	90	—	104	95	109
North Sea Camp	Freiston, Boston, Lincolnshire, PE22 0QX	Open centre	—	167	—	167	148	170
Usk	29 Maryport Street, Usk, Gwent, NP5 1XP	—	—	105	—	105	68	99
Werrington House	Werrington, Stoke-on-Trent, Staffordshire, ST9 0DX	—	9	103	—	112	96	118
Whatton	Whatton, Nottingham, NG13 9FQ	—	20	88	—	108	80	106
Total			156	1,237	—	1,393	1,171	—

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 1976

Establishment	Postal Address	Special features	Accommodation for inmates				Number of inmates	
			Ordinary		Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts				
<i>Junior detention centres for male young offenders</i>								
Campsfield House	Landford Lane, Kidlington, Oxford, OX5 1RE	—	34	36	—	70	60	89
Eastwood Park	Church Avenue, Falfield, Wotton-under-Edge, Glos.	—	134	12	—	146	126	161
Foston Hall	Foston, Derby, DE6 5DN	—	6	59	—	65	71	83
Kirklevington	Kirklevington Grange, Yarm, Cleveland, TS15 9PA	—	44	106	—	150	117	156
Send	Cleveland, TS15 9PA	—	25	93	—	118	105	132
Whaddon	Send, Woking, Surrey	—	20	88	—	108	106	139
	Whaddon, Nottingham, NG13 9FQ							
		Total	263	394	—	657	585	—
Grendon	Grendon Underwood, Aylesbury, Bucks., HP18 0TL	Psychiatric centre Also has a young prisoners wing for non-medical cases	3	—	—	3	—	3
		(Centres) Total	422	1,631	—	2,053	1,756	—
		Grand Total (Male)	23,442	10,626	1,447	35,515	40,161	—

<i>Local prison for women</i>									
Holloway	Parkhurst Road, London, N7	Holloway,	The prison is being rebuilt on site and will include psychiatric facilities for both sentenced prisoners and borstal trainees	169	11	108	288	361	420
<i>Other closed prisons for women</i>									
Durham	Old Elvet, Durham, DH1 3HU		Receives all categories of sentenced women prisoners	35	—	—	35	32	34
Styal	Wilmslow, Cheshire, SK9 4HR		Receives all categories of sentenced women prisoners and female young prisoners	27	145	—	172	202	220
			Mother and baby unit						
			Total	231	156	108	495	595	—
<i>Open prisons for women</i>									
Askham Grange	Askham Richard, York, YO2 3PT		Receives all categories of adult sentenced women	—	87	35	122	106	116
			Pre-release hostel						
Drake Hall	Eccleshall, Staffordshire, ST21 6LQ		Mother and baby unit	—	92	—	92	75	107
			Receives adult sentenced women serving short term sentences						
East Sutton Park	Sutton Valence, Maidstone, Kent, ME17 3DF		Receives specially selected adult sentenced women	—	20	—	20	13	20
Moor Court	Oakamoor, Stoke-on-Trent, Staffordshire, ST10 3BG		Receives all categories of adult sentenced women serving short or medium sentences	17	65	—	82	86	100
			Receives girls sentenced to borstal training in the Midland Region						
			Total	17	264	35	316	280	—

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 1976

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates	
			Ordinary	Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts			
<i>Remand centres for women and girls</i>							
Low Newton	Brasside, Durham	—	11	—	23	28	42
Pucklechurch	Pucklechurch, Bristol, BS17 3QJ	—	41	—	56	57	76
Risley	Warrington Road, Risley, Warrington, Cheshire	—	41	11	85	136	177
		Total	93	11	164	221	—
<i>Closed borstals for girls</i>							
Bullwood Hall	High Road, Hockley, Essex, SS5 4TE	—	—	108	108	124	133
Styal	Wilmslow, Cheshire, SK9 4HR	—	2	30	32	20	28
<i>Open borstal for girls</i>							
East Sutton Park	Sutton Valence, Maidstone, Kent, ME17 3DF	—	—	40	45	42	49
		Total	2	178	185	186	—
		Grand Total (Female)	343	609	1,160	1,282	—

** Establishments which were open for only part of the year:*

Featherstone—purpose-built closed training prison for medium and long-term prisoners, opened November 1976.

Norwich—remand centre opened August 1976.

Erlestoke—role of establishment changed from detention centre to training prison for young prisoners. Ceased receiving detention centre trainees in November 1976. Initial intake of young prisoners received in 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 366-day year irrespective of the length of time an establishment was open.

The total accommodation shown is that which was available at 31st December 1976.

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 1976

	Males				Females Establishments	Totals
	Prisons and RCs	Borstals and YPCs	Detention Centres			
Daily Average Number of Inmates	31,721	6,038	1,611		973	40,343
	£m	£m	£m	£m	£m	£m
Current Expenditure						
A. Central Charges and Cost of Staff in Establishments						
1. Pay and Allowances including Uniforms	77.770	15.899	4.015	3.056	100.740	
2. Travelling, Removals and Training etc.	2.773	0.567	0.144	0.109	3.593	
3. Seconded Probation Officers	1.220	0.047	0.086	0.062	1.415	
4. Superannuation Allowances	13.061	2.693	0.680	0.515	16.949	
5. Allied Services and Supplies (DOE, HMSO etc.)	1.751	0.334	0.089	0.053	2.227	
Total A	96.575	19.540	5.014	3.795	124.924	
B. General Supplies and Operating Expenses						
1. Victualling	4.196	0.855	0.235	0.132	5.418	
2. Other Supplies and General Operating Expenses	7.854	2.074	0.429	0.501	10.858	
3. Escorts and Conveyance of Prisoners	1.591	0.304	0.081	0.048	2.024	
4. Post Office Services at Prisons etc.	1.429	0.347	0.126	0.157	2.059	
5. Payments to Other Votes for Use of Central Stores	0.754	0.144	0.038	0.023	0.959	
6. Other Miscellaneous Expenditure	0.201	0.039	0.010	0.006	0.256	
Total B	16.025	3.763	0.919	0.867	21.574	
C. Prison Industries—Materials Tools etc.	9.185	1.250	0.224	0.036	10.695	

D. Welfare						
1. Education, Training and Recreation	2.622	1.693	0.606	0.209	5.130	
2. Assisted Visits	0.139	0.026	0.007	0.004	0.176	
3. Other Miscellaneous Expenditure	0.547	0.205	0.088	0.031	0.871	
Total D	3.308	1.924	0.701	0.244	6.177	
E. Prisoners Earnings etc.	1.365	0.237	0.036	0.033	1.671	
F. Home Office Administration						
1. Salaries etc.	5.866	1.120	0.299	0.179	7.464	
2. General Expenses	0.593	0.113	0.030	0.018	0.754	
Superannuation	0.651	0.124	0.033	0.020	0.828	
Total F	7.110	1.357	0.362	0.217	9.046	
Total Current (Gross)	133.568	28.071	7.256	5.192	174.087	
Current Receipts—Appropriations in Aid						
1. Proceeds of Sales outside the Prison Service	6.342	0.688	0.107	0.035	7.172	
2. Proceeds of Hire of Labour	0.125	0.025	0.006	0.001	0.157	
3. Other Receipts	2.608	0.425	0.085	0.033	3.151	
Total Current Receipts	9.075	1.138	0.198	0.069	10.480	
Net Current Expenditure	124.493	26.933	7.058	5.123	163.607	
Annual Average Cost per Inmate	£3,925	£4,461	£4,381	£5,265	£4,055	
PART II						
Maintenance, Repairs, Rentals etc.						
1. Cost of Ordinary Repairs, Rents etc.	3.412	0.865	0.184	0.078	4.539	
2. Rates (Treasury Values)	2.288	0.436	0.116	0.070	2.910	
Total Part II	5.700	1.301	0.300	0.148	7.449	

APPENDIX No. 4—(continued)
Statement showing the Expenditure on Prisons, Remand Centres, Borstals and Detention Centres for the Year ended 31st March 1976

	Males			Females Establishments	Totals
	Prisons and RCs	Borstals and YPCs	Detention Centres		
Daily Average Number of Inmates	31,721	6,038	1,611	973	40,343
PART III					
<i>Capital Expenditure on the Prison Service (Less Capital Sales)</i>					
1. New Buildings, Alterations etc. (including D of E)	21,971	4,094	1,548	1,363	28,976
2. Plant Machinery, Tools and Vehicles	2,229	0,485	0,076	0,025	2,815
Total Part III	24,200	4,579	1,624	1,388	31,791
Total Gross Expenditure (Parts I, II, III)	163,468	33,951	9,180	6,728	213,327
Total Receipts (Part I)	9,075	1,138	0,198	0,069	10,480
Total Net Expenditure (Parts I, II, III)	154,393	32,813	8,982	6,659	202,847

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