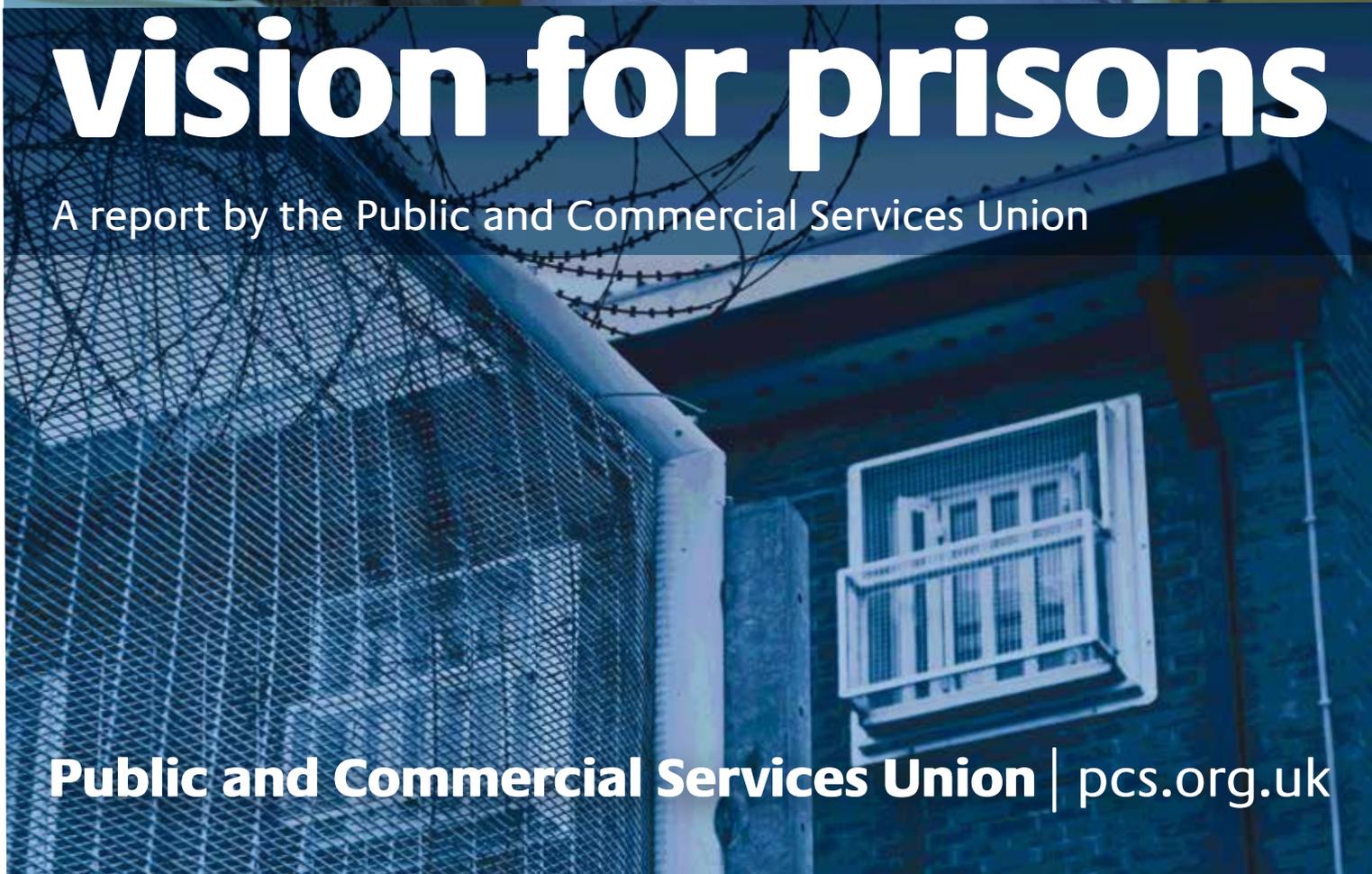




An alternative vision for prisons

A report by the Public and Commercial Services Union



Public and Commercial Services Union | pcs.org.uk

Contents

Introduction	5
Why we need an alternative vision of prison	6
Retribution or rehabilitation	8
Where the UK is going wrong	9
The provision of jobs and training	10
Meaningful training leads to meaningful outcomes	11
Offender motivation	12
Safe, decent and secure – the PCS vision	14
Another approach – what do others do?	16
New ways of working	17
Conclusion	18



Introduction

The Public and Commercial Services Union (PCS) is the largest trade union in the civil service, representing around 190,000 members, including staff working within the justice sector in courts, youth justice and prisons.

PCS supports a justice regime that has courts punishing offenders for their crimes, by imposing sentences, but concentrates on rehabilitation and addressing recidivism.

This document highlights the PCS view, based on our members' experiences, on what is required if prisons are to be safe and secure and to fulfil their remit as a key part of the justice system.

Governments must take responsibility to resolve environmental, social and economic factors that lead to people turning to crime.

The public expect to be protected and criminals to be punished with custodial sentences. However, once in custody society has to be prepared to invest long term in solutions to prevent recidivism through rehabilitation.

The Prison service in the UK has seen significant changes in the last 30 years. The population has doubled whilst the number

of staff has been slashed; the funding for prisons and staff has decreased as has safety in prison for employees and offenders alike.

The Conservative government published a [prison safety and reform white paper](#)¹ in response to the situation in UK Prisons on the 3rd November 2016. It stated;

'Prison safety has declined since 2012. Levels of total assaults across the prison estate and assaults on staff are the highest on record, and are continuing to rise. Comparing the 12 months to June 2016 with the calendar year 2012:

- Total assaults in prisons increased by 64%
- Assaults on staff rose by 99%'

Prison is not a cheap option. The Howard League for Penal Reform commences its paper on meaningful work in prisons (<http://bit.ly/2D3v0uM>)² by stating:

'As of June 2009 there were 37,018 prisoners sentenced to a period of longer than four years in prison. At the end of April 2010 12,918 people were serving indefinite sentences; many may spend the rest of their lives in custody (Ministry of Justice 2010a). Every year a prisoner serves in jail costs the taxpayer an average of £45,000 (Hansard 2010a). Neither prisoners nor taxpayers benefit from this scenario.'

“This document highlights the PCS view, based on our members’ experiences, on what is required if prisons are to be safe and secure and to fulfil their remit as a key part of the justice system”

1. Ministry of Justice and National Offender Management Service: Prison Safety and Reform, 3 November 2016 <https://www.gov.uk/government/publications/prison-safety-and-reform>

2. The Howard League for Penal Reform: Business Behind Bars – Making real work in prisons work, 2011 https://howardleague.org/wp-content/uploads/2016/05/Business_behind_bars.pdf

Why we need an alternative vision of prison

“Our prisons must also be places of reform and rehabilitation to support offenders to turn their lives around.”

For 200 years or more prisons in the UK have been places of punishment, hardship and work. They have not delivered as the doubling of the prison population over the last 30 years highlights.

The prison system is acknowledged to be in a poor state. In the wake of the riots in late 2016 and early 2017 the then Justice Minister Elizabeth Truss gave details of how prisons would be changed in the future to focus on rehabilitation.

Justice Secretary David Lidington succeeded her in June 2017 and wrote an [open letter](#)³ on prison reform “The work to make our prisons true places of reform and rehabilitation is already under way – and it will continue unabated” he went on to say “our prisons must also be places of reform and rehabilitation to support offenders to turn their lives around.”

The recent troubles in prisons were noted by the minister:

“Prisons have been going through a particularly turbulent time and we need to create calm and ordered environments for that effective rehabilitation. That means giving offenders the help they need to get off drugs, and the education, training and support to help them find employment when they leave prison.”

The statement continues with the tacit acknowledgement that the system has been starved of cash for a decade;

“£100 million a year investment for an extra 2,500 prison officers. We are continuing to transform our prison estate

Prison unrest

October 2016, trouble broke out at HMP Lewes, East Sussex and national response units were brought in to control prisoners.

November 2016, a riot involving 230 prisoners in a disturbance at HMP Bedford.

December 2016, 40 prisoners were involved in trouble at HMP Moorland in Yorkshire .

In 2017, 240 prisoners had to be moved after an uprising at HMP Birmingham.

Prisoners took over part of Swaleside Prison on the Isle of Sheppey in Kent.

Along with disturbances at Featherstone, Winchester, Haverigg and Birmingham for a second time.

to close old and dilapidated prisons and create up to 10,000 new places through a £1.3 billion investment.”

New places doesn’t actually mean extra places, if the service is not properly funded then nothing will change. There has been under investment not only in staff and in the estate, but also to meaningful work, training, education and activities for prisoners, which are vital to improving the chances of prisoners to escape the cycle of crime and punishment and the harsh conditions that follow.



Retribution or rehabilitation?

“The more military-style (Military Corrective Training Centre, MCTC) detention regime produced no positive outcomes.”

During the recent past politicians and public figures have professed that prison is for the rehabilitation of offenders, yet their commitments to this mantra are not reflected in published reoffending rates.

Research undertaken by Roger Boe, Research Division, Correctional Research and Development, Correctional Service of Canada, suggests that young males with steady jobs are at a lower risk of criminal behaviour and incarceration.

Furthermore he found that the profiles of young federal offenders had a striking similarity to the unemployed out of school youth.

The United States Congressional Research Service in 2015 produced a **report**⁴ Offender Re-entry: Correctional Statistics, Reintegration into the Community, and Recidivism. Within this Nathan James, Analyst in Crime Policy states: A majority of the research found that prisoners who participated in prison industries had lower levels of recidivism.

Key findings

- The Rapid Evidence Assessment (REA) identified 10 studies that evaluated interventions with young adults (aged 18–25). Six of these studies observed an impact on recidivism;
- The strongest evidence of sizeable reductions in recidivism comes from two studies of structured parole re-entry systems.
- There is evidence of reductions in criminal recidivism of several types following prison-based

offending behaviour programmes and from a structured high-intensity detention regime.

- There is some evidence that following victim–offender conferences, applying an Restorative Justice model, there are reductions in reoffending, at least when focused on property crimes.
- A seventh study examining whether treatment for mental health problems had an effect in reducing criminal charges also yielded positive findings but its findings are not wholly conclusive and are difficult to interpret.
- The more military-style (Military Corrective Training Centre, MCTC) detention regime, in common with other studies of this type of intervention, produced no positive outcomes.

RECOMMENDATION:

The Prison Services (HMPPS) Policy Statement should be reviewed to include as its main aim that “Rehabilitation and the avoidance of recidivism is the focus of the agenda for the Prison Service.”

RECOMMENDATION:

That UK research should be commissioned on the impact of recidivism by purposeful prison regimes on a cohort of ex-offenders released into the community in 2011, and to follow the progress of a cohort of prisoners released in 2016 for a period of 5 years.

4. Congressional Research Service – Nathan James (Analyst in Crime Policy): Offender Re entry – Correctional Statistics, Reintegration into the Community, and Recidivism, 12 January 2015 <https://archive.org/details/RL34287OffenderReentryCorrectionalStatisticsReintegrationintotheCommunityandRecidivism-cts>

Where the UK is is going wrong

- Locking up too many people.
- Not putting the avoidance of recidivism through rehabilitation at the top of the agenda in a meaningful way.
- Not investing enough in Public Sector Prisons and Probation to attain a better return in the long term through reduced recidivism.
- Investing in short term initiatives which are well-meaning but do not have the time or finance to produce concrete results.
- Having workshops and activities which are primarily focussed on having as many prisoners out of cell as possible.
- Making year-on-year cuts to funding.
- The continuation of the Offenders' Learning and Skills Service (OLASS) contract that outsources training and education.
- Locking up offenders for up to 23 hours a day; because of staff shortages or lack of meaningful activity.
- Governors retaining profits from their industries to re-invest; encouraging them to bring in less

Examples of mundane work in contract service workshops:

- Scratching of CDs to make them unsaleable before recycling
- Cutting of bed-sheets into cleaning rags, cutting by hand of carpet remnants to make door mats
- Wrapping shoelaces
- Fitting bristles into toilet brushes
- Inserting greetings cards in envelopes
- Counting nuts and bolts into packets for DIY

meaningful work that can be turned round quickly for financial gain to supplement central funding.

- Providing work and training, which is limited in true opportunities for prisoners to gain skills, knowledge, attitudes and habits which will prepare them for release.
- Providing in-house certificates of achievements that have no value for offenders on release.
- Procuring mundane work based on the need for prison industries to make a profit in the commercial sector sense.

Work and training is provided which is limited in true opportunities for prisoners to gain skills, knowledge, attitudes and habits which will prepare them for release



The provision of jobs and training

Prisoner-workers would gain qualifications in the work they do which could be transferred to the community on release, giving a higher expectation of a good job and less likelihood of recidivism

Any vision for the future must be predicated by the need to provide jobs and training facilities on a scale well above the current provision.

Work is defined as activity in prison, which delivers products or services.

The average number of prisoners working at any one time in public sector prisons between 2010–11 and 2013–14 increased from around 8,600 to around 9,900 (**NOMS Annual Report 2014-15**)⁵. Whilst this increase is a significant achievement, it only represents just over 10% of those in prison.

In 2010–11 public sector prisons delivered around 10.6 million prisoner working hours which increased to over 14.2 million hours in 2013–14.

Whilst the resources of prison labour needs to be utilised responsibly, meaningful work of a high standard must be provided. This would then be carried out by trained (prisoner) workers who would gain qualifications in the work they do which could be transferred to the community on release, giving a higher expectation of a good job and less likelihood of recidivism. This would mean that generation of income would have to come second in priority to that of rehabilitation.

A cohesive and comprehensive system, co-ordinated nationally is required to heighten awareness of the Prison Service's reputation of producing high quality specialised products for charities and other worthy causes. It already has workshops producing high quality furniture which is being used in public sector offices including the Shared Services Centre in Newport, Wales.

RECOMMENDATION:

Continue to improve engagement with charities on a national and local basis

RECOMMENDATION:

Develop Prison Service Prison Industries along the lines discussed above

RECOMMENDATION:

Develop the idea of the public sector having the Prison Service as its preferred supplier,

RECOMMENDATION:

Consider Prison Service involvement in future national Government schemes.

HMPPS Prison workshops suffer from inconsistent orders, having a knock-on effect of "stretching the work out" when an order is received, to provide minimal activities for prisoners to keep workshops open.

Prisoners are often sent to workshops where they will spend all day with nothing to do. Newspapers, books and other recreational pursuits are banned.

Prison service industries should become the preferred supplier for the civil service, NHS and local government, the order book would be full and benefits would be derived by all concerned.

Charities should be drawn into this equation, with the Prison Service responding efficiently to requests from them.

Meaningful training leads to meaningful outcomes

The fact that those who have never been employed now have to attend work on a regular basis and develop a work ethic is seen by some as a meaningful outcome. Being allocated to a workshop that produces rags from old bed sheets is again seen by some as being useful. PCS believes this is an easy option and does not qualify as rehabilitation.

What is the value of such work to an offender who has already achieved secondary or even tertiary levels of training or education? Or for a person having held down regular employment, will working in such an environment achieve anything in the way of reducing the risk of re-offending?

Meaningful work such as producing furniture, and attaining IT skills requires meaningful training, which will lead to meaningful outcomes.

Meaningful outcomes require acknowledgement and should be recorded via nationally recognised, industry-approved certification.

Local managers are incentivised to achieve targets that are set nationally, but those targets only measure workshop activity based upon the number of offenders present multiplied by the number of hours they are present. If our aspiration is rehabilitation then we need to set targets that reflect this.

Nationally set targets to evaluate the performance of workshops should measure:

- The provision of objectives that support rehabilitation.
- Learning outcomes.
- How much work has been done.
- The quality of work being done.
- The financial value of work being done.
- How it has contributed to the progress of an offender in achieving the requirements of their sentence plan.
- How closely workshops are providing both a regime that represents real employment, and offers both the incentives and disciplines that are required of employees – such as reward and sanction.
- The long term effect on recidivism.

Establishments use many different providers to provide qualifications for prisoners. Many staff and prisoners themselves would say these are not worth the paper they are written on

Vocational training qualifications in prisons

Whilst there are many activities that are undertaken by prisoners – the use of direct labour and training in workshops is a major component of prison regimes. Prison workshops are staffed by directly employed prison instructional officers, whilst vocational training is provided by Offender Learning and Skills Service (OLASS) contractors – many of whom are former prison instructors who were contracted out to education providers. It is difficult to see what OLASS provision has brought into prison training that could not have been provided in-house. The effect has been to reduce the control and cohesiveness of prison workshop provision – and this has reduced staffing flexibility. Indeed this has effectively reduced the scope of local

managers to take full responsibility for work and training provision.

At present establishments use many different providers to provide qualifications for prisoners. Many staff and prisoners themselves would say these are not worth the paper they are written on. Why? For someone in the long-term estate gaining an NVQ Level 3 in carpentry, will find on release in 10 years' time that nobody recognises it because since attaining it he or she has not continued working in that trade and therefore it is no longer current. Equally, very few serving sentences of less than 12 months leave with a nationally recognised certificate in a trade or skill as they do not have the time to complete them.

Also, in some cases very well educated prisoners are frequently required to retake assessments at Level 1 or 2 so that education providers can meet targets. This tends to occur every time a prisoner moves from one establishment to another due to the inability to hold OLASS providers to account across regions.

On a regional level it is extremely difficult to co-ordinate training and work opportunities between prisons so that progression can be made throughout the whole of an offender's sentence.

In addition, this extra layer of bureaucracy reduces the ability of establishments to respond in a timely manner to changing local requirements.

Offender motivation

All the goodwill in the world to rehabilitate is wasted if offenders are not motivated to play their part. Many sections of society oppose the use of incentives to motivate the offender and fulfil their part of the process, to cooperate and support the local industries workshops.

The incentives and earned privileges' scheme (IEP) now running needs to be changed because there is more focus on removal of privileges for bad behaviour than reward for good behaviour.

Enhanced wages should be applied consistently across the Prison Service. The Prisoner's Earnings Act 1996 allows the Governor to deduct earnings for board and lodgings. We also believe that the prisoner should pay a proportion of their wages in compensation to their victim(s), although a balance would need to be drawn to prevent the prisoners seeing themselves as "sweatshop" labour. Agreed guidance would be needed to ensure equality and consistency across the service.

Wherever possible, work and training should be tied to the possibility of future employment upon release. If we fail to prepare prisoners on release for a proper place in society, including the financial opportunity to support themselves and their families, it is inevitable that they will either become welfare dependant, or possibly return to criminal activity.

Work needs to be viewed by offenders as valuable, in terms of finance, likelihood of sentence progression, prospect of early release where appropriate, realistic prospect of employment on release and having the means to afford somewhere to live. At present the majority of prisoners do not view prison industry as any of those things. Indeed it is seen by the majority as simply a means to pass time whilst their sentence counts down toward release.

RECOMMENDATION:

To review the IEP system with a view to include the spirit of the 1996 Prisoners Earnings Act by application in the Prison Service in a consistent and agreed basis,

RECOMMENDATION:

The provision of training workshops should be returned to HMPPS so that training in prisons of different categories in different regions could be linked. This would enable the movement of re-categorised prisoners and seamlessly continue their training even when they are moved for security reasons.

RECOMMENDATION:

Expand the existing role of Communities engagement manager to include "Careers Advice", or introduce such a role within Learning and Skills.

RECOMMENDATION:

Promote Personal Development of Prisoners (Personal Development Diaries, Pathway to Employment Passports for example)

Passport to employment

The majority, if not all, governors of establishments are well aware of the link between employment and reducing the chances of re-offending.

The current practice that governors may retain profits from their industries to reinvest may encourage them to bring in less meaningful work that can be turned round quickly for financial gain instead of prioritising the up-skilling of those in their care. Instead there should be financial incentives for governors to actively seek employment and somewhere to live for those being released into society.

Each establishment should employ a careers department, whose task it is to develop links with local employers, building a bridge between the prisoner and possible future employment. Although not called a careers worker (AUM Business Communities Manager) this type of position is to some extent now in place and has had some good results.

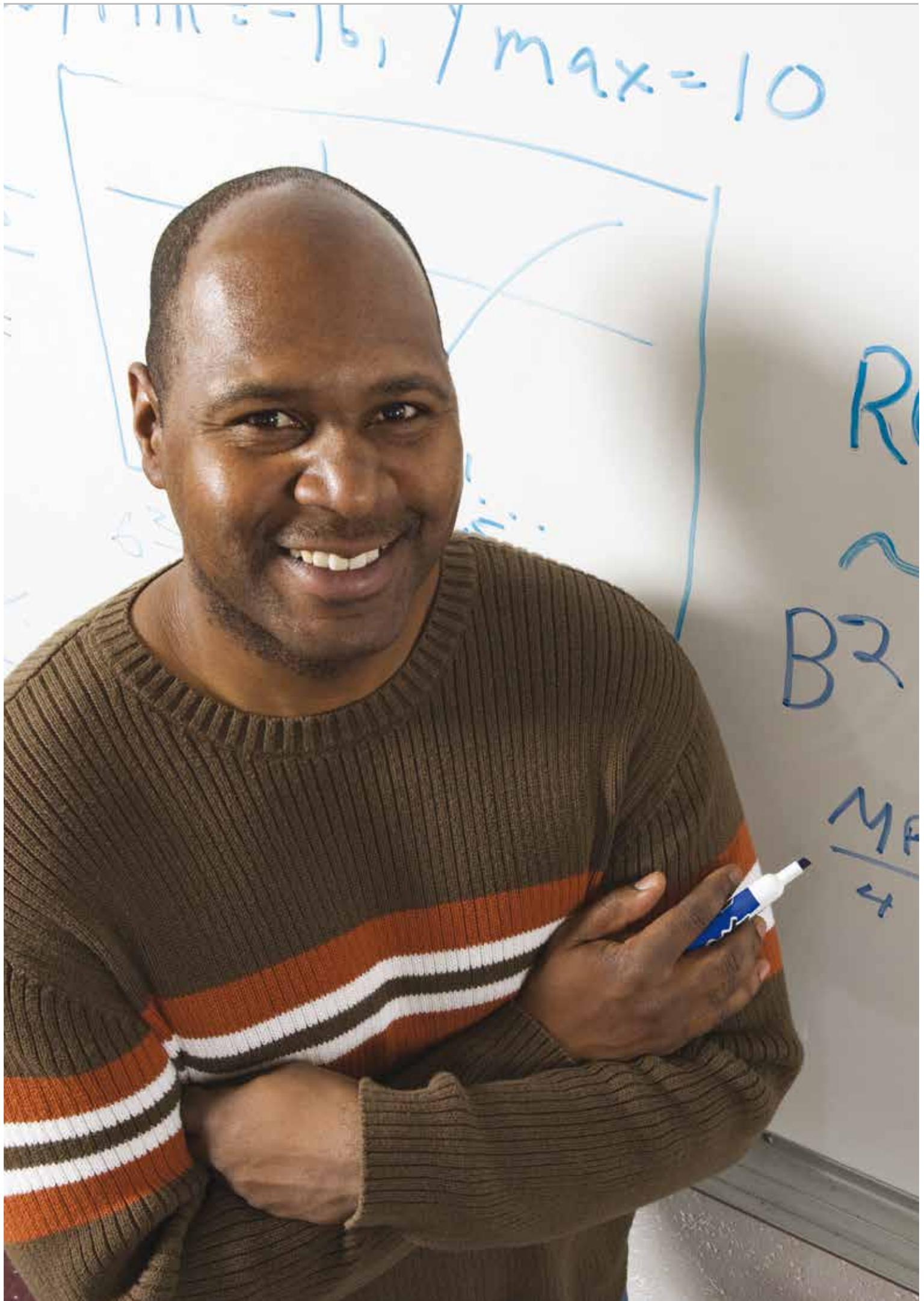
Clearly the incentive in this case is that only those prisoners who perform well and utilise training opportunities would benefit.

The task of our Careers Department would be to act as an ambassador for the prison, a mentor for the prisoner, supporter and information provider to prison service staff, and "friend" of local industry, charities and public service providers.

The Careers Department would be closely linked to external agencies and together they would assist with employment placement upon release.

These prospective employees would have demonstrated their individual competence to the employer by securing a recommendation from the Careers Department.

At Norwich a process is being developed on the Pathways to Employment, working with local employers, crimes commissioner and police etc. Prisoners will voluntary enrol on the course that will consist of 10 areas such as time management, health and safety, working in a team, etc. On successful completion this will guarantee that prisoner an interview with the companies that have signed up to the rehabilitation of offenders and the programme. They will also gain a certificate with all those companies' logos that have signed up to it.



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Safe, decent and secure – the PCS vision

Our vision of a prison would be one that is safe, decent and secure, from everybody's viewpoint, offender, staff and the general public. It should be a place of genuine reform where people are treated in such a way as to generate mutual respect and genuine rehabilitation, which can reduce the cost for society as a whole. A prison should:

- Have the avoidance of recidivism at the top of an agenda which is not diluted by the need for prison 'industries' to make a 'profit' in the commercial sense.
- Cater for rehabilitation but also maintain useful activity, to which the prisoner can contribute, developing self-esteem and confidence.
- Provide an opportunity for prisoners to gain skills, knowledge, attitudes and habits which prepare them for release, helping to break a cycle of criminal and anti-social activity.
- Have publicly sector-run training workshops linked with outside employers who are willing to at least interview those successfully completing their courses for real jobs on release.
- Recognise that the needs of the prison service and importantly, the needs of the prisoner cannot be fully met by simply transposing the workings of the private sector on to workshops in the prison service. Private sector companies (such as American firm Wackenhut at Coldingley: <http://bit.ly/2DmrARK>)⁶ have tried and failed.
- Be equipped to meet an offender's needs wherever possible on entering the system.
- Be given significant funding from governments investing in rehabilitation in the expectation of a return through reduction in recidivism in the future and the creation of society that has reduced

crime rates and feels safer, (something that may not be easily quantifiable in monetary terms!)

- Still have a part to play alongside other stakeholders, on the day of the offender's release and for a period of time after release.
- Develop Lord Justice Woolf's recommendations on community prisons and provide services for their local community and local charities. This already happens to a certain extent, but in an unstructured and haphazard way.
- Implement the recommendations in the Prison Reform bill and the Dame Sally Coates report.
- Commit to Lord Farmer's recommendations on maintaining links with family or significant others.

Whilst our primary concern is prison industries we accept that workshops cannot be divorced from education, health and rehabilitative programmes.

In fact, to consider prison industries in isolation from the whole regime is doomed to failure, and isolating prisons from a wider approach involving other prison establishments, probation, social services and local government would also be a mistake. They all have a part to play.

Prison reform and governor empowerment can be built upon by ensuring that prisons never become warehouses for human beings, sources of cheap labour for unscrupulous employers or institutions that offer no hope.

Prisons should recognise that workshops are an integral part of the rehabilitation process, and should not used to supplement government funding

The 'profitability' of prisons would be seen in terms of the investment made in prison workshops, education and reform programmes leading to a reduction in the future costs of reoffending.

Our prison would:

- Routinely invest in its staff and would give workshop instructors more say and involvement in the planning and implementation of its agenda.
- Employ a sufficient number of fully qualified well-paid staff who feel safe to play their part in a rehabilitation agenda.
- Introduce an IEP system that rewards more than it punishes.
- Make better use of Release on Temporary Licence (ROTL) so that prisoners could continue with, or experience for the first time, proper employment.

We believe that the focus for the majority of prisoners should be on attaining 'generic' skills, such as accredited National Vocational Qualifications, realistically preparing them for the future. More ambitious retraining and re-skilling programmes would only be undertaken by those on longer sentences.

Our vision is based on the good practice that is already on-going in some establishments, it also encompasses the best ideas from other countries which have lower reoffending rates and smaller prison populations.

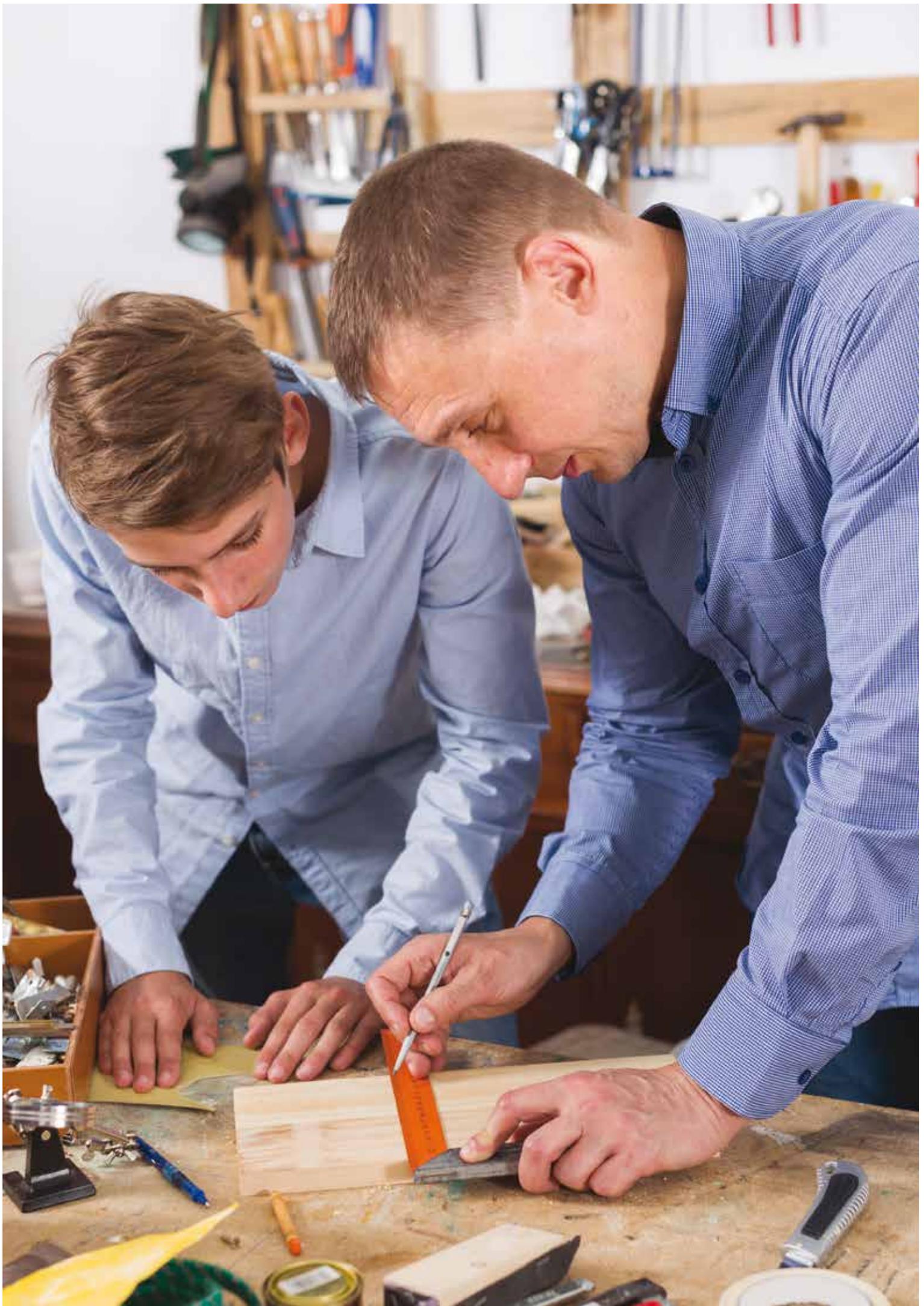
In every justice system there has to be an element of punishment but to demean a human being is not to mend them but to further bend them.

RECOMMENDATION:

Improve partnership links with the National Careers Service and DWP. Develop the idea of the public sector having the Prison Service as its preferred supplier.

RECOMMENDATION:

Consider Prison Service involvement in future national government schemes.



Another approach – what do others do?

Norway

A study⁷ was undertaken using data from all decisions in court from 2005 to 2009.

- Scientists in the project followed 22,000 prisoners, who were all convicted of criminal activity in Norway during the period. On average offenders served six months in jail.
- The researchers divided the convicts into two groups, those who had a job when they were sentenced, and those who did not. The researchers connected these data sets to Lovdata and could thus see how each judge sentenced differently for the same offense.
- They then measured the effect of the prison sentence and whether it was conditional or unconditional, and saw how this influenced future criminal behaviour and attachment to the labour market.
- By comparing offenders who had committed the same type of crime, but who were sentenced to penalties of different types, it is possible to isolate the effect of prison.
- The number of inmates in prisons in Western countries has risen sharply over the last 30 years. In the US, the number has increased from 220 per 100,000 in 1980 to 700 per 100,000 in 2012. In Western Europe, the number of inmates increased from 62 per 100,000 in 1980 to 112 in 2010.

Work is the key

The effect of imprisonment on a criminal path is not well known. In Western countries there are major differences in the incarceration systems. In Scandinavian countries such as Norway, the prison system focuses on rehabilitation and job training.

Katrine Løken, one of four researchers who produced the study was asked, if rehabilitation programmes in prison work, should more offenders be sent to jail?

Persistent offenders are eventually given two-year sentences and tailor-made rehabilitation programmes. Fewer than 10% then return to prison after their release

“Not necessarily. Work is the key to get out of a criminal pattern. We see that labour-programmes in prison give people opportunities, while those offenders that are not sentenced to prison, are more difficult to follow up,” says Løken, adding:

“A relevant question is whether we should aim for full package of job-training outside prison. But research shows that work training outside of prison is more difficult to enforce. It appears that a certain element of coercion is needed to get offenders on a new track.”

Professor Løken stresses that the research does not take a stand on the principle of imprisonment, but simply says something about how prison is perceived for the individual, and shows the effects of different sentencing.

Norwegian prison governor Karl Hillesland explained that Norway has a more liberal prison regime. Norwegian inmates are allowed, for example, to give media interviews and watch DVDs of their choice because the underlying principle is one of ‘normalisation’, meaning that life in

prison should replicate life on the outside as closely as possible to help ex-offenders reintegrate into society.

The Netherlands

The autonomy of the Dutch justice system has allowed the courts and prosecutors to resist political pressure to impose more frequent and longer jail sentences. This has been reinforced by a culture of scepticism towards incarceration that was fostered by the leading criminologists of the 1970s and 1980s such as Herman Thomas Bianchi. Bianchi, who taught at the VU University in Amsterdam, believed locking criminals away in prison was a ‘counter-productive waste of money’ and said the focus of justice should be reconciling the victim and the offender, rather than the state laying down the law. <http://bit.ly/2egSf9E>⁸

“In the Dutch service we look at the individual,” says Jan Roelof van der Spoel, deputy governor of Norgerhaven.

“If somebody has a drug problem we treat their addiction. If they are aggressive we provide anger management. If they have got money problems we give them debt counselling. So we try to remove whatever it was that caused the crime.

“The inmate himself or herself must be willing to change but our method has been very effective. Over the last 10 years, our work has improved more and more.”

Plenty of open space for example, exercise yards the size of four football pitches feature oak trees, picnic tables and volleyball nets.

Detainees are allowed to walk unaccompanied to the library, to the clinic or to the canteen and this autonomy help them to adapt to normal life after their sentence. Skype rooms for video contact with their families are available in some establishments.

Persistent offenders are eventually given two-year sentences and tailor-made rehabilitation programmes. Fewer than 10% then return to prison after their release.

New ways of working

Over the last 20 years PCS members working in Prison Industries as Instructional Officers and Offender Management Units have continued to work to provide an environment within which offenders have had the opportunity to obtain a work ethic and skills to enable them to become better citizens, whilst contributing to the prison regime.

This can be evidenced in the number of qualifications introduced and working partnerships with third parties.

PCS is of the opinion that all the good intentions and work of prison staff has been undermined by the government's austerity programme which has seen under-investment and cut-backs in staff, facilities and quality work in prison industries.

Despite this our members have continued to bring in work for offenders not just to keep them occupied but to impress on them at least a work ethic if not skills to assist them on release.

In 2014 PCS and HMPPS (NOMS) signed up to a 'new way of working' which has changed historical working practices to enable a more flexible workforce that can react quickly to changes in contracts.

PCS members are ready for new challenges which reflect our view on how to address offending in prison and recidivism.

Any future success must be predicated on the support and goodwill of staff. Staff

must have confidence in Ministers, the Director General and the Prisons Board.

We believe that staff have demonstrated that given a challenge they can rise to the occasion. Most of the success stories of prison industries can be traced back to enthusiastic and committed workers, supported by their local management and receiving encouragement together with resources from senior management.

Instructors need to be empowered as part of the rehabilitation team to apply these rewards and sanctions, be they financial or sentence progression. Instructors are a resource that is under-utilised, and unrecognised. The Instructor cohort is in direct contact with individual offenders on average 6 hours a day, more than the vast majority of prison staff. In this capacity they have a much greater opportunity to develop the types of relationships that allow them to evaluate the prisoners and make meaningful assessments. This needs to be further developed to enable these staff to make a greater contribution.

RECOMMENDATION:
Develop further the existing joint working groups between PCS and Business Development Group and Prison Service Prison Industries and national consultation with the PCS and other unions, involving Prison Service management and the Prisons Minister.

Most of the success stories of prison industries can be traced back to enthusiastic and committed workers, supported by their local management and receiving encouragement together with resources from senior management



Conclusion

PCS members are ready to take this vision forward in partnership with HMPPS

PCS believes that, aside from any moral duty, it makes good common sense to address rehabilitation in a major way. The difference in quality of life for individuals who 'reform' are difficult to measure on a balance sheet. However, when one considers the family where children receive good parenting as part of an intact family unit, or the innocent member of the public who is not a victim of crime, we should not be afraid to trumpet these aims.

If the agenda we have outlined is to be

realised, a crucial ingredient will be our membership's co-operation on such issues as working patterns, re-training and skills development. PCS has negotiated a package, commonly known as "The Instructors' new way of working", which provides benefits for all concerned. Instructors are ready to take this vision forward in partnership with HMPPS.

We hope that government will take account of the ideas and recommendations put forward in this document.

PCS PROPOSES THE FOLLOWING ACTIONS:

- The Prison Services (HMPPS) Policy Statement should be reviewed to include as its main aim that "Rehabilitation and the avoidance of recidivism is the focus of the agenda for the Prison Service".
- UK research should be commissioned on the impact of recidivism by purposeful prison regimes on a cohort of ex-offenders released into the community in 2011, and to follow the progress of a cohort of prisoners released in 2016 for a period of five years.
- There should be Improved engagement with charities on a national and local basis.
- Further development of Prison Service Prison Industries.
- The provision of training workshops should be returned to HMPPS so that training in prisons of different categories in different regions could be linked. This would enable the movement of re-categorised prisoners and seamlessly continue their training even when they are moved for security reasons.
- A review of the IEP system with a view to including the application of the 1996 Prisoners Earnings Act in the Prison Service on a consistent and agreed basis.
- Expansion of the existing role of communities engagement manager to include 'careers advice', or the introduction of such a role within Learning and Skills.
- Promoting of the personal development of prisoners (for example by the use of personal development diaries, pathway to employment passports).
- The improvement of partnership links with the National Careers Service and DWP
- The development of the idea of the public sector having the Prison Service as a preferred supplier.
- The joint consideration of Prison Service involvement in future national government schemes.
- Further development of the existing joint working groups between PCS and Business Development Group and Prison Service Prison Industries and national consultation with the PCS and other unions, involving Prison Service management and the prisons minister.

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...the thirteenth of these is the fact that the ...

...the fourteenth of these is the fact that the ...

...the fifteenth of these is the fact that the ...

...the sixteenth of these is the fact that the ...

...the seventeenth of these is the fact that the ...

...the eighteenth of these is the fact that the ...

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