



HM Prison &
Probation Service



HM PRISON
SERVICE

Public Sector Prisons

HMPPS Submission to the Prison Service Pay Review Body

HMPPS (England & Wales) Evidence

2023/24

Revised (23 February 2023) to amend a typographical error that was contained within the pay tables at Annex C, page 95

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Introduction

Executive Summary

Government Evidence and PSPRB Remit

- a. This document sets out the evidence from His Majesty's Prison and Probation Service (HMPPS) to the Prison Service Pay Review Body (PSPRB) to inform the 2023/24 pay round. HMPPS is the agency responsible for prisons and probation in England and Wales. HMPPS is an Executive Agency of the Ministry of Justice (MoJ).
- b. In October 2022, the Chancellor of the Exchequer agreed to run a usual pay round, with an open remit set for all public sector pay review bodies, and as such the remit letter sent on 16 November 2022 by the Minister for Prisons places no restrictions on the PSPRB.
- c. The 2022/23 pay award delivered substantial pay increases to front line prison staff, and an important reset of the prison service pay structure.
- d. We have however asked that the PSPRB make affordability a critical part of its consideration when making recommendations for 2023/24, particularly recognising the substantial investment made in prison pay in 2022/23 — the impact of which is not yet evident — and recognising the wider economic position and inflationary pressures being felt across the Department's budget for the coming financial year. On pages 6-8 we have set out the Department's affordability position and the impact of an unaffordable pay award on both prisons and the wider justice system.

2023 Pay Proposals

- e. Our pay proposals for 2023/24 set out what we consider to be the best pay award for staff for the year ahead to both address immediate challenges and as a continuation of our long-term strategy.
- f. Our 2023/24 pay proposals are focused on targeting the lowest paid and building on the substantial increases implemented in 2022/23. The proposals

seek to maintain headway for Band 2 Operational Support Grades - our lowest paid staff - beyond the National Living Wage, with a cash increase of £2,000. Band 3 Prison Officers would receive a £1,015 increase - representing at least a 4% increase for Band 3 staff regardless of where they sit in the pay range.

- g. Secondly, our proposals seek to achieve structural reform across the Fair & Sustainable (F&S) pay structure, ensuring that an adequate pay lead is maintained between pay Bands and incentivising progression and promotion through the pay scale. The proposals also seek to finally close the gap between closed grade and F&S pay, providing a financial incentive for closed grade officers to opt into F&S.
- h. As set out in our evidence in previous years, we consider the use of Market Supplements an effective tool for targeting investment across a number of sites where recruitment and retention challenges are most acute. The PSPRB's recommendations on Market Supplements for 2022/23 resulted in the complete erosion of amber Market Supplements, as well as the partial erosion of red and red plus Market Supplements. This has meant that Market Supplement sites did not see the full benefit of the substantial pay rises at Band 3 from the 2022/23 pay award. As set out in our pay proposals, we are committed to maintaining the red and red plus Market Supplements for 2023/24.

Content of the evidence

- i. This document sets out our detailed pay proposals for 2023/24, as well as a range of evidence and information to assist with the PSPRB's work, including context on government and departmental affordability, strategic priorities, details of operational and policy developments across the prison estate and priorities for prisons over the coming years.
- j. The document also provides the information requested by the PSPRB in its 2022/23 report. In some cases, where projects and policies are in development, we have committed to providing further information at oral evidence and where the data required needs to be shared on an official-

sensitive basis, this will be done so directly with the Office of Manpower Economics.

k. This document is comprised of two chapters:

Chapter 1: Pay Proposals – this chapter will *set out our pay strategy and pay proposals for 2023/24.*

Chapter 2: Evidence of key developments, priorities and areas of investment for the coming year and beyond.

The Remit Group

- l. The PSPRB remit group comprises all Prison Governors, Operational Managers, Prison Officers and Operational Support Grades (OSGs) in both closed grades and in Fair & Sustainable (F&S) – the two pay structures that exist within the workforce. There is also read across to the vast majority of non-operational and semi-operational roles due to the common pay and grading structure within HMPPS. From this year, there will also be read across to 11 of the 12 Regional Probation Directors (RPDs) who have been given the opportunity to opt into Band 12 (see paragraph 1.39 below for more detail on this). However, the clear majority of non-operational / semi-operational staff (who are not within the Probation Service delivery arm of HMPPS) have their pay indirectly determined by the PSPRB as a result of either:
- an historical equal pay settlement that links pay awards for closed grade Prison Officers to those for non-operational colleagues with similarly weighted roles, or
 - common pay and grading structures (F&S or the closed managerial structures).
- m. As set out in last year's evidence, we introduced the new Band 12 grade within the F&S pay structure for the 2021/22 financial year. The new Band 12 grade accommodates the cadre of Prison Group Directors (PGD) and a small

ring-fenced number of senior operationally-focussed roles who transferred from the Senior Civil Service grading structure.

- n. Costs presented in this evidence submission are for HMPPS. HMPPS is responsible for adult offender management services in the community and custody, and for youth custody across England and Wales, within the framework set by the Government. HMPPS is an Executive Agency of the MoJ.
- o. The Agency currently manages His Majesty's Prison Service (HMPS), Youth Custody Service (YCS) and the Probation Service. In addition, it oversees private sector provision for offenders, managing contracts for privately run prisons and youth custody facilities and prisoner escort services.
- p. HMPS works to protect the public and reduce reoffending by delivering the sentences and orders of the courts by supporting rehabilitation and helping offenders to reform their lives, whilst ensuring best value for money from public resources.

Affordability

- q. On 17 November the Chancellor delivered the Autumn Statement in which he set out the significant economic challenges faced by a global economy still recovering from the economic impacts of COVID-19.
- r. In this context, the Chancellor announced three priorities within the Government's plan to ensure national debt falls as a proportion of the economy over the medium term: stability, growth and public services. In order to meet these priorities, the Autumn Statement launched a Government-wide Efficiency and Savings Review in which individual departments are being asked to identify savings to manage pressures from higher inflation.
- s. The dual challenges of the current state of the economy, and the Treasury's Efficiency and Savings Review have led to an incredibly difficult fiscal context for the Department. We will need to carefully prioritise within the SR21 settlement to ensure funding is carefully targeted at reducing reoffending,

protecting the public, and ensuring swift access to justice in a fiscally responsible manner.

- t. A resilient, effective and engaged workforce underpins these priorities. Our pay proposals for 2023/24 build on the record pay settlement for 2022/23 and are targeted to ensure our people are able to continue delivering on these priorities.
- u. The PSPRB's recommendations from 2022/23 exceeded the cost of the recommendations that HMPPS provided to the PSPRB as part our evidence pack for 2022/23. Each of the PSPRB's recommendations were carefully considered and the recommendations for most operational grades were accepted. In total, we have estimated the pay recommendations from 2022/23 will cost MoJ £159m in 2022/23 and £180m in 2024/25, £65m (69%) and £85m (90%) more, respectively, than the £94m that had been budgeted for Prison Service pay in those years.
- v. As per the PSPRB's proposals, we uplifted the starting salary for Band 3 Prison Officers by £3,000, and by £1,500 for Operational Support Grades. Combined with all other recommendations from the PSPRB, this delivered increases of 11% for Operational Support Grades and between 18-25% for Prison Officers on our standard rates. It is too early to tell the impact of the pay award on recruitment and retention, and we would need to ensure that any investment into pay would deliver value for money. It would therefore be remiss to invest heavily in pay, over and above our agreed funding envelope, while we are yet to evaluate the benefits of last year's award.
- w. Despite far exceeding the budgeted £94m for Prison Service pay, MoJ decided to accept recommendations from the PSPRB, given their potential impact on recruitment and retention, and impact on improving the competitiveness of Prison Officer pay among the wider labour market. This has meant taking on the significant additional pressure and having to make further difficult efficiency and reprioritisation decisions from within the Department in order meet the additional cost of recommendations.

- x. The Efficiency and Savings Review was announced after the 2022/23 recommendations had been accepted and, in the current economic climate, the Department must now find a way to fund inflationary pressures alongside the exceptional pay settlement in 2022/23. As a result, MoJ will not be in a position to exceed the pay recommendations put forward through this advice, as was done in 2022/23, without substantially reducing funding for other key elements of the Criminal Justice System.
- y. The PSPRB must therefore give proper consideration to the affordability of their recommendations in light of the Department's position.
- z. Through reprioritisation decisions, the Department has made £89.9m funding available for Prison Service pay in 2023/24, which reflects the estimated cost of our proposals. This includes employer National Insurance and pension costs (on-costs). As set out above, pay awards above this level would require further trade-offs in the departmental budgets, efficiencies in delivery, wider trade-offs for public service delivery or risking the fight against inflation through further Government borrowing at a time when headroom against fiscal rules is historically low and sustainable public finances are vital.
- aa. Our proposals have been developed to meet our strategic objectives for pay whilst ensuring we retain sufficient budget to deliver across our remaining priorities, acknowledging the inflationary pressures across the Department's budgets, the wider economic position, and alongside the additional cost of the pay award in 2022/23.

1: Pay Proposals 2023/24

Key Strategic Objectives

1.1 This year's proposals focus on five clear strategic objectives:

- Continued efforts to **target our lower paid staff** and those in the lower quartile of the pay ranges;
- **Structural reforms** that move us towards our future vision and modernise our reward offering whilst maintaining the principles of the Fair and Sustainable (F&S) pay model;
- Maintaining a **targeted approach** to recruitment and retention;
- **Investment in F&S** only, to finally remove the pay differential between F&S and closed grades and offer incentives for staff to “opt in”;
- Remaining within the Department's **affordability envelope**.

Overview of Prison Service Pay Proposals 2023/24

1.2 We are keen to develop a set of proposals that align with our future direction of travel and continue to deal with the key pay structural changes we will need to make. These structural changes will be crucial to allow us to move towards our future and maintain the integrity and purpose of F&S.

1.3 **Targeting the Lower Paid** – Investing £70m Using a flat rate cash approach at each band, rather than the basic percentage uplift, represents an opportunity to provide a higher award in percentage terms for those lower down the pay scale, allowing us to target lower earners without raising the costs for all staff. Raising the Band 2 spot rate (our lowest paid staff) above the National Living Wage supports this and helps with the current cost of living concerns. Non-consolidated, or partially non-consolidated awards at Bands 6-12 are designed to control future pay bill growth as we progress our structural changes. This is key to improved productivity as it targets investment,

therefore supporting recruitment and retention, and boosting morale within the most populous groups of staff.

- 1.4 We are investing in the Band 2 spot rate to recognise their role as a gateway to being a Prison Officer. Our evidence supports the view that if a member of staff has been an OSG before becoming a Prison Officer, they are more likely to remain in the role.
- 1.5 The slightly higher cash value increase at Band 4, than at Band 3, will also go a long way towards mitigating an issue that we currently have where pay on promotion from a Market Supplement site (when staff are working more than 39 hours a week) can go above the Band 4 spot rate and needs to be addressed through marked-time arrangements.
- 1.6 **Moving the F&S Band 7 to a spot rate** and investing in staff with experience to reward a wider skill set and moving away from a reliance on premium rate overtime. In doing this, it offers a real financial incentive for Custodial Managers to seek progression and develop as an Operational Manager. We recognise that our current pipeline of experienced Band 5 staff are disincentivised from applying for promotion to Band 7 by the ability to earn more with the accrual of payment plus hours.
- 1.7 **Structural reforms** – Investing £4.35m Progression from the pay band minimum to maximum with the acquisition of experience in role is a common feature of Prison Service pay structures. Currently, reaching the maximum in 5 years is not reflective of the time it takes to become competent in the role and our range shortening will move us towards our future vision for pay.
- 1.8 A shorter pay range provides more scope to either reduce the time that it will take to progress from minimum to maximum or vary the rate of progression to achieve this within currently expected timeframes. This will in effect enable us to better control the cost of in-year progression and supports our vision to move towards a “rate for the job” pay structure that aligns to market conditions.

- 1.9 This will provide clear headroom between all pay range maxima, and the minima of the higher Band – and would provide a considerable incentive for promotion from Band 7 to 8 in support of career progression. Higher minima, further above lower Band maxima will reduce the instance of ‘leap frogging’ on promotion, which we were largely able to address in Bands 2-5 in 2022/23. This will lead to more transparent processes for staff that show why pay levels vary in different segments.
- 1.10 Pay proposals for our senior operational staff and leaders represents an **affordable award for HMPPS**.
- 1.11 **Maximising Talent at Band 12** and retaining talent in the organisation who can operate across ‘One HMPPS’ and lead offender management in custody or the community, better understanding the independencies in the system and leading to better outcomes. To this end we are offering Regional Probation Directors the opportunity to opt into F&S Band 12 to place them on an equal footing with the Prison Group Directors. This cohort will lead the regional management of offenders in custody and the community under the new HMPPS operating model (see paragraph 2.195 for more detail on One HMPPS).
- 1.12 The award for Band 12 staff is carefully balanced to maintain a competitive pay lead against Band 11 roles but also recognising the synergies with the wider Senior Civil Service.
- 1.13 By **investing in F&S** pay only, these proposals will align pay for staff on modernised terms across HMPPS. Closing the gap between old and new rates and removing the two-tier workforce has been a long-term ambition. Making pay structures more transparent and reducing the numbers of staff on outdated terms and conditions, with a single pay framework that is market facing remains our key aspiration.
- 1.14 By giving **Closed grade staff no award**, rather than a further increase in salary, we establish a pay lead for F&S staff at Band 3 over those on closed terms for the first time. This presents the opportunity for staff on closed grade terms to opt into F&S and receive a higher rate of pay, which will be

backdated to April 2023. We therefore “close the gap” between old and new rates and remove the existing two-tier workforce, making pay structures more transparent and reducing the numbers of staff on outdated terms and conditions.

- 1.15 Given the significant investment in Prison Service pay in 2022/23, we are still evaluating the benefits that has given us in terms of improved recruitment and retention. We are actively monitoring our recruitment and retention position post July 2022 (when the new rates were advertised) and September 2022 (when the pay award was implemented) [see data on Exit Interviews at **Annex B**]. However the data does not yet reflect a period long enough for us to draw any conclusion on trends or possible impact. It would therefore be remiss to continue to heavily invest in pay, over and above our agreed funding envelope, without sufficient time to have elapsed for us to compile a longer time span of data, before we evaluate the benefits of last year’s award. Our proposals target specific aspects of the pay offer and negate any fundamental changes to allowances.
- 1.16 Our proposals are also supported by an agreed statement following positive discussions with the Prison Governors Association (PGA) that supports our aspiration to make further changes to our pay structures.

Summary of Pay Proposals 2023/24

- 1.17 The pay proposals for 2023/24 and their estimated costs are summarised in the table below. See further detail, including policy drivers and rationale in the following section.

Table 1: 2023/24 Proposals – Summary with costs¹

(Figures are rounded, so individual proposals may not equate exactly to total figure)

Targeting the Lower Paid			Costs £m
1	Band 2	A flat rate consolidated award of £2,000 for all staff at Band 2	17.5
2	Band 3	A flat rate consolidated award based on 4% of National maximum of £1,015 for all staff at Band 3	27.8
3	Band 4	A flat rate consolidated award based on 4% of National maximum of £1,140 for all staff at Band 4	10.5
4	Band 5	A flat rate consolidated award based on 4% of National maximum of £1,300 for all staff at Band 5	7.1
5	Bands 6 - 9	Flat rate consolidated increase of £2,000 for staff below maxima of Bands 6, 8 & 9 (incl Band 7 spot rate). Where this is already achieved by range shortening, this does not apply. Where partially achieved by range shortening the balance is paid within range as consolidated, or above max as non-consolidated. Non-consolidated awards only for staff at max.	7.4
6	Bands 10 + 11	Max + £500 Flat rate increase underpin of £1,000 consolidated below max, non-consolidated either fully or partially above max.	0.4
Structural Reforms			
7	Bands 6 + 8 + 9	Shorten pay ranges to 15% or no reform in length by increasing pay range minimum (staff to move with the new minimum but no relative position).	0.6
8	Bands 10 + 11	Shorten pay ranges to 15% or no reform in length by increasing pay range minimum (staff to move with the new minimum but no relative position).	0.1
9	Band 12	Increase the spot rate by £1,750 (fully consolidated)	0.05
Joint Evidence with the Prison Governors Association (PGA)			
10	Band 7	Move the F&S Band 7 to a spot rate at 2023/24 maximum value (which is not, under proposals above, increased from 2022/23). Direction of travel on pay range shortening and achieving the rate for the job in shorter timescales.	3.6
Targeted Investment in Fair & Sustainable (F&S) Only			
11	Closed grades	No award (except for modest non-consolidated payment at higher paying LPA sites). This proposal linked to providing a subsequent offer to opt into F&S having closed existing pay differentials.	0.1
Affordability - Pay Progression in F&S			
12		One point for Bands 3 and 5	12.9
13	Progression Pay	2% for Bands 6, 8 + 9	1.6
14		2% for Bands 10 + 11	0.3
Affordability - Other Allowances			
15	Unsocial / RHA	No increase to either of these allowances in 2023/24	0.0
16	Payment Plus	No increase to the rate of Payment Plus or OSG overtime (this has been identified for review this time round by the PSPRB).	0.0
17	Overtime		0.0
TOTAL COST			89.9

¹ Estimated cost figures are based on data as at 31st October 2022 except for proposal 11 which is based on data as at 30th September 2022. Cost figures for each proposal in this table have been rounded and so may not sum to the total.

Detailed Pay Proposals

1.18 This section sets out the fine detail of the above proposals which are grouped around specific strategic headlines:

- **Targeting the lower paid** to support our recruitment challenges;
- **Structural reforms** to improve and protect 'Fair and Sustainable' as a "fit for purpose" pay model and moves towards our future vision; including with **Joint Evidence with the Prison Governors Association (PGA)**;
- Maintaining a **targeted approach to recruitment and retention**;
- Targeting investment in **F&S only** to finally remove the pay differential between F&S and closed grades and offer incentives for staff to "Opt in";
- Remaining within the Department's **affordability envelope**.

Targeting the Lower Paid

We propose (for F&S Bands 2-5 and Band 6, 7-11):

1.19 **Proposal 1:** A flat rate consolidated award of £2,000 for all staff on the Band 2 spot rate. This represents an increase of 10.3% on the 2022 National rate.

1.20 Flat rate consolidated award at Bands 3-5 of:

- **Proposal 2:** £1,015 at Band 3
- **Proposal 3:** £1,140 at Band 4
- **Proposal 4:** £1,300 at Band 5

1.21 Values are calculated as 4% of the national pay range maximum / spot rate and therefore worth proportionately more to those lower down each pay range. Rates are consistent across the pay zones to maintain existing national to London differentials as set out in below at **Table 2**.

- 1.22 **Proposal 5:** A flat rate award of £2,000 (consolidated within range, non-consolidated above maximum) for all staff in Bands 6, 8 and 9 (incl. Band 7 spot rate) who do not already achieve at least this because of range shortening (see below). Balances paid to those who partially receive the increase through range shortening. All balances above max, or payments at max to be non-consolidated. Non-consolidated awards only for staff at max. These measures combine to make this proposal affordable.
- 1.23 **Proposal 6:** At Band 10 and 11 to raise the maxima by £500 and pay staff a £1,000 flat rate increase, consolidated below max, non-consolidated either fully or partially above maximum. This proposal represents an affordability concession of slightly lower investment in these higher Bands worth up to 3.2% and 2.8% respectively.

Additional Rationale and Key Drivers

- 1.24 After the investment made in 2022/23, using cash sums rather than percentage awards allows us to target the award at those lower down their respective pay ranges, for whom it represents a higher percentage increase.
- 1.25 We have seen significant investment in pay in 2022/23 and another round of high investment is not affordable or sustainable – particularly if it is going to target Band 3 only again, at the expense of other Bands².
- 1.26 We need to evaluate how the 2022/23 investment will improve recruitment and retention before proposing any further significant increases. We have also seen from our deep dives into prisons with most acute staffing challenges that pay is only one of a number of indicators that are causing our staff to leave the Department. Our proposals this year therefore represent an investment that delivers awards that we consider be reasonable while balancing the need to control pay bill.

² Band 3s received increases of 18-25% in 2022/23, which cost £81m (£68m remit and £13m non-remit). This equated to 51% of the total £159m investment, and Band 3s made up approximately just over a third of workforce at the time.

- 1.27 A higher flat cash sum gives proportionally more at Band 2 and supports this becoming a possible gateway / apprentice Prison Officer entry route in future.
- 1.28 The National Living Wage is set to rise to £10.42 in 2023 (£20,126 p.a.). Raising the Band 2 spot rate from £19,355 to £21,355 will put these staff ahead of the rate and recognise their essential work and pivotal role as a gateway position for staff to then progress to Prison Officer.
- 1.29 The slightly higher cash value increase at Band 4, than at Band 3, will also go a long way towards mitigating an issue that we currently have where pay on promotion from a Market Supplement site, where staff are working more than 39 hours a week, can go above the Band 4 spot rate and needs to be addressed through marked-time arrangements.

Table 2: National to Outer London / Inner London Differentials

Available Band	Like for Like Weekly Hours Work Pattern	Differential on Maxima	
		2022	2023
		National / Inner London ³	
3	41 hours Inc. ACH* & 20% UHW**	£5,829	£5,829
3	40 hours Inc. ACH & 20% UHW	£5,667	£5,667
3	39 hours Inc. ACH & 20% UHW	£5,503	£5,503
2 to 5	39 hours Inc. ACHP*** & 20% UHW	£5,457	£5,457
3	38 hours Inc. ACH & 20% UHW	£5,340	£5,340
2 to 5 & 7 to 11	37 hours Inc. 20% UHW / RHA****	£5,177	£5,177
2 to 5 & 7 to 11	37 hours base pay	£4,314	£4,314
		National / Outer London	
3	41 hours Inc. ACH & 20% UHW	£3,832	£3,832
3	40 hours Inc. ACH & 20% UHW	£3,725	£3,725
3	39 hours Inc. ACH & 20% UHW	£3,618	£3,618
2 to 5	39 hours Inc. ACHP & 20% UHW	£3,587	£3,587
3	38 hours Inc. ACH & 20% UHW	£3,510	£3,510
2 to 5 & 7 to 11	37 hours Inc. 20% UHW / RHA	£3,404	£3,404
2 to 5 & 7 to 11	37 hours base pay	£2,836	£2,836

³ Inner London: Brixton, HQ Westminster, Pentonville, Wandsworth, and Wormwood Scrubs. Outer London: Belmarsh, Downview, Feltham, High Down, Isis and the controllers' offices at Bronzefield and Thameside.

- * Additional Committed Hours
- ** Unsocial Hours Working
- ***Additional Committed Hours Pensionable
- **** Required Hours Addition

Structural Reforms

We propose (for F&S Bands 6 and 8-11):

- 1.30 **Proposal 7:** Reducing the length of pay ranges by increasing Band minima at Bands 6, 8 and 9 from 20% to 15%. Staff to move with the new minimum but no relative position within pay range to be retained. The proposed new pay ranges are set out at **Annex C**.
- 1.31 **Proposal 8:** Reducing the length of pay ranges by increasing the Band minima at Bands 10 and 11 from 20% to 15%. Staff to move with the new minimum but no relative position within pay range to be retained. The proposed new pay ranges are set out at **Annex C**.
- 1.32 Maintaining the current differential of National to (Inner) London rates as set out in **Table 2** above.

Additional Rationale and Key Drivers

- 1.33 We want to build upon the structural reforms that were endorsed by the PSPRB in 2022, for Bands 3-5 by implementing the next stage of reforms at the higher Bands.
- 1.34 Shorter pay ranges will address pay range overlaps, where staff from the lower band overtake staff on the Band above them. This leads to morale issues for managers who effectively earn less than the staff they are managing and acts as a disincentive for those in the lower Band seeking promotion and as a consequence increases reliance on backfilling roles through temporary cover.

- 1.35 By reducing the length of the pay range we are moving away from high progression awards, whilst at the same time giving HMPPS more flexibility in recognising the length of time staff take to become fully proficient.
- 1.36 Shortening pay ranges will assist HMPPS in managing pay progression in the future and moves us towards our future vision to pay the rate for the job, based on market values.

We propose (for Fair and Sustainable Band 12):

- 1.37 **Proposal 9:** Increase the spot rate by £1,750 (fully consolidated) for all staff at Band 12.

Additional Rationale and Key Drivers

- 1.38 A flat rate sum is proposed for Band 12 due to the built in RHA factor and the need to maintain a pay lead over Band 11 roles. In response to this Band 12 staff working in Inner London, where the Band 11 RHA inclusive maximum is now actually higher than the Band 12 rate, will now re-establish a consolidated pay lead (of £246) in addition to the £5,000 annual non-consolidated payment that is received by incumbents of London based Band 12 posts.
- 1.39 Due to the onboarding of Probation Regional Directors into Band 12, and some of the significant pay increases this staffing cadre will receive this year to move onto the new Band 12 spot rate, we are also proposing limited investment at Band 12 for this pay round.

Joint Evidence with the Prison Governors Association (PGA)

- 1.40 We are pleased to inform the PSPRB that following a series of constructive talks with the PGA, we have agreed with them our proposal for a spot rate at Band 7 and the general principle of further range shortening, which supports our plans which are covered above under Structural Reform.
- 1.41 The PGA have agreed to the following statement:

“The PGA support the HMPPS proposal to establish the current Band 7 zonal pay range maxima as spot rates effective 1 April 2023 and that upon implementation of the pay award all Band 7 staff will be paid at these rates, regardless of their current position within the pay range.

We are in agreement with HMPPS that the proposal will result in a meaningful increase upon promotion from Band 5 (the nearest lower operational Band within the structure) and should remove the perception that it is not worthwhile seeking such promotions when similar earnings can be achieved by working Payment Plus as a Band 5. Incentivising promotions in this way should act as a recruitment pipeline into the higher Bands and reduce the organisation’s current overreliance only lengthy periods of temporary cover to fill operational manager roles.

In addition to the specific proposal for Band 7, the PGA are also supportive of the general principle to achieve shorter pay ranges for operational manager pay ranges Bands 8-11 and swifter progression.”

We propose (for F&S Band 7):

1.42 **Proposal 10:** moving the F&S Band 7 to a spot rate at the band maximum.

Additional Rationale and Key Drivers

1.43 Following our proposal in 2022/23 evidence we have had constructive engagement with the PGA union and are pleased to confirm their agreement to introducing a spot rate at Band 7 at the pay band maxima.

1.44 We currently have a shortage of candidates for promotion to Band 7 roles. Band 5 Custodial Managers can earn more through Payment Plus rather than through a substantive promotion to Band 7. Incentivising promotion into the management structures is also important for providing a pipeline for our future talent and succession planning.

1.45 Moving to a spot rate for the Band 7 Operational Manager role creates headroom for a promotion uplift for an experienced Band 5 Custodial Manager, underpinned by a genuine financial incentive to do so.

1.46 A spot rate for Band 7 at this value will incentivise Custodial Managers at Band 5 to apply for promotion. At present the promotion incentive is marginal and easily replicated by supplementing with Payment Plus, which is viewed as an easier route.

Maintaining a targeted approach to recruitment and retention

We propose (for F&S Band 3 Prison Officers):

1.47 Maintaining the Residual Market Supplements, as the payments currently stand: at £2,000 for 'Red' sites and £3,500 for 'Red Plus'.

Additional Rationale and Key Drivers

1.48 Until we can be confident that our investment in 2022/23 is improving our recruitment and retention position, it is critical that we maintain the current payment of Market Supplements to support operational capacity.

1.49 In particular we do not support further erosion of Market Supplements for the 2023/24 pay round and would cite the effect on morale on staff at our hardest to recruit and retain prisons, who received significantly lower pay awards than those at non-Market Supplement prisons as a result of their September 2022 pay award being eroded by the consolidation of £3,000 of Market Supplements.

1.50 We are continuing to build our evidence base and we wish to maintain our existing Market Supplements (Red now £2,000 and Red Plus at £3,500) and there is still an argument for wanting to maintain a pay lead in some prisons in the future.

1.51 Market Supplements will be kept under review annually.

1.52 **Operational Allowances** have increasingly been called for by the POA and PGA recently. Introducing such allowances (e.g. as another way to target operational staff) will not be supported by our current job evaluation scheme that already includes operational demands in the job weight.

Targeted investment in F&S only and incentives for staff to “Opt in”

We Propose:

1.53 **Proposal 11:** No pay award for closed grades to remove Closed Grade / F&S pay differential. This is with the exception of a proposed non-consolidated award for those staff who would still be unable to opt into F&S without financial detriment because of Local Pay Additions that are paid in addition to their closed grade salaries. The non-consolidated award proposed for this group of staff (which numbers 234.1 Full-Time Equivalent (FTE)) is a flat rate £500.

Additional Rationale and Key Drivers

1.54 For the first time since F&S was launched in 2012 this set of proposals will make it possible for most⁴ closed grade staff at Band 3 to contemplate opting into the F&S Band 3 with a pay award post implementation of these proposals.

1.55 Increasing the F&S pay scale maximum to a rate above that of the Band 3 closed rate, combined with proposing a no pay award for closed grades will mean that post implementation of the pay award, we will be able to offer those who remain on closed terms the opportunity to opt into F&S Band 3 and achieve a pay increase. This will also bring them into scope for future increases in F&S, removing the need for further investment in closed grades. The detail of how this will work is set out in **Table 5** under **2023/24 Opt-in**.

1.56 Currently closed grade Prison Officers earn £32,915 and would opt into F&S Band 3⁵ at the Band maximum on £32,054. The closed grade therefore has a pay lead of £861. Our proposal will reverse this by raising the F&S maximum rate to £33,338 and maintain the closed grade rate at £32,915. This will give the F&S Band 3 grade a modest pay lead of £423.

⁴ It will be financially advantageous for all closed terms Band 3 staff with the exception, as described above, of some of those still in receipt of a Local Pay Addition (LPA).

⁵ Inclusive of 2 x ACHP & 20% unsocial to make the 39 hours comparison with closed grade Prison Officers

1.57 This combination of a consolidated pay award for F&S Band 3 and no award for closed grades will enable the Prison Service to reach an important workforce milestone and achieve our ambition of having a single pay and reward structure. All F&S Band 3 Prison Officers will progress to a maximum that overtakes that of the closed grade and we will no longer have a two-tier workforce.

1.58 In future we will continue to invest in the F&S Bands and incentivise staff to opt in and have no plans to submit proposals to invest in closed grades in future years.

Closed Grades - Uniformed Staff and Phase One Operational Managers on closed (pre-F&S) pay arrangements

We propose:

1.59 No pay award for Uniformed staff and Phase One Operational Managers on closed (pre F&S) terms who would benefit financially from opting into F&S. This is the year for those staff to be rewarded by opting into F&S terms which will enable them to receive a pay rise.

1.60 We do propose making an award of a £500 non-consolidated sum to any closed grade staff who would not benefit financially from opting into their F&S equivalent Band. This applies to 234.1 FTE staff (as at 30th September 2022) and is limited to 12 prisons as broken down in **Table 3** below.

1.61 From this point on HMPPS will only be focussing investment in F&S and we will no longer consider investment in closed terms. No one will be compelled to move into F&S but HMPPS will no longer be investing outside of that pay framework (save for those limited number of closed grades where it would not be financially beneficial to opt in).

Additional Rationale and Key Drivers

1.62 This proposal recognises the significant contribution of closed grades with their F&S colleagues in all of our custodial settings. However, by making pay awards available by joining the F&S pay scales we are signalling our investment in F&S

scales and encouraging staff who wish to receive consolidated awards to opt into F&S terms.

1.63 The PSPRB will be aware of the fact that all staff on closed terms and F&S work to the same job description. There is no difference in duties.

1.64 Notwithstanding the proposals above we will remain compliant where necessary with the Government's National Living Wage in the closed grades.

1.65 There are still a limited number of closed grades in receipt of higher value Local Pay Additions at 12 Prisons where an opt-in to F&S is still not financially viable and these staff will receive the £500 non-consolidated, non-pensionable lump sum payment.

**Table 3: Closed Grade staff in scope for non-consolidated award (by prison)
(as at 30th September 2022)**

Prison	Closed Grade staff in scope for a non-consolidated award (FTE)
Huntercombe	26.8
The Mount	20.0
Coldingley	17.9
Send	18.9
Aylesbury	11.5
Bedford	8.0
Chelmsford	22.5
Bullington	26.2
Grendon	22.1
Woodhill	30.4
Lewes	11.1

Prison	Closed Grade staff in scope for a non-consolidated award (FTE)
Winchester	18.8
TOTAL	234.1

Affordability - Pay Progression in F&S

We propose:

1.66 **Proposal 12:** Eligible staff in Bands 3 and 5 who are not subject to formal poor performance measures, will progress to the next pay point following pay point uplifts effective 1 April 2023. This delivers pay increases of between 4 and 7.7% for this group;

1.67 **Proposal 13:** Assuming shorter pay ranges (see proposal 7), eligible staff in Bands 6, 8 and 9 who are not subject to formal poor performance measures, will progress by increasing pay by a further 2% (subject to maxima) in addition to any uplifts as a result of pay range shortening and / or £2,000 increases (or balances thereof);

1.68 **Proposal 14:** Assuming shorter pay ranges (see proposal 8), eligible staff in Bands 10 and 11 who are not subject to formal poor performance measures, will progress by increasing pay by a further 2% (subject to maxima) in addition to any uplifts as a result of pay range shortening and / or £2,000 increases (or balances thereof);

1.69 There is no progression at Band 7 subject to the above proposals to restructure this Band to a spot rate;

1.70 There is no progression at Bands 2, 4 or 12, as due to previous pay reforms, these pay Bands have spot rates.

Additional Rationale and Key Drivers

1.71 Supports our aim for staff to reach the maxima within a reasonable time that reflects full competence within a role and mitigates any equal pay risk attached to paying staff below the maximum 'rate for the job'.

Table 4: Progression with new pay point values Bands 3 and 5 National⁶

Band 5 - National Uplift & Progress			Total Uplift	
2022	2023	£	%	
£41,012	£42,656	£1,644	4.0%	
£40,061	£41,705	£2,595	6.5%	
£39,132	£40,777	£2,573	6.6%	
		£1,645	4.2%	

Band 3 - National Uplift & Progress			Total Uplift	
2022	2023	£	%	
£32,328	£33,623	£1,295	4.0%	
£31,776	£33,071	£1,847	5.8%	
£30,702	£31,966	£2,369	7.7%	
		£1,264	4.1%	

Affordability – Other Allowances

1.72 We do not propose to increase or create any additional allowances, other than where increases in cash values are directly driven by basic pay increases.

⁶ Note: Pay values for Band 5 are for a 39-hour week (including 2 hours ACHP) with 20% unsocial hours working; Band 3 values are for a 39-hour week (including 2 hours ACH) with 20% unsocial hours working; and all values are rounded.

Unsocial Hours Allowance and Required Hours Addition

We propose:

1.73 **Proposal 15:** No increase to either of these allowances in 2023/24.

Additional rationale and key drivers

1.74 There is no evidence to support the further increase of these allowances at this time following uplifts in 2022/23. We must not divert from these allowances being a true recognition of unsocial hours working. HMPPS would be open to possible challenge if these allowances were suspected of being operational allowances in 'disguise'.

1.75 We are cognisant of the increased risk of legal challenges, on the basis of equal pay, should trade unions representing non-operational staff view further increases as moving too far away from what they would view as a justifiable pay lead in recognition of unsocial hours for operational staff.

1.76 Also, the reduction in pay for somebody who might want to move into a non-operational job, or switch between prisons and probation / courts etc. could become prohibitive.

Payment Plus and OSG Overtime

We propose:

1.77 **Proposal 16:** No increase to the rate of Payment Plus.

1.78 **Proposal 17:** No increase to the rate of OSG overtime.

Additional rationale and key drivers

1.79 There is no evidence that the enhanced rates already in payment are not attractive and we continue to have a plentiful supply of volunteers.

1.80 HMPPS do not wish to enhance the rates for Payment Plus or OSG overtime at this time when we are also conducting trials of alternative approaches to managing and deploying the workforce. Our programme for 'Shaping A New

Employee Offer' (SANEO) aims to deliver modern flexible ways of working into our Prisons (and Probation areas). This will include a range of flexible contracts and a resourcing model that will be enabled through a new modern rostering tool. A proof-of-concept exercise has commenced to explore how an increased range of flexible working options can be tailored and practically applied to staff working in Prisons. A higher rate of Payment Plus or OSG overtime risks driving staff away from the more innovative, flexible and sustainable working practices that we are trying to introduce. Increasing Payment Plus or OSG overtime rates at this time risks undermining that work. The outcomes from the Shaping A New Employee Offer programme will have a direct impact on Prison Officers and enable staff in roles that have historically not been able to access flexible working, to do so.

1.81 In addition an increase in rates will further incentivise Band 5 staff not to seek promotion and this is leading to a supply challenge for Band 7 posts.

1.82 We are seeking to reduce the reliance on Payment Plus and overtime via recruitment and retention and flexible employment initiatives. Increasing the rate of payments runs contrary to these objectives. It will be in the better interest of staff not to rely on Payment Plus or overtime availability which can be erratic and is not a contractual entitlement, but to engage with the contractual options open to them now (e.g. Additional Committed Hours) or the more flexible options we are trialling. These options represent guaranteed income which is consistent and reliable.

Background

1.83 Payment Plus was introduced in 2008 to replace all other additional hours and ex gratia payment schemes. It recognises that specific demands made on staff time in a prison can be unpredictable and required at short notice, outside of planned shifts.

1.84 The Payment Plus rate will only be paid for additional hours working in the following circumstances:

- To staff a bedwatch
- To staff a constant observation

- To staff a Category A escort over and above the profiled staffing level
- To staff new accommodation and to cover temporary staff in post vacancies against the Target Staffing figure, where authorised by the Area Manager.

1.85 Payment Plus is only to be utilised in accordance with the criteria set out above. Volunteers will always be sought in the first instance but where insufficient volunteers are available Bulletin 8 procedures will apply. Bulletin 8 arrangements (Bulletin 8, paragraph 17) remain in place whereby staff may be asked on occasion to work more than their average weekly hours.

1.86 In August 2016 the rate of Payment Plus was increased from £17 per hour to £22 per hour and this rate is still in place. This increase was introduced to encourage more staff volunteers and therefore improve staff availability in support of prison stability and safety. OSG overtime was also increased by £5 at the same time to maintain parity with Payment Plus.

Closed Grade Allowances

1.87 Following the same rationale as that for no increases to closed grade salaries, we similarly do not propose further investment in closed grade allowances (including the Prison Officer Specialist Allowance). This is the year in which we can finally incentivise opt-in to F&S on a large scale and to increase closed grade allowances would impede our ability to do this.

1.88 There is a common misconception that the Specialist Allowance sets closed grade Officers (who map to Band 4 rather than Band 3 as standard) apart from other staff (such as Senior Officers) who map to Band 4 based on alternative factors. The reality is that there are various Band 4 Job Descriptions. The aspiration therefore is that all Band 4 staff should be paid the same, regardless of what specifically within their own Job Descriptions makes them a Band 4, and this can now absolutely be achieved with closed grade Prison Officer Specialists now able to gain financially by opting into the Band 4 spot rate.

2023/24 Opt-In

1.89 As referenced above our proposals, including no investment in the closed grades, means that with the exception of some staff who are in receipt of Local Pay Additions (and a small number of others who have other bespoke allowances or pay protection arrangements), staff in each of the closed grades will now benefit from opting into F&S following the implementation of the 2023 pay award. Backpay will be payable, calculated to 1 April 2023, for any increase as a result of opting in.

1.90 Our proposal not to invest in the closed grades in 2023 is to make possible the opt-in of Band 3 Prison Officers who would currently face a financial detriment. However, we also propose the same approach of no further investment in the other closed grades, for whom opt-in may also be financially viable, but where staff for whatever reason, have not yet chosen to do so.

1.91 The opt-in exercise for 2022/23 has not yet commenced at the time of submitting evidence (and is due to run between January – March 2023). As yet, we do not know the number of staff who will opt-in before the 2023 pay round commences. We do expect numbers of staff choosing to opt-in to increase due to a combination of the current cost of living crisis and the more generous increases that are available upon opt-in due to the targeted investment in the F&S structures that was endorsed by the PSPRB in 2022. For example, OSGs can now benefit from an increase of over £2,700 by opting into Band 2; Senior Officers, moving into Band 4, by £591; and Principal Officers moving into Band 5 by £1,970.

1.92 Assuming, however, that we do have staff remaining in each of our key operational closed grades, following the 2022 opt-in exercise, the tables below demonstrate the degree to which staff would benefit from opting in after the implementation of our proposals for 2023/24:

Table 5: 2023 award and opt-in gain Officers and OSGs

(all calculations on the basis of 39 hour week with unsocial hours)

G4S Security Officer – Opt-In to Band 2 Spot Rate (National)						
	31/03/2023	01/04/2023		01/04/2023		
Opt-In Year	Closed Pay	Proposed Closed Pay	Pay Award Gain	Proposed F&S Pay	Gain from Opt-In	Total Gain
2023	£21,443	£21,443	N/A	£27,011	£5,568	£5,568

OSG –Opt-In to Band 2 Spot Rate (National)						
	31/03/2023	01/04/2023		01/04/2023		
Opt-In Year	Closed Pay	Proposed Closed Pay	Pay Award Gain	Proposed F&S Pay	Gain from Opt-In	Total Gain
2023	£21,757	£21,757	N/A	£27,011	£5,254	£5,254

Prison Officer –Opt-In to Maximum Band 3 (National)						
	31/03/2023	01/04/2023		01/04/2023		
Opt-In Year	Closed Pay	Proposed Closed Pay	Pay Award Gain	Proposed F&S Pay	Gain from Opt-In	Total Gain
2023	£32,915	£32,915	N/A	£33,338	£423	£423

Prison Officer 2 –Opt-In to Band 3 (National)						
	31/03/2023	01/04/2023		01/04/2023		
Opt-In Year	Closed Pay	Proposed Closed Pay	Pay Award Gain	Proposed F&S Pay	Gain from Opt-In	Total Gain
2023	£24,433	£24,433	N/A	£31,996	£7,563	£7,563

G4S Prison Custody Officer –Opt-In to Band 3 Maximum (National)						
	31/03/2023	01/04/2023		01/04/2023		
Opt-In Year	Closed Pay	Proposed Closed Pay	Pay Award Gain	Proposed F&S Pay	Gain from Opt-In	Total Gain
2023	£27,425	£27,425	N/A	£33,338	£5,913	£5,913

Prison Officer Specialist –Opt-In to Band 4 Spot Rate (National)

	31/03/2023	01/04/2023		01/04/2023		
Opt-In Year	Closed Pay	Proposed Closed Pay	Pay Award Gain	Proposed F&S Pay	Gain from Opt-In	Total Gain
2023	£34,115	£34,115	N/A	£37,462	£3,347	£3,347

Senior Officer –Opt-In to Band 4 Spot Rate (National)

	31/03/2023	01/04/2023		01/04/2023		
Opt-In Year	Closed Pay	Proposed Closed Pay	Pay Award Gain	Proposed F&S Pay	Gain from Opt-In	Total Gain
2023	£35,429	£35,429	N/A	£37,462	£2,033	£2,033

Principal Officer –Opt-In to Band 5 (National)

	31/03/2023	01/04/2023		01/04/2023		
Opt-In Year	Closed Pay	Proposed Closed Pay	Pay Award Gain	Proposed F&S Pay	Gain from Opt-In	Total Gain
2023	£38,087	£38,087	N/A	£40,777	£2,690	£2,690

Table 6: Managers & Senior Managers opting into F&S National from scale maxima⁷.

Proposed Scale	Manager		Senior Manager				
Pre-F&S Scale Pay (2023)	F	E	D	D	C	B	A
RHA	£44,697	£52,691	£70,003	£76,209	£82,953	£92,110	£94,896
Total Pay	£6,206	£6,206	£6,206	N/A	N/A	N/A	N/A
	£50,903	£58,897	£76,209	£76,209	£82,953	£92,110	£94,896
	↓						
Assimilation Band	Opt in to Band & Assimilation Pay						
Opt in Base Pay	7	8	9	9	10	11	11
RHA 20%	£44,263	£51,215	£66,269	£66,269	£72,133	£80,096	£82,518
Total Pay	£8,853	£10,243	£13,254	£13,254	£14,427	£16,019	£16,504
	£53,116	£61,458	£79,522	£79,522	£86,560	£96,115	£99,022
	↓						
Increase in Pay £	Increase in Pay from Opting in						
Increase in Pay %	£2,213	£2,561	£3,313	£3,313	£3,607	£4,005	£4,126
	4.35%	4.35%	4.35%	4.35%	4.35%	4.35%	4.35%
	↓						
Base Pay Maxima	Headroom for Future Progression						
RHA 20%	£45,625	£53,201	£68,139	£68,139	£75,013	£84,848	£84,848
Total Pay	£9,125	£10,640	£13,628	£13,628	£15,003	£16,970	£16,970
Headroom £	£54,750	£63,841	£81,767	£81,767	£90,016	£101,818	£101,818
Headroom %	£1,634	£2,383	£2,245	£2,245	£3,456	£5,703	£2,796
	3.08%	3.88%	2.82%	2.82%	3.99%	5.93%	2.82%

⁷ For example, the calculation for a Manager F opting in from pay maximum will be:

Pre-F&S scale pay: £44,697 + £6,206 (RHA) = £50,903

Base pay on opt-in: £44,697 + £6,206 / 1.15 = £44,263

Total pay on opt-in: £44,263 + £8,853 (20% RHA) = £53,116

Headroom (available progression) £51,328 (Band maximum) - £49,795 (pay on opt-in) = £1,533

2: Evidence of key developments, priorities and areas of investment for the coming year and beyond

Prison Environment

Prisons Strategy White Paper

- 2.1 In December 2021, we published the [Prisons Strategy White Paper](#). This set out our 10-year vision for a modern prison estate that protects the public and cuts crime by rehabilitating offenders.
- 2.2 The White Paper set out delivery plans for the next two years, which was supported by an investment into the largest prison building programme in more than a century to provide 20,000 extra prison places, in addition to further investment secured via Spending Review 2021 to tackle reoffending.

Delivery of 20,000 new prison places

- 2.3 Last year, we updated on the progress which had been made with delivery of 20,000 new prison places, needed to meet growing demand and to ensure a more resilient and modern estate. Our intention remains to have the infrastructure in place to manage a growing prison population. New Prisons, expansions and significant refurbishments can often make the prison environment a more welcoming place to work for staff, which can help with recruitment and retention.
- 2.4 We have made progress on introducing these places. c. 3,100 places have been delivered, and c.4,600 are under construction contract. We have secured planning permission for c.58% (c.11,600) of the portfolio. The major refurbishments at HMP Birmingham and HMP Liverpool, and a houseblock at HMP Stocken are under construction. These will bring nearly 1,000 additional

places to the existing estate. In June, we awarded a contract to Kier and Wates to oversee the construction and delivery of approximately 2,400 new places across six prison sites. These will include houseblocks, as well as supporting buildings such as kitchens, workshops and sports facilities. In addition, over 400 temporary accommodation places have been transitioned into operational capacity.

- 2.5 Tranche 1 of the Rapid Deployment Cells will come online next year. This will deliver c.500 places across 7 sites ready for occupation from January to June 2023. A further 485 places for Tranche 2 at ten sites will be delivered from July to December 2023. This year also saw the opening of HMP Five Wells, and HMP Fosse Way is due to open in 2023 (both 1,715 places). Construction of a new prison at Full Sutton, (nearly 1,500 places) which began in September 2022, will continue ahead of opening in 2025.
- 2.6 Funding increases in recent years have also allowed us to invest more in maintaining the legacy infrastructure of the estate and improve the safety and wellbeing of our staff. We are aware that much more needs to be done to improve staff facilities as, despite the increased spend, demands for maintenance are still much greater than the available funding. For example, in 2022/23, 40% of the major capital maintenance allocation was used to fund site-wide fire safety improvements at 50 establishments.
- 2.7 We are developing plans to manage the increase in staffing required for the new places. Lead in time for recruiting operational staff is a key consideration in the context of either back-filling for experienced staff transferring into sites, or for direct recruitment into the site where staff are transferring. For public prisons, recruitment of Prison Officers is being commenced 18 months prior to first prisoner dates, to improve success at both recruiting and onboarding staff into expanded prisons.
- 2.8 Where new places are privately operated, we ensure through the operator competition that we test that they have an approach and staffing model that provides a safe, secure, and rehabilitative environment. Operators are expected to deliver high quality and value for money bids that manage the

risks and meet the needs of the prisoners. We evaluate all aspects of bidders' proposals, which includes scrutinising the staffing approach and resilience. A mobilisation assurance team is also in place to support all private operators and provide assurance that recruitment is progressing.

- 2.9 Staff in post numbers are being monitored through project and programme dashboards, using national data, but the picture remains challenging.
- 2.10 There is a risk of an increase in Prison Officer attrition and difficulties in attracting applications due to the jobs market where a range of employers are offering opportunities with better flexible working conditions and signing-on bonuses. Border Force and Police recruitment campaigns are also running in parallel and offer higher rates of pay which creates additional challenges. Pay and Reward colleagues are looking at alternative options to mitigate challenges this may pose. There is also an interrelationship between both pay and resourcing between public sector prisons and private sector prisons. As either expands it puts pressure on the other because they are competing for the same people to work in them, which can lead to increasing competition on pay. We are continuing to keep this under review.

Prison Safety

- 2.11 We are investing in our prisons to make them safer for both prisoners and staff by taking a preventative approach to safety and making key changes to the physical environment, introducing specialist support, developing bespoke interventions and testing new technology.
- 2.12 This is supported by investment to improve key safety outcomes in prisons. This includes piloting safer alternative options to prison issue razors, continuing to embed and expand the Trauma Risk Management approach (TRiM) providing a peer-led support structure to our staff, and providing Body Worn Video Cameras (BWVC) access for all Band 3-5 officers.

Safety Statistics

2.13 The following published statistics details both the risk to prison officer safety and the challenging environment that they work in:

- There were 20,551 assault incidents in the 12 months to June 2022, up 12% from the 12 months to June 2021. In the most recent quarter, assaults were up 13% to 5,319 incidents.
- There were 7,459 assaults on staff in the 12 months to June 2022, up 4% from the 12 months to June 2021. In the latest quarter the number of assaults on staff increased by 4% to 1,780 incidents.
- Serious assaults: Of the 20,551 assault incidents, 2,225 (11%) were serious. In the 12 months to June 2022, there were 2,225 serious assault incidents, a 16% increase from the previous 12 months. The rate of serious assault increased by 15% over the period. Serious prisoner-on-prisoner assaults increased by 21% to 1,545, and serious assaults on staff increased by 8% to 718 in the 12 months to June 2022.
- Deaths in Custody: In the 12 months to September 2022, there were 307 deaths in prison custody, a decrease of 22% from 396 deaths in the previous 12 months which reflects a reduction in the number of deaths related to COVID-19. There were 70 self-inflicted deaths, a decrease of 16% from 83 in the previous 12 months. In the most recent quarter there were 84 deaths, an 20% increase from 70 deaths in the previous quarter.
- Self-harm: There were 52,972 self-harm incidents in the 12 months to June 2022, almost unchanged (0.4% increase) from the previous 12 months (a 0.2% increase in male establishments and a 1% increase in female establishments). Over the same period the rate of self-harm incidents per 1,000 prisoners decreased by 1% in male establishments and remained unchanged in female establishments. In the most recent quarter there were 13,052 self-harm incidents, up 7% on the previous quarter (increases of 3% in male establishments and 17% in female establishments). There were 10,965 individuals who self-harmed in the 12 months to June 2022, a 3% decrease

from 11,356 in the previous 12 months. The number of self-harm incidents per individual increased from 4.6 in the 12 months to June 2021 to 4.8 in the 12 months to June 2022.

Next Generation Safety Programme

2.14 In the past year the following work strands that form part of the Prison Safety Next Generation Safety Programme 2022-2025 have progressed:

- Challenge, Support and Intervention Plan (CSIP) - is the national case management model for managing those who pose a raised risk of being violent, which was mandated for use across the adult prison estate from November 2018. CSIP provides a framework for managing violence that is centred around the individual and their specific needs to help them manage and move away from violent behaviours. During 2022 (up to the end of September) we have commissioned prisons to undertake a self-assessment to demonstrate how well CSIP is functioning in their establishments. This has provided confidence that CSIP is embedded and being used effectively across the adult prison estate, as well as providing an opportunity to identify areas for continuous improvement.
- Razors - Traditional wet-shave razors can be used by prisoners both as a weapon for assaults and to self-harm. This year we have started to trial the use of alternative options to reduce risk. Where the evidence suggests that this is successful in reducing harm and violence, we will consider rolling out alternatives across the estate. The pilots are due to conclude in Spring of 2023 and evaluation to be completed late 2023.
- Training and Support - We have rolled out mental health awareness training to staff to ensure training is as robust and effective as possible. A range of training will be available not only to OAs (Officer Apprentices) but to all prison staff:
 - We have continued to provide post-incident care teams, occupational health support and counselling for members of staff who are assaulted while doing their jobs.

- The Assaults on Emergency Workers (Offences) Act came into force in November 2018 and increased the maximum penalty – from 6 to 12 months’ imprisonment – for those who assault emergency workers, including prison officers. As of 28 June 2022, the Police, Crime, Sentencing and Courts Act has further increased the maximum penalty to up to two years’ imprisonment.
- In the past year we have been providing additional support to establishments that have had a cluster of self-inflicted deaths. Recently a new three stage model of escalation and support has been put in place. Following formal stocktake meetings with the Governors and Prison Group Directors, a number of prisons are currently receiving some additional support from the national safety team.
- TRiM (Trauma Risk Management) is now available to all staff nationally, this is a trauma-focused peer support system designed to help people who have experienced a potentially traumatic event, and we are currently considering other ways in which we can better support victims of violence in our prisons, including staff. We currently have 1800 staff trained to support colleagues nationally over all of our HMP sites. We provide post-incident support through care teams, TRiM, occupational health support and counselling for members of staff who are impacted by violence in the workplace. These mechanisms are supported by a Post Incident Care Framework to guide Managers on how to support staff most effectively.

2.15 Over the next 12 months CSIP will continue to be a priority:

- To support staff in their understanding and use of CSIP, we will be rolling out a Violence Reduction training module (delivered via workshop for trainers model) that will include CSIP and will help to provide staff with the right skills to implement CSIP effectively.
- In 2022, prisons are undertaking a self-assessment as part of a national sign-off process to certify that they are using CSIP effectively, the process started in January and is expected to conclude at the end of the year. Once prisons

are successful with their assessment it is expected that CSIP will be part of business as usual safety work.

Physical Safety

- 2.16 To protect staff and prisoners in very serious assaults, we are rolling out PAVA – a synthetic pepper spray – for use by prison officers. Staff will be able to use the PAVA spray where there is serious violence or an imminent or perceived risk of it.
- 2.17 To protect staff and prisoners in very serious assaults, we are rolling out PAVA – a synthetic pepper spray – for use by prison officers. Staff will be able to use the PAVA spray where there is serious violence or an imminent or perceived risk of it.
- 2.18 PAVA is being introduced as part of a wider Personal Safety package alongside SPEAR training. This is to ensure that PAVA is used as part of a range of skills for staff to resolve and de-escalate incidents. The training is based on using the body’s natural flinch reaction when faced with danger and focuses on pre-contact cues to give staff greater awareness of their surroundings. This is managed under robust governance and scrutiny of every use.
- 2.19 We fully recognise the value of interpersonal skills and how important these have been during this challenging time; PAVA is not intended to undermine this, and it remains the case that it should absolutely only ever be the last available option. We will be continuing to provide Five Minute Intervention training for trainers and actively promote the use of the skills it provides as these enhance the interpersonal skills of our staff and encourage rehabilitative conversations.
- 2.20 In addition, we will be rolling out a new Body Worn Video Camera provision which will enable every operational Band 3-5 member of staff on shift to be able to wear one, as we increase to over 13,000 cameras across HMPPS. This is accompanied by a new Policy Framework which mandates the wearing of cameras for these grades of staff, aiming to increase their use and support

safety and transparency in our prisons. The cameras will provide high-quality evidence to support prosecutions against prisoners who commit assaults.

- 2.21 We are also rolling out Rigid Bar Handcuffs to prison officers as part of our continued focus on improving safety and reducing violence.
- 2.22 Enhanced Support Service - Specialist support is needed to prevent challenging prisoners from harming themselves or others. To address this we will make available an Enhanced Support Service (ESS) to prisons where we find the most violent behaviour. ESS provides a multi-disciplinary team of a prison officer, mental health nurse and psychologist, to work with individuals and the staff working with them, to address the risk of harm to self and others, intervening in the most acute situations.
- 2.23 Innovations Taskforce- We will establish an Innovations Taskforce with experts from the front line, health, psychology, academia and third sector organisations to bring together innovative thinking and best practice to address the drivers of violence and self-harm in prisons, piloting new innovations to tackle violent behaviours, and other safety issues
- 2.24 Post-vention support - We have designed an additional support service in conjunction with the Samaritans for prisons in the period following a self-inflicted death, with the aim of reducing the risk of further suicides. This involves additional training for Listeners (selected prisoners trained by Samaritans to provide emotional and wellbeing support to other prisoners), guidance for Governors and safety teams and information materials for staff and prisoners to be used in the event of a self-inflicted death. We will be rolling this out in 2022/23 and plan to fund this service until March 2025, so that support is provided to both staff and prisoners to reduce the risk of a further death.
- 2.25 Training and Staff support - We will be reforming our training programme for new prison officers, building an effective and professional workforce to meet the evolving needs of prisons. We will be rolling out a Safety Support Skills training package for staff which includes modules on suicide and self-harm, as well as training for staff on violence. The violence module in particular, will

equip staff to understand how to mitigate the drivers of prison violence as well as teaching them the skills required to hold difficult conversations, de-escalate effectively and finally, how to effectively support the use of Challenge, Support and Intervention Plan (CSIP) within their establishments.

- 2.26 These issues continue to interact with prison workforce and pay. The Prisons Strategy White Paper contains a wider number of measures to improve safety across the estate, including: expanding and supporting our workforce to enable a greater focus on offender management and key work; ensuring a more resilient estate by both building additional prison places and undertaking refurbishments with the current estate; improving access to healthcare and substance misuse treatment; creating a regime that supports safety; and an increased focus on creating a secure estate.
- 2.27 We know that there is a link between staffing levels and prison violence which is why action to strengthen the frontline has a direct impact on prison safety. Rates of prisoner-on-prisoner and prisoner-on-staff assaults rose from the year ending March 2013 to the year ending March 2019, associated with a combination of workforce cuts and a rise in psychoactive substances. Rates of assaults then fell from the year ending March 2019 to the year ending March 2020, before decreasing substantially in the early stages of the pandemic associated with changes in prison regimes and activity in the criminal justice system. As of the year ending March 2022 the rate of assaults on staff remains 17% lower than the year ending March 2019, and the rate of prisoner-on-prisoner assaults remains 41% lower, though both had risen in the latest year.
- 2.28 Having larger numbers of prisoners to supervise per officer was significantly correlated with both prisoner-prisoner and prisoner-staff assaults in all the analyses reported by Tartaro and Levy (2007). The pressures that the current recruitment / retention issues are placing on establishments has an undoubted impact on providing full and consistent regimes to prisoners, which has an adverse effect on prison safety. For this reason, we are constantly monitoring a wide range of data on the staffing picture across the estate,

including Target Staffing Figures and Staff in Post and making interventions where necessary.

- 2.29 Evidence tells us that staff-prisoner relationships are extremely important, and we want prisoners to have trusting relationships with staff to help them with their own rehabilitation. Any deterioration in staff prisoner relationships can be a driver of prison violence or can intensify other existing drivers of violence.
- 2.30 Research suggests that the effects of crowding are mediated through staff-prisoner interactions and that the crucial factor in maintaining order is the availability and the skills of prison staff, McGuire 2018.
- 2.31 The key developments listed in above sections contribute to creating a safer environment for both prisoners and staff. This helps to both retain our workforce and attract new entrants.

Offender Management in Custody (OMiC)

- 2.32 During the past year, prisons stopped working to Exceptional Delivery Models (EDM) for Key Work and Sentence Management. We have continued to support prisons to re-prioritise and support the medium-term recovery of key work, after a period of reduced delivery resulting from COVID implications. Work has focused on supporting individual establishments, developing a suite of support packages and monitoring performance. The implementation of OMiC in the open male prisons and in the women's estate began on the 31st March and 30th April 2021 respectively.
- 2.33 The OMiC resource model was reviewed in April 2022 and this has meant an increase in resource nationally which was resourced by the Probation Reform Programme.
- 2.34 HMIP have recently carried out a joint thematic inspection of Offender Management in Custody and the pre-release phase of this was published on 2nd November 2022. There will be a programme of work put in place to respond to the recommendations made.

- 2.35 As part of this we will use evidence, data and learning to review and develop the current OMiC model to maximise the opportunity to deliver better outcomes directly associated with safety and reducing reoffending. This will include reviewing key work and case management, exploring ways in which the current delivery model can be made more flexible to better support delivery, taking into consideration different prison functions and prisoner cohorts. We will also conduct a review of the Prison Offender Manager role and job description to ensure that it is fit for purpose and responds to the needs of managing the custodial sentence of people in prison.
- 2.36 In addition, we will conduct a review of the current governance and Terms of Reference of the Regional Senior Leadership Forums to ensure that Prison Group Directors and Regional Probation Directors work in partnership to deliver effective offender management in prisons, pre-release work and resettlement. We will also consider any new governance structures that may develop under the One HMPPS Programme.
- 2.37 In Public Sector Prisons (PSP), Prison Group Directors have been directed to drive up the quality and quantity of Key Work delivery, the central OMiC team will monitor prison level delivery and provide direct support to prison groups, identifying where Key Work delivery is being under resourced and providing advice and guidance on best practice.
- 2.38 Shorter term we will continue to support prisons where staffing pressures are more acute, through measures such as Detached Duty and we will carry-on activity to improve Recruitment and Retention.
- 2.39 Longer term, a project to review the allocation of prison level resources has been commissioned. This project will seek to ensure that Key Work is profiled and resourced effectively, and that adequate management oversight is in place. Alongside this project, work is underway to improve resource management through the piloting of a new staff rostering tool and through a new Workforce Transformation programme to improve staff skills and capability. Benefits from this longer-term activity will require system change and are unlikely to materialise prior to June 2024.

2.40 The significant staffing pressures across HMPPS at present impact on the operational delivery of OMiC. Therefore, recruitment drives aimed at Prison Officers, Probation Service Officers and ongoing new intakes into the trainee Probation Officer programme (Professional Qualification in Probation [PQiP]) will help to resolve this situation.

Prison Security

Drugs

2.41 In the 12-months to March 2022, the number of incidents where drugs were found in prisons decreased to 17,700 from 20,295 in the previous 12-month period, a decrease of 13%.

2.42 Drug testing: In the 12-months to March 2022, there were 12,396 random mandatory drug tests (rMDT) carried out nationally across all types of drugs, an increase from 4,738 the previous year, but this remains low compared with over 54,000 tests conducted in 2019-20.

2.43 Prevalence: Because of the pause and subsequent disruption to rMDT due to the pandemic in 2020/21 and 2021/22 and underestimation of drug use in 2018/19 and 2019/20 due to time lags in updating the testing panel for new psychoactive substances (PS), readers are referred to the findings in the HMPPS Digest for the period 2017/2018. In 2017/18, the percentage of positive drug tests (including PS) was 21.3%.

Mobile Phones

2.44 In the 12-months to March 2022, there were 7,988 incidents where mobile phones were found in prisons and 3,556 incidents where SIM cards were found. These are decreases of 9% and 11% respectively, compared with the previous 12-month period.

Contraband in Prisons

2.45 The threat to prison security is ever-changing and can have far reaching consequences. Contraband within prison has wide reaching effects including

increase in drug-related deaths, criminality within prisons, violence, drug debts, self-harm and suicide, and corruption.

- 2.46 Drugs pose one of the most serious challenges to prison security and drug supply is enhanced by illegal mobile phone use and criminal activity by prisoners that also drives victimisation, bullying and crime, both within prison walls and extending into the community. We are aiming to restrict the number of drugs coming into the estate, which will remove the root cause of violence, ongoing criminality and substance misuse as well as making it easier for prisoners to cease using drugs.
- 2.47 Despite investment and increased security, we know that criminals continue to attempt to subvert our security measures and run criminal networks from within the prison walls – therefore we must keep adapting to these security risks.
- 2.48 We have seen changes in routes of conveyance, both in part due to the COVID-19 pandemic but also due to displacement from common methods due to our increased interventions and Enhanced Gate Security (EGS).
- 2.49 Psychoactive Substances (PS) were still found in more incidents than any other drug category in the 12 months to March 2022. The drugs most frequently found in prison over the last 4 years are psychoactive substances (PS or 'spice'), with this being 32% of drugs found in the 12 months to March 2022. This is predominantly soaked into paper or fibres making it more conveyable.

Security Investment Programme

- 2.50 The £100m Security Investment Programme (SIP), which was announced in August 2019 with the aim to tackle crime in prisons, was completed in March 2022. This investment delivered:
- Physical security measures to combat the supply of illicit items into priority prisons in the closed adult male estate (e.g. x-ray body scanners, enhanced gate security and additional drug detecting dogs).

- Mobile phone blocking and detection capability.
- Implementation of the Counter Corruption Strategy and creation of a Security Standards Function.
- Development of a Multi-Agency Response to Serious Organised Crime (MARSOC).
- An uplift in capacity and capability for Intelligence Operations and the development of new software / technology to improve the targeting and management of intelligence.

2.51 A full evaluation of the SIP is underway and will be published in 2023. We will also identify interim findings on the programme's delivery (barriers, issues and what went well) and perceived outcomes of the three lines of defence (physical security measures, corruption and mobile phones). We will also conduct an economic analysis on the cost of crime in prisons, final findings on the process evaluation of Multi-Agency Response to Serious Organised Crime (MARSOC) and cost effectiveness analysis for MARSOC.

2.52 There have been a number of key developments during the past 12 months as part of the Security Investment Programme (SIP). These include 75 x-ray body scanners being deployed, bringing the total to 97 scanners which now provide coverage to the entire closed adult male estate. As of April 2022, approximately 20,000 positive scans have been recorded, identifying items such as internally concealed drugs.

2.53 Enhanced Gate Security (EGS) has now been deployed to 42 high risk prison sites (both private and public sector), implementing routine searching of staff and visitors. This includes 659 staff, 154 drugs dogs and over 200 pieces of equipment such as archway and handheld metal detectors.

2.54 An additional 7 prisons, where the prison infrastructure meant that it was not possible to install EGS, received additional searching equipment and staff to improve security.

- 2.55 In the Prisons Strategy White Paper, we committed to a zero-tolerance approach to crime in prisons, which is why we will strengthen our response by creating a Crime in Prisons Taskforce. This taskforce will identify and expose systemic failings that allow continued criminality in prisons, enhancing our capabilities to disrupt crime and ensuring that our evidence and investigations lead to more criminal justice outcomes.
- 2.56 We also committed to expand our Serious and Organised Crime Unit, to provide more specialist support for managing the threat of gangs and organised crime networks and strengthen our partnership working with law enforcement.
- 2.57 We will continue to build on the effectiveness of our Enhanced Gate Security with the roll out of x-ray baggage scanners, mimicking airport screening at 42 high-risk sites.
- 2.58 We will increase the number of next-generation drug trace detection machines in the prison estate. This will help prevent the smuggling of illegal drugs, including through the mail. 135 trace detection machines are already in place and a further 50 will be deployed by March 2023, providing coverage across the entire prison estate.
- 2.59 We will deploy further anti-drone technology to increase our detection capabilities, thus impacting more prisons.
- 2.60 Security of prisons relies on sufficient numbers of trained security professionals to be able to make full use of the capital investments we have made and to implement security measures. Prison security directly impacts the working environments and conditions for prison officers, their wellbeing, exposure to traumatic events and ability to carry out their roles effectively.
- 2.61 It is almost certain that HMPPS staff and their household members will be financially impacted by the cost-of-living crisis. It is a realistic possibility that where this happens, some staff may be less resilient to attempts to corrupt, due to the significant financial reward offered. It is likely that this will be observed at a higher rate amongst those staff with lower pay and fewer

opportunities for career progression. It is likely that staff identified to be in financial difficulty will increasingly be targeted by prisoners.

- 2.62 The Counter Corruption Unit (CCU) proactively detects, disrupts, and deters activities from the minority of staff within the workforce who engage in corrupt activity. Furthermore, staff vetting plays an important role in ensuring we are recruiting a hardworking and dedicated workforce.
- 2.63 The introduction of Enhanced Gate Security also protects staff who may be less resilient to corruption, as it reduces a route whereby prisoners can obtain illicit items into prisons.
- 2.64 Preventing crime within and orchestrated from prisons, and restricting the flow of drugs, mobile phones and weapons into prisons, facilitates a safe environment where prisoners can be educated and engage in other rehabilitative activities such as substance misuse treatment. In turn, an orderly estate enables prison staff to focus on operational delivery and continue to drive down backlogs caused by the pandemic.
- 2.65 Investments made in prison security, most notably the Security Investment Programme, support the vast majority of our prison staff who are hardworking and dedicated.

Improving technology (digital)

- 2.66 MoJ is committed to expanding the use of digital and technology in our prisons. Both the 2021 Prisons Strategy White Paper (PSWP) and HMPPS's Digital Strategy outline the transformative potential of technology – for staff, regimes, and prisoner rehabilitation – and our ambition to do more. In the PSWP we stated an ambition to modernise technology across the estate for staff and prisoners and a set out a need to put in place the technology to allow our prison officers to use their time most effectively, ensure that prisoners can use their time purposefully, and take more responsibility for administrative tasks.

- 2.67 The Prison Technology Transformation Programme (PTTP) has continued to progress the rollout of the MOJ Official System to replace Quantum for staff across the estate. We have replaced around 35,000 Quantum machines (including in HQ, prisons and private prisons) with over 60,000 members of staff now transitioned to MoJ Official. These advancements have been and will continue to increase workforce productivity and deliver a reduction in time wasted by users waiting for systems to boot up, respond or working to resolve problems. These devices will be faster to use, meaning staff can reinvest that time in building quality relationships with prisoners.
- 2.68 As well as the programme above, the Government's long-term ambition is to see the roll-out of in-cell technology realised right across the public estate. The use of in-cell technology has also been rolled out to 15 public prisons to date, meeting our PSWP commitment. Some early benefits of in-cell technology include savings of wing officers time due to a reduction in administrative tasks such as logging menu orders and topping up pin phone credit as prisoners can now do this themselves on the in-cell laptops. In-cell telephony is also now available across the vast majority of the estate, these phones are installed in prisoners' cells to enable closer family ties and improve safety on wings.
- 2.69 Modernising the technology in prisons and replacing outdated data systems will also be key to helping staff and prisoners prioritise their time. There is also a long-term portfolio of work to replace the core prison case management system NOMIS (the database which holds offender data).
- 2.70 We are also utilising technology to help staff support prisoners with their resettlement, with personal learning plans and resettlement passports. The learning plans will make education information on all prisoners digitally available to every prison officer in a prison using Digital Prison Services (new NOMIS). This will enable officers to see what courses a prisoner has completed, what education activity they are scheduled to attend, their level of functional skills and their goals. This will reduce the administrative burden on staff who would previously have had to look for that information in different

places and will enable more targeted conversations with prisoners and their key workers. In time there will be even more, richer information available.

- 2.71 Introducing resettlement passports will bring together key information and services that an individual needs to address their known drivers of repeat offending and resettle effectively into society. Our ambition is for the passport to be developed into a digital tool which can be accessed digitally by the prison leaver and the relevant professionals working with them during and after their sentence.
- 2.72 MoJ will continue to build upon the work detailed above and many other projects to ensure that our staff and prisoners have access to modern technology to benefit their jobs and the wider prison regime.

Prison Performance

- 2.73 The Prisons Strategy White Paper (PSWP), published in December 2021, sets out our plans to establish a performance framework that effectively holds the system to account.
- 2.74 Prison performance is monitored and supported through the prison performance framework, which is reviewed at the start of each performance year. The framework is measured through the Prison Performance Tool (PPT).
- 2.75 We have completed the development of a set of measures that monitor prison performance. These measures reflect the four key priority areas set out in the PSWP. Key Performance Indicators set clear expectations of Governors, and we will continue to publish how prisons are performing in the annual prison performance ratings.
- 2.76 We will continue to conduct annual reviews of performance measures to ensure they are effective.

Additional staffing through Reducing Reoffending Investment

2.77 As part of Government's new funding to address reoffending, we are recruiting additional expert roles to ensure Governors and their teams have access to increased expertise and staff to deliver improvements to education, employment, resettlement and accommodation support.

2.78 These roles include:

- 123 new Heads of Education, Skills & Work to design the education and training curriculum;
- 123 Neurodiversity Support Managers to support prisoners with conditions such as autism, acquired brain injury or ADHD to better engage with education and training;
- 92 Employment Advisors and new employment hubs in all resettlement prisons to support prisoners to secure jobs on release;
- 92 banking and ID administrators to ensure prisoners have ID in place to secure employment;
- 48 Housing Specialists to work across the 91 resettlement prisons to provide strategic engagement between HMPPS, Local Authorities and other Criminal Justice System parties; and

2.79 This funding will also include a number of new digital tools which will help streamline data entry and the provision of support to prisons which should save staff time. This includes a new platform to match prisoners to jobs and a data reporting and system improvement tool which will improve the recording of education and training data.

Prison Workforce

Recruitment

- 2.80 Recruitment remains a significant challenge for HMPPS and the staffing gaps are not being uniformly felt across the estate, with local labour markets and other local factors meaning some sites are especially challenged.
- 2.81 As set out above in the affordability section, we do not yet have sufficient data to show how the significant uplifts in pay for 2022/23 have impacted recruitment.
- 2.82 Application volumes have decreased whilst the number of open campaigns has increased. We need to increase staffing level in line with current 20,000 prison places planned estate expansion, which will require up to 5,000 new Prison Officers across public and private prisons. Positive trends have been seen in Prison Officer conversion rates: from application submitted through to formal offer accepted.
- 2.83 Since emerging from the pandemic, we have taken steps to bolster recruitment levels and expedite the recruitment process. To improve delivery, value for money and ultimately user experience we adopt a continuous improvement methodology developing improved outcomes. This has encompassed:

Innovation

- 2.84 We designed and implemented an additional recruitment stage for Prison Officers applying to work in Women's prisons as per the White Paper Commitment, in order to assess an individual's suitability to work with women in custody.
- 2.85 We continue to refine and enhance our use of digital technology by implementing new software in October 2022 to streamline online tests, providing candidates with a more user-friendly experience at our assessment centres.

Improving Time to Hire

2.86 We established a Time to Hire Task and Finish Group that is also focusing on throughput. Improvements include:

- Reducing the time taken to hire, onboard and to train new staff;
- Increasing capacity and availability of online assessments including offering evening and weekend assessments to ensure candidates attend within a defined time period;
- Running vetting and medical/fitness checks concurrently to speed up the process.

Initiatives to bolster recruitment

2.87 We have also been running a number of initiatives to bolster recruitment. These include:

- Delivering the Advance into Justice (AiJ) scheme in January 2022, supporting armed forces service leavers and veterans into Prison Officer roles. AiJ will be an ongoing MoJ commitment planning to expand and incorporate other hard to recruit to roles, including catering, instructors etc.
- Offering home to work travel and paying relocation expenses to encourage applications to some of most difficult to recruit to prisons.
- Continued delivery of the Operational Support Grade (OSG) to Prison Officer fast-track scheme: the latest campaign ran in July 22 with the fifth campaign due to launch January 23.
- First Deployment scheme to reallocate candidates from over-subscribed merit lists to hard to fill prisons with incentives and an offer to return to their original establishment after 2 years.
- Launching National First Posting Relocation campaign, open to new applicants to the Prison Service who are willing to relocate to work in a prison where it is particularly difficult to recruit and retain staff, this comes with a

remuneration package covering accommodation and other expenses incurred and option for return in 2 years.

Candidate engagement

2.88 To increase attraction and improve clarity on working in a prison, improvements to candidate engagement have included:

- Increasing local candidate outreach, working collaboratively with operational colleagues to enhance HMPPS' reputation in local communities and build rapport with candidates to improve the onboarding process.
- Developing of an outreach toolkit and outreach app to support local activity.
- Following the announcement of pay increases, reaching back to applicants who previously withdrew from the recruitment process.
- Localised pilots commissioned to test both the effectiveness & scalability of local recruitment practices and enhanced candidate engagement throughout the applicant journey, in order to assess further benefits of a more localised approach.

2.89 A number of new initiatives are planned for the next 12 months:

- National level transfer process to be launched to allow existing Prison Officers to apply for an internal transfer for personal development or a planned change in personal circumstances.
- Creation of a Prison Officer Alumni network with the ability to capture, communicate and encourage the return of Prison Officers who leave the service at a later point.
- In a competitive environment we are looking to enhance our recruitment process by removing outdated technology and replacing with a modern platform that's intuitive and improves user experience, which allows us to deliver assessments more flexibly.

- Designing a new candidate relationship management experience and onboarding platform.
- Implementation of online digital ID and Right To Work checks as a first-time fix to improve transactability and reduce both Time To Hire, and candidate pipeline attrition.

Recruitment marketing

- 2.90 One of the challenges to recruiting into the Prison Service is the lack of awareness into the Prison Officer role, as well as misconceptions leading people to dismiss it as a career.
- 2.91 In addition to acquisition-based advertising through job boards and paid search, the marketing team uses supplementary communication channels including landing pages, radio and out of home to recruit to the hardest to recruit to prisons.
- 2.92 Alongside this, the team will continue to use media partnerships and social media to change perceptions and reach to wider audiences who might be looking for a career change. They will continue to use regional and local PR (including press and broadcast media) to support priority prisons and raise awareness and consideration among our local target audiences.

Diversity and Inclusion in recruitment

- 2.93 In accordance with recommendation 28 of the 2017 Lammy Review, HMPPS remains committed to achieving a target of 14% of all staff recruited being from a Black, Asian and Minority Ethnic background.
- 2.94 As at 30 September 2022, 12.2% of HMPPS staff who declared their ethnicity were from an ethnic minority background. On the same date, 9.4% of all Public Sector Prisons staff, 17.5% of all Youth Custody Service staff, 13.1% of HQ and Area Services staff, and 16.9% of Probation Service staff were from an ethnic minority background.

- 2.95 HMPPS regularly reviews and evaluates candidate performance during the Prison Officer recruitment process for fairness and efficacy and no adverse impact has been found against any group participating in the Prison Officer recruitment process at any stage of the recruitment process, including BAME candidates. We continue to recruit Prison Officers and tailor our marketing and attraction to increase diversity of applications. HMPPS is targeting prisons where there is disparity between the Black, Asian and Minority Ethnic workforce population and the regional working population through using an enhanced recruitment approach.
- 2.96 Ethnic minority candidates made up 23.2% of all Prison Officer applicants, and 15.6% of formal offers accepted between July 2020 and June 2022. The statistically significant RRI⁸ value of 0.61 suggests that ethnic minority candidates had a lower rate of progression through the application process compared to white candidates. This was mainly driven by a large proportion of ethnic minority candidates not reaching the assessment stage (RRI of 0.73). The proportion of applicants accepting a final offer was lowest among Asian applicants with 1.9% of those that applied accepting a final offer in the two years to June 2022 compared to 4.0% for white candidates.
- 2.97 Prison Officer campaigns continue across different parts of the country, recruiting from local populations, at different times. It should therefore be expected that the percentage of ethnic minority applicants will fluctuate over time.
- 2.98 HMPPS are targeting establishments where there is disparity between the ethnic minority workforce population within the particular prison to the regional

⁸ To make valid comparisons across time or across different groups requires a measure of disparity of outcomes on a standard scale. This standardised measure of disparity of outcomes is described as the Relative Rate Index (RRI). The RRI, or Relative Rate Index 5, gives a standardised measure of difference between groups. The RRI is calculated by dividing the rate of success (i.e. the percentage of those who applied that accepted a formal offer) for one group by the rate of success for the other group with a diversity characteristic, thus creating a single standardised ratio measure of relative difference in outcomes between those two groups.

working population through using an enhanced recruitment approach. The approach includes engaging with the wider diverse community to increase knowledge of careers within HMPPS, designing and facilitating recruitment attraction events through digital platforms and allocating a “buddy” for candidates from ethnic minority backgrounds to support them through the recruitment process.

- 2.99 Additionally, HMPPS Race Action Programme (RAP) have built on the ambitions of Lammy recommendations 28 and 29 and enhance regional recruitment activity by engaging 3rd sector ethnic minority organisations, outreach and community engagement to increase representation of ethnic minority staff in under-represented areas.
- 2.100 More broadly, specific Inclusive Recruitment guidance is available for vacancy managers to support them in embedding inclusion through each step of their recruitment campaigns. Furthermore a MoJ Diverse Interview Panel Guidance has been published to support vacancy managers to ensure an inclusive sifting and interview process.

Market Supplements

- 2.101 For sites where it is hardest to recruit staff, we continue to support the challenges being felt by using Market Supplements alongside a tailored approach to recruitment advertising.
- 2.102 When Market Supplements were first introduced, sites were first categorised into two groups and the supplement varied in value - Amber (£3,000,) and Red (£5,000). We expanded this scheme in April 2022 to recognise increasing staffing pressures at certain establishments and introduced Red Plus (£6,500.)
- 2.103 The pay award 22/23 begun eroding Market Supplements by consolidating £1,500 into all Band 2 Operational Support Grades pay and £3,000 into all Band 3 Prison Officers pay. This has the effect of phasing out Amber Market Supplements and significantly reducing them at Red sites (to £2,000) and at

Red Plus sites (to £3,500.) This has resulted in the total number of Market Supplement sites to be reduced from 35 to 18.

- 2.104 We recognise the continued need for Market Supplements to bolster recruitment in sites with the biggest recruitment and retention challenges.
- 2.105 Early data on the impact of last year's pay award suggests that erosion of Market Supplements into base pay created comparatively worse recruitment outcomes for Market Supplement sites e.g. significantly less of an increase in applications per campaign.
- 2.106 As these sites were already some of our hardest to recruit to, this is not a desirable outcome – further exacerbating resourcing issues in some of our most challenging sites and aiding recruitment in less challenging labour markets. This, and the local variability in resignation rates set out below, further evidences our proposal to retain Market Supplements and to not erode them in the 2023/24 pay award.

Retention

Understanding and addressing poor retention

- 2.107 The leaving rate amongst Band 3-5 officers for the 12 months ending 30 September 2022 was 15.73%.⁹ (Source: HMPPS Workforce Quarterly, March 2022). This is a slight increase of 1.2 percentage points compared to the year ending 31 March 2022. This is the highest rate since March 2018 and sees a return to the upward trend of leavers between March 2016 to March 2020, prior to the pandemic.
- 2.108 Research from the 2017/18 Prison Officer retention strategy and framework analysed why staff were voluntarily leaving HMPS and found there were ten main drivers of staff attrition. The drivers have been reviewed in 2022 and

⁹ As the 2022/23 pay award was only implemented in September, we cannot yet tell the effect of this pay award on leaving rates.

remain valid and they are listed below in our section on interventions to support retention.

Analysis of attrition

- 2.109 Resignation rates vary considerably across the prison estate, with local issues and labour markets influencing the scale of the challenge.
- 2.110 Latest data shows us that resignation rates for the 12 months to September 2022 range from 6.45% to 16.07% across Band 3-5 officers across prison groups.
- 2.111 In May 2022, we began a retention oversight process at our top eight attrition sites. The purpose of which was to gain clear diagnostics of the attrition issues and provide targeted, evidence-based support to address them. The oversight process includes using data and horizon scanning to focus on current top attrition sites as well as monitoring a 'watch-list' of sites to prevent attrition levels increasing. For any sites with increasing attrition, a diagnostic process of a desktop data audit and an occupational psychology deep dive is undertaken. Using this data, a site-specific Collaborative Action Plan in collaboration between MoJ HQ colleagues, Executive Director, Prison Group Director and Governor will be created, with regular monitoring to encourage joint accountability. To rationalise retention interventions, this will use existing governance to create a more programmatic approach to addressing issues.
- 2.112 Eight Retention Deep Dives have been conducted between April 2021 and November 2022 in eight 'high turnover' prisons by researchers in the Prison Officer Retention Research team. Using interviews and focus groups with Band 3 Prison Officers and a sample of Operational Support Grades, Supervising Officers, Custodial Managers, Senior Leaders and others.
- 2.113 Deep dives have provided insights and identified a range of key themes and issues thought to be influencing Prison Officers' decision to leave.

2.114 Analysis of exit interview data (**Annex B**) shows us that the top five drivers of attrition for all staff are: Career Progression, Leadership, Health and Wellbeing, Pay & Reward and Ways of Working.

2.115 Early indications of the impact of the pay award are that since July, pay and reward has become less likely to be the main reason/s for leaving – however remains of importance and within the top 5.

Interventions to support retention

2.116 Interventions aligned to address the top drivers of attrition, in addition to a number of other areas which influence the employee experience are captured below:

Leadership

2.117 Leadership is a responsibility we all have regardless of grade. It is a transferable set of skills developed through strategic interventions based on evidence and research. Leadership is an area we invest in and value, and we aim to develop self-sufficient, motivated leaders who inspire. Effective leadership has a huge impact on an employee's decision to stay or leave. Leaders impact the culture and behaviours that people experience and work within on a daily basis and are a pivotal catalyst in increasing their motivation, understanding their purpose and their sense of value.

2.118 **Leadership Journey Route 1:** The Leadership Journey 1 pilot commenced delivery in March 2022 across 13 establishments, including prisons, probation and Youth Custody Service (YSC). This pilot will see all leaders in the participant establishments receive a blended mix of learning opportunities including sessions alongside colleagues in similar roles as well as establishment specific workshops. Over the next year, once all evaluation data and lessons learned resulting from the pilot have been analysed and, where appropriate, incorporated into the future structure and design of the programme, a delivery plan will be produced, and training will commence to roll this approach out across the whole of HMPPS.

- 2.119 **Leadership Journey Route 2:** Leadership Journey Route 2 commenced in May 2022 to support 20 prisons identified as having the greatest retention challenges. An initial session was delivered to cross-grade leadership teams in each establishment to identify the key leadership challenges where bespoke development interventions could be deployed to support. Over the next 12 months, the Leadership, Talent and Capability Team will continue to deliver the interventions as identified and informed by the initial diagnostic work and evaluation of the impact of the programme will take place. Themes for development include understanding leadership styles and self-awareness, building trust, problem solving and coaching for performance.
- 2.120 **Structured Supervision:** Evidence in the Department's submission from 2021/22 stated the structured supervision pilots would support Band 3 Prison Officers to deal with operational complexities, coaching on solutions and building resilience, improving capability, confidence and performance and helping to manage risks and promote stability, security, safety and order. The main priorities for the next 12 months for the programme are to coordinate communications to support staff engagement, establishing resourcing conditions for supervision and rolling out to another site (having already rolled out to two sites).
- 2.121 **Deputy Director Talent Pilot:** The Deputy Director Talent pilot, presented in last year's evidence, has continued through 2022, including a second Career Council, where targeted development opportunities are discussed for selected members of the Senior Civil Servant group. This approach is being evaluated prior to making recommendations for wider roll out.
- 2.122 **Unlocked Graduate Scheme:** The Unlocked Graduates' Leadership Programme saw 116 graduates successfully complete Summer Institute, a bespoke version of Prison Officer training, which started in July 2022. These individuals have been placed in 22 prisons where they will work as Prison Officers for two years whilst completing a Master's qualification. In 2022, the scheme was extended for a further two cohorts to commence in 2023 and 2024. The Department is continuing to scope a future graduate scheme for

the organisation which will commence once the Unlocked contract ends. Plans for this will be drawn up in 2023.

- 2.123 **Spark Programme:** The SPARK programme, which fast-tracks Prison Officers into Head of Function roles over two years, is now mid-way through its pilot, with the group enjoying successful placements at Custodial Manager level. The majority of the group have passed their operational assessment which means that they are moving into Head of Function placements for the final year of the pilot. Plans are being made for a further cohort being delivered in 2023.
- 2.124 **Aspiring Leaders:** The Department is reviewing its “Aspiring leaders” programme, which looks to provide an opportunity for personal development and growth for those staff (Bands 2-4) with potential and the desire to progress. Delivery of the new programme is to commence in February 2023.
- 2.125 **Grow Your Leadership:** This programme has introduced a series of themed three-month activities to provide regular and consistent leadership development activities for all leaders that can be accessed and completed in their own time and pace. The initial sessions have been extremely well attended and feedback has been very positive.
- 2.126 **First Line Manager, Experienced First Line Manager (Optimise) and the Middle Line Leader Programmes:** These programmes are all being reviewed and refreshed in preparation for re-launch in 2023.
- 2.127 **Traverse:** The Traverse (formerly Senior Leaders Programme 2) recruited and selected the third cohort of 15 high-potential future senior leaders from across HMPPS. The first of the three modules was delivered in November 2022, with the group returning in February and May before graduating from the programme in November 2023. From March the delegates will complete an eight-week leadership placement in an organisation from outside of HMPPS with the aim of observing leadership and leading in a different environment.

Learning & Development and Induction

- 2.128 The opportunity to learn and develop skills is a motivating factor for any job. Additionally, it is a critical component in making sure they feel they have had the proper training and are equipped and confident to do their job. A lack of access to learning and development opportunities can therefore become a demotivator and reason to choose to leave.
- 2.129 Additionally, the way a new recruit is inducted into any job has a long-term impact on their perception of the role and organisation. A negative experience is of course most relevant for new joiners within their first year, but high volumes of inductions and new starters also places a strain on existing staff. We must ensure that the induction process equips new joiners with the support, training and welcome necessary to feel confident in their new role and does not become a catalyst for choosing to leave.
- 2.130 **Prison Officer Apprenticeships:** All Prison Officers enrol on the Custody and Detention Apprenticeship and receive foundation training which ensures all new starters receive the preparation they need to safely start their duties.
- 2.131 **Review of L&D Curriculum:** The Department is currently reviewing the Learning and Development (L&D) curriculum, including the foundation training package to ensure that it is fit for purpose and meets the requirements of Education and Skills Funding Agency (EFSA)'s funding rules and Ofsted expectations. We are also reviewing the Custody and Detention programme to align with the reviewed standard by the Institute for Apprenticeships and Technical Education (iFATE).

Career Progression

- 2.132 The opportunity to progress and develop is a motivating factor for many staff in any job. We need to ensure that our staff are clear on the opportunities and support available to them to develop their career so that they are fully informed before viewing limited career progression as a catalyst for choosing to leave.

- 2.133 **Prison Officer Level Transfer:** At present, there is no mechanism for Prison Officers to transfer to other prison establishments unless in exceptional circumstances. A proposal has been drafted for a fair and transparent level transfer process across the prison estate. This will be an opportunity for Band 3 Prison Officers to move to another establishment and will be beneficial in supporting, maintaining and developing their careers within HMPPS. This is currently subject to Trade Union Consultation. Key priorities for the next 12 months are to have the process agreed through Trade Union consultation and to run the first process. There will subsequently be a full evaluation of it to make any amendments or adjustments before rolling out further.
- 2.134 **Career Pathways Framework:** The Career Pathways Framework will allow staff to see the career options and the variety of job roles available to them across not just prisons, but the Probation Service and HQ. Key priorities for the next 12 months are to have the framework agreed by Trade Unions and then launched across the Department. The framework will be added to and there are parts of the framework where data needs to be added. Therefore, the key aim is to keep the framework up to date and relevant for any changes to roles or development programmes.
- 2.135 **Increased Promotional Assessments:** The Department's National Assessment Team have confirmed they will pilot an increase in the frequency of promotional assessments to twice a year (every 6 months) for Custodial Manager assessments, starting from May / June 2023. Increasing the frequency of promotional assessments will enable staff a further opportunity to apply for promotion within the year, thereby supporting career development and progression. The National Assessment Team are in the process of developing the new assessment model which will enable the assessments to run twice a year.

Ways of Working

- 2.136 Lack of flexibility with fixed rigid shift patterns contributes to staff choosing to leave the Service with competitors looking more attractive in their employment proposition. Shift patterns, work life balance / flexible working options and the

ability to take time off are particularly important, as we know these have a big impact on life outside work.

2.137 Shaping a New Employee Offer: The aim of the new employee offer work is to modernise ways of working in our prisons and probation areas. This will include the introduction of a range full-time and part-time contracts, a suite of flexible working options and a new approach to deploying the workforce more broadly. A new modern rostering tool will be introduced to support the flexible working options and also to enable a new approach to deploying the workforce. The new approach to deploying the workforce will introduce an alternative to the current fixed rigid shift pattern approach and will be more demand led with flexibility intrinsically built in to it. A proof-of-concept exercise has commenced to develop and explore how a new rostering tool can support and enable an increased range flexible working options and a new approach to deploying the workforce. During the proof-of-concept the intention is to demonstrate how working arrangements can be tailored and practically applied to staff working in prisons and Approved Premises. The proof-of-concept will be fully operational by early 2023, at which point an evaluation period will commence. The evaluation will determine the impact of the flexible working options and the ability of a new rostering tool to support and enable these and the new approach to deploying the workforce. The outcomes from the proof-of-concept will be used to determine and inform national roll-out of the modernised ways of working, and the procurement of a new rostering tool.

Health & Wellbeing

2.138 Supporting the mental and physical health and wellbeing of our staff is a key focus for HMPPS. Working in prisons presents challenges and without the right support, strains on physical and mental health can be a reason for staff choosing to leave.

2.139 New Colleague Mentors (NCMs): NCMs aim to support new and existing colleagues by helping to ensure they feel welcomed, supported, capable and confident in their roles as they join us, and through their early journey with us, setting them in good stead for their careers in the Prison Service. NCM

recruitment numbers currently sit at 121 across our HMP estate, including YCS, Women's Estate & Long-Term High Security Estate (LTHSE). Those NCMs in post have been quick to establish relationships with individuals and feedback coming from new colleagues supports their positive impact. Over the next year, we will seek to embed NCMs as BAU, produce a Lessons Learned Report (to understand areas for improvement) and conduct quantitative and qualitative evaluation of the impact NCMs have had on the experience of new colleagues joining our organisation and on issues such as retention.

- 2.140 **Buddying:** Buddy Schemes are being launched across establishments, providing informal support and a friendly relationship between colleagues, further helping new colleagues to settle in. A number of establishments are extending the Buddy Scheme offering to include non-directly employed colleagues, to support culture and prison wide relationship. Similarly to NCMs, we will seek to embed Buddying as BAU, produce a Lessons Learned Report (to understand areas for improvement) and conduct quantitative and qualitative evaluation of the impact Buddying has had on the experience of new colleagues joining our organisation and on issues such as retention.
- 2.141 **Supporting Each Other Network (SEON):** The Supporting Each Other Network (SEON) seeks to provide a reflective space that enables peer to peer support to members of the SEO Network. It will enable Prison Group representatives to work together to promote and share knowledge, resources and best practice across the estate. The network will launch in January 2023, with ongoing monitoring and assessment of the impact and benefits. The Group's Terms of Reference will be review after 4 months, gathering feedback from network members and there will be a clear escalation route to raise national themes for awareness.
- 2.142 **Support for mental ill health:** Mental ill health is the cause of the most sickness absence days in HMPPS. In OH service delivery, there are fast track referrals for trauma cases and our provider employs Mental Health Advisors to solely address mental ill health referrals.

- 2.143 **Support for musculoskeletal ill health:** Musculoskeletal ill health accounts for the second highest reason for referral to OH. Pre-Covid it was the second highest reason for sickness absence. HMPPS' OH provider is piloting a new self-service technology based musculoskeletal health intervention and this went live in June 2022. After 500 cases are received through the web-based app, its effectiveness will be evaluated with a view to continue with it. The same technology is being explored to support other health conditions such as diabetes, obesity, hypertension and menopause.
- 2.144 **Support for Long Covid:** The Long Covid (Post Covid syndrome) support service will remain in place whilst the virus is still affecting our communities and thus HMPPS staff.
- 2.145 **Free flu vaccine offer:** To mitigate absence caused by seasonal flu, we are delivering onsite flu vaccination clinics in prisons and have sought approval via Senior Leadership Team to promote MoJ's free flu vaccine offer to those not eligible for a free NHS flu vaccine. This is self-arranged by employees who will attend a pharmacy or clinic of their choosing and claim the expense back on HR System SOP.
- 2.146 **Reflective Sessions (RS)** are a preventative therapeutic intervention. The sessions will focus on the impact of delivering the work on an employee's professional life and assist them to develop and further their coping strategies for managing stressors and mitigating the professional impact of working with people in prison. Evaluation mechanisms are being worked on in order that we elicit rich feedback to shape and continuously improve services.
- 2.147 **Counselling and Cognitive Behavioural Therapy:** We continue to provide not only counselling but computerised Cognitive Behavioural Therapy which is available for non-work related cases.
- 2.148 **Mental Health Allies:** We have continued the recruitment of Mental Health Allies (MHA) across HMPPS as one of a suite of support options available to all staff. Allies promote a culture where talking openly about mental health is encouraged, offer support, and share wellbeing information. They challenge

the stigma around mental health and signpost to services working closely with wellbeing leads.

Sickness Absence

2.149 HMPPS staff lost an average of 14.4 working days to sickness absence in the 12 months ending 30 September 2022 (including COVID-19 sickness).

2.150 This represents an increase of 0.7 average working days lost (AWDL) compared to the 13.8 average working days lost for the year ending 31 March 2022 (discrepancy due to rounding). This is an increase of 3 days compared to the year ending 31 March 2021 where the average working days lost was 11.4. It should be noted that since June 2021, this data includes COVID-19 related sickness data.

2.151 As set out above, the most common category of sickness absence in terms of days lost was mental and behavioural disorders, corresponding to 30.5% of absences in the 12 months ending 30 September 2022. This category was most prevalent for Probation Officers (as seen in previous years), where 52.3% of working days lost were attributed to mental and behavioural disorders.

2.152 For HMPPS overall the category that accounted for the second largest proportion of working days lost was epidemic / pandemic (23.2%). Together, the top two categories accounted for 53.7% of all working days lost.

2.153 Data on sickness absence can be found in Tables 18, 19, 20 in the excel table: <https://www.gov.uk/government/statistics/hm-prison-and-probation-service-workforce-quarterly-september-2022>

2.154 HR colleagues are continuing to work locally, regionally and nationally to reduce absence. We will continue to work with HMPPS providing policy advice, supporting complex attendance issues and working across stakeholder groups to upskill on attendance management. We will encourage the involvement of other services, including Occupational Health, Employee

Assistance Programme and the Workplace Adjustment Service to ensure staff are supported.

2.155 We are continuing to work in partnership with HMPPS leaders on Attendance Management for COVID-19 and as a part of business as usual, taking into account the unique attendance challenges that operational and front-line staff members may face. In recognition of the operational requirements, we will be developing additional user-friendly guidance for managers and staff as well as briefing sessions with HR Business Partners and HR Performance Managers on policy requirements.

Staffing

2.156 Staffing shortages and levels of new staff (particularly Prison Officer) have an impact on all our staff and the wider working environment. Supporting existing staff, tackling attrition and welcoming new recruits significantly contributes to the safety and security of our prisons.

2.157 **Operational Resource and Stability Panel (ORSP) Support:** If establishments feel that their staffing levels will impact on stability or regime, they can apply for extra resource through submitting a business case to the HMPPS Operational Resource and Stability Panel (ORSP). Business cases must be endorsed by Prison Group Director and Executive Director before submission to ORSP for consideration. The panel then deliberate as to whether the case meets the set criteria for additional resources.

2.158 If approved, establishments could be given access to any of the following:

- Payment Plus (overtime payment for Bands 3-5, authorised to backfill detached duty and vacancies), which is currently utilised in all establishments in varying levels.
- Overtime Payment for Band 2 (with business cases specifying a set number of hours), with 17 sites currently being supported.
- OSP: Operational Stability Payment (an incentivised Payment Plus – a bonus for signing up to Payment Plus, which increases as more Payment Plus is

signed up for - for a specified timeframe of a number of 5 or 9 hour blocks for Bands 2-5; the maximum authorised via a business case is 12 weeks), currently 30 prisons utilising this support.

- NDD: National detached duty (Band 2-5 support from staff from another establishment). There are currently 14 prisons receiving this.
- Non-effective backfilling (NEBF): Temporary increase to Target Staffing Figure to support where there are high non-effective rates in order to enable an establishment to claim Payment Plus. This is in place in 15 sites.
- HQ Redeployment: support from operational or non-operational support who are based in headquarters, e.g. Operational Managers.

Strategic Enhanced Resourcing Support (SERS)

2.159 In addition to ORSP support, we provide additional support through our Strategic Enhanced Resourcing Support (SERS) panel, which provides a strategic approach to the delivery of enhanced resourcing support. The SERS panel seeks to mitigate against unsustainable levels of ORSP support in high-risk sites and deliver against an underlying principle of generating maximum resource for minimal operational impact. SERS conducted in two clear stages, Site Identification and Quarterly Assessment, followed by support options.

Environment

2.160 Prisons can be a difficult working environment. Research shows that environment can mean three different things: the safety of the working environment, the culture locally and the facilities available to our staff on a day-to-day basis.

2.161 **Staff Facilities Improvements:** The Department's Ways of Working (WoW) team have begun to focus part of their work on the improvement of staff facilities. The work that is being undertaken has 2 key areas of focus:

- Developing work to review the current living conditions audit and amend the area that focuses on staff facilities from being a 'shadow' element to a 'scored'

element. Additionally, we will consider the re-inclusion of the living conditions audit within the Key Performance Indicators (KPIs) in any future review.

- Developing a Prisoner Workforce Pilot working with 2 establishments (Lewes and Woodhill). This pilot is aiming to provide a proof-of-concept model for the utilisation of the prisoner workforce to complete staff facilities improvements (and general if needed). This involves the Department working collaboratively with Government Facility Services Limited (GFSL) to provide a member of staff who will supervise the prisoner workforce. This has been done informally at some sites and provided significant financial savings, facilities improvements and rehabilitative outcomes for the prisoners involved.

Roles and responsibility

2.162 Feeling that your job is valuable, that you are making a difference and being proud of your work is important for job satisfaction. All staff should understand how their role contributes to wider HMPPS Objectives whilst also demonstrating and role modelling Civil Service behaviours and HMPPS values.

Bullying, Harassment & Discrimination

2.163 HMPPS takes the welfare of staff extremely seriously, which is why it supports staff to access a range of helplines and resources. The Tackling Unacceptable Behaviour Unit (TUBU) was established in August 2020 and works to support staff through a confidential helpline, mediation service and programme of climate assessments to surface and address unacceptable behaviour.

2.164 This year TUBU launched a specialist investigation service, starting in London Region prisons to deal with the most serious cases involving bullying, harassment, discrimination or victimisation (BHDV).

2.165 TUBU's helpline supported 301 individuals over the last 12 months, with 41% of callers raising concerns about bullying. 34 of those calls were escalated

(with the caller's consent) to ensure the employee received appropriate support.

2.166 TUBU's mediation service provided 50 mediation sessions, with 88% of cases ending with full or partial agreement between the parties.

2.167 21 Climate Assessments¹⁰ were undertaken and support provided to senior leaders to address any issues that were surfaced.

2.168 The TUBU specialist investigation service will be expanded to cover all prisons in England & Wales. The aim of the service is to ensure that BHDV cases are investigated thoroughly and fairly and where specialist expertise is required that it is made available (either by commissioning a qualified investigator, or through guidance and oversight).

2.169 People tell us that they are not always confident to speak out when experiencing unacceptable behaviour. We are developing sessions to raise awareness of BHDV and its impacts, ensuring managers are trained to respond appropriately. We are reviewing the Grievance and Conduct & Discipline Policies and how these processes are handled in order to address concerns that issues are not always handled fairly, with a sufficient level of independence or in a timely fashion. We will raise awareness and understanding of the mediation process and encourage early resolution to conflict.

Workforce Culture

2.170 Evidence shows that having better cultures impacts on the overall experience for our prison workforce and prisoners. Creating more rehabilitative prison regimes that permit prisoners to engage and have a voice as well as

¹⁰ Climate assessments (CA) are designed to help leaders, at individual sites and across HMPPS, understand and, where necessary, improve the experiences of staff in prisons, probation delivery units, Approved Premises and HQ units. The aim is to give staff both a voice and a safe space to identify good practice and areas of concerns about their workplace experiences, including the presence or absence of unacceptable behaviour amongst staff.

procedures which are consistent and fair lead to stability and less violence. Through evidence-based principles of good prison culture, we have identified ten principles of good culture. These have been widely shared with the Department and adopted by a number of workstreams. Over the past year, we have:

- Selected the 12 prisons to trial our work.
- Identified an approach to cultural change based on four main areas:
 - Leading from the middle – investing in development of middle managers as culture carriers.
 - Procedural Justice (PJ) – building our capability to make process and policies feel more fair, transparent and consistent.
 - Voice – ensuring that there is a listening loop within prisons to elicit and involve the voice of all colleagues.
 - Celebrate Success – reinforce the good when it is discovered.
- Developed an evidence-based local tool to evaluate a prison’s culture against the ten principles.
- Brought senior operational leaders together in a Procedural Justice roundtable to look at accelerating work on increasing trust, respect and fairness for staff.
- Formed a workstream to look at Acceptable Behaviours within prisons aligned to the Tackling Unacceptable Behaviours Unit (TUBU) climate assessment.
- Shared positive stories demonstrating the important and impactful role of staff on changing lives.
- Production of a Culture framework to provide a template of culture development and a consistent narrative.

- Development of 'ten seconds in' tool, which allows people to assess their working / living environment and take ownership of improvements.

The People Survey

- 2.171 A full overview report covering HMPS and YCS has been extracted from the People Survey Results dashboard and included as part of the overall submissions, along with a narrative detailing the scores, and their direction of travel, for all 9 core themes and the Engagement Index.
- 2.172 Narrative has also been included detailing how the results from last year's survey were fed back to strategic leadership teams and used throughout the year, as well as some actions taken.
- 2.173 As the People Survey results are embargoed for sharing outside of the Department until published on Gov.uk this part of the overall submission has been shared with the PSPRB on an Official Sensitive basis.

Performance Management

- 2.174 We have faced, and continue to face, a big cultural change in HMPPS. We have moved from a rigid system of performance markings, guided distribution and moderation twice a year (Staff Performance and Development Record "SPDR"), to a flexible system of regular conversations and quarterly reviews. This new performance management process was introduced across the MoJ from April 2022. This unifies the Department's approach to performance management and aligns with the approach used in the MoJ (excluding HMPPS) since 2018.
- 2.175 The core of the new approach is regular performance conversations to occur throughout the year on a rolling basis. These conversations should be forward-looking and focused on development as well as performance. The starting point is for performance conversations to occur every eight weeks, but flexibilities are possible to alter the frequency to cater for managers with large spans of control – an issue that often applies to the prison workforce. Performance conversations can also occur in teams, particularly where there

are team-based or shared objectives. Conversations about personal development and any dips in performance should be discussed in a one-to-one setting. No performance markings, guided distribution or moderation meetings are required.

2.176 Performance management and reward oversight is achieved through a Quarterly Review process. Senior Managers review the performance within their responsible areas to ensure that the performance management approach is working as intended. They should assure themselves that:

- support is in place for high performing / high potential individuals who have shown the potential to progress or individuals who have shown dips in performance or under-performing for a sustained period; and
- recognition and reward was used in a fair and inclusive way.

2.177 Performance management is underpinned by a Recognition and Reward (R&R) policy. The principle of this policy encourages regular awards (vouchers / small bonuses / gifts) throughout the financial year to recognise exceptional contributions, impact or demonstration of the MoJ Values. Use of R&R under this policy is for a single demonstration of performance and it is not linked to pay outcomes.

2.178 Over the last year the primary focus was to finalise and launch this new Performance Management (PM) system for the whole Department. It has included:

- a single Performance Management Policy and single Recognition and Reward Policy;
- a new suite of products which provide the policy and supporting guidance in innovative and accessible ways;
- an equality analysis on the proposed system and considering mitigations against bias;
- continued engagement and consultation with all Trade Unions; and

- managing an 'early adopter' phase to test some of the approach and products within HMPPS environments.

2.179 Between September 2021 and February 2022, an 'early adopter phase' was completed across seven HMPPS sites. These included mixture of prisons, probation and HQ environments. The intention was to test how different operational environments adapted to the new approach on a practical basis, and to gain insight and learning to aid a full implementation across the MoJ in April 2022.

2.180 HR ran weekly sessions with representatives at the early adopter sites, working closely with those individuals to introduce, clarify and guide them on the PM approach. It was a space to discuss and evaluate how staff received and used the policy and guidance.

2.181 Feedback and analysis from this phase were used in the early months of 2022 to shape training sessions for the HR professionals who work with business areas to support them in adapting to the new policy. It also assisted in making improvements to the supporting guidance prior to launch. Learning from this early adopter phase also informed our communications approach and how to engage the workforce. Sites which had a champion (either a HR Professional or a business representative), to help the business understand the new approach, promote it and assist them in organising Quarterly Reviews, responded much more positively to the new process. This was factored into HR training for the full rollout in April 2022.

2.182 Communications were issued to staff from HMPPS senior leaders and HR, and also locally within sites to inform and prepare staff for change. Since the policy's launch, many of these communications were contributions from staff at the early adopter sites themselves, with a focus on how they adapted to the new PM approach in their establishment or business area.

2.183 As per last year's response, the SPDR appraisal process was wholly suspended due to COVID-19 with the aim to relieve some of the administrative burden on managers and staff, therefore analysis of

performance marking distributions broken down by grade and protected characteristics and comparison with previous years is not possible.

2.184 We continue to be faced with balancing the needs of maintaining a forward-looking, flexible and light-touch PM approach with the need to obtain and use data on performance measures.

2.185 Our focus over the next few months will be to incorporate Reward and Recognition (R&R) analysis for Prison Service staff with the wider MoJ reporting. This analysis will report on the number and value of awards issued to staff under the R&R policy, broken down by protected characteristics. Analysis of HMPPS R&R requires at least six months' worth of data, plus time to analyse, prepare and quality assure the report. We expect data on rewards issued to Prison Service staff to be available for next year's PSPRB update.

2.186 As submitted in last year's PSPRB update, analysis in the 2019/20 [HMPPS Staff Equalities Reports](#), highlighted consistent disparities in performance markings. The development of a new PM approach of regular conversations and quarterly reviews intended to address some of these disparities. Since the new PM approach has no 'traditional' performance markings, our equality analysis indicated that looking elsewhere, such as R&R outcomes, is the correct area of focus.

2.187 We will continue communications until the end of the year, and we expect more messaging to be issued to staff upon completion of the first year of the policy's operation (April / May 2023).

2.188 Trade union engagement will continue, as it does with all changes in departmental policies.

Operational Managers Workload Assessment Project (WLAP) and the Job Evaluation System (JES) Review

2.189 The JES Review (incorporating complexity) concluded that prison complexity types needed to be expanded from a three-tier to a four-tier structure. The

four-tier structure is as follows: **Standard; Standard Plus; Complex; and Complex and Diverse.**

- 2.190 The rationale for this is linked to the workload of Operational Managers and the requirement for them to cover Duty Governor duties, alongside their primary role. A need was also identified for greater management presence in some of the most complex examples of Standard prisons.
- 2.191 As a result of the changes to the complexity model and given that no formal review has been undertaken since its introduction in 2012, the review recommended that a full assessment of all establishments should be undertaken to identify more suitable classification under the four-tier complexity model.
- 2.192 Work was commissioned to capture key data and assess which establishments were classified into the four new complexity categories. Senior management teams were then able to use the appropriate job descriptions based on their complexity classification, making amendments to their staffing in cases where prison complexity had changed as a result of the review.
- 2.193 Set minimum Operational Manager staffing requirements by complexity of establishment that will help to address some of the workload concerns of covering Duty Governor tasks routinely and help to add greater management resilience into the system through the following actions:
- Prison Group Director (PGD) to agree extra resource with Governors where prisons are considered to be below minimum Operational Manager numbers.
 - Agree with Finance where budget pressures exist within Groups.
 - Establishments will now be subject to an annual review, with consideration given to any in-year changes in size, purpose or other factors that could impact on a final complexity rating. Over the next 12 months Job Evaluation and Assurance Team has been commissioned to capture key data and assess a number of establishments against the new four-tier complexity rating.

- Broader comms to the business about complexity review outcomes and details of any transition arrangements.
- Ensuring that monitoring of changes is upheld and that change within establishments is quickly identified and the correct complexity applied.

2.194 The complexity review has resulted in some previously Complex prisons having their complexity level reduced. In these cases, the panel agreed that a two-year transition period should be set to enable a reduction in the headcount and full time equivalent (FTE) of their Senior Management team (SMT). Savings will not be realised until the SMT configurations can be changed and therefore it is anticipated that an overall additional cost of £1.25m will need to be funded from existing budgets to accommodate the recommendations during the transition.

One HMPPS

2.195 The One HMPPS Programme was established by the HMPPS Leadership Team to achieve renewed focus on operational delivery at national and regional levels. It will assess how closer regional working, strategic alignment between prisons and probation, and a greater focus on the operational front line could help the organisation better deliver against its objectives and identify efficiencies to meet SR21 efficiency targets.

2.196 This is likely to look like a more regional way of working, taking lessons from the way that HMPPS in Wales operates, with greater autonomy afforded to the regional level (for both prisons and probation) to allow them to innovate and to build upon local networks to best meet the needs of their local cohorts. This will mean a new regional model in which a small number of Prison Group Directors and Regional Probation Directors come together as an Area Executive Team, reporting to a new Area Executive Director role, to deliver greater autonomy for operational leaders and decision making closer to the point of local delivery.

2.197 The programme will also review HMPPS Headquarters to ensure it is structured to best support frontline delivery. The review will consider the future

purpose and function of HMPPS Headquarters, including how we can restructure the way that we work to ensure closer strategic alignment between our service delivery arms and reduce duplication.

2.198 Over the next 12 months, the programme will focus on developing and implementing a new approach to national and regional delivery for the Agency; including revised regional structural and operational design; and a revised way of working between HMPPS and Ministry of Justice functions.

2.199 There are no plans to change Prison Group Director or Regional Probation Director roles at present, though reporting lines are likely to change.

2.200 The programme does not anticipate making changes to the operating model at Prison Governor level and below – structural impacts on front line operational staff will be minimal.

Annex A: Additional Evidence

Requests

Unsocial Hours

From 2022 PSPRB report: As part of our rolling review of allowances this year, we considered and made recommendations on the Unsocial Working Hours allowance. However, as discussed in Chapter four we had concerns about the basis on which the allowance is set. We believe that the issue of how much time is worked unsocially has not been considered in depth since 2006, despite the nature of support and officer grade roles changing in this time. We therefore ask HMPPS to provide for our next report data broken down by grade (including operational managers), similar to that which it produced as part of the Bailey equal pay case in order to ascertain whether prison staff are working more or fewer unsocial hours, including: whether there is a case for differentiated rates for different grades. We would like this information to also be broken down by protected characteristics. We would also welcome evidence on this from all other parties.

- i. Unfortunately, we do not have centralised data on the exact number / proportion of unsocial hours worked. This information is only held locally and we would need a far more advanced centrally held detailing system to be able to carry out the type of forensic analysis that has been requested by the PSPRB – and it is possibly a slight misconception that this was carried out as part of the Bailey Equal Pay case, rather than this being based on a ‘typical’ shift pattern. The absence of such robust analysis is one of the reasons why we have to date not ever seriously considered alternative methods to rewarding unsocial hours (such as, for example, claiming and receiving payment for actual hours worked as is the case in probation).
- ii. We are anecdotally aware that there are staff working far more than the guideline amount of unsocial hours. Likewise, however, we are similarly aware of those who are working less. By and large we think that that much of

this is managed through agreements and 'trade-offs' between staff locally around the shift patterns they wish to work. We need to be careful that we do not create a system which pays inflated premiums to staff for working the shifts that are actually most convenient for them – and we no longer live or work in a culture where night-time or weekend working should necessarily be considered an inconvenience. In this context evolving work around flexible working may indicate a shift towards staff actually choosing the hours they work as standard and these could include those which would currently be considered 'out of hours'.

- iii. Linked to this, while unsocial hours remains payable under the current model, as a fixed allowance, we would not advocate different rates for different Bands. This could cause structural issues and create disincentives for staff to seek promotion.
- iv. In summary, due to a combination of lack of robust data and there being potentially too many moving parts attached to the wider workforce strategy and employment offer, we do not at this stage, consider there to be sufficient evidence, nor rationale to justify, changing the current model under which unsocial hours are paid.

Temporary Cover

From 2022 PSPRB report: 3.23 We continued to hear from the unions this year that temporary cover levels remained high and there were still members of staff who had been on temporary cover for longer than two years. The PGA informed us in oral evidence that many operational manager vacancies were being filled by temporary cover arrangements. The POA highlighted to us that staff who had been on temporary cover for longer than a year were not being rewarded properly for the work being done because they do not receive consolidated annual pay progression in line with those carrying out the substantive role. 3.24 When we requested further information on temporary cover payments from HMPPS it sent us data showing that there were indeed still a number of staff who had been on temporary promotion for more than two years, particularly in Fair and Sustainable Bands 7 and 8. It informed us that its proposals this year to restructure the Fair and Sustainable pay structure

would incentivise career progression and would allow for the Service to achieve a more robust supply of operational managers. We remain concerned about the number of staff on lengthy temporary promotions which appears to have increased since our last report. Where permanent promotion opportunities are not available in the short term, we encourage HMPPS to redouble its efforts to ensure fair and inclusive processes to select personnel for temporary promotion and to regularly review temporary promotion arrangements to prevent them extending excessively.

- v. At the time of submitting written evidence, we still have insufficient data to evidence whether the pay range restructuring at Bands 3-5 has had a positive impact on reducing the reliance on temporary cover by incentivising substantive promotions. Additionally, the PSPRB decision not to endorse the proposed restructure at Bands 7 and above – which we revisit this year - will have cut across our aspirations to achieve this at the higher Bands.
- vi. While instances of temporary cover may still be prevalent (and will always necessarily exist), we do not necessarily support the POA perception of those who are on cover not being adequately rewarded. There are in fact a number of instances where a member of staff who is on temporary cover can earn more than if they were to be substantively promoted. This is because we do not remove or alter any of the substantive terms, conditions and pay arrangements while a member of staff is on a period of temporary cover. For this reason, as an example, a Band 4 or 5 member of staff covering a Band 7 role will retain payment for any additional contracted hours that are worked in the substantive Band, where these would be lost upon a permanent promotion. There is also no capping of the allowance value at higher Band maximum as is the case for a substantive promotion.
- vii. PSPRB recommendations from previous years now ensure that the calculation of the cover allowance is commensurate with that of a permanent promotion, including adjustments to reflect additional and unsocial hours / RHA payments that would be payable in the higher Band.
- viii. The fact that there is no consolidated progression within the higher Band (it is not true that there is no consolidated progression at all, as this will still be

received – where eligible – in the substantive Band) is designed in part to actually protect staff on cover from significant reductions in pay as and when they revert to their substantive Band and pay. This issue is obviously of most relevance to those who remain on cover for prolonged periods – instances of which should, within policy, be the exception rather than expected position. HMPPS is as keen as the PSPRB and trade unions to reduce the prevalence of such ‘exceptions’ and are encouraging the business to be more aware of the intended policy.

Temporary Cover linked to timetable

From 2022 PSPRB report: 1.9 Prior to 2016, our timetable saw our report delivered to the Government in February for publication in March. This allowed staff in our remit group to receive their pay award in time for the 1 April implementation date. However, in recent years there have been delays in receiving both the activation letter and Government’s written evidence. Our reports have therefore been submitted to the Government in late spring with publication generally being between July and October. Our 2021 report last year was submitted to the Government on 22 July but not published until October 2021. These delays have meant that staff in our remit group have consistently received their pay award months after the implementation date, something we continue to find unacceptable. We are aware that this has caused issues for staff, particularly those on temporary cover, who end up receiving overpayments through no fault of their own and which they are then obliged to pay back once the pay award has been calculated. We welcome the commitment from the Minister in her activation letter for this year that the Department will do all it can to meet the timescales necessary for an April implementation in the future.

- ix. While HMPPS is equally as keen to get the timetable back to where it used to be, it is worth noting that it is not completely true that the delayed pay awards result in temporary overpayments which staff have to pay back. The situation referred to occurs where staff have to receive an additional uplift to their temporary cover allowance in order to meet the higher Band minimum and where a higher pay increase in the substantive Band than to the higher Band minimum reduces the additional uplift required.

- x. When the pay award is paid late, this effectively means that the cover payment is paid at too high a value for the period between 1 April and actual implementation. However, this 'overpayment' is recovered at source from the pay award arrears. While this results in less arrears than might otherwise be expected, it is equally the case that the impacted employees have received too high temporary cover payments (of exactly the same amount). The two elements therefore cancel each other out with the result that the employees end up having received exactly what they were due for the period without actually having to 'pay back' an actual overpayment. While significantly late pay awards do exacerbate this situation, even getting the timetable back on track for April announcements will not resolve it completely as it will always be a minimum of a month (and usually two) between announcement and actual payment of the award due to the preparatory work that needs to go into implementation. Short of a January / February announcement in future years, it will not be possible to actually make payment in April (and perhaps also worth noting that, aside from when contractual progression in the closed grades could happen ahead of the main pay award, it has been many years since we have actually done so in full). This will mean that there is always likely to be at least a month or so during which this situation will prevail and will need to be addressed. It is basically an unintended consequence of the additional uplift to higher Band minima where this is required.

Table 7: Index of evidence requested by PSPRB in its 2022 report:

Evidence request from PSPRB 2022 report:	Page reference
<p>Details of the new performance management system, including how it is operating, its effectiveness and staff reaction to the new system.</p>	<p><u>Pg 74</u></p>
<p>Information on any performance marking distributions, including those on official poor performance procedures, broken down by grade and protected characteristics.</p>	<p><u>Not able to provide: Under the new Performance Management policy there are no longer any performance markings.</u></p> <p><u>Data on poor performance procedures for 2021/22 will be shared on an Official Sensitive basis. Further data can be provided at the request of the PSPRB.</u></p>
<p>Data on reward and recognition payments (in-year awards) over the 2022-23 performance year by grade, including by protected characteristics.</p>	<p><u>Not able to provide: Data is not yet available as the new Performance Management policy has only been in place since April 2022 and analysis requires at least six months' worth of data, plus time to analyse, prepare and quality assure the report. We expect data on rewards issued to Prison Service staff to be available for next year's PSPRB update.</u></p>
<p>Evidence from HMPPS on the implementation of exit interviews, specifically any early data and emerging themes that can be shared, including by protected characteristics.</p>	<p><u>Provided at Annex B</u></p>
<p>Workforce statistics to include Band 12 staff on all datasets.</p>	<p><u>Band 12 staff are included in the workforce data</u></p>

<p>Evidence from HMPPS on its plans for flexible working in operational roles and how this can be achieved and monitored. Again, we would also welcome feedback from the unions.</p>	<p><u>See Ways of Working Pg 64-65</u></p>
<p>An update from HMPPS on the work being undertaken to reduce the number of average working days lost each year through sickness absence.</p>	<p><u>Pg 68</u></p>
<p>Accurate data for those on temporary cover, including whether these are establishment or headquarters based. This data should also include details of the length of time individuals spend on temporary cover and by protected characteristics.</p>	<p><u>Provided at Annex A</u></p>
<p>We ask the parties to provide us with evidence next year on the levels of motivation and morale in the Prison Service, along with plans to improve this.</p> <p>HMPPS's plans to address incidences of bullying, harassment and discrimination particularly given the history of staff reporting this in the Civil Service People Survey.</p>	<p><u>Data from the People Survey to be shared on an Official Sensitive basis (see Pg 74).</u></p> <p><u>HMPPS activity on Bullying, Harassment and Discrimination at Pg. 71.</u></p>
<p>Evidence on the gender pay gap for His Majesty's Prison Service, covering similar information to that published for the Ministry of Justice as a whole.</p>	<p><u>Not able to provide: MoJ policy (as agreed by Cabinet Office) is to only publish and share gender pay gap data for MoJ as a whole.</u></p>

Annex B: Exit Interview

Methodology and Data Overview

Methodology

The exit interview process was introduced in August 2021 and was designed to enable individual establishments to identify why operational and non-operational staff are leaving. HR Business Partners (HRBP) have been trained to undertake the exit interviews with specific questions focused on the 10 drivers of attrition outlined in the table below.

The interview is designed to focus on the following:

- To fully understand the reasons why a staff member has resigned – linked to local Drivers of Attrition.
- To find out if anything could have prevented their resignation.
- To identify if there are any patterns in who is leaving.
- To understand what is working well in the establishment.
- To use negative feedback and suggestions for change to make improvements.
- To enable leavers to have their say and end on a positive note.
- To build a national picture of who is leaving and why.

Once an interview is completed the HRBP then uploads the responses from the questions to a centralised database with all identifying factors removed. This information then forms the insights used to identify national, regional and local trends which enable HR to identify suitable interventions to help improve retention.

In the 12-month period, 1st December 2021 – 30th November 2022, 1752 exit interviews were undertaken in Public Sector Prisons.

Whilst all staff are offered an Exit Interview, it is not a mandated process so the data below does not reflect the views of all leavers.

The tables below are collated from employee exit interviews and highlight the primary driver that has influence their decision to leave the organisation.

Data Overview

All Staff – Primary driver for leaving

	Jan 21 - Dec 21	Feb 21 - Jan 22	Mar 21 - Feb 22	Apr 21 - Mar 22	May 21 - Apr 22	Jun 21 - May 22	Jul 21 - Jun 22	Aug 21 - Jul 22	Sep 21 - Aug 22	Oct 21 - Sep 22	Nov 21 - Oct 22	Dec 21 - Nov 22
Career Progression	14%	16%	17%	19%	20%	21%	20%	21%	22%	23%	23%	23%
Environment	6%	6%	5%	5%	5%	5%	5%	4%	4%	4%	3%	4%
Health & Wellbeing	23%	21%	20%	19%	18%	16%	15%	15%	14%	15%	15%	14%
Induction	1%	1%	1%	1%	1%	1%	1%	1%	1%	1%	1%	1%
Leadership	7%	8%	10%	11%	12%	14%	15%	16%	17%	17%	17%	17%
Learning & Development	2%	2%	2%	2%	2%	1%	1%	1%	1%	1%	1%	1%
Pay & Reward	21%	18%	17%	16%	15%	14%	14%	14%	14%	13%	13%	12%
Retirement	1%	2%	3%	3%	4%	5%	5%	6%	5%	6%	6%	6%
Role & Responsibility	13%	12%	12%	10%	8%	6%	5%	3%	3%	3%	3%	3%
Staffing	3%	3%	3%	3%	4%	4%	5%	5%	5%	5%	5%	5%
Ways of Working	8%	10%	11%	11%	12%	13%	13%	14%	14%	13%	13%	13%
No. of Interviews	1386	1405	1454	1566	1521	1487	1486	1560	1631	1686	1709	1752
Leavers	4717	4914	5137	5329	5486	5613	5693	5817	5801	5769	5681	5608
Response Rate	29%	29%	28%	29%	28%	26%	26%	27%	28%	29%	30%	31%

Prison Officer Band 3 to 5 – Primary driver for leaving

	Jan 21 - Dec 21	Feb 21 - Jan 22	Mar 21 - Feb 22	Apr 21 - Mar 22	May 21 - Apr 22	Jun 21 - May 22	Jul 21 - Jun 22	Aug 21 - Jul 22	Sep 21 - Aug 22	Oct 21 - Sep 22	Nov 21 - Oct 22	Dec 21 - Nov 22
Career Progression	13%	14%	15%	16%	16%	17%	16%	16%	16%	17%	17%	17%
Environment	7%	6%	6%	5%	5%	6%	5%	5%	5%	5%	4%	4%
Health & Wellbeing	24%	22%	20%	19%	17%	16%	15%	15%	15%	16%	17%	17%
Induction	1%	1%	1%	1%	1%	1%	1%	1%	1%	1%	1%	1%
Leadership	7%	8%	10%	11%	13%	15%	15%	17%	17%	17%	17%	17%
Learning & Development	2%	2%	2%	2%	2%	2%	1%	1%	1%	1%	1%	1%
Pay & Reward	21%	19%	18%	17%	15%	15%	15%	15%	15%	14%	13%	12%
Retirement	1%	2%	2%	3%	3%	4%	4%	4%	4%	4%	4%	4%
Role & Responsibility	13%	14%	12%	11%	9%	6%	5%	3%	2%	2%	2%	2%
Staffing	3%	3%	4%	4%	5%	5%	6%	7%	7%	7%	7%	8%
Ways of Working	8%	10%	11%	12%	13%	14%	16%	16%	16%	15%	16%	16%
No. of Interviews	830	841	851	913	875	839	837	873	904	933	926	933
Leavers	2858	3006	3152	3256	3365	3461	3524	3605	3592	3585	3544	3473
Response Rate	29%	28%	27%	28%	26%	24%	24%	24%	25%	26%	26%	27%

Band 2 – Operational Support Grade – Primary driver for leaving

	Jan 21 - Dec 21	Feb 21 - Jan 22	Mar 21 - Feb 22	Apr 21 - Mar 22	May 21 - Apr 22	Jun 21 - May 22	Jul 21 - Jun 22	Aug 21 - Jul 22	Sep 21 - Aug 22	Oct 21 - Sep 22	Nov 21 - Oct 22	Dec 21 - Nov 22
Career Progression	8%	10%	11%	14%	15%	15%	15%	15%	19%	20%	20%	19%
Environment	9%	7%	8%	7%	6%	4%	4%	3%	4%	3%	3%	3%
Health & Wellbeing	29%	26%	25%	23%	23%	17%	13%	14%	13%	14%	13%	13%
Induction	2%	3%	3%	3%	3%	4%	4%	3%	3%	2%	3%	2%
Leadership	3%	5%	6%	8%	9%	12%	13%	14%	13%	13%	13%	14%
Learning & Development	2%	2%	1%	1%	1%	1%	1%	1%	0%	0%	0%	0%
Pay & Reward	19%	16%	14%	12%	13%	14%	14%	14%	14%	14%	13%	12%
Retirement	2%	4%	4%	4%	5%	6%	7%	7%	7%	7%	7%	9%
Role & Responsibility	13%	13%	12%	10%	7%	6%	5%	4%	4%	4%	5%	5%
Staffing	2%	2%	2%	2%	3%	3%	3%	4%	4%	4%	5%	4%
Ways of Working	11%	12%	14%	14%	15%	17%	20%	20%	19%	18%	19%	19%
No. of Interviews	226	221	226	236	222	207	204	215	225	223	222	242
Leavers	860	884	921	965	999	1020	1039	1062	1060	1059	1038	1051
Response Rate	26%	25%	25%	24%	22%	20%	20%	20%	21%	21%	21%	23%

Band 7 – 11 Managers (Op & Non-Op) – Primary driver for leaving

	Jan 21 - Dec 21	Feb 21 - Jan 22	Mar 21 - Feb 22	Apr 21 - Mar 22	May 21 - Apr 22	Jun 21 - May 22	Jul 21 - Jun 22	Aug 21 - Jul 22	Sep 21 - Aug 22	Oct 21 - Sep 22	Nov 21 - Oct 22	Dec 21 - Nov 22
Career Progression	12%	11%	17%	24%	24%	32%	31%	33%	33%	31%	30%	29%
Environment	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Health & Wellbeing	28%	22%	23%	21%	18%	16%	18%	16%	14%	13%	14%	12%
Induction	4%	4%	3%	3%	3%	3%	3%	2%	2%	2%	2%	2%
Leadership	12%	19%	17%	18%	18%	16%	15%	16%	21%	20%	20%	22%
Learning & Development	8%	7%	7%	6%	0%	0%	0%	0%	0%	0%	0%	0%
Pay & Reward	8%	7%	7%	3%	0%	0%	0%	2%	2%	2%	2%	2%
Retirement	4%	7%	7%	9%	12%	11%	18%	19%	16%	20%	23%	22%
Role & Responsibility	12%	11%	10%	9%	12%	8%	5%	5%	5%	4%	2%	4%
Staffing	4%	4%	3%	3%	3%	3%	3%	0%	0%	0%	0%	0%
Ways of Working	8%	7%	7%	6%	9%	11%	8%	7%	7%	7%	7%	6%
No. of Interviews	25	27	30	34	33	37	39	43	43	45	44	49
Leavers	65	70	75	70	70	68	70	70	70	67	65	64
Response Rate	38%	39%	40%	49%	47%	54%	56%	61%	61%	67%	68%	77%

Band 2 – 6 Non-Op Staff

	Jan 21 - Dec 21	Feb 21 - Jan 22	Mar 21 - Feb 22	Apr 21 - Mar 22	May 21 - Apr 22	Jun 21 - May 22	Jul 21 - Jun 22	Aug 21 - Jul 22	Sep 21 - Aug 22	Oct 21 - Sep 22	Nov 21 - Oct 22	Dec 21 - Nov 22
Career Progression	21%	25%	27%	29%	30%	31%	30%	32%	33%	33%	33%	34%
Environment	3%	3%	3%	3%	3%	4%	4%	3%	3%	3%	3%	3%
Health & Wellbeing	18%	18%	17%	16%	16%	15%	15%	14%	14%	12%	11%	10%
Induction	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Leadership	9%	10%	12%	12%	12%	12%	15%	16%	17%	18%	17%	18%
Learning & Development	3%	3%	2%	2%	2%	2%	1%	1%	1%	1%	2%	2%
Pay & Reward	24%	20%	19%	18%	16%	15%	14%	14%	13%	13%	13%	13%
Retirement	2%	3%	3%	3%	4%	5%	6%	7%	6%	6%	7%	7%
Role & Responsibility	11%	9%	10%	8%	8%	7%	7%	4%	4%	4%	5%	5%
Staffing	2%	2%	2%	2%	2%	2%	2%	3%	2%	3%	3%	3%
Ways of Working	7%	7%	7%	7%	7%	6%	6%	7%	7%	7%	6%	6%
No. of Interviews	305	316	347	383	391	404	406	429	459	485	517	528
Leavers	934	954	989	1038	1052	1064	1060	1080	1079	1058	1034	1020
Response Rate	33%	33%	35%	37%	37%	38%	38%	40%	43%	46%	50%	52%

Annex C: Pay Tables

F&S Band pay ranges 2022/23 and proposed 2023/24

			Pay Effective 1 April 2022			Pay Effective 1 April 2023		
			Pay Points / Range: 01 Apr 21 - 31 Mar 23			Pay Points / Range: 01 Apr 23 - 31 Mar 24		
			1	2	3	1	2	3
2	National	37 hour Base Pay	£19,355			£21,355		
		39 hour inc ACHP	£20,401			£22,509		
		37 hour inc 20% unsocial	£23,226			£25,626		
		39 hour inc ACHP & 20% unsocial	£24,481			£27,011		
	Outer London	37 hour Base Pay	£22,191			£24,191		
		39 hour inc ACHP	£23,391			£25,499		
		37 hour inc 20% unsocial	£26,629			£29,029		
		39 hour inc ACHP & 20% unsocial	£28,069			£30,598		
	Inner London	37 hour Base Pay	£23,669			£25,669		
39 hour inc ACHP		£24,948			£27,057			
37 hour inc 20% unsocial		£28,403			£30,803			
	39 hour inc ACHP & 20% unsocial	£29,938			£32,468			
3	National	37 hour Base Pay	£24,067	£24,909	£25,342	£25,082	£25,924	£26,357
		39 hour inc ACHP	£25,368	£26,255	£26,712	£26,438	£27,325	£27,782
		37 hour inc 20% unsocial	£28,880	£29,891	£30,410	£30,098	£31,109	£31,628
		38 hour inc ACH & 20% unsocial	£29,791	£30,833	£31,369	£31,047	£32,090	£32,626
		39 hour inc ACHP & 20% unsocial	£30,442	£31,507	£32,054	£31,725	£32,790	£33,338
		39 hour inc ACH & 20% unsocial	£30,702	£31,776	£32,328	£31,996	£33,071	£33,623
		40 hour inc ACH & 20% unsocial	£31,612	£32,718	£33,287	£32,946	£34,052	£34,620
		41 hour inc ACH & 20% unsocial	£32,523	£33,661	£34,246	£33,895	£35,032	£35,618
	Outer London	37 hour Base Pay	£26,762	£27,697	£28,178	£27,777	£28,712	£29,193
		39 hour inc ACHP	£28,209	£29,194	£29,701	£29,278	£30,264	£30,771
		37 hour inc 20% unsocial	£32,114	£33,236	£33,814	£33,332	£34,454	£35,032
		38 hour inc ACH & 20% unsocial	£33,127	£34,284	£34,880	£34,383	£35,541	£36,136
		39 hour inc ACHP & 20% unsocial	£33,850	£35,033	£35,641	£35,134	£36,317	£36,925
		39 hour inc ACH & 20% unsocial	£34,140	£35,332	£35,946	£35,434	£36,627	£37,241
		40 hour inc ACH & 20% unsocial	£35,152	£36,380	£37,012	£36,485	£37,714	£38,345
		41 hour inc ACH & 20% unsocial	£36,165	£37,428	£38,078	£37,536	£38,800	£39,450
	Inner London	37 hour Base Pay	£28,166	£29,150	£29,656	£29,181	£30,165	£30,671
		39 hour inc ACHP	£29,688	£30,726	£31,259	£30,758	£31,796	£32,329
		37 hour inc 20% unsocial	£33,799	£34,980	£35,587	£35,017	£36,198	£36,805
		38 hour inc ACH & 20% unsocial	£34,865	£36,083	£36,709	£36,121	£37,339	£37,966
		39 hour inc ACHP & 20% unsocial	£35,626	£36,871	£37,511	£36,910	£38,155	£38,795
		39 hour inc ACH & 20% unsocial	£35,931	£37,186	£37,831	£37,225	£38,481	£39,126
		40 hour inc ACH & 20% unsocial	£36,996	£38,289	£38,954	£38,330	£39,622	£40,287
		41 hour inc ACH & 20% unsocial	£38,062	£39,392	£40,076	£39,434	£40,764	£41,447

F&S Band pay ranges 2022/23 and proposed 2023/24

			Pay Effective 1 April 2022			Pay Effective 1 April 2023		
			Pay Points / Range: 01 Apr 21 - 31 Mar 23			Pay Points / Range: 01 Apr 23 - 31 Mar 24		
			1	2	3	1	2	3
4	National	37 hour Base Pay	£28,477			£29,617		
		39 hour inc ACHP	£30,016			£31,218		
		37 hour inc 20% unsocial	£34,172			£35,540		
		39 hour inc ACHP & 20% unsocial	£36,020			£37,462		
	Outer London	37 hour Base Pay	£31,313			£32,453		
		39 hour inc ACHP	£33,006			£34,207		
		37 hour inc 20% unsocial	£37,576			£38,944		
		39 hour inc ACHP & 20% unsocial	£39,607			£41,049		
	Inner London	37 hour Base Pay	£32,791			£33,931		
		39 hour inc ACHP	£34,563			£35,765		
		37 hour inc 20% unsocial	£39,349			£40,717		
		39 hour inc ACHP & 20% unsocial	£41,476			£42,918		
5	National	37 hour Base Pay	£30,938	£31,672	£32,424	£32,238	£32,972	£33,724
		39 hour inc ACHP	£32,610	£33,384	£34,177	£33,981	£34,754	£35,547
		37 hour inc 20% unsocial	£37,126	£38,006	£38,909	£38,686	£39,566	£40,469
		39 hour inc ACHP & 20% unsocial	£39,132	£40,061	£41,012	£40,777	£41,705	£42,656
	Outer London	37 hour Base Pay	£33,645	£34,443	£35,260	£34,945	£35,743	£36,560
		39 hour inc ACHP	£35,464	£36,305	£37,166	£36,834	£37,675	£38,536
		37 hour inc 20% unsocial	£40,374	£41,332	£42,312	£41,934	£42,892	£43,872
		39 hour inc ACHP & 20% unsocial	£42,556	£43,566	£44,599	£44,201	£45,210	£46,243
	Inner London	37 hour Base Pay	£35,055	£35,886	£36,738	£36,355	£37,186	£38,038
		39 hour inc ACHP	£36,950	£37,826	£38,724	£38,320	£39,196	£40,094
		37 hour inc 20% unsocial	£42,066	£43,063	£44,086	£43,626	£44,623	£45,646
		39 hour inc ACHP & 20% unsocial	£44,340	£45,391	£46,469	£45,984	£47,035	£48,113

F&S Band pay ranges 2022/23 and proposed 2023/24

			Pay Effective 1 April 2022		Pay Effective 1 April 2023	
			Pay Range: 01 Apr 21 - 31 Mar 23		Pay Range: 01 Apr 23 - 31 Mar 24	
			Minimum	Maximum	Minimum	Maximum
6	National	37 hour Base Pay	£33,201	£38,184	£33,201	£38,184
		37 hour inc RHA	£39,841	£45,821	£39,841	£45,821
	Outer London	37 hour Base Pay	£35,667	£41,020	£35,667	£41,020
		37 hour inc RHA	£42,800	£49,224	£42,800	£49,224
	Inner London	37 hour Base Pay	£36,953	£42,498	£36,953	£42,498
		37 hour inc RHA	£44,344	£50,998	£44,344	£50,998
7	National	37 hour Base Pay	£39,674	£45,625		£45,625
		37 hour inc RHA	£47,609	£54,750		£54,750
	Outer London	37 hour Base Pay	£42,141	£48,461		£48,461
		37 hour inc RHA	£50,569	£58,153		£58,153
	Inner London	37 hour Base Pay	£43,426	£49,939		£49,939
		37 hour inc RHA	£52,111	£59,927		£59,927
8	National	37 hour Base Pay	£44,332	£53,201	£46,260	£53,201
		37 hour inc RHA	£53,198	£63,841	£55,513	£63,841
	Outer London	37 hour Base Pay	£46,696	£56,037	£48,727	£56,037
		37 hour inc RHA	£56,035	£67,244	£58,473	£67,244
	Inner London	37 hour Base Pay	£47,927	£57,515	£50,012	£57,515
		37 hour inc RHA	£57,512	£69,018	£60,014	£69,018
9	National	37 hour Base Pay	£56,783	£68,139	£59,253	£68,139
		37 hour inc RHA	£68,140	£81,767	£71,104	£81,767
	Outer London	37 hour Base Pay	£59,147	£70,975	£61,720	£70,975
		37 hour inc RHA	£70,976	£85,170	£74,064	£85,170
	Inner London	37 hour Base Pay	£60,379	£72,453	£62,999	£72,453
		37 hour inc RHA	£72,455	£86,944	£75,599	£86,944
10	National	37 hour Base Pay	£62,507	£75,013	£65,664	£75,513
		37 hour inc RHA	£75,008	£90,016	£78,796	£90,616
	Outer London	37 hour Base Pay	£64,871	£77,849	£68,128	£78,349
		37 hour inc RHA	£77,845	£93,419	£81,753	£94,019
	Inner London	37 hour Base Pay	£66,102	£79,327	£69,407	£79,827
		37 hour inc RHA	£79,322	£95,192	£83,289	£95,792
11	National	37 hour Base Pay	£70,707	£84,848	£74,207	£85,348
		37 hour inc RHA	£84,848	£101,818	£89,048	£102,418
	Outer London	37 hour Base Pay	£73,081	£87,684	£76,677	£88,184
		37 hour inc RHA	£87,697	£105,221	£92,012	£105,821
	Inner London	37 hour Base Pay	£74,303	£89,162	£77,966	£89,662
		37 hour inc RHA	£89,164	£106,994	£93,559	£107,594
12	All zones*	37 hours inc RHA	£106,090			£107,840

Closed Uniformed Grades pay scales 2022/23 and proposed 2023/24¹¹

Grade	Pay Point	2022	2023	Grade	Pay Point	2022	2023
Principal Officer	Single Rate	£38,087	£38,087	Prison Officer	Maximum	£32,915	£32,915
Senior Officer	Single Rate	£35,429	£35,429	G4S Prison Custody Officer (PCO)	3 years or more	£27,425	£27,425
OSG	Single Rate	£21,757	£21,757	Night Patrol (closed)	Maximum	£21,820	£21,820
G4S Security Officer (SO)	2 years or more	£21,443	£21,443	Prison Auxiliary (closed)	Maximum	£19,341	£19,341

Grade	Working Hours / Pattern	2022	2023
Prison Officer 2	37 hour Base Pay	£19,786	£19,786
	37 hour inc 17% unsocial	£23,150	£23,150
	38 hour inc ACH & 17% unsocial	£23,791	£23,791
	39 hour inc ACH & 17% unsocial	£24,433	£24,433
	40 hour inc ACH & 17% unsocial	£25,075	£25,075
	41 hour inc ACH & 17% unsocial	£25,716	£25,716

¹¹ All closed grade staff are now at maximum.

Operational Phase One Manager pay scales 2022/23 and proposed 2023/24

Effective From	Including RHA			Excluding RHA	
	01-Apr-22	01-Apr-23		01-Apr-22	01-Apr-23
Senior Manager A	£94,896	£94,896	Senior Manager D	£70,003	£70,003
Senior Manager B	£92,110	£92,110	From 23 July 2009		
Senior Manager C	£82,953	£82,953	Manager E	£52,691	£52,691
Senior Manager D	£76,209	£76,209	Manager F	£44,697	£44,697
Senior Manager D	£70,003 *	£70,003 *	Manager G	£36,794	£36,794
(Inc RHA closed 22 July 2009)			RHA	£6,206	£6,206

* The 2009 maximum value on the all-inclusive RHA Senior Manager D pay scale was retained as an additional pay point. This is the maximum available for those individuals in non-qualifying roles who chose to remain on this closed scale.