UNLOCKING POTENTIAL

DELIVERING A STRATEGY FOR PURPOSEFUL ACTIVITY IN THE SCOTTISH PRISON SERVICE

Version 1.0 – 31 March 2014
TRANSFORMING LIVES
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1. INTRODUCTION

**Background**

1.1 The Scottish Prison Service is in the process of transformational change to align itself more closely as an integral part of the Scottish criminal justice community and a key contributor to reducing reoffending.

1.2 The Justice Committee Inquiry into Purposeful Activity in Prisons Report was published on 28 March 2013. In the executive summary the Report stated:

“The Committee believes that, as well as punishing offenders by taking away their liberty, the prison system has an important role to play in rehabilitating offenders. In fact, rehabilitation must start in prison and, to be most effective, must also continue after release when, most often, offenders are back in the environment where they committed their crimes.

Purposeful activities of an educational, counselling, work nature and such others as family contact are a fundamental element of the rehabilitation process. They can help prisoners address any personal issues that may have contributed to their offending behaviour and help develop the working routine, education, skills and experience necessary to find employment on release and lead a stable, non-offending life”.

1.3 The Justice Committee welcomed the positive approach of the Chief Executive of the SPS since taking up post and his intention to review the operation of the SPS within the wider context of the local community and partner organisations and urged that, as part of its operational review, the SPS, supported by Scottish Government, draft a strategy relating to purposeful activities which would take account of the 28 recommendations made by the Justice Committee.

1.4 In the joint response from Scottish Government and the SPS to the Convenor of the Justice Committee dated 21 May 2013, the Cabinet Secretary for Justice wrote:

“The Scottish Government and the Scottish Prison Service welcomes and shares the Committee’s views that purposeful activity is crucial to the rehabilitation and the reintegration of prisoners back into society. This is reflected in the SPS’ Interventions Policy that supports the management of offenders in custody. Purposeful activity is an integral part of this policy which seeks to ensure that each offender has access to a package of interventions that reflect their individual risk and needs. Clearly, appropriate and meaningful purposeful activity is essential to addressing in particular, an offenders needs in a way that can help reduce reoffending and supports rehabilitation. The SPS is already reviewing the practical delivery of purposeful activity in prisons. The Committee’s findings will make a valuable contribution to that review and to the wider strategic considerations being
developed as part of the end to end organisational review which will be published in the summer.” and

“The Committee has helpfully set out in its recommendations a range of issues for including in a purposeful activities strategy including involvement of third sector organisations; and guidelines for Governors on engagement with those organisations as well as guidance more generally. We agree with the Committee that a strategic overview of purposeful activity is needed to provide not only a framework for consistent delivery but also one that promotes innovation and responsiveness to the needs of both the offenders and where possible, their local community. The needs of all offender groups will be considered in the review of purposeful activity including remand prisoners and short term offenders”.

1.5 A strategic review of purposeful activity within the SPS was initiated and the strategy development team were tasked to undertake a ‘root and branch’ review of purposeful activity, taking account of the recommendations in the Justice Committee Inquiry Report and developing the strategy upon the ‘cornerstone’ of the Organisational Review.

1.6 The Scottish Prison Service Organisational Review was formally launched in December 2013. It represented a comprehensive review of the SPS set in the context of the Justice Strategy for Scotland and the Scottish Government Reducing Reoffending Programme. The Organisational Review presented a new vision for the SPS:

Helping to build a safer Scotland – Unlocking Potential – Transforming Lives

and also a new mission

Providing services that help to transform the lives of people in our care so they can fulfil their potential and become responsible citizens.

1.7 This vision applies to all categories of prisoners, although it is acknowledged that there are a range of factors and complexities which make the needs of various offender groups distinct from one another. This Strategy will focus on those in our care as individuals and not as members of homogenous groups. The specific needs of women offenders and young people in custody will be detailed in the relevant strategies, which are currently under development.

1.8 In his foreword to the Organisational Review, Colin McConnell, Chief Executive said:

“Our future Vision will focus on each individual in our care throughout their time in custody and beyond. By taking an individualised asset-based approach we will continue to address risks and needs but also build on an individual’s strengths and
potential. By doing this, we will empower those in our care to unlock their potential and transform their lives. This is a demanding agenda that should engage, challenge and motivate staff and offenders alike. It means we must develop our staff to be even better at what they do now and to take on the new things that they will need to do tomorrow as we operate in new and different ways, changing how we work both within and beyond the prison walls.”

1.9 The Organisational Review proposed a more holistic approach to purposeful activity and a model “which could achieve a better balance between working on deficits and building on strengths”. It set high level objectives for the Purposeful Activity Strategy Review. It recommended that:

“SPS develops a Strategy for Purposeful Activity which promotes balance between the different elements of the emergent, holistic model, recognising the importance of activities which enable prisoners to contribute meaningfully to communities, both in prison and outwith. This should include reviewing the practice and activities for short-term prisoners to develop positive motivational work that promotes strengths, builds skills and encourages familial, social and economic relationships with the community.”
Terms of Reference and Scope of the Purposeful Activity Review

1.10 The terms of reference for the Purposeful Activity Strategy Review were that:

The Strategy will be informed by the recommendations of the Justice Committee Report; the SPS Organisational Review; Reducing Reoffending Programme, and existing best practice within SPS establishments, and between SPS establishments and the community; and

The Strategy will seek to ensure that all purposeful activity is meaningful, can be measured in a useful way, provides overall direction for prisons and is relevant to the needs of prisoners, regardless of offender category and sentence length.

1.11 In defining the scope of the project it was recognised that a considerable number of directly relevant projects and pilots were running concurrently and that the majority of them would be concluded and evaluated beyond the agreed date for completion of the Purposeful Activity Strategy Review. All relevant projects, pilots and personnel were identified as key interfaces for consultation and communication purposes. The original scope of the strategic review and identified key interfaces are detailed at Annex 1.

Methodology

1.12 The review was managed and delivered using Prince 2 methodology. Assurance processes were provided through a Project Board with accountability to the Operations Directorate Project Board (ODPB). The ODPB had overall corporate responsibility for the project.

1.13 The methodology followed, in order to meet the project objectives, incorporated: a review of relevant documentation and research; consultation with a number of key stakeholders; review and analysis of current purposeful activity provision; and liaison with other relevant SPS projects and pilot sites.
### 2. DEFINITION OF PURPOSEFUL ACTIVITY

2.1 A key challenge in defining purposeful activity is to ensure that such a definition recognises and encapsulates the value of asset based approaches in delivering our core functions. The SPS Organisational Review has outlined a “New Approach” which moves away from the traditional paradigms associated with deficit based approaches to one which moves towards acknowledging individuals as citizens with strengths, assets, potential to grow, develop new skills, self-sufficiency and self-esteem. Creating a definition of purposeful activity around these key tenets is not easy to do without a tendency towards being overly prescriptive as to the types of activity which should be included.

2.2 Purposeful activity, as currently defined at rule 84 of the Prisons and Young Offenders Institutions (Scotland) Rules 2011, has been described as too narrowly focussed on work, education, programmes, vocational training and work placements outside prison. This focus has also been reflected in purposeful activity related Key Performance Indicators, which are quantitative in nature, providing no narrative as to the quality of those activities or the tangible outcomes to which they contribute.

2.3 The Justice Committee (2013) cited HM Chief Inspector of Prisons (2012), as describing purposeful activity as:

> “Any activity which, during the working day, encourages the process of improvement. This includes work, vocational training, education and programmes to address offending behaviour (such as addictions), access to PE and visits. If prisoners are not engaged in such activity, they are most likely locked in their cells and this I deem not to be purposeful activity.”

2.4 This definition too, arguably makes the assumption that purposeful activity only occurs during the ‘working day’ and does not reflect the very positive and impactful interactions that take place, almost routinely, between individual staff and those in custody that may not otherwise be considered as a purposeful or structured activity. There are many examples of staff, (as well as Peer Mentors and Prison Listeners for example), having that one-to-one chat, or sharing a life experience which often act as catalysts for changes in outlook, motivation, engagement and well-being. Such interpersonal transactions can be hugely influential in terms of supporting individuals to take personal responsibility, and contributory in encouraging transformational change.

2.5 In searching for a definition which embraces the ‘New Approach’, Offender Outcomes First Line Managers and Heads of Offender Outcomes were consulted. The Purposeful Activity Project Board also discussed the issue and consensus was reached as to the need to expand the current definition to reflect a more holistic approach to building social and human capital. The Holistic approach model is
outlined at figure 4.10 of the SPS Organisational Review and in particular this focusses on activities which support Well-being; Citizenship; Volunteering and Reparation; Life-skills and Resilience; Offending Behaviour; and Learning and Employability.

**Recommendation**

Purposeful Activities are designed to support the SPS Mission to provide services that help to transform the lives of people in our care so they can fulfil their potential and become responsible citizens. Accordingly, the definition of Purposeful Activity should read as follows:

“Purposeful activity includes any activity or *constructive interaction* which promotes citizenship; develops learning and employability skills; builds life skills and resilience; addresses well-being; and motivates personal engagement with both prison and community based services.”

2.6 In this definition, ‘any activity’ includes, but is not restricted to, those activities noted as the ‘new typology’ of purposeful activity at section 4 of the SPS Organisational Review. The term ‘constructive interaction’ represents the work routinely conducted by prison officers and other staff which contributes to the development of positive relationships and motivates the engagement so necessary to effect change. It would also include designated activities carried out by Peer Tutors and Mentors.

**Recommendation**

Consideration should be given to making amendments to rule 84 of the Prisons and Young Offenders Institutions (Scotland) Rules 2011 to take account of the revised definition of Purposeful Activity.
3. Application of the Holistic Model to Current Purposeful Activity Delivery

3.1 As part of a data gathering process to obtain relevant information from all establishments regarding the provision of purposeful activity, a questionnaire was issued to all Heads of Offender Outcomes for completion. One element of the questionnaire requested details of all purposeful activities currently provided. This data was obtained prior to the publication of the Organisational Review and the proposed holistic approach to purposeful activity. The holistic model requires purposeful activity to support all individuals in custody to work on their deficits and build on their strengths in the context of 5 key strands: Wellbeing; Citizenship; Volunteering and Reparation; Life skills and Resilience; Offending Behaviour and Learning and Employability.

3.2 The data provided in the responses from Heads of Offender Outcomes was collated by provisional alignment of the establishment’s activities and services to each of the 5 strands of the holistic model. A check on the accuracy of association between the activity and the heading under which it was listed was made by requesting validation from Governors and their management teams. They were asked to confirm, based on the primary aim and desired outcome of the activity or service, that activities/services were correctly associated with the relevant strand of the holistic model.

3.3 The aim of doing this was to obtain a preliminary ‘snapshot’ view regarding the extent to which there was a balance in the provision of activities and services delivered across the 5 activity type strands.

3.4 Collation of the data enabled identification of delivery against the 5 holistic strands, within each establishment, according to prisoner groups and for the SPS as a whole. It also allowed any significant variance between establishments to be highlighted.

3.5 The data provided on purposeful activity by prisoner group did not specify the average number of prisoners belonging to that group normally held in the establishment and so did not support meaningful analysis.

3.6 The following bar chart shows the result for the SPS as a whole, based on the total number of different purposeful activity types (276) delivered across 15 establishments, aligned to the particular holistic strand they primarily target:
3.7 This data clearly indicates that the major focus for the delivery of purposeful activity is heavily centred on Learning and Employability and Offending Behaviour. However, this conclusion has to be tempered by the fact that some of the activities currently delivered will contribute to more than one of those strands. It also needs to be recognised that a potentially significant number of activities, that would count as purposeful under the revised definition are being delivered, but not recorded, because they do not qualify as purposeful activity under the present definition (for example: family visits; chaplaincy; hobbies and leisure pursuits). It would be reasonable to anticipate that recognition of these activities may considerably alter the balance of delivery of the 5 holistic strands across the prison estate and within individual establishments.

3.8 The data generally showed strong correlation across all establishments in terms of a similar percentage of activity provision against the 5 holistic domains, with the lowest and highest percentage against total establishment activity shown for each of the 5 strands in the table below:

Table 4.1

<table>
<thead>
<tr>
<th>Holistic Strand</th>
<th>Lowest % Total Establishment Activity Delivery</th>
<th>Highest % Total Establishment Activity Delivery</th>
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<tbody>
<tr>
<td>Wellbeing, Volunteering and Reparation</td>
<td>6%</td>
<td>16%</td>
</tr>
<tr>
<td>Citizenship, Volunteering and Reparation</td>
<td>1%</td>
<td>3%</td>
</tr>
<tr>
<td>Life Skills and Resilience</td>
<td>4%</td>
<td>17%</td>
</tr>
<tr>
<td>Offending Behaviour</td>
<td>19%</td>
<td>38%</td>
</tr>
<tr>
<td>Learning and Employability</td>
<td>42%</td>
<td>67%</td>
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3.9 On the face of it, the significant contrast between the different percentages of activities delivered against each of the 5 holistic strands appears quite stark. However, it must be acknowledged that these comparisons are based on basic, rough data. It would therefore, be inappropriate to make any judgement as to whether the balance of activities delivered is correct in relation to the needs of the prisoner.
population. The data is to be viewed as indicative only but it does lend itself to questioning whether the balance between the different activities is correct. To determine the answer more sophisticated research is required which would need to take account of:

- the number of prisoners by prisoner group by establishment;
- the aggregated needs of prisoner groups by establishment;
- the full range of purposeful activity delivered based on the revised definition of purposeful activity; and
- the objectives of each activity in relation to outcomes and whether they serve to support more than one of the 5 strands.

3.10 It is recommended that further research is undertaken to determine the extent to which the range and balance of purposeful activity delivered is appropriate to meeting the needs of those in custody. Such research would be facilitated by the implementation of other proposals contained within this document for revising the case management process and employing improved technology to facilitate the recording, monitoring and measuring of performance in relation to meeting the individual and aggregated needs of those in our care.

**Recommendation**

Research to be commissioned to review the provision of activities and services, in accordance with the revised definition of purposeful activity, to consider the extent to which the range of activities available is sufficient to meet the needs of the prisoner population in each establishment and that the balance of activities offered mirrors the aggregated needs of that population.
4. OVERARCHING PRINCIPLES

4.1 Purposeful activity will be recognised as being fundamental to the delivery of the rehabilitation policy and the SPS Mission: “Providing services that help to transform the lives of people in our care so they can fulfil their potential and become responsible citizens”.

4.2 All purposeful activity will be designed, developed, delivered, supported, monitored and measured in line with the revised definition of purposeful activity:

“A purposeful activity is conceived as any activity or constructive interaction which promotes citizenship; develops learning and employability skills; builds life skills and resilience; addresses well-being; and motivates personal engagement with both prison and community based services”.

4.3 All purposeful activity must clearly demonstrate: a contribution to the Nine Offender Outcomes (as derived from the National Strategy for the Management of Offenders); alignment with Scottish Government Reducing Re-offending Programme, and alignment with community based services.

4.4 Every person in prison, including remands, will have an individual (appropriately scaled) asset based plan that will be informed by consideration of the 5 strands of the holistic approach to purposeful activity. They will be allocated a case manager who will have responsibility for facilitating the delivery of the plan and supporting the prisoner in the achievement of agreed goals.

4.5 The individual’s management plan will clearly state planned outputs/outcomes and differentiate those to be delivered in the custodial setting and those which will be pursued post release through community based services.

4.6 The contribution by prisoners to the development and regular monitoring and evaluation of their case management plan is to be valued and incorporated as an integral part of the process.

4.7 The specific needs of different offender groups will be identified and recognised through the individual asset based approach to case management and the aggregation of needs. This will enable SPS nationally and establishments locally, to develop a range of purposeful activity relevant to the needs of these groups.

4.8 There is an integrated, whole prison approach to supporting offenders and their families, with the provision of innovative and meaningful opportunities for families to be involved throughout an individual’s period of imprisonment.
4.9 Arrangements for access to purposeful activities are equitable (with consideration given to risk assessed mixed access to activities) and access is maximized by developing local timetabling/scheduling arrangements, pending development of required IT solutions.

4.10 Prisoner earnings will reflect the extent of the prisoner’s ‘engagement’ with those purposeful activities which have been jointly agreed as appropriate to their individual strengths and needs.

4.11 There are mechanisms in place both locally and nationally to ensure continuity and consistency of access to purposeful activity.

4.12 Good health, both mental and physical, is recognised as a pre-requisite to offender engagement in those purposeful activities that can assist desistance. Responsibility for health, in the context of an offenders’ wellbeing, is acknowledged as requiring a whole prison approach and is not viewed as the sole responsibility of healthcare professionals.

4.13 Establishments will be able to evidence their provision of a range of appropriate methods through which offenders can contribute to the design of purposeful activities and give feedback on all purposeful activity provided.

4.14 Establishments will proactively seek to make available an extensive range of opportunities for those in custody as citizens of the prison community, to contribute to its regime. This may include opportunities to be involved as: peer tutors/mentors; a representative on relevant management forums and activity development teams; a member of a prisoner council/forum; and a ‘champion’ for specific policies/activities.
5. OFFENDER MANAGEMENT

Vision

Our vision is to deliver an effective offender management service which:

- appropriately assesses the needs of all offenders in our care;
- links offenders to a range of purposeful activities designed to build upon strengths, potential and social networks, as well as addressing risk and needs; and
- motivates offenders to engage in activities and community based services needed to support their positive community re-integration.

5.1 In its Inquiry into Purposeful Activity in Prisons (May 2013), the Justice Committee noted the concerns raised by a number of stakeholders relating to:

- some prisoner’s lack of experience of a working routine and engagement with purposeful activities;
- the opportunities remand prisoners have to participate in purposeful activities;
- the number of short-term prisoners who participate in purposeful activities; but
- welcomed the increased emphasis being given to throughcare for short-term offenders as it is vital that an adequate support package is provided to prisoners on release which recognises the broad range of factors which caused their offending behaviour.

5.2 The Reducing Reoffending in Scotland Report, published by Audit Scotland in November 2012, also recognises the limited support available to offenders serving short term prison sentences and that such a lack of community-based support may be a significant factor in levels of re-offending.

5.3 The Scottish Government’s Reducing Reoffending Programme (RRP2) places a particular emphasis on addressing the problems associated with prolific offenders who regularly spend short periods of time in prison. However, the ICM process, in its current form, is not conducive to addressing this issue.

5.4 The Report of the SPS Organisational Review points out that:

“In order to contribute to a reduction in reoffending, the SPS must consider both how prisoners use their time in custody, purposefully and productively, and how they plan to reintegrate with the community on release. Currently, case management
and throughcare is mainly focused on long term offenders. The SPS and partners have well developed and defined collaborative practices for managing the risks and needs of prisoners subject to statutory post-release supervision. Case Management within the context of SPS means the approach to the assessment, planning, implementation, review and coordination of access to a range of services for any prisoner. The Developing Offender Management in Corrections in Europe (DOMICE) project, identified that case management should place the offender at the centre of a whole system perspective and should focus upon what happens after release rather than what happens in prison (i.e. the efforts should be to make good citizens and not good prisoners). This is an important repositioning for SPS practice.

5.5 The SPS Organisational Review raises a number of key issues regarding offender case management and community reintegration planning, together with associated recommendations and points of action as follow:

- SPS rationalises Risks and Needs Assessment practice to ensure alignment with national tools and practice, remove duplication, improve access to purposeful activity and provide better quality information on both individual and aggregated needs. SPS develops and implements a consistent and evidence-based approach to Community Reintegration Planning (CRP) for short-term prisoners and a scaled version of CRP for prisoners on remand. These plans should focus on maintaining community connections, addressing practical needs and should fit with the emerging principles of RRP2;

- SPS extends the testing and evaluation of the effectiveness of the CRP and throughcare support model in a large local establishment, such as Barlinnie, in order to develop arrangements that are practical, realistic and focused on outcomes, rather than compliance with processes;

- SPS explores options to ensure that prisoners have a voice in developing individual plans (e.g. a form of self-assessment) and promotes the appropriate support of families in CRP. This should include options for involving friends or other positive community supports where family engagement is either not available or not appropriate;

- SPS develops CRP in alignment with RRP and in partnership with community and voluntary throughcare service providers i.e. Social Work and third sector organisations including Public Social Partnerships (PSP) leads, so that one tool can be used by different providers to build a whole system approach that ensures that services do not duplicate each other. This should follow the principle of one person, one plan; and
SPS provides CRP to all short term and remand prisoners who wish to take it up. However, process should be scalable, transferable to community providers and designed to be delivered by Personal Officers rather than specialist roles. Overly bureaucratic/centralised systems are likely to be unachievable.

**Recommendation**

The advancement of all of the above recommendations and points of action proposed in the Organisational Review is considered essential to the development of a strategy for purposeful activity if it is to be fully effective in assisting offenders to take responsibility for making positive changes to their lives and to support them towards positive reintegration with their community.

**Integrated Case Management (ICM)**

5.6 It has been recognised that the existing process for ICM will need to be reviewed and developed to meet the requirements for effective CRP. Recognition of the requirement to review ICM is welcomed in relation to developing a Purposeful Activity Strategy, as it will inform the identification and design of activities and services in custody that align with community provision and therefore allow for continuity of provision between custody and the community.

5.7 The current ICM process is based on a two-tiered approach with offenders being managed through either a standard or enhanced version:

- Standard ICM is applied to all prisoners who are not subject to post-release supervision, i.e., the majority of prisoners sentenced to less than four years imprisonment (with the exception of sex offenders sentenced to six months or more; such offenders are subject to statutory post-release supervision); and
- Enhanced ICM is applied to all prisoners subject to post release supervision (i.e. all offenders sentenced to four years or more and all sex offenders sentenced to six months or more).

5.8 Historically, the perception has existed that offenders who present the highest risk to the public receive the longest prison sentences (hence the focus of offender management services on long-term prisoners). However, this perception is not necessarily the case; a significant proportion of the short-term prison population are prolific offenders who present a high risk of reoffending.

5.9 Analysis of the current prison population reveals that almost 55% of convicted prisoners are serving sentences of less than four years. Taking into account the number of short term prisoners who are subject to a Supervised Release Order
(SRO) or statutory supervision (sex offenders serving 6 months or more), approximately half of the convicted population (c. 3,000 offenders) are managed through the Standard ICM process. This means that approximately one in two convicted offenders are not subject to risk assessment, undergo no formal case management while in custody and are not subject to any form of monitoring or supervision in the community following release from prison.

5.10 Conversely, significant resource is invested in managing long-term prisoners regardless of the level and nature of risk they present and all offenders, subject to post release supervision (and consequently, managed through the enhanced ICM process) undergo an annual risk assessment, case conference and a review of their case management plan.

5.11 In terms of contributing towards the reducing reoffending agenda, it could be argued that the current ICM process, in terms of addressing risk and need for all offenders, is limited in its effectiveness, in that:

- significant resource is invested in annual risk assessments and case management for offenders who will not be in a position to access the community for some considerable time; while
- very limited resource is invested in reducing the risks presented by prolific offenders, with short-term sentences, many of whom will return to the community within 12 to 24 months of entering prison; and
- the process concentrates predominantly on offenders’ deficits.

5.12 The review of ICM will have to consider:

- the annual ICM case conference process;
- the Core Screen process;
- the risk assessment and case management process;
- the role of the Personal Officer;
- the temporary release process;
- the parole process and how it is aligned with case management;
- recording and monitoring of management plans; and
- the Community Integration Plan

5.13 Although primarily facilitated by SPS, the ICM process is jointly owned by SPS, Scottish Government (SG) and the Association of Directors of Social Work (ADSW). Any review of the existing process must, therefore, be taken forward in partnership; the proposed scope of the review should consequently be tabled with the Tri-Partite Group or equivalent, and should include other criminal justice partners such as:
The Risk Management Authority;
The National Health Service;
Police Scotland; and
The Parole Board Executive.

**Recommendation**

SPS, in consultation with other criminal justice partners, should conduct a review of the ICM Process, and pilot the revised process in a suitable establishment.

### The Annual ICM Case Conference Process

5.14 In its enhanced form, the ICM process includes an annual risk assessment (LS/CMI) and a multi-disciplinary, multi-agency case conference every 12 months until the point of release. Within the current prison population, around 2,800 prisoners are serving sentences of four years or more (1000 of these are life prisoners). The resources consumed in order to carry out annual assessments and case conferences are significant, particularly for those prisoners whose eventual release is several years hence. The value of an annual assessment and case conference may be questionable when:

- the prisoner is not in the position to access the community for several years; and

- the resources consumed over a prolonged period may be more effective if targeted at prisoners currently managed under the standard ICM process whose offending history is indicative of further offending (particularly in the case of violent offenders).

5.15 A clear illustration of the potential over-investment in the enhanced ICM process for some prisoners can be seen with those serving sentences with significant punishment parts. There are 686 life sentence prisoners in custody at present that have a punishment part of 10 years or more. Each of these prisoners will undergo a full risk assessment and an ICM case conference at least nine times prior to reaching the expiry of their punishment part. While subject to the controlled environment of a prison, this level of activity may be considered excessive, particularly during the early years of a long sentence when many prisoners are not ready, or may not be willing to engage.

5.16 A significant proportion of prisoners convicted of violent offences, are sentenced to less than 4 years imprisonment which means that they are currently not subject to a formal risk assessment or case management procedures. Whilst Criminal Justice
Social Work (CJSW) currently has no statutory obligation to carry out risk assessments on prisoners not subject to post release supervision, the need to effectively identify risk and needs, and take steps to manage that risk and address the need, is essential in providing public protection.

5.17 There is a requirement, therefore, to consider whether the current ICM process, specifically in its enhanced form, makes best use of resources, and in particular with regard to addressing the needs of short-term prolific offenders.

5.18 It is suggested that the level of activity, in particular the need for annual risk assessments and case conferences, for those currently managed through the enhanced ICM process, be reviewed and that multi-agency consideration be given to how resources can be more effectively utilised by striking a balance between those prisoners serving long sentences and those serving shorter sentences who present medium to high risk of re-offending (particularly violent offenders).

5.19 A key issue for consideration is whether or not the practice of annual risk assessment and case conferences for all prisoners, subject to the enhanced ICM process, should continue. In relation to making best use of available resources, a more effective approach may be to target assessment dates and subsequent case conferences based upon formal review dates set on an individual basis, taking into account each prisoner’s level and nature of risk and need. This would generally result in a reduced number of formal assessments and case conferences for those prisoners serving longer sentences, releasing resources which could be directed towards the management of shorter-term prisoners or other duties.

**Recommendation**

As part of the review of the existing ICM process, consideration should be given to moving towards a targeted case conference system based on the prisoner’s needs.

**The Core Screen Process**

5.20 The Core Screen represents the initiation of ICM (both standard and enhanced versions) for all prisoners and is completed within 72 hours of admission. This is a valuable tool that supports the identification of immediate need and is used as the basis for referrals to appropriate service providers (such as benefits, housing and addictions). The tool is, however, based on self-reporting and it may be argued that many prisoners are not best placed to identify or communicate their needs due to their physical/mental state at such an early point in their sentence. Immediate health concerns may well be apparent but wider, more complex issues such as family relationships and childcare/child protection issues may not come to the fore at this early stage.
5.21 Under current practice, wider needs will often be realised during the process of risk assessment and discussion with social work staff, where the prisoner is subject to the enhanced ICM process; notwithstanding this, the potential for such needs to remain unidentified for those managed through the standard ICM process is significant.

5.22 There is clearly a need to strike a balance in terms of what can actually be achieved within existing resources and the time constraints built into the current process. There is a need, however, where possible, to ensure that short-term prisoners are given equal opportunity to have their needs identified and addressed.

**Recommendation**

As part of the review of the existing ICM process, the content, structure and timing of the Core Screen should be reviewed to ensure that:

- the information gathered is relevant and useful in identifying the wide range of needs with which many shorter-term and remand prisoners present;
- the timing of the Core Screen elicits the most effective response from the prisoner; and
- appropriate mechanisms are in place to effectively follow up referrals made in relation to identified need.

**Individual Management Plans**

5.23 Individual management plans will be significant in terms of the providing the necessary support and opportunities to each individual in custody, specifically in relation to the agreed activities and services which have been jointly identified as required in order to address their needs and support their development. In recognition of the holistic approach to purposeful activity the plan will need to evidence that account has been taken of all of the 5 key strands of:

- Wellbeing
- Citizenship, Volunteering & Reparation
- Lifeskills and Resilience
- Learning and Employability skills
- Addressing Offending Behaviour

5.24 Once a plan is agreed with a prisoner, the role of the personal officer is to track that referrals are actioned, to review progress and obtain feedback from the prisoner. It will be important to ensure that the agreed plan is enabled and delivered without
interruption or change, unless during the review process it becomes apparent that a change to the plan is necessary in the best interests of the prisoner.

5.25 In order to ensure continuity of access to purposeful activities, whenever a prisoner requires to be transferred to another establishment, their individual management plan should be checked to ensure that the agreed plan can be accommodated in the receiving establishment. When, for whatever reason, the receiving establishment does not provide a required programme, activity or service, the prisoner should not be transferred (except when there are exceptional operational circumstances or for pressing personal reasons).

5.26 The current Prisoner Transfer Assessment process will require to be amended accordingly.

**Recommendation**

The existing Prisoner Transfer Assessment process should be reviewed to ensure that, prior to a transfer being agreed, a prisoner’s individual management plan can be accommodated in the receiving establishment.

5.27 As part of the review, consideration should also be given to improving the opportunities for families, friends or other positive community supports (where family engagement is either not available or not appropriate), to become involved in the case management process, including attendance at case conferences either in person of via video conferencing.

**Recommendation**

- Every prisoner, including remands, should have a person-centred (suitably scaled) asset-based plan that supports the desistance journey;
- Such plans should focus on Wellbeing; Citizenship, Volunteering and Reparation; Life Skills and Resilience; Addressing Offending Behaviour; and Learning and Employability; and
- The review should look for ways to improve family engagement.

5.28 In order to support an asset-based approach, where every prisoner will have a desistance-based management plan, the Organisational Review states that “it will be necessary to give clear guidance about the role of the Personal Officer, and to provide officers with appropriate training and development opportunities to enable them to carry their work out professionally. This will require a fundamental review of the ‘core to role’ training and education that is currently compulsory in order to ensure best fit for refocusing of the SPS Vision and the future role of the professional prison officer”.

22 | P a g e
The Organisational Review goes on to advise that Personal Officers have a crucial role to play in supporting prisoners to achieve their full potential as contributing citizens and in helping them to prepare for release. Personal Officers will be required to facilitate prisoners to identify assets and resources, identify risks and needs (where appropriate), challenge and motivate prisoners to engage with relevant purposeful activities and advocate on behalf of the prisoner. Personal Officers, through the relationships established with prisoners throughout their time in custody, have the potential to assist prisoners to change and engage with community based services. Personal Officers can also provide the key linkages to other supports and service providers both within and outside the custodial environment. Risk and needs assessment, asset recognition, mentoring, coaching, and motivational interviewing are key skills associated with this role.

Currently, the allocation of a Personal Officer varies between establishments (and may vary within establishments). Sometimes allocation is based upon the cell or room number of a prisoner. This means that when a prisoner is moved from one cell to another they will invariably be allocated a different Personal Officer. Given the importance of the role, the process of allocating prisoners to Personal Officers will also require to be reviewed to safeguard continuity and maximise the effectiveness of the relationship between prisoner and Personal Officers.

First Line Managers will also have an important role to play in coaching, mentoring and supervising staff that have responsibility for encouraging and supporting prisoners to change their lives and fulfil their potential. Managers at all levels in the organisation will also require to develop their professional expertise, especially in aspects relating to desistance and asset-based approaches, in order to support and drive change in the organisation. This may place an increased burden on Residential First Line Managers in seeking to deliver the many and varied existing requirements of their role, in conjunction with the need to support the change process required by the Organisational Review. Consideration should be given to the most efficient and effective way of providing support to Managers and staff during the Organisational Review implementation transition phase, with particular thought to the needs of First Line Managers.

**Recommendation**

- The process for allocating Personal Officers should be reviewed to ensure that it is based on criteria that will deliver the best support for the individual in custody.
- Consideration should be given to the most appropriate means of providing support to managers and staff during the change transition phase arising from implementation of the Organisational Review recommendations.
The Temporary Release Process

5.32 The main purpose of temporary release is to:

- assist in the prisoner’s preparation for release;
- maintain contact with family members; and
- assess the prisoner’s ability to cope outside the prison environment.

5.33 At present, prisoners are only permitted temporary release from prison if they meet the Standard Criteria for progression to less secure conditions, and their case has been approved by a Risk Management Team (RMT). The Standard Criteria includes arbitrary conditions including the extent to which a prisoner has been free of drugs, free of misconduct reports, their supervision level, and the length of time spent in custody. These criteria are not based on any assessment of risk. As a result, a number of prisoners are systematically being excluded from being considered by a Risk Management Team (RMT) for progression to less secure conditions and/or unescorted community access.

5.34 In addition, the Direction to the Prison Rules, which provides for Temporary Release, currently lists those establishments from which prisoners may be granted unescorted community access. In the main this is restricted to National Top-Ends, Community Integration Units, and the Open Estate. Traditionally, only life sentence prisoners and select long-term prisoners transferred to National Top-Ends. Short-term prisoners are only eligible to transfer to the Open Estate. If the direction was amended to allow unescorted community access to eligible prisoners, regardless of their location, then this would provide establishments with more flexibility to devise innovative pre-release and throughcare arrangements for prisoners, such as community work placements and linking up with potential employers etc. (see section 9 - Learning and Employability).

Recommendation

- The Standard Criteria for progression be reviewed, with a view to it being superfluous to any risk assessment on progression, particularly if cases are to be referred direct from ICM;
- Consideration should be given to reviewing the directions to the Prison Rules, so that eligible prisoners can be granted unescorted community access regardless of their location.
The Parole Process

5.35 The importance of effective case management in informing decisions on parole cannot be under-estimated. Significant work has been completed in partnership with the Parole Unit, the Parole Board, ADSW, SG and ACPOS to simplify the process of constructing parole dossiers, and further developments are currently planned.

5.36 The Parole Handbook has been revised setting out procedural guidance for the process which should be followed for determinate and life sentence prisoners. This guidance aims to support a consistent approach to the compilation of reports and the construction of parole dossiers, and could be used as a template for improving the quality and consistency of reports compiled as part of the ICM process.

5.37 Since the introduction of ICM and Multi-Agency Public Protection Arrangement (MAPPA), there has been a number of instances where the timelines, within the individual processes, have caused difficulty in ensuring all relevant and current information is effectively collated and presented to the Parole Board. Such instances are resolved on a case by case basis; however, ensuring the timescales for actions within the ICM, Parole and MAPPA processes (i.e. ‘critical dates’) are aligned will improve the quality of information available to support decisions on release and transition to the community.

Recommendation

As part of the ICM review, consideration should be given to aligning the ICM timescales with the Parole and MAPPA processes, in order to reduce duplication of efforts and provide the best possible available information to support informed decision making.

Recording and Monitoring of Management Plans

5.38 In terms of understanding a prisoner’s profile of risk and need, information obtained through risk assessment, and file review is currently recorded across nine specific ‘domains’ (i.e. social care; resettlement; learning skills and employability; substance misuse; responsivity; offending behaviour; sexual conduct; mental health; and progression).

5.39 While in some cases, this categorisation is helpful in focusing attention on specific factors contributing to offending (e.g. substance misuse, sexual conduct, mental health etc.), in others (such as social care) it can be more difficult to focus on the wider needs such as family relationships, child protection, parenting and children’s rights.

5.40 With the introduction of an asset-based plan, the current domains within the ICM process should be reviewed to reflect the wide range of needs presented by the
prison population as a whole and provide the opportunity to formulate a more holistic approach to offender management. Issues such as family relationships (including domestic abuse and child protection) should be recorded in a more transparent manner in order to ensure that all staff working with prisoners have an increased understanding of their overall need and can effectively contribute to their risk management.

5.41 Having an individualised plan for every prisoner, suitably recorded on PR2, would not only enable establishments to identify individual prisoner needs, but also to aggregate needs to ensure that they are providing the right activities/interventions to meet the needs of their prisoner population.

5.42 It has been suggested that a logic model could be an effective way of recording the outcome of a plan, which clearly sets out:

- the prisoner’s risks/needs;
- what requires to be done to address those risks/needs; and
- what outcomes should be expected in the short, medium and long-term.

5.43 Annex 8 provides an example of a logic model for a typical prolific short-term offender, who has issues with addictions, housing, family support, and employment.

**Recommendation**

In line with the asset-based projects currently being undertaken at both Low Moss and Polmont, consideration should be given to piloting a logic model approach to recording prisoner management plans.

5.44 As pointed out in the Organisational Review, PR2 is currently limited in providing aggregated data from which to plan services, even for the relatively small proportion of prisoners to whom the Enhanced ICM process applies. Significant improvements will require to be made to support a case management approach for short-term prisoners which may encompass several periods in custody (possibly in different establishments). SPS will need to review the efficiency of its prisoner records system to support new requirements.

5.45 HMP Addiewell currently operates a Custodial Management System (CMS), which operates in tandem with PR2. The CMS system allows them to timetable a prisoner’s activities against the needs identified in their management plan. The system can also provide quality management information such as detailing the percentage of time a person is involved in purposeful activity and uses the term ‘prisoner on a page’ to show an individual prisoner’s journey. The system also allows Addiewell to operate a bonus scheme based on learning.

5.46 By developing a similar system this would allow SPS to:
• accurately record a prisoner’s needs;
• put a timetabled plan in place to address those needs, by maximising their attendance in relevant purposeful activities;
• allow Personal Officers to monitor progress against the agreed plan and motivate the prisoner to engage with relevant purposeful activities; and
• introduce a Prisoner Wage Earnings system, which rewards prisoner engagement with the agreed plan.

5.47 Such a system would also allow SPS to:
• aggregate prisoner needs by establishment and across the estate;
• measure the effectiveness of purposeful activity; and
• the level of prisoner’s engagement against agreed plans to show distance travelled.

5.48 Section 13 of the strategy provides further information in relation to Performance Measurement.

Recommendation

As part of the review of ICM, the domains on PR2 require to be reviewed to ensure that they are fit for purpose and align themselves to an asset based approach which accommodates the 5 strands of the holistic approach to purposeful activity.

More widely, SPS should progress investment in an electronic Case Management System.

Community Reintegration

5.49 In recognition that throughcare services are essential in supporting prisoners returning to the community (whether statutory or voluntary), a CRP is essential. Under the current ICM process, prisoners have what is called a “Community Integration Plan” (CIP). The CIP is less relevant for prisoners managed through the enhanced ICM process, as they are subject to a case/risk management plan of which ownership passes from SPS to CJSW upon release. However, there is no equivalent for prisoners managed through the standard ICM process.

5.50 Although the title suggests something different, the CIP is basically a record of a prisoner’s time in custody, containing:
• a running narrative of information entered within the ICM domains; and
• a record of referrals made to service providers.
5.51 Community partners have long since held the opinion that the document is not meaningful in terms of setting out a plan for community re-integration; that the current functionality is limited; that the layout of the document is not user-friendly and that key information is not readily accessible. In reality, the CIP represents a set of case notes at best and provides little value for community based colleagues.

**Recommendation**

As part of the review of ICM the content, structure and functionality of the CIP should be reviewed and updated to ensure information provided to community partners, at the point of release, is meaningful and accessible in planning a prisoner’s re-integration following release from custody.
6. WELLBEING

Introduction – The concept of Wellbeing

Vision

The physical and mental wellbeing of those in our care is respected and that this is reflected in our behaviour, policies and interventions.

6.1. The SPS Organisational Review highlights Wellbeing as one of 5 strands comprising Purposeful Activity and lists a number of indicative activities that contribute to wellbeing. However, to appreciate the significance of wellbeing in relation to the desistance journey of an offender it may be helpful to understand and agree what we mean by the word.

6.2. In 2008 the New Economic Foundation (NEF), a leading UK think-tank, was commissioned by the UK Government to develop a set of evidence based actions, the aim being to improve personal well-being. In the executive summary of their final report (Foresight Mental Capital and Wellbeing Project (2008)) they point to the ‘critical importance’ of both mental capital and mental wellbeing:

“An individual’s mental capital and mental wellbeing crucially affect their path through life. Moreover, they are vitally important for the healthy functioning of families, communities and society. Together, they fundamentally affect behaviour, social cohesion, social inclusion, and our prosperity”.

“A key conclusion of the Project is that mental capital and mental wellbeing are intimately linked: measures to address one will often affect the other. This argues for them to be considered together when developing policies and designing interventions”.

6.3. The report goes on to describe mental capital as an individual’s cognitive ability and emotional intelligence, including social skills and resilience in the face of stress. Whereas, mental wellbeing is defined as “a dynamic state, in which the individual is able to develop their potential, work productively and creatively, build strong and positive relationships with others, and contribute to their community. It is enhanced when an individual is able to fulfil their personal and social goals and achieve a sense of purpose in society”.

6.4. The Project commissioned work “to identify the wellbeing equivalent of ‘five fruit and vegetables a day’” and, based on analysis of extensive evidence, proposed the following as “Five Ways to Mental Wellbeing”:

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<th>Table 6.1</th>
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<tr>
<td><strong>Connect</strong>… With the people around you. With family, friends, colleagues and neighbours. Building these connections will support and enrich you.</td>
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<tr>
<td><strong>Be active</strong>… Go for a walk or run. Step outside. Cycle. Play a game. Garden. Dance. Exercising makes you feel good</td>
</tr>
<tr>
<td><strong>Take notice</strong>… Be curious. Be aware of the world around you and what you are feeling. Reflecting on your experiences will help you appreciate what matters to you</td>
</tr>
<tr>
<td><strong>Keep learning</strong>… Try something new. Rediscover an old interest. Learning new things will make you more confident as well as being fun.</td>
</tr>
<tr>
<td><strong>Give</strong> … Do something nice for a friend, or a stranger. Seeing yourself, linked to the wider community can be incredibly rewarding and creates connections with the people around you.</td>
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6.5. The SPS Organisational Review offers the following suggested activities as contributing to Wellbeing:

Fig 6.2

- Contact with family and friends
- Hobbies /personal interest
- Physical exercise and sport
- Creative arts
- Developing caring skills (such as Paws for Progress
- Support groups like Alcoholics Anonymous
- Library access
- Health promotion (e.g. sexual health, well women, etc.)
- Sustained or improved physical and mental wellbeing
- Youthwork
- Spiritual activities
- ‘Busy activities’ that provide opportunities for social interaction and give someone a reason to get out of their bed in the morning
6.6. Clearly, all of the activities suggested in the Organisational Review as belonging to the Wellbeing category deliver opportunities that are consistent with those proposed in the 5 Ways to Mental Wellbeing. They all offer the chance for individuals to connect, learn, be active, develop awareness and some, such as involvement in youthwork or spiritual activities, may offer the occasion to ‘give’ to others, whether in the prison or external community (Equally, however, there are activities detailed under other headings in the Holistic approach which are also important in terms of their contribution to wellbeing, such as volunteering or reparative work).

6.7. Opportunities for all of the activities listed under the heading of Wellbeing in the Organisational Review currently exist across the prison estate. Many of them are provided routinely in all establishments (family visits; physical exercise; library access; healthcare provision in relation to physical and mental health; and chaplaincy) whilst others are available only in some. The reason for the variation is clearly evident in some cases (i.e. where the provision of youthwork is specific to young offenders). However, opportunities to pursue some activities, for example hobbies, or to engage in creative arts activities currently may vary between different establishments.

Key Messages

- the concept of wellbeing comprises two main elements which are feeling good and functioning well
- the achievement of wellbeing is gained through a range of different activities and ways of thinking (what we do and the way we think)
- the range of suggested activities proposed by the Organisational Review as contributing to Wellbeing, are consistent with the ‘ 5 Ways to Mental Wellbeing’, but so are a number of activities designated under other purposeful activity strands
- the importance of the interdependence of mental capital and mental wellbeing signals the requirement for them to be considered jointly in the development of policies and interventions
- a sense of wellbeing is a prerequisite to developing and maintaining a positive outlook and the potential for increased motivation and personal growth.

Health Improvement/Health Promotion

6.8. The health of prisoners has long been recognised as generally poor and with notable health inequalities compared to others in Scottish society. ‘The Health Promoting Prison’, published in 2002, represented the first health promotion strategy produced by the SPS. Implementation of the strategy resulted in considerable progress being
made but it was recognised that difficulties were encountered in developing and sustaining a fully comprehensive range of health promotion opportunities and services.

6.9. “Better Health, Better Lives for prisoners: A framework for improving the health of Scotland’s prisoners” was produced by the SPS, the Scottish Public Health Network (ScotPHN) and the Scottish Health Promotion Managers Group (SHPMG) and published in June 2012. The publication of the framework, following shortly after the transfer of responsibility for healthcare provision from the SPS to the National Health Service (NHS) (on 1 November 2011), was viewed as providing an opportunity to ‘refresh’ the work undertaken in the 9 years following implementation of ‘The Health Promoting Prison’ strategy. The framework was designed to be utilised by each prison (both state-run and privately-run) working with their corresponding NHS Board to shape a detailed plan.

6.10. In the foreword to Better Health, Better Lives, Harry Burns, Chief Medical Officer, referring to his Annual Report for 2010 stated: “I highlighted the health and health care needs of people incarcerated in Scottish prisons. I noted that not only did prisoners often come from some of the most challenged communities in Scotland, their experience of health and wellbeing was amongst some of the poorest in the country and that they were often those with the fewest personal assets on which to draw in moving towards healthier lifestyles and life circumstances and to reduce the likelihood of reoffending”, and he concludes his foreword stating that: “Ultimately, Better health, better lives for prisoners is about helping people to develop the skills and opportunities to sustain the social and familial “connectedness” which improves health and changes lives for the better”

6.11. The Better Health, Better Lives framework is based on a ‘whole prison approach’ utilising integrated, multi-disciplinary services and strongly advocates the use of prisoner involvement and feedback, all of which is consistent with the approach and recommendations promoted and contained within the SPS Organisational Review.

6.12. The Better Health, Better Lives framework aims to realise better health for prisoners and an improved working environment for staff through multi-disciplinary work on a range of health improvement topics and the engagement of prisoners in different capacities, including planning, feedback and peer support.

6.13. The framework clarifies that all references to health promotion relate to both health improvement and health promotion. It emphasises the important role of health improvement in offender management.

6.14. The framework reported that whilst there was a wide range of health promotion activities in prisons these activities tended to be formal and traditional in nature and, furthermore that: “Unfortunately, their provision, delivery and reach to prisoners is often reported as being ad hoc, variable across the prison estate and rarely formally
evaluated against their impact on prisoner health and wellbeing”. However, the report also highlights that a wide range of activities in prisons contribute to health improvement but are not necessarily recognised as doing so. It notes that activities such as physical activity sessions, chaplaincy, work, education, training, healthy meal options and family visiting opportunities contribute to both the physical and mental wellbeing of prisoners.

6.15. The framework draws from the Ottawa Charter for Health Promotion, which stresses the importance of approaching health holistically through a “healthy settings” approach.

6.16. The Ottawa Charter identifies that in most healthy settings appropriate action is concentrated on 3 areas:

- creating a healthy working, living and learning environment
- integrating health into the core business and routine life of the setting
- contributing to the health and wellbeing of the wider community

6.17. The primary aim of the Better Health Better Lives framework is to achieve Offender Outcome 1: “Sustained or improved physical and mental wellbeing” and Offender Outcome 3: “Reduced or stabilised substance misuse”, of the 9 National Offender Outcomes. However, it could also be anticipated that ‘in variable part’ it would contribute to the achievement of the other 7 outcomes.

Key Messages

- Since a sense of Wellbeing is key to developing a positive outlook and the potential for increased motivation and personal growth, the Wellbeing strand of the Purposeful Activity holistic model and those activities associated with it (directly or indirectly) should be viewed as a springboard or precursor to positive offender engagement in other purposeful activities which provide opportunities for transformational change.

- Health and Wellbeing need to be embedded as core business in every establishment for the benefit of offenders and staff.

6.18. Better Health, Better Lives points out that many health promotion activities target the general prison population and may not address the needs of minority groups. The framework therefore argues the importance of using an impact assessment (“such as the Health Inequalities Impact Assessment”) on all new prison policies “to understand the impact on health and wellbeing on all prisoners but especially of the minority groups” (Minority groups were seen to include: women, young people, older prisoners, prisoners with a disability; prisoners of minority ethnic origin, LGBT prisoners and prisoners assigned protection status).
**Recommendation**

The Health Inequalities Impact Assessment or similar tool should be applied to all new prison policies in order to ensure that the health improvement and therefore wellbeing of all prisoners, including those deemed to be in a minority group, are met and this should be applied, in particular, to all purposeful activity related policies.

6.19. The National Prison Health Improvement Group (NPHIG) was convened in March 2013 to provide strategic leadership for the implementation of the Better Health Better Lives (2012) framework in Scottish prisons. Its membership comprises senior members of SPS, NHS Health Scotland, the SHPMG, and Glasgow Centre for Population Health. The NPHIG expects that operational issues arising from implementation of the Better Health Better Lives framework will be addressed by local Prison Health Improvement Groups convened by each prison.

6.20. The NPHIG issued an initial baseline questionnaire to Governors and the responses indicated that while there was health improvement activity in every establishment, the nature and content varied considerably. In order to provide help and support to local Health Improvement initiatives the NPHIG has embarked on a road show to visit every prison, sharing examples of good practice from around the estate and discussing with local groups the kind of structures, wider involvement and action planning that will enable them to move forward with this agenda. The prison visits have been open to a broad range of individuals and agencies across the prison and beyond, including representatives from the Community Justice Authority, Local Authority, NHS and the local ADP.

6.21. The Better Health Better Lives framework is represented in diagrammatic form below and offers a template which is wholly compatible with the vision, mission and operating task of the SPS as set out in the Organisational Review:

![Fig 6.3](image-url)
There are three ‘foundations’ which support the whole framework. These are:

1. The cross-cutting ‘STRIPE’ which consists of six main elements:
   - Standards
   - Training
   - Referral to community resources
   - Impact assessment
   - Personal planning
   - Evaluation

2. Activities consistent with the SPS Mission:
   - elements of Custody Order Care Opportunity (COCO)

3. Hope, which underpins changes required to help prisoners, their families and their communities have a better and healthier life.

The framework also has 11 vertical pillars that correspond to well-recognised specialist health promotion areas and the expectation is that the NHS will provide
expert advice and resources to support the health-related input to these topic areas in line with current national guidance.

The health promotion areas are:

- reduce use of tobacco
- reduce harmful use of alcohol
- reduce harmful use of illicit drugs
- improve mental wellbeing
- increase uptake of healthy eating and reduce obesity
- encourage better oral health
- increase safer sex and better personal relationships
- reduce transmission of blood-borne viruses
- increase physical activity
- improve parenting
- management and prevention of long-term conditions

6.24. To reduce the risk of silo working, the framework also proposes four horizontal ‘unifiers’ that cross the vertical ‘health’ pillars. These attempt to highlight where there is the opportunity for prisoners, prisons and stakeholder partners to be involved and specifically address the prison context for that individual topic area. These ‘unifiers’ are:

1. prisoner involvement
2. healthy prison policies and environment
3. linking with the community and public sector services
4. measurable outputs and outcomes.

6.25. A large number of establishments have formed a local health improvement group, but not all. Additionally, not all establishments have, as yet, developed a health improvement action plan.

Key Message

The Better Health Better Lives framework template has strong resonance with the aims and principles of the Organisational Review and the aims of the Purposeful Activity Strategy.
Case Study

HMP Shotts has an active local health improvement group and they have developed a health improvement strategy for the establishment which is firmly based on the template recommended by Better Health Better Lives. The document represents a best practice item in terms of clearly describing planned actions to enable the establishment to deliver the aims and objectives of Better Health Better Lives and to monitor and measure its future performance. The National Prison Health Improvement Group has signalled it to other establishments as an exemplar.

Recommendation

Every prison should be required to have an active Health Improvement Group.

Recommendation

The Health Improvement Strategy produced for HMP Shotts represents best practice and establishments should be required to produce a similar plan for Health Improvement activities, relevant to the needs of their prisoner population. The requirement to do this should be specified and monitored as part of the establishment delivery planning process. The expectation would be that the plan would be in place in Year 1 (2014-15) with on-going implementation of actions to agreed timescales and measurement of outcomes.

6.26. The framework highlights the role prison staff can play in having a positive impact on health and wellbeing through motivating and encouraging or referring as well as educating through brief interventions (i.e. in relation to smoking cessation or drug and alcohol awareness).

Recommendation

The SPS appraisal system which is currently under review, should ensure that the requirements placed on staff in relation to core role outputs, specifically include their responsibility for having a good understanding of the significance of health and health improvement; for supporting and promoting health improvement and wellbeing and where relevant, responsibility for delivering health improvement brief interventions.

Recommendation

The SPSC to be commissioned to develop a training product that will support the delivery of Better Health Better Lives.
**Recommendation**

Local establishments to identify the training and development needs staff may have in relation to their responsibilities for health improvement.

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6.27. In the ‘Health topic-specific recommendations’ of Better Health Better Lives, summary recommendations are attached to each of the 11 specialist health topic areas. In relation to two of the 11 topics, reduce use off tobacco and reduce harmful use of illicit drugs, in recognition of the fact that tobacco is used to manage stress and boredom and that cognitive distractions can help in the cessation of drug use, whilst boredom threatens it, both topics contain the recommendation: “Ensure there is adequate provision of purposeful activity, including at weekends and evenings. This should include adequate access to physical activity”.

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**Recommendation**

Operations Directorate will lead in the development of policy which will consider the feasibility, taking account of resource and cost requirements, of expanding purposeful activity provision to offer opportunities for evening and weekend access, in order to provide prisoners with opportunities for diversion from boredom and the development of a more consistently active and healthy prison environment. Establishments to take this forward in their delivery plans.

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6.28. Better Health Better Lives promotes the concept of engaging prisoners as Health Champions and giving them a voice on the local health improvement group. Such engagement is perceived to have benefits to the individual prisoners involved and to add value to the development and implementation of health improvement policies and activities.

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**Recommendation**

Local Health Improvement Groups to ensure the active involvement of prisoners: as Health Champions; in the development of health improvement policies and as participants.

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6.29. Better Health, Better Lives provoked wider interest among organisations other than the SPS in matters relating to not only the health of prisoners but also of the wider offender population. Accordingly the Offender Health Collaborative (OHC) was established in recognition of these various and joint interests with the primary aim being to adapt the existing Better Health, Better Lives framework to allow inclusion of health improvement for the wider offender population.
6.30. Healthier People Safer Communities: Working Together to Improve Outcomes for Offenders was published in April 2013. It resulted from collaborative work between NHS Health Scotland and SPS and the short term secondment of a Health Promotion specialist to the post of SPS Health Improvement Manager. The objectives the post-holder was tasked with were:

- to support SPS in the delivery of the Better Health, Better Lives Health Improvement Framework in prisons;
- to make recommendations on the adaptation of the Better Health, Better Lives Framework for prisoner health improvement to a framework for offender health; and
- to scope potential work streams for the OHHC

6.31. The Healthier People, Safer Communities report found that SPS had identified, as well as implemented, processes to enable the delivery of the Better Health, Better Lives Framework in its prisons.

6.32. In terms of its specific recommendations Healthier People, Safer Communities states that the aim is “to further embed health improvement into core activity, develop partnership working, ensure best practice and establish the Better Health, Better Lives Framework as a realistic means of achieving shared outcomes in criminal justice and health”.

6.33. The recommendations are:

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<td><strong>Short Term</strong></td>
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<td><strong>Medium Term</strong></td>
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6.34. Whilst NHS and SPS are working collaboratively each has their own specific outcomes and performance measures. As SPS works to develop smarter, more meaningful measures in relation to the delivery of agreed offender outcomes, consideration needs to be given to ensuring an appropriate fit with NHS targets and measures.

**Recommendation**

SPS, in consultation and collaboration with NHS Health Scotland, to identify and agree a process for assuring an appropriate and effective fit between the performance measures and targets of both organisations in relation to the health and wellbeing needs of those in custody.

6.35. Current engagement with community planning partnerships (CPPs) is variable according to establishment. In recognition of this, the pending change to the CJA structure and SPS engagement with other external health and wellbeing related partnerships (such as Alcohol and Drug Partnerships), the NPHIG is planning to work with establishments to support the development of effective partnership working, in particular giving consideration to appropriate communication structures and processes.

**Recommendation**

SPS should give consideration to creating a designated Health Improvement post which would have specific responsibility for identifying and providing, sourcing or co-ordinating the support establishments require in the development and delivery of their action plans.

**Physical Exercise (PE) and Sport**

6.36. In a supplementary written submission to the Justice Committee the Chief Executive of the SPS described the organisation’s approach to physical exercise and sport for prisoners:

“The SPS has significant physical training and education programmes across all establishments. This involves all levels of sports, training, health, lifestyle mentoring for all prisoner groups. Staff are trained to encourage as many prisoners as possible
to take up some sort of physical activity dependent on ability. Prisoners are put through an initial assessment of ability and skill to determine need.

This then leads to involvement in various sports and activities both indoor and outdoor—

- Ball games (five a side football, outside football in local leagues);
- Racket games (badminton, tennis etc.);
- Cardio vascular (weights, running, bike and other multi gym machines); and
- Lifestyle training (yoga, zumba etc.).

Additionally establishments have sports and games officers in the residential environment to support this overarching process within house blocks who have fitness rooms and to encourage prisoners to go out into the fresh air and exercise when not able to attend Physical Training (PT)

6.37. The range of physical exercise and education provided contributes to National Offender Outcome 1: “Sustained or improved physical and mental wellbeing” and also makes a significant input to the purposeful activity hours recorded for each establishment and the organisation as a whole.

6.38. The interests of, and opportunity for, continuous improvement in the provision of PT and Education are enabled through an SPS National PTI (Physical Training Instructors) Managers Forum, which is chaired by one of Heads of Offender Outcomes. This Forum has recommended that a standardised job description, training and qualifications for PTIs be agreed with an associated training and development programme and applied across all prisons. These proposals seek to improve succession planning for PTI roles, ensure continuous development within role and therefore enhance the range and quality of PE and training provided to offenders.

6.39. PEIs links to and participation in Local Health Improvement Groups is variable across the estate and needs to be further developed and strengthened to ensure the best outcomes for those in custody. This is both in terms of a comprehensive, wellbeing plan for individuals and as wide a range of opportunities to encourage interest and engagement in wellbeing.

6.40. The vision for PE and sport is that the same range of physical activity is available in the prison as in the wider community. Whilst PE departments in many prisons are striving to replicate activities available in the community in doing so, the PEIs often pay to attend courses themselves (such as Kettlebell, SPIN and Metafit) as the current training budget for PEIs does not allow for this. This means that the licence
to deliver these particular physical training activities belongs to the individual and not to the prison.

**Recommendation**

The proposals made by the National PTI Managers Forum for the standardisation of PTI job descriptions and for the identification and provision of appropriate training and development to an agreed national occupational standard should be actioned. These proposals include that: SPSC should implement an Annual Training Programme for PEIs and that a succession planning process for PEIs should be implemented in all establishments.

**Recommendation**

PEIs in all establishments should collaborate more closely with Local Health Improvement Strategy Groups and should continue and increase their collaboration with NHS colleagues to deliver joint health/physical activity life change programmes.

**Recommendation**

PEIs should complete the Health and Wellbeing Training (currently being planned by the National Health Improvement Steering Group).

**Recommendation**

SPS HQ (Procurement) should develop contacts/links with external partners to ensure that Licences for different sports training awards can be made available across the estate.

**Contact with Family and Friends**

6.41. The Scottish Prison Service recognises the harmful effect that imprisonment can have on offenders, as well as their children and families. Research suggests that more children in Scotland experience a parent’s imprisonment than a parent’s divorce. The SPS is committed to working with families, communities and key partners in order to maintain and deliver meaningful family contact opportunities throughout an offender’s time in custody.

6.42. Maintaining and encouraging links with families and communities can make a valuable contribution to better reintegration for offenders leaving custody. The SPS Organisational Review noted that: “emerging research both in the fields of prisons and desistance, point to the importance of a more forward looking, positive view that
concentrates on the strengths and potential of individuals and cultivates the assets found within families, social networks and communities to sustain effective change”.

6.43. The SPS has adopted a strategic approach to the building of positive relationships. This approach aims to build on and enhance the work already underway covering children and families of offenders, young people, child protection and parenting. Details of the current status of these strands of the approach are detailed in Annex 2.

6.44. Key recommendations from the Organisational Review which impact on the family engagement agenda include:

- “SPS provides improved information and education for offenders, families, communities and victims and increases levels of engagement. This will include developing tools such as the SPS website, schools outreach work and using wider consultations as mechanisms for reassuring the public and building confidence in the justice system”; and

- “SPS explores options to ensure that prisoners have a voice in developing individual plans (e.g. a form of self-assessment) and promotes the appropriate support of families in community reintegration planning. This should include options for involving friends or other positive community supports where family engagement is either not available or not appropriate”.

6.45. In its review into Purposeful Activity, the Justice Committee welcomed the SPS’ new approach to providing better support to prisoners’ families and fully endorsed the planned improvements to visitor facilities and, in particular, the development of family help hubs across the estate.

6.46. A number of steps have been taken to address the issue of consistency in provision of support across the estate and access to quality family contact. For example:

- children’s visits are now available to offenders in all establishments, with a new process of presumed inclusion for all, subject to any child protection issues. Central to this new development has been the recognition that the rights of the child are paramount as well as the offenders’ right to a family life under ECHR; and

- family engagement standards are in operation nationally which detail the minimum level of support which is now available to families in all establishments. Thus ensuring greater consistency in terms of support and opportunities which must be available to offenders and their families.

6.47. The Scottish Government launched its National Parenting Strategy in October 2012, with families affected by imprisonment identified as a key group to whom support
should be targeted. As a key partner in delivering this strategy, SPS made a number of commitments which have been achieved. These include:

- the establishment of a Joint Working Group on Parenting to facilitate closer co-operation between the SPS, Scottish Government and other key partners in considering ways of supporting families through the delivery of parenting support; and

- issues around parenting being included, for the first time, in the Visitors’ Survey which was carried out in winter 2012. SPS has also ensured that questions relating to children and families appear in the Bi-annual Prisoners Survey.

6.48. Two key statements from influential stakeholders have also acted as a catalyst for changing the way in which we work with offenders, their families and their children:

- “We do not do family access well, we do not engage with the prisoner or link with the family or community. We could do so much better on that – and do it more intelligently. Just doing it in the way in which it has always been done is not good enough”.

  [Her Majesty’s Chief Inspector of Prisons for Scotland: Evidence to the Justice Committee’s Inquiry into Purposeful Activity in Prisons, 2013].

- “The children of prisoners are the invisible victims of crime and the penal system. They have done no wrong, yet they suffer the stigma of criminality. Their rights to nurture are affected both by the criminal action of their parent and by the state’s response to it in the name of justice”.


6.49. In order to make a real difference to the way in which SPS interacts and supports offenders and their families, the importance of maintaining and strengthening these key relationships must be recognised and promoted by all who work for SPS. Families can no longer be the responsibility of only the Family Contact Officer and family contact must become more than just visits.

**Recommendation**

*Within the SPS we need to recognise family engagement opportunities as purposeful activity.*
6.50. SPS must adopt a ‘whole prison approach’ to driving this agenda, which may include:

- Personal Officers building relationships with offenders, gaining a better understanding of an individual’s family situation and supporting them to maintain contact where possible;
- staff ensuring that families understand what their role can be and ensuring that they are routinely invited to participate, where appropriate, in meetings such as Integrated Case Management;
- staff across the prison utilising every opportunity to reinforce key messages about the importance of family contact; and
- HQ policy lead co-ordinating the sharing of good practice to support the development of family engagement locally.

Case Study

HMP Low Moss has introduced a unique and original ‘family driven’ approach to visits through which the family is empowered in not only arranging visits at suitable times on a rolling programme, but also in terms of affecting the quality of interaction and activities during the visit itself. The new approach to visits and family contact is viewed in positive terms by offenders, their families, staff and volunteers. The recent evaluation into family contact at HMP Low Moss found that the innovative visiting arrangements enabled offenders to maintain relationships with their families and be involved in their lives, affecting:

- the actual relationships;
- the level of participation by offenders in family life; and
- their ability to discuss important issues with their families.

Recommendation

SPS must adopt a whole prison approach to supporting offenders and their families by creating and encouraging innovative and meaningful opportunities for families to be involved throughout a period of imprisonment.

Recommendation

SPS must ensure that staff have the necessary training and tools to deliver their contribution towards the family agenda.
Recommendation

If family engagement, as a key element of purposeful activity, is identified as the responsibility of a specific role e.g. Head of Offender Outcomes, then staff responsible for delivering any direct family contact roles must be allocated to them.

Recommendation

SPS should re-establish the National Children and Families Strategy Group, led by HQ, to support the development of family engagement locally, particularly through the sharing of good practice.

6.51. At present, SPS works with offenders to prepare and support them for their reintroduction back into the community. However, the Organisational Review builds on this with a new vision of working with offender’s pre and post release. What is missing, however, is any strategy about working with the ‘whole’ family to support them in reintegrating the family member in custody back into the family unit.

6.52. SPS must work with partners to identify opportunities to bring the whole family together pre-release so that they can work together and plan how they will overcome the challenges which they may face. At present, examples of this type of work are limited across the estate. HMP Barlinnie runs a successful Positive Relationships programme in conjunction with Relationship Scotland where partners come into the establishment and participate in the programme at specific stages. Similarly HMP & YOI Cornton Vale is involved with Circle to Work with female offenders who are affected by substance misuse and their families.

Case Study

HMP Dumfries is working with the Scottish Pre-School Play Association (SPPA) who come into the establishment to work with both parents and their children. This work focusses on learning and building good behaviour and attachments through play, teaching the value of these to parents in the process. The project is at an early stage but initial evaluation has shown:

- 65% of children displaying stronger attachment and positive relationships with their imprisoned and visiting parents;
- 85% demonstrating improved age/stage appropriate communication and confidence/skills through shared play experiences; and
- 70% of parents (imprisoned and visiting) reporting improved knowledge, skills, confidence and motivation using play in their role as parents.
**Recommendation**

SPS should look to expand on the use of peer mentors to encourage offenders to see the benefits of and participate in opportunities for family engagement and development activities.

**Recommendation**

Community Reintegration Officers or Mentoring Support delivered by the various Public Social Partnerships (PSP’s) should consider involving pro-social supports in planning for the transition back to the family unit.

**Recommendation**

HQ should play a central role in identifying partners who have experience of working with the “whole” family and liaise with local establishments as to what their needs are and who may be able to work with them to deliver this work.

6.53. Prison Visitors Centres, or Family Help Hubs, can provide a warm, supportive and family focussed environment for visitors to prison. They can act as a bridge between prisons and the community and as useful, neutral venues for engagement with families. As well as facilitating opportunities for positive contact between offenders and their families, these hubs are a useful means of supporting isolated and vulnerable families. People experience a range of deprivations as a direct result of their family member’s imprisonment, but the stigma of that experience often prevents them from seeking help.

6.54. High quality child-centred visits to prison and access to on-going community support are hugely beneficial to children’s well-being and are in keeping with a number of key Government policies such as the Early Years Framework, Getting it Right for Every Child and the Whole System Approach. The benefits which can be gained from Family Help Hubs span many areas of policy and have been shown to provide services and opportunities that impact positively on otherwise hard to reach children, other family members and friends of offenders. Evidence shows these people are often subject to health inequalities, poor health and a range of other difficulties and that children of offenders are more likely to offend themselves. It has long been acknowledged that offenders who maintain good family links are less likely to re-offend. Additionally, centres provide excellent opportunities for preventative interventions and their potential should primarily be seen as facing out to the community, rather than inwards to the prison.
There are currently 14 publicly managed prisons and 2 privately managed prisons in Scotland. Of these, HMPs Edinburgh, Perth, Addiewell, Kilmarnock and Barlinnie currently have Visitors’ Centres or visitor centre facilities. A new centre at HMP & YOI Cornton Vale was recently opened by Dame Elish Angelini and one is in development at HMP Dumfries. The centre at HMP & YOI Cornton Vale has been developed in partnership with Stirling Interfaith Community Justice Group (SICJG), Fife & Forth Valley Community Justice Authority (FFVCJA) and SPS. The Church of Scotland has also been successful in bidding for funds under the Scottish Government’s Family Support Public Social Partnership (PSP) scheme and received an award to provide family support services at HM YOI Polmont over the next 2 years. SPS is the public sector partner in the PSP and is already working with the Church of Scotland Group to identify facilities which will allow the partnership to develop and deliver the services. Centres are also planned for the two new establishments – HMP & YOI Grampian (due to open in March 2014) and HMP Inverclyde (due to open in 2016).

**Recommendation**

As Family Help Hubs have the potential to provide a crucial link for families to community-based supports, to the prison, and ultimately to their family members in custody, SPS should continue to work with Government and community partners to explore the feasibility of having these centres attached to every establishment.

SPS continues to look at ways in which technology can be used to encourage and strengthen family contact. All establishments now utilise the ‘Email-a-Prisoner’ scheme and work is underway to identify and introduce more innovative ways of utilising technology to maintain contact.

The concept of ‘virtual visits’ was tested prior to the opening of HMP & YOI Grampian when SPS, in partnership with Apex Scotland, provided families of offenders from the north east with opportunities to use video link technology to maintain family contact whilst the offender was temporarily located in HMPs Perth and Barlinnie prisons following the closure of HMPs Peterhead and Aberdeen. SPS should continue to explore the feasibility of utilising technology to facilitate visits and learn from existing good practice in prisons. For example, HMP Parc in Wales utilise Skype technology for visits, and in particular, to facilitate family contact for foreign national prisoners. However they also use the technology as part of their Suicide Prevention and Reducing Self-Harm Strategy to allow those at risk to have regular ‘face-to-face’ contact with family.

Work is underway to design a new website to ensure that SPS is meeting the needs of all the users who require information about the organisation. The development of this project has included a particular focus on making the website more accessible to
families affected by imprisonment and as such the new design will have a dedicated section detailing the support available to this group.

6.59. Consultation with partners has shown that this section needs to be accessible, jargon free and provide links to where further support may be available, whether that be within the relevant SPS establishment or from the not-for-profit sector. It is anticipated that this website will “go live” around April 2014.

**Recommendation**

The outcome of the evaluation of the pilot of the Grampian virtual visits project should inform future SPS policy.

**Recommendation**

SPS should explore the feasibility of utilising alternative technology to maintain contact and learn from existing practice in prisons across the United Kingdom.

**Recommendation**

SPS should explore the feasibility of introducing an online visits booking system to allow family and friends to book visits online.

6.60. A report by Dr Sarah Roberts into the ‘Role of Schools in supporting Families Affected by Imprisonment’ has led to SPS looking at ways in which we can integrate with professionals from the education sector to collectively support children and families affected by imprisonment.

6.61. Where appropriate, SPS should look to work in partnership with education authorities to involve offenders in the education of their children. This may include:

- access to school reports;
- video links to parents nights;
- introducing learning opportunities for offenders that mirror what their child is learning at school; and
- multi agency case conference being held in the establishment to allow the parent in custody to attend.
Case Study

The SPS, in conjunction with Dr Roberts, has developed an interactive programme that allows teachers and support staff to experience each stage of a prison visit and to discuss issues facing the children they support. The first of these sessions took place in HMP Edinburgh in February 2013 and throughout 2013, in-prison Continuous Professional Development (CPD) sessions were held in 10 prisons across Scotland with a total of 375 participants.

Recommendation

To support individual establishments and local schools, SPS must develop a strategic relationship with Convention of Scottish Local Authorities (COSLA) in terms of delivering a national approach to supporting the children and families of offenders and the involvement of offenders in the education of their children.

Recommendation

Children & Family Strategy Groups in each establishment should have a representative from the local Education Authority.

Recommendation

SPS’ education providers should identify ways of facilitating learning through the child’s education e.g. reading school reports, learning about topics that the child is studying.

Recommendation

Establishments should identify opportunities to develop outreach work with local schools to reach the public at a young age, similar to the ‘Prison. Me. No Way’ programme that used to be delivered in the Lothian & Borders area.
Chaplaincy/Spiritual welfare

6.62. The Justice Committee Inquiry Report states that chaplaincy should be regarded among the range of key purposeful activities and that view is fully supported by the SPS and reflected in this review of purposeful activity.

6.63. Every establishment has access to chaplaincy provision. In addition to the provision of religious services chaplaincy work tends to divide into three main categories: responding to emergencies (such as bereavement); providing programmes and activities and spiritual care.

6.64. A working party composed of representatives from Chaplaincy Teams has developed a draft ‘Strategy Framework for Spiritual Care, Religion and Belief’. The strategy framework document clarifies the distinction between religious care and spiritual care. A broad understanding of spiritual care underlies the Framework: “which encompasses a person’s experience of life including its losses and opportunities with the capacity to enable change in people’s lives”. In particular, the framework seeks to clarify that “Spiritual care is everyone’s responsibility; it’s about the way we care for all”.

6.65. Within its Vision, the framework states:

“Spiritual Care is taken to refer to those matters that concern every human being, such as the quest for meaning in life, the search for a sense of well-being and the integration of one’s self and one’s relationships. It involves realising potential and flourishing as persons, focusing on strengths and gifts, developing learning and skills including those that enable relationships, celebrating the good and coping with life’s challenges from loss and bereavement to reconciliation and inclusion into the community”.

6.66. Prison Chaplaincy services exist to provide support and care to those in custody whether or not they hold a religious belief.

6.67. The work of Prison Chaplains contributes to the Nine Offender Outcomes but particularly to the outcomes concerned with:

- increased mental wellbeing;
- maintained or improved relationships and assistance in accessing community supports; and
- improvements in the attitudes or behaviour which lead to offending and greater acceptance of responsibility in managing behaviour and understanding the impact of offending on victims and on families.

6.68. Whilst Prison chaplains are employed by SPS they are recognised as offering prisoners support and advice that is viewed as independent from the official custodial line. They also have strong community links and access to community
groups and individuals who can provide positive social networks and, through these links, chaplains are able to offer help and support to prisoners and families, not only during a period of custody but also critically in the transition period following release.

6.69. Feedback from the SPS Chaplaincy Advisors is that chaplains often feel marginalised from core purposeful activity. They frequently find that their work with prisoners is not given the same weighting as services or activities provided by others and sometimes encounter the view that attendance at work is more important than seeing a chaplain. A holistic, person centred approach to working with prisoners means that all available services and activities should be viewed as having equal value. All staff and service providers are involved in delivering individualised care relevant to the needs of the person and access should be objectively prioritised on the basis of need and/or in line with the prisoner’s case management plan.

Key Messages

- All staff and partner agencies in SPS have an equal and valuable role to play in helping those in custody to bring about positive change in their lives. Managers and staff in establishments need to understand and recognise the distinctive and important role of Chaplains in relation to supporting and nurturing spiritual welfare as well as religious observation. Access to chaplains, therefore, needs to be facilitated with the same degree of importance as access to any other member of staff, service provider or activity relevant to the needs of the individual.

- Chaplaincy services have strong community links and have the potential to assist prisoners and their families in the transition from custody and in the building of positive social networks and therefore, represent a valuable resource in relation to throughcare and community integration plans.

6.70. Chaplains are often based, along with other service providers and partner agencies in Link Centres within establishments. In some ways this offers a more inclusive approach in relation to the accessibility and provision of chaplaincy. However, whilst the general view would be that this is positive there is also an inherent danger of compartmentalisation and there is a sense that among the various staffing and partner agency ‘silos’ that may be created, this also includes the concept of ‘the chaplaincy corner’.

6.71. Additional ‘frustrations’ to the delivery of chaplaincy services include:

- the limitations of the opening hours of the Links Centre and specific times for visits – consideration should be given to more flexible arrangements to
better meet the variable need and demand from prisoners (not just in relation to chaplaincy provision but to services of other providers); and

- the constant requirement for officer presence during group sessions which, subject to the availability of staff, can often curtail or limit the provision of programmes and activities. Given that all chaplains, along with other staff, have personal protection training and access to personal alarms, consideration should be given, subject to full and proper assessment of risk, to foregoing the need for officer presence on every such occasion.

**Recommendation**

Establishments must review the constraints dictating when chaplains are able to provide spiritual welfare to prisoners and facilitate family visits. In relation to visits, particularly those which may have a very sensitive or emotional dimension, there needs to be provision for increased flexibility and responsiveness. Additionally, it needs to be recognised that for some in custody, ‘family’ may include a neighbour, friend or ‘significant other’.

**Recommendation**

SPS to consider the security arrangements surrounding the delivery of activities by chaplains to assess the feasibility of authorising some activities to take place without the requirement for direct officer supervision, subject to adequate risk assessments being conducted. This could support a potential increase in provision of these activities.

**Recommendation**

Establishments to consider and identify ways to dissolve the artificial ‘silo’ barriers that may exist within link centres.

**Creative Arts**

6.72. The Arts Alliance is a membership body which supports and promotes arts activity in the criminal justice system. At the beginning of 2013 they commissioned research to investigate the relationship between participation in arts activities and desistance from crime. The researchers looked at five arts projects in four locations and used a qualitative approach to investigate if there was evidence to support a link between an offenders’ participation in an arts activity whilst in custody and desistance from crime. The Arts Alliance report resulting from this research was “Re-imagining Futures: Exploring arts interventions and the process of desistance”. Analysis of the data gathered resulted in the following key findings:
“Participation in arts activities enables individuals to begin to redefine themselves, an important factor in desistance from crime.

Arts projects facilitate high levels of engagement. This is significant because many individuals in contact with the Criminal Justice System have struggled to engage with productive activities in the past. Participants must engage in order to be able to redefine themselves. Engagement in arts projects has also been shown to lead to greater participation in education and work-related activities.

Arts projects can have a positive impact on how people manage themselves during their sentence, particularly their ability to cooperate with others – including other participants and staff. This correlates with increased self-control and better problem-solving skills.

Engagement with arts projects facilitates increased compliance with criminal justice orders and regimes.

Arts projects are responsive to participants’ individual needs. Current policy documentation on commissioning services to meet offenders’ needs highlights the importance of responsiveness in meeting diverse needs.

The status of arts practitioners as professional artists is highly significant in the success of projects and their impact on participants. The value of this should not be underestimated by agencies of the Criminal Justice System when considering using external organisations.

Arts projects provide safe spaces for individuals to have positive experiences and begin to make individual choices”.

6.73. A further report “Making Prisons Work: Skills for Rehabilitation” references an acknowledgement of the positive impact that arts projects can have in relation to enbling transformational change:

“There is a long tradition of the arts being used within custody to motivate and engage learners, with much good work by voluntary and community sector organisations in support of that. We recognise the important role that the arts, collectively, can play in the rehabilitation process through encouraging self-esteem and improving communication skills as a means to the end of reducing reoffending. Engagement in the arts with possibility of fresh vision, or at least a glimpse of a different life, often provokes, inspires and delights”.
Key Message

Creative Arts has the potential to engage those in custody in activities that will help them to gain increased confidence, self-awareness, self-esteem and improved communication skills. There is increasing evidence to support the view that the Arts are quite unique as a vehicle for transforming lives.

6.74. Many establishments have engaged prisoners in a variety of creative arts activities. Some of these activities have been consistently promoted and offered throughout the prison estate over many years, such as the Koestler Arts awards. Other creative arts activities have been introduced on the basis of ad hoc offers from a range of performance artists (theatre and dance groups, musicians etc.); some have been provided by voluntary bodies or charities to targeted groups of prisoners and some have been made available through funded initiatives such as Inspiring Change. In some establishments art activities are only regularly provided through education. However, an increasing number of establishments are expanding the range of available art activities and introducing innovative approaches including such things as: a drumming course at HMP Perth prison; the planned change of a workshop at Glenochil to provide a dedicated work party where prisoners will be taught music with a view to playing music within the prison band; a range of arts activities directed at various groups of female offenders in HMP & YOI Cornton Vale which includes Theatre Nemo, Art Link Central, Vox Luminus and dance classes.

Case Study

The creative curriculum in HMP Low Moss provides opportunities for learners to engage with art, music and creative writing. Through STIR, the prison based arts magazine, students are encouraged to submit work giving them a platform for their creativity. A partnership with Glasgow School of Art has been established resulting in a second project placement. Work has been undertaken in conjunction with the Royal Conservatoire of Scotland to develop a music/master class workshop. Students are encouraged to submit to national competitions including the Koestler Trust and English Pen. Author visits arranged through the Scottish Book Trust enhance and support work being delivered in creative writing classes. Opportunities to engage in such things as book reviews, book clubs and a local history project have been pursued with the local library.
Case Study

HMP Barlinnie routinely provides a wide range of opportunities to engage in creative arts and earlier in the year held their first Arts Festival Week. Local artists exhibited their artwork for families in visits area and within the prison. Creative writing groups and conversation cafes, where issues pertinent to prisoners were discussed, were held. Other events included a comedy club evening, concerts, a gospel choir, plays written and performed by prisoners with input from Theatre Nemo and the Citizens Theatre.

6.75. In recognition of the potential for creative arts to facilitate hope and positive change for those in our care the SPS recently developed a preliminary arts framework (Providing Creative Arts Opportunities for People in Prison). The framework has been distributed to Governors of establishments with the recommendation that it is used to inform and guide the development and provision of creative arts as an activity that will support the wider offender case management processes. The framework seeks, through the establishment of local partnerships, “to encourage creative activities within each establishment that will enable offenders to reflect and challenge their own behaviours in a positive way”. The framework proposes that engagement in arts activities should result in the following key outcomes for offenders:

- improved confidence;
- increased self-esteem;
- enhanced communications skills;
- enriched mental health and wellbeing; and
- a willingness for self-reflection and behavioural change.

6.76. If we accept that enabling experience of arts and creative activities for prisoners provides a real opportunity for promoting desistance, then we should explore how the People Strategy can help us contribute towards achieving this. Perhaps secondment of arts and creative practitioners leading to full-time residency will provide sustainable value for money and contribute most towards to desistance. The alternative approach of contracting out services and commissioning projects of varying terms offers less value in organisational; learning and prison cultural change.
**Recommendation**

In reviewing the Arts Framework for establishments, SPS to consider working in partnership with Skills Development Scotland and Creative Scotland in designing an arts and creative activity option for prison regimes. This should include resourcing staff training and measuring value and effectiveness.

**Recommendation**

SPS to commission work to review the implementation of the Arts framework in establishments; assess the extent to which current art activities are delivering intended outcomes; identify areas of best practice and make recommendations regarding the future development of art activities in the context of purposeful activity.

**Hobbies/Personal Leisure Interests**

6.77. The ability for those in custody to have the opportunity to pursue new or existing hobbies or personal interests can be significant in promoting wellbeing. Such hobbies and leisure interests can give a sense of purpose and achievement that can promote confidence as well as provide enjoyment. The requirement for security within an establishment necessarily places some constraints on what can be authorised as does the onus to consider the needs of others sharing the same environment. However, there may be a need for SPS and establishments to broaden thinking in relation to this aspect of wellbeing and to consider the wishes of prisoners with a more open mind.

**Case Study**

Having read an article advising that bees were dying out in the Scottish countryside residents of HM Open Estate Castle Huntly made a request to managers at the prison to be allowed to keep bees within the prison grounds. Whilst on the face of it this may have appeared an unusual request as the prison had land available that could be used for this purpose approaches were made to the East of Scotland Beekeeping Association (ESBA) who visited the prison. They discovered a strong enthusiasm and eagerness to learn among the offenders and agreed to support them in pursuit of this hobby. As well as providing a learning opportunity and interest for offenders it is also hoped that there will be a community benefit as the aim is to release bees into the surrounding countryside and thereby, hopefully, to increase their numbers and slow the decline.

6.78. There will be a large number of staff in SPS engaging in a wide number of hobbies and leisure interests outside of their working environment and some staff have taken
the opportunity to share such hobbies and interests with those prisoners who are interested. Known examples have included such pursuits as chess, model making and guitar playing but there will doubtless be more. Where staff are willing to share such knowledge and skill with prisoners this should be actively encouraged and recognised as meaningful purposeful activity.

**Recommendation**

SPS and local establishments to actively explore options to introduce increased access to a wider variety of hobbies and leisure for those in custody. An initial step should be to canvas the views of prisoners as to the type of hobby or interest they would like to be able to pursue. The premise should be to allow the hobby or interest unless there are clear and justifiable security or practical reasons for not doing so.

**Recommendation**

SPS and local establishments to consider and promote options for facilitating those staff willing to share their hobbies or interests with prisoners and to actively encourage staff in this respect.

**Recommendation**

When prisoners are engaged in hobbies and leisure interests that will clearly contribute to their wellbeing this is to be recognised as purposeful activity and treated as such.

6.79. Prisoners should have a reasonable amount of time to participate in leisure activities of their choice as part of their relaxation time. Having access to a television and other items, such as a radio or books etc. in their cell, is also considered to be important to a prisoners’ wellbeing.

6.80. In its inquiry into Purposeful Activity in Prisons, the Justice Committee agreed that a reasonable amount of time to watch television is fair as part of a prisoners’ relaxation time. However, the Committee recommended that guidelines regarding the appropriate amount of television viewing time should be included in a strategy on purposeful activity. Some of the evidence provided to the Justice Committee argued that television viewing should be limited. HM YOI Polmont Visiting Committee argued that “the unlimited access to television in cell viewing is, in our view, detrimental to setting good working habits, especially with a young offender population who may choose all-night viewing and then sleep during the day or choose to remain in their cells during the day” and HMP Glenochil Visiting Committee proposed that televisions should be turned off during the day.
6.81. In his October 2012 inspection of HM YOI Polmont, HMCIPS criticised the amount of time young people were allowed to watch television and found that—

“The establishment regime does not encourage young offenders to engage in the most positive ways. Whilst many young offenders do involve themselves in activities, too often inspectors found evidence of young offenders still in their beds even in the afternoon. HM YOI Polmont has no specific plan to encourage and motivate young offenders to get up in order to go to activities such as education or vocational training. The HM YOI Polmont regime appears to do little to encourage aspiration.”

6.82. In evidence to the Justice Committee, the Chief Executive of SPS said that he felt a reasonable amount of viewing was acceptable and explaining that, “I would much rather treat people with respect and decency in the sense of saying ‘Please use it sensibly’. Where people do not do that, we might have to curtail the activity for them”. The Cabinet Secretary, during his evidence, also called for a ‘common sense’ approach, maintaining that: “It is common sense that, if somebody stays up all night watching television, they will not be able to participate purposefully in activities. That is why changes have been made as new prisons have been constructed, such as the new prison at Low Moss”.

6.83. The joint Scottish Government and SPS response to the Justice Committee Report stated that “…an appropriate balance needs to be struck between meaningful and purposeful activity and leisure and that both contribute to providing a structured environment to enable offenders to address their offending”. The joint response also stated that “….there needs to be a clear understanding of when it is appropriate to watch television and indeed participate in other leisure activities. That is why when SPS designed the new HMP Low Moss systems were put in place so that a fully automated system can automatically switch off power to TVs whilst for example still retaining power for lights and this can be done for a group of cells or for individual cells. Similar technology will be available in HMP Grampian. However, no other prison has this system and introducing it estate wide is likely to pose significant technical challenges and will be expensive”.

6.84. An audit across all prisons to establish the feasibility of limiting access to technology in the cells at certain times of the day was overseen by the SPS Head of Professional & Technical Services. The Report confirms that in most establishments, on the redeveloped and older estate, the system of isolation of cell power supplies is fairly crude and would require extensive alteration to provide more centralised management control, especially on a cell by cell basis. The report also confirmed that replacement of these old systems with the newer, fully automated system of the type used in HMP Low Moss and Grampian was feasible but would be very expensive.
6.85. As part of the review of purposeful activity, the Project Team sought the views from establishments regarding the recommendation to limit access to TV viewing. Whilst there appeared to be an issue with the young offender population in relation to TV viewing around the time of the inspection, it was noted that since the publication of HMCIPs report on HMP Polmont, a number of steps have been taken to increase engagement with purposeful activities, and this has been achieved without having to restrict access to televisions. The majority of establishments also reported that there is no actual evidence that access to television in cells during the night or during the core working day is preventing prisoners from engaging in purposeful activity. Furthermore the general view was that restricting access to television viewing during the night or during the core day would not necessarily prevent a prisoner from staying up all night or withdrawing from participation in purposeful activity if they chose to do so.

6.86. A significant number of establishments also maintained that prisoners should be treated as responsible citizens, and that the focus of management and staff should be placed on encouraging them to have a healthy sleep pattern and motivating them to attend purposeful activities. If there is evidence to suggest that an individual is refusing to attend work or other purposeful activities because they are too tired as a consequence of having stayed up for much or all of the night watching television, then administrative options are available to remove the privilege of access to a television. This would be done on an individual basis rather than through the application of a blanket policy to control times when televisions can be accessed and such an approach promotes the principle of treating prisoners as responsible individuals.

6.87. Taking account of all the views expressed and the available evidence, it is proposed that prisoners should be allowed to exercise personal responsibility as to the amount of time they spend watching television. However, when the time an individual chooses to spend watching television has an on-going adverse impact on their engagement with purposeful activities, then administrative steps may be taken to curtail their access to a TV. This would be done in line with existing prison rules and for those establishments who already have a modern, automated system installed could mean that the power is switched off at a certain time or, for those who do not, that the television could be removed for a period of time.

Recommendation

Prisoners should be allowed a reasonable amount of TV viewing time as part of their relaxation and leisure time, and they should be allowed to exercise personal responsibility on times for viewing TV. Where this has an effect on engagement with purposeful activities, administrative steps may be taken to curtail their access to a television.
Caring Skills

6.88. There are a small, but increasing number of projects which enable those in custody to practice and develop caring skills. Past examples have included such things as fish husbandry. More current examples include caring for hens which has recently been introduced at HMP Edinburgh and Paws for Progress at HM YOI Polmont.

Case Study

The ‘Paws for Progress’ project was introduced to HM YOI Polmont in August 2011, having been developed by the University of Stirling in partnership with the SPS and Dogs Trust. It is an animal-assisted intervention programme whereby students from HM YOI Polmont are paired with and train rescue dogs from Dogs Trust West Calder and Glasgow rehoming centres. The key aims of the project for the young men taking part are to improve behaviour and employability skills and enhance educational engagement. The aims for the rescue dogs are to improve their behaviour and wellbeing and increase their chances of being successfully rehomed. The project clearly contributes to the overall wellbeing of the young men participating, giving them not only skills and qualifications but a sense of personal achievement derived from the care and training of the dog to the stage where it can be rehomed. Comments from some of the participants (in their own words) in the programme include:

“it’s a positive thing that’s interesting”

“……gives you more positive thoughts”

“……… I did not have much patience before I came to the dogs trust but now I would say my patience has really improved over the duration I have been here”

“I have learned a lot whilst attending this course and I am proud of what I have achieved”

“…..it’s something different that gives you something positive to focus on”

“I think Paws for Progress is a very rewarding programme. It teaches young people the basics of dog training and care, and gives opportunities for more advanced training too. Seeing the changes in the dogs and knowing you helped them gives you a real sense of achievement”

Recommendation

The SPS should explore, for all prisoner groups, as wide a range of options as possible to provide those in custody with caring skills with the aim of introducing as many such opportunities as it is feasible to do.
Support Groups

6.89. There are a number of support groups providing services to those in custody, including Alcoholics Anonymous, Narcotics Anonymous, Samaritans (through the Listener Scheme) and others. It is important that the SPS draws on the skills and services of all such recognised groups in order to provide as wide and varied a range of opportunities for those in custody to feel they have sufficient choice over whom to approach for advice, support or counselling.

Library Access

6.90. Library provision is available across the prison estate. However, the service provided in different establishments varies widely. In some establishments, such as HMP Edinburgh and Grampian the library service is provided in partnership with Edinburgh City Libraries or the Aberdeenshire Library service. HM YOI Polmont has a library which is staffed with a full time officer librarian and has also secured funding for a professional librarian. Some establishments only have small libraries based, for example, in places such as a recreation room or links centre. In the main all prisoners are able to access library facilities, although in some establishments access is not available to those prisoners designated protection prisoners or those in separation and care units.

6.91. In addition to access to books there is a range of different activities and services associated with library facilities and provision, though the activities and services vary between establishments. Activities such as reading groups, book clubs, discussion groups, visiting authors, chess clubs, assisted reading groups and creative writing classes are provided and some prisons will offer a CD and DVD lending service.

6.92. There is no current standard for library provision within the SPS estate.

Recommendation

A comprehensive review of library provision should be conducted with a view to identifying best practice and establishing a set of agreed standards for the delivery of library services. The review should consider opportunities for links with learning centres, external partners and family learning activities.

Youth Work

6.93. Youth work provides young people in custody with the opportunity to learn and develop in an informal educational way. The approach taken is not constrained by a formal curriculum and is therefore often seen as more attractive than traditional educational methods, particularly by those young people who may have developed a
negative view of education at school or who find traditional education provision too challenging.

6.94. Outside In, the SPS youth work service, has been delivered by Barnardo’s Scotland and Caledonia Youth since 2011. It is available in HM YOI Polmont and HM YOI Cornton Vale. It provides opportunities for young men and women aged 16-21 who are in custody, to enhance their social skills and personal development and aims to support their reintegration into the community upon release.

6.95. In the SPS youth work service Annual Report 2012-2013, the report highlights that:

“For many young people, a positive youth work experience can set them on a positive path; addressing their issues, identifying and achieving their aspirations and developing and maintaining positive relationships with other people. This, in turn can enable them to re-engage with more formal education or employment opportunities”.

6.96. The youth work programme provided is quite extensive in range and offers different core and life skills in either individual or group work settings. The programme seeks to offer opportunities that are linked to specific aims of Scottish Government Strategies including Curriculum for Excellence. Curriculum for Excellence provides a framework for all partners working with the young offender population to support them to become successful learners, confident individuals, responsible citizens and effective contributors.

6.97. The Annual Report details that in the year 2012-13 the total number of group and individual sessions provided to young people in both HM YOI Polmont and HMP and YOI Cornton Vale was 10,678, with an overall attendance rate of 85%.

6.98. The broad programme of youth work interventions includes:

- health and well-being groups which seek to promote a sense of physical, mental and emotional well-being and self-respect;
- the Duke of Edinburgh Award scheme;
- a Peer Education Programme which develops young people’s skills and knowledge and enables them to deliver peer education sessions to other young people;
- Music Groups which facilitate the development of: creativity; social skills; physical, mental and emotional wellbeing; respect for others; and self-secure values and beliefs as well as the practical skills that can be derived from learning to play instruments, reading music and writing lyrics and songs;
- fundraising enabling young people to develop skills, self-esteem and confidence through making a positive contribution to the community;
• Equality and diversity – assisting young people to develop respect for others and to examine and potentially adjust their attitudes towards people who are different from them; and
• Peer Literacy – a project which trains young people to work with other young people who need help with their literacy and numeracy on a one to one basis.

**Key Message**

Youth work offers informal educational opportunities to young people to help them learn and develop. It supports them to realise their potential in ways which are attuned to their lives, peers and culture and can enable some young people who may have rejected formal education or employment opportunities to re-engage.
7. ADDRESSING OFFENDING BEHAVIOUR

Vision

Our vision is that all those in our care will have the opportunity to participate in a range of suitable interventions/activities which address the causes of offending and reoffending and work to improve the outcomes for offenders.

Background

7.1 The SPS Organisational Review report identifies the following indicative activities as contributing to addressing offending behaviour:

- Accredited Programmes;
- Approved Activities;
- Substance Misuse;
- Domestic Abuse;
- Cognitive Behavioural Therapy;
- Brief interventions; and
- Assessment, casework and motivational work

7.2 The Report goes on to advise that:

‘Programmes aimed at addressing prisoners’ offending behaviour and other structured activities retain an important place within the overall approach. Accredited programmes have an important place within the area of purposeful activities and are most effective when careful assessment has taken place to establish the suitability for participants. However, they are only one of a range of options and delivered with the cognisance that over-intervention or inappropriate intervention can be counter-productive and can unintentionally act to escalate offending behaviour or serve to maintain it. Under a revised model such interventions become one of a wider, more holistic range of activities designed to build upon strengths, potential and social networks, as well as addressing risk and needs. It is also important to address practical needs, such as life skills and resettlement issues, alongside any interventions. Interventions and activities need to be appropriate, proportionate and relevant to agreed needs and risks’.

Key Messages

- Programmes and interventions have an important role in addressing risk and needs, but are only part of the wider, more holistic range of activities designed to support the individualised nature of the desistance journey;
- Interventions and activities need to be appropriate, proportionate and relevant to agreed risks and needs.
SPS Interventions Policy

7.3 The Organisational Review describes the SPS Interventions Policy:

The SPS Interventions Policy (September 2010) sets out three broad objectives:

- ‘developing a suite of improved programmes for offenders, including streamlined provision and better delivery models;
- using the interventions delivered in custody to build a desistance approach among offenders (particularly those receiving shorter sentences) to support them to break the cycle of reoffending. Activities to be aimed at building individual capabilities and focusing on social inclusion and economic participation; and
- developing an evaluation and monitoring framework to support the policy and provide evidence-based activity and outcome measures to inform decisions about current and future resource investment and service provision’.

The Interventions Strategy identifies a twin-track approach of:

- ‘providing accredited programmes of proven worth to those offenders who present the highest risk of harm to the public, and
- addressing the needs of lower risk but habitual offenders to help them desist from the behaviour that leads to reoffending and to make the transition from prison to the community.’

Offending Behaviour Programmes

7.4 Offending Behaviour Programmes (OBPs) can make a key contribution to reducing reoffending and making Scotland a safer place. OBPs directly target the factors that influence offending behaviour and provide prisoners with the opportunity to take responsibility for their behaviour and prepare for their release. As a result, they also increase the likelihood for public protection.

7.5 SPS provides a number of programmes aimed at addressing offending behaviour and reducing risk to the public. There is a solid international evidence base for their use and they are underpinned by strong theoretical rationales around the risk, needs and responsivity principles. On a more operational level they also allow for:

- appropriate peer challenge (such challenge is generally stronger and more effective from those who participants regard as peers than it would be from those who they regard as being in authority such as group facilitators); and
• protection from conditioning/collusion (some participants have personality styles and attributes that are manipulative in style. Key characteristics are likely to be denial, minimisations and distortions of offending behaviours. Even extremely skilled and experienced professionals can be prone to manipulation in this way. This is more likely in the situation of 1 to 1 treatment than in group work conditions).

7.6 The programmes that are currently delivered in SPS are:

Table 7.1

<table>
<thead>
<tr>
<th>Constructs</th>
<th>Delivered in all establishments except Inverness and the Open Estate.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Substance Related Offending Behaviour Programme</td>
<td>Delivered in all establishments except Dumfries, Greenock, Inverness, and the Open Estate.</td>
</tr>
<tr>
<td>Controlling Anger Regulating Emotion (CARE)</td>
<td>Delivered in all establishments except Cornton Vale, Edinburgh, Greenock, Inverness and the Open Estate.</td>
</tr>
<tr>
<td>Self-Change Programme</td>
<td>with effect from May 2014, this will be delivered in Low Moss and Shotts.</td>
</tr>
<tr>
<td>Female Offending Behaviour Programme (FOBP)</td>
<td>Delivered in Cornton Vale only.</td>
</tr>
<tr>
<td>Moving Forward: Making Changes (MFMC; sex offender programme)</td>
<td>Delivered in Edinburgh and Glenochil, with plans to run it in Barlinnie and, possibly Dumfries.</td>
</tr>
<tr>
<td>The Youth Justice Programme</td>
<td>Delivered in in Polmont only.</td>
</tr>
<tr>
<td>Short-Term Prisoner Programme (STIP)</td>
<td>Currently being piloted at HMP Low Moss, with a view to it being rolled out to suitable establishments across the estate.</td>
</tr>
</tbody>
</table>

7.7 Programmes vary in terms of the general type of offending behaviour they are designed to address, or the criminogenic needs they target. The ‘What Works to Reduce Reoffending’ literature emphasises the importance of ensuring that places on programmes are allocated to those offenders who meet the relevant selection criteria (Andrews, Bonta & Wormith, 2007). It is therefore essential that systems are in place to comprehensively assess the needs of the prisoners in our custody and offer them those opportunities that are most likely to target those needs and consequently reduce the likelihood of them reoffending in the future.

7.8 One of the objectives of the SPS Interventions Policy is to develop a suite of improved OBPs for offenders, including streamlined provision and better delivery models. However, at present none of the suite of OBPs are accredited at the time of
writing but both Moving Forward Making Changes and Constructs have been submitted for accreditation. Both have been accredited pending some minor revisions. Acquiring accreditation status either solely or jointly with Scottish Government Community Services remains the standard that the SPS wishes to achieve for all its programmes.

**Recommendation**

SPS should initiate a strategy which sets out the schedule/plan for all programmes to be developed towards accredited status as soon as reasonably practicable.

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**Approved Activities**

7.9 Approved activities are interventions designed to complement personal change programmes such as the Substance-related Offending Behaviour Programme (SROBP) and Constructs, by providing prisoners with structured, purposeful activities to address their offending behaviour, cope with imprisonment and prepare them for release. Interventions of this kind may vary but are likely to involve some learning and practice of new skills and may be one or a combination of the following:

- a groupwork programme, i.e. a systematic and reproducible set of activities, following a structured manual;

- a course, i.e. a sequence of learning to reach a specified standard of attainment either in a groupwork or ‘classroom’ format; and

- a general service, such as employment, financial or housing advice, once again this could be groupwork or ‘classroom’ based.

7.10 There is no restriction regarding sentence length for prisoners to participate in approved activities. They are equally suitable for Short and Long Term Prisoners providing:

- there is enough time left in the prisoner’s sentence to complete the approved activity;

- the Approved Activity is relevant to the identified needs of the prisoner; and

- the prisoner meets any other agreed criteria for participation in the activity.
7.11 Individual activities may themselves be insufficient to achieve change in prisoners’ behaviour but are stages towards change within a ‘Desistance Model’ (e.g. awareness raising and motivation enhancements).

7.12 Approved activities may cover several different types of intervention as shown below, but they all have the primary objective of behaviour change:

- activities that address criminogenic need (i.e. those behaviours directly related to offending such as drug and alcohol use, and violence);
- activities that do not aim to address offending behaviours as such, but target important related issues such as anxiety management, relationships, skills, etc.; and
- activities that focus on inclusion and pre-release issues such as learning, skills and employability and independent living such as parenting, money/debt management, etc.

7.13 The current suite of Approved Activities includes courses which relate to:

- Coping with a prison sentence and imprisonment;
- Inter Personal Skills:
- Addictions;
- Personal Development;
- Preparation for Release;

Other Activities

7.14 There are, of course, a number of other types of activities designed to build upon strengths, potential and social networks, as well as addressing risk and needs. These activities include:

Table 7.2

<table>
<thead>
<tr>
<th>Intervention</th>
<th>Example</th>
</tr>
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| Interventions validated by appropriate external, independent bodies | • SQA awards and modules  
• City and Guilds awards and modules  
• British Sports Council |
| Interventions provided for prisoners that are identical to those provided in the community provided or authorised by statutory bodies and subject to their quality assurance arrangements | • Job Centre Plus  
• New Deal, Benefits advice  
• Careers Scotland |
| Interventions provided solely by professionally qualified staff such as doctors and psychologists whose right to practice is subject to their professional bodies' clinical and ethical standards | • Structured one-to-one work by psychologists and other professionals regulated by their professional body  
• Detoxification |
|---|---|
| One-to-one interventions | • Counselling  
• Personal officer work  
• Listeners and befriending  
• Drop in/advice surgeries |
| Activities with a primary purpose to preserve the rights, decency and dignity of prisoners | • Health care (although targeted healthy lifestyle courses are acceptable as within range)  
• Religious services and courses.  
• Legal services  
• Bereavement counselling |
| Activities with a primary purpose to enable prisoners to serve their sentence appropriately | • General Induction courses |
| Activities with a primary purpose to enable the establishment to function (these have associated SQAs) | • Cleaning and Maintenance  
• Catering |
| Activities which serve the interests of the establishment rather than the prisoner | • Commercial workshops |
| Leisure activities | • Routine Physical training classes  
• Relaxation techniques |

### 7.15
Not all approved activities are available in all establishments. A review of all approved activities and interventions is therefore required to identify gaps in the provision, and the potential benefits and effectiveness of available approved activities according to different categories of prisoners. Where gaps are identified, SPS should utilise the National Directory of Interventions to review the range of interventions provided by the Third Sector and consider the relevance of “self-help” methods of supporting desistance.

### 7.16
Approved activities are currently managed at two levels:

- from the centre (HQ) via the Approved Activities Panel (AAP); and
- locally in establishments via the Head of Offender Outcomes (or any relevant group set up locally to oversee interventions development and delivery).
7.17 The AAP is responsible for developing and agreeing SPS policy in relation to approved activities. As such the AAP oversees the development and delivery of approved activities in establishments and have the final say whether activities gain ‘approved’ status.

7.18 The AAP is currently made up of senior representatives from Operations Directorate, Strategy and Innovation Directorate, Establishments and Community Partners (where relevant). The Operations Directorate National Offender Outcomes Manager or delegated manager usually chairs the AAP. Offender experts in specific fields may also be invited on to assess particular approved activity submissions where the core membership of the AAP deems this appropriate or necessary.

**Recommendation**

SPS should commission an evaluation of those approved activities currently available to identify gaps in provision and the potential benefits and effectiveness of available approved activities according to different categories of prisoners.

This should include giving consideration to the current definition of what an approved activity is and assess whether or not this should be refined.

**Recommendation**

This review should also take cognisance of the range of supports already provided by Third Sector providers by utilising the National Directory of Interventions;

**Recommendation**

SPS should devise a list of alternative interventions which could address the risk identified rather than rely on a single programme. Currently there are constraints when it comes to outcomes from risks and needs assessments and the specifying of programmes and interventions to meet those needs. Encouragement should be given to think about more holistic approaches to addressing individual needs rather than viewing programmes as the only option.

**Assessment Process**

7.19 The ability to identify needs and/or risk as early as possible in an offender’s custodial “journey” enhances the prospects of being able to deliver appropriate and proportionate programmes or interventions that will impact positively on an
offender’s behaviour and improve the chances of making a successful transition back into the community. It is accepted that the availability of relevant information about an offender from the time he/she comes into custody is crucial.

7.20 Once in custody, it is important to begin the assessment process as quickly as possible to identify an offender’s risk and needs. The current offender case management process provides a robust structure to support the practical delivery of the interventions policy which includes a risk assessment (LS/CMI) for those sentenced to four years or more.

7.21 For non-statutory short-term prisoners, establishments currently rely on the Core Screen interview to identify a prisoner’s needs. Whilst this is a valuable tool for identifying immediate needs and is used as the basis for referrals to appropriate service providers, it does not suitably challenge prisoners nor identify the more complex issues such as family relationships and childcare/child protection issues etc. Work is underway through the Reducing Reoffending Programme to pilot the electronic delivery of a new style court report to ensure that the relevant information arrives with the offender as they enter custody. In addition, HMP Low Moss and HM YOI Polmont are both piloting a desistance-based model aimed at identification and promotion of strengths and aspirations, encouraging the development of pro-social networks and resources which enable prisoners to actively and meaningfully contribute to both the prison community and society. This information will be used to inform screening, needs assessment, case management and throughcare decisions from the earliest stage of a prisoner’s sentence.

7.22 A desistance-based model requires interventions or activities that assist or empower offenders in a pathway to desisting from offending on release; in effect – a “what helps” model. The advantage of such a model is that it can draw from many of the activities already in place and currently brigaded as “purposeful activity”. The appropriate interventions should help offenders find pro-social tasks and activities in which they can demonstrate or develop skills. The work should also assist in helping a change in self-definition through a combination of activities and reinforcement of positive achievements. The approach will rely on teaching, advocacy and support from officers as well as other service providers.

7.23 The current IT infrastructure for recording outcomes of case management decisions (PR2) is not designed in such a way in which allows establishments to:

- accurately record all needs identified (either via a desistance-based model or the existing risk and needs assessment and referrals processes);

- aggregate those needs in order to plan what interventions are required to meet the needs of its population; and
measures the percentage of needs that have been met prior to a prisoner’s liberation.

**Recommendation**

The IT infrastructure for recording outcomes of assessments and case management decisions should be re-designed to enable identified needs to be recorded in a such a way that allows establishments to aggregate the needs of their changing population, and be able to record the effectiveness of those interventions in addressing a prisoner’s needs.

**Monitoring and Evaluation**

7.24 One of the objectives of the SPS Interventions Policy is to develop an evaluation and monitoring framework to support the policy and provide evidence-based activity and outcome measures to inform decisions about current and future resource investment and service provision.

7.25 However, the provision of OBP’s has historically been based primarily, on meeting prescribed key performance indicators (KPIs). Typically, establishments have been asked, year on year, to deliver slightly more than they did in the previous year. In 2011, the SPS introduced the Generic Programmes Assessment (GPA), a tool designed to identify the risks, needs and responsivity issues of those assessed, all with the view of identifying the most appropriate interventions to address the identified risk/need factors. Despite the fact that GPAs have been conducted for approximately 3 years now, the data is not being used to influence what we deliver, where, and to whom. In addition, there is limited information recorded on the needs of offenders who are not subject to a GPA. This means that establishments are unable to appropriately aggregate the needs of their prison population and decide what interventions they require. It also means that at a corporate level we are unable to take informed policy decisions about deployment of, or investment in, resources.

7.26 Another complication is the lack of clarity regarding short-term prisoners in relation to the GPA process. The GPA Guidance Manual is silent on when and in what circumstances a short-term prisoner should have a GPA carried out. If it is accepted that this should happen then there needs to be clarification as to what the cut-off period should be in terms of sentence length (accepting that there is a time period which would not allow access to programmes).

7.27 The GPA Guidance Manual also requires to be updated to incorporate revisions to existing programmes, as they progress towards accreditation. A GPA process that more accurately ‘taps’ into the selection criteria for each of the SPS OBPs increases the accuracy of the needs data available.
Key Performance Indicators (KPIs) for Offending Behaviour Programmes

7.28 Annual KPIs for OPBs are currently predicated on the previous years’ figures. This assumes that:
   (i) need across the estate is constant; and
   (ii) establishment demographics, and subsequently the most appropriate interventions to deliver locally are, similarly, a constant.

7.29 There are a number of issues with the current ‘KPI lead approach’:
   • whilst ensuring that the service delivers significant outputs annually, it fails to take into account what an establishment or, critically, what the service as a whole should deliver to meet the needs of its population.

Recommendation

An evaluation and monitoring framework exists in the form of Accreditation Standards and the Assessment and Evaluation manual for each programme. The structure of these manuals should be similar for all offending behaviour programmes yet there is no obvious evaluation of programmes carried out.

It is strongly recommended that arrangements to progress the evaluation of the full suite of our programme portfolio is commenced and the outcomes from this used to inform decisions about current and future resource investment and service provision.

Recommendation

SPS should ensure that processes are in place to evaluate GPA data on an annual basis, in order to inform how we, as a service, deliver OBPs, where they are delivered and to whom.

Recommendation

The GPA manual is 3 years old, and as existing programmes are developed towards accredited standards, this manual needs to be reviewed so that it reflects the changes made to these programmes.

The GPA Guidance Manual should be reviewed to make it clear, when and in what circumstances a short-term prisoner should be assessed via a GPA and to update the selection criteria for each OBP.
the emphasis is on quantity, and not quality. Establishments are under pressure to meet targets irrespective of need. This lends itself to the potential of inappropriate referrals for programmes for no other reason than it ensures targets are met;

- it marginalises the importance of OBPs. OBPs are not the ‘be all and end all’ of offender rehabilitation; however, they play a significant part – in the context of a wider whole – in risk reduction and promoting other behaviours that contribute to the process of desistance. KPIs are often equated with ‘bums on seats’, and when the reason for running OBPs is to meet corporate targets the value of the intervention can be lost. OBPs are considered ‘hoops’ to jump through, rather than an essential part of the work of the SPS to enhance public safety whilst empowering offenders to take a greater control over their lives.

7.30 The KPIs for the delivery of OPBs for 2013-14 is contained at Table 1 of Annex 3.

7.31 Identifying the needs of the offender population allows programme delivery to be targeted to meet that need. It provides the opportunity to make common sense decisions about how best to meet the identified need:

- Are we delivering the right programmes?
- Are the existing delivery sites appropriate?
- Should SPS buy in programme delivery, or vie to deliver community based programmes as part of our throughcare arrangements (would require a transfer of funding from other service providers)?
- Is the number of annual spaces available enough to meet the need?
- Do some programme spaces need to be reduced, and others increased?
- Is there an alternative intervention which could address the prisoner’s needs?

7.32 Moving to a ‘Needs-Led Approach’ will ensure that the needs of our prisoner population determines what we deliver rather than deciding what to deliver, then ‘fit’ our offender group into available spaces, irrespective of what the actual need is.

7.33 Table 2 of Annex 3 provides a snapshot, (20th February 2014), of the identified programme needs of our population on PR2.

7.34 Evaluation of the GPA data for each establishment (as at 20 February 2014), against the planned programme delivery schedule for 2013-14 has identified a number of issues:
**Recommendation**

SPS should introduce a process whereby annual programme targets are based on the needs of the population. These targets should be agreed on the basis of aggregated needs, i.e. the data available via the GPAs.

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**Recommendation**

Consideration should be given to whether the current suite of programmes delivered at each establishment is appropriate to the needs of its population: are they delivering what they should be? If not, do they need more or less and, if less, what should happen to the existing resource?

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**Recommendation**

There should be mechanisms in place to ensure that national programme spaces are available across the estate for prisoners currently on protection, who reside in establishments who do not deliver OBPs identified as necessary to address an outstanding need.
8. LEARNING AND EMPLOYABILITY

8.1 The National Performance Framework and Justice Strategy sets out a number of key outcomes and priorities to build a safer and stronger Scotland. The SPS Organisational Review also describes a new Vision, Mission and Strategic Priorities that will underpin how SPS will contribute towards making communities safer and to reducing rates of reoffending.

8.2 Education, work and vocational training are important elements of the portfolio of activities currently delivered in our prisons; the Justice Committee Inquiry into Purposeful Activity in Prisons supports this view and cited a number of areas of good practice. However, that same Inquiry highlighted where change is needed with regard to the provision, accessibility, and continuity of purposeful activity. Amongst a wider range of recommendations, the Inquiry reported:

- a lack of information relating to educational attainment of those in custody for the first time;
- constraints created as a result of current SPS policy around internet access for those in custody;
- the potential negative impact of existing prisoner earnings policy on attendance at learning events;
- concerns around gaps in SPS capability to identify prisoners’ special educational needs;
- some work parties are common across prisons, however, many are built on individual initiative and therefore provision varies across the estate;
- examples of innovation in many prisons are dependent upon individual staff members and therefore continuity of service delivery is vulnerable as a result of absence and annual leave;
- it can be difficult to provide sufficient staff to ensure workshop activities can proceed;
- inconsistencies in the provision of work opportunities across the estate;
- the lack of priority given to short term prisoners; and
- concerns as to the lack of work routine amongst prisoners.

8.3 Many of these issues have been highlighted in a succession of HMCIP Reports, and they primarily focus on gaps in the practical arrangements within a number of establishments, which are intended to support how prisoners access purposeful activities. There is now an opportunity in this review, not only to address these matters, but also to diversify prison education and work so that it plays a more significant role in developing personal resilience and independence.
**Key Messages**

- Offenders in employment, at some point in the year after being released from custody, were less likely to re-offend than similar offenders who did not gain employment.
- For custodial sentences of less than one year, the re-offending rate was 9.4 percentage points lower for those who found employment after release than for those who failed to secure employment.
- For sentences lasting one year or more, the one year re-offending rate was 5.6 percentage points lower for those who found employment than for those who failed to secure employment.
- The time from release until first re-offence was longer for offenders who got employment than for those who did not get employment.

(Ministry of Justice, 2013)

8.4 Currently strategy and investment decisions relating to prison work appear to lack co-ordination. SPS relies upon the diverse technical knowledge and skills of staff to operate a series of (typically) small work and vocational training units. Sales and marketing of SPS goods and services is largely passive and without the resources required to implement an effective marketing strategy; some workshops are over-reliant upon internal manufacture with relatively few ‘contracts’ to sustain activity.

8.5 Whilst work activity is intended to provide a ‘work like’ environment for offenders it is somewhat artificial. For example there are perceived security related inhibitors which prevent people in custody from having access to IT based learning opportunities within workshops, and within work areas, officers typically undertake the more complex or skilled tasks (e.g. programming and set-up of CNC machinery, etc.).

8.6 Evidence from a number of studies points to the direct relationship between employment and criminality. Employment can be shown to both influence and be influenced by offending, and the lack of stable employment can also contribute to other difficulties relating to accessing housing and also drug/substance misuse. Stable employment is shown to contribute to a reduction in the likelihood that someone will reoffend (Ministry of Justice, 2013).

8.7 Additionally, Hopkins (2012) conducted a study of the employment, education and training status of offenders in England and Wales and found that:
32% were in paid employment in the four week period immediately prior to custody;
Those who had been in prison before were less likely to have been employed than those who had not, and those who had been employed prior to custody were 25% less likely to be reconvicted within a year of leaving prison;
48% of prisoners said they needed help finding a job on release;
41% with education; and
40% to improve work-related skills.

(Ministry of Justice, 2012)

The results of Hopkins’ research are supported in the Ministry of Justice (2013) study which explored the impact of employment on re-offending. This research provided some statistically significant returns and concluded that ‘steady employment, particularly if it offers a sense of achievement, satisfaction or mastery, can support offenders in stopping offending. Employment has been identified as an important factor in supporting desistence among offenders aged over 27’.

(Ministry of Justice, 2013)

Audit Scotland (2012) also identifies the need to support people into employment and that this is one of the service routes known to contribute to reducing reoffending.

It is clear that SPS has an obligation to ensure opportunities are provided which seek to properly reconnect those in custody with local communities. This is strongly articulated in the SPS Organisational Review, particularly with regard to supporting
key messages from Scottish Government evidence reviews about building safer communities. Finding stable employment is a contributory factor to reducing the likelihood to commit crime and arguably helps to support the ‘What Works to make Communities Safer’ agenda by:

- reducing boundaries to accessing services;
- reducing misuse of drugs and alcohol;
- creating diversionary and supportive activities;
- building self-esteem and a sense of ‘citizenship’;
- strengthening social and family attachments; and
- developing life skills and employability opportunities;

*(SPS Organisational Review, 2013, p. 27)*

8.11 The SPS Organisational Review notes that despite whatever motivational and encouraging interventions are made to develop prisoners’ skills, abilities and resilience by the SPS, it is unlikely that this would lead to appropriate supportive and enabling opportunities after release, without collaboration with other organisations. Increasingly therefore, SPS is building partnerships to support the up-skilling and employability agenda and there are such examples of this in a number of establishments. In terms of supporting the transition from in-custody to community, it is from such partnerships that relevant community based employment opportunities and services will most likely follow. The Ministry of Justice (2013) notes that, ‘…. most successful elements of employment programmes appear to be: strong local partnership working; training which is related to local employment needs and opportunities; long-term funding; and long lead-in times. The most successful programmes are likely to be those which co-ordinate work before and after release from prison’.

8.12 It is important therefore that SPS builds on existing good practices across the estate and supports this further by extending our links with private industries, third sector partners, local authorities, social entrepreneurs and learning providers. Recognising that SPS cannot be solely responsible for supporting people in custody into employment once liberated is reflected in the Organisational Review, which notes:

“There is, however, a risk in overstating the contribution that a prison service can make on its own to reducing reoffending. Whilst SPS can encourage and motivate prisoners to use their time in custody to develop skills, abilities and resilience, it is unlikely to be able to provide, in isolation, the opportunities necessary for them to sustain positive and crime-free lives when they return to the communities from which they were imprisoned”.

8.13 This should provide the impetus for SPS to generate effective collaborative partnerships which aim to improve employability outcomes.
Working Futures in Scotland

8.14 In 2012, the UK Commission for Employment and Skills (UKCES) produced a 10-year projection of employment in Scotland. This period focused on the years from 2010 to 2020 and reported the predicted employment landscape on:

- headline employment and output changes;
- trends in labour supply and demand;
- changes in employment by gender, full and part-time working and self-employment;
- employment and Gross Value Added (GVA) change by industry;
- occupational employment change;
- qualification profile;
- replacement demand.

8.15 The conclusions reached by UKCES provide some pointers for consideration in making recommendations about the future shape of work and training within Scottish prisons. In summary, UKCES project that:

- The rate of employment growth between 2010 and 2020 is predicted to be half as fast as in the previous decade and to be slower than for the rest of the UK.
- Output (GVA) is projected to grow more slowly in Scotland than the average for the remainder of the UK between 2010 and 2020.
- Self-employment is projected to remain largely static but with growth for women and a decline for men.
- The bulk of growth in employment is projected to be for jobs held by men while female employment is expected to remain almost static, leading to a small shift in the gender balance of employment towards men.
- Part-time working will increase its share of total employment although full-time employment will continue to grow. The growth of part-time working

Definition of Employability

The definition of employability according to Scottish Government and the Scottish Centre for Healthy Working Lives is:

“The combination of factors and processes which enable people to progress towards or get into employment, to stay in employment, and to move on in the workplace.”
will be faster for men than females, while the number of women working full-time is projected to fall.

- Output growth for most industry sectors in Scotland is projected to be poorer for 2010-2020 than it was for 2000-2010. The fastest rate of growth is predicted to be for ‘Business and other services’ sector while the ‘Primary sector and utilities’ is expected to continue to contract (table ** below explains each of the industry sectors).

- The ‘Manufacturing’ sector will continue to contract. Employment growth is expected to be fastest in ‘Construction’ and private sector services. In terms of employment, the ‘Business and other services’ sector is expected to be the largest industry sector in Scotland.

- There will be a shift away from lower-skilled occupations towards higher-skilled; job losses are predicted in administration and secretarial type work, skilled trades and process, plant and machine operative roles. The fastest projected rates of increase will be in white collar occupations. Significant growth is also expected in lower-skilled care, leisure and other services.

- The rate of increase in higher status occupations will be greater for women than for men. However ‘Elementary’ occupations will continue to provide new jobs for men.

- The qualifications profile of employed people in Scotland shows that a quarter of jobs are held by people with no or low-level qualifications. By 2020 it is expected that this figure will have fallen to one-fifth. It is expected that almost one-half of jobs in Scotland will be held by people holding higher level qualifications (level 4 and above).
Table 8.1

<table>
<thead>
<tr>
<th>Sector &amp; Utilities</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary Sector &amp; Utilities</td>
<td>Agriculture, forestry and fishing, mining and quarrying, Electricity, Gas, steam and air conditioning, Water supply, waste management and sewerage.</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>Manufacturing</td>
</tr>
<tr>
<td>Construction</td>
<td>Construction</td>
</tr>
<tr>
<td>Trade, accommodation &amp; transport</td>
<td>Wholesale trade and retail, Repair of motor vehicles, Transport and storage, Accommodation and food activities</td>
</tr>
<tr>
<td>Business and other services</td>
<td>Information and communication, Financial and insurance services, Real estate activities, Professional, sciences, and technical activities, Administrative and support services activities, Arts entertainment and recreation, Other service activities</td>
</tr>
<tr>
<td>Elementary occupations</td>
<td>Small hand skills and tools, packing, stocking vending machines, washing, cleaning and sorting etc.</td>
</tr>
<tr>
<td>Non market services</td>
<td>Public administration and defence, Education, Health and social work</td>
</tr>
</tbody>
</table>

**Women**

8.16 It is widely accepted that women offenders are typified as experiencing a raft of health related challenges. In addition to these health related issues, a number of other key characteristics are evident. The SPS Strategy Unit (2012) undertook a needs analysis of women in custody and concluded, that many have low educational attainment; have a poor, if any, work history; experience welfare, debt and accommodation problems; have a history of care and abuse or neglect; involvement in exploitative relationships with adult males; mental illness; serious drug and/or alcohol misuse; and generally unstable and chaotic lifestyles. Interestingly women, although citing a lack of employment and education as a feature of concern, reported that poor relationships, a lack of self-esteem, and socio-economic conditions in their local communities were of greater importance to them.

8.17 The Commission on Women Offenders (2012) outlined the case for a distinct approach for women offenders and in terms of predictors of future reoffending cited:
Table 8.2

**Predictors of reoffending for Women**

<table>
<thead>
<tr>
<th>Factor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dysfunctional family relationships, in particular family or marital conflict and poor parent child attachment, especially for young people.</td>
</tr>
<tr>
<td>Poverty, deprivation and debt.</td>
</tr>
<tr>
<td>Immediate needs, such as accommodation, childcare and welfare benefits, need to be addressed before women are ready to address longer-term needs, such as education or employment. Women are more likely than men to lose their housing while in custody and then be homeless on release.</td>
</tr>
<tr>
<td>The role played by criminal peers and partners. Many women may be controlled by drug using and abusive partners.</td>
</tr>
<tr>
<td>Drug abuse is more strongly related to reoffending than alcohol abuse.</td>
</tr>
</tbody>
</table>

*Commission on Women Offenders (2012)*

8.18 These women specific needs are also reflected by her Majesty’s Inspectorate of Prisons for Scotland in their consultation document ‘Standards for the Inspection of Prisons in Scotland’. In particular there is an emphasis to ensure that the provision of purposeful activity is designed in such a way to assist women towards independent living and to integrate into supportive networks and which assist in building more stable relationships.

8.19 In terms of investing in women focused services, it is important to ensure that work with women is balanced across 5 key community reintegration dimensions. However, given the very specific issues that affect women in custody it is entirely likely that individual and aggregated needs will place a priority (as suggested by the Commission on Women Offenders) on supporting wellbeing, resilience, connectedness and citizenship before or ahead of learning (Table 9.3).
Studies looking into the factors which affect offending by young people, commonly cite factors such as poor familial relationships, negative peer and intra-familial influences, low-levels of academic attainment, and a lack of stable employment. The Scottish Prisons Commission (2008) reported that those in custody were 13 times more likely to be unemployed than those across the general population; this was even more of an issue for younger prisoners.

Despite this statistic, young people do tend to have an optimistic outlook and recent research into the young offender population, undertaken by SPS (2012), suggests that 64% believe they will not be committing offences two years after being released from their current sentences. Additionally, almost 80% of those surveyed felt that finding a job would help lead them away from criminality; 64% of the same survey group stated that becoming crime free was up to them.

The priority for HM YOI Polmont will be to engage with young people to ensure that the design of activities best support wellbeing, build resilience, improve employability, invest in citizenship and community connectivity. With regard to work and contextualised learning, current delivery of Introduction to Work Skills (IWS) course should be expanded. Collaboration with Skills Development Scotland should also continue to overcome existing restrictions which prevent delivery of the Certificate of Work Readiness qualification.

A Vision for Learning and Employability

SPS now has the opportunity to move progressively towards a more mixed economy, where work based activities and vocational training are provided not only

<table>
<thead>
<tr>
<th>Dimension</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wellbeing</td>
<td>Address practical needs such as healthcare, housing, wellbeing and finances.</td>
</tr>
<tr>
<td>Resilience</td>
<td>Build skills and resilience, and address offending behaviour.</td>
</tr>
<tr>
<td>Connectedness</td>
<td>Sustain and enhance connections with family, friends and the community.</td>
</tr>
<tr>
<td>Citizenship</td>
<td>Enable prisoners to contribute by promoting citizenship, volunteering and reparation.</td>
</tr>
<tr>
<td>Learning</td>
<td>Develop learning and employability skills.</td>
</tr>
</tbody>
</table>
by SPS staff but in partnership with external providers. This could be in the form of Employability Partnerships or through training contracts designed to provide up-skilling opportunities. In all cases, SPS should focus upon delivering activities which provide offenders with improved skills and employability prospects and which link to the external job market and/or employer’s needs. Consequently, a vision for purposeful activity could be:

**Vision**

Our vision is that each establishment will provide a range of learning and employability services, which supports individuals through the Employability Pipeline and onwards on their recovery journey.

**Aims**

In delivering this vision, we aim to:

- **Reduce the barriers which inhibit access to, and sustainability of employment.**
- **Work constructively to help individuals progress towards being ‘job ready’.**
- **Develop and work towards shared outcomes with a range of private, public and third sector partners.**
- **Align with partners who deliver services that improve individual outcomes for prisoners.**
- **Invest in the development of competence, knowledge and attributes and provide access to opportunities on the basis of individual need.**

**Achieving these Aims**

8.24 In delivering a range of work and vocational work based activities, this strategy outlines short, medium, and long term objectives. The short term objectives are about implementing the underpinning structures that will support the medium and longer term objectives which follow.

**Strategic Engagement**

8.25 The new Mission of the SPS is ‘Providing services that help to transform the lives of people in our care so they can fulfil their potential and become responsible citizens.’ In essence this is a commitment by the SPS to support the development of all those
who come into our establishments and particularly for those young offenders who are released from our custody.

8.26 The Scottish Employability Forum (SEF) is an over-arching national body whose remit is to ‘provide political leadership and oversight on employability and employment within the context of economic recovery’. In particular this forum will seek to improve linkages between economic development and employment services; provide a genuine route out of poverty; improve young people’s learning opportunities, skills development and participation in the labour market, and ensure employability services operate effectively within the context of welfare reform.

8.27 The National Delivery Group (NDG) informs the SEF and focuses on 3 inter-linked themes. These are: making learning central and not peripheral in taking employability forward; sharing formally and informally across areas to assist in developing local partnerships – local areas are deemed to be best placed to identify what does and doesn’t work; and finally, identifying common challenges to facilitate better service delivery at a local level.

8.28 Local Employability Partnership Forums (LEPF’s) are multi-agency in nature and have representation that is cross-sectorial and they exist in all local authority areas. These local platforms provide a mechanism for supporting and co-ordinating the provision of employability services across Scotland; including those which will be required to support the transition from custody to community and from prison to employment.

**Recommendation**

SPS to build further on representation at the Scottish Employability Forum (SEF) This group would need SPS Director level representation; National Delivery Group (NDG) representation would best sit within the Directorate for Strategy & Innovation, and at Local Employability Partnership Forums (LEPF) in Scotland, representation at these forums should be establishment Heads of Offender Outcomes – HMP & YOI Grampian are already partners on the Aberdeenshire LEPF.
Current Work Based Activities

Currently, work provided in SPS prisons essentially falls under five themes:

Table 8.4

<table>
<thead>
<tr>
<th>Work Theme</th>
<th>Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establishment services</td>
<td>Individuals directly engaged in the delivery of catering, cleaning, laundry, gardening &amp; grounds work, recycling etc. to support the prison regime.</td>
</tr>
<tr>
<td>Prison and assembly work</td>
<td>Woodwork, metalwork, garment &amp; textile production.</td>
</tr>
<tr>
<td>Reparative work</td>
<td>Bicycle recycling / repair, electrical items repair where the activity provides a service to a third sector organisation, craft work.</td>
</tr>
<tr>
<td>Vocational training</td>
<td>Plumbing, bricklaying, hairdressing etc.</td>
</tr>
<tr>
<td>Work and commercial partners</td>
<td>Tool-hire repairs where SPS work with outside companies under a ‘commercial service level agreement’.</td>
</tr>
</tbody>
</table>

There are additionally, a wide range of external work placements within the community.

The most common work based activities undertaken in SPS are related to establishment services. Each area of work is intended to ostensibly provide individuals with a work like environment, work ethos, and the ability to develop work based skills. However it is clear that work in prisons has developed organically over many years without necessarily retaining a clear purpose or overall strategy aligned to either sales opportunities or employment markets.

In-house work-parties provide necessary services to the prison, and purposeful activity hours towards corporate targets. However there is no assurance that these activities meet the ‘interests and/or needs’ of the individuals engaged or if the training provided and skills obtained are what a potential employer requires.
Return on Investment (ROI)

8.32 Each activity in which SPS engages involves an associated series of input resources and/or costs to generate a series of outcomes. As an organisation we are not generally commercially focussed and the concept of the Return on Investment (ROI) is not one SPS typically considers when setting-up activities. However, SPS decisions must focus on what works and what provides the best set of outcomes for the committed resources.

8.33 Work based activity units in each prison essentially operate as a series of disparate small business entities and in ways in which strategy and investment decisions are largely un-coordinated. There is also an over-reliance upon staff with varying technical knowledge and skills to run these work units. In essence, SPS is not optimising its resources and is ‘investing’ or sustaining activity without a clear eye or visibility on the outcomes actually being achieved.

8.34 Embodying the principles of ROI (what are the costs to achieve the anticipated up-skilling and qualification outcomes for individuals) and lexicon of business disciplines to SPS investment decisions is an area which would provide a much clearer focus when seeking to deploy resources to optimum effect (See Annex 4). We should also focus upon enhancing the ROI proposition from each of the activities in which individuals are engaged.

8.35 Traditional prison industries and SPS led vocational training have a very different set of ROI propositions to activities being managed by external organisations such as Employability Partners (see Table 8.5):

Table 8.5

<table>
<thead>
<tr>
<th>Activity Type</th>
<th>ROI Proposition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prison Industries</td>
<td>SPS carries the full Input cost / risk e.g. Staffing, Capital Investment, Manufacturing &amp; Stockholding costs/risks. Offender outcomes not systematically recorded.</td>
</tr>
<tr>
<td>Vocational Training</td>
<td>SPS staff and provide materials. An alternative vision would involve a contracted service provider assuming obligation to deliver work based vocational training with accredited training outcomes.</td>
</tr>
<tr>
<td>Employability Partners</td>
<td>Shared risk responsibility. Potential for recovery of some SPS costs in providing the enterprise unit and offenders to the partner via a monthly serviced accommodation charge. Partner may bear a proportion of the Capital and revenue costs risk, and also the sales / stock risk. Contract establishes the level of anticipated offender outcomes and monitors these.</td>
</tr>
</tbody>
</table>
8.36 Current SPS ROI decisions have on occasion appeared to be made to serve a local need rather than as part of a wider strategic perspective of what activities SPS should undertake. This leads to:

- capital investment decisions made in isolation and outside the context of an overall manufacturing strategy or vision of ‘what works’ in terms of providing a return on investment;

- up-skilling and employability considerations for target groups and individuals not being a primary consideration; the benefits of the activity being unclear for both SPS and individual prisoners;

- activities which lack sustainability -typically these will be driven by a member of staff having particular skills or interest, but with insufficient flow of sales contracts to sustain some manufacturing, etc.);

- a potential over-reliance on particular ventures and organisations; and

- industries ‘skills’ not typically linked to nationally recognised qualifications.

A Way Forward

8.37 The review of purposeful activity provides an opportunity to re-organise, and to ensure that the infrastructure and resources to underpin work based activity is fit for purpose and can adequately support SPS, partners and offenders themselves to achieve positive outcomes.

8.38 Currently SPS recognises that out of cell time in a work like environment contributes to ‘purposeful activity’ even if it does nothing more productive than provide a place to go to during the core working day, or through cleaning and catering, supports the operation of the prison regime. The types of ‘training’ currently provided in many such activities are not being particularly aligned with the expectations of potential employers.

8.39 Some people are in custody for very short periods or have other needs which are rightly prioritised ahead of work. It may therefore be appropriate to recognise the internal value of ‘establishment services’ to SPS and set aspirations accordingly; make no pretence that engagement in these types of work activities are intended to gain meaningful skills which will demonstrably enhance work readiness upon release.
8.40 However, we can and should be more aspirational for activities so that all work based activity is ultimately aligned with employer and/or market needs and have a focus on developing individuals as work-ready potential employees.

**Recommendation**

That SPS progressively move towards a more mixed economy where work based activities and vocational training are provided not only by SPS staff but by external partners. This would be in the form of Employability Partnerships or training contracts with external providers to provide vocational training. In all cases SPS should focus upon activities which provide individuals with up-skilling and employability outcomes which link to the external job market and/or employer needs.

8.41 In refocusing SPS, we will need to establish the conditions, corporate environment and resources which will underpin purposeful activity outcomes both through SPS facilitated activities and also those delivered through third parties, namely:

<table>
<thead>
<tr>
<th>Table 8.6</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Environment</strong></td>
</tr>
<tr>
<td><strong>People</strong></td>
</tr>
<tr>
<td><strong>Strategy</strong></td>
</tr>
<tr>
<td><strong>Tools</strong></td>
</tr>
<tr>
<td><strong>Marketing</strong></td>
</tr>
</tbody>
</table>

8.42 No one condition is more important than another. Our People Strategy must seek to build corporate capability and skills in all. Ideally by investing in a centrally developed team with the autonomy, business acumen, and commitment to reshape how SPS develops partnerships, conducts and delivers vocational training, and work based activities in prisons.

8.43 This core team (Commissioning Body) would provide the mechanism through which the SPS could:
• support establishments in developing processes for all external engagement activity that is intended to bring positive outcomes for those in our care;
• establish viable opportunities to increase the pool of external placements for those in national Top-ends, the Open Estate and closed establishments as current provision is limited;
• present a consistent ‘point of entry’ to SPS and a mechanism for considering the corporate impact of local innovation projects;
• support the development of a product and services marketing strategy; and
• generate a strategy aimed at securing long term sales and production contracts to ensure sustainability of work for prisoners.

8.44 National Offender Management Service (NOMS) have a similar central body ‘One 3 One solutions’. In essence, One 3 One reflects a core team tasked with providing the strategic direction, co-ordination and delivery of all prisoner work based activity. This brings together the management, sales and marketing associated with prison industries, the engagement of third parties to deliver work based activities in prison and/or vocational training, and offender work-placement responsibility under one umbrella.

8.45 One 3 One is also a brand. They have established a public face and provided those interested in working with people in custody with clear routes as to how to engage with Her Majesty’s Prison Service (HMPS).

8.46 One 3 One is therefore a competitor to SPS, both for potential sales of prison manufactured goods and for the attentions of partners who wish to work with, and engage, prisoners. The SPS therefore needs to carve out a Scottish solution which enables us to compete for sales and the attention of partners who may necessarily have to make funding choices of where to invest in any given year.

8.47 This central Commissioning Body will need to work in close partnership with the marketing, sales and the production quality assurance staff at Central Stores. Investment needs to be made in our sales and marketing resource; this function is crucial to sustaining the long term production and sales contracts necessary to sustain industrial work for prisoners.

Recommendation

SPS should develop an appropriate central team, management structure (a Commissioning Body), processes and tools to develop the overall strategy, co-ordinate and deliver effective marketing, sales and engagement of organisations that either wish purchase from SPS, or provide work based activity for offenders. The One 3 One model being representative of the structure and vision SPS could pursue.
Intrinsic to prison industries is the role of Central Stores (Fauldhouse). The function and structure of Central Stores has been reviewed on a number of occasions, most recently in the January 2011 “Review of the Role of Industries and Production within the SPS Linked to the Role, Purpose and Efficacy of Fauldhouse”. Without repeating the detail of each review, the net outcome has seen a significant shrinkage in the resources aligned to that department.

The January 2011 review, states, “SPS Industries whilst not directly related to the increase in employability prospects, particularly in the current economic climate is considered directly related to work ethics. Work ethics can be defined as”

(Figure 8.7):

Outcomes relative to generating a work ethic through engagement with industrial work related activity remain valid. However the SPS Organisational Review has now fully redefined the wider role of prisons and in particular outlines a revised operating model for the SPS. This new approach to how SPS operates and the spirit in which this is to be applied brings with it a real desire to engage with services, partners and communities to support those in our care, as they travel a recovery journey towards being active citizens.

Finding stable employment is arguably a key component of that journey. Therefore the removal of the barriers to employment which typically apply to those in custody should provide one of the main focal points of our purposeful activity agenda. The provision of work opportunities which provide the necessary up-skilling and qualifications that are relevant in the wider jobs market is therefore important and the team at Central Stores has a significant contribution to make to that agenda.

A statement of purpose for Central Stores should reflect how its function is to support the delivery of positive outcomes for those in our care, develop links with and support the work of Directorates and establishments, how it links with the wider community and its contribution to identifying service gaps and supporting the development of services to address those gaps.
8.53 A vision for Central Stores going forward would include:

- changing the name of Central Stores, the current title does not fit with the broader function of that area, provision of a central stores and warehousing area is only one purpose;
- realigning this function to form an extension of the current procurement capacity;
- an increased investment in the sales and marketing capacity to increase mobility and brand visibility;
- the responsibility to service the development of Enterprise Partners and the management of the on-boarding processes from Invitation to Tender to contract initiation;
- organisational responsibility for the co-ordination and management of all work-related contracts;
- development of ‘rolling’ Business Plans (also proposed in the 2011 review), which takes account of the emergent changes in employment market demands;
- supporting each establishment in sourcing and planning reparative (community focused) projects;
- provision of community placement opportunities at Central Stores;
- implementation and operation of a timber Treatment Plant at Central Stores;
- sourcing and operation of a community based SPS outlet for public marketing and sales of prison based services and products; and
- supporting the work commissioned by the ‘Commissioning Body’.

**Recommendation**

SPS should commission a further review of the function of ‘Central Stores’. The purpose of that review should be to ensure the resources are in place to support and deliver the vision outlined above.

8.54 As has already been outlined, current prison industry appears to function against a background which is absent of any visible or co-ordinated strategy and where
investment decisions are not fully thought through. Sales and marketing is limited in resource and workshops overly-reliant upon internal manufacture and relatively few ‘contracts’ to sustain activity.

8.55 Whilst industrial activity is intended to provide a ‘work like’ environment, arguably it is somewhat artificial. There is no provision of access to IT, officers in many cases undertake the more complex or skilled tasks, and weekly activity hours achieved is constrained by the operational regime.

8.56 The SPS investment to re-establish HMP Shotts as a manufacturing centre for garments/textiles which included an investment of £136k, encapsulates many of the issues which SPS need to address:

- textiles would appear, at face value, to provide a low prospects of employment for those engaged with such activity;

- the internal market for textile products is quite small with not enough in-house work to sustain this new workshop and existing textile capacity;

- prison industries in HMPS are a competitor to SPS. There are also Supported Businesses operating in the textiles sector who have variously struggled to remain viable without direct government contracts;

- if viewed holistically, most products could be sourced and purchased externally at a lower cost, via HMPS, or via a Supported Business; and

- SPS has significant difficulty in securing external sales contracts for textiles; it being more cost effective for organisations to source overseas.

8.57 With regard to in-Prison Work and Vocational Training. SPS should not remain wedded to the concept that only SPS staff can supervise such activity. There are numerous training providers in the community operating across a range of disciplines some of whom may be better placed to provide accredited training to offenders.

8.58 We have demonstrated with Employability Partnerships at HMP Grampian that there are several staffing structure variant models; from partners providing full supervision of the activity, joint supervision, or SPS doing so. It is also conceivable that a prison industry work-shed could be taken over, staffed and operated by a partner as an extension of their general business.

8.59 Focusing on the numbers of people occupied out of cell to record purposeful activity hours is in itself a return on investment, irrespective of whether the skills gained by individuals enhance future employability. However, we can, and should be more
aspirational in terms of engaging in activities (with or without partners) which directly link to the current job market and areas where offenders could potentially secure employment following release.

8.60 Whilst ‘profit’ is not the primary or even secondary objective of prison industries, each area should provide a demonstrable ROI, i.e., people gaining meaningful job skills which support their recovery and increases ‘job readiness’ for potential employers, and that the activity returns sufficient revenue to cover its operating costs.

In essence, SPS should adopt a business orientated focus whereby:

- there is a single corporate budget responsibility for investment decisions pertaining to industry activity; and

- providing a demonstrable and clear ROI in terms of up-skilling, employability and purposeful activity achieved.

8.61 The inherent subsidy from SPS financial support should not be used to sustain activities which fail to provide a sufficient ROI.

**Recommendation**

| Prison industry activity should be managed and run as if it were a bona fide Commercial Enterprise. There should be a clear strategy and marketing/sales plan for each branch of industries with this being co-ordinated centrally. Investment decisions including whether particular activities should be expanded, consolidated, or the technology investment focussed into particular markets should also be managed corporately. |

8.62 SPS currently operates a number of processes to commission, secure and appoint external organisations as service providers for activities. Many of the processes to commission and award activity are undertaken in isolation of each other and without an apparent overall strategic direction of the types and range of activities SPS should engage in or, perhaps more importantly, areas where we should not invest resources due to the limited return on investment potential.

8.63 The concept of Employability Partnerships has evolved since the initial work to develop this initiative for HMP Grampian. In practice, there are several variants of the type of third party engagement which SPS could bring into prisons:

- Employability Partner hosts its business/enterprise in vacant work shed(s) or other vacant areas in a prison with either the partner providing activity 'technical' supervision or SPS doing so;
Employability Partner hosts its business in existing SPS industries, i.e. a partner operates an SPS workshop facility with the partner providing ‘technical’ supervision and assuming a degree of commercial risk for the output / sales;

SPS seek to sub-contract work in from partners, i.e. SPS becomes part of their supply chain;

consolidate Industries into fewer sites. Backfill with Employability Partnership activity or vocational training (VT) training workshops that are partner led;

create work placements by linking prisoners to partners who have trained them within the prison, or other organisations in the same industry; and

partner provides and supervises VT activity.

**Key Message**

Opportunities to engage in the above would be openly advertised and therefore made available to the private, third or public sector. SPS would need to be clear which variant of the above we were seeking to undertake in a particular prison to enable a meaningful like for like evaluation of ‘bidder’ proposals.

8.64  SPS does not need a significant number of Employability Partners; perhaps 2 to 3 such enterprises in each prison. Some partners may be engaged in several locations thus providing a mix of activities with varying entry requirements, different complexity and learning time.

8.65  In engaging Employability Partners, SPS will need to ensure that the partner activities are prioritised within the regime. We will, for example, need to act as a client in terms of ensuring SPS meets its obligations to the partner such as the availability of the enterprise area, worker numbers, operational flexibility regarding the workspace, etc.

**Recommendation**

Strengthen links with local and national employment markets by producing a 5-year plan to extend the presence of Enterprise Units in prisons (Employability Partnerships); and

To free up workspace and progressively shift and consolidate traditional prison industries and VT to those where there are demonstrably stronger up-skilling and employability outcomes for individuals. This will require that SPS identifies workspace in each prison which can be utilised for Employability Partnerships or VT provided by external partners.
Recommendation

SPS should establish and maintain a ‘partner’ database of parties who may wish to engage or have engaged, and that such a database informs subsequent engagement across the spectrum of activities indicated in Diagram 1.

Recommendation

SPS should ensure that agreements with all third parties are in a written format which clearly set-out the scope of activity, the expectations and obligations upon either party, anticipated outcomes and any £ charges. In essence, written agreements which underpin good governance and management of the resulting activities.

Encouraging Engagement

8.66 Engaging partners to work with us will not be a quick or indeed easy process; it is a hard sell. However, we have a responsibility to be selective in terms of who we elect to work with.

8.67 There is, for example, high unemployment, particularly amongst those with limited skills or qualifications, and financial incentives for employers to engage school leavers, graduates or from other disadvantaged groups. However, there is also a significant and motivated pool of economic migrant workers, many with good skills or qualifications that employers can engage. The challenge for SPS will be to convince the wider populous that the benefits of engaging with up to 8,000 recovering citizens outweigh the actual or perceived risks.

8.68 Securing partners will also be challenging as a consequence of delivering an enterprise within an environment where they may have limited direct operational control. SPS would need to be able to demonstrate how working with us and those in our care, would provide a ROI for the partner in terms of their community interest issues or fit with their business. To do so, SPS needs to both understand the partner motivations and the level of marketing exposure they may wish from engaging with SPS. Ultimately, SPS also needs to market success stories and develop several private or third sector champions who can and will promote the positive effects of engagement.

8.69 This promotional work will take time to evolve and will involve SPS cultivating ‘a market’ and having dialogue with prospective partners well before SPS may invite offers. We cannot afford for ad-hoc, uncoordinated, but well intended actions by various SPS staff, to allow potential partners to receive either mixed messages, or confusing signals about what they may need to do to engage with SPS.
Co-ordination of activity is paramount to ensure our efforts lead to effective engagement with partners, and also to ensure poor quality prospects are closed off and do not continue to be pursued.

8.70 SPS marketing and engagement with potential partners or organisations who may wish to purchase from Prison Industries or work with us as partners must therefore be considered an on-going and long game. Our marketing and engagement also needs to be sufficiently finessed to recognise what partners wish to achieve and to address these points in so far as we are reasonably able.

**Recommendation**

SPS must ensure the development of an appropriate marketing strategy with material to support it. The Employability Partnerships brochure produced for HMP Grampian being an example of the type of material that SPS may wish to produce again. Website pages focussed on purposeful activity and the ‘SPS brand’ should also underpin the marketing.

**Establishing the Right Conditions**

**Environment**

8.71 SPS currently operates a devolved model where there is no apparent overall strategy or core team that is accountable for creating the conditions to underpin effective engagement with third parties to deliver programmes, up-skilling and employability outcomes with individuals.

8.72 SPS will need to make certain that those with the remit to engage and develop dialogue with potential partners have the appropriate level of skills, knowledge, tools and clarity of process, to convert such dialogue into tangible, meaningful contracts and/or opportunities.

8.73 Effective partnering will also require the committal of resources to nurture and develop these to fruition. This is evidenced by feedback from One 3 One, and SPS’s own experiences in seeking to secure partners for HMP Grampian, or in developing the Low Moss PSP. All of the above relied upon maintaining relationships established and built over a protracted period from initial market dialogue, through commissioning, to award.
**Recommendation**

SPS should seek to establish a structure which supports all external engagement with third parties where there is intended to be prisoner outcomes and include the full process from early market sounding, through completion to award and management of partners engaged in purposeful activity. The structure should bring together the strategy vision for Prison Industries, Employability Partnerships, Third Sector, PSP, prisoner work placements and provide the essential strategic co-ordination and means to underpin delivery at a prison level.

This will effectively bring together the roles of a central Commissioning Body, Central Stores and local establishments.

**People**

8.74 Following on from the ‘environment’ related recommendation outlined above, the ‘Commissioning Body’, with the appropriate blend of operational awareness, commercial skills and business acumen to support and sustain business ventures in SPS premises, should be established. There are a number of considerations which such a team must address:

- decision making in terms of proposed investment and activities SPS wishes to engage in;
- the need to provide a consistent go/no go basis to decision making on the basis of an agreed SPS strategy;
- development of expertise to create a core centre to market and sell the opportunity of working with SPS to suppliers and potential partners;
- ensure consistency of message and ‘public face’ and to lead SPS marketing and events;
- issues of consistency of approach to ‘contract management’ across partners and the co-ordination of outcome reporting; and
- support local Offender Outcome Managers in refocusing towards ensuring effective delivery/facilitation of activities within the prison, and ensuring the local operational conditions support effective delivery of activities.

8.75 Real work opportunity in SPS prisons is not charitable nor is it a short-term project. SPS will need to invest in people with sound skills to deliver change, as well as
being able to build on our capacity and capabilities to provide real employable opportunities and skills for those in our custody.

Strategy

8.76 In terms of developing a forward looking focus, there is a legitimate rationale to direct attention upon fewer areas of activity but to where there are clear ROI outcomes, up-skilling potential and links to potential employment. Each activity must be able to articulate the value proposition as to why it should continue: input resources to sustain the activity versus the ROI outcomes.

8.77 Regular horizon scanning and, if necessary, adjustments to the range of activities should be an inherent part of our strategy not least as some partners may only be contracted for a few years. Or, SPS itself may wish to refocus on areas which provide the potential for a better ROI.

8.78 As has already been articulated, it is important that we cease unilateral decisions made at local levels about partnering, investment and activities which may have corporate wide implications. Decisions around each activity need to be validated as providing a clear ROI: what we, any partner and prisoners gain from the venture. Equally, SPS must take due account of the mixed economy providing an appropriate range of activities to build on known assets and address individual and aggregated needs.

8.79 The SPS strategy should establish key principles around the engagement of partners, articulating that SPS will act in an open and transparent manner (to secure and evaluate offers) and apply ‘business’ rationale which reflects due consideration of the ROI for SPS and offenders. There are, however, other cultural change opportunities presented to us.

Tools and Processes

8.80 The processes and documentation that supported the development and implementation of the Employability Partnership arrangements at HMP Grampian brought a commercial discipline to the eventual investment decisions. This process, and the principles which underpinned it, could be applied to other aspects of how we develop partnerships with third parties.

Recommendation

The work for HMP Grampian has already developed many of the principles and documents indicated above. It would be appropriate to review these and update as necessary, perhaps creating a ‘lite’ version to address the range of engagement SPS seeks, to provide a consistent ‘house-style’ to support the SPS brand and to provide appropriate information to underpin decisions made by a Commissioning Body.
Marketing

8.81 Current devolved arrangements whereby individual Offender Outcome Managers and staff seek to utilise SPS manufacturing capacity or engage partners is not without risk. The commercial skills and acumen required to undertake the setting up of contracts varies across the estate, and combined with a need to deliver other local but competing priorities, adds unnecessary pressures on time available to sustain marketing and contact with prospective partners. There is also a lack of visible leadership and support from the centre, evidenced by the absence of a current overarching strategy.

8.82 There is evidence that various individuals within the Offender Outcome community in SPS and also from within Headquarters, have periodically contacted the same external organisations, resulting in a confused and mixed set of messages to potential partners about what SPS is seeking to achieve. This un-coordinated approach has the potential to result in fragile and fragmented partnerships.

8.83 SPS needs to promote that it is “Ready and open for business”. This message and marketing should be cohesive and encompass all strands of potential activities where SPS wishes to engage partners’, for example:

- Prison Industries – we need clarity about our manufacturing capacity and be proactive about establishing what we could manufacture for the market;
- services – we should be actively advertising the type of services SPS and those in our custody can undertake (laundry, bicycle repair, etc.);
- vocational skills - we need to celebrate and promote widely, the skills attained by those we, or our partners train, which may be relevant to potential employers seeking to recruit;
- Employability Partnerships – advertise the specification and nature of the enterprise units we have capacity to provide in return for activities which up-skill and provide employment opportunities for individuals;
- Work-placements – promote across our partnership and community networks the skills and attributes that people in custody have to offer to potential work placement providers; and
- advertise broadly the reparative work with third sector and social enterprises we have the capacity to engage with.

8.84 The SPS communication stream will necessarily target the Local and National business sectors, Third Sector and public bodies (who are increasingly seeking to deliver Community Benefit outcomes via procurement).
8.85 The SPS Organisational review, states;

‘Opportunities to diversify prison employment also exist – prison work parties operating grounds and other in prison services were once commonplace. However these have reduced over the years in the interests of efficiency. SPS will revisit the opportunities it makes available to prisoners in order to extend the relevance and availability of good quality experiential and vocational learning’.

Any legislative change requirements and/or amendments to Prisons Rules would necessarily be driven through the appropriate due process.

The structure and arrangements in place for providing such opportunities varies across the SPS and in that respect the best solutions will be those generated locally.

**Recommendation**

Operations Directorate will work in partnership with the Directorate of Strategy & Innovation to lead a cross organisation project to identify and realise opportunities for SPS to engage prisoners with potential employment options, including Apprenticeships.

This project would need to consider what support and development would require to be made in our staff to enable this and also the wider complexities of how such initiatives could be managed in areas where security would impede the integrity of learning and skills development for ‘Apprentices’.

Such opportunities could potentially provide openings for SPS to create employment opportunities out of such apprenticeships. The sensitivities around this and current Disclosure rules which may impede this will need to be considered.

8.86 The Howard League for Penal Reform (2011) produced a report ‘Business Behind Bars: Making real work in prison work’. The premise of this is that it is desirable to ensure that prisoners are exposed to work which replicates that in local communities and also that they be paid a realistic wage for doing so. The model below illustrates the key components which underpin this arrangement. It is envisaged that the public burden in terms of cost per prisoner place is reduced for those prisoners who engage with such opportunities.

**Recommendation**

Seek partnerships with a range of private, public and third sector organisations to develop a framework that would enable prisoners to be paid a real wage for real work undertaken in prison.

Amendments to Prison Rules may be required to support this.
Strategic Skills Pipeline (SSP)

8.87 In 2006, the Scottish Government published Workforce Plus, which identified that employment services were fragmented in terms of coverage and delivery and, set out the basis for improving the alignment of local and national employment services. One of the key outcomes from Workforce Plus was the development of the SSP.

8.88 The SSP (Annex 6) is essentially a framework which recognises that individuals may be at the same stage of ‘job readiness, and that this recognition should then influence policy and operational delivery. The ‘pipeline’ also provides a mechanism for measuring individual progress towards being job ready and, is a tool that SPS can use to map existing services to identify where duplication and gaps exist (Scottish Government, 2012).

8.89 The application of the SSP is predicated on effective collaboration with a range of partner delivery organisations. Partnership building and representation at local and national strategic forums will, therefore be one of the key enablers for SPS to support wider Government employability related outcomes.

8.90 For many short and medium term sentenced prisoners it will not be possible for SPS to provide the types of support and services to enable them to progress from being ‘not job ready’ to ‘job ready’. In many cases, work and services commenced in prison will need to be continued in the community.

8.91 Prisoners, as they near their return to the community, become job seekers and the purpose of the Employability Pipeline is to integrate the services to assist in that process; and to encourage ownership of Community Integration Plans. This work will align SPS with the Scottish Government Working for Growth Strategy.

Recommendation

Support the development of a 5 stage Employability Pipeline model for each establishment. This will focus on aligning delivery of local services and activity, and support the generation of individualised development plans for each person.

(The Employability Pipeline is also referred to as the SSP).

Doing the Basics Better

8.92 Firstly, it is important to state the necessity to continue with work activity that services the environmental and operating needs of establishments. This type of activity helps to provide a structure to the day and can, where properly planned and supervised, instil a work ethos for many. Activity of this nature includes work such
as hairdressing/barbering; internal cleaning; internal and external grounds maintenance; catering; laundry, and recycling.

8.93 Others, regardless of age and gender, are in custody for a short period of time or have other needs which should legitimately be prioritised ahead of work; thus making them, ‘not job ready’. It is therefore important to recognise the value of engaging such individuals with activities that are about delivering ‘establishment services’ and to set aspirations accordingly.

8.94 Many of the concerns that have been raised in a series of HMCIP reports and in the Justice Committee Inquiry could be mitigated somewhat. Not by introducing new or innovative ways of working, but rather ensuring the things that we should be doing presently are done effectively.

8.95 Between January and December 2013 establishments were asked to report the number of work spaces available within each site and the numbers of prisoners that attended work each day during that period. This exercise confirmed that the average take up of available spaces ranged from 58% to 107% (it should be noted that the two establishments with the highest average take-up of available spaces both operate a timetabling approach to managing attendance).

8.96 One of the contributing factors in reducing the access to work activity for prisoners is the practice at some establishments where prisoners attend work then are removed from that area to attend another activity such as the gymnasium. The spaces created in the work area are not routinely backfilled and this creates an under-occupancy situation; this practice should cease.

**Recommendation**

Establishments to make immediate local arrangements to maximise take up of available work activity spaces each working day. This should be through provision of assurance that attendance at one activity will not adversely impact upon the delivery of another activity.

Establishments that have operated a timetabled/scheduled approach to activity attendance have recorded better attendance levels. However, the systems operated are reported to be resource intensive. Scheduling and timetabling approaches would best be supported through a technological solution.

8.97 Arguably, a barrier to SPS generating enough attractiveness for external employers to engage with is the structure of the core day within prisons. Operational flexibility, in terms of the hours of operation, arguably does not fit with the needs of our partners and there is a need to reduce downtime in the middle of the working day for activities where partners reasonably expect a 7/8 hour productive day.
8.98 The design of local regimes has contributed to a variance in the number of hours provided for prisoners to engage in purposeful activity; work and VT included. Whilst it is recognised that volumetric targets of purposeful and scheduled activity hours per prisoner does not indicate any qualitative outcomes, access to activities varied from an average of 16 hours per convicted prisoner in one site to 34 hours per convicted prisoner in another; clearly there are grounds for work to be done to reduce this variance.

8.99 Adjusting the core day to better meet the needs of those in our care, and also those of our partners, will increase local capacity and flexibility and better enable prisoners to access opportunities.

**Recommendation**

Collective agreement should be sought to commission a partnership led review of the structure of the ‘core day’. Such a review should explore what investment would need to be made to support a lengthening of the structured day and to what extent the return on investment would be in any subsequently recommended changes.

Partnership working (or Prison Industries) may ultimately need SPS to consider evening or weekend working, split shift extended working days and how we then flex our security operations to meet such needs.

8.100 Numeracy, literacy and vocational qualifications are important enablers in supporting individuals to become job-ready. The Inquiry into Purposeful Activity highlighted the difficulties experienced by SPS in providing continuity of activities where these depend upon the skills of a small number of staff. The current structures in place for delivering vocational qualifications in prison are predominantly based on traditional subjects such as those associated with construction, cleaning and catering. This does not necessarily reflect the qualifications required to support prisoners to job readiness across a broad enough spectrum of occupations. Also, SPS does not currently have the capacity to respond quickly to changes in the economic market.

8.101 It is essential that the quality criteria for the provision of learning and skills within establishments include the requirement to provide a flexible programme of vocational learning opportunities and which support prisoners towards job readiness.

**Recommendation**

SPS to review our current capacity to provide sustained continuity of VT activity and should it be necessary, to consider outsourcing this activity to external organisations.
Valuing the 3rd Sector

8.102 There are already examples of local Governors in Charge sitting on boards of regional Third Sector representative bodies that support sector/voluntary organisations, and to seek opportunities where SPS might carry out ‘work’ which supports them and which has a restorative element. Such relationships may also bring additional work opportunities into our existing facilities.

8.103 For many individuals who already face significant challenges in finding stable and sustained employment, the impact of not having a history of work experience only serves as an additional barrier.

8.104 Relationships with Third Sector organisations present a number of beneficial opportunities not only in terms of the services they can and do deliver within prisons and local communities, but also in the employability outcomes they present. Third Sector organisations present a potentially rich source of meaningful opportunities for people either in or who have recently left custody to gain work experience.

8.105 SPS representation at strategic level forums will support the development of improved information sharing, creation of shared outcomes and, better alignment of services at a regional/local level.

Recommendation

In recognising the vital contribution by Third Sector Partners to reducing reoffending, SPS will seek to establish a strategic management group with national Third Sector representative and funding bodies to maximise opportunities for collaborative working.

Enabling Staff

8.106 Our staff group possesses a diverse range of skills and interests that the SPS is not currently making best use of and which could be used to deliver activities within establishments. Additional activity (which reflected the skillset of the staffing group – matched against the needs of the population) would arguably augment and add value to existing services and could be provided at low cost. Additional local consideration would need to be given to how such additional asset based services could be delivered without detriment to other critical services.

8.107 The role of officer instructors will necessarily evolve as SPS develops activity such as Employability Partnerships or seeks to utilise external vocational trainers to run some work based activity. Where partners are engaged there will clearly remain a
role for a level of security supervision. The role of officer instructor would need to be reviewed and refocused to perhaps provide the expertise to drive motivation and engagement, and to provide linkages into wider case management processes.

**Recommendation**

Establishments will be supported to undertake an asset based survey of staff to identify what interests and/or skills are held that could be aligned to the Asset Inquiry Process.

### 8.108

In moving purposeful activity to the heart of the SPS and reflecting this within corporate policy and service delivery, a significant refocus of staff core roles is generated, with a greater emphasis towards care and opportunity. It will be important in supporting this rebalancing of the prison officer role to consider what essential knowledge, skills and attributes are needed to effectively nurture staff towards ways of working that align fully with supporting desistance. There is a working group currently driving work to professionalise the role of the prison officer.

**Recommendation**

Assurance is sought that the Terms of Reference for the project looking to professionalise the role of the prison officer, reflects that desistance and understanding whole prison approaches to case management is core to role.

### Learning & Education

#### 8.109

Problems and barriers to progress prison education are well documented and invariably systemic. Issues such as prevention of access to the Internet results in what is effectively a second class service, depriving service users access to widespread knowledge, learning media and technological skills essential for 21st century life. Providing technological progress is often compounded by controversy and unfounded fears concerning prisoner access to the Internet despite the availability of secure systems to mediate and monitor content and sites.

#### 8.110

Therefore, underpinning the Learning, Skills, and Employability Strategic approach is the necessity to implement an electronic solution, make available technology and associated skills and to manage the various stages of the learners’ journey. From arrival in custody to post liberation placement, employment or on-going education referral, the system will harness detail of existing skills, inform and record in-custody achievement and compliment the range of associated interventions for successful community reintegration.
Historic problems concerning the crucial benefits of educational intervention include largely misguided perceptions of learning as either remedial ‘school’ activity or as a privilege - in contrast to a fundamental right. Such perspectives are perhaps informed by the primacy of behavioural programmes, approved activities, contrasting interpretations of the Prisoners Earnings Policy and production workshops paying bonuses which afford higher status among the prison population.

Where education is encouraged it can often be viewed as a simple exercise of deficits and solutions. For example, those prisoners with poor literacy skills (40+% level 3 and below) can often be expected to address their perceived shortfalls by unquestioning engagement in learning. This is an outdated ‘deficit’ model and needs replacing with more informal routes to learning that help overcome the anxieties of those who have spent several years avoiding, or not even contemplating any type of educational engagement.

The view is often compounded by the contractual necessity of addressing such literacy deficits through dedicated literacy and numeracy classes—that are at best unappealing to reluctant learners. Therefore, to enable and sustain learning engagement we must first capture the interest of potential learners before any permanent educational benefits can be accrued. This means providing innovative and informal access to learning through structured arts programmes including drama, music, visual arts and family learning. These are the views and recommendations articulated and repeated within a number of reports including ‘Offender Learning: options for improvement and the seminal arts project, Inspiring Change’.

In general terms, a fundamental review and refocus on how we deliver learning services across the prison estate will provide learners with the confidence and skills to better manage their lives, progress their aspirations for further education and employment ensuring better citizens and reduced re-offending for our communities.

The Strategy is consistent with the broader aims and objectives of:

- Scottish Government: Skills for Scotland - A Lifelong Skills Strategy;
- Adult Literacies in Scotland (ALIS) 2020;
- Scottish Government, Curriculum for Excellence (CfE);
- Scottish Government, Post-16, Opportunities for All; and
- Department for Work & Pensions, Day 1 Support for Prison Leavers.

**Key Message**

Under Curriculum for Excellence (CfE), literacy and numeracy are key aspects of all programmes of learning. Therefore CfE is integral to all learning promoting contextualised learning and building on assets and aspirations of learners through Project Themed learning.
**Access to Internet**

8.116 To provide learning and skills service commensurate with 21 century educational requirements and to implement all recommendations, SPS will require to install and make available secured Internet access for offenders. Provision of access to contemporary learning materials, skills development and employment opportunities require access to skills in Information Technology (IT) and Internet processes.

8.117 Effectively managing the transfer of information, development and sharing of learning plans, assessments, coursework, measurement, referrals and throughcare will also require an electronic solution such as an eportfolio.

8.118 Access to the Internet will enable users to reach a wider menu of services and activities which can be utilised as learning themes, i.e. employment opportunities, CV’s, labour market information/demographics, further & higher education courses, housing applications, addictions support, relationship/family support, transport mechanisms etc.

8.119 Those who are able to access and utilise IT and Internet skills will be far better prepared for the various challenges of post liberation reintegration.

**Recommendation**

Controlled access to IT systems in work, leisure and learning situations is critical to modernising our culture. Current arrangements are risk averse and not constructive.

SPS will consider, through the on-going Prisoner Technology Convergence Project, how a secure system of Internet access can be supported to support learning.

**Maximise Education Opportunities**

8.120 The core philosophy of learning and skills which focuses on building upon the existing assets of the learner, dovetails with recommendations within the new SPS corporate approach. Accordingly, learning and skills should feature as a key priority intervention for all offenders.

8.121 Maximising educational opportunities will necessarily require learning and skills to be considered as having equal importance in terms of activity and interventions as that associated with programmes, production workshops, prison work and VT. Each establishment requires an oversight group to coordinate and integrate activities. Greater emphasis will also need to be placed on the development of informal routes to learning through arts, sport and life skills to improve confidence and build on the existing assets of individuals.
8.122 In order to support the maximising of educational opportunities, investment will be required in staff training to embed the importance and value of learning for improving skills, opportunities, confidence and esteem.

8.123 It is perhaps worth noting the comment of Professor Schuller highlighting the House of Common select committee response to the Leitch Report that “qualifications are not the same as skills” and that given the starting point of many offenders we may inadvertently stymie their enthusiasm by insisting on numerous assessment and completion of qualifications. This reinforces the case for informal and innovative access as a stepping stone to further and more challenging educational engagement.

**Recommendation**

Basic officer training should include awareness raising of literacy and numeracy problems, including special learning difficulties, within the prison population and the best ways to encourage people to access learning.

**Recommendation**

That every prison should establish a Learning & Skills Panel that meets quarterly, chaired by Head of Offender Outcomes. The Panel would be responsible for developing an annual learning plan and for achieving agreed annual outcomes with partners and HQ.

This will include use of the arts, as a motivational and confidence building activity, and as an enabler for individuals to build on existing assets and to engage in other learning activity which can be incorporated into local delivery plans.

8.124 SPS needs to move away from dedicated provision on literacy and numeracy classes. These types of interventions present education in terms of school syllabus and have proved ineffective and outdated. They are both abstract and uninteresting, reminding learners of previous negative experiences. In line with CfE, SPS needs to move to project based, themed topics with integrated literacy numeracy as key aspects of personal interest activity.

8.125 Attendance times at learning centres across the estate are excessive and not conducive to maximising learning for those with low levels of attention. These times are often arranged to fit with wider regime movements and not design around the needs or abilities of learners. Flexibility should be built in to allow full-time education for the small number of learners able and willing to study and to allow for extended time periods at vocational training or arts activities.
Recommendation

SPS will work with partners to identify more meaningful processes to measure, manage and evaluate outcomes for learning and skills interventions. This should include a review of attendance times at classroom based activities.

Recommendation

The SPS will review, with education providers, measures associated with the contract to ensure that they measure outcomes that reflect population needs.

Recommendation

SPS will review allocated times for attendance at establishment learning centres providing 2 morning sessions and 2 afternoon sessions of approximately 1.25 – 1.5 hours duration.

8.126 Within the SPS, cross-Directorate discussions have already commenced to consider the development and expansion of library services nationally. Using library resources and services can enhance traditional library functions as educational services become increasingly digitised. The needs of library users have changed and as new ways of teaching and learning emerge can be facilitated through better library use and partnerships. Accordingly SPS will also need to modernise and invest in the provision of library services to those in our custody.

Recommendation

SPS will initiate a review of the provision of in prison library services and consider opportunities for links with learning centres, external partners and family learning activities.

8.127 Strong and positive family bonds are acknowledged as contributory to helping people become desistant ready. Facilitated family learning activities is one way of establishing such positive, constructive relationships. The combination of encouraging and motivating each other to learn arguably supports longer-term benefits. Shared learning activities are important factors in helping families become more resilient, promoting community well-being, economic prosperity and social cohesion (NIACE, 2009). Within the context of the custodial environment, this could include activities such as homework clubs and other initiatives such as Book Bugs.
It should be noted that any expansion of existing learning and skills services, such as those required to support family learning etc., may require additional resources in terms of service delivery and the innovative use of alternative spaces where Learning Centres cannot meet with demand.

**Recommendation**

SPS will explore joint delivery of family related programmes and promote activities such as family learning as part of visits and themed family days.

The Prisoner Earning Policy, as it currently exists, is complex and subject to various interpretations across the estate. This has led to disparities between prisons and often acted as a disincentive to educational engagement e.g. bonus payments and loss of bonus if attending education. The Prisoner earnings Policy is currently subject to review.

**Recommendation**

Prisoner Wage Policy review will, as one of its operating principles, provide equity of reward for those attending education and will reflect engagement with purposeful activity.

The culture within establishments requires fundamental change in favour of education and of establishing a range of learning and skills interventions to promote engagement including the establishing of peer tutor parties. Peer tutors can be extremely effective learning sources and consequently could be utilised across the establishments as learning assistants within the learning centres and VT facilities as well as for individual 1:1 literacy support.

**Recommendation**

Peer tutoring parties should be established, with opportunities for peer tutors to have access to the new national Supporting Adult Literacies Learning (SALL) qualification (Level 6). This would significantly enhance capacity and provide peers with a qualification that has external currency.

**Identification of Prisoners with Special Educational Needs & Assessment**

Provision of learning and skills requires to be based on assessed individual need, building on individual assets and future aspirations. Accordingly, initial assessment should feature as a key aspect of Induction as an ‘opt out’ rather than ‘opt-in’
activity. Initial assessment should be available from 2 principal perspectives: literacy and numeracy skills – to provide overall statistical data and form the basis of individual learning plans and to identify any potential leaning disability or difficulty.

8.132 All contemporary research confirms that issues of learning difficulties and disabilities are inextricably linked and therefore, co-occurrence is the basis for screening/assessment requiring holistic and multi-agency approach.

8.133 Reports such as Professor John Rack’s ‘Hidden Disabilities in the Prison Population’ and ‘No–one Knows’, highlight the need for fundamental improvements in custody for those with learning difficulties and learning disabilities. The recent Scottish Government strategic document ‘Keys to Life’ further supports this view.

**Recommendation**

**SPS will implement a new improved electronic literacy and numeracy assessment for all prisoners to be implemented at Induction.**

**Recommendation**

**SPS will implement a systematic screening/assessment procedure leading to individual learning plans that will identify and support those Specific Learning Difficulties and Disabilities (SpLD). (Do-it Profiler)**

**Recommendation**

**Results from the Do-It profiler will be shared with other key partners e.g. NHS and appropriate support measures implemented for those identified with SpLD issues. This would include Occupational Therapy support where required.**

8.134 Implementation of the ‘Do-It profiler’ provides a practical solution to the required multi-agency approach for Specific Learning Difficulties and Disabilities i.e. PAS reference to Occupational Therapy.

8.135 The current screening profiler tool being trialled at HMP Shotts and HM YOI Polmont provides a ‘red flag’ indicator to show where problems may exist. It also overcomes the limitations of using a single issue screening for learning disabilities. The next stage would be to link to NHS services and provide clear pathways for support, perhaps through a further pilot phase. Such pathways for support would include educational support and wider NHS interventions for such conditions as Autism, Attention Deficit and Hyperactivity Disorder (ADHD); Developmental Coordination Disorder (DCD); Speech and Language Impairment (SLI) and Occupational Therapy support.
8.136 Research demonstrates that learning and skills require to be based on individual needs and built around improved diagnostic services. Accordingly, SPS needs to revisit and refresh current processes for literacy and numeracy assessment. To ensure capture of key education data, assessment processes are required to be a key aspect of induction for all offenders and presented as a positive means of identifying strengths/assets to build on. Initial assessment data should be recorded and shared across regimes within the establishment.

**Recommendation**

To manage all points of the learner journey from arrival in custody to post-release referral will require an electronic solution as provided through an eportfolio.

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**First Time Offender Educational Attainment**

8.137 SPS has no means, other than self-report, for identifying what skills, qualifications and previous employment has been undertaken by offenders prior to custody. Whilst such information would advantageous for planning, the cost of establishing this information may outweigh the benefits gained, especially for short term prisoners. Key background information could be collected from learners through improved assessment and initial interview processes.

8.138 Previous employment detail would prove useful if the offender is serving a short sentence and where contact with employer may help keep their job open. Details of previous employment may inform potential for offenders to share their skills set as part of peer mentoring programmes. It is acknowledged however that accessing previous educational achievement documentation would require Internet access, data sharing agreements and potentially additional resource input.

**Recommendation**

Those attending learning and skills who are serving over 1 year (6 months actual time served) will receive an initial interview, and an individual learning plan that is placed on an electronic portfolio and also on PR2.

For those serving less than 1 year and participating in learning, a referral will be made to the local authority adult literacy team, local college or training provider as required.

For young people, this will include consideration of background detail provided by Skills Development Scotland (SDS) and liaison with the named person(s) or agency responsible for the young person prior to custody and to ensure continuity of contact for post liberation referral.
Key Message

Under Scottish Government Post-16 legislation, all agencies working with YP 16-19 are required to provide key opportunities across learning, skills and employment training.

Future Options for Commissioning Learning and Skills

8.139 The current model of learning and skills is outdated. Significant changes in education policy such as CfE and asset based approaches to learning are inconsistent with the current input measure approach.

8.140 Current learning and skills contracts are to conclude in July 2015; however there exists the possibility of initiating a 3 year extension. Contract timescales are not conducive to implementation of new models of operation although significant improvements could be made to the current model for the 3-year extension period. At the moment learning takes place across a number of domains but not always by contracted providers. This can lead to competition for learners; affect contractual obligations and hamper the establishment of clear routes for progression.

8.141 A single service contract, operating across learning & skills, arts, libraries and possibly VT could ensure key integration and coordination of activity improving economies of scale and preventing competition for the same group of people. A single integrated service could include through the gates for on-going learning support and post liberation referrals. This would build on existing models at Highland and Dumfries where local authority literacy workers provide support across custody and community settings.

8.142 The SPS should also not lose sight of the value to be gained by exploring alternative models of delivery for learning and skills services across the prison estate. This could include, for example, potential multi-agency delivery through college led consortium or PSP model. Commissioning learning services through a college led consortium or PSP would provide significant benefits for SPS and for learners. These would include partnerships links for seamless throughcare and onward referral; improved integration of learning services within establishments with less duplication, and more coordination for progression. It would also provide a more holistic and balanced curriculum, embracing arts, life skills, learning, VT, physical education and family learning.

Recommendation

Education and Learning Contracts, when renewed, should focus on service outcomes, rather than the existing requirement to focus on input measures.
The structure of the current contract is inflexible in terms of the capacity for staff development and consequently some teachers are unaware of wider educational developments and training. It is essential to ensure that professionals maintain their own Continued Professional Development (CPD) to ensure access to new methodologies and innovations.

Recommendation

The new contract(s) should review the current requirement for 50 weeks per year service so that it is more compatible with community provision. Such compatibility would provide sufficient flexibility for curriculum planning and professional staff development.

Recommendation (Medium Term)

At present private sector prisons operate independently in terms of learning and skills. To ensure consistency and quality of services, these services should be reviewed and brought into line with mainstream public sector provision.
9. CITIZENSHIP, VOLUNTEERING AND REPARATION

9.1 This section of the Purposeful Activity Strategy is shaped and influenced by a broader context of social, economic and technological factors that research shows as being contributory to the presentation of barriers which can inhibit the development of important social bonds; such bonds are recognised as being important in helping to reduce reoffending.

9.2 Society has changed in recent years however, and continues to change and there are a number of elements to this that are important to understand when determining the contributory role of the SPS in supporting increased social connectivity and citizenship. It is widely acknowledged that detachment from society has some correlation with offending and in particular it is understood that offending is more likely when individuals feel isolated within or not fully bonded to society. (Sampson & Laub, 2003).

9.3 The Strategy for Justice in Scotland: Evidence (2012) paper, contains the evidence, discussion and analysis as well as the references and supporting illustrations that were considered in developing the main justice strategy. Whilst it is not intended to reiterate that evidence base in this section of the review of Purposeful Activity, it is important that reference is made to it when determining recommendations for SPS.

9.4 Citizenship can, and does, mean different things in different contexts. However, in terms of this strategy, the premise is that people are sent to prison not to be punished or to have their fundamental human rights derogated, but to be deprived of their liberty. Prison as a judicial disposal, or the fact that some people have spent time in prison, should not equate to permanent banishment from the communities from which they have been temporarily separated. There has to be some mechanism through which people can take responsibility to repair the damage caused as a result of their behaviour and which allows them to reintegrate and contribute as active citizens.

9.5 The National Council for Voluntary Organisations (2005) remarked that:

‘… civil participation, even for fun, is socially valuable in its own right. It contributes to wider goals of social inclusion and solidarity, whether or not it leads to political engagement. It is through voluntary associations in civil society that social capital is generated and mobilised, strengthening relationships between citizens, developing a sense of connectedness and fostering norms of trust and reciprocity’.
9.6 In the context of this section of the strategy, volunteering, mentoring, reparative initiatives, engaging with families and creating pro-social support networks, are considered as contributory to generating a sense of ‘place’ or ‘citizenship’.

9.7 In a criminal justice context, Edgar, Jacobson and Biggar (2011) write about active citizenship as follows:

“Prisoners are active citizens when they exercise responsibility by making positive contributions to prison life or the wider community”.

They go on to state five types of active citizenship roles in prisons:

Table 9.1

<table>
<thead>
<tr>
<th>Peer support schemes</th>
<th>Whereby prisoners help and support their fellow-prisoners.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community support schemes</td>
<td>Involving work with or on behalf of people outside prison.</td>
</tr>
<tr>
<td>Restorative Justice programmes</td>
<td>Whereby prisoners are encouraged to acknowledge the harm they have caused and to make amends.</td>
</tr>
<tr>
<td>Democratic participation in prison life</td>
<td>For example involving membership of prisoner councils or other forums.</td>
</tr>
<tr>
<td>Arts and media projects</td>
<td>Such as prison-based radio-stations or newspapers, or performing arts programmes.</td>
</tr>
</tbody>
</table>

9.8 The SPS Organisational Review (2013, p. 87) outlines a number of activities that link to citizenship, volunteering and reparation as part of a holistic approach to purposeful activity. It is feasible that these specific activities can be categorised in accordance with the active citizenship roles outlined by Edgar, et al., 2011. Additionally, the work of Edgar et al., the SPS Organisational Review and the Strategy for Justice in Scotland has influenced an overarching vision for supporting routes towards active citizenship for those in custody who wish to positively reintegrate into their community.

Vision

Our vision is that each person leaving our custody will understand what citizenship means and will have a reintegration plan which recognises their individual assets and how these can be applied in a way which will help them to fulfil their potential and to become more engaged and responsible citizens.
9.9 **Aims**

In delivering this vision, we will:

- Seek to strengthen our collaborative working with community based organisations;
- Work constructively to develop a range of peer mentoring opportunities across all SPS establishments;
- Where appropriate, align the assets and strengths of those in custody with relevant community based volunteering organisations;
- Increase the participation and involvement of those in custody in prisoner councils and management meetings; and
- Develop clear strategic accountability within SPS for development and delivery of key citizenship outcomes.

9.10 In delivering a range of opportunities that seek to improve citizenship outcomes, it will be important to ensure that SPS supports those in custody to actively engage with communities and also to promote and develop the effective collaborative partnerships needed to enable communities to re-engage with those in custody. In that respect, SPS should ensure alignment with Scottish Government and in particular with Justice Outcomes set out in the Strategy for Justice in Scotland. Achieving this will help to converge the needs of those within the prison community to those needs of the wider community.

Fig. 9.2

9.11 With regard to community safety and national outcomes related to reducing reoffending, Community Planning Partnerships (CPP’s) present a viable route to ensuring national and local priorities are aligned. Having a statutory basis in the Local Government in Scotland Act 2003, Local Authorities have a duty to maintain community planning arrangements. Each CPP has a number of core partners but also involve the participation of a number of other organisations such as the Third
Sector Interface (TSI). A TSI provides a single gateway for the third sector partners to access support and advice and are therefore, in the context of delivering wider National Outcomes, key partners for the SPS.

9.12 Representation and participation on local CPP’s will, given the membership of these forums, provide significant opportunities to explore other collaborative initiatives such as the potential to increase the scope of community placements and help individuals progress through the Employability Pipeline.

**Recommendation**

In developing the breadth of collaborative partnerships needed to enable community integration and to support those in custody towards desistance, we will establish and formalise an infrastructure through which SPS establishments can contribute to local Community Planning Partnerships.


9.14 With particular regard to the social factors outlined in Annex 5. It is clear that one of the many challenges for SPS will be to influence communities across Scotland to accept, as actively contributing citizens, those we seek to help integrate. It is this challenge that should drive the SPS to consider a more strategic approach to supporting integration and of doing so in ways which reduces the likelihood of re-offending. This is not an insignificant challenge; to effectively support and help people who are otherwise marginalised and negatively labelled will necessarily require the collaborative input of the criminal justice services, and the wider community. Communities will need to become more accepting of those who wish to integrate and SPS can contribute significantly to the development of the pro-social bonds needed to achieve this.

9.15 Research also shows that prisons can promote citizenship by actively involving prisoners in the design of the prison regime and in particular through involvement in prisoner councils, race relations and suicide prevention committees, or as peer representatives (Levenson and Farrant, 2008). Enabling prisoners to contribute to a range of aspects of prison regimes, is not only consistent with desistance based theory, but enables interventions, policies and procedures to be informed by those who most need to engage with those services.
**Recommendation**

To encourage and promote inclusivity and increase citizenship in custody, centrally constructed guidance will be provided which commits establishments to include prisoner’s participation on a range of appropriate management forums. ‘Prisoner Councils’ will also be created and arrangements to support the design, structure and remit of such councils will be generated.

**Volunteering**

9.16 For many, building citizenship through volunteering can bring about hugely positive outcomes in terms of unlocking potential. Volunteering can provide additional routes of support and assistance to those who need it and, can provide rich opportunities for those who volunteer to apply their existing knowledge and skills as well as learn and develop new ones.

**Key Message**

Volunteer Scotland outlines a range of additional benefits to those who engage with volunteering. These benefits include:

- Gaining of confidence: volunteering can help to promote confidence by providing opportunities to try something new and to generate a sense of achievement;
- Opportunity to make a difference: volunteering can have a real and valuable positive affect on people, communities and society in general;
- Meeting people: volunteering helps provide opportunities to meet different kinds of people and make new friends;
- Becoming part of a community: volunteering can help individuals to feel part of something outside immediate friends and family;
- Learning new skills: volunteering can help participants to learn new skills, gain experience and qualifications;
- Taking on challenges: volunteering can challenge individuals to attempt new experiences, achieve personal goals, and discover hidden talents; and
- Having fun! Most volunteers have a great time, regardless of why they do it.

9.17 Volunteering therefore presents openings to help those in custody to engage with communities in ways which are actively participative.
**Recommendation**

We will develop a SPS Volunteering Strategy which aligns with the Scottish Government National Volunteering Strategy and which seeks to support the delivery of shared outcomes. This strategy will also articulate corporate governance arrangements and policy ownership.

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**Key Message**

The Scottish Government National Volunteering Strategy seeks to deliver:

- More volunteers from socially diverse backgrounds;
- an increased range of young Scots aware of volunteering and the benefits it brings to volunteers, communities and organisations, as well as awareness amongst young people of how to access volunteering;
- increased range of adults aware of the benefits of volunteering and how to get involved as a volunteer;
- experiences that match the needs, aspirations and lifestyles of volunteers;
- improved opportunities for skills and personal development through volunteering;
- higher standards of volunteer management in both the public and voluntary sectors;
- a higher proportion of organisations operating inclusive practice;
- improved understanding of the relationship between volunteering and social security benefits amongst potential volunteers and those who advise potential volunteers;
- more effective measurement of policy which impacts on volunteering and Scottish Government investment in it;
- better evidence with which to identify priorities for Scottish Government interventions to embed a robust culture of volunteering in Scotland; and
- more effective Scottish Government policy interventions to support quality, inclusive volunteering.

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Arguably, those in prison may not immediately fit neatly with commonly held paradigms about volunteer profiles and consequently, SPS has a contribution to make in changing that. One approach to achieve this is to extend the use of gradual exposure to the community, particularly for short-term prisoners. Such exposure could help provide the platform where the ability to cope with the pressures and responsibilities associated with active citizenship, is increased. In order to successfully integrate prisoners back into society, prisons should facilitate opportunities for prisoners to engage in a variety of voluntary work. Notwithstanding the benefits outlined by Volunteer Scotland, such engagement with volunteering activity can also present routes to longer term employment.
9.19 Equally, extending peer volunteering activity within the prison community increases the likelihood that individuals will take ownership and responsibility for their ‘citizenship’ within that community. Fletcher and Batty (2012) cite the Mentoring and Befriending Foundation (MBF) as identifying four main purposes of peer led interventions:

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Targeted</td>
<td>To find employment, stop re-offending or to help integrate individuals into the community.</td>
</tr>
<tr>
<td>Change Behaviour</td>
<td>To improve relationships, reduce anti-social behaviours etc.</td>
</tr>
<tr>
<td>Expand Opportunities</td>
<td>To help develop personal skills, build confidence, improve attainment etc.</td>
</tr>
<tr>
<td>Supportive</td>
<td>To build trust and resilience, reduce social isolation etc.</td>
</tr>
</tbody>
</table>

These elements of peer interventions have a real synergy with the concept of increased social connectedness and citizenship. Typically, target groups for peer interventions have included:

- young people;
- socially isolated individuals and those with mental health problems;
- offenders and ex-offenders;
- individuals with substance / addiction issues; and
- people with physical and learning disabilities.

**Recommendation**

The SPS Volunteering Strategy, once developed, will articulate the arrangements to be implemented within all Scottish establishments to extend the use of Peer Support interventions and Peer Mentor Schemes. Such interventions, when developed will be recorded on the Scottish Government Directory of Interventions to inform subsequent contribution/attribution research into citizenship.

9.20 Volunteering is recognised as one way of building citizenship, and SPS should make a commitment to create the supportive conditions where individual and community benefits of this can be realised by enshrining this in corporate policy. Accordingly pursuing accreditation by Investing in Volunteers (IIV) will demonstrate that commitment and provide assurance, measured against nationally recognised quality standards, that our infrastructure and practices are aligned to deliver the best possible outcomes. Achieving this will require investment in the development of
our staff in terms of generating the right knowledge, experience and skills-set needed to effectively supervise and manage those who engage in volunteering activity within prison.

**Recommendation**

We will develop and implement policy, practice and procedures to support the delivery of a SPS Volunteering Strategy and seek to have these benchmarked against National Quality Standards and subsequently seek accreditation by Investing in Volunteers.

**Mentoring**

9.21 As an outcome of the Scottish Government’s Justice Committee Report into Purposeful Activity in Prisons, the SPS is undertaking a full review of its purposeful activity strategy. While there are a number of different work streams involved in this review, this section relates to enhancing peer support and mentoring opportunities.

9.22 The outcome of the task is to: “assess opportunities for mentoring programmes within prisons, including options for peer support”. The main scope of work within this section is “to identify a range of potential opportunities for the provision of in-prison mentoring and in the transitional period following release”.

9.23 The use of peer mentors and support is a deep rooted concept and “self-help though natural or created ‘lay’ groups and networks is both the oldest and most persuasive system of care for human ills” (University of Cambridge). Furthermore, Eglash (1958) references “our greatest resource, largely untouched, to aid in the rehabilitation of offenders is other offenders”. Further benefits include offenders being more likely to listen to their peers because they can get through any defences and resistances. Apex Scotland agrees as within the Justice Committee’s Report, they note that peer mentors can access those who are harder to reach and others who may not readily show initiative or a willingness to conform.

9.24 While there are clearly benefits for the people who are receiving help and support, there is evidence that providing such support is also beneficial to the person providing it. An ex-offender re-integration project in the USA noted that “people will change simply by ‘doing’ for somebody else”. This is echoed by LeBel (2007) in that “helping helps the helper” and “possibly acts as a sort of buffer against criminality as well”.

9.25 The concept of ‘wounded healers’ is therefore long established and derives legitimacy from those involved having traversed the same route as the people they are supporting. This type of support is particularly prevalent for those recovering from addiction (White, 2004).
The Scottish Mentoring Network advocates the use of mentoring to:

- reduce social exclusion and isolation;
- instil confidence in the most vulnerable; and
- ensure that everyone living and working in Scotland can reach their full potential.

There are many different definitions and nuances surrounding the terminology of peer support and mentoring. For example, ‘peer support’ can be seen as a passive intervention (i.e. listening) and ‘peer mentoring’ can be regarded as an active role (i.e. advising, educating). While the Scottish Mentoring Network describes mentoring as:

“a process of learning in which a usually more experienced person passes on know-how to someone less experienced. Typically it will take place at a transitional or critical time in the client/mentee’s life when this type of support can be most beneficial”.

It is also “to support and encourage people to manage their own learning in order that they may maximise their potential, develop their skills, improve their performance and become the person they want to be”

Regardless of the definitions however, there is consensus that peer interventions within prison make a positive contribution, not only to the individuals concerned (the mentor and the mentee), but the prison’s overall culture and ethos.

In summary, there are many positive aspects of peer interventions, for both the mentee and the mentor.

**Key Message**

**Positive aspects of peer interventions include:**

- increased confidence, self-esteem and self-worth;
- fulfilment;
- improved prison culture;
- exoneration and a positive move away from the past;
- enhanced skills and social capital;
- empowerment of prisoners; and
- improved post-release opportunities.

Conversely, if not managed carefully, there are impacts which can potentially detract from the success of such interventions.
Key Message

Negative impacts of not managing peer interventions carefully include:

- setting prisoners up to fail whereby they gain hope for future employment options which may not be immediately realised;
- staff resistance;
- security issues;
- resentment amongst peer group;
- tokenistic engagement of peers; and
- perceived to be replacing role of paid staff.

Therefore, any peer support/mentoring work needs to address the above issues to ensure the benefits are achieved.

Drivers for change and Current Mentoring Position

9.27 The Justice Committee’s Report into Purposeful Activity in Prisons recognised the value of mentoring services within prisons and supports the SPS’s approach to review and consider further what additional opportunities are available. This includes the potential for SPS staff to become more formally involved. Furthermore, Audit Scotland’s, Reducing Reoffending in Scotland report, references the benefits in transitional mentoring from prison into the community and that they are “delivering some positive results” (p.26). However, it is clear that access to these programmes was not universal across Scotland or indeed within establishments where they were offered.

9.28 The SPS’s Organisational Review is a landmark document which will inform SPS’s thinking and direction for some years to come. The positive benefits of mentoring by staff and prisoners, in the form of peer support, are referenced throughout this document. In fact, an increase in the utilisation of the skills of peer mentors and peer tutors is advocated. In particular, the benefit of having individualised support, either from a mentor, community re-integration officer or from someone in the third sector in the period immediately post-release is endorsed. Mentoring is considered a valuable way to empower individuals, rather than view them solely as the recipients of services.

9.29 The SPS is currently involved in various mentoring/peer support work. Within prisons specifically, this engagement ranges from offenders supporting those in prison for the first time, as well as first night in custody areas and delivering prison induction. Mentoring and peer support is also a growing area and there are a number of initiatives currently being taken forward. These include the expansion of the
involvement of offenders as naloxone trainers and work at HMYOI Polmont to create a mentoring hub, where offenders are supported by a mentoring officer. While all of these interventions are without doubt valuable, they are currently not consistently available throughout SPS.

9.30 SPS Throughcare Support Officers are supporting people’s transition into the community for a period of up to 6 weeks following release. This valuable initiative commenced at HMP Greenock and now operates in HMPs Dumfries and Inverness with development underway at HMP Cornton Vale. As well as SPS support, other mentoring and support programmes exist. This includes the Scottish Government’s Community Re-integration Programme which is designed to improve voluntary Throughcare for non-statutory STPs as well as the 6 PSPs awarded via the Reducing Re-offending Change Fund. HMP Low Moss developed a visionary PSP where partners grew the idea and gained funding. As such, a support and mentoring programme staffed jointly by SPS and Third Sector partners supports all of the prison’s STPs.

9.31 A review of the Her Majesty’s Inspectorate of Prison Scotland (HMIPs) inspection reports for the past 3 years was undertaken. HMIPs also recognises the value of peer support and mentoring and various reports demonstrate areas of best practice such as peer support involvement in reception, induction, first night areas and with the well-established Listeners Scheme. It is clear that HMIPs endorses the benefits of peer support and mentoring and encourages its use in all beneficial situations. As such, HMIPs’ 2013 Annual Inspection report recognises the value of mentoring for all offenders post-release where “A vision to mentor every prisoner through the whole liberation process could deliver impressive dividends across the prison estate” (HMIPs, 2013).

9.32 This view is echoed by SPS and all those offenders in prison, regardless of sentence length, offence or supervision requirement, as well as those on remand, should have the opportunity, if they so wish, to engage with mentoring support.

**Recommendation**

**Work is undertaken to support the vision that every prisoner has the opportunity to engage with a post-release mentoring service.**

**Reception, First Night in Custody and Induction**

9.33 As referred to previously, peer supporters regularly provide practical support to prisoners during their first night in custody and by contributing to prison induction. The use of peer mentoring has been fundamental to the service design within HMP Low Moss, and the case study below shows how this valuable resource is utilised.
Case Study

HMP Low Moss operates a comprehensive Peer Support initiative where a group of 12 offenders are timetabled to cover.

Kelvin x 4. They work within the First Night in Custody and Protection section and are able to ‘reach’ into Reception as required and support offenders given longer sentences than they expected.

Clyde x 2. They cover the first time in prison section (PiP). They routinely work with a member of staff and attend reception when someone new to prison is admitted.

Visits x 2. This provides support to ‘new’ prisoners and their families and they help to explain prison processes and alleviate any concerns.

Links Centre x 1. This post supports the Induction processes and is available in the Links Centre to support prisoners as they between consultations and interviews with various agencies.

9.34 A focus group was held with a small number of peer supporters at HMP Edinburgh. Their view of the role was incredibly positive and resonated with all the benefits of peer support listed earlier. Listening to and helping others was their main motivation for fulfilling the role. The prison role however, doesn’t come without its difficulties and was well summarised by “cons who think you are staff and staff who think you shouldn’t be there”. It is concerning that the peer supporters commented that the staff don’t understand their role. Therefore, it is clear that staff awareness is needed. Peer supporters often found their role frustrating, mainly because they consider themselves having little power within the prison and they need prison staff to support their work. Relatively simple issues such as awaiting a decision on security pass to move around the prison meant a restriction on the services that could be offered.

Case Study

HMP Edinburgh’s peer supporters shared an incident which exemplified for them, the reasons they fulfill this role. Around 4 months ago, a first time offender who was sentenced to 3 years arrived at the prison. Suicidal thoughts were highlighted by a reception peer supporter and the person placed on Assessment Context Care Teamwork (ACT). While still being supported by the ACT process, the peer supporters ensured that this person attended induction where they gave him time and answered all his questions. They assisted in securing a job within the library. They also attended his induction visit and spent time with his family. This person now thanks the peer supporters for their involvement. It is seeing someone flourish, and making their sentence easier, which spurs the peer supporters on, and makes their job worthwhile.
9.35 The use of peer supporters for valuable functions within the prison is not, however, consistent across Scotland. This should be addressed so that peer supporters are utilised within all prisons.

**Recommendation**

Each prison should utilise peer mentors in the delivery of their induction programme, including induction visits, as well as supporting individuals during reception into prison and for their first night in custody.

9.36 As peer supporters work within reception, they often have initial interaction with people before reception staff become engaged. Therefore, peer supporters are often able to identify immediately if someone is at risk from self-harm.

**Recommendation**

Peer supporters should be trained in SPS’s ACT training, mental health first aid or similar.

9.37 While the consistent provision of such services is valuable, continuity of existing service delivery has been raised as an issue. Therefore, each prison should have suitable mechanisms in place to provide consistency of delivery of peer mentor services which cover succession and ‘recruitment’ of mentors when mentors are liberated, transferred or progressed.

9.38 An option may include the involvement of long term prisoners from elsewhere within the estate who voluntarily move to an alternative prison for a specified period of time in order to support their peer support initiatives. This may be attractive to those who are from a local area and due to their conviction length, are located out with the area. The peer supporters within HMP Edinburgh positively viewed this suggestion.

9.39 Furthermore, those who are involved in the delivery of Peer Support/Mentoring services should have this role detailed within PR2. This will ensure prisons do not have to rely on being informed from the person themselves about the level of involvement they have had elsewhere.

**Recommendation**

Each prison should have suitable mechanisms in place to provide consistency of delivery of peer mentor services which covers succession and ‘recruitment’ of mentors. All those involved in the delivery of peer support and mentoring must have this detailed on PR2.
Healthcare Related Mentoring - Current Position

9.40 The responsibility and accountability for the provision of Healthcare Services to prisoners transferred from SPS to the NHS on 1 November 2011. These services are now provided by respective local Health Boards. This means that NHS standards and targets now apply to those in custody, and that prisoner healthcare should be equitable and consistent with that provided in the community.

Options for Change

9.41 The Peers in Prison Setting (PiPS) is an independent study funded by the National Institute for Health Research (NIHR) and Health Services and Delivery Research (HS&DR). This study brings together individuals with relevant experience in offender health and prison management who have interests in peer-based approaches in prison settings. The research involves an evidence synthesis on the effectiveness and cost effectiveness of peer based interventions to maintain and improve health in prisons.

Recommendation

Once published, it is recommended that SPS considers the outcomes of The Peers in Prison Setting report and reviews and determines any options which represent best practice and opportunities which should be pursued with NHS partners on behalf of Scottish prisons.

9.42 The SPS Strategy Framework for the Management of Substance Misuse in Custody 2010 contributes to a reduction in reoffending and drug related deaths by adopting the principles of recovery to reduce the supply and demand of illicit substances and the harm caused by substance misuse.

9.43 SPS is playing its part in the delivery and evaluation of the national Take Home Naloxone programme due to prisoners being particularly vulnerable to opiate overdose in the first weeks following release. Delivery of the naloxone programme in prisons is now the responsibility of the NHS. HMP Inverness has been at the forefront of the development of the National Naloxone Programme. Since the implementation of the programme, NHS Highland has introduced Intra-Nasal Naloxone training alongside the traditional intra-muscular training. HMP Inverness, in partnership with NHS Highland, have trained peer tutors who, following liberation, now deliver this training in the community and specifically at the Inverness Harm Reduction Centre.

9.44 The first naloxone peer educator network in Scottish Prisons has been set up at HMP Edinburgh. Six prisoners have been trained by the Scottish Drugs Forum naloxone peer educators. Newly liberated prisoners are recognised as a group which is at high risk of accidental fatal overdose and the latest initiative at HMP Edinburgh will
allow the newly trained prisoners to deliver overdose prevention/naloxone awareness sessions to fellow prisoners. This involves working in partnership with NHS Lothian to ensure supply of naloxone on liberation.

**Recommendation**

| SPS will work collaboratively with Scottish Drugs Forum and NHS Health Boards to implement peer Naloxone Training within all Scottish prisons. |

9.45 NHS Health Scotland piloted a peer to peer approach to hepatitis C prevention with four NHS Boards among people (in community) who inject drugs to enhance resilience to reduce the risk of hepatitis C exposure. The evaluation of this pilot was published in March 2013. Pilot sites in two SPS prisons with contrasting populations (HMP Shotts and HMP Cornton Vale) are proposed in 2013/14 to gather learning on the feasibility of developing and delivering peer to peer approaches within the prison setting.

**Recommendation**

| SPS to work collaboratively with NHS Lanarkshire, NHS Forth Valley, NHS Health Scotland to gather learning from the pilots in both sites (HMP Shotts and HMP Cornton Vale) to inform future development in this area and implement successful outcomes as part of the Better Health Better Lives Strategy. |

9.46 SPS is considering the introduction of recovery champions, focussing on substance misuse to support offenders in their recovery from problematic drug and alcohol use. Early discussions are currently taking place with NHS Health Scotland and Scottish Government. It is intended that this initiative will mirror the success of Cleanliness Champions and well established Listeners Scheme.

9.47 SPS will also consider the learning from the innovative work in HM Prisons in England and Wales relating to the introduction of Health Champions as peer supporters providing a gateway and first point of contact for health care services in Scottish Prisons. This Health Champion concept supports the Better Health, Better Lives for prisoners: A framework for improving the health of Scotland’s prisoners (Background & Framework) which is based on World Health Organisation guidelines.

**Chaplaincy - Current Position**

9.48 SPS chaplains have a long and valuable history of supporting prisoners, as well as staff, and often fulfil the role of befrienders and mentors in many various situations. Chaplains often engage with offenders and have deeply personal discussions in a way that they wouldn’t necessarily consider appropriate with other prison staff. The
value that can be afforded from each personal interaction is immense and depending on the nature of such interaction, can be utilised to build structures and networks to support a person during their time in custody and beyond.

**Options for Change**

9.49 A number of offenders who have suffered past bereavements have often found they are unable to appropriately reconcile the experience which has then impacted upon their offending. The Offender Outcome Development Group (OODG) has approved the creation of a Bereavement Care Short-Life Working Group which will have its first meeting in February. The group’s purpose is to develop a coherent strategy that will support and enhance SPS’s existing provision. The use of peer mentoring and support will be considered as part of this work, recognising that mentors offering support to bereaved offenders should be suitably trained and supervised and that their work should link in with that of others offering bereavement care, such as Chaplains and Mental Health Nurses.

**Recommendation**

Outcomes in relation to the Bereavement Care Short Life Working Group are monitored and mentoring/peer support opportunities are endorsed where appropriate.

9.50 As part of an offender’s pre-release planning, and for those offenders who request a link with a religious body following their release, chaplains will often arrange referrals to Churches and Faith Communities. This work is done on an ad-hoc basis and is variable according to demand.

**Recommendation**

Chaplains should become more integrated into existing pre-release mechanisms, and where offenders request it, take part in related case conferences; and

Chaplains will work collaboratively with Community Re-integration Officers or others as appropriate, to offer continued faith based support during the re-settlement period.

9.51 SPS Chaplains have in place a national Chaplaincy protocol concerning offence related protection procedures. This protocol essentially links Chaplains into the ICM arrangements for such individuals pre-release. Referrals would be made through the Prison Social Worker and the Community Social Worker: whom the Chaplain would meet at the ICM case conference. When it is known where the offender will be resident in the community, the name of the appropriate clergy/religious leader would be forwarded by the Chaplain. It would be anticipated that post-release the offender and their Community Social Worker would arrange a
meeting with the community priest/minister/religious leader and they would discuss appropriate ways of involvement in the Church/Faith Community.

**Recommendation**

The Chaplaincy Protocol for Community Protection should be followed where offence related protection prisoners wish to attend a Church or Faith Community following release. This is fully engaged with ICM and MAPPA processes and ensures, where followed, that such individuals are involved in appropriate ways and provided with necessary support by the religious body concerned.

9.52 For those offenders who have no visits, chaplains can arrange a befriending visit with someone from a local faith community. This visit not only offers interaction with someone out with the prison, but allows the opportunity to develop a pro-social relationship which could continue post-release. This interaction is currently undertaken on an ad-hoc basis.

**Recommendation**

In conjunction with Family Contact Officers, and others within the prison, all offenders who have no external visits should be offered the opportunity to engage with external befrienders. Chaplains would work with external Faith groups and other volunteers as appropriate to build capacity, then ‘match’ visitors and facilitate introductions.

**Programmes and Approved Activities - Current Position**

9.53 SPS delivers a wide range of offender related behaviour programmes and approved activities. While they are mainly delivered by programmes staff and psychologists, criminal justice social work colleagues co-deliver in some settings.

**Options for Change**

9.54 HMP Perth currently utilises the skills of a number of ex-offenders who support the Substance Related Offending Behaviour Programme. The use of a peer support in this way, exemplifies that a journey out of substance misuse is indeed something achievable. Each month, a different person attends one session. This is done deliberately so that individuals participating in the programme have the opportunity to engage with different people and hear a number of experiences. While the people involved are at a stage where providing this type of support does not mean a regression in their own progress, they are nevertheless at a different stage in their recovery. This makes the engagement more ‘real’ as programme participants gain a perspective of what such a journey would be like for them. For the reasons detailed in section 1, being a peer mentor gives that person recognition and affirms that they
are continuing to do well and moving forward. It also allows SPS staff to learn from people who have ‘lived experience’ and adds to the richness of their facilitation.

**Recommendation**

Following publication of the evaluation at HMP Perth, it is recommended that SPS considers the outcomes, determines any options that represent best practice and replicates such successes within other prisons.

9.55 SPS delivers a number of approved activities including Alcohol Awareness and Drug Action for Change which are facilitated by SPS staff. These are delivered by two SPS staff.

**Recommendation**

Further work to be undertaken so a peer supporter can co-deliver Drug Action for Change and/or Alcohol Awareness in conjunction with SPS staff. This should include the possibility of champions across the estate who could move from their ‘home’ prison to deliver elsewhere.

9.56 Offender participation at a programme is an intensive experience and involves a great deal of interaction and support, not only from each person in the peer group but from SPS staff. There is anecdotal evidence to suggest that once a programme is completed, offenders can feel a sense of loss in relation to the support base they previously enjoyed, now being somewhat diminished. Historically, informal post programme support structures have been evident. However, it is not currently clear as to what is in place.

**Recommendation**

Further work to be undertaken to determine if offenders who have completed a programme would benefit from further post programme support and if so, the nature of this should then be considered.

9.57 The Alternatives to Violence Programme (AVP) originated in a New York prison in 1975. Offenders were concerned about the rising levels of violence and so worked with experienced group facilitators to create sessions for young men to handle conflict better: without violence. AVP has expanded and is now for everyone who wants to handle conflict, deal with strong feelings like anger and fear and build better relationships. AVP has run sessions in HMPs Kilmarnock and Addiewell and
HMP Perth is due to host its first weekend session in March. The future outcome is to hold joint sessions with fathers and their children both participating.

**Recommendation**

Once the first AVP is complete, and the outcomes reviewed, opportunities to consider an element of peer delivery should be considered for future event(s).

**Prison Visitor Centres - SPS Current Position**

9.58 Research has emphasised the role that prison visitor centres can play in encouraging the continuation of family ties for those who are in prison. This is especially so regarding the impact of positive family relations in desistance from future offending. Prison visitor centres share the aim of supporting children and families who go there, act as an advocate for visitors as well as creating links to community-based services such as citizen’s advice bureaus and NHS Health promotion events.

9.59 The SPS currently works with partners to support visitor centres in many different forms at 5 prisons, with a further 2 in development. The SPS is also a partner within the National Prison Visitor Centre Steering Group. This group enjoys a varied membership with its aim to sustain existing visitor centres as well as seeking to find solutions to opening centres at all remaining prisons.

9.60 Currently, prison visitor centres are resourced by a combination of salaried staff who are then supported by various volunteers. Given that the visitor centres are there to provide support to offender’s families, the services of someone who has current experience of prison would no doubt be beneficial.

**Recommendation**

It is recommended that serving offenders are given the opportunity to undertake a work placement within an existing prison visitor centre. As well as gaining an acute awareness of the realities of prison for families, they will be able to provide practical support for the families of their peer group.

**Mentoring for Young Adults - SPS Current Position**

9.61 The value of citizenship and mentoring has been embraced within the services for young adults and a number of positive developments are currently underway within HM YOI Polmont.
Case Study

HM YOI Polmont is currently engaged in the ‘Big Man’ Peer Education Programme. This project develops young people’s skills and knowledge enabling them to deliver peer education sessions to other young people. Each training course takes approximately 24 training hours and within each course, concepts of peer education, violence/aggression, confidence/self-esteem, assertiveness and empathy are explored. When the young people complete the training course they can then deliver group work sessions to their peers. This programme helps young people to become ‘respected and responsible’, as well as delivering improvements in their attitudes and/or behaviour which leads to offending. This is accompanied by a greater acceptance of responsibility in managing their own behaviour and an understanding of the impact of their offending on victims and their own families.

9.62 As well as the ‘Big Man’ project, HM YOI Polmont also engages with Mentor UK. ‘Breaking Out’ is a project which is currently training young adults to look at their attitudes towards alcohol, as well as to identify links between alcohol and their offending behaviour in a supportive and peer-led environment. Currently, the peer led element is being built upon as it is recognised that using peer educators, as well as a number of different approaches, will target the harder to reach people.

9.63 The recruitment of a mentoring officer in HM YOI Polmont is due to commence shortly. This role is to develop a prison mentoring hub which will further enhance the current mentoring opportunities and train young people to work as mentors. In particular, this will include induction, reception, education, youth work and programmes. Once fully operational, the value gained from providing these services will be immense.

Recommendation

SPS to consider the start-up, and on-going operation of the mentoring hub and share best practice with other prisons which can be replicated as appropriate.

9.64 Many young adults find themselves coming into prison with very young children, or indeed, children who are born during their sentence. HM YOI Polmont is currently developing and procuring a bespoke parenting programme aimed specifically to cater for the needs of young adults and the recruitment of 2 parenting officers will support this initiative. While very much at the design stage, the scope to include possible peer facilitation within these sessions is immense.
**Recommendation**

It is recommended that HM YOI Polmont ensure a level of peer-facilitation is built into the parenting programme.

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**Professionalisation - SPS Current Position**

9.65 The SPS’s Organisational review lists “Coaching, Mentoring and Advocacy Skills” among those needed not only for a personal officer to be successful in their role, but also for first line and senior managers who are supporting staff at all levels. Many staff will undoubtedly have these skills already, and some will to gain them via training. It is therefore important, not only that staff have access to such training, but that there is professional recognition of the training undertaken. This gives added legitimacy to this area and evidences skills achieved.

9.66 This is also true for offenders who provide services to other offenders as they should also be given comparable opportunities to gain a qualification which will be recognised not only for its value within the SPS, but externally within the community. It formally validates achievements in a recognised way which can be used positively post release.

9.67 SPS recently became a member of the Scottish Mentoring Network (SMN). This will assist SPS to build stronger links with the third sector and projects within local communities which share similar values.

9.68 A recommendation within the SPSs’ Organisational Review (4.66, p.77) endorses staff training to support “appropriate relationships, motivational techniques, advocacy and change”.

9.69 As such, the SMN provides Scottish Credit and Qualifications Framework (SCQF) Level 7 accredited qualifications for those who either undertake mentoring, or are coordinating mentoring programmes. This two day training option is reflective of the training undertaken by those supporting mentees via PSP national mentoring services.

9.70 Similarly, the SMN has a training package for peer mentors. It recognises that peer mentors are often still clients and service users themselves and they need sufficient support not only to carry out the mentoring role effectively, but to get the most from the mentoring experience themselves. It is categorised as a “Customised Award in Peer Mentoring and Support (CAPMS) and is accredited to SCQF Level 3. It is estimated that it would take around 30 hours to complete.
Case Study

Positive Prison? Positive Futures, in conjunction with the Institute for Research and Innovation in Social Services, is working with staff and prisoners at HMP Perth to develop an internal mentoring scheme. As well as this core aim, the group is also seeking to develop complementary training (both for staff and prisoners), as well as providing a formal qualification. This project considers co-production and the foundation of an asset based approach as fundamental to its success. The first development session has recently taken place with 2 further planned over the forthcoming weeks. Even at this early stage, this project is breaking down barriers and improving communications throughout the prison.

Therefore, to support this section, the following is recommended:

**Recommendation**

It is recommended that SPS staff undertake a recognised mentoring qualification, such as that offered via the Scottish Mentoring Network. The future project should scope the cost, design and resources of such training.

**Recommendation**

It is recommended that offenders who work as peer mentors undertake a recognised mentoring qualification, such as that offered via the Scottish Mentoring Network or what is being designed at HMP Perth in partnership with Positive Prisons? Positive Futures.

**Engagement - SPS Current Position**

9.71 The SPSs’ current access policies don’t always make it clear what our requirements are and can add to the difficulties of working with partners, whether for the benefit of mentoring services or otherwise. Therefore, practical and transparent ways which provide clarity to all, and policies that are consistent in all Scottish prisons, would undoubtedly be beneficial.

9.72 GMA 17A/09 is now nearly 5 years old and is the SPSs’ current “Policy on the use of Disclosure Scotland for SPS Contractors”. Given significant developments in the partners that come into prisons who are not contractors in the strictest sense, in that there is no legal contract governing many services, as well as developments with the introduction of Prevention of Vulnerable Groups (PVG) certificates, a review of this GMA would be helpful. Additionally, GMA 17A/09 does not cover all scenarios that are now presented within prison. For example, as a number of prisons do not
routinely provide keys to partners, for an escorted person who works directly with prisoners and young offenders, the associated disclosure level is not specified.

9.73 Furthermore, SPS is now using the skills and experience of ex-offenders on a regular basis. The Disclosure Scotland policy should be flexible and provide clarity around spent convictions as well as providing guidance to support those who have unspent convictions and how they can actively support people currently within prison.

**Recommendation**

The SPS’s Policy on the Use of Disclosure Scotland for SPS Contractors is reviewed and options consulted with partners as appropriate, before agreement and re-issue.

9.74 The SPS is a partner within the Reducing Re-offending Change Fund Partnership and supports those third sector partnerships providing mentoring services. Some of the community based mentors have previous convictions and at present, providing access to prison is not impossible, but could be easier. In addition, those who support Alcohol Anonymous, Gamblers Anonymous and Narcotics Anonymous often have ‘lived experience’ of such issues which previous offending may have been a feature.

9.75 The issue of access to PR2 and the ability to draw keys for ex-offenders should also be considered. While keys are not routinely available to all service providers across Scottish prisons, access to PR2 is helpful as direct data input by the person working with the offender not only frees up resource, but ensures the data being added is accurate and relevant.

**Recommendation**

An SPS policy on access to PR2 and keys for ex-offenders should be developed.
10. LIFE SKILLS AND RESILIENCE

Vision

Our vision is that all those in our care will have the opportunity to develop or enhance basic life skills and increase their levels of resilience to enable them to:

- access and sustain suitable accommodation;
- access and sustain community support, including financial advice and education;
- live independently if they choose; and
- maintain or improve relationships with families, peers and community.

10.1 This will either be through access to a range of appropriate purposeful activity whilst in custody or, for those who are with us for only a short period of time, through establishing contact and communication with relevant external agencies at the earliest or most appropriate time following admission or at the very least by assisting them through appropriate referrals to and making appointments with these agencies.

Introduction –Life Skills and Resilience

10.2 Basic life skills are a prerequisite to being able to cope and survive in society. We all need to know how to attend to our basic needs in relation to day to day living, whether that is buying and cooking food, cleaning or carrying out basic repairs and maintenance tasks in our homes. For the majority of people having somewhere to call home is important but not everyone has the knowledge or ability to do some of the most elementary things which enable them to be able to live independently.

10.3 For a large number of those in custody the opportunities to gain sufficient knowledge, skills and experience to do these things, or to do them adequately, will often have been very limited. Perhaps this may be because they have spent a lot of their lives growing up in care and then offending and spending time in custody; or because they are persistent offenders who have spent most of their time in custody; or perhaps they have been serving a long sentence from a young age and have had little opportunity to learn how to care for themselves.

10.4 As social beings we also need to know how to interact positively and respond to the needs of others: our families, friends and neighbours and also strangers we may meet. To do this we need to be able to communicate effectively and to understand and manage our own emotions as well as respecting and seeking to understand other
people’s expectations and feelings. However, it is the case that many of those in custody have poor or limited social and communication skills with often, equally poor self-awareness and coping skills. This may be for a variety of factors such as that they may have had few positive role models or have experienced strong, negative peer influence. Some may have difficulty communicating with others because of learning difficulties or a learning disability. Some may have had very negative life experiences or have suffered the loss the loss of close friends or family members.

10.5 Resilience, what do we mean by it? Some definitions and descriptions include:

- “Pliability, Flexibility, Elasticity, Suppleness, Bounciness, Springiness, Strength” (Thesaurus);

- “an individual's tendency to cope with stress and adversity. This coping may result in the individual "bouncing back" to a previous state of normal functioning, or simply not showing negative effects” (Wikipedia);

- “Resilience is that ineffable quality that allows some people to be knocked down by life and come back stronger than ever. Rather than letting failure overcome them and drain their resolve, they find a way to rise from the ashes. Psychologists have identified some of the factors that make someone resilient, among them a positive attitude, optimism, the ability to regulate emotions, and the ability to see failure as a form of helpful feedback. Even after a misfortune, blessed with such an outlook, resilient people are able to change course and soldier on.” (Psychology Today); and

- “something that most people need to make it through the rougher times of life. Everyone will experiences difficulties in life, and some people will even experience traumatic events that create an upheaval in their lives. Resilience is the process by which people adapt to changes or crises, like death, tragedy, the loss of a job, or financial problems. Resilience is not a character trait - it can be learned by anyone, but learning it does require time and effort.

Several factors involved in resilience include having a loving support system, the ability to make plans and follow through with them, communication and problem-solving skills, having a positive view of yourself and your abilities, and the capability to manage your feelings and impulses. Building resilience is a different process for everyone, and what works for one person may not work for another. Each person should determine what works for them and do that.” (John A Call, ‘Resilience in the Face of Rough times’, Psychology Today, 2008).
Life skills and resilience can both be developed and learned and in terms of equipping offenders with the ability to make positive change in their lives, both are crucial: in their own right; in their contribution to wellbeing and ultimately in that they give the offender the best possible chance of responding positively to the many challenges they will almost inevitably face upon release.

The Organisational Review states:

“Purposeful activity should also support the development of resilience and independence. Research suggests that successful desisters from offending don’t necessarily face fewer social problems than persisters, but that they tend to be more resilient and hopeful. Approaches that address the full range of criminogenic, personal and social issues that prisoners may face are therefore more likely to reduce reoffending”.

The Organisational Review suggests the types of activities that may facilitate the development of life skills and resilience and these are considered below:

**Practical Life Skills**

All establishments offer a range of opportunities for those in custody to acquire or increase their knowledge and skill in relation to practical life skills. These opportunities may comprise participation in structured activities, such as independent living courses (which will cover a range of basic skills including basic DIY; budgeting and planning for meals; washing; ironing and cleaning) or courses such as cookery or painting and decorating. Alternatively advice and support can be obtained through access to appointments with specialist service providers, in relation to such things as housing or debt management, for example.

The breadth of provision of relevant services and activities is fairly substantial across the prison estate. However, there is insufficient data to determine whether provision is available in sufficient quantity or is adequate and effective in meeting the needs of prisoners. We do not know how many prisoners would or should have benefitted from these activities and services but were unable or unwilling to access them.

There is variable information available from different service providers in relation to the extent to which they were in a position to positively respond to or address the specific needs of individuals accessing their services and equally we too infrequently seek the views of prisoners as to the extent to which they feel they have developed useful skills following participation in a course or have been helped by service providers.
Parenting

10.12 The SPS recognises that it has an active role to play in delivering parenting support to offenders in our care. 48% of offenders who participated in the SPS Prisoner Survey in 2011 said they were parents and the most recent information from analytical colleagues suggests around 17,000 children are affected by parental imprisonment in Scotland. The SPS is committed to working with offenders, their families, the community and partners in order to encourage and maintain meaningful family contact throughout an offender’s time in custody.

10.13 As part of SPS’s relationship policy, the OODG commissioned work to identify ways in which we could better support offenders in custody who are parents. Following extensive review and an independent audit and practice evaluation of services available, a set of outcomes have now been designed to support the delivery of parenting support at a local level.

10.14 As a key strand of our wider relationships policy, parenting support in the SPS aims to:

- highlight the value and importance of parenting as part of a wider relationships programme, whilst recognising the complex and unique issues that affect both parents in custody and parents of those who are in custody;
contribute to reducing the effect of parental imprisonment on children through increased opportunities for meaningful contact, contribute to a successful reintegration and ultimately help break the intergenerational cycles of offending behaviour that exist in society.

10.15 Given resources, both in terms of finances and personnel, it is not possible to ‘pick’ a parenting programme to deliver on a national basis. However, in going forward, each establishment must offer parenting support to offenders who request it and this support should be set at a level that ensures consistency in outcomes and objectives, recognising that some establishments may be able to access more intensive support provided by organisations that operate locally.

10.16 Parenting support across SPS will vary in terms of delivery as the providers will all have a different focus. For example, NHS delivered programmes may focus on health and wellbeing outcomes, whereas local authority supported programmes may focus on education. Recognising this fundamental difference, outcomes have been developed to support the main aim of the parenting policy, that: ‘Parents can play a positive, active role in their child’s life.’

10.17 Parenting Support across SPS should achieve the following outcomes:

- parents play an active role in strong, stable families;
- parents gain a greater understanding of the value of being a parent and their role in the family unit;
- parents have positive aspirations for their children;
- parents gain a ‘toolbox of skills’ to allow them to develop positive relationships with their children;
- parents have the confidence to ask for, and engage with, support services without the fear of stigma;
- parents understand that maintaining positive relationships improves their child's health and wellbeing; and
- parents enhance their literacy skills through contextualised learning i.e. in activities that are not solely classroom based and delivered by the education provider.

10.18 Any reference to parents in the policy includes all individuals in a parenting role, as well as those who may become parents in the future. It is worth noting that SPS is leading the development of a relationships programme with a strong focus on parenting for young offenders, initially young males in HM YOI Polmont. This programme will look at their own experience of being a child, their approach to
relationships and being a parent, as well as the development of life skills and practical parenting skills.

**Recommendation**

In delivering parenting initiatives, SPS must work with partners to ensure that there is a cross-over between the support delivered to parents in custody and what is delivered in the community. This transitional support is crucial to ensure that any gains made with parents whilst they are in custody are not lost upon return to their community. It also ensures that children and family members have access to support in the community during and after the course.

10.19 SPS’ approach to achieving these outcomes is to support and encourage local initiatives, whilst recognising that there is a need for a level of corporate oversight to promote and publicise good practice and to ensure that there are effective communication channels, both internally and externally, in terms of what is being delivered within SPS and what resources may be available from other partners. SPS will be represented on Scottish Government’s National Fathers Strategic Advisory Group and feedback points of interest to establishments.

10.20 Establishments have been tasked to devise a comprehensive local plan to take forward the delivering of parenting initiatives that will deliver against the nationally agreed outcomes listed above and these plans will be subject to corporate oversight.

**Services to improve Mental Health**

10.21 It is widely recognised that a significantly high proportion (between 60% and 80%) of prisoners have a mental health problem. The responsibility for the delivery of health services in prisons transferred from SPS to NHS on the 1st November 2011.

10.22 The National Prisoner Health Network (NPHN) Mental Health work stream is currently finalising its report and recommendations on the management of prisoners with mental health needs. The work stream has taken into consideration the recommendations outlined in the Women’s Commission Report 2012.

**Recommendation**

SPS will work in partnership with health boards to enable the implementation of the recommendations across Scottish prisons.
Trauma and Bereavement Services

10.23 It is a known fact that many prisoners experience a high frequency of loss and much bereavement is accompanied by trauma, associated with premature deaths connected with violence, substance abuse or suicide.

10.24 In their 2013 Annual CRUSE Bereavement Care Scotland, a registered charity covered the work they had undertaken in Edinburgh prison and in the introductory paragraph to that article wrote:

“Prisoners are highly vulnerable people. The Scottish prisoner population, which is dominated by men in their early thirties, is one that is characterised by social deprivation and exclusion. Notably, many prisoners have histories of mental ill health, drug and alcohol abuse and childhood abuse. Also, prisoners tend to suffer bereavements that are sudden, unexpected and traumatic. Further, the prison environment causes prisoners grief to be disenfranchised. Moreover, prisoners suffer dramatic loss as a direct result of incarceration with many having lost almost everything that formerly gave their lives meaning. All said, bereaved prisoners are at high risk of a poor bereavement outcome, including self-harm and suicide”.

10.25 Support will be provided to bereaved prisoners from a variety of sources including family contact officers, personal officers and residential staff. Mental health nurses, doctors and psychologists may also spend time with a bereaved and grieving prisoner.

10.26 All in custody have access to prison based chaplains, who are able to offer skills in the care of bereaved people through the work they do in the community and due to their training in pastoral care.

10.27 The distinction between bereavement care and bereavement counselling is however recognised. Whilst many bereaved prisoners may require attentive listening, support and an understanding of the grief process, others who may have become ‘stuck’ at a particular stage and find themselves unable to move on until, through counselling, issues are resolved.

10.28 Counselling is available in some establishments through such organisations as CRUSE Bereavement Care but such services are not available to all and that means, therefore, that there is a lack of coherence and consistency in the provision of services to bereaved prisoners.

10.29 In a paper to the OODG proposing the establishment of a short life working group to develop a strategy framework for Bereavement Care in the SPS, the Chaplaincy Advisors to the SPS document that:
“It is clear that many prisoners experience a high frequency of loss. Much bereavement is accompanied by trauma, e.g. premature death through violence, substance abuse or suicide. Many of those who speak about their grief state that they became involved in substance abuse because they were unable to handle their pain. All prisoners have suffered loss, and whilst not all will experience the death of a loved one whilst in prison, many carry with them multiple bereavements about which they have spoken little.”

10.30 A short life working group has been established comprising: the SPS Clinical Adviser, Chaplaincy Advisers, Head of Learning and Skills and representation from the NSRMG, Psychological Services, Mental Health Nursing Staff, NHS Scotland, the Scottish Government, CRUSE Bereavement Care and Circle and work is being progressed to explore future options to ensure increased coherence and consistency in the provision of services to bereaved prisoners. The group is exploring a range of issues including:

- awareness training for all staff about the impact of bereavement, recognising the role all staff have in caring for bereaved persons;
- enhancing the skills of those staff, including chaplains, who already have counselling qualifications so that bereavement counselling can be offered by SPS staff;
- the opportunity to increase the availability of bereavement counselling provision by other agencies such as CRUSE Bereavement Care, NHS Scotland Bereavement Care and others; and
- testing a programme called “Seasons for Growth”, which is designed for children and young people and through an educational and supportive approach, offers participants an understanding of grief and mutual support.

**Assertiveness and Self Esteem**

10.31 Assertiveness is the ability to express yourself, your rights and your needs in a way that does not seek to dominate or in a way that does not seek to dominate or belittle the rights, needs and opinions of others. Offenders with low self-confidence may find it difficult to be assertive, whether this is in the context of exercising their right to access services, support and care or in asserting their thoughts and feelings about a particular issue.

10.32 Lack of self-confidence affects a person’s coping strategies and ability to work their way through problems. A supportive environment can give those in custody the confidence to tackle their issues more directly.

10.33 Self-confidence and assertiveness is key to identity formation. Possessing little self-regard can lead people to become depressed, to fall short of their potential, or to tolerate abusive situations and relationships. People who are not confident often do
not develop the ability to deal with stressors effectively and this lack of coping reinforces their lack of confidence and the spiral continues. People with low self-esteem are also often less likely to ask for help as they may feel that they are just not very good at things and there is little chance of improvement.

10.34 The inability of an individual to appropriately assert their views or to question things can lead to a passive acceptance of the way things are and consequent dissatisfaction or depression, or to frustration, which may lead to anger or aggression. In the prison setting we see these extremes occurring in different individuals with differing consequences. Some prisoners withdraw completely from regime activities and interactions with others whilst some exhibit aggressive behaviours which may range from angry interactions to violence.

10.35 In order to enable those in our care to have the opportunity for positive personal growth we must ensure that they have access to a wide choice of activities which will enable them to develop and maintain high levels of self-esteem and assertiveness.

**Recommendation**

A fairly broad range of activity which supports the development and maintenance of self-esteem and assertiveness is already available in establishments but we need to review and expand this in line with the recommendations contained in the various sections of this strategy. This will be achieved through such things as: increased opportunity for offender participation in shaping and developing the prison community environment and regime; the provision of opportunities for volunteering and charitable work; expansion of peer support opportunities; more use of, and access to, creative arts as well as through specific programmes and learning and development opportunities.

**Communication Needs**

10.36 Those individuals who come into custody arrive with a variety of differing communication skills and needs. The ability to communicate effectively is strongly linked to self-esteem and assertiveness as it affects interactions and relationships with others and an individual’s capacity to learn and develop.

10.37 Depending on the communication deficit or development need an individual may be assisted in different ways. This may be through access to a speech and language therapist, through one to one or group literacy support, via more generic access to education or through specific group activities or interventions.

10.38 There is, in current usage, a screening tool for education purposes which assesses an individual’s ability in relation to basic literacy and numeracy but no specific means exists currently to readily identify the possibility of communication deficits an individual may have. Following consideration of some available tools which would flag up specific learning difficulties and disabilities a tool called the Do-It profiler is
being trialled at HM YOI Polmont. It is suggested that the next, most appropriate, step would be to subject the tool to further testing in liaison with NHS services in order to link to clear pathways for support.

**Recommendation**

SPS liaises with NHS to obtain agreement to further test the DO-It profiler in more than one establishment and for individuals who flag as having a potential learning difficulty or disability to have access to appropriate pathways of support, identified through case conferencing. These pathways for support would include educational support and wider NHS interventions for such conditions as Autism, Attention Deficit and Hyperactivity Disorder (ADHD); Developmental Co-ordination Disorder (DCD); Speech and Language Impairment (SLI) and Occupational Therapy support.

**Resettlement Services**

10.39 At the transition point when prisoners leave custody they face a most critical time in their desistance journey. Progress and personal growth achieved during a period of imprisonment needs to be fully supported at this juncture if offenders are to be helped to desist from offending.

10.40 Resettling prisoners so that they are less likely to reoffend - and less likely to be recalled to custody - is in everyone’s interest. The challenging and complex nature of the task is recognised as requiring the co-operation of a wide range of agencies and professionals.

10.41 The Reducing Reoffending in Scotland report, published by Audit Scotland in November 2012, recognised the limited support available to offenders serving short prison sentences and that such a lack of community-based support may be a significant factor in levels of re-offending.

10.42 SPS has forged strong working connections with community partner agencies over a number of years and the development of Links Centres in prisons facilitated and strengthened these working arrangements. The community and prison-led services which are based in these Links Centres offer a range of activities and services targeting throughcare, housing, employability, learning, skills, addictions and transitional support upon release. The Organisational Review notes, however, that:

“these services are variable across the estate and recent scrutiny by the Justice Committee, the Chief Inspector of Prisons and Audit Scotland has reinforced that prisoner activity is not always purposeful (aimed specifically at delivering offender outcomes) or aligned with the evidence of ‘what works’ to improve outcomes and reduce reoffending.”
10.43 Recommendations to improve provision in relation to learning, skills and employability and that will aid resettlement are detailed in the relevant section of this report. Partnership Agreements and application of logic modelling processes will enhance service provision in relation to future third sector partnership arrangements. They will be applied retrospectively in relation to existing provision and all third sector partnerships will be detailed in the Interventions Directory. Other services are also provided, such as benefits advice, which are not currently specified and agreed through formal arrangements. Additionally, social work services contribute to resettlement for those prisoners subject to statutory or voluntary throughcare arrangements. In the Offender Management section of this document recommendations are made in relation to improvements to the case management process that will facilitate improvements to support an offenders’ reintegration following release from custody.

10.44 Given the complexities and challenges involved in resettlement; the wide range of SPS, agency and partnership providers; the potential for ‘cross-over’ or lack of an integrated response and recognition of the fact that these services have been identified by independent scrutiny as ‘variable across the estate’ it is recommended that a full review of Link Centre’s services, in relation to resettlement, is conducted. It is noted that the Organisational Review has detailed a point for action which requires the SPS to second an expert in housing and benefits. The purpose of this secondment will be to review current SPS arrangements and provide recommendations as to what the SPS can do to improve outcomes for prisoners in the critical areas of housing and benefits. This secondee would have a key role to play in informing a broader review of resettlement services.

**Recommendation**

SPS, in conjunction with relevant partner agencies, should review the provision of resettlement services available to those in custody in order to promote best practice and identify and agree any improvements to processes and procedures that may be required in order to assure consistency of provision across the prison estate and an integrated approach that will result in improved outcomes for those leaving custody.
11. PERFORMANCE MANAGEMENT

11.1 Measuring and recording are essential activities for the effective delivery of any intervention to ensure that it is achieving the objectives set for it. They are vital elements of an evidence based approach to reducing reoffending. Properly recorded data, when analysed, informs both process integrity and outcome objectives.

11.2 Recording, measuring and monitoring assist in understanding better which factors contribute to positive outcomes. Reliable data make it possible to gain insights into not only ‘what works’, but also with whom and why.

11.3 Different types of methodology can be used to record and measure purposeful activity and the application of any particular model depends on the nature of the intervention and the purpose/intended outcomes of the exercise.

Recording of data

11.4 Crucial to the measurement of purposeful activity is the accurate recording of relevant data. Measuring the impact of purposeful activity should not be seen as a ‘special’ or ‘additional’ activity to be conducted only by external experts. It is vital that the recording of data and the monitoring of processes are routine activities shared by both managers and staff in order that an accurate and reliable measure of the effectiveness of purposeful activity can be assessed.

11.5 For example, in research currently undertaken in the SPS, such as the Visitor Survey and the Pre-release Survey, questionnaires for prisoner completion are managed by local staff in each establishment and then returned to Headquarters for data entry (recording) and analysis. These questionnaires are primarily quantitative and analysis is undertaken in the form of frequency counts and cross-tabulations on a local and national basis. It is possible to add to these surveys so that qualitative information can also be obtained in the future.

11.6 The following sections outline research currently taking place in the SPS that could assist in the measurement of purposeful activity, as well as additional research that could be undertaken in order to measure the impact of purposeful activity. Annex 7 comprises a series of Tables which detail each aspect of purposeful activity (as outlined in the Holistic approach model at Figure 4.10 of the SPS Organisational Review) and which research method addresses each measure.

Research currently in operation

11.7 SPS currently has several strands of research that can be utilised in order to contribute towards the purposeful activity agenda. This research is outlined below
providing a brief description of the work and how it can be used to facilitate recording and measuring in line with the requirements and recommendations of the Purposeful Activity Strategy.

Visitor survey

11.8 The Visitors Survey, introduced as a national survey in 2008, is designed to inform and support the Offender Outcome in respect of family contact and the maintenance of appropriate relationships. As visitors arrive at the prison prior to their scheduled visit, they are asked by visits staff to give voluntary consent to participating in the survey. The survey includes questions on the visit experience, any problems encountered, visiting with children, waiting times, methods of travel utilised to attend, and questions in relation to the Family Contact Officer role.

Key Message

It is anticipated that the visitor survey will be able to address aspects of purposeful activity relevant to prisoner wellbeing, in particular those geared towards contact with family and friends and parenting. There is potential to expand relevant lines of questioning.

Pre-release survey

11.9 The pre-release Survey (sometimes referred to as the ‘Exit Survey’) was introduced in 2007. The survey is for completion by prisoners sentenced to 3 months or more. The rationale is to understand better prisoners’ perceptions of any improvements or otherwise in social functioning acquired during their time spent in custody as measured against the Offender Outcomes. Its focus is on gaining insights into the ‘prisoner journey’ and the ‘distance travelled’ on a number of indicators encapsulated by questions such as ‘my ability to read/write has improved in prison during my sentence’ and ‘my relationships with family and friends are better now than when I came into prison’.

Key Message

The Pre-release Survey can assist with the measurement of purposeful activity through the current questions which relate to wellbeing: - physical health, mental wellbeing, and relationships with family and friends; life skills and resilience: - practical life skills and independent living and resettlement services; offending behaviour: - substance misuse; and touches on citizenship, volunteering and reparation. It can also provide data on learning and employability: - literacy and numeracy, work and accessing work related services. The Research Team are in the process of reworking and augmenting the Pre-release Survey for concurrent research purposes; the measurement of purposeful activity will be a prime consideration in the revision.
Prisoner survey

11.10 The biennial Prisoner Survey has a number of objectives:

- to make use of prisoners’ perceptions of service-delivery and service-quality in business planning;
- to provide prisoners with an opportunity to comment on a range of issues that impact on their experience in prison;
- to allow staff to get a better understanding of how the halls or areas they manage compare to equivalent areas and halls and in so doing to provide a tangible way to help share items of ‘best practice’; and finally,
- to allow the SPS, through repetition of the same questions, to track progress (or the lack of it) across the various dimensions included in the Survey.

11.11 The Survey helps to inform and shape change in the SPS and is directed at improving the quality of service delivery in every prison. This approach is predicated on the well-established belief that for change to be effective it is imperative that the views of prisoners are factored into the planning equation. The Survey is focused intentionally upon the core elements of prison life: living conditions, family contact, healthcare, relationships and atmosphere. The Survey also seeks views on such issues as perceived safety, bullying, drug use and mental health.

Key Message

The Prisoner Survey can assist in the measurement of purposeful activity from the anonymous self-reported responses of prisoners to questions relating to wellbeing; physical exercise; health and health promotion; mental wellbeing; and equality and diversity. With reference to offending behaviour, the Prisoner Survey gathers information on accredited programmes; substance misuse; domestic abuse; and brief interventions. Data is also gathered on learning and employability; education; work; literacy and numeracy; visits; contact with family and friends; and the care of prisoners’ children.

Service user feedback questionnaires

11.12 Following accreditation of SPS offending behaviour programmes, prisoners will be asked to complete service user feedback questionnaires at the end of the programme. These questionnaires will be used in addition to relevant psychometric testing and will provide qualitative information from the perspective of the “user’s voice”, detailing the self-reported impact of the programme on offending behaviour from a personal viewpoint.
Key Message

Feedback questionnaires can assist with the measurement of the impact of purposeful activity on offending behaviour through self-reported estimations on how far the participant has travelled in his/her ‘desistance journey’. This can include questions on positive changes in relationships and whether programmes have addressed identified problems and difficulties in their lives.

Potential future research

11.13 In order to measure directly the contribution purposeful activity can make to prisoner rehabilitation, a variety of additional methods can be considered.

Case Management

11.14 When considering data required to measure purposeful activity, the information recorded as part of the case management process will be crucial, as will staff commitment to its collection and understanding of its importance. Within case management data, information on prisoner demographics, wellbeing, citizenship, volunteering and reparation, life skills and resilience, offending behaviour and learning and employability can be recorded and analysed.

11.15 For example, the SPS Family Engagement Strategy outlines family engagement as a key element of purposeful activity - ‘personal officers building relationships with offenders and gaining a better understanding of an individual’s family situation and supporting them to maintain contact where possible’. A framework of agreed and relevant criteria will require to be developed to record and measure the quality and effect of such engagement on the prisoner’s progress towards rehabilitation.

11.16 In due course, with appropriate IT development, data can be recorded electronically within each establishment to facilitate local and national analysis. It is anticipated this data will be both quantitative and qualitative in nature and the database and coding frame will reflect this requirement.

Entry Survey

11.17 An Entry Survey can be developed to be undertaken prisoners on admission (subject to consent) at the earliest, realistic opportunity within the initial weeks of starting a sentence (although further thought is required on whether a minimum sentence length needs to be specified to make the exercise feasible). While the survey can address similar types of issue to the current Pre-release Survey, (wellbeing, learning and employability, relationships with family, etc.), additional questions can be added as required. This can provide aggregate ‘entry’ data for subsequent analysis against subsequent ‘exit data’.
11.18 For example, the SPS Learning, Skills and Employability Strategy states that ‘to ensure capture of key education data, assessment processes require to be a key aspect of induction for all offenders and presented as a positive means of identifying strengths/assets to build on. Initial assessment data should be recorded and shared across regimes within the establishment’. It will be essential to capture additional data of this nature in order to monitor the progress of prisoners throughout their sentence and measure the contribution education, as a purposeful activity; can have in promoting self-efficacy.

**Re-entry Survey**

11.19 A Re-entry Survey can provide an initial snapshot of a prisoner’s attitudes and thoughts immediately after being sentenced to another term of imprisonment. It can begin to question why the person re-offended and what might have triggered their re-offending. Depending on the health and mental wellbeing of the prisoner in question, a Re-entry Survey can be administered to the prisoner within the first 2 weeks of being sentenced (further thought is required on whether a minimum sentence length needs to be specified to make the exercise feasible). This questionnaire can then be followed up by a re-entry interview undertaken by the case manager.

**Key Message**

The purpose of a Re-entry Survey would be to determine what factors may have contributed towards an offender’s re-offending. The Survey would not only allow the case manager to target presenting issues and engage the offender in the most appropriate type of purposeful activity, but it will also provide aggregate data which will inform on frequencies and trends and can critically, provide information which can contribute to the evaluation and continuous improvement of all purposeful activities.

11.20 Entry and Re-entry questionnaires will be primarily quantitative and contain mostly closed response questions with some opportunity to include open ended text. This will ensure data can be aggregated and analysed to provide valid and reliable results when measuring change.

11.21 In future, the current SPS Pre-release Survey can also be adapted/expanded to contain more questions that would contribute towards measuring purposeful activity.

**Re-entry interview**

11.22 Assuming the necessary resources are in place, a semi-structured in-depth one-to-one interview can be undertaken with a prisoner after re-entry into prison (by the case manager within (say) the first 2 weeks; (subject to sentence length). This will
permit more in-depth (qualitative) questions to be asked to gain a fuller understanding of perceptions of previous periods in custody, reasons for re-offending and thoughts and attitudes towards purposeful activity and its potential role in promoting desistance. This will inform the on-going review of purposeful activity so that changes can be made if there is feedback indicating that particular activities or interventions could be improved.

**Commission independent evaluation, research and scoping work**

11.23 Through the SPS Research Vote, independent studies can be commissioned to evaluate SPS offending behaviour programmes. Further, in compliance with approved Research Priorities, research on specific topics can be undertaken to inform policy and practice development. Scoping work on issues in the initial stages of development is also possible to inform future research requirements. With regard to the purposeful activity agenda, external research commissions to measure the contribution purposeful activity can have in the ‘prisoner journey’ to desistance and pro-social behaviour can be considered through the Research Contractors Framework at the request of the principle policy customer.

**Recommendation**

SPS to commission scoping work to identify and agree appropriate performance measures in relation to purposeful activity and the mechanisms for data capture ensuring that research and evaluation methods align with revised case management processes and the development of the Prisoner Records data capture management system.

Research on purposeful activities will be subject to periodic review and will be integrated into the three yearly cycle of SPS Board approved priorities.
Annexes
ANNEX 1

Scope of the Purposeful Activity Strategy Project and Key Interfaces

The original scope of the project was agreed as detailed below with clarification as to matters that were deemed relevant but out of scope, either because they were being pursued as separate projects or would be more appropriately addressed through normal departmental or establishment functional responsibilities:

In Scope

- ensure that purposeful activities are at the centre of rehabilitation policies delivered in prisons;
- review the definition of purposeful activity as set out in the 2011 Prison Rules;
- review the full range of purposeful activity currently provided to identify gaps in provision, and ensure, as far as is practicable, continuity, consistency, and equity of access across the estate (including the mitigation of any degradation caused by necessary prisoner transfers);
- reflect the importance of the Partnerships Model Framework in assisting individual prisons to manage their relationships with third sector organisations to maximise the benefits of such partnership working;
- review continuity of service provision for purposeful activity, including staffing capability and capacity;
- identification of a preferred activity timetabling model to enable individualised activity plans (including potential viable technological solutions);
- review all current case management processes in order to ensure that individual plans correlate with purposeful activities provided;
- ensure that all prisoners are encouraged and incentivised to engage in activities with the aim of engendering a work ethic;
- ensure that there is a process for engaging short-term prisoners in purposeful activity;
- ensure connectivity between in-prison throughcare processes and community throughcare processes;
- consideration of potential guidelines for appropriate TV viewing times;
- in consultation with education providers and other relevant parties, look at options to maximise educational opportunities;
- in consultation with education providers and other relevant parties, agree a process for obtaining 1st time offenders’ educational attainment;
- review of Prisoners’ Wage Earnings Policy, in relation to the potential need to incentivise attendance at Education;
in consultation with education providers and other relevant parties agree a process for identifying prisoners with special educational needs as part of the induction process;
- review of the purposeful activity opportunities available for remand prisoners;
- identify best practice across the estate, which is measurable, quantifiable and evidence based, in relation to family contact as a key factor in reducing reoffending;
- assess opportunities for mentoring programmes within prisons, including options for peer support;
- the provision of activities that support Better Health, Better Lives health improvement framework;
- encouraging involvement in the creative arts;
- options for volunteering;
- review the arrangements for the provision of employability opportunities and prison industries;
- identify corporate and establishment responsibilities in relation to the delivery of the Purposeful Activity Strategy and develop a framework for establishment delivery plans; and
- identification of measures which more appropriately evidence the contribution of purposeful activity to assist rehabilitation and contribute to reducing reoffending.

**Out of scope**

- individual prison plans setting out how each prison will deliver the aims and objectives of the strategy;
- prison design and upgrades facilitating access to activities and easy movement of prisoners around establishments in the context of safety and security;
- video conference technology for courts and prisoners’ legal agents;
- computerised prisoner management system;
- prisoner access to IT/internet;
- audit to establish feasibility of limiting TV Access;
- providing internal prison reports to the judiciary;
- strategy for young offenders;
- strategy for women offenders;
- design and provision of family hubs;
- review of externally provided throughcare;
- developing partnership post release mentoring schemes; and
- developing competence based development plans and delivery for staff to acquire skills relevant to role.
Key Interfaces

The following were identified as key interfaces for Purposeful Activity Strategy project:

SPS Organisational Review Team:

- Scottish Government Community Justice Division;
- Women Offenders Strategy Group;
- SPS Youth Strategy Group;
- Partnership Model Framework Steering Group;
- National Directory of Interventions Steering Group;
- Offender Outcomes Delivery Group;
- Operational Risk Management Advisory Group;
- Education Scotland and associated education providers;
- Learning and Skills Team
- Employability Partnerships Team;
- Prisoner Technology Convergence Team;
- HMPs Greenock, Edinburgh, Cornton Vale, Perth pilot sites;
- Heads of Offender Outcomes;
- Third Sector as appropriate
- SPS Directorates;
- National Prisoner Healthcare Network (NPHN);
- Scottish Prison Service College;
- Prisoner Records Management Project; and
- TUS Representatives.
ANNEX 2


Families

In developing SPS’ relationships policy, a set of family engagement standards have been introduced to support family contact at a local level. The standards identify the minimum level of support that is now offered to offenders and their families in all establishments thus ensuring greater consistency. Establishments have been encouraged to identify further opportunities to engage family members (GMA 13A/13).

Ahead of the opening of HMP & YOI Grampian in March 2014, SPS, in partnership with Apex Scotland, is providing families of offenders from the North-East with ‘virtual visits,’ using video link technology. Based in the Aberdeen office of Apex Scotland, the service will be available to all families of offenders in HMPs Perth and Barlinnie who would otherwise have been held within the now-closed HMPs Peterhead and Aberdeen. Rooms have been equipped to facilitate the projects, with visits offered in half hour slots. Evening slots are also available. This service is being funded initially for six months and existing video conferencing equipment within the participating establishments, has been used to create the service.

Parenting

The SPS recognises that it has an active role to play in delivering parenting support to offenders in our care. 48% of offenders who participated in the SPS Prisoner Survey in 2011 reported themselves as parents and the most recent information from analytical colleagues suggests around 17,000 children are affected by parental imprisonment in Scotland.

To support the development of our policy in relation to parenting, SPS commissioned an independent audit and practice evaluation of what was available in custody to support offenders and what was available in the community that could be redesigned for delivery in a custodial setting. The findings formed the basis of our policy which aims to:

- highlight the value and importance of parenting as part of a wider relationships programme, whilst recognising the complex and unique issues that affect both parents in custody and the parents of those who are in custody; and
- contribute to reducing the effect of parental imprisonment on children through increased opportunities for meaningful contact, contribute to a
successful reintegration and ultimately help break the intergenerational cycles of offending behaviour that exist in society.

National Parenting Outcomes have been developed to support the delivery of parenting support at a local level, with the main aim that parents can play a positive, active role in their child’s life. As well as delivering support in custody, SPS will work with local partners in the community to identify potential throughcare support for offenders on release or indeed signpost families to community-based services for support, with the aim being to ensure that any gains made whilst a family member is in custody are not lost on reintegration back to the family unit and wider community (GMA 63A/13).

Children and Young People

Following a corporate review, children’s visits (formerly known as bonding visits) are now available to offenders in all establishments, with a new process of presumed inclusion for all, subject to any child protection issues. Central to the review has been the recognition that the rights of the child are paramount as well as the offenders’ right to a family life under European Convention of Human Rights (ECHR). In short, any parent who is allowed to have access to their child will now be able to apply to have a Children’s Visit (GMA 38A/13).

In May 2012, the Scottish Government announced that it would bring forward a Children and Young People Bill aimed at supporting their ambition to make Scotland the best place to grow up by putting children and young people at the heart of planning and delivery of services and ensuring their rights are respected across the public sector. The Bill is now at Stage 2 and SPS continues to assess the operational impact of the proposed new requirements, particularly in relation to the introduction of a Named Person for all under-18s and a duty to share information with that Named Person. It will be crucial for SPS and partners to work together to ensure smooth implementation of these new duties. Close partnership working continues with the Bill Team in taking this work forward, with implementation due in August 2016.

Child Protection

In 2012, SPS introduced a policy for child protection that brought the SPS approach into line with the Scottish Government’s National Guidance. The policy focuses on child protection in a SPS context, with clearly defined roles and responsibilities for staff and step-by-step guidance on the reporting procedure that must be followed. As part of SPS’ requirements to comply with the national guidance, every establishment now has a Designated Child Protection Co-ordinator who oversees the application of the policy and procedures locally. Training was also delivered to
every establishment on this new policy. An audit of the policy and how it is operating in practice is scheduled to begin in May 2014 (GMA 48A/12).
### ANNEX 3

#### Table 1  Programme Delivery Schedule, 2013-14 (SPS sites only)

<table>
<thead>
<tr>
<th>Constructs</th>
<th>CARE</th>
<th>FOBP</th>
<th>Good Lives</th>
<th>SROBP</th>
<th>VPP</th>
<th>Youth Justice</th>
<th>Total (%)</th>
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<tr>
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<td>32</td>
<td>26</td>
<td></td>
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<td>82 (11.6)</td>
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<tr>
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<td></td>
<td>10</td>
<td>13</td>
<td></td>
<td></td>
<td>31 (4.4)</td>
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<tr>
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<td>16</td>
<td></td>
<td></td>
<td></td>
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<td>24</td>
<td>16</td>
<td></td>
<td></td>
<td>72 (10.2)</td>
</tr>
<tr>
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<td>16</td>
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<td>16</td>
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<td>16</td>
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<td>% overall target</td>
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<td>1.4</td>
<td>9.9</td>
<td>25.4</td>
<td>4.5</td>
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### Table 2  
**Current Waiting Lists per Establishment, per OBP, across the SPS Estate and Private Sector**

<table>
<thead>
<tr>
<th>Establishments</th>
<th>CARE</th>
<th>FOBP</th>
<th>Good Lives</th>
<th>SCP</th>
<th>SROBP</th>
<th>VPP</th>
<th>Youth Justice</th>
<th>Total (%)</th>
</tr>
</thead>
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<td></td>
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<td>13</td>
<td>18</td>
<td>3</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>32 (2.8)</td>
</tr>
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<td>36</td>
<td>107</td>
<td></td>
<td>17</td>
<td>46</td>
<td>28</td>
<td>265 (23.1)</td>
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<td>2</td>
<td></td>
<td>5</td>
<td>2</td>
<td></td>
<td>13 (1.1)</td>
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<td>1</td>
<td></td>
<td></td>
<td>3</td>
<td>1</td>
<td></td>
<td>6 (0.5)</td>
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<td>26</td>
<td>1</td>
<td>26</td>
<td>12</td>
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<td></td>
<td>85 (7.4)</td>
</tr>
<tr>
<td>Low Moss</td>
<td>26</td>
<td>15</td>
<td>8</td>
<td>24</td>
<td>1</td>
<td></td>
<td></td>
<td>74 (6.6)</td>
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<td>Open Estate</td>
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<td>3</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
<td></td>
<td>11 (1.0)</td>
</tr>
<tr>
<td>Perth</td>
<td>10</td>
<td>12</td>
<td></td>
<td>6</td>
<td>16</td>
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<td></td>
<td>44 (3.8)</td>
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<td>Polmont</td>
<td>29</td>
<td>3</td>
<td>4</td>
<td>3</td>
<td>10</td>
<td>1</td>
<td>0</td>
<td>50 (4.4)</td>
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<td>Shotts</td>
<td>80</td>
<td>47</td>
<td>1</td>
<td>20</td>
<td>56</td>
<td>9</td>
<td></td>
<td>213 (18.6)</td>
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<tr>
<td><strong>Totals</strong></td>
<td>289</td>
<td>199</td>
<td>20</td>
<td>181</td>
<td>75</td>
<td>299</td>
<td>83</td>
<td>1146</td>
</tr>
<tr>
<td><strong>% overall need</strong></td>
<td>25.2</td>
<td>17.4</td>
<td>1.7</td>
<td>15.8</td>
<td>6.5</td>
<td>26.1</td>
<td>7.2</td>
<td>0</td>
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</table>

Denotes an establishment where there is a programme need but the programme is **not** run at that establishment.
## ANNEX 4

### Return on Investment (illustrative)

<table>
<thead>
<tr>
<th>Inputs</th>
<th>Outcomes</th>
</tr>
</thead>
</table>
| **Staff Costs** -  
  - Technical & security supervision  
  - Production planning and forecasting. | **Sales revenue** -  
  - Income from external contracts  
  - Internal sales (opportunity cost of engaging offenders in purposeful activity vs external purchase costs) |
| **Capital Costs** -  
  - Work space / Industries units – build, set-up and maintenance  
  - Purchase of Machinery & equipment  
    - Depreciation of above  
  - Future investment / Replacement of aged machinery. | **Employability Partnerships** -  
  - Partner generates revenue.  
  - SPS. Potential for recovery of some SPS costs in providing the enterprise unit and offenders to the partner. |
| **Revenue Costs** –  
  - Raw Materials for production  
  - Maintenance of equipment  
  - Small equipment & Tooling  
  - Workwear / PPE  
  - Energy / Utilities  
  - Staff training  
  - Stockholding (incl stock write off)  
  - Delivery & transport (Work in Progress transfers between prisons to Central Stores, and finished goods to the customer). | **Community Social Responsibility / Goodwill outcomes** -  
  - e.g. SPS work for charities |

| Work based Qualifications -  
  - Accredited qualifications  
  - Work ready transferrable skills | **Upskilling** -  
  - Work specific skills  
  - General work place skills e.g. manual handling, Health & Safety awareness (not accredited) |

| Purposeful Activity -  
  - Out of cell hours  
  - Work ethos  
  - Interpersonal skills | **Return on Investment (ROI)** |

Relevance to Employers and the job Market
### ANNEX 4

#### Return on Investment - Risk Reward Propositions

<table>
<thead>
<tr>
<th>Set-up and Input £ Cost</th>
<th>Risk</th>
<th>Revenue</th>
<th>Outcomes – Upskilling &amp; Qualification relevance to External Employers</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Vocational training (SPS led)</strong>&lt;br&gt;Low (SPS)</td>
<td>Low</td>
<td>Low (materials)</td>
<td>Low / Medium Mixed, some accredited. Unmeasured</td>
<td>SPS staff skills / sustainability.</td>
</tr>
<tr>
<td><strong>Vocational training (Partner led)</strong>&lt;br&gt;Low (primarily partner)</td>
<td>Low</td>
<td>Low</td>
<td>Contractually defined; accredited Measured &amp; reported.</td>
<td>Potential for externally funded training places. Finite contract term.</td>
</tr>
<tr>
<td><strong>Employability Partnerships (Partner led activity / task supervision)</strong>&lt;br&gt;Medium (primarily partner)</td>
<td>Low</td>
<td>Low / Medium (Recovery of some costs for providing the serviced enterprise unit &amp; offenders)</td>
<td>Mix of non-accredited / accredited but contractually defined.Measured &amp; reported.</td>
<td>Stability &amp; viability of the partner. Finite contract term (potentially extendable).</td>
</tr>
<tr>
<td><strong>Employability Partnerships (SPS led activity / task supervision)</strong>&lt;br&gt;Medium (primarily partner)</td>
<td>Medium</td>
<td>Low / Medium (Recovery of some costs for providing the serviced enterprise unit &amp; offenders)</td>
<td>Measured – SPS self-report</td>
<td>SPS staff skills &amp; training – supported by partner. Quality control. Finite contract term (potentially extendable).</td>
</tr>
<tr>
<td><strong>Reparative Work</strong>&lt;br&gt;Low / Medium</td>
<td>Low</td>
<td>N/a Non-revenue generative for SPS</td>
<td>Upskilling &amp; qualifications; unclear / unmeasured</td>
<td>Quality &amp; potential product liability</td>
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</table>
## ANNEX 5

### Social, Economic & Technological Drivers for Change

<table>
<thead>
<tr>
<th>Social</th>
<th>Economic</th>
<th>Technological</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Scotland’s population is ageing;</td>
<td>• Globalisation – changing labour demand;</td>
<td>• Advances in media available for social interaction;</td>
</tr>
<tr>
<td>• Family structures are changing;</td>
<td>• Geographical concentration of multiple deprivation;</td>
<td>• Supported and enabled globalisation;</td>
</tr>
<tr>
<td>• Increasing number of lone parent households;</td>
<td>• Depressed income of low and unskilled labour;</td>
<td>• Created new opportunities for crime – particularly digital crime;</td>
</tr>
<tr>
<td>• High levels (although possibly declining) of parental separation;</td>
<td>• Ageing population contributing to a shrinking labour force;</td>
<td>• Driven criminal justice responses in terms of legislation, law enforcement,</td>
</tr>
<tr>
<td>• Scotland experiencing net migration;</td>
<td>• Consequential reduced tax base and need for public service reform;</td>
<td>detection and deterrence;</td>
</tr>
<tr>
<td>• Traditional patterns of work have changed;</td>
<td>• Continued pressures to enhance productivity and efficiency savings;</td>
<td>• Create new and unanticipated types of crimes;</td>
</tr>
<tr>
<td>• Reduced levels of social trust and connectedness;</td>
<td>• Increased levels of household debt; and</td>
<td>• Enhanced performance of justice system and improved information sharing;</td>
</tr>
<tr>
<td>• Persistent inequality and socio-economic deprivation;</td>
<td>• High levels of youth unemployment.</td>
<td>• Created more efficient ways of working;</td>
</tr>
<tr>
<td>• Irresponsible drinking culture;</td>
<td></td>
<td>• Reshaped incentives for crime.</td>
</tr>
<tr>
<td>• Comparatively (against other areas of UK) high levels of problem drug use;</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Profile of hate crime and sectarianism; and</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Media role in defining cultural identity.</td>
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## ANNEX 6

### Employability (Strategic Skills) Pipeline

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<tr>
<th>Pipeline</th>
<th>Stage 1</th>
<th>Stage 2</th>
<th>Stage 3</th>
<th>Stage 4</th>
<th>Stage 5</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Referral/Engagement activity</td>
<td>Barrier Removal</td>
<td>Vocational Activity</td>
<td>Employer Engagement &amp; Job Matching</td>
<td>In-work/Aftercare</td>
</tr>
<tr>
<td>Prisoner Status</td>
<td>Not Job Ready</td>
<td>Not Job Ready</td>
<td>Job Ready</td>
<td>Job Ready</td>
<td>In Work</td>
</tr>
<tr>
<td><strong>Examples of Eligible Activities</strong></td>
<td>Early Engagement Activity</td>
<td>Barrier Removal &amp; Confidence Building activities</td>
<td>Vocational activity</td>
<td>Employer engagement and job matching activities.</td>
<td>Supporting to help employee retention, including up skilling/workforce development.</td>
</tr>
<tr>
<td></td>
<td>Identification of Needs Development of Action Plans</td>
<td>ESOL Literacies</td>
<td>Job search advice</td>
<td>Training, mentoring and supporting men and women into occupations or sectors where their gender is under-represented</td>
<td>Incentives to encourage development of vocational skills among low-skilled and low-waged individuals</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Specialist and non-traditional employability provision (e.g. debt/financial, homelessness)</td>
<td>Work Experience Placement</td>
<td></td>
<td>Apprenticeships</td>
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<tr>
<td></td>
<td></td>
<td>Vocational rehabilitation</td>
<td>Activities to raise awareness of enterprise and entrepreneurship</td>
<td></td>
<td>High level business and management skills</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Accredited pre-employment training for core skills (e.g. ICT)</td>
<td></td>
<td>Training to support business start-up (particularly for groups under-represented at managerial levels)</td>
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</tbody>
</table>
ANNEX 7

Matrix of research to measure purposeful activity

Wellbeing

<table>
<thead>
<tr>
<th>Wellbeing</th>
<th>Visitor survey</th>
<th>Pre-release survey</th>
<th>Prisoner survey</th>
<th>Service user feedback questionnaire</th>
<th>Case Mgt</th>
<th>Entry survey</th>
<th>Re-entry survey</th>
<th>Re-entry Interview</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contact with family and friends</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td>✓</td>
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<td></td>
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</tr>
<tr>
<td>Hobbies/ personal interest</td>
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<tr>
<td>Physical exercise and sport</td>
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<td></td>
<td></td>
<td></td>
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<td></td>
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<td>Creative arts</td>
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<td>Developing caring skills</td>
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<td>Youth work</td>
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<td>‘Busy activities’</td>
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## Citizenship, volunteering and reparation

<table>
<thead>
<tr>
<th></th>
<th>Visitor survey</th>
<th>Pre-release survey</th>
<th>Prisoner survey</th>
<th>Service user feedback questionnaire</th>
<th>Case Mgt</th>
<th>Entry survey</th>
<th>Re-entry survey</th>
<th>Re-entry Interview</th>
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<td>Citizenship, volunteering and reparation</td>
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<td>Time bank</td>
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<td>Volunteering and community engagement – in prison</td>
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## Life skills and resilience

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<th>Pre-release survey</th>
<th>Prisoner survey</th>
<th>Service user feedback questionnaire</th>
<th>Case Mgt</th>
<th>Entry survey</th>
<th>Re-entry survey</th>
<th>Re-entry Interview</th>
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</thead>
<tbody>
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<td>Services to improve mental health</td>
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<td>Trauma and bereavement services</td>
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## Offending behaviour

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<th>Pre-release survey</th>
<th>Prisoner survey</th>
<th>Service user feedback questionnaire</th>
<th>Case Mgt</th>
<th>Entry survey</th>
<th>Re-entry survey</th>
<th>Re-entry Interview</th>
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<tbody>
<tr>
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<td>Brief intervention</td>
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<td>Assessment casework and motivational work</td>
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</table>
## Learning and employability

<table>
<thead>
<tr>
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<th>Visitor survey</th>
<th>Pre-release survey</th>
<th>Prisoner survey</th>
<th>Service user feedback questionnaire</th>
<th>Case Mgt</th>
<th>Entry survey</th>
<th>Re-entry survey</th>
<th>Re-entry Interview</th>
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<td>✓</td>
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</tr>
<tr>
<td>Skills Dev. Scotland/Jobcentre plus services</td>
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<td>✓</td>
</tr>
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**Throughcare support**

- Write throughcare support plan
- Establish housing need and entitlement
- Understand throughcare needs
- Action throughcare plan
- Find suitable and stable accommodation
- Access to benefits
- Prisoner can demonstrate skills and is job ready
- Prisoner receives appropriate treatment and support – substance
- Prisoner stays engaged
- Describe arrangements to connect prisoner with pro-social
- Address education needs and increase attainment
- Prisoner is able to communicate well and solve social
- Increase chances of finding employment
- Increase chances of forming positive relationships
- Less likely to reoffend

**Needs stable housing**

- Facilitate housing contact
- Establish housing need and entitlement
- Learn key employment skills
- Level of motivation is sustained
- Understand what social support is
- Understand education needs
- Prisoner learns what is how to improve communication and problem-solving skills
- Prisoner is able to communicate well and solve social

**Needs welfare benefits**

- Facilitate benefits contact
- Establish benefit need and entitlement
- Access to benefits
- Prisoner can demonstrate skills and is job ready
- Prisoner receives appropriate treatment and support – substance
- Prisoner stays engaged
- Describe arrangements to connect prisoner with pro-social
- Address education needs and increase attainment
- Prisoner is able to communicate well and solve social

**No employment**

- Build employability skills
- Learn key employment skills
- Prisoner meets regularly with personal officer
- Understand the nature and level of addition
- Level of motivation is sustained
- Understand what social support is
- Understand education needs
- Prisoner learns what is how to improve communication and problem-solving skills
- Prisoner is able to communicate well and solve social

**Motivated**

- Prisoner meets regularly with personal officer
- Understand the nature and level of addition
- Level of motivation is sustained
- Understand what social support is
- Understand education needs
- Prisoner learns what is how to improve communication and problem-solving skills
- Prisoner is able to communicate well and solve social

**No contact with family**

- Refer to chaplain
- Understand what social support is
- Understand education needs
- Prisoner learns what is how to improve communication and problem-solving skills
- Prisoner is able to communicate well and solve social

**Lack of education**

- Refer to education
- Understand education needs
- Prisoner learns what is how to improve communication and problem-solving skills
- Prisoner is able to communicate well and solve social

**Addictions**

- Link with addictions programme
- Understand the nature and level of addition
- Level of motivation is sustained
- Understand what social support is
- Understand education needs
- Prisoner learns what is how to improve communication and problem-solving skills
- Prisoner is able to communicate well and solve social

**Poor communication and problem solving skills**

- Refer to STIP
- Understand education needs
- Prisoner learns what is how to improve communication and problem-solving skills
- Prisoner is able to communicate well and solve social

**Short term prisoner**

- Throughcare support
- Needs stable housing
- Needs welfare benefits
- No employment
- Addictions
- Motivated
- No contact with family
- Lack of education
- Poor communication and problem solving skills

**Personal officer**

- Refer to addictions programme
- Build employability skills
- Learn key employment skills
- Level of motivation is sustained
- Understand what social support is
- Understand education needs
- Prisoner learns what is how to improve communication and problem-solving skills
- Prisoner is able to communicate well and solve social

**First Line Manager**

- Refer to chaplain
- Understand what social support is
- Understand education needs
- Prisoner learns what is how to improve communication and problem-solving skills
- Prisoner is able to communicate well and solve social

**SHORT TERM OUTCOMES**

- Prisoner can demonstrate skills and is job ready
- Prisoner receives appropriate treatment and support – substance
- Prisoner stays engaged
- Describe arrangements to connect prisoner with pro-social
- Address education needs and increase attainment
- Prisoner is able to communicate well and solve social

**MEDIUM TERM OUTCOMES**

- Access to benefits
- Prisoner can demonstrate skills and is job ready
- Prisoner receives appropriate treatment and support – substance
- Prisoner stays engaged
- Describe arrangements to connect prisoner with pro-social
- Address education needs and increase attainment
- Prisoner is able to communicate well and solve social

**LONG TERM OUTCOMES**

- Increase chances of finding employment
- Increase chances of forming positive relationships
- Less likely to reoffend