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## PRISON SERVICE PAY REVIEW BODY

# PRIVATELY MANAGED CUSTODIAL SERVICES

September 2006

Regulated by the Law Society.

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## EXECUTIVE SUMMARY

1. This report updates our 2005 report on privately managed Prisons and Immigration Centres comparing the pay and benefits of staff in typical operational roles with those in the Prison Service. It looks at any factors affecting our comparisons; and it assesses the effectiveness of the private sector employment packages in attracting and retaining the staff they need in their local markets.
2. This year we have included a section showing 5-year trends in reward comparisons. Much of the detail in the body of the report will otherwise be familiar to those who have read our earlier reports. But we have covered all the ground in the interests of new readers and to make the report self-standing.
3. All the companies have helped us with the study, although United Kingdom Detention Services (UKDS) continued to have concerns about commercial confidentiality and did not supply some details.

### **Changes in Prisons and Immigration Centres**

4. No new prisons or centres opened. The GEO Group recently took over the management of Campsfield House immigration removals centre from GSL.

### **General developments affecting our comparisons**

5. The NOMS paper recently published by the Home Secretary on *'Improving prison and probation services – public value partnerships'* says, in relation to prisons, that there will be competitions for providing all new prisons for offenders. There will be 8000 new prisoner places - about half in new prisons and half in existing prisons. NOMS is expected to publish more detailed commissioning plans later in the year.
6. The paper also says that, as is already potentially the case, prisons that fail a performance test or fail to deliver agreed performance standards will be the subject of competitions to commission alternative providers.
7. NOMS will be introducing new performance objectives, means of measurement, reporting and monitoring mechanisms, which may include revised incentives and sanctions, for prisons from 1 April 2007. These changes could have some impact on our role comparisons at senior levels in the future.
8. These comparisons will also be affected by the legislation, planned but still not yet introduced, to extend the powers of Directors of privately managed prisons to include some of the powers currently held by the Prison Service Controllers.

## EXECUTIVE SUMMARY (Cont/d)

**Pay Comparisons – Operational Support Grade (OSG), Officer and Senior Officer Levels**

9. The Prison Service is designing and piloting a new Job Evaluation scheme able to cover all jobs. If it is completed and implemented, we may well need to re-appraise some of our job comparisons in the future.
10. The following table shows how far Prison Service pay leads that of comparable Private Sector jobs for roles up to Senior Officer level. Differentials have narrowed further at levels up to Senior Officer/Supervisor level.

*Table ES1 - % Lead of Prison Service over Private Sector Pay (Normalised to a 39-hour week)  
(2005 figures in brackets)*

	<b>Operational Support Grade</b>	<b>Prison Officer</b>	<b>Senior Officer Over Supervisor</b>	<b>Senior Officer Over Junior Manager</b>
Private Sector Roles - Higher, Lower or Equivalent	Equivalent	Prison Custody Officer - Equivalent (some higher) Detention Custody Officer - Lower	Equivalent	Higher
Starting Pay	3 (7)	9 (11)	47 (51)	18 (17)
Average Basic Pay	8 (11)	39 (41)	44 (48)	13 (13)

11. We continue to believe that the differences are mainly because :
- Pay costs are the largest element in the costs of managing a prison or immigration centre. In order to compete successfully to win or retain contracts while remaining profitable, the companies are therefore under sharp pressures to keep pay costs down, while still attracting, retaining and motivating staff.
- This is not to say that the Prison Service is not under any such pressures but there is a wider range of factors that influence pay settlements: for example relativities with other parts of the public sector.
- Prison Officers have greater opportunity for pay progression – over their first 10 years they normally receive pay increments worth more than £8,000. Prison Custody Officers at established privately managed prisons will on average be able to progress by up to around 4,000 over 4 or 5 years.
  - Prison Officers have much longer average length of service than their private sector counterparts and many of them at or near the top of their long scale.

## EXECUTIVE SUMMARY (Cont/d)

**Pay Comparisons – Principal Officers, Managers and Governor Levels**

## 11. (Continued)

- The private companies all have freedom to gear their pay specifically to the local market in which each prison or centre has to operate. While the Prison Service does operate a (widening) local pay policy, it is still largely in London and the South East. Pay is otherwise national.

## 12. The following table shows how far Private Sector pay leads that of comparable jobs in the Prison Service for the more senior roles.

*Table ES2 - % Lead of Private Sector Pay over Prison Service  
(2005 figures in brackets)*

	<b>Middle Manager Over Principal Officer*</b>	<b>Head of Function Over Manager E **</b>	<b>Director &amp; Centre Manager Over Governing Governor ***</b>
Private Sector Roles - Higher, Lower or Equivalent	Slightly Higher	Slightly Higher	Slightly Higher
Average Basic Pay	4 (4)	8 (3)	36(33)

\* A small number of former Principal officers are now graded Manager G in prison Works departments. These are not included, as direct comparisons with the private sector are difficult.

\*\* Based on average salaries of Managers E in operational roles.

\*\*\* Based on average salaries of Senior Managers in Governing Governor roles in broadly comparable prisons.

## 13. The main points are :

- Private sector pay for middle managers remains only slightly higher than that of Principal Officers. The jobs are also slightly larger in the privately managed prisons.
- At Head of Function level the private sector roles are also slightly higher. The pay lead has increased slightly to 8%.
- At Governor/Director level, the private sector lead has slightly increased to 36%.

## EXECUTIVE SUMMARY

**Benefits**

14. Table ES3 shows how the Prison Service's superior pension and holiday benefits increase the overall lead over private sector salaries at Senior Officer level and below.

*Table ES3 - % Lead of Prison Service over Private Sector Pay With and Without Valuation of Benefits (2005 values in brackets)*

	<b>Operational Support Grade</b>	<b>Prison Officer</b>	<b>Senior Officer Over Supervisor</b>	<b>Senior Officer Over Junior Manager</b>
Average Basic Pay	8 (11)	39 (41)	44 (48)	13 (13)
Average Basic Pay Plus Benefits	23 (27)	61 (65)	68 (74)	30 (25)

15. Table ES4 shows how the lead of the private sector over the Prison Service at middle and senior management levels is affected by private sector cars and medical insurance and by Prison Service pension and holiday benefits. However, these figures may in practice somewhat understate the advantage of Prison Service pensions.
16. The overall package of middle managers continues to decline relative to that of POs. There is little difference at Head of Function levels. Directors' overall package is now 26% higher than in the Prison Service.

*Table ES4 - % Lead of Private Sector Pay over Prison Service With and Without Valuation of Benefits (2005 figures in brackets)*

	<b>Middle Manager Over Principal Officer*</b>	<b>Head of Function Over Manager E**</b>	<b>Director &amp; Centre Manager Over Governing Governor ***</b>
Average Basic Pay	4 (4)	8 (3)	36 (33)
Average Basic Pay plus Benefits	Minus 9 (Minus 5)	1 (Minus1)	26 (28)

- \* There are also a small number of former Principal officers now graded Manager G in prison Works departments but these have been excluded as it is difficult to make direct comparisons in the private sector.
- \*\* Based on average salaries of Managers E in operational roles.
- \*\*\* Based on average salaries of Senior Managers in Governing Governor roles in broadly comparable prisons.

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## EXECUTIVE SUMMARY

### Five Year Trends in Reward Comparisons

17. Comparing the lead or lag of Prison Service pay and benefits over the private sector in the five years since 2002 (see graphs on pages 32 and 35), there has been :
- A steady decline in the lead at OSG level, where private sector pay has been increased to improve competitiveness.
  - A slight decline in the lead on average pay at Officer level, but the public sector lead is still very substantial.
  - A decline in the lead of Officers in starting pay, partly due to increase in private sector and partly to the lowering of starting pay in the Prison Service from 1 April 2003.
  - A slight decline in the (still very large) lead of SOs over private sector supervisors and a larger reduction in their lead over junior managers.
  - An improvement in the pay and benefits position of Principal Officers relative to middle managers in the private sector but a decline in the last year in the position of Managers E relative to private sector heads of function.
  - An increase in the pay lead of private sector directors over Governors but a decline in the value of their overall package – mainly due to the impact of changes in employers' pension contributions in the two sectors.

### Job Security

18. There have been no developments to change our views that :
- Private sector prison jobs are only slightly less secure than those in the Prison Service for most staff
  - Companies' contracts from the Immigration Service to run Immigration Centres are often more temporary in nature, so there is inherently less job security.

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## EXECUTIVE SUMMARY

### **Recruitment and Retention**

19. Most prisons and centres do not have major problems in recruiting the staff they need with the reward packages that they offer. But a few, in both north and south, have had some problems.
20. The overall average resignation rate of 24% PCOs/DCOs is lower than last year (27%) but remains high. It has remained much the same in the last 4 years. Companies tell us that they would generally find resignations rates of between 10 and 20% acceptable. This is high compared to the Prison Service (3%) but that is very low. For comparison the CIPD found that voluntary wastage in the private services sector averaged 15% in 2005, with 8% in the public sector.
21. Total external wastage was 28% in the private services sector compared with 5.5% in the Prison Service. The comparable CIPD survey figures are 23% for the private services sector and 13% for public sector.
22. While most (but not all) of the best retention rates are to be found among establishments in the North, the difference between the average resignation rate in the South of England (27%) and that in the rest of England and Wales (22%) is not that large.
23. Key reasons for resignations are :
  - The availability of more highly paid alternatives in the Prison, Police, and Probation Services, especially the longer scales and higher pension and holiday benefits.
  - Dislike of shift patterns.
  - The reality of the job.
  - The level of experience of managers and staff, and hence the availability of support for new staff, as evidenced in the higher average resignation rates among newer establishments.



## 1. INTRODUCTION

### 1.1 **Scope of the Report**

1.1.1 The terms of reference of the Prison Service Pay Review Body (PSPRB) include asking them to :

"Take account of the competitiveness of the Prison Service in England and Wales with the private sector, and any differences in terms and conditions of employment between the public and private sectors taking account of the broad employment package including relative job security."

1.1.2 On behalf of the PSPRB, the Secretariat in the Office of Manpower Economics accordingly asked us to update our September 2005 report for the Review Body on comparisons between the Prison Service and the privately managed prisons and immigration centres. Specifically, they asked us to :

- Establish the current pay and employment package and assess job security, within the eleven privately managed prisons and the six main immigration removal centres.
- Compare the packages in the privately managed prisons and immigration removal centres with those in the public sector and highlight any relative changes in the value of the packages since last year.
- Analyse the position on staff turnover in the private sector prisons and immigration removal centres.
- Consider whether there have been any significant changes in the recruitment and retention picture, and the pay structure, since the last review.

1.1.3 We were not this year asked to compare rates of sickness absence.

1.1.4 In line with the PSPRB's remit our report covers only roles that can be compared with Governors, Operational Managers, Officer grades and Operational Support Grades.

### 1.2 **Approach**

#### *Prison Service and Prison Service Employee Representatives*

1.2.1. For the Prison Service, we received briefing and updated information from Paul Wallace, Head of Pay Strategy, and Steve Carter, Pay and Employee Relations Group, Prison Service. We also spoke to Richard Earl about the progress of the job evaluation project.

## 1. INTRODUCTION

### 1.2 Approach

#### *Prison Service and Prison Service Employee Representatives (Cont/d)*

1.2.2 We held meetings with the Prison Governors Association, Prison Officers' Association and the Chairman of the Prison Service Trade Union Side, to tell them of our approach and to hear their views. We noted that while the PSTUS have a relatively small proportion of members in the grades covered by the PSPRB, the outcome of their equal pay claims last year means that they now view the PSPRB's recommendations as having greater significance for their members in other grades.

1.2.3 Where the parties had particular points they wished to make to us, we have noted these in the relevant part of the rest of our report.

#### *Private Companies*

1.2.4 This year there are five companies managing prisons or immigration removals centres, rather than four. The new company is The GEO Group UK Limited, the UK subsidiary of the US company The GEO Group Inc. The company took over from GSL the management of the immigration removals centre at Campsfield House, near Oxford on 23 May 2006, when it won the re-tendered contract. Earlier known as the Wackenhut Corrections Corporation, the GEO Group Inc. manages correction and detention facilities in the US, Australia, and South Africa. The Managing Director of the UK company was until the beginning of 2004 Director of Prisons for GSL and formerly Director of HMP Altcourse.

1.2.5 We are grateful to all five of the companies for assisting us with the study this year. We know that some of the information we need for the study is sensitive and have re-iterated that all information about individual companies or establishments is confidential to us. However, UKDS, who declined to participate in 2004 and did so only after much discussion last year, remain very uncomfortable about providing information that could be of assistance to competitors, particularly the Prison Service, in the new era of 'contestability'. We have noted in the relevant part of the text where they therefore did not give us fully detailed information. But nothing substantially affects our overall conclusions.

1.2.6 We are grateful to UKDS for facilitating our visits to Bronzefield and Peterborough to discuss organisation, jobs and recruitment and retention issues, and by the Review Body to Bronzefield.

1.2.7 We contacted each of the private companies to discuss our approach to the study, any significant developments in the company or establishments concerned, and the information needed.

## 1. INTRODUCTION

### 1.2 Approach

#### *Private Companies (Cont/d)*

1.2.8 We followed up with a questionnaire for each prison or centre covering :

- Changes in role, organisation or jobs.
- Current pay and benefits .
- Statistical information on staffing over the 12 months ended 31 March 2006 and comments on recruitment and retention experience.

It should be noted that the effective date for the statistical information was 30 June in earlier years but was changed this year to 31 March at the request of the parties.

1.2.9 We then discussed the questionnaire returns with the companies, at HQ or prison/centre level as appropriate.

1.2.10 In addition we :

- Visited the new prisons at Bronzefield and Peterborough managed by UKDS.
- Held a discussion with the General Secretary of the Prison Service Union.

#### *National Offender Management Service (NOMS)*

1.2.11 We spoke to the following NOMS staff about developments in NOMS affecting the prisons :

- Patsy Northern, Contracts and Competitions Unit.
- Rebecca Hall and Stephen Harbron, Performance and Standards.

#### *Market Research*

1.2.12 In order to update our understanding of the local employment markets within which each prison or centre has to recruit and retain staff, we carried out desk-based research on statistical labour market information.

1.2.13. We are most grateful to all those who have given us their time and information.

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## 1. INTRODUCTION (Cont/d)

### 1.3 External Research

1.3.1 We also spoke to Dr<sup>1</sup> Alison Liebling of the University of Cambridge Institute of Criminology about her current research in public and private sector prisons.

1.3.2 In 2001 she published, with David Price, a book about the role of the Prison Officer. This followed extensive research in prisons managed by the Prison Service. We found this very helpful reading in carrying out our original job comparisons in 2002. We thought it would therefore be helpful for the Review Body to be aware that Dr Liebling is now engaged (among other things) in several pieces of research that are likely to have some relevance to our comparisons. They will also be of general interest to the Review Body and the parties - although it will be some time before the results of some of the studies are available. The particular studies we draw attention to are:

- An update of *The Prison Officer*, which will include a new chapter comparing the roles in the privately managed prisons. We understand the revised edition is likely to be published before Christmas.
- A major study of values, practices and outcomes in the private and public sector prisons. This formally starts in March 2007, though preparations are under way now. It will take some 30 months.
- A comparative study, by a PhD student whom Dr Liebling is supervising, of staff and prisoner attitudes in four public and four private sector prisons.

### 1.4 Confidentiality

1.4.1 This report will be available to the members of the Review Body, to Prison Service management and staff representatives and to the companies who participated in the survey. We have assured the companies that in using and reporting on the information they gave us, we would be able to safeguard their legitimate commercial interests.

1.4.2 In line with our assurances, and indeed our normal practice in dealing with confidential information, this report therefore contains no information about named individual companies or employees. Nor can we divulge any information that has been given to us in confidence either to a client or to any other party.

### 1.5 Glossary of Abbreviations

1.5.1 A glossary of abbreviations is given at the end of this section for convenience.

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<sup>1</sup> Appointed Professor from 1.10.06

1. INTRODUCTION (Cont/d)

1.6 **Enquiries**

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## 1. INTRODUCTION (Cont/d)

## GLOSSARY OF ABBREVIATIONS

C & R	Control and Restraint
CIPD	Chartered Institute of Personnel and Development
DCO	Detention Custody Officer (Immigration Centres)
GSL	Global Solutions Limited
HMP	Her Majesty's Prison
IC	Immigration Centre
NOMS	National Offender Management Service
NVQ	National Vocational Qualification
OSG	Operational Support Grade
PCO	Prison Custody Officer (Privately Managed Prisons)
PEI	Physical Education Instructor
PGA	Prison Governors Association
PO	Principal Officer
POA	Prison Officers' Association
PSPRB	Prison Service Pay Review Body
PSTUS	Prison Service Trade Union Side
RHA	Required Hours Addition
ROM	Regional Offender Manager
SASH	Suicide and Self Harm
SO	Senior Officer
TOIL	Time Off In Lieu
UKDS	United Kingdom Detention Services
YOI	Young Offenders' Institution

## 2. PRIVATELY MANAGED PRISONS AND IMMIGRATION CENTRES

### 2.1 Prisons

2.1.1 There are currently eleven prisons and young offenders' institutions managed by four different private companies :

- Global Solutions (GSL) (3 prisons)
- Group 4 Securicor (1 prison)
- Serco Home Affairs Division (4 prisons)
- United Kingdom Detention Services (3 prisons)

2.1.2 Table 1 shows the details of the prisons managed. All except Bronzefield and Peterborough are male only prisons. HMP Bronzefield has women prisoners. Peterborough houses both male and female prisoners. There have been some small changes to occupational capacity.

*Table 1 - Privately Managed Prisons At September 2006*

Prison	Location	Managing Company	Prison Type	Occupational Capacity	Date First Prisoner Received
Altcourse	Fazackerley, Merseyside	GSL	Category B Local Male	1024	Dec 1997
Ashfield	Pucklechurch, Nr Bristol	Serco	Closed Male Juvenile Institution	380	Nov 1999
Bronzefield	Ashford, Middlesex	UKDS	Local Female	450	June 2004
Doncaster	South Yorkshire	Serco	Category B Local and YOI Male	1120	June 1994
Dovegate	Marchington, Nr Uttoxeter, Staffordshire	Serco	Category B Training* Male	860*	July 2001
Forest Bank	Salford, Greater Manchester	UKDS	Category B Local Male	1064	Jan 2000
Lowdham Grange	Nottinghamshire	Serco	Category B Training Male	524	Feb 1998
Parc	Bridgend, South Wales	Group 4 Securicor	Category B Local, YOI and Juvenile Male	1036	Nov 1997
Peterborough	Cambridgeshire	UKDS	Category B Local Male and Female	840	March 2005
Rye Hill	Onley, Near Rugby	GSL	Category B Training Male	600	Jan 2001
Wolds	Brough, near Hull	GSL	Category C Training Male	350	April 1992

\* Includes 200 bed therapeutic community

## 2. PRIVATELY MANAGED PRISONS AND IMMIGRATION CENTRES (Cont/d)

### 2.2 Immigration Centres

There are six main Immigration Centres managed under contracts from the Immigration Service as shown in Table 2. As noted earlier, The GEO Group recently took over the management of Campsfield House from GSL. The family unit at Oakington closed in October 2005. The centre as a whole was due for closure in September 2006, though this date has now been put back to December. We understand it is possible a further deferral could take place.

*Table 2 – Privately Managed Immigration Centres At September 2006*

Centre	Location	Managing Company	Centre Type*	Detainee Numbers	Date Opened
Campsfield House	Kidlington, Nr Oxford	GEO	Removals - Male only	198	November 1993
Colnbrook	Nr Heathrow	Serco	Removals - Male only	326	August 2004
Harmondsworth	Nr Heathrow	UKDS	Removals - Male, Female and Families	500	September 2001
Oakington	Nr Cambridge	GSL	Reception and Removals – Male and Female	400	March 2000
Tinsley House	Nr Gatwick	GSL	Removals - Male, Female and Families	153	1996
Yarls Wood	Bedfordshire	GSL	Removals - Male, Female and Families	405	November 2001



### 3. GENERAL DEVELOPMENTS AFFECTING OUR COMPARISONS

3.1 We have continued to make a point of keeping abreast of developments that could have an impact on roles and role comparisons or other aspects of our work. This means understanding developments in NOMS, particularly ‘contestability’ and performance management, all of which have a bearing on organisation and roles in both public and private sectors. The following paragraphs cover the main developments since our last report.

#### **Commissioning and Contestability**

3.2 The Prison Service were successful in their bid to continue to manage the cluster of 3 prisons on the Isle of Sheppey. They were given a 3 year Service Level Agreement. The then Home Secretary announced his decision in December 2005 but said that the Government remained committed to the principle of ‘contestability’ and further information would follow early in the New Year.

3.3 In practice, it was not until recently (August 2006) that the current Home Secretary published some further information in the NOMS paper *‘Improving prison and probation services – public value partnerships’*. In relation to prisons, the main points are that :

- There will be 8000 new prisoner places. Of these around half will be in a number of new prisons. The remainder will be provided by expanding existing prisons
- There will be competitions to provide all new prisons
- Prisons that fail a performance test or fail to deliver agreed performance standards will be the subject of competitions to commission alternative providers (essentially the current situation)
- The Prison Service is examining the scope for sub-contracting more of its non-core services
- NOMS will publish more detailed commissioning plans later in the autumn.

#### **Performance Measures**

3.4 NOMS are working up detailed plans for new performance objectives, means of measurement, reporting and monitoring mechanisms in both public and private sectors. The aim will be to shift the focus more to outcomes than inputs. They may include new contractual incentives and sanctions. The new measures, which will require changes in existing contracts and SLAs, will be introduced for 1 April 2007, though they will be subject to further development thereafter. These changes could have an impact on our role comparisons at senior levels.

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3. GENERAL DEVELOPMENTS AFFECTING OUR COMPARISONS (Cont/d)

**Powers of Directors**

- 3.5 Legislation to extend the powers of Directors of privately managed prisons to include at least some of the powers currently held by the Prison Service Controllers has not yet been introduced. We understand this is still planned when parliamentary time permits. It is likely to include powers to decide on adjudications, and to authorise the use of segregation, Control and Restraint and closed visits.

**Possible Changes In Pay Structures In The Prison Service**

- 3.6 Discussions between the Prison Service management and the POA about the draft Heads of Agreement on pay modernisation, professionalism and establishment improvement mechanisms unfortunately foundered in October last year.
- 3.7 The Prison Service is designing and piloting, with the help of external consultants, a new Job Evaluation scheme able to cover all jobs. The project is going ahead in consultation with employee representatives, including the PGA and PSTUS, but the POA, who are considering their position, are not actively taking part in the project at present. If a new job evaluation scheme is completed and implemented, it may well affect any future role comparisons.

**Right To Take Industrial Action**

- 3.8 Section 127 of the Criminal Justice and Public Order Act of 1994 made it unlawful for Prison Officers to take industrial action. The Act also applied to Prison Custody Officers in the private companies. Following a subsequent period of sustained improvements in the industrial relations climate, the Prison Officers' Association agreed with the Prison Service a legally binding "voluntary agreement" not to induce or take industrial action.
- 3.9 In return the then Home Secretary in 2001 compensated Prison Officers and Prison Governors by establishing the Prison Service Pay Review Body. In May 2005 Section 127 was disapplied from Prison Officers in England, Wales and Scotland by way of the Regulatory Reform Act 2001. The rationale for this was that the legally binding agreement negated the need for a statutory restriction. Ministers promised in Parliament that they would re-legislate if the POA withdrew from the agreement. Any such withdrawal requires 12 months notice. At the time of writing discussions are taking place between the Prison Service and the POA about aspects of the agreement.
- 3.10 However, section 127 remains in force for Prison Custody Officers in private companies.

#### 4. PRISON AND IMMIGRATION CENTRE PAY COMPARISONS

##### 4.1 **Prison and Immigration Centre Pay and Benefits Policy**

4.1.1 For the purposes of comparing pay and benefits we have as in previous years taken private sector prisons and immigration centres together. Although we concluded that there are some differences in the relative size of roles as between the privately managed prisons and immigration centres, in general the companies say that they do not see such differences as large enough to warrant different treatment for pay purposes. We have, however, commented on any areas of our analysis where it may be helpful to look only at the prisons.

##### 4.2 **Local Pay Determination and Collective Bargaining**

4.2.1 All the companies determine pay and some aspects of conditions separately for each contract. Most staff, especially up to Supervisor level, are recruited locally. Companies therefore need to take particular account of local market conditions in negotiating pay rates.

4.2.2 Different companies recognise different Trade Unions for collective bargaining, normally up to Supervisor level and sometimes also for Managers. The Trade Unions concerned are the Prison Service Union, Prison Officers' Association, the General, Municipal and Boilermakers Union, and the Securicor Staff Association.

##### 4.3 **Use and Derivation of Averages**

4.3.1 To preserve confidentiality we have given average information about both pay and benefits. Prison Service figures are averages of actual individual salaries taken from the payroll. Private Sector figures are also the averages, so far as possible, of actual starting salaries and actual individual current salaries at each private sector establishment. Benefits information likewise represents the average of individual establishments' policies. In all cases figures are based on full time salaries and are normalised to 1 April 2006 to take into account different review dates.

##### 4.4 **Hours, Overtime and Shifts**

###### *Prison Service*

4.4.1 In the Prison Service uniformed staff are contracted to work an average 39 hour week on shifts covering 24 hours and 7 days. Basic pay takes into account shift working. Governors have discretion to invite staff to volunteer to contract to work regular extended hours up to a maximum of nine a week. The Prison Service pays for such hours at a flat rate. In the year ended 31 March 2006 Prison Officers received an average<sup>2</sup> of £620 for such additional hours. Senior Officers received an average of £689 and Principal Officers £368.

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<sup>2</sup> This is averaged over all Officers, not just those who actually did some additional hours; similarly with SOs and POs.

#### 4. PRISON AND IMMIGRATION CENTRE PAY COMPARISONS

##### 4.4 Hours and Shift Working

###### *Prison Service (Cont/d)*

- 4.4.2 Beyond these arrangements the Prison Service reimburses overtime hours for Officer grades solely through Time Off In Lieu (TOIL). There is provision for OSGs to be paid for overtime hours at time and a fifth. Average overtime earnings per OSG were some £506<sup>3</sup> in the year ended 31 March 2006.

###### *Private Sector*

- 4.4.3 Average contracted weekly working hours for staff equivalent to OSGs and Prison Officer Grades vary between 39 and 44 at the privately managed prisons with most between 39 and 42. In some cases staff have the opportunity to contract to work for a longer working week e.g. 44 instead of 39 or 40 (all paid at plain time). Most do so. One prison operates an annual hours scheme based on 2132 annual hours (including holidays) - equivalent to an average 41-hour week.
- 4.4.4 In the immigration centres, weekly hours are in several instances longer – up to as many as 48 rostered hours a week. This is because the nature of the work means staff are needed to provide a greater degree of cover into the late evening, particularly as movements into and out of the centres often take place in the evening or early part of the night.
- 4.4.5 As in the Prison Service, basic pay takes into account shift working, though in some it can be a separately identified element. Shift patterns vary considerably. Most staff at these levels have to work a mix of shifts including night duties, though at some prisons and centres there are separate night shift teams.
- 4.4.6 For overtime beyond this, companies have a variety of arrangements according to local policy and the extent of overtime required. In one or two prisons and centres they only give TOIL but in most cases overtime is paid where it is needed. Where it is paid companies are roughly equally divided between payment at plain time rates or at time and a half. They nearly all pay the same rate whenever the overtime is worked. Eligibility for overtime rarely extends beyond the equivalent of SO level.
- 4.4.7 Opportunities for overtime vary considerably and will always make useful comparisons difficult. But in some prisons and centres staff can substantially boost their earnings by additional regular hours and/or overtime.

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<sup>3</sup> Averaged over all OSGs, not just those who received any overtime payments. The average among those who received payments was £816, compared with £750 last year.

#### 4. PRISON AND IMMIGRATION CENTRE PAY COMPARISONS

##### 4.5 Pay Comparisons with Senior Officers, Officers & Operational Support Grades

4.5.1 Taking into account the above comments on differences in hours, Table 3 compares starting and average basic annual pay for these roles normalised to a 39-hour week for ease of comparison with the Prison Service. Hourly rates are also shown for reference. In this table, no account is taken of Prison Service locality payments. We have also discounted any local pay elements in the three privately managed prisons and centres based near Heathrow.

*Table 3 – Comparison of Average<sup>4</sup> Annual and Hourly Basic Pay (£) For Operational Support Grades, Prison Officers, Senior Officers and Private Sector Equivalents (Annual figures normalised to a 39-hour week)*

		OSG/Support Officer	Prison Officer/PCO and DCO	Senior Officer/Supervisor	Senior Officer/Junior Manager
Private Sector Roles - Higher, Lower or Equivalent		Equivalent	PCO Equivalent (some higher) DCO Lower	Equivalent	Higher
<b>Starting Basic Pay in Prison Service</b>		<b>14,406</b>	<b>17,744</b>	<b>28,654</b>	
Average Starting Basic Pay in Private Sector normalised to 39 hour week		13,985	16,232 <sup>5</sup>	19,452	24,233
<b>Average Basic Pay in Prison Service (and 1.4.06 pay range)</b>		<b>15,698 (14,406 - 16,947)</b>	<b>23,926 (17,744 - 26,858)<sup>6</sup></b>	<b>28,654 (spot salary)</b>	
Average Basic Pay in Private Sector normalised to 39 hour week		14,525	17,238	19,936	25,388
<b>Hourly Starting Pay</b>	<b>Prison Service</b>	<b>7.10</b>	<b>8.75</b>	<b>14.13</b>	<b>14.13</b>
	Private Sector	6.90	8.00	9.59	11.95
<b>Hourly Average Pay</b>	<b>Prison Service</b>	<b>7.74</b>	<b>11.80</b>	<b>14.13</b>	<b>14.13</b>
	Private Sector	7.16	8.50	9.83	12.52

<sup>4</sup> See Section 4.3 for explanation of the derivation of averages.

<sup>5</sup> A few prisons and centres pay staff on a lower rate while under initial training. Figures given are for staff after training.

<sup>6</sup> Normal pay scale ends at £25,915. Staff can then receive long service awards taking them to £26,343 and £26,858 after a further 4 and 6 years respectively.

#### 4. PRISON AND IMMIGRATION CENTRE PAY COMPARISONS

##### 4.5 Pay Comparisons With Senior Officers, Officers & Operational Support Grades (Cont/d)

4.5.2 If immigration centres are excluded, average starting pay for PCOs in the 11 privately managed prisons falls slightly to £16,005, while average current pay for PCOs rises slightly to £17,435. This is because all the immigration centres are in the South East but pay progression tends to be more limited than in the prisons. Excluding immigration centres makes little difference at OSG level as only some of the immigration centres employ staff in equivalent roles.

4.5.3 Table 4 below summarises the percentage by which the Prison Service leads the private sector counterpart based on the rates in Table 3.

*Table 4 - % Lead of Prison Service over Private Sector Pay (Normalised to a 39-hour week)  
(2005 figures in brackets)*

	Operational Support Grade	Prison Officer	Senior Officer Over Supervisor	Senior Officer Over Junior Manager
Starting Pay	3 (7)	9 (11)	47 (51)	18 (17)
Average Basic Pay	8 (11)	39 (41)	44 (48)	13 (13)

4.5.4 These figures show that differentials have narrowed further at OSG, Prison Officer and Senior Officer/Supervisor level.

4.5.5 Table 5 compares pay rates for PCOs and DCOs in establishments in the South of England with those elsewhere, when local allowances are included.

*Table 5 – Comparison of Annual and Hourly Pay Rates for PCOs and DCOs in the Private Sector in and outside the South of England (£) – normalised to a 39 hour week, including local allowances*

	Annual		Hourly	
	Average Starting Pay	Average Basic Pay	Average Starting Pay	Average Basic Pay
All Establishments	16,770	17,775	8.27	8.76
South of England only	17,809	18,215	8.78	8.98
Outside South of England	15,765	17,384	7.81	8.57

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#### 4. PRISON AND IMMIGRATION CENTRE PAY COMPARISONS

##### 4.5 **Pay Comparisons With Senior Officers, Officers & Operational Support Grades** (Cont/d)

4.5.6 As last year, the table shows that :

- The average starting pay of PCOs/DCOs in the South of England is over £2000 higher than elsewhere.
- But average current basic pay for such staff is less than £1,000 higher than elsewhere.

4.5.7 As we have noted before, the differences are explained by the following principal factors :

- Pay costs are the largest element in the costs of managing a prison or immigration centre. In order to compete successfully to win or retain contracts while remaining profitable, the companies are therefore under sharp pressures to keep pay costs down, while still attracting, retaining and motivating staff.
- This is not to say that the Prison Service is not under any such pressures but there is a wider range of factors that influence pay settlements: for example relativities with other parts of the public sector.
- The private companies all have freedom to gear their pay specifically to the local market in which each prison or centre has to operate. The Prison Service operates a system of locality payments that are currently paid to those working at establishments in London, the South East and now as far as Bristol and Birmingham (though at these locations it is only £250). Pay is otherwise the same at all prisons.

4.5.8 The differences in average actual pay are also because Prison Officers have much greater opportunity for pay progression:

- Normal progression will take a Prison Officer coming in on the minimum to £21,045 after 3 years. If based on the same 39-hour week on average a PCO or DCO might expect to earn a basic salary of around £17,500 after 3 years.
- After 10 years a Prison Officer will reach the normal maximum, earning over £8,000 more than when he or she started (and with the possibility of two long service increments to earn nearly another £1,000 after a further 6 years).
- By contrast at the privately managed prisons that have been operating for five years or more (and therefore have the most developed pay scales) a PCO will on average be able to progress by up to around 4,000 after 4 or 5 years. This is usually based on length of service, as in the Prison Service.

#### 4. PRISON AND IMMIGRATION CENTRE PAY COMPARISONS

##### 4.5 **Pay Comparisons With Senior Officers, Officers & Operational Support Grades** (Cont/d)

4.5.9 Many Prison Officers have very long experience - nearly 40% are on the highest long service point and nearly half are on the normal scale maximum (normally reached after 9 years) or on one of the long service points. By contrast 52% of private sector staff at levels equivalent to OSG, Officer and Senior Officer levels have less than 2 years service and only 24% more than 5 years.

##### 4.6 **Bonuses**

4.6.1 No bonuses are paid in either the Prison Service or the private sector at these levels.

##### 4.7 **Allowances for Special Skills or Duties**

4.7.1 In the Prison Service, Officer grades receive annual specialist allowances for work involving Healthcare (£1,296 p.a. - paid to 1% of Officers, 2% of SOs), Dog handling (£1,526 p.a. paid to 2% of Officers and 1% of SOs.) and other specialist work (e.g. Catering, Instructing, Physical Education (all £1,200 - paid to 7.5% of Officers, 8% of SOs). In 2005/6 these allowances in total averaged no more than £132 per Officer and £134 per SO.

4.7.2 There are also various other allowances e.g. bedwatches, dealing with dirty protests, Operation Tornado (£15.13 per hour), court escorts etc. Of these only bedwatches result in significant average payments. In the year ended 31 March 2006 these averaged £583 per Prison Officer and £531 per Senior Officer.

4.7.3 Most of these allowances are not routinely paid in the private sector, the exception being for Operation Tornado duties and for dog handling. Otherwise the private sector position is :

- At some prisons allowances are paid for a small number of officers who have been specially trained to deliver specific accredited programmes such as the Sex Offenders Treatment Programme or to deal with a particular category of offender for which special additional training is required.
- At some prisons some PCOs receive allowances for chef and physical education instructor roles.
- In some cases bedwatches may attract overtime at flat or enhanced rate according to local policy if it takes staff beyond their rostered hours for the period.



4. PRISON AND IMMIGRATION CENTRE PAY COMPARISONS

4.8 Pay Comparisons with Principal Officers, Heads of Function & Governing Governors

4.8.1 Table 6 compares Prison Service and private sector pay for these roles.

*Table 6 – Comparison of Average<sup>7</sup> Annual Pay (£) of Principal Officers, Heads of Function and Governing Governors and Private Sector Equivalents*

		Principal Officer or Manager F / Middle Manager <sup>8</sup>	Manager E / Head of Function	Governing Governor/ Director & Centre Manager
Private Sector Roles - Higher, Lower or Equivalent		Slightly Higher	Slightly Higher	Slightly Higher or Higher
<b>Average Basic Pay plus RHA<sup>9</sup> where relevant - in Prison Service and any Bonus</b>		<b>PO - 30,860 Mgr F – 36,997</b>	<b>Mgr E – 43,561</b>	<b>Average for Governing Governors of broadly comparable prisons<sup>10</sup>: 67, 168 Sen Mgr C Avge – 60,954 Sen Mgr B Avge – 68,143 Sen Mgr A Avge – 74,936</b>
Average Basic Pay in Private Sector plus any Bonus		31,943	47,061	91,096
<b>Average Weekly Contracted Hours</b>	<b>Prison Service</b>	<b>PO – 39 Mgr F - As required</b>	<b>As required</b>	<b>As required</b>
	Private Sector	As required	As required	As required
<b>Allowances</b>	<b>Prison Service</b>	<b>PO - Average £190 p.a.<sup>11</sup> Mgr F - RHA included above</b>	<b>RHA included above</b>	<b>None</b>
	Private Sector	None	None	None

4.8.2 Table 7 overleaf summarises the percentage by which the private sector leads their Prison Service counterpart based on the rates in Table 6.

<sup>7</sup> See Section 4. 3 for the derivation of averages

<sup>8</sup> There are also a small number of former Principal officers now graded Manager G in prison Works departments but these have been excluded as it is difficult to make direct comparisons in the private sector.

<sup>9</sup> RHA = Required Hours Addition of £5,225 paid as compensation for having to work any unpredictable and unsocial hours

<sup>10</sup> See explanation in paragraph 4.8.3

<sup>11</sup> Specialist allowances of £1,200 p.a. earned by 12% of staff, Healthcare allowance of £1,296 p.a. paid to 3% of staff and dog handling allowance of £1,526 p.a. paid to 1% of staff.

#### 4. PRISON AND IMMIGRATION CENTRE PAY COMPARISONS

##### 4.8 Pay Comparisons with Principal Officers, Heads of Function & Governing Governors (Cont/d)

*Table 7 - % Lead of Private Sector Pay over Prison Service*

	Middle Manager Over Principal Officer*	Head of Function Over Manager E**	Director & Centre Manager Over Governing Governor***
Private Sector Roles - Higher, Lower or Equivalent	Slightly Higher	Slightly Higher	Slightly Higher
<b>Average Basic Pay</b>	4 (4)	8 (3)	36(33)

\* There are also a small number of former Principal officers now graded Manager G in prison Works departments but these have been excluded as it is difficult to make direct comparisons in the private sector

\*\* Based on average salaries of Managers E in operational roles

\*\*\* Based on average salaries of Senior Managers in Governing Governor roles in broadly comparable prisons.

##### 4.8.3 The main points are :

- Private sector pay for middle managers remains only slightly higher than that of Principal Officers. But the jobs are slightly larger in the privately managed prisons. Indeed some are comparable to Manager F level, whereas average middle manager pay in the private sector would lag average Manager F pay by some 16%.
- At Head of Function level the private sector roles are also slightly higher. Their pay lead has grown slightly to 8%.
- At Governor/Director level, we have again compared average total pay for Directors (including any bonuses) with the average pay of Governing Governors of broadly comparable establishments. In the private sector we have excluded the Directors of the smaller immigration centres. In the Prison Service, we have taken the average pay of Governing Governors of prisons with a prisoner population greater than 350. The private sector lead has slightly increased to 36%.

4.8.4 The PGA again expressed their concern to us about what they see as the low pay of some Governing Governors. Most Directors in the private sector are ex-Prison service governors with substantial experience and would therefore have commanded higher salaries in the Prison Service. Even so the difference in pay between the lowest paid private sector Directors and the lowest paid Prison Service Governors, some of whom are paid less than £50,000, is very marked indeed. We note that a number of Governors in charge of quite substantial prisons are graded at Senior Manager D.

#### 4. PRISON AND IMMIGRATION CENTRE PAY COMPARISONS

##### 4.8 **Pay Comparisons with Principal Officers, Heads of Function & Governing Governors** (Cont/d)

4.8.5 In considering the figures, we also note the following points :

- Figures for Prison Service Managers E and F include the Required Hours Addition, currently £5,142.
- We have excluded London and South East locality allowances from the Prison Service figures. No such separately identifiable payments are made in the private sector at this level.

5. COMPARISON OF BENEFITS IN PRISONS AND IMMIGRATION CENTRES

5.1 In the following sections we describe the main areas of difference in benefits and where possible try to place some salary valuation on the differences. In valuing benefits, we would emphasise the difficulty of interpreting the data in a way that will command universal acceptance, partly because different individuals may in practice place very different values on the same benefit according to their circumstances and interests.

5.2 Pensions

5.2.1 Table 8 summarises pension benefits. Prison Service employer contribution rates have increased again and are now as follows :

- Up to £18,500 17.1%
- £18,501 - £38,000 19.5%
- £38,000 - £65,000 23.2%
- £65001 and over 25.5%

A further 2% contribution is made for all staff in uniform. The table takes into account the proportion of staff at different spine points in each grade where relevant.

*Table 8 – Comparison of Pension Benefits*

		Senior Officer, Prison Officer and OSG and Equivalent	POs, Middle and Senior Managers and Equivalent	Governors <sup>12</sup> and Directors
Prison Service	Scheme Type	Defined Benefit	Defined Benefit	Defined Benefit
	Employer Contribution %	21.5 SO 21.5 Officer 19.1 OSG	21.5 PO 19.5 Manager F 21.4 Manager E	24.1
	Employee Contribution %	1.5 for Classic scheme <sup>13</sup> 3 for Premium scheme		
Private Sector	Scheme Type	Defined Contribution <sup>14</sup>	3 x Defined Contribution 1 x Defined Benefit	2 x Defined Benefit 2 x Defined Contribution
	Average Employer Contribution %	5.9 Supervisor 6.2 PCO 5.9 Support	8.3 Function Head 8.2 Middle Manager	10.6
	Average Employee Contribution %	3.6	6.0	7

<sup>12</sup> Based on Governing Governors in comparable prisons as described at 4.8.3

<sup>13</sup> *Classic* - Final salary scheme – pension based on 1/80<sup>th</sup> of salary in best of last three years for each year of service, plus lump sum of 3/80ths. 50% spouses’ pension. Fully index – linked. Contribution rate 1.5% (pays for spouses’ pension).

*Premium* – new scheme with 3% employee contribution for 1/60<sup>th</sup> accrual rate, up to 2/3 final pension (lump sum available by commutation and improved partner benefits).

*Classic Plus* – if existing employees choose to preserve benefits in Classic scheme and join Premium.

<sup>14</sup> At some prisons and centres PCOs and OSGs joining before 1.1.01 may be members of a defined benefit scheme and Supervisor level staff continue to be so eligible.

## 5. COMPARISON OF BENEFITS IN PRISONS AND IMMIGRATION CENTRES

### 5.2 Pensions (Cont/d)

5.2.2 Using earlier advice obtained from the Government Actuary<sup>15</sup> for comparing the value of benefits in different schemes, we have again based the difference in the financial value of pension benefits wholly on the differences in the percentage of salary contributed by the *employer*. Applying this method of comparison to the employer contribution rates in Table 8 produces the following picture of the salary value of the Prison Service pension scheme over the average of the private sector pension schemes. 2005 figures are in brackets.

• Operational support Grade	+ 13.2%	(13.7)
• Prison Officer	+ 15.3%	(16.0)
• Senior Officer	+ 15.6%	(16.1)
• Principal Officer	+ 13.3%	(9.6)
• Manager F	+ 11.3%	(7.6)
• Manager E	+ 13.1%	(9.1)
• Governor	+ 13.5%	(8.8)

5.2.3 These show slight reduction up to SO level but substantial growth at PO upwards. This is partly due to increases in the Prison Service but more to changes in the private sector. However, these figures are likely in practice to understate the total benefit to Prison Service staff for several reasons:

- The contributions for Prison Service staff give them guaranteed benefits, whereas those for most private sector staff do not.
- Prison Service retirement age is 60 whereas it is 65 for many company staff.
- Prison Service ill health retirements are also funded from the pension scheme contributions to the Treasury. Although these are running at a lower level than in earlier years, numbers are still substantial compared with the private sector. The younger age structure of those working in the private sector is likely to be a factor.

5.2.4 As usual we emphasise that in recruitment and retention terms the difference is in practice dependent on the perception of individuals. Younger staff are often less interested in what the employer will contribute to their retirement than in what deductions are made from their immediate take home pay.

<sup>15</sup> Assume that the financial value of pension benefits to any employee can be equated to the total cost of the scheme per employee. This cost is represented by the total of the percentage contributions paid by employer and employee. Disregard differences in the employee's contribution, taken from his or her basic pay before tax, on the grounds that this is 'deferred pay' in the sense that he or she is simply choosing to invest this money and will still reap the benefit of that element of pay but after they retire. Therefore base the difference in the financial value of pension benefits wholly on the differences in the percentage of salary contributed by the *employer*.

## 5. COMPARISON OF BENEFITS IN PRISONS AND IMMIGRATION CENTRES (Cont/d)

### 5.3 Holidays

5.3.1 Table 9 shows that Prison Service staff receive an average of around 7 more days holiday than the average for their counterparts in the private sector. This differential is much the same as last year. The salary valuation is based on taking one day to be worth 1/260<sup>th</sup> (5 x 52) of salary.

*Table 9 – Comparison of Annual Holiday Entitlements*

*(Note – Prison Service figures include 3 days privilege holidays taken on defined days during the year.)*

		Senior Officer, Prison Officer and OSG and Equivalent	Principal Officer/Manager	Manager E / Function Head	Governor/ Director
<b>Initial</b>	<b>Prison Service</b>	<b>25</b>	<b>25</b>	<b>28</b>	<b>33</b>
	Private Sector	20	21.5	23	24
<b>Maximum</b>	<b>Prison Service</b>	<b>33</b>	<b>33</b>	<b>33</b>	<b>33</b>
	Private Sector	23	25	25.5	26
<b>Average Differential</b>		7.5	5.75	6.25	8
<b>Salary Value to Prison Service %</b>		2.9	2.2	2.4	3.1

### 5.4 Cars

5.4.1 All Directors and about 40% of Function Heads receive cars, much as last year. No cars are given in the Prison Service. Most cars are leased or purchased company cars, with some people taking a cash equivalent. This makes average values of cars difficult to calculate. On the basis of the information we have, we have estimated an average cash equivalent figure £6,500 p.a. for Directors and £6,000 for Function Heads who have cars. These figures are equivalent to an additional 7.1% of average salary for a Director and 5.2% of average salary (taking into account the proportion who get a car) for Function Heads.

## 5. COMPARISON OF BENEFITS IN PRISONS AND IMMIGRATION CENTRES (Cont/d)

### 5.5 Sick Pay, Medical and Life Insurance

5.5.1 There has been little change in sick pay, though there has been one move to extend the initial qualifying period for eligibility for sick pay. All the companies have sick pay schemes but with significantly less generous benefits to those in the Prison Service. The features are as follows :

- Nearly three quarters of the prisons and centres do not give sick pay for an initial period after an employee is recruited, varying between 3 months and 12 months.
- Just over half of the 17 prisons and centres do not give sick pay for the first three or in one case five days of sickness in any episode. However, in some establishments these 'waiting days' may be waived if the employee has had no sickness absence in the previous 12 months; and in some cases this does not apply to managers.
- Initially the maximum period for which sick pay will be paid is on average 4 weeks (varies between 2 and 6). At all but two establishments this maximum period then rises with length of service. The maximum entitlement possible varies between establishments from 2 weeks to 6 months, with an average of 14 weeks.
- The average length of time taken to reach the maximum entitlement is 7 years.
- Sick pay is based on full pay in all establishments except one where half pay is paid after an initial period on full pay.
- Some companies also give free membership of schemes that will provide 50% or 60% of full pay to employees who are prevented from working beyond a 6-month period.

5.5.2 By contrast, Prison Service staff can receive full pay for 6 months and half pay for 6 months, with the possibility of a pension and lump sum on ill health retirement in the event of long term incapacity. This is significantly better than for private sector staff without access to permanent health insurance but affects only the small minority of staff who are absent on long term sickness.

5.5.3 Directors and Function Heads at all privately managed prisons and centres receive free private medical insurance, as do middle managers at two thirds of these establishments. At some prisons, all staff are now eligible. For the purposes of this report we have estimated the annual value of this benefit at £1,200.

5. COMPARISON OF BENEFITS IN PRISONS AND IMMIGRATION CENTRES

5.5 **Sick Pay, Medical and Life Insurance** (Cont/d)

5.5.4 All companies also provide life assurance cover giving a death benefit of either 3 or 4 times salary. This is often linked to the pension scheme, as with the Prison Service, where death benefits are 2 times salary for the Classic scheme and 3 times for the Premium scheme.

5.6 **Other Conditions**

5.6.1 There have been no major changes in other benefits. As noted in previous years, all the companies take seriously their responsibilities towards employees who have been exposed to assault or other offensive behaviour and provide employee counselling. Other benefits vary from company to company and range from free meals to subsidised gym membership to membership of share save schemes.

5.7 **Summary of Comparative Value of Benefits**

5.7.1 Table 10 shows how the Prison Service pension and holiday benefits increase the overall lead over private sector salaries at Senior Officer level and below. There have been small reductions in the lead at all levels except SO compared to junior manager, where it has widened.

*Table 10 - % Lead of Prison Service over Private Sector Pay With And Without Valuation Of Benefits (2005 figures in brackets)*

	<b>Operational Support Grade</b>	<b>Prison Officer</b>	<b>Senior Officer Over Supervisor</b>	<b>Senior Officer Over Junior Manager</b>
Average Pay	8 (11)	39 (41)	44 (48)	13 (13)
Average Pay plus Benefits	23 (27)	61 (65)	68 (74)	30 (25)

5.7.2 Table 11 shows how the Prison Service pension and holiday benefits and private sector cars and medical insurance affect the comparisons with the private sector over the Prison Service at middle and senior management levels. Principal Officers are now nearly 9% better off than their private sector counterparts; at Head of Function level there is little difference. Directors' overall package is now 26% higher than in the Prison Service, compared to 28% last year.



## 5. COMPARISON OF BENEFITS IN PRISONS AND IMMIGRATION CENTRES

### 5.7 Summary of Comparative Value of Benefits (Cont/d)

*Table 11 - % Lead of Private Sector Pay over Prison Service With And Without Valuation Of Benefits (2005 figures in brackets)*

	<b>Middle Manager Over Principal Officer*</b>	<b>Head of Function Over Manager E**</b>	<b>Director &amp; Centre Manager Over Governing Governor***</b>
Average Basic Pay	4 (4 )	8 (3 )	36 (33)
Average Basic Pay plus Benefits	Minus 9 (Minus 5)	1 (Minus1)	26 (28)

\* There are also a small number of former Principal officers now graded Manager G in prison Works departments but these have been excluded as it is difficult to make direct comparisons in the private sector

\*\* Based on average salaries of Managers E in operational roles

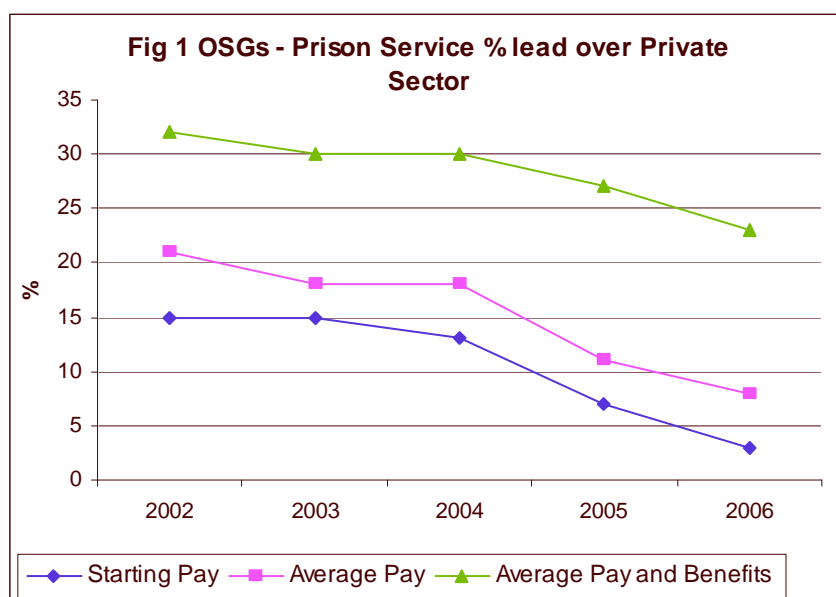
\*\*\* Based on average salaries of Senior Managers in Governing Governor roles in broadly comparable prisons.

5.7.3 As noted earlier, these figures may in practice understate the advantage of Prison Service pensions.

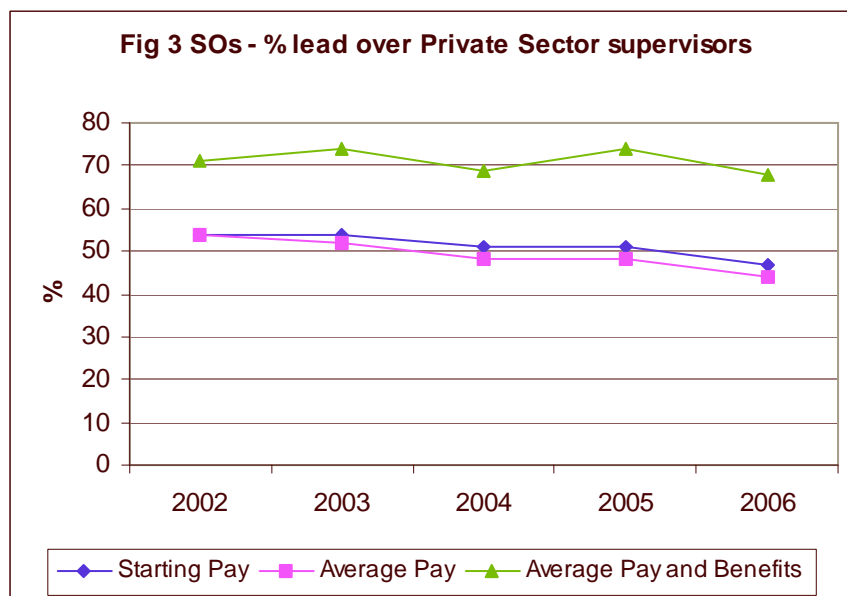
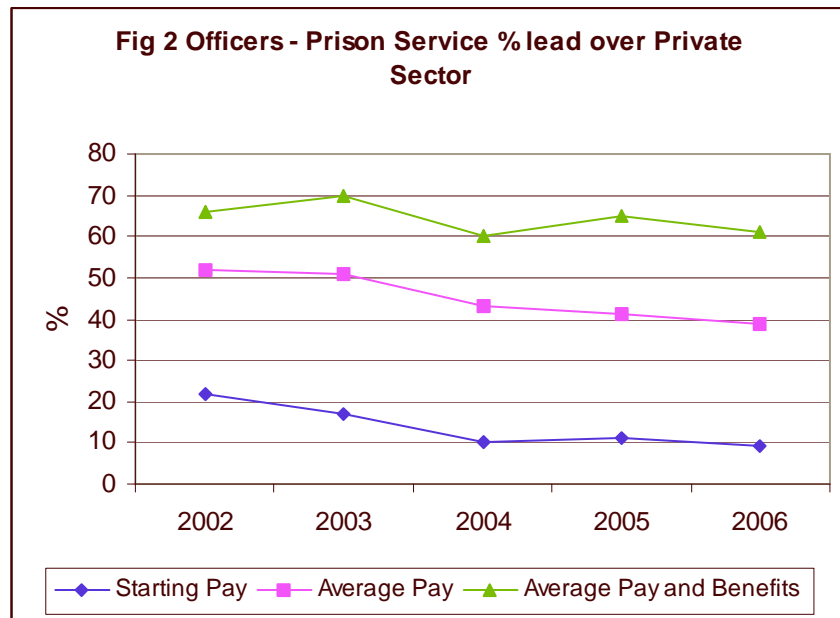
6. FIVE YEAR TRENDS IN REWARD COMPARISONS

6.1 Figures 1 – 7 below show changes over the last 5 years in the percentage lead or lag in the value of Prison Service starting pay, average pay and the combined pay and benefits package compared with the private sector. The main features are :

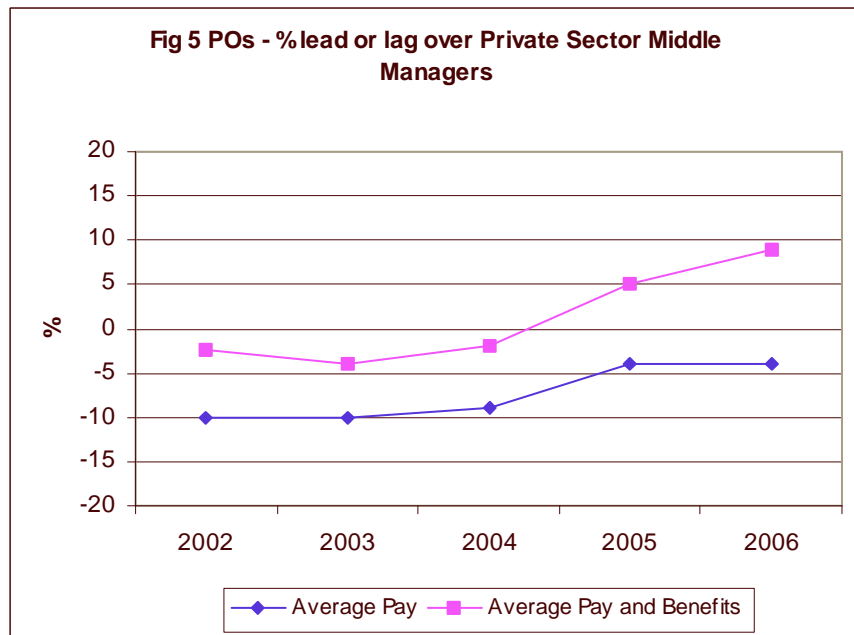
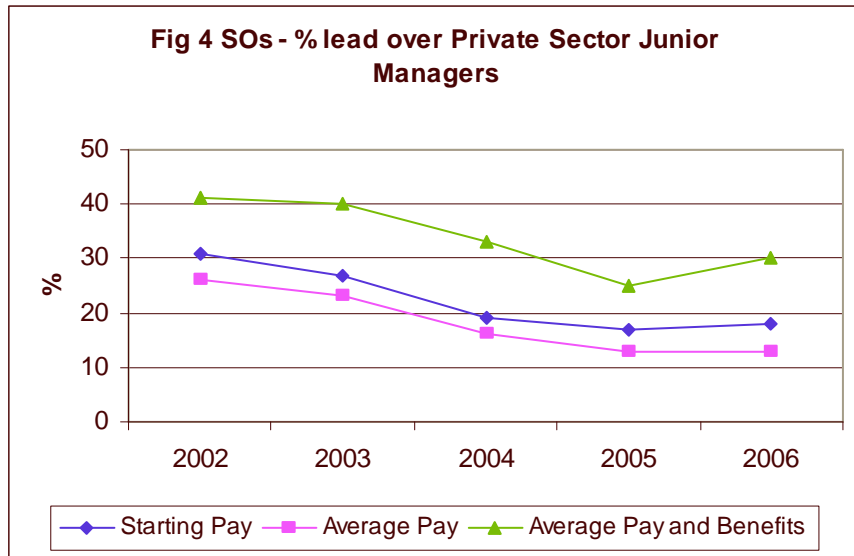
- The steady decline in the lead at OSG level, where private sector pay has been increased to improve competitiveness.
- The slight decline in the lead on average pay at Officer level. This can be attributed to the introduction of more pay progression for experienced staff and also to some general increase in pay levels for PCOs to improve competitiveness. But the public sector lead is still very substantial.
- The decline in the lead of Officers in starting pay, partly due to increase in private sector and partly to the lowering of starting pay in the Prison Service from 1 April 2003.
- The slight decline in the (still very large) lead of SOs over private sector supervisors and the larger reduction in their lead over junior managers (though this has flattened out in the last year).
- The improvement in the pay and benefits position of Principal Officers relative to middle managers in the private sector but the decline in the last year in the position of Managers E relative to private sector heads of function
- The increase in the pay lead of private sector directors over Governors but the decline in the value of the overall package – mainly due to the impact of changes in employers’ pension contributions in the two sectors.



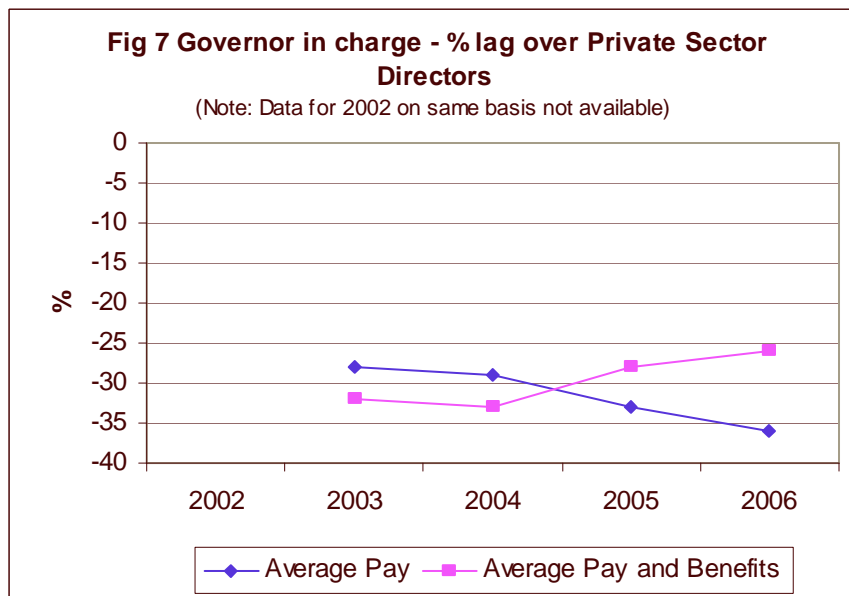
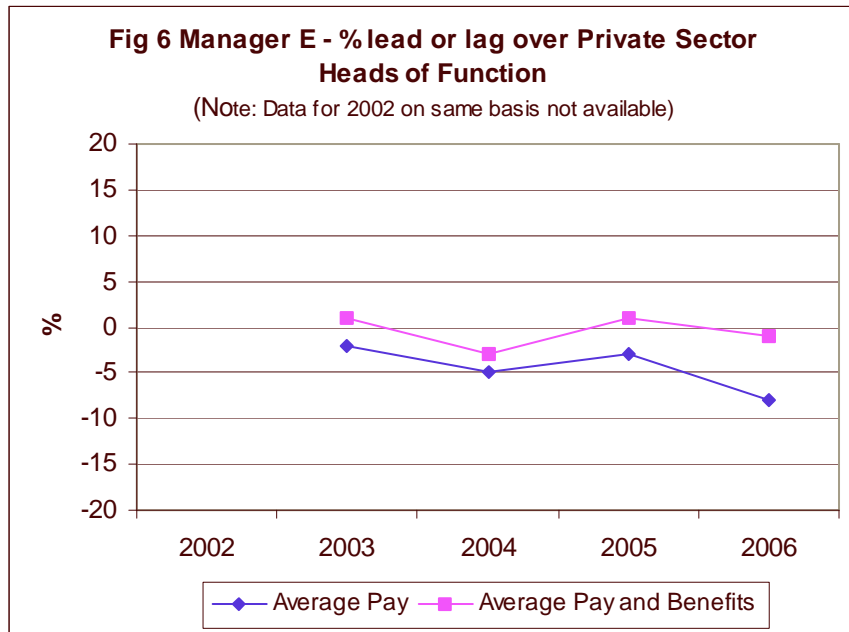
6. FIVE YEAR TRENDS IN REWARD COMPARISONS (Cont/d)



6. FIVE YEAR TRENDS IN REWARD COMPARISONS (Cont/d)



6. FIVE YEAR TRENDS IN REWARD COMPARISONS (Cont/d)



## 7. JOB SECURITY

- 7.1 Companies reported that no staff were made redundant in the private sector during the year.
- 7.2 So far there have been only a handful of redundancies in the companies in the five years we have been reporting to the Review Body. There is therefore no evidence to date to show that private sector prison jobs are markedly less secure than those in the Prison Service. The small numbers of prisons and hence the greater difficulty in redeployment should the need arise means there must be some greater risk but no significant problems have yet arisen in practice. The risk inevitably is somewhat greater for more senior jobs, especially if a bid for contract renewal were to be unsuccessful.
- 7.3 Decisions on the future of market testing will determine to what extent Prison Service establishments will be at increased risk. The recent Government announcement appears to suggest that this will only be the case where a prison fails to perform.
- 7.3 As we noted before, the position is slightly different in Immigration Centres as these are often on shorter term contracts and so there is inherently less job security. For example, Oakington is expected to close before.

## 8. RECRUITMENT AND RETENTION AND LOCAL LABOUR MARKETS

### 8.1 Recruitment and Retention<sup>16</sup>

#### 8.1.1 Our main findings are:

- Resignations of PCOs/DCOs averaged 24% of staff in post during the year, a decrease over last year's 27% but much the same as in earlier years. The rate of resignations among Prison Officers was unchanged at only 3%. For comparison, the Chartered Institute of Personnel and Development (CIPD) 2006 survey of recruitment and retention shows average voluntary wastage of 15% for private sector services and 8% for public services.
- External wastage of PCOs/DCOs in all forms i.e. including dismissals, retirements etc as well as resignations, but excluding transfers or promotions within a company, was 28% (CIPD private sector services 23%). For Prison Officers such turnover was 5.5% (CIPD survey of public services 13%).
- Resignations of OSGs and equivalent averaged 30% of staff in post, an improvement from the 37 – 40% in the last 4 years. Total External wastage was 37%. These figures compare with 6% resignations of OSGs in the Prison Service (7% last year) and total external wastage of up to 13%<sup>17</sup>.
- At Supervisor level resignations averaged 13%. All external wastage was 18%.
- The average resignation rate for PCO/DCOs at establishments in the South of England was 27% compared to 22% elsewhere. There were, however, again considerable variations between individual establishments from single figures to over 50%.
- Among establishments that have been open for 5 years or more the average resignation rate of PCOs/DCOs was 21%. For more recent establishments it was 29%.
- Recruitment of PCOs/DCOs averaged 22% of average staff in post during the year, where we have information.

<sup>16</sup> Figures in this section do not include UKDS information on recruitment or vacancies. They also declined to offer any general commentary on recruitment and retention. Data for Campsfield is also not included, as GSL did not have the records available for the period before the transfer of the contract to GEO.

<sup>17</sup> The Prison Service total figure may well be substantially lower as their wastage data includes a large number of 'others' which appear to include conversions to Officer, end of appointment and others that are not real external wastage.

## 8. RECRUITMENT AND RETENTION AND LOCAL LABOUR MARKETS

### 8.1 **Recruitment and Retention** (Cont/d)

#### 8.1.1 (Continued)

- Vacancies among PCOs/DCOs averaged 3% of average staff in post, less than that for Prison Officers in the Prison Service (5%). However, we are not confident of the reliability of these figures as an indicator of the extent of recruitment and retention problems. The figures can, for example, include vacancies for new posts required in future and average vacancy figures can be reduced by temporary surpluses when a batch of new recruits has just come on board.

8.1.2 Companies' experience of the ease or difficulty of recruitment and retention varies widely from one establishment to another. In general recruitment is not a major problem, though some establishments it has been more difficult. Those that did report difficulties were in both south and north.

8.1.3 Although there has been some improvement in retention, resignation rates continue to be higher than companies would prefer at several prisons. Competition from more highly paid jobs in the Prison Service, Police and sometimes Probation Service, is one factor, especially for PCOs who have gained some experience, as their skills are directly relevant. The attraction is that they can progress up the long scales in the public sector and gain the additional holiday and pension benefits.

8.1.4 Aside from the public sector competition, there is less evidence that the reward package is the major factor in resignations at most establishments. While local markets are particularly strong in the South East, resignation rates are not that much higher in the South, as the figures above show. Rather key reasons for resignations are :

- New recruits finding that the reality of the job is something with which they cannot after all cope, however much the initial recruitment and training has tried to explain it to them and give some experience e.g. through shadowing.
- Dislike of shift patterns. This is often quoted as a reason for staff leaving. Changes to shift patterns in an attempt to find more acceptable arrangements can sometimes upset more people than they please.
- The maturity of the establishment - the experience of managers and staff as discussed below.



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## 8. RECRUITMENT AND RETENTION AND LOCAL LABOUR MARKETS (Cont/d)

### 8.1 **Recruitment and Retention** (Cont/d)

8.1.5 Retention is significantly worse in establishments that are less than five years old. We believe that key reasons for this are :

- Turnover in any organisation is highest among any cohort of new recruits – some people always find that the work is not to their liking after all.
- Inexperienced managers and supervisors may mean new recruits cannot get the level of mentoring and support that they really need. This is the more important when dealing with prisoners, some of whom will have a lot of prison experience and will always ‘try it on’ with new staff, much as children with a new teacher.
- Younger staff in any organisation tend to be more mobile. As last year, 38% of staff in establishments less than five years old are under 30 compared with 25% in older establishments.

8.1.6 The problem that can face senior management teams with a young establishment as a result of these factors is that a difficult cycle can easily develop. In this cycle high turnover leads to staff shortages, which in turn lead to extra hours and pressures on staff and difficulties in making time available for mentoring and training. This in turn leads to lowered morale and further turnover. While this sort of cycle could equally occur outside the custodial sector, the challenging environment of a prison or immigration centre produces particular pressures. It can be difficult to break out of such a cycle and take some time, even with determined management.

8.1.7 The Prison Service was able to give us some data this year about reasons for resignations derived from exit interviews. However, as they pointed out themselves, the information is far from complete. Only 60% of OSGs and 58% of Prison Officers who resigned gave a reason. Nevertheless, of those who did give a reason, only 1% of the Prison Officers and 5% of OSGs attributed it to pay and/or working conditions.

8.1.8 In the following sections we give more detailed evidence on some of the issues affecting private sector recruitment and retention.

## 8. RECRUITMENT AND RETENTION AND LOCAL LABOUR MARKETS

### 8.2 Local Markets

8.2.1 Table 12 overleaf shows the percentage unemployment in the area of each of the prisons and centres, compared with the current national average. The figures have shown some increase in the North and Midlands since last year, but little change in the South. As last year, only Altcourse and Wolds are in areas with unemployment rates noticeably higher than the national average.

8.2.2 Table 13 then shows regional variations in house prices. House prices are a further driver for differential pay rates in different regions. Prices have risen in all areas. Rises have generally been slightly higher in the North than the South, except for London.

*Table 12 – Unemployment Rates in Areas Local to Privately Managed Prisons and Immigration Centres – June 2006*

Area	Prison/Centre (IC)	Unemployment Rate %*
<b>United Kingdom</b>		<b>2.6</b>
Liverpool / Liverpool Knowsley	Altcourse	5.8 / 4.5
Hull	Wolds	5.8
Nottingham / Nottinghamshire	Lowdham Grange	4.4 / 1.9
Doncaster	Doncaster	3.2
Stoke on Trent / Staffordshire	Dovegate	3.3 / 1.8
Peterborough	Peterborough	3.2
Salford / Greater Manchester	Forest Bank	3.1 / 2.8
Bridgend	Parc	2.5
Bedford / Bedfordshire	Yarls Wood (IC)	2.5 / 1.8
Hillingdon, London	Harmondsworth (IC) Colnbrook (IC)	2.3
Bristol / South Gloucestershire	Ashfield	2.5 / 1.1
Crawley	Tinsley House (IC)	1.8
Oxford	Campsfield House (IC)	1.6
Rugby	Rye Hill	1.9
Cambridge	Oakington (IC)	1.7
Spelthorne	Bronzefield	1.4

Source – *Labour Market Trends*, August 2006

\* Expressed as the *claimant count rate* i.e. number of claimants as % of working age population of the area.

## 8. RECRUITMENT AND RETENTION AND LOCAL LABOUR MARKETS

### 8.2 Local Markets (Cont/d)

*Table 13 – Average House Prices (£) by Region – July 2006*

Region	Average House Price	% Annual Change
<b>UK</b>	<b>177,020</b>	<b>9.4</b>
Yorkshire and Humberside	139,277	6.5
North	141,530	9.6
North West	141,956	8.6
Wales	149,223	3.5
East Midlands	156,196	6.4
East Anglia	174,083	9.6
West Midlands	169,509	7.1
South West	192,889	5.3
South East	228,714	6.5
London	265,011	10.9

Source: *Halifax House Price Index – based on houses on which Halifax made mortgage offers.*

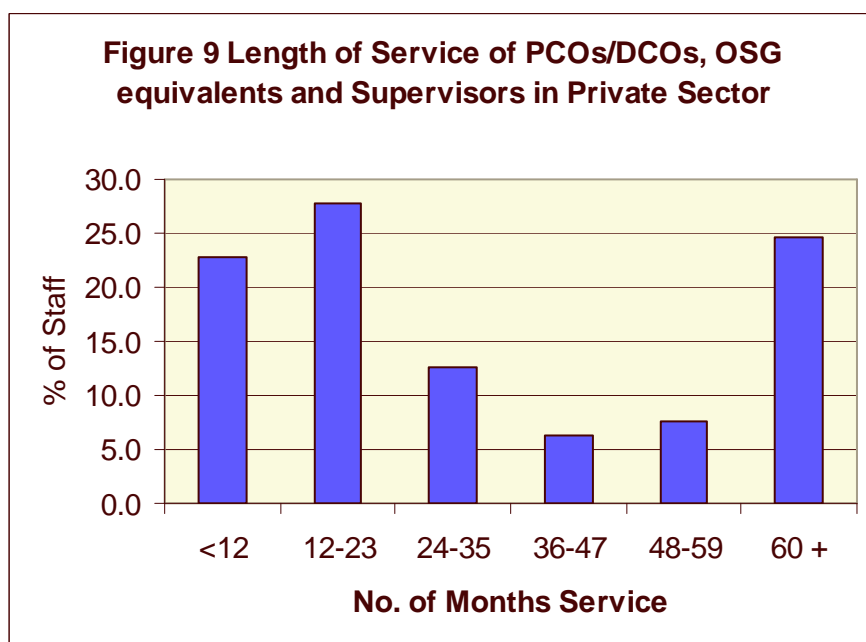
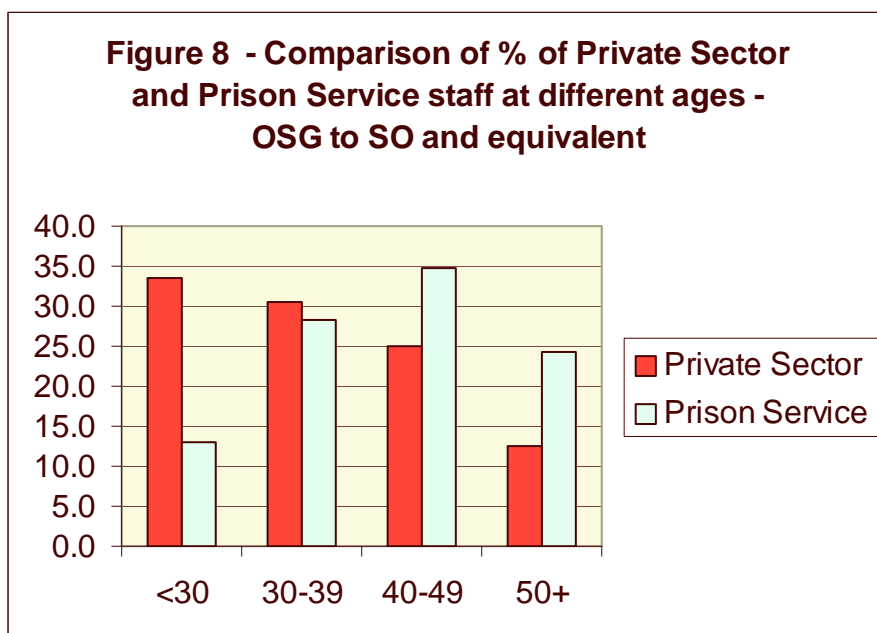
### 8.3 Age Structure

8.3.1 Figure 8 overleaf shows that 34% of PCO/DCOs, OSG equivalents and Supervisor level staff in the private sector are under 30 compared with 13% of Prison Service equivalents. These figures are little changed from last year. There is a clear correlation between those prisons and centres that have older staff and those which have low resignation rates.

8. RECRUITMENT AND RETENTION AND LOCAL LABOUR MARKETS (Cont/d)

8.4 Length of Service

8.4.1 Figure 9 shows the average length of service of the same group of private sector staff, showing that over 50% have less than two years' service. This is partly because of the 3 prisons and centres that have only opened in the last 2 years. 25% of staff now have more than 5 years service, up from 20% last year. Again in general there is a correlation between longer service and lower resignation rates.



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## 8. RECRUITMENT AND RETENTION AND LOCAL LABOUR MARKETS (Cont/d)

### 8.5 Gender Mix

8.5.1 31% of PCO/DCOs are female compared to 22% of Prison Officers. For OSG equivalents the figures are 52% and 35% respectively. We have not found evidence that these differences have had any clear effect on retention.

### 8.6 Conclusions on Recruitment and Retention

8.6.1 Most prisons and centres do not have major problems in recruiting the staff they need with the reward packages that they offer. But a few, in both north and south, have had some problems.

8.6.2 The overall average resignation rate of 24% PCOs/DCOs is lower than last year (27%) but remains high. It has remained much the same in the last 4 years. Companies tell us that they would generally find resignations rates of between 10 and 20% acceptable. This is high compared to the Prison Service (3%) but that is very low. For comparison the CIPD found that voluntary wastage in the private services sector averaged 15% in 2005, with 8% in the public sector.

8.6.3 Total external wastage was 28% in the private services sector compared with 5.5% in the Prison Service. The comparable CIPD survey figures are 23% for private service sector and 13% for public sector.

8.6.4 While most (but not all) of the best private sector retention rates are to be found among establishments in the North, the difference between the average resignation rate in the South of England (27%) and that in the rest of England and Wales (22%) is not that large.

8.6.5 Key reasons for resignations are :

- The availability of more highly paid alternatives in the Prison, Police, and Probation Services, especially the longer scales and higher pension and holiday benefits.
- Dislike of shift patterns.
- The reality of the job.
- The level of experience of managers and staff, and hence the availability of support for new staff, as evidenced in the higher average resignation rates among newer establishments

ANNEX A  
**Summary of Conclusions on Prison and Immigration Centre  
Role Comparisons 2002 and 2004**

ANNEX A

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SUMMARY OF CONCLUSIONS ON PRISON AND IMMIGRATION CENTRE ROLE COMPARISONS 2002 and 2004

In 2002 we compared Prison Service and private sector custodial roles by reference to eight Prison Service generic role profiles using the 19 role characteristics listed in Table A1. In 2004 we updated the comparison for Governing Governors / Directors using the same methodology.

Table A1 – Role Characteristics

|                                                                                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                                    |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Expertise</b>                                                                                                                                                          | <ul style="list-style-type: none"> <li>▪ Strategic Planning and Policy Formulation</li> <li>▪ Business Planning and Implementation</li> <li>▪ Operational Planning and Implementation</li> <li>▪ Organising</li> <li>▪ Decision Making</li> <li>▪ Leadership</li> <li>▪ Interpersonal skills</li> <li>▪ Communication Skills</li> <li>▪ Care</li> <li>▪ Command</li> <li>▪ Team Working</li> </ul> |
| <ul style="list-style-type: none"> <li>▪ Professional, Legal or Technical Knowledge</li> </ul>                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                    |
| <b>Responsibility</b>                                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                                                                    |
| <ul style="list-style-type: none"> <li>▪ Responsibility for Staff</li> <li>▪ Responsibility for resources</li> </ul>                                                      |                                                                                                                                                                                                                                                                                                                                                                                                    |
| <b>Demands on Role Holders</b>                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                    |
| <ul style="list-style-type: none"> <li>▪ Risk</li> <li>▪ Emotional demands</li> <li>▪ Physical Demands</li> <li>▪ Working Conditions</li> <li>▪ Representation</li> </ul> |                                                                                                                                                                                                                                                                                                                                                                                                    |

As agreed with the PSPRB, this method did not constitute detailed job evaluation. We made no attempt, for example, to put different weights on different role characteristics. But the method does enable broad but informed judgements to be made about the relative size of jobs for the purpose of making pay and conditions comparisons.

We compared each pair of jobs against each of the 19 role characteristics to assess whether the private sector job was *Similar* to, or at a *Higher, Slightly Higher, Slightly Lower* or *Lower* level than the Prison Service role. We then reached an overall conclusion. Tables A2 and A3 summarise our conclusions for the Prison and Immigration Centre roles respectively.

## ANNEX A

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SUMMARY OF CONCLUSIONS ON PRISON AND IMMIGRATION CENTRE ROLE  
COMPARISONS 2002 AND 2004  
(Continued)

*Table A2 - Summary of Conclusions on Prison Role Comparisons in 2002 and 2004*

Prison Service Role	Private Sector Role	Private Sector Compared With Prison Service	Comments
Governor	Director	Slightly Higher (in some cases Higher)	The new performance management arrangements have put additional pressures on the Governors. But the need both to meet increasingly tight contractual requirements from the Prison Service and to operate the prison as a business undertaking and meet profit targets continues to make the role overall somewhat more complex than the Prison Service equivalent. While the Controller's role dilutes some of the Director's decision making power, the Director has greater freedoms in other areas. The Director also has greater opportunity to make an impact on overall strategy making and policy making in the company and has an important role as an ambassador for the company.
Manager E - Head of Major Function	Head of Major Function	Slightly Higher	Overall these roles are close to but somewhat higher than the Prison Service comparator because of the additional business and commercial dimension and the importance of the role holder as a representative of the company in any meetings with the Prison Service and other agencies. While the role of the Prison Service Controller reduces some of their decision making power, this is made up for by greater discretion in other areas.
Principal Officer	Middle Manager	Slightly Higher	The roles can encompass elements of work done by SO, PO and Manager F grades. The bulk of the work is clearly comparable with PO but the greater delegation to the role in flatter management structures, together with the extra business dimension, put these jobs on average slightly higher than PO overall. There is, however, variation between prisons and companies. Some would be closer to a Manager F than PO.
Senior Officer	Junior Manager	Slightly Higher	The level of responsibility delegated to these posts as a result of an organisation structure with fewer management levels and/or wider spans of control places them on average slightly higher than Senior Officers.
Senior Officer	Supervisor	Similar	In general these roles are very similar to those carried out by Senior Officers but the positions vary and in some cases the span of control is higher and the level of immediate management support lower than is typically the case for Senior Officers.



## ANNEX A

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SUMMARY OF CONCLUSIONS ON PRISON AND IMMIGRATION CENTRE ROLE  
COMPARISONS 2002 AND 2004*Table A2 - Summary of Conclusions on Prison Role Comparisons in 2002 and 2004  
(Continued)*

| Prison Service Role   | Private Sector Role    | Private Sector Compared With Prison Service | Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|-----------------------|------------------------|---------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Prison Officer        | Prison Custody Officer | Similar (in some cases Slightly Higher)     | Generally this is a closely equivalent role. PCOs are required to carry out the same range of functions as Prison Officers and have the same training. Prison Officers do also have the powers of a Constable to effect an arrest but this is in practice rarely used. However, PCOs roles can be somewhat larger in prisons with very flat management structures where for example, a PCO reports to a Manager who in turn reports direct to a Head of Function. Conversely, less experienced PCOs, especially in newer prisons, may in practice be carrying out less than the full range of duties until they gain experience - but this does not affect the requirements of the role of a fully competent officer. |
| Officer Support Grade | Support Officer        | Similar                                     | This is an almost identical role. The only area of difference is that in some privately managed prisons, where the physical construction permits, staff may work in the residential units carrying out a range of administrative support work for managers.                                                                                                                                                                                                                                                                                                                                                                                                                                                           |

## ANNEX A

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SUMMARY OF CONCLUSIONS ON PRISON AND IMMIGRATION CENTRE ROLE  
COMPARISONS 2002 and 2004  
(Continued)

*TableA3 - Summary of Conclusions on Immigration Centre Role Comparisons in 2002*

Prison Service Role	Immigration Centre Role	Immigration Centre Compared With Prison Service	Comments
Governor	Centre Manager	Similar	Additional business dimension, sharper financial accountability and somewhat greater external demands imposed by the very high profile of immigration. But balanced by not having responsibility for the range of work associated with rehabilitation and resettlement
Manager E or F - Head of Function	Head of Function	Similar	Same balance of comments as above applies. The comparison with Manager E or F depends mainly on the particular role and the size of the centre.
Principal Officer	Shift Manager/ Operations Manager/ Assistant Manager	Similar	The core role is very similar to that undertaken by a PO operating as an Orderly Officer but may have greater delegated authority and needs to be more aware of the business dimension to the work. Slightly lower span of knowledge and care element required because of the more limited objectives of a detention/reception centre.
Senior Officer	Supervisor/Senior DCO	Similar	This is a first line supervision role where the demands are for the most part very similar to those on Senior Officers. Slightly lower span of knowledge and decision making required because of the more limited objectives of a detention/reception centre, but the emphasis of the job is on supervision and overall it can be seen as broadly equivalent.
Prison Officer	Detention Custody Officer	Slightly Lower	In many respects the role is similar to that of a Prison Officer. Some elements impose additional demands – for example the need to control constant association, the problems of having many different nationalities and the high throughput of detainees requiring more unsocial hours to be worked. But while DCOs try to help detainees to use their time constructively, Prison Officers are increasingly engaged in both formal and informal ways in trying to help prisoners to overcome the reasons for their offence and to return to society without re-offending. This is not part of the DCO role and means that overall it is slightly less demanding.
Officer Support Grade	Support Officer	Similar	In some centres these tasks are covered by DCOs. In centres where Support Officers are employed, their role is very similar to that in the Prison Service