

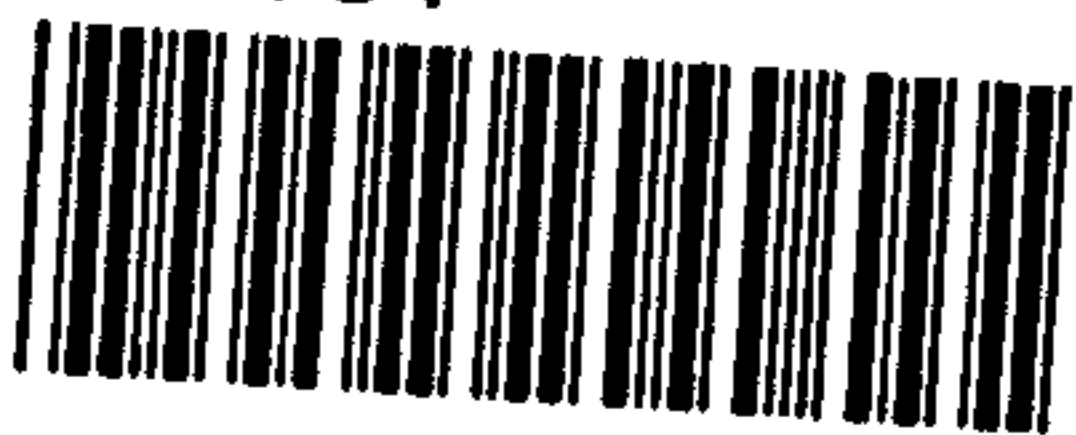
# PSJ

No. 55 New Series

prison.  
service  
journal







# PSJ

## prison service journal

No 55 New Series July 1984

*Editorial Office:*  
HM Prison, Leyhill, Wotton-under-Edge, Glos. GL12 8HL

*Reviews Office:*  
Prison Service College, Love Lane, Wakefield, W.Yorks. WF2 9AQ

## Editorial Board

Richard Tilt (Editor) P6 Division, Prison Dept H.Q.	COLIN PARKIN HMYOC Glen Parva
RICK EVANS Midland Regional Office, Birmingham	TED BLOOR HM Prison Durham
PETER QUINN Prison Service College, Wakefield	<i>Reviews Editor</i> MARTIN MOGG Prison Service College, Wakefield
JACK REYNOLDS HMP Preston	<i>Co-opted Member</i> HOWARD SYER Home Office Design and Illustration Branch

## Contents

	Page
Comment	1
Probation—The Outside Connection <i>Monica O'Connor</i>	2
Shared Social Work in a Local Prison—a Matter of Trust <i>Roger Shaw</i>	4
Economic Efficiency and Responsibility <i>Clem Norman</i>	8
Therapeutic Community Work <i>Dr J Mackenzie</i>	11
Serious Drug Misusers in the Swedish Prison and Probation System <i>Laila Edholm and Norman Bishop</i>	14
PrisonService Training and Continuing Education <i>Norman Jepson and Derek Williamson</i>	17
Slop out	20

*The editorial board wishes to make it clear that the views expressed by contributors are their own and do not reflect the official views or policies of the Prison Department.*

# Comment

---

If only I could write this piece when I know the recommendations and possible outcome of a whole variety of reports and initiatives. Perhaps more than ever in recent years the service is poised to change direction on a number of fronts — or will it simply note the findings and commence a long and potentially barren attempt to reach a suitable compromise with all the vested interests and in so doing steer itself towards the inevitable lowest common denominator that lies at the end of that particular path.

I refer, of course, to all the results of reviews that we can look to this year. On the personnel front we expect the publication of the Management Structure Review shortly (I write at the beginning of April) which has clearly set out to address itself to the problems arising from the cross-over of work and responsibilities in some of the middle grades; feelings run high here and it is difficult to see a solution that could be acceptable to all concerned but a solution and way forward is vitally important and long overdue. Also on the personnel front there are the continuing negotiations on the new attendance system for prison officers. These negotiations have been running since the industrial dispute of 1980/81 and whilst they show all the signs of continuing to run there are signs that both sides expect a conclusion one way or the other during 1984. Not before time for uncertainties in the all-important area of conditions of service and hours of attendance make it difficult to move forward in policy development generally. Then there is the separate but not unrelated personnel matter surrounding the review of the Code of Discipline for prison officers. This is now in draft form after consideration for the last two or three years but the early response from staff is not encouraging and suggests that there is a good deal more discussion required. The backcloth to all of this remains the availability of resources and although the Prison Department has had relatively generous treatment in relation to other public services the provision of such resources has clearly been linked to our ability to make best use of them. The days of

unlimited and elastic use of staff have come to an end replaced by a financial realism that demands that regimes should be matched, and by implication, tailored, to the resources that have been made available centrally.

So much for the major issues on the personnel front; in much the same way far-reaching enquiries are under way on the operational front. Firstly the Control Review Committee which is expected to report shortly; on that presumably the future of the dispersal system depends. Will the recommendations lead to a solution that enables the most difficult end of the service to be dealt with in a way that less distorts the running of the rest and majority part of the service? Alongside but working to a longer time-scale is the Departmental review of discipline — or, in effect, the adjudication system which has come under such scrutiny and pressure in the last twelve months. Here again a vital matter for all who work in institutions since the question of control is central to the good order of an institution and the system established for regulating breaches of control and order needs to command the respect of all parties to it. The trend towards a greater legal involvement is unlikely to be reversed, much as many in the service would like it to be and the service needs instead to use this challenge as a stimulus for much higher professional standards in this crucial area.

We shall see also over the next six months the real effects of the reduction in the qualifying period for parole and shall be able to judge whether the anticipated reduction in the prison population of about 2,000 is realised as a result.

Finally work continues on the feasibility of intermittent custody as another way of reducing the population by weekend and day imprisonment.

To go back to the beginning then the initiatives and reviews are real and must bear fruit shortly. What many in the service long for is action on these fronts to resolve the many uncertainties: hope springs eternal but almost certainly needs to in a service faced with so many apparently intractable problems.



# PROBATION

## *The Outside Connection*

Monica O'Connor

Monica O'Connor obtained her Masters degree and Certificate of Qualification in Social Work at the University of Surrey. Since 1978 she has been employed by the Leicestershire Probation Service, and began her secondment at Glen Parva Young Offenders Centre in July 1982.

**This article seeks to review the experience of one prison probation department since the advent of Youth Custody. Its genesis and development are probably unique, given the nature of the institution, but its purpose and task are sufficiently similar to those of other probation departments for mutual learning to take place.**

### **Introducing Glen Parva**

Glen Parva Young Offender Centre embraces an ex-borstal, an ex-Y.P. prison, a remand centre and a hospital which provides psychiatric support to the establishment, all within one perimeter fence. There are eight youth custody training units (each holding 60 trainees) and two remand units (each having 60-plus places), the whole population being in the age-range 15-21 years. May 1983, and the introduction of Youth Custody, saw the marrying of two very different entities (a borstal and a Y.P. prison). The implications of this were far-reaching and affected Glen Parva at every level, from the structure of governors, through the tasks of un-informed staff, to the trainees regime.

### **Youth Custody and Probation**

Probation is the newest specialism in Glen Parva, the department having been established in 1981 to serve the newly-opened YP prison and remand centre. The task then facing the senior probation officer and three main-grade probation officers was to supply

a fairly traditional "welfare" service. This was characterised by a high level of face-to-face contact between probation officer and inmate in the assessment and solution of problems, discharge arrangements, etc. The probation department kept its own separate records and liaised directly with home supervising officers. All in all, the welfare task was firmly the domain of the probation officer.

Since May 1983 the least change has taken place in the sphere of remands. All new-comers continue to be seen individually by a probation officer who undertakes to send the necessary information to families and supervising officers, provide a crisis-intervention service, and answer applications. A shared record is, however, kept on the unit to aid communication between staff, and this appears to be a highly successful innovation.

Far more radical changes were to take place on the training units, where the group personal officer was designated the first point of contact for any problems of a welfare nature. Under

Youth Custody the probation role was envisaged as a back-up to the group officer, providing advice and information, and in implementing this the the department had to face very different problems on ex-borstal units from ex-YP units. In both cases the experience has been of team work.

### **From Borstal Training to Youth Custody**

Glen Parva Borstal was opened in 1973, its ethos being strongly in favour of group personal officer involvement in the trainee's sentence planning and discharge arrangements. The institution prided itself on a high level of commitment in this sphere, and in that of community involvement by way of community service placements, for example.

The introduction of Youth Custody brought immediate and obvious differences to these units. In particular, a fixed discharge date removed the "carrot" which unit staff had formerly been able to use in seeking to effect changes in behaviour. There is now an increased possibility for trainees to mark time until their discharge date without having to achieve anything other than avoidance of reports for mis-behaviour. This, coupled with the fact that turnover is more rapid



(partly because time on remand now counts towards sentence), means that to some extent the wind has been taken out of the group personal officer's sails.

Another major difference was the introduction of a seconded probation officer as group officer back-up. Hitherto, the probation department had had no direct involvement on the borstal units, but under the new Youth Custody regulations he or she was expected to provide a "consultation and training advising resource to the prison staff in carrying out tasks which are relevant to throughcare", as well as facilitating liaison between the institution and supervising services and, in some cases, to provide a direct social work resource. The introduction of a probation officer onto the scene was, in the event, probably a greater problem for the probation officer concerned than for the group officer. After all, human experience has amply demonstrated the validity of the principle: "If you ignore it it will go away". The onus was certainly on the probation department to devise ways of contributing to the group officer's task which were at once relevant and useful, and which took account of the wealth of experience gained individually and collectively over the years. In this the probation department did, thankfully, receive the full backing of governors and unit PO's.

An essential element of the probation officer's new role has been to assess the level of knowledge about outside resources. The seconded probation officer is particularly conscious of the fact that changes take place, in DHSS regulations, Housing Benefits, etc., without our necessarily being aware of them. And our contribution to trainees' readiness for discharge depends on reliability of information. A system has thus been devised whereby an information file is kept on each unit for group officers to refer to, and this is up-dated at regular intervals.

Overall, probation in-input takes place along two dimensions, the formal and the less formal. Included in the former are talks given on training courses which are held regularly, organising week-long prison officer placements in probation field teams, and time spent by newly-appointed group officers in the prison probation department. The less formal approach includes time spent on the unit by the probation officer, when he or she dis-

cusses particular cases with the group officer. Although new receptions are not seen individually by the unit probation officer, the Social Enquiry Report is in all cases perused, and at the assessment stage recommendations are made regarding possible areas of training and particular problems highlighted. In all this the probation officer is undertaking the role of "interpreter" of the community situation to the institution.

### **From YP Prison to Youth Custody**

The situation facing the former YP units was, in some respects, quite the reverse of that facing the ex-borstal units. The change to Youth Custody introduced an entirely new role for unit staff as they were expected to adopt the group personal officer system. In addition, probation in-input had to be radically altered if only because the resource had now to be spread more thinly. (Instead of one probation officer to one unit, the ratio was now one to three units).

From the probation point of view, the in-input required on these units was probably more straight-forward. The main task was to encourage and guide group personal officers in the welfare task which had formally been performed by the probation officers themselves. From the group officer's side, this added an interesting dimension to the job albeit with the onerous task of report-writing to come to terms with.

After an initial series of talks, given in conjunction with the Governor and with other specialists, the probation role on the ex-YP units has developed in much the same way as that outlined above for the ex-borstal units.

A similar role was devised in the hospital, whereby the probation officer facilitates the links with families and home supervising services. This part of the institution has its own individual characteristics and will, hopefully, form an article in its own right at some point in the future.

### **The Outside Connection**

A probation officer who is seconded to a prison establishment is probably best described as one who has a foot in both camps. And it is important that this should remain the case, since therein lies his or her usefulness to the institution and, above all, to the trainee.

This role has been taken seriously by the probation department at Glen

Parva, and in addition to providing information to the institution on outside resources, the department has tried to keep up the flow of communication to the home supervising services. For instance, a number of probation areas have now adopted the idea of having a designated liaison probation officer with Glen Parva. This liaison officer visits the institution at regular intervals, seeing all the trainees from that area, and is able to communicate back to individual supervising officers and families.

Temporary release schemes, prior to discharge, are favoured by the institution as a way of preparing trainees for release. Here, too, outside agencies require encouragement and positive feed-back in order to initiate more schemes. It is hoped, also, that ways may soon be found of involving home supervising services in the regular pre-release courses.

All in all, there is still much scope for involvement on the part of outside agencies, and some have been regrettably slow in seizing the possibilities which exist for shared working with prison staff.

### **Where to now ?**

The outline presented above demonstrates that Glen Parva presents an interesting variation on the theme of shared working in prisons. This has been tried, more or less successfully, in a number of institutions, so the concept is not new. In most cases, however, the "flow" has been from the probation department to prison staff who begin to share the welfare tasks. At Glen Parva the flow has been in both directions because of the history of the institution, and the experience has been a challenging one.

One of the lessons to be learnt from all this is that "preciousness" of one's domain is unproductive; team-work can be productive. And what of the future? Now that the scene is set the probation officer, far from having done himself out of a job, must look to widening horizons and increasing motivation in both camps.

The age-group served by Glen Parva is particularly vulnerable — in terms of relationships, poor accommodation resources, at risk of re-offending, and so on. To date, efforts to make in-roads into these problems have been singularly unsuccessful, on the part of both prison and supervising services. There's just a chance that both services working together may have a little more impact.



# Shared social work in a local prison — a matter of trust

Roger Shaw

Because of difficulties experienced over time in keeping workshops open both because of staff shortages and work shortages a decision was made in 1981 to change the regime at HMP Leicester in a planned way such that the maximum use could be made of available resources to provide both occupation and recreation for as many prisoners as possible. This article describes the effect of that decision in one area — the Probation Department.

HMP Leicester is a local prison enclosing within it a Special Security Wing. The prison is situated less than a mile from the centre of the city and takes male prisoners from courts in Leicestershire, Derbyshire and part of Staffordshire. It was built to accommodate 200 but quite frequently operates at double this figure. The average daily population in 1982 was 386. During the period when "shared working" was being developed, Leicester was one of the most overcrowded prisons in England and Wales. Sometimes it headed the list and on those occasions it accommodated well over 400 prisoners which inevitably led to cell sharing for almost everyone. The entire prison site is 3.9 acres so that space is at a premium with markedly inadequate facilities for interviewing, group work, family work and other forms of intervention considered necessary in order to reduce as far as possible, the harmful effects and unintended consequences of imprisonment on the man and his family.

The majority of receptions fall into one of three categories — re-

mands, convicted criminals and fine defaulters (the latter two groups also including YPs). The "through-put" of the prison, as measured by the number of inmates released or transferred to other establishments thus making room for new receptions, amounts to roughly three quarters of the entire population every month. The effect of this is to introduce into the prison every four weeks, between two hundred and three hundred new men.

The prison probation team consists of a senior and three probation officers. It has three part time typists who function as secretaries, in which role they are vital to the efficient working of the team. Until the end of 1982 the

department also included on its strength a local Probation Committee funded ancillary worker. This extra staff member helped the small probation team cope with the relatively large inmate through-put. He dealt with those matters which did not require professional involvement.

Historically the role of probation in the prison had been one of first-aid welfare provision. Intervention had been mostly reactive with little or no opportunity to initiate work with inmates, many of whom were not seen again after their initial reception interview because of insufficient time. Those men who applied to see a prison probation officer were seen but the pressure to move on to others who had also made application meant that interviews usually took place under severe time constraints; a most unsatisfactory situation when dealing with people's personal lives and those of their families.

In 1981 the prison probation team



Roger Shaw trained as a probation officer in 1970 after working in commerce, industry and mining. He worked in Essex for five years as probation officer and more recently as senior probation officer in Leicestershire including two and a half years in Leicester Prison. He is Chairman of Leicester Prison Visit Centre Trust and is currently Teaching and Research Fellow at the Cambridge Institute of Criminology.



took the decision to radically alter its direction and emphasis. This decision was separate to, but almost coincided with, the governors decision to introduce major changes within the spirit of the "Accountable Regime" concept.<sup>1</sup> These changes, referred to in this paper as the "New Regime", depended for some of their development on the provision of facilities by the probation and education departments. Accordingly, the Education Officer and Senior Probation Officer worked together to produce a plan in support of the "New Regime", whilst at the same time developing the work and role of their own departments. The plan for the regime received much support from the Regional Director and was eventually approved by the Home Office Prison Department. However, within the prison there were very mixed feelings towards these changes which included shift work by inmates, more association, improved visiting facilities, more education classes and group-work. The specialist staff such as probation and education supported the concept but prison staff were split. There was a very real desire on the part of some officers to involve themselves in prisoners welfare matters but initially they were in the minority — at least those prepared to be outspoken on the issue were. Nevertheless, over a period of about a year, meetings were held in the prison explaining the idea and constant attention was paid to its development at Middle Management and Heads of Departments Meetings. Greater acceptance of it was gained but a minority of uniformed staff remained hostile to the "New Regime" and openly antagonistic to everything associated with it.

The "New Regime" became subject to Prison Department "slippage" and wranglings over staffing levels, cash and essential tasks to name but a few. However, during this period the probation team was able to steadily develop its own aims. Briefly stated these amounted to pruning the routine timewasting tasks which the department had historically performed so as to make space for more vital work, involving prison officers in social work and engaging with the families of the ever increasing number of short term men. Many of these short term men are not currently involved with the probation service and are low on the priority of busy field probation officers who have other

cases of greater importance or statutory responsibility. These aims, though relatively simple, were not so easy to put into operation because of the resistance to change in a prison.<sup>2</sup> To this must be added the number of escorts, the high through-put inherent in a local prison and the amplified sense of security in the prison generally because of the presence of the Special Security Wing. However, slowly, painfully slowly to the probation officers working in the prison, but with the co-operation of the governor and some of the uniformed staff who supported what the probation department was attempting to do, changes were achieved which freed the probation team for a more professional role than had hitherto been possible and in so doing laid the foundations for "shared working".

Two developments were particularly important in freeing the probation team from time consuming tasks. The first of these was the abandonment of the principle that every new man received into the prison should be seen alone. This decision was not taken lightly since it was generally agreed that all new men should have the right to a private interview with a probation officer. However, it had become obvious to the SPO and his team that it was not possible to do it properly due to pressure of numbers and the time spent simply finding men; it is surprising how difficult it can be to find a man in a local prison! Inevitably interviews were rushed in order to allow time to see other men on the reception list. Therefore, instead of the reception interview, a new system was developed whereby the SPO joined the governor on the Reception Board every day. This enabled the SPO to see the man briefly, explain the presence of the probation department in the prison, make an appointment for the man to see a probation officer later in the day if necessary and look at the prison documents on each man. There were also occasions when it was useful for SPO and governor to discuss a matter with the man or talk privately after he had left. This whole process was usually completed within an hour, whereas prior to the Reception Board, prison probation officers not infrequently spent their entire morning finding and interviewing new receptions.<sup>3</sup>

The second important development was an arrangement whereby men who had made application to see a prison probation officer went to a de-

signated place in the prison at an appointed time. All the available probation officers would be there. The majority of matters were things which could be dealt with rapidly but when a man needed longer an appointment was made for a private interview later. This arrangement, like that pertaining to receptions, meant that prison probation officers no longer had to spend time going from one part of the prison to another simply locating men and then having to talk with in public, noisy and otherwise unsuitable situations such as landings and workshops. The negotiation of these changes freed prison probation officers for other developments. Had space not been made in this way, the development of "shared social work", on a solid foundation, could not have taken place since the prison probation officers would not have had the time for the necessary thought, discussion and planning essential for its fulfilment. The time made available also allowed probation officers to be more available to prison staff, to discuss roles, agree and disagree, talk about respective jobs and services, to generally understand one another better and start to develop trust and respect.

The next major step was the establishment of a training course for prison officers interested in social work. This course was designed by the SPO and after some discussion agreed with the governor. It was also discussed with representatives of the POA. It had as its principle that if prison staff were to work with probation officers and undertake social work of any meaning, they had to have some training OUTSIDE the prison in order to experience and understand the work and philosophy of agencies with whom they would be dealing. In other words to "think beyond the walls". This point was central to all that the probation team was attempting to do and cannot be made too strongly. The pressure on prison staff, from the most recent recruit upwards to the governor, is to control things in the prison: Prison staff get no thanks when a released man goes straight, no criticism if he reoffends but they are pilloried by press and public when things go wrong within the prison itself — Blake! Hughes! Tuite! Prosser! The Maze! No wonder that only lip service is paid to Prison Rule One! Given this pressure on prison staff it is perhaps understandable that matters beyond the walls, such as



family needs, take a low priority in relation to prison discipline and administration. It highlights the need for an outside, community oriented agency — the local probation service — to have staff seconded to and active within prisons.

Staff of prison officer rank were invited to apply for the course.<sup>4</sup> One prison officer attended every two weeks, that being the maximum which the probation team considered it could manage effectively. The Chief Officer and the Training Officer selected the order of attendance. The SPO was not, and did not wish to be, involved in the selection at any stage, except to urge prison staff to apply and to talk to them about the course and what it entailed. The only insistence of the SPO was that all the prison officers on the course were volunteers and not pressed men. The Governor, Chief Officer and Training Officer were of similar mind and so no disagreements ensued over this issue.

Initially only six men applied and they were subjected to a considerable amount of ridicule and criticism, some of it in a good natured way and some less so. However they survived both the ridicule and the course and in talking about their experiences to their colleagues, were instrumental in encouraging others to apply. In the early stages it was mostly the older and/or more experienced officer who applied; perhaps because these men were more confident of their position vis a vis their colleagues than were younger or less experienced staff. Whilst on the course, prison staff were free to go anywhere in the prison probation department and look at records and other documents. As a result mutual trust was developed. Not only did prison staff appreciate this expression of confidence in them but the prison probation officers learned that this access to sensitive information was never abused. So it continued, every two weeks another prison officer gaining an insight into probation and seeing a different side of the system. Almost all the officers who undertook the course — and are still undertaking it two years later — described it as valuable, interesting and eye opening. The attitude of prison staff generally to the probation department and its members steadily improved as myths were dispelled and increasing numbers of staff either experienced the course for themselves or heard about it from colleagues they trusted and whose opin-

ions they respected.

A number of organisations and individuals outside the prison assisted with training; probation officers in the field and in specialisms such as day centre, community service and divorce, domestic and Family Court units. Prison officers attended meetings with magistrates and any special events which happened to be on and were appropriate. These included police training sessions with probation input, divorce experience courses and sex offender seminars with psychologists, social workers, health visitors, doctors and other disciplines. The officers also spent evenings in hostels and went out on home visits with probation officers. In the vast majority of instances the prison officer proved to be a good ambassador of his service. Magistrates in particular welcomed the opportunity to talk with a uniformed member of the Prison Service and in so doing gained some insight into the pressure on staff and the responsibilities and problems of the Service.

After a dozen or so staff had been trained the next step was for them to start work. Initially it was only possible to involve them with inmates on a very limited basis because of staffing shortages and "regulations". Eventually, however, under the auspices of the "New Regime", they started to undertake what was termed "assist unit applications" for about an hour a day on a rota basis, one man at a time. In due course and after much discussion both formal, through middle management and heads of departments meetings, and through less formal channels, "Assist Unit Applications" was put on the essential task list. It was still a shared duty with "exercise" but it permitted the officer concerned to work with inmates in a social work role for the bulk of the day and marked a significant step forward in the recognition of social work as a responsibility of prison staff. The inclusion of this new job on the task list was only possible because the "New Regime" enabled the governor to re-deploy officers. He would not have obtained permission for additional tasks. The Prison Department is not prepared to allow staff additional hours for social work in its establishments and simply states that the absence of extra staff hours "should not be assumed to be an absolute barrier to progress". (Annex to addendum 1 to CI 1/77, 1980). — Perhaps some indication of the priority at-

tached to social work by the department!

Some officers who had volunteered for the course had done so in the belief that they were working to oust probation from the prison. However as they discovered what the job was really about, they mostly changed their minds and came to the conclusion that there was a role for both services within the prison if the job was to be done properly.<sup>5</sup> Prison staff recognised that they did not have the necessary training or experience to tackle some aspects of social work — counselling and advice associated with adoption, divorce and separation, child abuse, specialist outside treatment facilities, family therapy and other matters. However, it soon became apparent that a considerable number of prison staff were capable of taking on some quite demanding work.<sup>6</sup> The experience of many staff, prior to joining the Service, fits them well for certain types of social work but before the development of shared working it had not been used; as a local newspaper in Leicester headlined it when reporting on the scheme "A Wealth of Experience is Being Wasted". Leicester Mercury (1982)

As more staff were trained the frequency with which they undertook applications became less and this caused some disgruntlement. However the probation department's aim was to raise the level of awareness of social work need throughout the prison and not let it rest with a selected few — however strong their motivation. The effect of this was to encourage prison staff to follow through cases in which they were involved and to concern themselves with inmates affairs and follow them up elsewhere in the prison and not just when they were detailed for "applications".

The procedure by which the prison officer undertaking "applications" now acquires his work is as follows. Staff are detailed for a whole week wherever possible because of the desirability of continuity. The officer on the task list collects the forms on which prisoners have made "welfare applications". He does this early in the morning and brings them to the probation department where he reads them, peruses necessary records and discusses any that he wishes to with a prison probation officer. A prison probation officer is designated consultant to the prison officer by the SPO and this is given a high priority.



The prison officer sees those inmates who have made application at a point on the "centre" where a room has been made available for the purpose. A number of inmates on special locations such as kitchen, hospital, segregation unit, YP and remand wings, cannot be expected to be at the "centre" and are therefore seen during the day on their location. Having made the initial contact with the inmate the officer returns to the probation department to discuss any necessary matters with the prison probation officer, make telephone calls to the inmates family or outside probation officer and attend to whatever else needs to be done. It has been found that the majority of prisoners applications can be dealt with very satisfactorily in this manner. Never-the-less there are some that require the assistance of a prison probation officer or which the prison probation officer needs to undertake entirely, as described previously in this paper. This was understood by all concerned at the outset of the scheme and no problems of role or demarcation disputes developed. The prison probation department's belief was that prison staff should feel free to push out the boundary and become involved in whatever they felt safe with or believed appropriate. At the same time they were also free to pass to a prison probation officer anything they felt unsure of. Obviously this meant that there would be considerable differences in the style of work of different officers and that some would undertake more involved work than others. This was not thought to be of any importance and indeed no difficulties have arisen. In a prison so used to being governed by regulations and instructions, there are those who might find it surprising that such a loose arrangement could work. The pleasing thing was that it did and this again is put down to the degree of trust which was built up between the two services.

A considerable amount of work comes from sources other than the inmate, for instance, his family, the outside probation officer and social services. Where appropriate, some of this too is passed to the prison officer. Prison probation officers engaged in specific or long term work with a particular inmate take everything which emanates from him. However, to prevent any possibility of inmates undermining the scheme, all applicants are first seen by the prison officer responsible for "applications" that day. Any

inmate who wishes to discuss his business only with a probation officer is then passed to the prison probation team. A minority of inmates resent having to see a prison officer in the first instance, another minority prefer to see one rather than a probation officer but the vast majority have gone along with the scheme and the feedback from them suggests that in the main their matters are attended to properly and professionally. It could be argued that since the initial screening of the inmates application is undertaken by a prison officer who is not a trained probation officer or social worker, there is a strong possibility that some problems will be missed, especially where the real problem is not the one that the prisoner presents or where the inmate is not forthcoming or is shy to ask to see a probation officer. This may well occur but no way of establishing its degree was developed.<sup>7</sup> However, the majority of inmates had such poor attention before due to the sheer impossibility of the small probation team being able to meet the need, that whatever the weaknesses the new scheme may have, it must surely provide a better service to the inmate population as a whole. It has also had a beneficial effect on the atmosphere in the prison. Prison probation officers are now able to spend far more time on extended interviews with men requiring them, for instance those in the segregation unit who otherwise have little attention and no preparation for release, in spite of the fact that they include men soon to be discharged, some of whom may constitute a threat to children. Time has also been spent on developing a volunteer based scheme to assist the families of prisoners, especially those of short term men with whom the outside probation service may have no contact or have to treat as a low priority in view of other responsibilities. This was an important and major development. A description of the scheme will be described elsewhere in "Children of Imprisoned Fathers", by Shaw. See also item about Leicester Prison Visits Centre home visiting scheme and community involvement with prisons elsewhere, as described by Winfield and Riddick (1983).

Prison staff have attended probation service study days on relevant subjects and have assisted in the training of some of the prison probation team's volunteer workers.

The shared social work scheme in

HMP Leicester has now been in operation for more than two years.<sup>8</sup> There were many arguments, battles and struggles at the outset — mostly about small things but exacerbated by the institutional processes and pressures. There would be no point in detailing them here or even giving examples; anyone who has worked in or been confined in a total institution, will understand! Suffice it to record that these struggles did take place and that at times the barriers to progress seemed almost insurmountable, the risks almost unacceptable. Many staff had no sympathy for social work which they described as "wet" and a security risk. The emotional drain on the small probation team was considerable and should not be underestimated. That said, and with the early days of shared working now a long way behind, the exercise can now be judged as having been well worth while. It is undoubtably of value to the three major groups involved —

inmates, prison staff and probation staff. It suggests that shared social work is viable in a local prison, providing that the necessary trust can be established. However, it will not come about by itself, it will struggle without the active support of the governor and at least a proportion of the uniformed staff, and it will not happen at all without a strong commitment to it on the part of the senior prison probation officer and the whole of his team. The senior prison probation officer must also be allowed freedom of action by his senior management outside the prison, as happened in this instance. Major changes in the style of probation work cannot be properly orchestrated from without. Here again trust is vital. Probation management outside must trust the judgement of its team leader in the prison and the prison probation team must be able to rely on the demonstrated interest and support of its senior management in the clashes and disagreements which are inevitable in a situation of change and when two services with very different responsibilities and philosophies begin to test the ground between them. A solid foundation for effective shared working demands trust. Trust between the two services, trust between uniformed staff and their governors, trust between prison probation officers and their senior management. BUT MOST OF ALL trust between the individuals involved at grass roots

*continued on page 10*



# ECONOMIC EFFICIENCY AND RESPONSIBILITY

C. Norman

In a recent lecture to the Institute of Public Administration Shirley Williams described the Civil Service structure as "A beautifully designed and effective breaking mechanism". The problem, she found, related to the difficulty of initiating new policies against a background of the entrenched attitudes of the Civil Servants. Reluctance to alter existing work practices is not, however, connected only with the public sector but change does bring its difficulties as Professor Preston has clearly defined it "The problem is that we all gain by creativity, and creativity means changes, and we also have a vested interest in job security and stability which militates against changes".<sup>1</sup>

## The End of Expansion

The main factor which appears to be forcing an alteration in management approaches at present is the current economic climate. In times of economic expansion the need for the careful use of resources is not always apparent, but with the cuts in Government expenditure has come the development of financial management methods. The introduction of 'Cost Centre Managers' is an illustration of the way the concern is being formulated. It is possible to argue that new managerial emphasis on control of costs is neither new nor actually required because the problem emanates from the utilisation of personnel and other resources and not one of structural alterations. This is because there are those who hold expansionist attitudes associated with the belief that the Treasury is an unlimited repository of funds. While it is not intended to make sweeping generalisations about staff attitudes to this issue it is

possible to see examples of the way the problem is ignored and wastage goes uncriticised, furthering the belief that there is no financial crisis.

## False Security of Prisons

The Prison Department has, so far, remained fairly well-cushioned from significant cuts. The Prison Service News of October 1983 has a headline "Cash: The Going Gets Tough", the article states "In the push to save money, steps to conserve energy and reduce the costs of telecommunica-

tions are cited as important examples". Earlier in 1983, however, the Home Secretary announced an increased building programme thus, what is clear is that the need to conserve on comparatively small items as given in the Prison Service News does not bear any direct relationship to what appears to be large-scale expansion. There is a general feeling that somehow the Prison Department will be protected from such cuts. The facts of poor conditions in local prisons, the overcrowding, the stress on longer prison sentences and the continuing recruitment of staff all militate towards a belief that economic restrictions will not bite. The evidence for the alternative view is, regrettably, very strong.

A recent comment in 'The Times', 10 October 1983, pointed to the fact that it costs £16.5 billion a year to administer Whitehall "before a single statute is drafted, benefit paid or fri-



Clem Norman who describes himself as one who defected from prison teaching in 1979 is an Assistant governor at Stoke Heath YCC.



gate launched". The 'law and order' segment of the economy consumes about 4% of total public expenditure; the validity of this is going to be scrutinised and is already being examined by critical observers. For example, in his Noel Buxton lecture of November 1982, Morgan questioned the need for the massive increase in prison officers recruited since the war, "The 17,070 prison officers in post in 1981 represented a 607% increase on the number in service in 1947". He went on to point out that "we now spend some 15% of all Law and Order expenditure on our prisons, some £500 million per annum". This is not to imply that there are no arguments to justify such increases but it is important to note that significant questions will be asked about financial expenditure and use of resources.

### **Efficiency and Responsibility**

It will be a significant task to change attitudes towards decreases in expenditure and the functional costing systems are certain to produce, in time, the evidence upon which decisions about resource allocation can be made. However, as has been pointed out already, it is not just the structures which are important but the effectiveness of the personnel.

Financial expenditure has to be related to efficiency and responsibility. The foundations for new approaches to efficiency are already being laid following Lord Rayner's review of the Civil Service from 1979-1982 and the momentum is not likely to be lost with the appointment of his successor, Sir Robin Ibbs, an Executive Director of ICI. In terms of the Prison Department this issue was raised in the 1983 Management Review Consultative Document "that the purpose of good management in the Prison Service is to enable each establishment to plan effectively how to discharge its role, to use to maximum effect the resources available to it and to enable each member of staff to contribute efficiently to the fulfilment of the establishment's role". Efficiency and responsibility are closely related and, in addition, these are likely to coincide once the role of each establishment is clarified, (as is being done with the formulation of 'Accountable Regimes').

Responsibility is going to become an increasingly significant issue and, again, there is evidence to suggest that it is going to prove to be a complex and difficult problem to resolve,

particularly in times of economic recession.

When, in 1980, the Governor of Brixton took responsibility for the escape of a high security prisoner the decision was greeted with some surprise in the press, indeed the Sunday Times' comment the following week indicated that this set an interesting precedent for other Civil Service departments. Since then there have been other developments, one of which involved an independent enquiry into problems of staff management in the Property Services Agency. The report pointed to the fact that in the event of a junior member of staff being convicted of an offence related to his work he would probably be dismissed. The supervisor would, it was stated, only suffer an adverse report. The distinction was made between "failures of conduct" and "failures of performance". The first implied dishonesty, the second, negligence. The factual evidence revealed that 60 Agency staff had lost their jobs through involvement in frauds between 1976 and 1982 but none of the supervisors had been dismissed.

It is important not to draw close comparisons between the PSA and the Prison Service but the clarity of aims and the intention of instituting lines of accountability must raise the issue of responsibility for decision-making at every level in an establishment's organisation. Once lines are laid down then responsibility in relation to 'failures' or even 'successes' can be assessed. Unfortunately, aims have been notoriously elusive in terms of penal policy and they will have to be specified at local level more precisely if effectiveness is going to have any meaning.

### **Complexity of Issues**

The problem of efficiency in the Civil Service generally is not new and has been discussed at various times. Two major reports for example have been that of Northcote and Trevelyan in 1853 and Lord Fulton's report in 1968. It is not intended to review these but the Northcote/Trevelyan report is highly informative in its concern for the quality of recruitment of top grade candidates for the Service. "Those whose abilities do not warrant an expectation that they will succeed in the open professions, where they must encounter the competition of their contemporaries, and those whom indolence of temperament, or physical infirmities unfit for active exer-

tions are placed in the Civil Service, where they may obtain an honourable livelihood with little labour, and with no risk"; clearly some factors have changed and, it is to be hoped, the type of Civil Servant recruited has altered for the better!

What is significant is that the size and complexity of issues has grown over the last century, although Fulton stressed the need for efficiency in his 1968 report.

The 1983 Management Review in the Prison Department should provide evidence of a high degree of concern by all levels of staff about the future of the Prison Service; but the problem is centred on converting the responses into action.

Much can be gained from the recent "Sainsbury" review of the National Health Service by Roy Griffiths.<sup>2</sup> The team attempted to assess the purpose of the NHS and then outline the extent to which the aims were being met. They found that "Rarely are precise management objectives set; there is little measurement of health output; clinical evaluation of particular practices is by no means common and economic evaluation of these practices extremely rare".

Analysis is to some extent easier than creating the climate for change. In 1982 Klein analysed the NHS and<sup>3</sup> pointed to the difficulties involved in formulating proposals for an organisation with a high number of "occupational groups" within it. He differentiated 141 groups in its administrative hierarchy. There are no corresponding figures for the Prison Service but the complexity associated with the inclusion of different occupational groups is a factor which must be considered when formulating new policy. The growth of specialists makes managerial issues harder to resolve. In the NHS Griffiths and his team discovered "the process of consultation is so labyrinthine and the rights of veto so considerable, that the result in many cases is institutionalised stagnation".

It is important to learn from the experiences of other Government departments so that a constructive response can be attempted along with strategies for avoiding what might appear to be the normal approach to change; waiting until endogenous pressures force a reaction.

### **"The Breaking Mechanism"**

If there is a human "mechanism" which reacts to change it is unlikely to be uniformly restrictive but it is im-



portant to recognise that new policies relating to finance and responsibility will require a re-alignment of working relationships and attitudes. This is vital for the Prison Service where informal lines of communication are a highly significant part of the way in which institutions run effectively. A change to restrictions on finance will not, therefore, be easy to introduce. Much will depend on the interpretation placed on the meaning of efficiency. R. H. Tawney wrote, "To convert efficiency from an instrument into a primary object is to destroy efficiency itself".

The future is uncertain and it is too early to tell precisely how these concerns for financial efficiency and responsibility will evolve. The implications need to be considered in order to prepare for the adjustments which will have to be made; Klien has, however, made one point which must not be ignored, "To assess someone's performance is, potentially, threatening".

<sup>1</sup> Religion and the Persistence of Capitalism — R. H. Preston SCM 1979

<sup>2</sup> NHS Management Inquiry — DHSS 1983

<sup>3</sup> Performance Evaluation and the NHS — Rudolf Klein: Public Administration Vol. 60 No. 4 1982

## SHARED SOCIAL WORK IN A LOCAL PRISON *continued from page 7*

level — and that doesn't just happen either, it has to be worked at and the necessary respect and understanding developed.

<sup>1</sup>For a description of what is termed the Accountable Regimes approach see, for example, Prison Department Notice to Staff 12/1982

<sup>2</sup>See for example Goffman (1961), Mathiesen (1966), Priestley (1980), Shaw (1982).

<sup>3</sup>Recently this has been modified by the present SPO and new men are seen in a Reception Group and afterwards alone by a probation officer whilst they are still gathered together in the one place — obviously a further improvement.

<sup>4</sup>Described and designated as "an attachment" by the prison.

<sup>5</sup>For some of the arguments for and against probation presence in prisons, see, NAO Newsletter 204, 1982 which argues for a probation withdrawal and NASPO News 4, 1982 which makes the points in favour of remaining. See also Rabin, T (1982).

<sup>6</sup>As has already been observed by Dawes (1979).

<sup>7</sup>The effect of the "new regime" — including "shared social work" — is currently being studied and it is expected that a paper on the findings will be published in due course.

<sup>8</sup>For a survey of the literature on social work in prisons in England and Wales see Jepson (1983).

## REFERENCES

- Dawes J. (1979) *The Roles of Prison and Probation Officers in the Welfare of Clients in Prison*. Prison Service Journal April 1979.
- Goffman E. (1961) *Asylums*. New York Anchor Books
- Home Office (1980) Addendum to CI 1/77
- Jepson N. (1983) *Social Work in Prison — A Literature Survey*. University of Leeds Paper produced for workshop on role of probation service in adult establishments. Bournemouth 7-9 June 1983
- Leicester Mercury (1982) *A Wealth of Experience is Being Wasted*. 3 September 1982
- Mathison T. (1966) *The Sociology of Prisons*. British Journal of Sociology 17, 1966
- National Association of Probation Officers (1982) Newsletter 204, 1982
- National Association of Senior Probation Officers (1982) Professional Committee Paper NASPO NEWS 4, 1982
- Priestley P. (1980) *Community of Scapegoats*. Oxford Pergamon Press
- Prison Department (1982) Notice to Staff 12/1982
- Rabin T. (1982) *Should Probation Leave Prison*. Social Work Today 23 February 1982
- Shaw R. *Children of Imprisoned Fathers* (In the course of preparation)
- Shaw R. (1982) *The Myths Of Prison Overcrowding*. NASPO NEWS 3, 1982
- Winfield M. and Riddick, M. (1983) *Links or Chains? A Guide to Community Involvement with Prisons*. London Prison Reform Trust

## THE CIVIL SERVICE BENEVOLENT FUND

helps

those who have financial hardship due to sick leave at reduced pay, premature retirement on medical grounds, unforeseen domestic emergencies.

helps  
helps

widows, particularly those with children.

a Convalescent Centre at Bournemouth, Residential Homes for the elderly.

## can you help too?

by becoming a member

Application forms are held by Welfare Officers or write to  
National Publicity Officer,  
CBSF, Watermead House, Sutton Court Road,  
SUTTON, Surrey

## FELLOWSHIP VISITS 250,000

In 1982, Civil Service Retirement Fellowship visitors in 116 Branches and 750 Groups recorded a quarter of a million personal home visits to retired Civil Servants, their widows and widowers. The Fellowship's visiting service is the most successful service of its kind in the country, alleviating loneliness and providing companionship, advice and assistance to Fellowship beneficiaries.

Why not contact your local Branch or Group and find out how you can benefit not just from the enjoyment of visiting but the wide-ranging Fellowship social activities including talks, outings and holidays.

The Fellowship welcomes all retired Civil Servants, those retired from Fringe Bodies, their husbands and wives and those approaching retirement. Come and join in with this lively National Charity. The Fellowship looks forward to your support.

Further details on Branches, Groups and Membership from:

General Secretary,  
Civil Service Retirement Fellowship,  
1b, Deal's Gateway,  
Blackheath Road,  
London, SE10 8BW.  
Telephone: 01-691 7411/2



# Therapeutic Community Work

Dr J. Mackenzie

## FOREWORD

Glen Parva comprises a remand centre (two units of approximately 60 individuals each) and a 480 place Youth Custody Centre (divided into 8 separate 60 bed living units). It is psychiatrically supported, primarily serving the North and Midland Regions. To this end a large hospital operates within the confines of the Youth Custody Centre. Admissions to this hospital can come from other institutions or direct from the courts, but the majority tend to be the result of referrals from Glen Parva's own 8 living units. The vast majority are serving sentences of between 4 and 18 months, but on occasions those serving under 4 months or between 18 months and 3 years are accepted, almost always as transfers from other institutions. Individuals with sentences of over 3 years are not taken, but an exception is made for those sentenced under the Childrens and Young Persons Act.

This paper is about the special regime operating in Wards 3 and 4 within the hospital. It is about what we are trying to do and why. Within the total population of the establishment the number of offenders able to participate in this project is limited to fourteen.

There are many reasons for delinquency and as many individual problems as there are inmates. We cannot hope to deal with them all, or influence hereditary problems at one end of the scale right through to society's sickness at the other. We try to work in the middle to help a youngster understand and deal with the problems he has in respect of his inner feelings, his past, his present relationships and his adjustment (or otherwise) to the environment in which he will live.

## Choice

The regime is based on a number of beliefs. The first is that every individual should have the right to choose how he wishes to live and accept the

consequences of those choices. But a lad who gets drunk every night because he can't talk to people without the Dutch courage of alcohol needs the self confidence to be able to do without it. Then he has a *realistic*

choice of whether or not he goes on drinking and getting into trouble because of it. Similarly, if Joe thinks he is the cause of his parents marital problems, he may commit a crime to get himself locked up and out of their way. Family therapy can sometimes change such self destructive patterns and enable him to choose a different way of coping with the situation.

Because this part is about choices, the first choice to be made is about admission. Youngsters come to Wards 3 and 4 on a voluntary basis. If they so wish it they are free at any time to return to their Units. This is because



Judy Mackenzie qualified MB, Ch.B, DPM in Manchester. She specialised in adolescent psychiatry following training in general psychiatry and paediatrics and was seconded from Manchester to HM Borstal Feltham as Medical Officer for 18 months followed by 8 months forensic psychiatry at Risley and Strangeways. She now works freelance for social services and for the Home Office as a visiting psychiatrist to HMYCC Glen Parva. Her interests include music, drama, dolphins and travel.



some of the thoughts and feelings they will be asked to share will be painful for them — they may become depressed or afraid of their own revealed rage. 3 and 4 is not an easy option (though it may appear so from outside) and people cannot be pushed to “grow” and learn about themselves any faster than they are able. Lads have the right to say “No! I’m not ready for this”, in the same way they can say “Yes — I need to look at this further”.

Therefore, the first important factor in admission is a lad’s motivation — the wish to look further at himself and his situation. This does not apply for the first 2 weeks of assessment — new Ward members often wish to return to Unit at the beginning because of practical details — eg pay is less, there is no outside work, and association (because of staffing levels) is shorter. The staff too, need time to get to know new lads and it takes at least 2 weeks for all to settle down together and a realistic decision made as to whether the lad wants to and is able to use our regime to his best advantage.

The admission criterion of “a wish to learn more”, ie to gain insight, is often misunderstood; common complaints being, “why do you keep inmate A who is well enough to cope on a Unit”, and “why do you not admit inmate B who is clearly ill”? We justify this on the grounds that what is offered is to some degree specialised and with the short length of stay and small numbers, it cannot be made available to everybody, nor is it necessarily appropriate for all — just as kidney transplants are not performed in coronary care units.

Change is often a matter of gaining insight coupled with the right environment. This implies an increasing maturity. The task of 3 and 4 is to facilitate this as far as possible, and to provide a safe enough place for it to happen.

This is the second belief and the third is linked to it: the most important feature of the ward is the nature of the relationships — that is those between staff and inmates, staff and staff and inmates and inmates. It is within these that all important changes take place.

In the process of growing up a young child has many emotional needs, but essentially they consist of:

1. Adequate ‘nurture’ — care, or mothering. From this he learns that he is a lovable child and

therefore is able to love himself. Without this he will be incapable of feeling love or showing concern for others.

2. Consistent and caring control. If this is missing he fails to develop internal controls and is prey to acting on the first impulse that enters his head. As he gets bigger he can frighten or manipulate people into giving him his own way.
3. An awareness of himself as part of a society in which he can have his own needs met and can take account of those of others; be a member of the community but still with his own individuality, potential and creativity.

All of these things are learned through close relationships with others and cannot be gained from books, lectures, advice — or even clever ‘therapeutic’ techniques.

### Relationships

Therefore, the most important instrument an officer has to use in this work is himself. However good his group work, control, supervision or counselling, this is only the head on the pint of Guinness. The real work comes from who he is not what he *does*. This relationship between officer and inmate is demanding and often painful for both. The trainee will first of all produce all the problems that have emerged for him in past relationships. He may try to drive the officer away by anger or feigned disinterest — or punish him for failing to replace a long lost father by slashing his wrists. Staff are often tested out by youngsters to see how far they can go. If these limits are set, firmly, but without withdrawal from the relationship, the trainee may then feel safe enough to become depressed. This is stressful for both, because by now the officer sees a lad he has become close to entering a pit that sometimes seems bottomless. The temptation is to withdraw, to “treat”, or even to punish because it is hard to allow despair to continue for long — after all, it may be catching!

So the Fourth basis of 3 and 4 is that to go forward sometimes means turning to look back at the past. This can involve quite long periods of depression — a kind of delayed grief in which the process of mourning of earlier loss is experienced fully and worked through with all its associated features of despair, anger and denial. Real feeling calls to us all and evokes

echoes in each of us and this in itself can be healing.

This leads to the fifth belief, namely that the features looked for on admission in a trainee become important also for members of staff. There must be a willingness to be open; to become vulnerable; to feel tenderness and care as well as sadness, disappointment, frustration and anger; and a commitment to “see things through”. An officer’s ability to do this for himself will make him more perceptive of these states in others, and more intuitively able to react appropriately.

Of necessity this requires a strong and supportive staff team, so a lot of energy goes into communication, discussion and mutual support with regular staff meetings and handover periods. This is especially so because many of the qualities required are viewed from outside as being soft or weak or non-masculine. In fact this is often based on fear on the part of the critics as it takes much more strength to be vulnerable than to be Superman. But this is seldom seen.

With regard to punishment, this is rarely used in its conventional prison form. We have very few Governors reports and no minor reports at all (apart from an occasional ticking off from the Chief or Principal Officer). This is not to say that the kids can do what they like. Offences against staff or other inmates are discussed individually or within a group, and lads and staff alike find this far more difficult to contend with than, say, a fine from a stranger.

So to belief number six. There is a difference between punishment and setting limits. Boundaries on the Ward are drawn clearly and repeatedly in individual and group settings but they are reinforced by people rather than the institution. Thus they become safety barriers which often need to be tested and found secure before a lad can settle down and trust enough to share some of his real fears.

### Punishment

With only a few exceptions we believe punishment doesn’t work in terms of changing someone’s attitudes and feelings although we try to make sure that actions are followed with some sort of consequence as soon as possible. It may be an emergency group meeting (which can be called at any time), an individual sharing, reparation of damage, or perhaps a positive project on the Ward.



Punishment however, is usually understood as different to this. If a man has a son he loves and who loves him, it may take only a tap on the wrist or a look of disapproval to demonstrate the child's action is wrong. Sometimes the "no" has to be very firm but it is done from the depth off the bond between them and so is effective. If however the man and boy hate or fear each other, punishment, however extreme, may sometimes modify the behaviour for a while, but in the long run only makes the boy yet more bitter against the father, more determined to get his revenge.

That we do not have Governor's Reports, loss of privileges and remission etc., is not because the lads always get their own way — it is because these things are not necessary.

We have recently moved upstairs to 3 and 4 from the Ward below where there was a strip cell. This was used, mostly, at a lads own request if he needed to cool off. Ward 3 and 4 has no such cell. So far it hasn't been missed.

So much for the Guinness.

### Techniques and Structures

The froth on 3 and 4 is thick and consists of the techniques and structures employed to give cohesion and direction to the Ward and sometimes impetus.

The day begins with breakfast, while the staff hand over the previous days events and read the Occurrence and Ward Note Books and prepare for the Community Meeting. This is followed by one hour's shared cleaning tasks till the Community Meeting at 9.30 am which is attended by all Ward members. Here the day's events, together with any changes in routine, are related and discussed. Incidents may be brought up by staff or trainees; attitudes, progress and problems talked about and feedback from all obtained.

This is followed by education. There is one morning for formal education on a Tuesday, but Monday, Thursday and Friday are devoted to the art room. Here trainees can paint, draw, sculpt, make pots and soft toys — an important aspect of the therapeutic regime. Boys who cannot express themselves in words may be able to do so in clay or paint. Of particular importance here is the freedom to paint or sculpt their own thoughts, fantasies or perception of reality. There is no room here for a "right way" or a "good picture" — it is one

area where the trainees can work out their own creations, where failure is not crushing and can be easily learned from.

On Wednesday mornings there is a psychodrama session except for holiday periods when it is replaced by independence training, run by staff with the help of Community Service Volunteers (Glen Parva has two such full time posts).

The afternoons are also fairly tightly structured. On Mondays the Ward divides into small groups where more intimate problems can be dealt with at a deeper level. These are run by the regular officers with or without me. On Tuesdays there is a voluntary drama group for anyone interested, followed by the chaplain's group which takes place off the Ward. Those not involved in groups on Mondays and Tuesdays have ordinary association.

Wednesday afternoon is a continuation of the morning's psychodrama, (run by an outside drama therapist) and Thursdays are devoted to one to one individual work. Each trainee has a key officer who deals not only with probation officers, paper work, arrangements for discharge, etc., but also forms a special relationship with the lad, doing most of the individual work and partaking in family groups where this seems appropriate. On Fridays we have access to the video room, where individual sessions can be recorded, social skills learned, or groups videoed and played back. Weekends are free apart from visits and family groups.

Many therapeutic communities insist that they do not create dependency, which indicates regression rather than progressive change. However, five star petrol and a coat of paint doesn't make a roadworthy car. We allow and sometimes encourage dependency to develop, believing that it is often only through the successful making of a new relationship that old traumas can be discovered and worked through positively. This creates a special importance when it comes to separation ie discharge.

It seems to be not life's problems that cause the damage so much as the way they are handled — for example many children experience bereavement, but not all have repressed all memory of a lost parent. Mourning is an essential part of dealing with loss. Just as, during his stay on the Ward, a youngster may have gone through the belated mourning of original losses

(not necessarily death, but perhaps separation through divorce, or being taken into care) so now he, his key officer and the rest of the Ward need to prepare for his leaving.

A healthy separation is one of the most useful experiences our lads can have — hopefully a combination of the necessary sadness with a looking forward to a future for which they have some preparation.

We do not imagine on 3 and 4 that we change criminals into angels any more than we think that we are together, sorted out and "good" whereas they are falling apart, inadequate or "bad". We do hope that lads leave us with some degree of self control, a start in taking responsibility for themselves and the beginnings of making relationships. They may still fail, perhaps come inside again, but most of all we hope they have gained some self respect and self acceptance. It is only through this and not through fear of reprisal that they will respect and accept other people and it is only through experience of this that they learn it for themselves.

### Honest Care and Control

3 and 4 is fortunate in many respects. We have a small group of motivated inmates who receive a lot of input from regular and talented staff who have their own support. Albeit they sometimes feel alienated from the rest of the system. But, as stated above, the goodness doesn't lie in the froth but in the full pint of genuine relationships. There are pockets of this throughout Glen Parva. However, handicapped by the huge numbers they have to contain, there are many officers who are brave enough to know and try to practice the real features of honest care and control; there are those wise enough to understand that young people already full of hate will only be made worse by a system of more hate and revenge. These staff have the courage to face their own failings, their own pain and loss and to admit that when the chips are down we all have the potential for "good" and, given the right circumstances, for evil. The seeds of creativity and growth belong to all human beings — if we are to become anything perhaps we need to become gardeners — to dig, plough, weed and prune as well as to water, feed and plant. Beyond that it is not up to us. It is only by being fully human with all our mistakes and capacity to give that those in our care can also realise their true humanity.



# SERIOUS DRUG MISUSERS IN THE SWEDISH PRISON AND PROBATION SYSTEM

*An information paper prepared by  
Laila Edholm and Norman Bishop  
March 1983*

(Swedish National Prison and Probation Administration)

## **Introduction: Terminology; Drug Misuser Treatment Teams**

The Swedish word for a person who uses drugs non-medically is best translated as "drug misuser". A recent Swedish Committee (UNO) on the extent of drug misuse drew a distinction between drug misuse and serious drug misuse. Serious drug misuse was defined operationally. A serious drug misuser was defined as a person who injects any drug into his body or who in any other way takes any drug daily or virtually daily. The NPPA uses this definition and in the case of prisoners defines the period of use as "during the 2 months preceeding deprivation of liberty".

Before describing in more detail what help is offered to serious drug misusers who are sentenced to imprisonment, a short account is given of drug misuser treatment teams.

In the middle of the 1970's special drug misuser treatment teams were set up at the remand prisons in the 3 largest cities in Sweden; Stockholm, Gothenburg and Malmö. The work of the teams is focussed on making contact with drug misusers received into

these remand prisons. These contacts, once established, are used to present information on the kinds of help available and to motivate the misusers to seek such help. The drug misuser treatment teams also co-operate with local institutions in the area concerning individual treatment, planning and preparations for release. They also maintain close contact with the special drug treatment units which have been set up at certain national prisons, and in one case the team plays a leading part in the organisation of a special prison treatment programme.

## **Treatment of Serious Misusers in Prison**

On 1 April of each year, every prison reports the number of documented drug misusers held under sentence on that day. The prison census also includes information on those who inject.

The statistics show that, in the period 1975-1982, about 18% of the prison population were listed as injecting drug misusers.

It should be said at once that drug misusers are sent to prison because they have committed some criminal

offence or offences and the court deems imprisonment to be an appropriate sanction. Drug misusers are never sent to prison in order to achieve a coercive treatment of their misuse. On the contrary, the prison is generally regarded as a treatment environment with many drawbacks, the use of which should be reduced as much as possible. This is not to say that measures of help and support cannot be provided for drug misusing inmates and later sections of this report will describe what is attempted.

It is clearly desirable that inmates who are not drug misusers should not be exposed to drugs or contaminating influence from drug misusing inmates. The differentiation of inmates on the basis of, inter alia, this principle can only be achieved if a proportion of prison places (rooms or cells) are "reserve" space permitting flexible use. A recent government decision means that 85% utilisation of available space is considered cost effective, leaving 15% of available places as differentiation space.

Swedish legislation permits the use of urine testing in prison. A short account of the results of urine analyses



is available in English.<sup>1</sup> Seven special search patrol groups have been set up and are based at 7 national prisons. They conduct intensive searches not only in these prisons but also in the local institutions in the neighbourhood. The specialised search patrols also use dogs to locate hidden drugs. The searching of prisoners and their rooms can be, and is, conducted by ordinary prison officers in addition to intensive searching by the specialised patrols. The searching of the bodily cavities (eg rectal searching) is also permitted by law. Such searching however requires the use of specially trained staff and is inevitably limited in practice.

The differentiation of inmates and the various control measures are one aspect—perhaps the more traditional aspect—of the attempt to deal with the problem of drugs and drug misusers in prison. The Swedish view, however, is that these methods alone do not constitute an effective way of dealing with the problem. They must be supplemented by other more positive measures, such as we now describe.

There are no prison drug treatment programmes designed solely for serious misusers. The existing programmes have been set up for misusers in general, recognising however that a high proportion of misusers are serious misusers.

Inmates with drug problems, who preferably have at least 6-8 months to serve, may apply to enter the special drug treatment units which have been set up at the Hall, Hårlanda, Malmö and Österåker national prisons for men and the Hinseberg national prison for women.

Common to all of these programmes is the notion of an agreement into which the inmate enters and which requires of him/her absolute abstinence from drugs and acceptance of frequent monitoring by urine tests. Formal psychotherapy is *not* a part of these programmes. Emphasis is placed on the acceptance of personal and group responsibility, individual training in social life skills and carefully prepared contact with the world outside the prison. Within the units, considerable progress has been made in reducing the traditional social distance between inmates and staff. Exit from these programmes is often facilitated by the use of sojourns away from the prison under Section 34 of the Act on Correctional Treatment in Institutions.

This legislation provides that pris-

oners may be permitted to serve part of their sentences away from the prison. Section 34 reads as follows:-

"If it is possible to provide special assistance to an inmate which can be presumed will facilitate his adjustment in society by granting him a period of sojourn outside an institution, permission may be granted for him to spend the appropriate period of time away from the institution for this purpose where there are special grounds. Any conditions considered to be necessary shall be imposed with such a sojourn".

Some 500-600 sojourns per year are authorised. By far the commonest reason for such a sojourn is to undertake some special form of treatment. For about 70% of sojourns this means treatment for drug and alcohol problems. In many cases inmates enter therapeutic communities or collectives. The NPPA subsidises some 30 places in such therapeutic communities.

A drug misuser may also be granted permission for a sojourn in a private family. (This alternative to traditional institutional treatment is also used with probationers). It is clearly important for the success of this form of treatment that it shall include an active assimilation into a normal family and not just a matter of board and lodging. A carefully planned "backup" service is needed for families taking in drug misusers. They need support and counselling from the prison and probation staff especially during crises. The NPPA has access to 50 places in private families for adult offenders misusing drugs and resident in Stockholm. This has been arranged in collaboration with the municipal council of Stockholm. Similar facilities are available through the Smaland Trust, an organisation of private treatment homes in the south of Sweden.<sup>2</sup>

Whatever is done in the way of offering special drug treatment wings or the opportunities available under Section 34 which have just been described, it is a fact that a majority of drug misusing inmates serve their sentences in prisons offering no specialised facilities and possessing no specially trained staff. At a time of serious resource limitation it becomes therefore important to try to effect a general improvement in the staff's capacity to deal with drug misusers in prison.

To this end an experiment has just been started which is intended to

achieve just such an improvement. Four closed local institutions have been selected for the experiment. The staff is receiving intensive training in recognising and dealing with drug influenced behaviour. Training is also intended to familiarise them with the full range of measures — both of control and treatment for which the law provides scope. A co-ordinator is assisting each prison's staff to develop a clear policy and a chain of practical measures which shall command the agreement and support of all categories of staff. Inmates will be urine tested once per week.

### **Treatment of serious misusers under probation or parole supervision**

Available statistics indicate that in the period 1975-82, 8% of persons under probation or parole supervision were injecting drug misusers. The greatest concentrations of these are in Stockholm and the 2 large cities Malmö and Gothenburg.

Probation and parole clients can be given "directions", that is, they can be required to enter into treatment, education etc. At the same time, they have the same rights as any other citizen to use the society's social services. Curiously enough, this makes for a problem. Serious misusers are exceptionally difficult to motivate for treatment and not infrequently the only way to get them into treatment is to issue a "direction".

However, many psychiatric hospitals offering services for alcohol and drug misusers require that the patient attends voluntarily. Such hospitals are not keen to accept probation or parole clients because of the pressure put upon such clients to enter into treatment. If they do enter treatment "voluntarily" it is often only for a short time — enough for detoxification but not nearly enough for rehabilitation. This problem is currently under study in a working party set up by the Ministry of Health and Social Welfare. In the meantime various attempts are made within the probation and parole services to use the general social services as far as possible and to supplement them to some extent internally.

The Stockholm Probation Treatment Centre is a social-medical organisation and a separate unit within the NPPA's probation services. The clients admitted are often those with serious problems concerning the misuse of alcohol or narcotics. Since 1972



the centre has regularly placed clients with about 40 families and collectives all over Sweden. In addition the Centre can provide specialised counselling, medical care and short term lodging accommodation. A report on its work (with an English summary) is available<sup>3</sup>

It is not only the Stockholm Probation Treatment Centre which arranges for family placements. The Prisoners After Care Society of Stockholm also makes use of this form of treatment for serious misusers and others. The Greater Stockholm Council also collaborates with the National Prison and Probation Administration for the provision of family places — about 30 — with each organisation contributing to cost. Mention has already been made in this report of the Småland Trust which, with financial assistance from insurance companies, also provides family places. Other places are also subsidised by the NPPA in treatment collectives. All of these places are open to prisoners granted sojourns under Section 34 of the Act on Correctional Treatment in Institutions as well as parole and probation clients.

In a number of probation districts fruitful experiments have been started which combine social skills training and education. Many serious misusers are unemployed and, lacking basic educational skills, are handicapped on the labour market. They are, in these experiments, directed into groups run by the municipality's adult education organisation. The programme consists of imaginative basic education (one such group interviewed the police and other social services on their views concerning the drug problem!) and training in citizen rights and duties, for example concerning unemployment and sickness and income tax benefits. Survival skills, such as food preparation and clothing care, are also taught. One district has a flat reserved for the teaching of household skills. This general approach is regarded as one of the most useful. It provides for informal and positive social control since it is obviously harder to use drugs or commit crime when there are strong pressures to spend many hours in these training groups. At the same time useful things are learned and attitude change can take place. In some districts part time psychiatric or psychological consultants are available. Their work and the training schemes supplement each other.

## Research and Development

The NPPA's Research and Development Group has recently been given special funds in order to initiate a number of projects in connection with drug problems.

A first step is to improve information about drug misusers who come into the correctional system. Since October 1982 all persons considered by initial prison treatment boards are classified as serious misusers, misusers or non-misusers. These classifications are now registered centrally by month of intake. This system will permit better statistics to be presented and will also make it possible for good descriptive studies of the misuser population to be undertaken.

Urine tests are at present the subject of *aggregated* statistics only ie the number of separate individuals who are tested, in some cases with positive outcomes, is not known. It is hoped that it may be possible to register urine tests and the results of analyses at the *individual* level. Because of the large number of analyses made this information system would have to be computerised. Ideally, both urine test information and that concerning the identified misuser population described in the previous paragraph should be in the same computer register.

Very little is known about the extent of drug misuse among those sentenced to imprisonment for 2 months or less. This group represents about half of the annual intake of prisoners. Because of the shortness of their sentence they are not subject to normal treatment planning and are not therefore covered by the identified misuser information system. A special study will be made of them. It will include information on their criminal and drug careers to date, recidivism, etc.

The work of the special drug treatment wings at the Osteraker and Hingeberg prisons is currently the subject of a follow-up study. Sojourns away from the prison under Section 34 of the Act on Correctional Treatment in Institutions are also being followed up. The purpose of this study is to survey how such sojourns are initiated and prepared, to what extent sojourns are successfully completed as well as post-release social adjustment.

It is hoped that a study can be started in the near future which will focus on the correctional and drug careers of injecting misusers. A population will be identified from those who inject and have been received

into the Stockholm Remand Prison, where Professor Nils Bejerot has been collecting information on such misusers since 1965. The criminal and drug careers of these prisoners will be studied for the period 1978-83.

Earlier in this paper a description was given of a development project at 4 closed local institutions designed to improve total staff capacity to deal with drug problems. The decision to use several prisons rather than one was greatly influenced by a report on cross-institutional studies presented at the Council of Europe's First Criminological Colloquium in 1973.<sup>5</sup> The Research and Development Group is monitoring the experiment. The social climate of the institutions is being surveyed using a "before" and "after" design. Staff and prisoners will be interviewed at intervals on the measures adopted and used and various objective criteria will be used to assess the effect of these measures. Thus, for example, the results of regular urine tests will show whether there are changes in drug-taking behaviour. The use and misuse of leaves from the prison, transfer rates and participation in a variety of activities are other examples of factors which will be studied.

Finally, a small feasibility project has been started in one probation district concerning the use of a treatment contract as a tool of social work with misusers. The feasibility study focuses on administrative aspects, notably the time taken up by using the contract method as opposed to regular methods. If the time demand is not unreasonable it is hoped to extend the experiment to include a larger population and two probation districts.

## REFERENCES

- 1 Results of urine analyses concerning drug misuse in prison for the period August 1981 September 1982 — Report no 1 : 1983 prepared by the Research and Development Group, National Prison and Probation Administration, S 601 80 Norrköping Sweden.
  - 2 These and similar measures are described somewhat more fully in an information paper entitled "Measures of Deinstitutionalisation" obtainable from the NPPA. See ref 1 for address.
  - 3 Report no 20: 1976 describes the work of the centre and has an English summary. It is available from the NPPA see ref 1.
  - 4 See ref 2
  - 5 See Clarke, vrg and Sinclair I, "Towards better treatment evaluation", in Report on the First Criminological Colloquium, Council of Europe, Strasbourg, 1973.
- Editorial Note**  
A further parallel study entitled "prescription of Drugs in Prison" forms Report Number 1982:2 of the Research and Development Group, NPPA from whom it is available at the address given in reference 1.



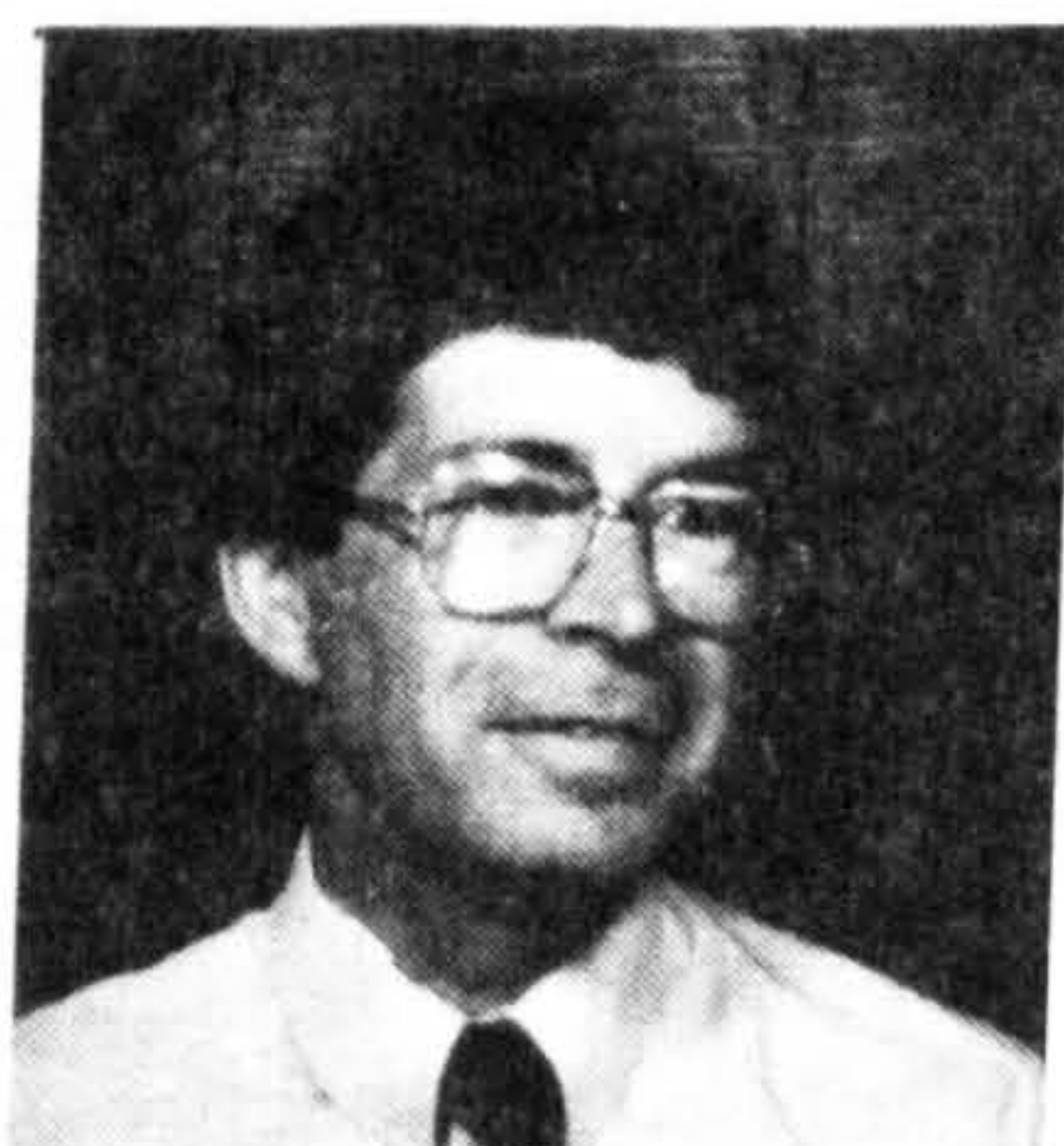
# PRISON SERVICE TRAINING AND CONTINUING EDUCATION

Norman Jepson and Derek Williamson

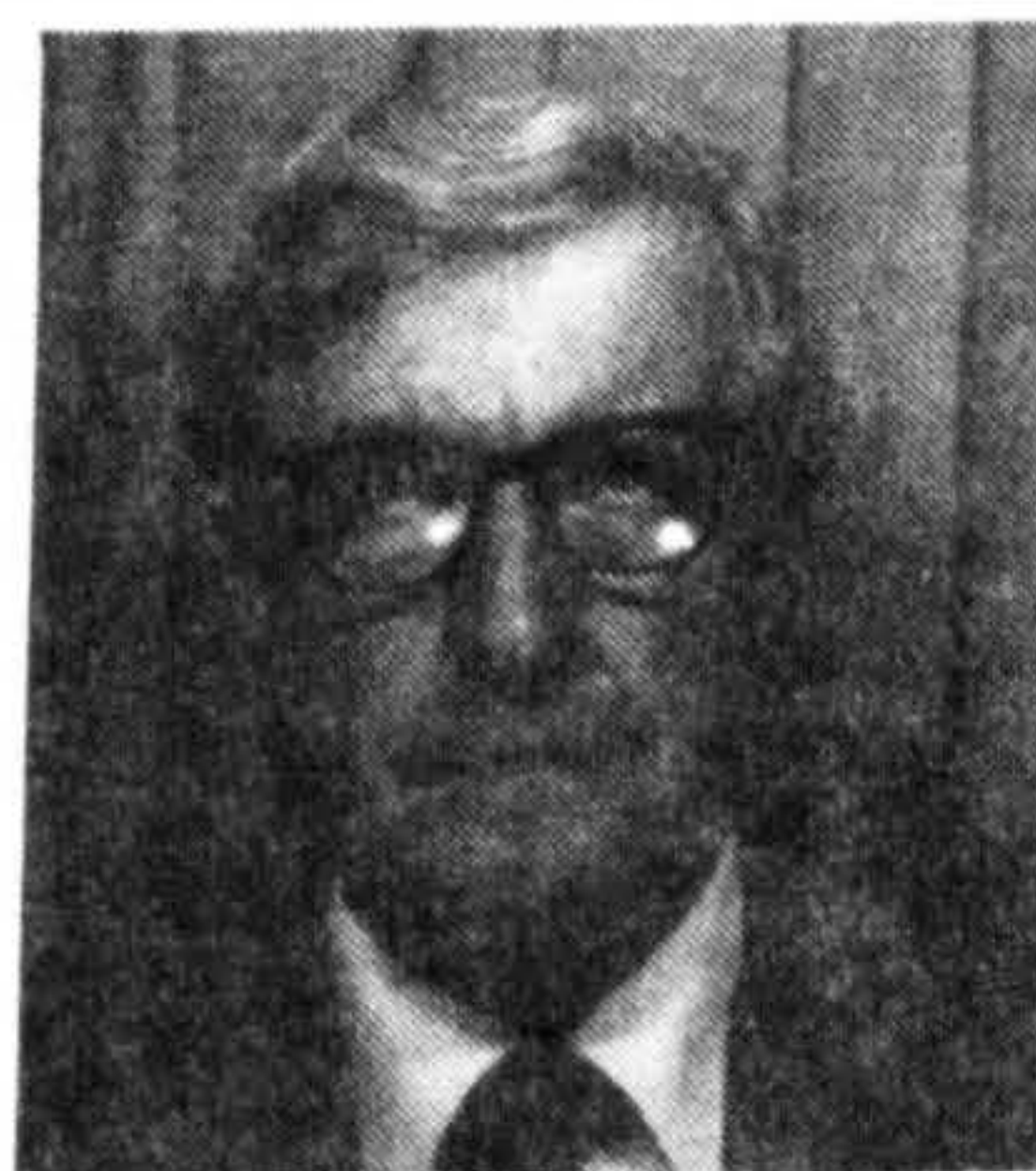
The terms 'primary' and 'secondary', when applied to education, in order to indicate the first and second stages, are familiar terms. Indeed, for many people, they may represent the totality of formal education — something that occurs at the beginning. 'Tertiary', the third stage, has become relatively well known as further and higher education have developed and have become the normal experience of an increasing, although still limited, section of the population. 'Quaternary', the fourth stage, however, is an obscure term, used in the Russell Committee Report on Adult Education,<sup>1</sup> to identify the education process spanning the years of adulthood, from the age of twenty onwards. Known alternatively, as 'post—experience' or/and 'continued' education, it has been regarded until recently — is still regarded by many — as peripheral to the main educational process, as desirable but not essential. For the cynical, it was seen as the haunt of the dilettante seeking to occupy free time; for the less cynical, it has been regarded as primarily a remedial exercise, providing a 'second chance' for those who, for one reason or another, missed out on the earlier stage of education.

## Technological Revolution

But along comes the new industrial or technological revolution, with its knowledge explosion and its demand for a more flexible labour force in which occupations cease to be life—long, and roles and job descriptions change overnight. Along comes the horror of extensive and extended unemployment and the challenge of increasing involuntary, as well as voluntary, leisure time which needs to be occupied. Now, quaternary or continued education assumes an increased importance — new and revised knowledge and skills become necessary and attitudes based upon a work ethic and upon the concept of a job for life need re—examining. But more than that, there is a growing recognition that 'life—long' or 'continuing' education is more than a cliché, that education should not be focussed exclusively or even primarily at the 'beginning' but should be a continuing process; that, as the Russell Committee suggested, given a 'systems approach' to education, the aims and contents of the later stages of education should influence, as well as be influenced by, the earlier stages; and that certain knowledge and skills may be more appropriately left to the later stages where experience makes the educational process more relevant and meaningful.



Professor Norman Jepson was Head of the Department of Adult and Continuing Education at Leeds University from 1969 to his retirement in 1983. During the 1960s he was academic adviser at the Prison Service College and is now acting in a similar part-time capacity.



Derek Williamson was a member of the Probation from 1960 to 1979. He was an assistant chief probation officer in the West Yorkshire area for 8 years before leaving to take up his present post as a lecturer at Leeds University and academic adviser at the Prison Service College.



## Professional Training

The same shift of emphasis may be detected in the approach to the training for a specific profession or vocation. Whilst there still remains the very strong commitment to a heavy concentration of training on entry — at the 'beginning' — significant developments have been made in the provision of continued training programmes. Indeed, it has been argued in some professions that the licence to practice, granted following the completion of initial training, should not be regarded as life-long but be subject to renewal in the light of necessary new knowledge and skills. How firm this commitment to the notion of continued training is in reality, remains, however, doubtful. In the case of the Prison Service, for example, those who experienced training in the 1960's may recall the ambitious programme of developmental and refresher courses for prison officers which was introduced, but which experienced the brunt of the cut-back in training following the Mountbatten Report. It still seems to be the case that expectations are that, if new financial restraints are called for or/and new demands for a bigger work force required, the axe will fall on the developmental and continued training programme rather than upon the initial programme. But, and it is a significant 'but', there have been encouraging developments in this field, not least, the establishment of the three-month Command Course for Governors III. This departure can be seen as having a wider significance than the course itself, important though the course is in its own right. It may be interpreted as the first attempt to establish a *sustained* and *substantial* course for a group of people in *mid-career* — as something more than an extension of refresher courses for those in the Governor grade, building on initial training in the light of experience. It may be seen as making this stage as much a focal point of training as the initial training of Assistant Governors. Indeed, adopting the 'systems approach', it may well prove to be a more powerful influence upon the totality of governor training than the initial course, as its aims and objectives radiate back to the earlier courses, sideways to the courses for Heads of Departments and forward to the Senior Command Studies proposals for Governor IIs. It is easy to exaggerate, and in a sense the course is in its early stages having still, possi-

bly, to weather storms of priorities in the training programme. But it appears to have a significance greater than a single course, in that it challenges the primacy of education and training which takes place at the initial stages. Continued training will never be secure if it is based upon a series of short and fragmented specialist courses, important though they undoubtedly are. It requires an anchor course in mid-career and the anchor course must be a sustained one in order to exercise an influence on those which precede and succeed it.

## Resources

Clearly, however, such a course must be relatively expensive in its demands on training resources and unless there is an expanding training market it must be developed at the expense of other possible and worthwhile projects. Furthermore, in so far as it is directed specifically toward those who have been selected for the next rung in the promotional ladder, (ie Governor III), it has the traits of elitism. In this sense, the philosophy underlying training appears to be significantly different from that of an earlier period. In the sixties, the notion was to spread continued training resources widely but necessarily thinly. *Everyone* was to have the opportunity to be 'refreshed' at regular intervals. In the case of the prison officer it was after one, five and ten years experience. The burden on resources, even then, was too great but the philosophy was of a continued training programme which directly involved the totality. The philosophy, now, appears more to identify people who occupy or are likely to occupy key positions and to concentrate more central training resources on the continued training needs of a few. The change is not from one extreme to another — from spreading resources thinly to all, to concentrating resources for the few — but a change of balance. The reasons for this shift must be manifold but clearly on a set of factors lying behind the Command Course itself must be the felt need to respond to challenges to the status of the Governor from competing managers and specialists and to the changing environment over which he seeks to exercise control and direction, whether that environment be seen in terms of prisoner power, industrial muscle, legal constraints and intervention or/and financial accountability.

## Needs analysis

But change and time are elusive concepts. It seems possible to look back and feel that the years have slipped by with no outstanding change and yet at the same time to feel that the present is significantly different from a past which seems light years away. At the present times, the Prison Service College/School programme is increasingly based on what is called the 'systematic approach'. It is an approach which emphasises the importance of establishing training needs in realistic as distinct from idealistic terms, by a process of job or role analysis; by translating this analysis into training aims and objectives; by relating these to teaching/learning methods and resources; by formulating a programme which is carried out and systematically evaluated; and by modifying and revising the programme in the light of specific criteria of effectiveness. In the long term, as roles and tasks change, the process is repeated at regular intervals of, say, five years. Taken individually, the stages of this systematic approach do not suggest radical change — the past and the present are close together — but it is the methodical progression from one stage to the next and the provision of a structure which enables this progression to take place which constitute the new dimension and which distances the present from the past. It has parallels outside, not least in the experience and impact of the Open University in the wider field of undergraduate and continuing education — the O.U.'s emphasis on prolonged periods of time for 'needs' analysis; on a team approach to planning, involving the technician as well as the professional; on course objectives and related educational methods; on evaluation and on a time limit for the life of the programme.<sup>2</sup> The whole educational world has much to learn from the experience of the O.U. as the training world has much to learn from the Prison Service College's innovative experience. It will be fascinating and important to monitor this systematic approach as it is applied to specific areas of prison service training, not least to the contemporary exercise on the initial course for prison officers. The immediate impression is that the approach responds to the urgent cry, of the consumer, for courses which are relevant to "the job I do" — to my immediate job skills. In this context it will be pertinent to see how the review



of Prison Officer training proposes to confront the question — the long-standing question — of where the balance should lie between the notion of the generic prison officer and that of the prison officer serving in a particular type of penal establishment. But, like any approach to training, the systematic approach presents questions which need to be recognised, not least of which are — (i) Whether, particularly in courses for experienced personnel, the clarity of aims and objectives stemming from consumer reactions before and after the course leave sufficient flexibility for the course membership, including the tutorial staff, to influence the course *as it proceeds* and (ii) Whether, course programmes based primarily upon the needs expressed out of the urgency of the present, do not, in the interests of relevance, tip the balance between status quo/conservation and change/radicalism too much in favour of the former.<sup>3</sup>

### Central Training Organisation

For those who work in the Prison Central training Department, whether at Wakefield or Leyhill, the change of structure, coinciding with the introduction of the systematic approach, has had, or appears to have had, a significant impact. Over the past twenty years the College/Schools have experienced three distinctive structures, changes which may reflect fundamental shifts in philosophy or/and changes in personnel. In terms of the former, the three-fold division into Social Studies, Technical Studies and Management Studies which characterised the sixties, was at least partly based on the belief that the Prison College should be opened up to outside influences and that developments particularly in Social Studies and Management within the Prison Service should affect and be affected by developments in related fields outside the Prison Service. The College was conceived of as a half-way house between the prison world and the world of professional training/education outside. It was a period when outside University teachers were first seconded to the college; when prison officers were encouraged and assisted to attend day release courses in Institutes of higher and further education and the practice of governors and some uniformed staff attending sustained professional courses outside was instituted. But, disillusionment with the alleged irrele-

vance of academic discipline and with the treatment/therapeutic ethic, heralded change. The emphasis in the seventies turned to the more specific 'humane containment' needs of the Prison Service, to the linking of the College with H.Q. and its policy rather than with general agencies, and to the problem of developing post-experience as well as induction training. Thus, the three-fold structure was replaced by the two-fold one of Initial and Development Departments. But more recently, this in turn has been superseded by a structure which differentiates the planning and tutorial functions and which reflects or at least with the introduction of the 'systematic approach' to training. By separating these two functions, it enables, indeed requires, staff to devote their attention primarily either to planning and evaluation or to teaching and educational technology. It translates from ideal to reality the need to devote as much time, energy and attention to researching vocational needs and course effectiveness as to teaching. In compartmentalising planning and teaching work it, however, seeks to bridge the two by sharing the responsibility for translating researched needs into a course programme between the two Departments. Meanwhile, it provides, to all appearances, a more satisfactory role for the prison psychologists and the academic advisers to the College as planners. It is, however, in the role of the tutor that the tensions and strain may most seriously arise. This is not new. Indeed, a recently published book<sup>4</sup> on the training of assistant governors in the early seventies identifies the problem of the tutors who may well bring to the College/School considerable experience in the field and/or academic expertise but who lack clarity or at least consensus about their role. Achievement of greater clarity of *course* objectives through the 'systematic approach' could help clarify the tutorial role but the present structural division may, unless considerable care is taken, create frustration in tutors having to work within a framework with which he/she has not completely identified. The tutor occupies the middle ground between the planner and the consumer and the important position of middle person is never easy or comfortable.

But of course it could be that these changes of function and structure are more closely linked to particular people, and especially to the succes-

sive College Heads — to the Hewlings/Llewellyn, the Booth and the Driscoll regimes. This in turn raises the question of whether a structure, however valuable, can survive a change of personnel. One is back again at the problem of balance, to which Schon referred in one of his Reith Lectures on 'Dynamic Conservatism', namely that between the two essential ingredients of any organisation, 'stability' and 'change' — between the value of history and continuity on the one hand and innovation and change on the other. The constant rotation of staff provides one significant avenue of change but who/what provides the sense of history? Does the Prison Service require the kind of Training Council which some vocational and professional bodies have established, Councils which may well apply unwelcome constraints on the innovative instincts of staff but which provide a principled framework within which proposed changes are critically examined.

Clearly this question is related to the wider one of the status of the Prison Service Training Organisation within the Service itself and within the external field of professional and vocational training generally. It is too large a subject to do other than comment upon in this article, but there does appear, to the outsider, to be a closer relationship between the Training Organisation and the relevant policy-making sections of the Prison Department and between the Training Organisation and the individual penal establishments from which members of courses are recruited. Much has been expressed in the past about the credibility of the College in the eyes of the service — hence the value of 'research' members of the Planning Unit going out to establishments and contacting directly the practitioner in their search for information about operational skills; of members of the Tutorial department responding, as far as restricted resources will enable, to the training needs of establishments, as for example when the responsibilities of boards of Visitors change as a result of legal decisions; of senior members of the prison Department being involved in courses at the College; and, in turn, College staff having experience of and continuing close contact with policy at a Regional and Central level. A function of any service College must be to ensure a positive relationship bet-



ween policy, practice and training. But, a College involved particularly in the continuous training of senior personnel must be sufficiently independent to examine critically (the word 'critically' is used in its positive sense) prevailing practice and policy. One way is to open up the College/School to external influences including the influence both of individual members and ex—members of the Service as well as individuals and organisations in the external world—hence, the importance of the well—established practice of using teachers and consultants from outside as well as from within the Service; of more recent or proposed innovations like the Sir Lionel Fox (open) Lecture, the Fellowships or Scholarships enabling people to study prison matters within

the College; and the possibility of external Institutes of Higher Education promoting courses on Prison Studies with some form of academic and/or professional recognition.

But, in the interest of both stability and challenge is this enough? If it is not, is this another reason for examining the notion of a Staff Training Council. It is perhaps inevitable that, written from the background of experience in an external academic institution, this article should end with a reflection on the relationship of the Prison Service College and the world of education and training but this relationship is important not only and perhaps not primarily because of the potential gains to the College but because of the College's contribution to the wider educational system. ■

## REFERENCES

1. *Adult Education — A Plan for Development*. (1973) See also Advisory Council for Adult and Continuing Education *Continuing Education: From Policy to Practice*. (1982)
2. See The Open University. *Report of the Committee on Continuing Education*. (1976)
3. See *Committee of Inquiry into the United Kingdom Prison Service*. Report. (1979) p.176
4. Waddington P.A.J. *The Training of Prison Governors; Role Ambiguity and Socialisation*. (1983)
5. Schon D.A. *Beyond the Stable State*. (1971)

# SLOP-OUT

A series of articles in the British Medical Journal last year <sup>1</sup> described the state of prisons without displaying too much about the state of the prison medical service. The Journal's assistant editor, Richard Smith, did however cover some interesting points. You may know, for example, that an Act of 1774 makes prison doctors in England and Wales members of the oldest civilian medical service in Britain. But did you know that in Scotland prison doctors work to a medical adviser who reports to the Chief Medical Officer of the Scottish Home and Health Department? In Northern Ireland, where the medical services grew virtually overnight to cope with an increase in numbers of prisoners from 700 in 1968 to 3,000 in 1974, responsibility is held by the Chief Medical Officer of the DHSS. He is advised by

the Director of Prison Medical Services of England and Wales.

John Gunn's book <sup>2</sup> also looked at the history of the prison medical service. While its focus was the psychiatric aspects of imprisonment and, in particular, the role of Grendon Prison, the book drew comparison between the prison medical service and the National Health Service. A less than facile distinction it made was that, instead of the patient consulting the doctor, the State consulted the doctor about the prisoner.

Richard Smith agrees that prisoners cannot choose their medical practitioner and dwells on the features of security which affect the doctor/prisoner relationship. Whether this justifies the continued separation of the prison medical service from the NHS has been the subject of a longstanding

debate. A vigorous defence of the status quo was given in the report of the Prison Department for 1981. More recently, the competition for resources within the NHS might have concentrated the mind wonderfully. Richard Smith suggests that practical difficulties in any case might counter what is a theoretical advantage to the prison medical services joining the NHS, may be no more than a change of image. He tends to agree with John Gunn, however, that it may be worth thinking about a special health authority within the DHSS for both prisons and the special hospitals.

<sup>1</sup> Richard Smith "The State of the Prisons" British Medical Journal, 1983, volume 287, pages 1705—8, 1786—8 and 1867—70.

<sup>2</sup> John Gunn et al *Psychiatric Aspects of Imprisonment* Academic press, 1978.



# any

COMMENTS?  
ARTICLES?  
THOUGHTS?



Please send them to the Editor or:  
Ted Bloor, HMP Durham  
Old Elvet, Durham

## Prison Service Journal Order Form

Those working in the Prison Service should  
order as under at special rates:

The Governor, H. M. Prison, Leyhill,  
Wotton-under-Edge, Glos. GL12 8HL

In establishments—from the Admin. Officer  
In HQ —from P7 Division  
In ROs —from ELOs

I enclose £.....for the supply of:

- 1).....copies of the.....issue of PRISON SERVICE JOURNAL
- 2) One year's subscription to the PRISON SERVICE JOURNAL

BLOCK  
CAPITALS

Name.....

Address.....

### RATES

*Single copies*  
Home 70p  
Overseas 75p

*Annual Subscription*  
£2.84  
£3.08

*Special rates for bulk supplies will be quoted on application.*

The Journal is published quarterly in January, April, July and October.





# Home Office Research Studies

## Publications on the British Crime Survey

The British Crime Survey is a major criminological research programme designed both to provide an index of crime trends including the 'dark figure' of unrecorded crime, and to yield a wide range of additional information on crime and criminal justice. The first BCS was mounted in 1982, with a sample of 10,000 in England and Wales and 5,000 in Scotland. Fieldwork for the second survey was carried out early in 1984.

### **No 76 THE BRITISH CRIME SURVEY: first report**

Mike Hough and Pat Mayhew

An overview of findings for England and Wales from the '82 BCS, this report discusses the extent of crime and the 'dark figure' of unrecorded crime, the risks of victimisation, fear of crime, victims' attitudes to punishment and people's experience of and attitudes towards the police.

ISBN 0 11 340786 6 **£4.35**

### **No 77 CONTACT BETWEEN POLICE AND PUBLIC: findings from the British Crime Survey**

Peter Southgate and Paul Ekblom

This report covers in depth the 1982 BCS findings on people's experience of the police. It describes the diversity of contacts between police and public, showing who seeks help from the police and who are themselves approached. It analyses the nature of these contacts and people's satisfaction with police performance.

ISBN 0 11 3400771 8 Publication May/June **Price to be announced**

### **No 78 FEAR OF CRIME IN ENGLAND AND WALES**

Michael Maxfield (Indiana University)

This study presents the results of a detailed analysis of 1982 findings on fear of crime. It examines which groups are fearful of crime, which crimes provoke anxiety, and the impact which fear of crime has on people's lives.

ISBN 0 11 3400772 6 Publication May/June **Price to be announced**