



Ministry of JUSTICE

National Offender
Management Service

PRISONER EMPLOYMENT, TRAINING AND SKILLS		
This instruction applies to		Reference
Prison Establishments (including contracted prisons and Wales Cymru)		PSI 06/2012
Re-Issue date	Effective Date	Expiry Date
27 January 2020 - 2 nd revision	01 April 2012	28 February 2016
Issued on the authority of	NOMS Agency Board	
For action by	Deputy Directors of Custody Deputy Director of Custodial Contract Services Cluster lead Governors / Directors Prison Governors Directors of Private Sector Prisons Offender Managers Heads of Learning and Skills Managers and staff involved in prisoner employment and training areas Learning and Skills Providers Young Offender Institutions Careers Information and Advice Service Providers	
For information	All prison staff, contracted staff, and partner organisation staff, working in the areas of employment, training and skills for prisoners.	
Provide a summary of the policy aim and the reason for its development / revision	<p>January 2020 – References to IEP have been changed to the Incentives Policy Framework (IPF), which came into force on 13 January 2020</p> <p>April 2019 - This PSI has been revised due to the introduction of the Education and Library Service for Adult (including Young Adult) Prisons in England Policy Framework, published on 1 April 2019.</p> <p>The Policy Framework supersedes the following paragraphs/sections of PSI 06/2012, in England only:</p> <p>Paragraph 2.1.1 Output 2.2 Paragraphs 2.3.2, 2.3.5 and 2.3.6 Sections 5 and 6</p> <p>All sections of the PSI remain applicable to Wales.</p>	
Contact	Offender Services Co-commissioning Group Tel: 03000 475194	
Associated documents	Education and Library Service for Adult Prisons in England Policy Framework Related Specification Related Operating Models	

UNCLASSIFIED

	Related Direct Service Costs and Assumptions NOMS directory of services specifications
Replaces the following documents which are hereby cancelled :- PSO 4205 Education in Prisons PSO 4200 Education and Training: The Prison Service Education Curriculum Framework (The Core Curriculum)	
Audit/monitoring: Governor's / Director's appointed representative will ensure compliance in their establishments with the mandatory actions set out in this Prison Service Instruction. NOMS, the Department for Business, Innovation and Skills (BIS) and the Skills Funding Agency staff will also monitor strategic outcomes of this PSI. Provision is subject to HMIP and Ofsted inspections.	

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EXECUTIVE SUMMARY

Background

- 1.1 *Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders* (December 2010) set out the Government's objective to reduce re-offending through effective rehabilitation. This was endorsed further by the publication of ¹*Making Prisons Work: Skills for Rehabilitation*, which places an emphasis on developing vocational and employment skills in offenders enabling them to secure and sustain employment upon release from custody. ²*Skills for Sustainable Growth* and '*Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing for Offenders*', build on the joint strategic review by the Department for Work and Pensions and the Ministry of Justice, ⁴*Improving Employment Services* and the strategies set out in *21st Century Welfare*.
- 1.2 Partnership working and decision making at a local level, between prisons, probation services, learning providers, employers and other key stakeholders is fundamental to achieving positive learning and employment outcomes for prisoners.
- 1.3 This PSI provides an operational framework within which staff can guide and support prisoners in accessing employment, training and skills both in custody and through the gate.

Desired outcomes

- 1.4 *Governors and Directors must ensure they take account of specific operating differences relating to their establishment when applying this PSI.*

Application

- 1.5 This PSI sets out mandatory requirements in operating this policy and provides guidance in managing the key elements of the learning journey including careers advice, assessment and tracking of individual progress. A Unique Learner Number (ULN) will be issued to each individual or where a number is already allocated; progress should be recorded on the Learning Records System (LRS). This process allows for any potential name change to the Learner Plan.
- 1.6 All records must be maintained and relevant documents appropriately transferred to the receiving prison or community provision, to support and promote continuity of learning.

Mandatory actions

- 1.7 All staff engaged with and having responsibility for prisoner employment training and skills, including external providers, must comply with the procedures within this instruction.
- 1.8 Prisoners Employment Training and Skills Specification provides detail about the processes required and influences this PSI. <http://www.justice.gov.uk/about/noms/noms-directory-of-services-and-specifications.htm>

¹ BIS and MOJ 2011 *Making Prisons Work: Skills for Rehabilitation, Review of Offender Learning* <http://www.bis.gov.uk/assets/biscore/further-education-skills/docs/m/11-828-making-prisons-work-skills-for-rehabilitation.pdf>

² MOJ 2010 *Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders* www.justice.gov.uk/consultations/docs/breaking-the-cycle.pdf

³ BIS 2010 *Skills for Sustainable Growth* www.bis.gov.uk/skillsforgrowth

⁴ DWP & MOJ 2010 *Improving Offender Employment Services: A Joint Strategic Review* **Joint Offender Employment Review - 18/03/10**

- 1.9 This instruction aims to ensure that all prisoners receive information advice and guidance, an assessment of their learning needs and that they are able to access relevant employment training and skills opportunities, at the appropriate time during their sentence.

Resource Impact

- 1.10 There are no resource implications as regards this PSI. The costs were established as part of the Specifications, Benchmarking and Costing process.

Contacts

For further information about this PSI please contact:

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(signed)

Ian Porée

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1. Introduction

- 1.1 This Prison Service Instruction replaces PSO 4200 and 4205. It presents an operational context for the prisoner employment training and skills experience in custody and facilitates transition and continuity upon release. This process should enable prisoners to have a focus through effective induction, assessment, advice and guidance on the offer of relevant training and employment whilst in custody.
- 1.2 The activity recorded on prisoners' Individual Curriculum Learning Plans (ILP's) and the Learner Plan should be closely linked with sentence plans to ensure that employment, skills and training interventions are appropriately prioritised and sequenced within the context of other rehabilitation activities and to foster a collaborative approach to developing prisoners employment, training and skills acquisition.
- 1.3 A focus on making prisons increasingly places of work and industry, with more prisoners experiencing structured and disciplined working weeks is reflected within this PSI. Wherever possible, work activity should be informed and complimented by the engagement of employers and industry specialists in the design and delivery of work based learning. This will ensure that both what is taught and the qualifications that are offered are recognised by industry.
- 1.4 Equality of opportunities is implicit throughout delivery of this policy and must include support of prisoners with learning disabilities or learning difficulties.

2. Supporting the Prisoners Employment Training and Skills Specification

- 2.1 **Output 1: Prisoners are able to access employment, training and skills dependent on their identified needs, the needs of the establishment and commercial commitments**
 - 2.1.1 ***Wales only** - All prisoners must on entry to custody be given assessments to determine their functional skills needs which should be recorded on an Individual Learning Plan.*
 - 2.1.2 Provision of employment, training and skills will require partnership working with a range of stakeholders and supporting sub contractors.
 - 2.1.3 *The prison must give partners agreed access to resources, facilities and prisoners as set out in the Enablers PSI.*
 - 2.1.4 *Governors/ Directors must ensure that engagement with external partners is carried out appropriately with use of service level agreements or contracts as necessary, with due regard to security, benefits to prisoners, and in accordance with relevant Prison Service Instructions:*

[PSO 1100 Conveyance of Unauthorised Articles and Other Related Offences](#)

[PSO 1215 Attachment - Authorisation and Risk Assessment for Disclosure of Information](#)

[PSI 2010/14 - Managing Risk in Prison Industries](#)

[PSI 2010/38 - Activities in Prisons](#)

[PSO 4190 - Strategy for Working with the Voluntary and Community Sector](#)

[PSI 43/2010 - Security Vetting](#)

Records of prisoners transferred from other prisons should be consulted so that assessments are not repeated. Prisoners should be able to access employment, training and skills opportunities dependent upon their identified needs, regime and commercial of the prison. (See Activity Allocation PSI Pending).

2.2 Output 2: Wales Only - Prisoners are able to access education; learning and skills development opportunities and those with identified needs are prioritised

Induction

- 2.2.1 New prisoners will be given access to the National Careers Service (NCS) as part of the induction process. These services offer new prisoners, a basic literacy and numeracy assessment. The outcomes of the assessments, aspirations and career goals will be recorded on a negotiated curriculum Individual Learning Plan (ILP).
- 2.2.2 *The Governor/Director must provide the NCS staff with a daily reception list and ensure that prisoners are given access to the service.* Young offenders in custody will access Information Advice and Guidance Services.
- 2.2.3 The Governor/Director must ensure that sequencing and combining services is considered in delivering outcomes for offenders. For example, it may be important to provide services which stabilise and motivate an individual before providing an intervention targeted at reducing their risk and reoffending.

Offenders must be assessed to ensure that the type and timing of sequencing of services meet their identified needs. Please see [Commissioning Intentions 2012-13](#)

- 2.2.4 Once assessed, an Individual Learning Plan (ILP) will be completed and made available to all relevant service providers in order to support the offender's progress. Both internal and external partners must have access to the plan.
- 2.2.5 Prisoners must be allocated to activities to maintain the prison regime and meet the requirements of commercial contracts.
- 2.2.6 *The Governor/Director must ensure that the establishment induction timetable allows sufficient time for the information, advice and guidance provider to deliver group induction sessions.* Please see [PSI 74/2011 Early Days in Custody; First Night and Induction to Custody](#)

2.3 Output 3: Staff support and encourage prisoners to participate fully in employment, training and skills opportunities to support the importance and benefits of the work ethic

- 2.3.1 The offender learning experience must include a range of activities that will support the prisoner to achieve their offender management objectives devised with the support of relevant partners such as NCS, sentence management and learning and skills needs.
- 2.3.2 **Wales only** - Some prisoners will have very basic needs while others may require access to higher education opportunities. The NCS will identify these needs and a Unique Learner Number (ULN) will be issued. Where a number has been previously allocated; progress should be recorded on the Learning Records System (LRS) by the learning and skills provider. This process allows for any potential name change to the Learner Plan.
- 2.3.3 Governor's/ Director's and other key prison staff have a key role in determining the skills offer in their establishments. Acting collaboratively across the cluster and working with a wide set of local stakeholders, Governors /Directors will determine a mix of learning provision that gets the most effective outcomes for offenders and is able to motivate them into engaging. In particular, these activities will lead to sustainable job outcomes after release.
- 2.3.4 The success of the service will depend upon partners – providers, the prison service, careers advisers, Jobcentre Plus and employers – working together to match the needs of the labour

market with the needs of prisoners in order to map the skills journey to employability on release.

- 2.3.5 **Wales only** - The National Careers Advice Service and all partners contributing to the prisoner's learning must ensure that assessment outcomes, all activity targets and results are recorded on their individual learning plan (ILP). This should determine the learning type or training which prisoners can access to support their learning and skills to enhance their employability.
- 2.3.6 **Wales only** - As a general principle the focus at the start of the sentence should address basic literacy and numeracy skills needs identified in the assessment of these needs.
- 2.3.7 The last months of the sentence must focus on up-to-date vocational skills relevant to the labour market into which the prisoner will be released. Offender managers, advice and guidance services and other relevant interventions will inform the activity identified for offenders.
- 2.4 Output 4: Opportunities exist for prisoners to progress through employment training and skills opportunities to develop a career history with the support of appropriate advice and guidance**
- 2.4.1 The education, training and skills services is contracted by the Skills Funding Agency and co-commissioned with the National Offender Management Service.
- 2.4.2 *NCS will advise prisoners of learning and skills opportunities be offered to progress learning to develop a career history. This progress may include access to OU, higher education and distance learning opportunities. [Open University, Higher Education and Distance Learning](#).*
- 2.4.3 *Where prisoners are working in a specific industry, at the appropriate time in their sentence, they should be given opportunities to gain industry recognised qualifications.*
- 2.5 Output 5: Prisoners have access to an approved and published number of hours of employment, training and skills provision as part of the prison regime as defined in the SLA/Contract**
- 2.5.1 *The Governor/Director will ensure that a timetable of hours and activity is made available to staff and published for prisoners using a range of appropriate methods such as the Virtual Campus; newsletters; prison library service*
- 2.5.2 Governors / Directors and learning and skills providers must ensure that employment training and skills is delivered, mirroring the offer in the community. Such training can often best be delivered in areas that employ prisoners.
- 2.6 Output 6: Prisoners work a full working week of up to 40 hours**

Working Prisons

- 2.6.1 *Breaking the Cycle Effective Punishment, Rehabilitation and Sentencing of Offenders published December 2010 refers to Working Prisons. This concept is designed to ensure that more prisoners are subject to a structured and disciplined environment where they are expected to work a full working week of up to 40 hours. Delivering this will involve a number of external and internal partners with a focus on private sector business involvement.*
- 2.7 Output 7: Relevant and up to date risk assessments are in place in all prisoner employment and training areas. Identified security and health & safety checks are conducted**

- 2.7.1 *The Governor/Director is responsible for ensuring that the working/training environment meets Health & Safety at Work Act 1974 requirements. The Governor/Director is responsible for ensuring that annual risk assessments are conducted and that records are kept and information made available for inspection and reference.*
- 2.7.2 *The Governor/Director must ensure that prisoners engaged in regime activities that require training such as industrial cleaning and food handling receive appropriate training prior to undertaking employment. Please see the Offender Qualifications Manual for advice on appropriate courses.*
- 2.7.3 *Prisoners must be risk assessed according to the Activity Allocations PSI guidance. Risk assessments must be recorded and ongoing monitoring and reviews conducted according to local instructions.*
- 2.8 Output 8: Prisoners are supervised in all employment, training and skills places, in accordance with the Local Security Strategy**
- 2.8.1 *The Governor/Director must ensure adequate supervision in all employment, training and skills places*
- 2.9 Output 9: Prisoner's are searched in accordance with the Local Security Strategy**
- 2.9.1 *Governors/Directors must in accordance with the National Security Framework (NSF), [PSI 67/2011 Searching the Person](#) ensure that operational staff conduct rub down searches as per requirements, in order to maintain the safety of the learning and work environment and reduce threats to security order and control.*
- 2.10 Output 10: All tools, equipment and property used in employment, training and skills places are risk assessed, stored, controlled, issued, recorded and disposed of accurately and securely**
- 2.10.1 *The Governor/Director must ensure that all staff must comply with local protocols for risk assessment, the management of tools and their disposal.*
- 2.11 Output 11: Prisoners are provided with an induction, published job description relevant training, and where required, qualifications to enable them to complete their activity effectively and ensure their safety and others**
- 2.11.1 *The Governor/Director must ensure that before a prisoner is allocated to an activity, they are given appropriate induction to the working environment, equipment, tools and information enabling them to work safely and efficiently.*
- 2.11.2 *The Governor /Director must ensure that the appropriate provider delivers essential accredited training as required. Some activities require specialist training prior to a prisoner being allocated such as industrial cleaning and food handling. These must be delivered and a record kept of attainments.*

2.12 Output 12: Prisoners' attainments, attendance, performance and behaviour in work or activity is recorded and co-ordinated and informs decision making, assessment, review and the monitoring of progress

2.12.1 *All relevant Prison staff and partners must record all assessment, allocation, attendance, training activity and outcomes on the prisoner's record.*

2.12.2 *The Governor/Director and learning and skills providers must ensure that attendance records are kept and used to inform improvement of performance.*

2.12.3 *All staff must ensure that appropriate action is taken to encourage positive behaviour and where this is not reflected, appropriate action must be taken in line with prison protocol (adjudications; reporting serious incidents; prison incentives scheme)*

2.13 Output 13: Prisoners undertake work or activities when allocated except on specified days of their registered faith or if the activity is unsuitable or offensive to that faith

2.13.1 *The Governor/Director must ensure that a prisoner faith is taken into account when allocating them to work or learning and skills activity. Prisoners should not be expected to work with items that are opposed to their registered faith or work on a day that is unsuitable.*

2.14 Output 14: All service delivery/production recruitments and targets for both the internal and external markets are met to agreed quality levels

2.14.1 *Agreed production targets must also be met to the required quality standards.*

2.14.2 *The employment, training and skills provider must ensure that all outcomes are recorded for audit and quality improvement purposes*

2.15 Output 15: Prisons running external voluntary and paid employment and training schemes agree local eligibility criteria that are published and understood by staff and prisoners

2.15.1 *Where appropriate the Governor/Director must ensure that proper procedures and eligibility criteria are in place and that the respective training department or employers adhere to published instructions. [Release on Temporary Licence \(ROTL\)](#)*

2.16 Output 16: Prisoners in authorised regimes are able to undertake external employment and training

2.16.1 *Where appropriate The Governor/Director must ensure that local protocols are in place to permit prisoners that are authorised to undertake external employment and training and that all staff involved in this process comply.*

2.16.2 *For prisoners employed in the community please access link [Release on Temporary Licence \(ROTL\)](#). Searches must also be conducted when leaving and on return from ROTL or outside working party – closed prison, open or semi open prisons.*

2.17 Output 17: Prisoners have the opportunity to gain industry recognised and accredited qualifications through employment, training and skills according to risk and need. Qualifications gained are aligned with market needs and within the Qualification and Credit Framework

- 2.17.1 Prisoners in industry workshops must attain relevant qualifications to safely conduct their activities
- 2.17.2 At the appropriate time within a sentence and in preparation for release, prisoners must receive information, advice and guidance to assist them in selecting training and skills opportunities to give them a better chance of employment upon release.
- 2.17.3 Prisoners must be risk assessed prior to their allocation to an activity. See Activity Allocation PSI
- 2.17.4 Qualifications offered to prisoners must feature on the Qualifications and Credit Framework (QCF) or be recognised by the specialist sector for which they are attained.

3. Women

- 3.1 All the general principles in this PSI refer to women, but additionally staff must be aware of and respond to the issues that are more likely to arise with women. *Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders* recognise that women offenders have a different profile of risks and needs. *Making Prisons Work* states that a range of specialist provision, such as motivational activities, might help women appreciate that education and employment might be beneficial to them. The new strategy localises the responsibility for determining and commissioning the service, giving front-line managers much more ability to shape and flex the service in order to meet the particular needs of women and of their potential employers in the areas in which they will be resettled.
- 3.2 Learning providers are required to have the capability of meeting the particular needs of women, taking into account the differences in learning needs and the increased likelihood that they will have childcare responsibilities and require more holistic approaches, planned and delivered in partnership with other providers and linked to community provision. Progression for women should encompass the principles of the Gender Specific Guidance (finding security and identity, building self-esteem and confidence, gaining qualifications; preparing for work and moving into employment or self-employment) See PSO 4800 [Women Prisoners](#)

4. Young People

- 4.1 There are different arrangements for the commissioning and delivery of employment, training and skills provision for young people. Please refer to [PSI 08/2012 Care and Management of Young People](#) for more information in this regard.

5. Careers Service. This section applies to Wales only

- 5.1 As well as identifying learning and skills needs, the NCS will ensure that careers information and advice support prisoners to make realistic and informed choices about their future learning and employment options, with particular reference to the nature of their conviction (See [Rehabilitation of Offenders Act 1974](#))
- 5.2 NCS and prison staff will advise prisoners about employment training and skills opportunities available to them in the prison and, as far as is practicable, allocate them to activity that

relates to their choice of career or employment. Prisoners will also receive information about opportunities available to them in the prison and area to which they will be released.

- 5.3 *The NCS must be given access to prisoners and will be required to hold the quality professional standards required of them in delivering a high quality service of careers advice and guidance.* For information regarding Advice and Guidance provision, please access ([National Careers Service](#))
- 5.4 Once prisoner's literacy and numeracy skills needs are identified learning programmes will be offered from basic functional skills support to higher level opportunities such as Open University, Higher Education (HE) or Distance Learning. [PSI 33/2010 Open University, Other Higher Education and Distance Learning](#) provides a framework for prisoner's access to higher level courses.
- 5.5 Provision of PETS must as far as is practicable, be an authentic part of mainstream programmes, mirroring the offer that a prisoner could access in the community. This will facilitate seamless transition for offenders between prison, community learning provision or employment.
- 5.6 *All vocational training opportunities delivery will support the prison service regime such as catering; industrial cleaning; ground maintenance. Establishment, commercial commitments and relevant targets in prison industries must be met.*

6. Learning and Risk Assessment. This section applies to Wales only

- 6.1 The purpose of assessment is two fold. This PSI takes into account both the assessment of learning attainment and learning need and also the assessment of risk, associated with security (Please see the following link: [NOMS National Standard for the Management of Offenders](#))
- 6.2 Learning - Assessment of learning need is conducted by the National Careers Service. In custody, the service will assess learning needs and advise the learning provider what measures should be taken to meet those identified needs.
- 6.3 The prison must facilitate links between all partners and departments to ensure that the prisoner receives appropriate interventions to meet their needs through custody and during transition to community.
- 6.4 Learning providers will look to the prison to ensure there is appropriate sequencing and prioritisation of activity in accordance with the sentence plan. This will promote better engagement in learning by ensuring that fundamental health and drug and alcohol related needs are addressed timely and appropriately.

7. Learning Disability and Difficulty

- 7.1 The Handbook for Professionals in the Criminal Justice System working with Offenders with Learning Disabilities provides an introduction; awareness and information to help staff identify and understand their needs.
- 7.2 It is important that people with learning disabilities within the criminal justice system are identified as early as possible to ensure they receive the appropriate support. This also applies to those people with learning *difficulties* who may be especially vulnerable and unable to fully understand, or participate, without additional help. Prisoners can be referred to health and social care services for a formal assessment.

- 7.3 From August 2012, new OLASS contracts will introduce the allocation of additional funding to provide for individualised support for those with learning difficulties and disabilities. For further information on supporting prisoners with learning disabilities, please see [The Handbook for Professionals in the Criminal Justice System](#)

8. New Day Careers Service NOMS Wales

- 8.1 In Wales the Newday Project aims to enhance the opportunities of offenders from North and West Wales and the Valley areas of Wales (convergence areas) to gain training, qualification and employment opportunities whilst in custody and 'through the gate' into the community. This will be achieved through the provision of innovative services that tackle economic inactivity and increase the offender's prospect of sustained employment. The project is funded through the European Social Fund (ESF) and overseen by the Welsh European Funding Office (WEFO). Within the offender cohort there is a focus on those unlikely to engage with mainstream learning provision, which will include young people who are 'Not in Employment, Education or Training' (NEET), 'Black and Minority Ethnic' (BME) individuals, women and lone parents.

9. Annex B

- 9.1 Please see the following link to access the Quality Improvement Process document - <https://www.gov.uk/government/publications/work-and-learning-opportunities-for-prisoners-psi-062012>

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Links to relevant Prison Service Orders (PSO) and Prison Service Instructions (PSI)

[PSI 03/2012 - Activity Allocation](#)

[PSI 74/2011- Early Days in Custody](#)

[PSI 44/2011 - Identity for Bank Account Applications for prisoners](#)

[PSI 48/2010 - National Security Framework](#)

[PSI 33/2010 - Open University, Higher Education and Distance Learning](#)

[PSI 76/2011 - Prisoners' Earnings Act 1996](#)

[PSO 4460 - Prisoner Pay](#)

[PSI 53/2000 - Release on Temporary Licence](#)

[PSO 2300 - Resettlement](#)

[PSI 43/2010 - Security Vetting](#)

[PSO 4800 - Women Prisoners](#)

[PSI 08/2012 - Care and Management of Young People](#)

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