



## HMPPS Annual Digest 2017/18

### Main points

<b>The number of escapes has fallen slightly</b>	↓	When compared with the previous year: the number of escapes in the year ending March 2018 went down by 2 to 13.
<b>The number of absconds and temporary release failures have increased</b>	↑	In the year ending March 2018, there were 139 absconds – an increase of 53 absconds compared to the previous 12 month period. There was a 31% increase in temporary release failures, 50 of which were failures to return. 65% of unlawfully at large prisoners returned to custody within 30 days, down from 71% in the 12 months to March 2017.
<b>Percentage of prisoners in crowded conditions has fallen slightly</b>	↓	In the year ending March 2018, 24.2% of prisoners were held in crowded conditions, slightly lower than in the previous year. Although there are yearly fluctuations, crowding levels have remained at around 25%.
<b>90.1% of Foreign National Offenders referred in 10 working days</b>	↔	90.1% or 7,844 of the 8,703 total referrals of Foreign National Offenders made to the Home Office in the year ending March 2018, were made within the required 10 working days. ,
<b>Increase in the average number of prisoners working in custody</b>	↑	In the year ending 2018, on average, around 12,300 prisoners and detainees were working in custody at any one time across public sector prisons, privately managed prisons and Immigration Removal Centres. They delivered around 17 million hours of work during the course of a year.
<b>The amount raised through the PEA levy has increased</b>	↑	£1.4 million was raised from the imposition of the levy on prisoners' earnings to be paid to Victim Support. On average, 456 prisoners per month were working out of the prison on licence and subject to the Prisoners' Earnings Act levy and had average net earnings of £759 per month.
<b>Continued falls in HMPPS commissioned Accredited Programmes starts and completions</b>	↓	In the last eight years, there have been year on year falls in the number of accredited programme completions in custody commissioned by HMPPS. The number has fallen by 66% from 16,099 in the 12 months to March 2010 to 5,518 in the 12 months to March 2018. Over the same time period, the number of starts has fallen by 69%.
<b>The percentage of positive drug tests has increased by 1.3 percentage points</b>	↑	Ignoring new psychoactive substances, 10.6% of random mandatory drug tests were positive. This is the highest level since the year ending March 2006. Including the new psychoactive substances, the rate was 20.4%.

<b>Barricade/prevention of access incidents and incidents at height continue to go up</b>		In the 12 months to March 2018 the number of barricade/prevention of access incidents went up by 7% when compared with the previous year. The number of incidents at height rose by 27% in the same time period.
<b>Finds of drugs, mobile phones and SIM cards have increased</b>		There were increases of 23%, 15% and 13% in finds incidents of drugs, mobile phones and SIM cards, respectively, between the year ending March 2017 and the year ending March 2018.
<b>The number of prisoners with an IEP status has remained steady</b>		In the 12 months to March 2018, there were, on average, 85,579 prisoners with an IEP status. On average 42,222 prisoners, or just less than half had a standard IEP status. The number is 2% lower than in the previous year.
<b>The number of women and babies received into to Mother and Baby Units went up</b>		In the year to March 2018, 70 women were received and 60 babies were received into MBUs; compared with 61 women and 51 babies in the previous reporting year.
<b>The number of subjects actively monitored with an EM device has decreased by 2.5%</b>		At 31 March 2018, the total number of subjects actively monitored with an Electronic Monitoring (EM) device and open EM order was 11,205. There has been a general downward trend in the number of subjects actively monitored.
<b>The number of BASS referrals increased by 46% in the last year</b>		There were 4,436 referrals for Bail Accommodation and Support Services in in the year ending March 2018, an increase of 46% on the 3,034 made in the previous year. This is as a result of an increase in HDC referrals.
<b>8.2% of HMPPS Staff who declared their race, were classified as Black, Asian and Minority Ethnic</b>		Of all HMPPS staff, public sector prison staff had the lowest BAME representation rates with 6.4% of staff who declared their race as BAME, compared with 13.7% of staff in the Youth Custody Service.
<b>HMPPS staff lost an average of 9.2 working days to sickness absence</b>		In 2017/18, YCS staff had the highest sickness absence rate at 11.5 AWDL, followed by NPS (10.0 AWDL), PSPs (9.1 AWDL). Absence rates are substantially lower in HMPPS HQ and area services overall compared with the operational parts of NOMS (6.4 AWDL).

*This publication covers reporting up to and including the 2017/18 financial year. Data for the current reporting year will cover the period between the 1<sup>st</sup> of April 2017 and the 31<sup>st</sup> or March 2018; and be referenced as the 12 months or year ending March 2018.*

The technical guide for the HMPPS Annual Digest 2017/18 can be found here:  
[www.gov.uk/government/statistics/annual-hm-prison-and-probation-service-digest-2017-to-2018](http://www.gov.uk/government/statistics/annual-hm-prison-and-probation-service-digest-2017-to-2018)

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## Products published to accompany the HMPPS Annual Digest 2017/18

The following products are published as part of this release:

- A statistical bulletin, containing commentary on key trends over time in prison performance measures and probation
- A technical guide, providing further information on how the data are collected and processed; alongside relevant legislative or operational information relating to the topic area.
- A set of supplementary tables for each chapter, giving national and local level trends over time; and covering key topic areas in this bulletin.
- Data tools for Mandatory Drug Testing (MDT), Finds and Protesting Behaviour.

## Introduction

Her Majesty's Prison and Probation Service (HMPPS) is an executive agency of the Ministry of Justice; with the goal of helping prison and probation services work together to manage offenders through their sentences. HMPPS replaced the National Offender Management Service (NOMS) on 1 April 2017.

Her Majesty's Prison and Probation Service Annual Report and Accounts for 2017/18 was published on 28 June 2018<sup>1</sup>. The HMPPS Digest is published on an annual basis to support the Annual Report and Accounts, along with the Prison Annual Performance Ratings report and in October of each year, details of Costs per place and costs per prisoner.

This Annual HMPPS Digest includes a number of new items on:

- Data tables and commentary on finds in prison.
- Data tables and commentary on protesting behaviour.
- An expansion of mandatory drug testing data to include new psychoactive substances.

Data presented in this report have been drawn from administrative IT systems. Although care is taken when processing and analysing the data, the level of detail collected is subject to the inaccuracies inherent in any large-scale recording system.

### Topics that are not included in this report

Information on protected characteristics are not reported here, but will be published in the Annual Offender Equalities Report 2017/18 on 29 November 2018.

Probation measures have not been included in the Digest since 2014/15. As part of Transforming Rehabilitation, probation trusts have been replaced by the National Probation Service (NPS), which manages the most high-risk offenders across seven divisions; and 21 new Community Rehabilitation Companies (CRCs), who manage medium and low-risk offenders. Since the introduction of the Offender Rehabilitation Act (ORA), the National Probation Service (NPS) and Community Rehabilitation Companies (CRCs) have been monitored against new performance frameworks.

These new performance frameworks were introduced in February 2015 (for CRCs) and April 2015 (for NPS) to enable effective performance monitoring. The performance frameworks measure delivery throughout the offender journey, including:

- Court Work and Allocation (NPS only).
- Starting the Sentence.
- Completion and Compliance with the sentence of the court.
- Delivery of Programmes and Requirements.
- Through the Gate.
- Enforcement and Risk Escalation.
- Assurance Metrics and Other Custodial Services.

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<sup>1</sup> This is available at [www.gov.uk/government/publications/hmppps-annual-report-and-accounts-2017-18](http://www.gov.uk/government/publications/hmppps-annual-report-and-accounts-2017-18).

The different mix of offenders managed by NPS and CRCs means that performance, expected performance and comparisons cannot generally be made between the two organisations, even where the delivery of services seems identical. Each caseload of offenders bring their own unique challenges, therefore direct comparisons should not be made. Equally comparison cannot generally be made with performance under the previous arrangements.

Management Information (MI) against these performance frameworks is now published on a regular basis by HMPPS in the "Community Performance Quarterly MI release". The publication covers all performance metrics from both frameworks, at a national level and broken down to lower levels of geography where appropriate. New measures for through the gate are currently under development and are intended for inclusion in a future release.

Previous and current publications, can be found at [www.gov.uk/government/publications/community-performance-quarterly-management-information-release](http://www.gov.uk/government/publications/community-performance-quarterly-management-information-release)

Information on starts and completions of Accredited Programmes in the community is incomplete for the 12 months up to March 2018. As a result, the information is not included in this Official Statistics Report but is available in the Annual NOMS Digest 2016 to 2017 in Chapter 6 at [www.gov.uk/government/statistics/annual-national-offender-management-service-digest-2016-to-2017](http://www.gov.uk/government/statistics/annual-national-offender-management-service-digest-2016-to-2017).

# Revisions

Figures for temporary release failures Random Mandatory Drug Tests, Accredited Programmes Electronic Monitoring for previous years have been updated following cleansing of the data. Details of the changes are given below.

## Temporary Release Failures

Historical figures have been revised following a reconciliation exercise of temporary release failure data. Previous figures were based on data from different sources extracted at different times. While figures at the time of publication reflected the data extracted, further incidents and details may have been added since. Previous data from the various sources have been amalgamated and cleansed to form the main source of temporary release failure data.

## Random Mandatory Drug Testing

This release of the Annual Digest contains an expanded section on random mandatory drug testing (RMDT) results. In addition to the overall positive test rate, the tables also provide a breakdown of all tests by outcome and of positive tests by drug group and consider new types of psychoactive substances. Additionally, a data tool is published that contains record-level data for the past 10 years and allows users to create detailed custom tables. The addition of these elements was possible due to newly available data on test outcomes and an extensive data cleaning exercise that reconciled legacy databases on RMDT results. This reconciliation also resulted in revisions to some historical positive RMDT rate figures, which are noted in the tables in the usual manner.

## Electronic Monitoring

Some small revisions have been made to caseload and new order notifications data by type of order. The reason for the difference was partly due to the provisional nature of the data.

## Accredited Programmes

Revisions have been made to a number of accredited programme volumes within starts and completions. The effect has been minimal, and further details on the revisions can be found in the erratum notice published with this report; as well as in the re-issued chapter 6 tables.

Two programmes - Alcohol Related Violence and Control of Violence for Angry Impulse Drinkers have been reclassified as being part of the "Violence" sub-group of programmes rather than "Substance Misuse". Historic data for these categories have been revised.

# 1. Escapes, Absconds, Failure to Return from ROTL and Releases in Error

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## The number of escapees has fallen slightly

There were 13 escapees in the 12 months to March 2018, none of which remained still at large as at 30 April 2018, a decrease of 2 escapees when compared with the previous year.

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## The number of absconds has increased

In the year to March 2018, there were 139 absconds. This is an increase of 53 absconds when compared with the previous 12 month period (86 absconds), and an increase of 34 absconds when compared with financial year ending March 2016 (105 absconds).

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## Increase in the number of ROTL failures

During the 12 months ending March 2018, there were 350 temporary release failures. 50 of these were failures to return, resulting in prisoners being unlawfully at large, and representing 14% of temporary release failures.

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## Decrease in releases in error

In the latest year, 66 prisoners were released in error, a decrease of 6 releases compared with the year ending March 2017.

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Public protection is core to the successful and effective delivery of offender management. In managing offenders in the community, HMPPS has the protection of the public, including victims, children and vulnerable adults, as an overriding aim in all its activity. HMPPS takes public protection and escapes from prison extremely seriously. An immediate investigation, independent of the prison, is completed following any escape to determine what went wrong and to learn lessons for the future. The vast majority of those who escape are quickly re-captured by the police, then charged and prosecuted. On return to prison, they are normally re-categorised and may be moved to a higher security establishment.

Unlawfully-at-large incidents are categorised by the level of security measures the prisoner had to overcome to gain their liberty:

- **Escape:** A prisoner **escapes from prison** if they unlawfully gain their liberty by breaching the secure perimeter of a closed prison. An incident is deemed to be an escape and included in the annual total if the prisoner is at liberty for at least 15 minutes before recapture or an offence is committed during an escape lasting less than 15 minutes. A 'Category A escape' means the escape of a Category A prisoner. Category A prisoners are those whose escape would be highly dangerous to the public, the police or the security of the State. A prisoner **escapes from an escort** if they are able to pass beyond the control of escorting staff and leave the escort, the vehicle or the premises (court, hospital etc.).
- **Abscond:** An abscond is an escape that does not involve overcoming a physical security barrier or restraint, such as that provided by a wall or fence, locks, bolts or bars, a secure vehicle, handcuffs or the direct supervision of staff. It is only possible to abscond from open prison conditions.
- A **temporary release failure** while on release on temporary licence (ROTL) occurs when a prisoner fails to adhere to any condition written into the licence that permits their temporary release. Such conditions include the date and time by which the prisoner is required to return

to the prison, how they may behave and what they may do, where they may go and who they may contact during the period of release.

- **Failures to return** after release on temporary licence are the subset of temporary release failures where an offender has not returned to the establishment by midnight on the designated return date. In this case, the police will be notified that the offender is unlawfully at large, and appropriate contingency plans are activated. If the offender surrenders after the designated return time but on the right date, this is recorded as a late return instead of a failure to return.

A prisoner is **released in error** if they are wrongly discharged from an establishment or court when they should have remained in custody and the prisoner has not deliberately played a part in the error. Examples include misplaced warrants for imprisonment or remand, recall notices not acted upon or sentence miscalculation.

If it is believed that the situation was manipulated by the prisoner, for example by taking the identity of another person, then this will be classified as an escape, and not a release in error.

**The number of escapes fell by 2 to a total of 13 in the 12 months to March 2018 (Figure 1.1, Tables 1.1 to 1.13)**

In the 12 months ending March 2018, there was 1 escape from prison, 3 from HMPPS prisoner escorts and 9 from contractor escorts; making a total of 13 escapes, a decrease of 2 when compared with the year ending March 2017. Of the 13 escapees in the latest year, none remained still at large as at 30 April 2018.

The 1 escape from prison was from a Male Local prison. The number of escapes from prison has remained very low, not exceeding 4 in any financial year since the 12 months ending March 2006. Of the 3 escapes from HMPPS escorts, 2 were from Male Category C prisons, and 1 was from a Female Local prison. The number of escapes from HMPPS escorts has remained very low, not exceeding 4 in any financial year since the year ending March 2008.

There were 9 escapes from contractor escorts.

There were no Category A prisoner escapes from prisons or HMPPS escorts. In the last 21 years since the financial year ending March 1997, there have only been two Category A escapes, occurring in the 12 months ending March 2012 and 2013.

**Figure 1.1: Contractor escort journeys and escapes from contractor escorts, the 12 months ending March 2013 to the 12 months ending March 2018 (Source: Table 1.8)**

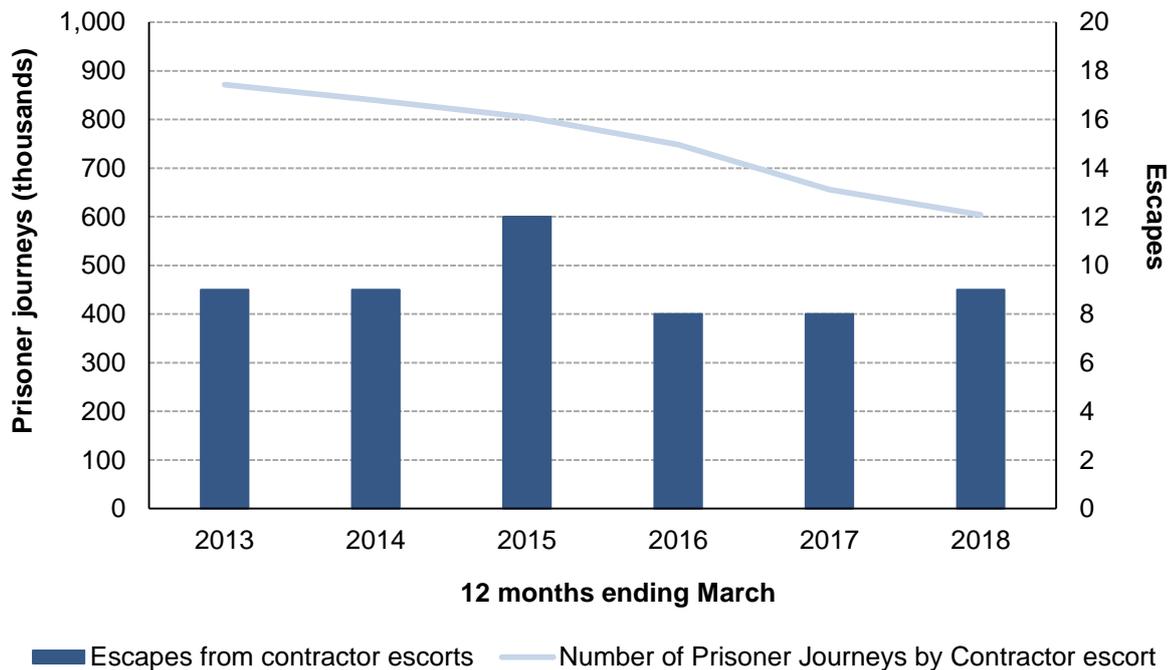


Figure 1.1 above shows the number of contractor escort journeys and escapes from contractor escorts. The number of prisoner journeys by contractor escort has been steadily decreasing, due to increasing use of video link technology for court appearances. There were still over 600,000 contractor escort journeys in financial year to March 2018, 9 of which resulted in an escape.

**The number of absconds increased in the 12 months to March 2018, when compared with the previous year (Tables 1.14 to 1.16)**

In the year to March 2018, there were 139 absconds. This is an increase of 53 absconds when compared with the previous year (86 absconds), and an increase of 34 absconds when compared with the year ending March 2016 (105 absconds). This still represents a reduction of 73% over the last 10 years, there were 511 absconds in the 12 months ending March 2008.

Of those who absconded in the 12 months to March 2018, 24 were still at large as at 30 April 2018.

More than seventy per cent of those who absconded from prison in the latest year had main offences of theft (32%), robbery (21%) and violence against the person (18%).

**Failures to return from release on temporary licence (ROTL) increased by 8 incidents from the previous 12 month period (Figure 1.2, Tables 1.17 to 1.20)**

In the year ending March 2018, there were 350 temporary release failures where prisoners who have been released on temporary licence fail to fulfil all of the conditions of their release. 50 of these were failures to return, resulting in prisoners being unlawfully at large, and representing 14% of temporary release failures. This has been an increase of 31% in temporary release failure incidents when compared with the previous financial year and continues the increase seen in the 12 months ending March 2016. This can be partly explained by the increased recording of ‘minor failures’ such as prisoners returning to the prison after the agreed time.

Failures to return increased to 50 incidents during the current year; an increase of 8 incidents when compared with the 12 months to March 2017.

The proportion of temporary release failures that were failures to return remained similar to that in the 12 months to March 2017. As at 30 April 2018, there were 8 failure to return incidents occurring in the latest year where the offender was still at large.

Temporary release failures of all types (including late returns and further offences) are reported within the Offender Management Statistics Quarterly bulletin<sup>2</sup>.

**Figure 1.2: Temporary release failures and failures to return, the 12 months ending March 2005 to the 12 months ending March 2018 (Source: Tables 1.17 and 1.18)**

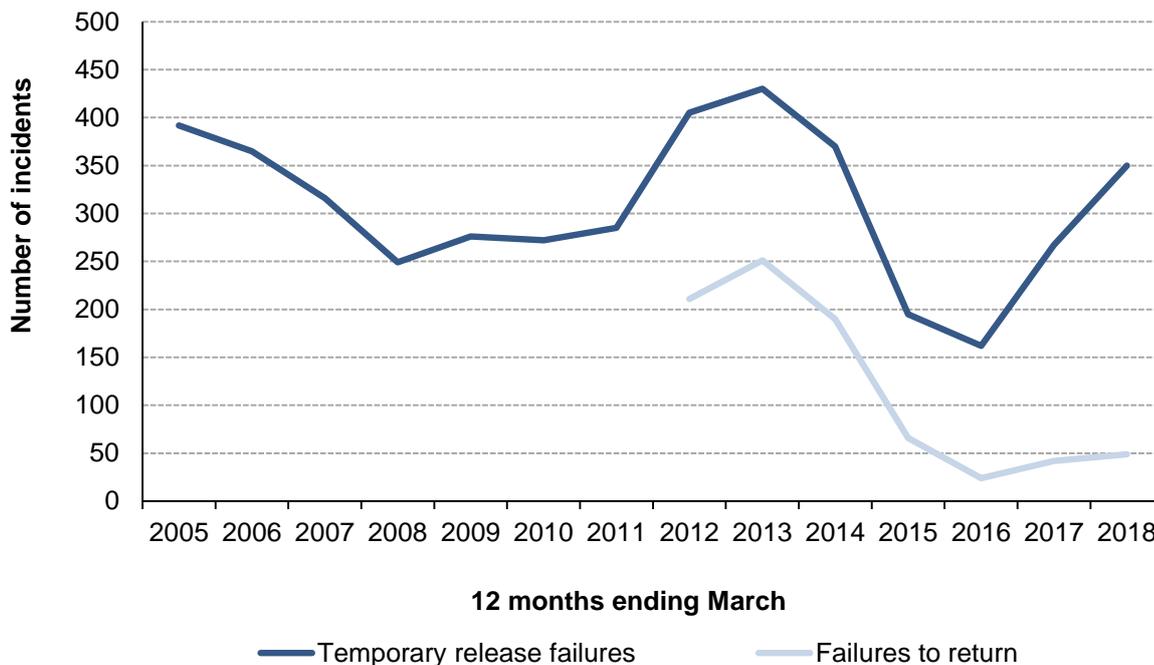


Figure 1.2 shows that while the number of prisoners who fail to return from ROTL mirrors the trend for all temporary release failures, they account for a decreasing proportion of all failures, falling from 52% in financial year 2011/12 to 14% in the 2017/18 financial year.

Between 2013 and 2015 a series of changes were made to tighten ROTL policy, including a new policy preventing those with an “abscond history” from transferring to open conditions or taking ROTL during the remainder of the current sentence, other than in exceptional circumstances. Prisoners affected by the policy are those who escape, attempt escape, abscond or seriously fail ROTL (fail to return or are convicted of an offence on ROTL). These policy changes may be reflected in the lower numbers of failure to return figures.

Most failure to return incidents<sup>3</sup> were for prisoners whose main offence was theft (32%), violence against the person (22%), drug offences (20%) or robbery (18%).

<sup>2</sup> [www.gov.uk/government/collections/offender-management-statistics-quarterly](http://www.gov.uk/government/collections/offender-management-statistics-quarterly)

<sup>3</sup> More detail is provided in Tables 1.17 to 1.21.

### **The number of releases in error fell in the 12 months to March 2018 (Tables 1.22 and 1.23)**

In the 12 months to March 2018, 66 prisoners were released in error. This is a decrease of 6 from the previous financial year period. This is the second highest number since the time series began in the year to March 2007. Due to the relatively low numbers, year-on-year changes should be interpreted with caution. The number of releases in error should be compared with the total number of releases in the same time period<sup>4</sup>.

56 releases in error occurred from prison establishments, while 10 were released in error at the courts. Releases in error from establishments can also be as a result of errors by the court.

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<sup>4</sup> [www.gov.uk/government/collections/offender-management-statistics-quarterly](http://www.gov.uk/government/collections/offender-management-statistics-quarterly)

## 2. Prison Crowding

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### **The crowding rate remained broadly stable at 24.2%**

In the 12 months to March 2018, the crowding rate at establishments across England and Wales remained fairly stable at 24.2%.

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### **Crowding rates were at their highest in Male Local prisons**

The crowding rate at Male Local prisons was 48.5% in the latest 12 month period. This was similar to the 49.0% and 48.1% in the year ending March 2016 and 2017 respectively.

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Crowding is measured as the number of prisoners who, at unlock on the last day of the month, are held in a cell, cubicle or room where the number of occupants exceeds the uncrowded capacity of the cell, cubicle or room. This includes the number of prisoners held two to a single cell, three prisoners in a cell designed for two and any prisoners held crowded in larger cells or dormitories<sup>5</sup>.

The level of crowding for each prison is set by senior operational managers in HMPPS in agreeing the operational capacity<sup>6</sup> of each establishment. Useable Operational Capacity of the estate is the sum of all establishments' operational capacity less 2000 places. (the "operating margin") and allows for the fact that prisoners are managed separately by sex, risk category and conviction status and that the population will not exactly match the distribution of places available across the country. No prison will be expected to operate at a level of crowding beyond that agreed by a senior operational manager.

### **The all prisons crowding rate decreased slightly for public prisons but increased for privately managed prisons (Figure 2.1, Tables 2.2, 2.3 and 2.4)**

In the 12 months to March 2018, a total of 20,695 prisoners were held in crowded accommodation conditions; representing a crowding rate of 24.2%<sup>7</sup>. This compares with 24.5% and 20,928 prisoners in the previous year. Although there are yearly fluctuations, crowding levels have remained at around 25% across the time series since 2004.

The crowding rate in public prisons was 22.5% in the year to March 2018, compared with 23.9% in the previous year; and at its lowest rate since 2013 (when the rate was 22.6%). In privately managed prisons, the rate in the latest year was 31.4%, up from 27.2% recorded in the year to March 2017; but down from the highest rate of 38.1% registered in the years ending 2009 and 2010.

Of all prisoners held in crowded conditions, the vast majority were held in doubled<sup>8</sup> accommodation; with the crowding rate as a proportion of the total prison population for this category recorded as 23.2% in the current reporting year. Historically, the doubling rate has fluctuated between 23.0% and 24.5% (recorded in 2013 and 2015 respectively). In the previous year to March 2017, the doubled accommodation rate was 23.6%.

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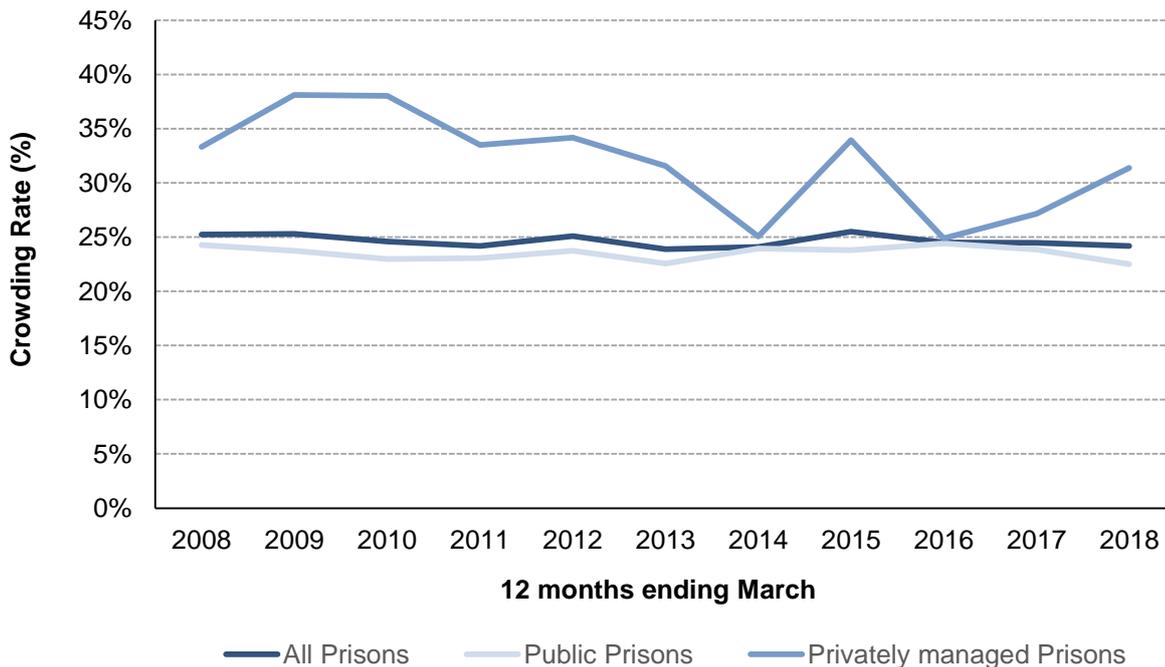
<sup>5</sup> For example, if 12 prisoners occupy a dormitory with an uncrowded capacity of 10, then the 12 prisoners are counted as crowded.

<sup>6</sup> The operational capacity of a prison is the total number of prisoners that an establishment can hold taking into account control, security and the proper operation of the planned regime.

<sup>7</sup> Expressed as a proportion of the total prison population.

<sup>8</sup> Doubled accommodation is defined as two prisoners being held in a cell designed for one prisoner.

**Figure 2.1: Percentage of prisoners held in crowded conditions across Public and Privately managed Prisons in England and Wales, 12 months ending March 2008 to 12 months ending March 2018 (Source: Table 2.2)**



**The highest crowding rates continue to be at Male Local prisons<sup>9</sup> (Figure 2.2, Table 2.5)**

Rates of crowding vary by prison function<sup>10</sup>, and in the 12 months to March 2018, levels were highest in Male Local prisons; when 48.5% (14,748) prisoners<sup>11</sup> were held in crowded accommodation. The rate recorded at 49.0% and 48.1% in the year ending March 2016 and 2017 respectively.

In Male Category C prisons<sup>12</sup>, the crowding rate was 14.5% in the latest year, a slight decrease on 14.7% in the previous year.

The crowding rate in Female Local prisons was 13.5% in the year to March 2018; the same rate as recorded in the previous year, and up from 8.3% in the 12 months to March 2016.

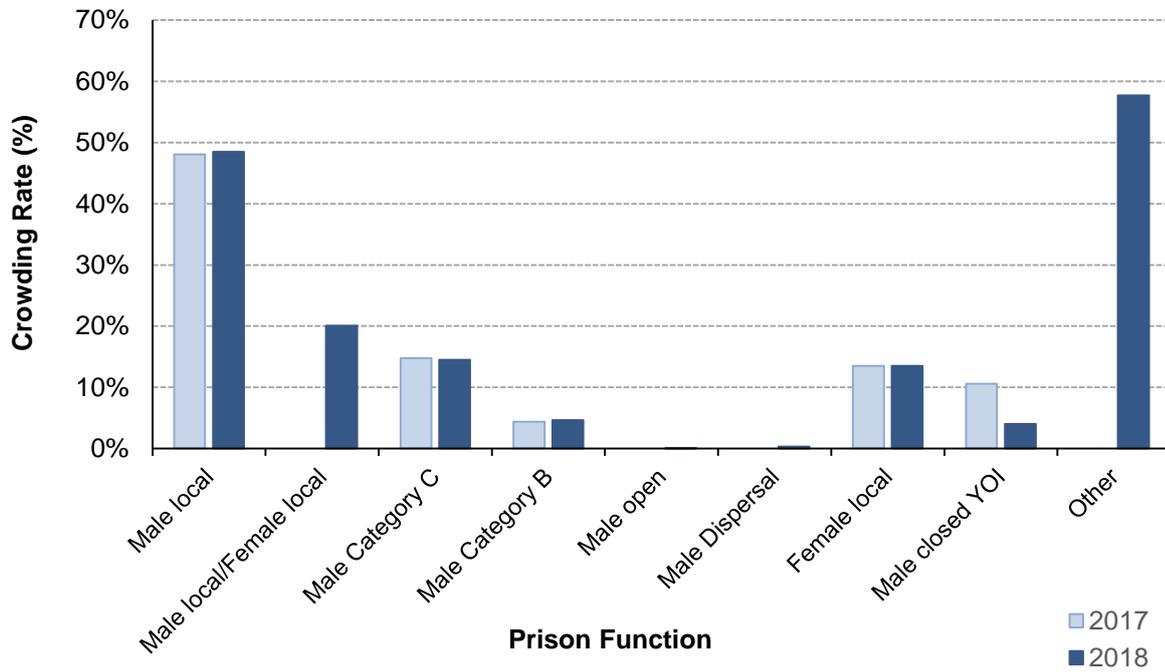
<sup>9</sup> Crowding is not evenly dispersed across the prison estate; it is particularly concentrated in male local prisons, which are those that serve the courts of a specific area and which predominantly hold remand and short sentenced prisoners.

<sup>10</sup> Prison function is determined using the 2017/18 financial year list of functions.

<sup>11</sup> Expressed as a proportion of the total prison population in Male Local prisons, which was 30,860 in the latest financial year. The total prison population across all estates in England and Wales was 85,590.

<sup>12</sup> Crowding is significantly less in Category B and C prisons as many of these are training prisons where activities are targeted at reducing re-offending by providing constructive regimes which address offending behaviour and improve opportunities on release.

**Figure 2.2: Crowding rate in prisons across England and Wales, by prison function<sup>13</sup>, 12 months ending March 2017 to 12 months ending March 2018 (Source: Table 2.5)**



<sup>13</sup> Other Prison function includes: Female Closed, IRC, Male YOI – Young People, Male Open YOI, Female Open, STC. The “Other” category is the combined crowding rate for Usk and Prescoed.

### 3. Foreign National Offender Referrals

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#### **90.1% of Foreign National Offenders were referred within 10 working days**

90.1% (7,844) of the 8,703 total referrals of Foreign National Offenders made to the Home Office were made within 10 working days; meeting the 90% target.

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Prisons are required to refer<sup>14</sup> all foreign national offenders (FNOs), including those whose nationality is unknown, to Home Office Criminal Casework within 10 working days of receiving a custodial sentence (except where release is due within one calendar month, when the referral must be made immediately). This is to ensure FNOs receive due consideration for deportation/removal by the Home Office before their release.

#### **The referral rate within ten working days met the 90% Home Office target (Table 3.1)**

During the current period from April 2017 to March 2018<sup>15</sup>, 8,703 Foreign National Offenders were referred to the Home Office. Of these, 90.1% (7,844) were received within 10 working days; meeting the Home Office target referral rate of 90%.

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<sup>14</sup> Information on FNO referral timeliness has been routinely collected and monitored since 1 May 2014 following a review and changes to the referral process. FNO referral performance information was not published in any other NOMS/HMPPS or Ministry of Justice publication prior to 2014/15. Data recording was changed in June 2015 hence the separate recordings in Table 3.1. As such, a year-long parallel comparison of these prior years cannot be made with information in the current time series.

<sup>15</sup> Further changes to the metric were introduced this year; to include prisoners without a specific nationality (e.g. blank or Stateless) and prisoners registered as Irish.

## 4. Prisoners Working in Custody

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### **An average of 12,300 prisoners were working in custody**

In the 12 months to March 2018, an average of 12,300 prisoners and detainees were working in custody across public sector prisons, privately managed prisons and Immigration Removal Centres (IRCs); increasing by 9% since the 12 months to March 2017.

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### **Prisoners in custody worked 17.2 million hours**

The number of hours worked by prisoners and detainees across public and private sector prisons and IRCs increased by 8% in the year to March 2018. 17.2 million hours of work were delivered in that year.

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The Government remains committed to the ambition to increase work in prisons and to have more prisoners working and working longer hours in an 'employment-like' atmosphere. The aim of this is:

- to ensure that prisoners are occupied in purposeful activity whilst in establishments;
- to give offenders the opportunity to learn new skills and experience and support finding employment on release.

HMPPS is committed to working with businesses and other government departments to significantly increase work activity undertaken by prisoners in custody. ONE3ONE Solutions is the HMPPS vehicle with responsibility for finding increased work for prisons. ONE3ONE collaborate with Public and Private Sector Prisons, who then have the responsibility to deliver the work.

### **The average number of prisoners working and hours worked in Public sector prisons and IRCs continues to rise (Figure 4.1, Table 4.1)**

The average number of prisoners working<sup>16</sup> in public sector prisons and IRCs in March 2018 was 10,200 and the number of prisoner hours worked was 14.1 million. This compares with an average of 9,400 prisoners working 13.2 million hours in the previous year; representing a 9% and 7% increase respectively. The statistics for both measures have been steadily increasing since the year ending March 2011. Increases in hours and average numbers of prisoners working from April 2017 can be attributed to the inclusion of a new activity category, Waste Management Unit, within the types of work considered.

### **Prisoner working hours and the average number of prisoners working in privately managed prisons each increased by 11% in the year to March 2018 (Figure 4.1, Table 4.2)**

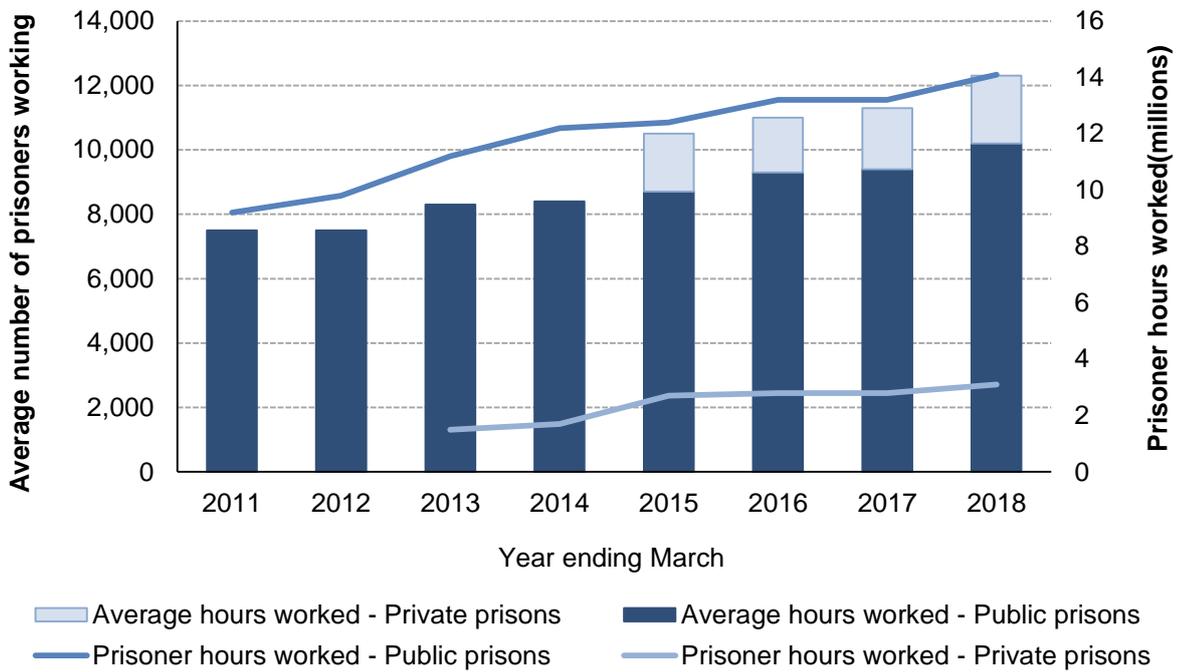
The average number of prisoners working<sup>17</sup> in privately managed prisons in March 2018 was 2,100; representing an 11% increase over the year, and a 17% increase since March 2015. Prisoners and detainees worked 3.1 million hours in the 12 months to March 2018, compared with 2.8 million hours in the preceding year; an increase of 11%. The number of prisoner working hours has risen by 15% since March 2015.

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<sup>16</sup> These numbers refer to specific types of work as defined in the Guide, and does not include tasks such as cooking, serving meals, maintenance and cleaning.

<sup>17</sup> As for public sector prisons and IRCs, these numbers refer to the types of work as defined in the Guide.

**Figure 4.1: Average number of prisoners working and hours worked in public sector and privately managed prisons, the 12 months ending March 2010 to the 12 months ending March 2018 (Source: Tables 4.1 and 4.2)**



## 5. Prisoners Earnings subject to the Prisoners' Earnings Act 1996

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### **In the 12 months to March 2018, 2,224 prisoners earned a net sum of £5.5 million before the Prisoners' Earnings Act levy was applied**

An average of 456 prisoners per month working out of prison on licence, and subject to the Prisoners' Earnings Act levy, had average net earnings of £1,006 per month.

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### **A total of £1.4 million was raised through the Prisoners' Earnings Act levy**

£247 per prisoner per month was raised through the levy; totalling £1.4 million raised for the year ending March 2018. Net earnings amounted to £759 per prisoner per month after the levy was applied.

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The Prisoner Earnings Act (PEA) commenced on 26 September 2011. It enables prison governors to impose a levy<sup>18</sup> of up to and including 40% on wages over £20 per week<sup>19</sup> for prisoners who have been assessed as being of low risk of absconding or re-offending and allowed to work outside of the prison on temporary licence, in order to prepare for their eventual release.

### **Total net earnings and monies raised through the levy continues to rise (Table 5.1)**

In the year to March 2018, prisoners' net earnings under the Prisoners' Earnings Act (1996) amounted to £5.5 million. £1.4 million was raised through the levy. Net earnings before the levy increased by 34% (£1.4 million) from the previous year; and an extra £0.3 million (27%) was raised compared with £1.1 million raised during the year ending March 2017.

On the reference day for the data collection, there were 2,224 active prisoners<sup>20</sup> (an average of 456 prisoners per month) and this continues to rise year-on-year since the first full year for which data were reported (1,021 prisoners in the 12 months ending March 2013).

Prisoners earned an average of £1,006 per month before the levy in the 12 months ending March 2018, up from £937 earned in the previous year.

### **Average net earnings per prisoner per month after the levy increased but the average amount raised for the levy per prisoner per month fell (Figure 2.1, Table 5.2)**

After the levy deduction through the Prisoner's Earnings Act (1996), prisoners earned an average of £759 per month in the 12 months ending March 2018; an increase in earnings of £78 on average per month compared with the same period in the previous reporting year (when average earnings totalled £681 per prisoner).

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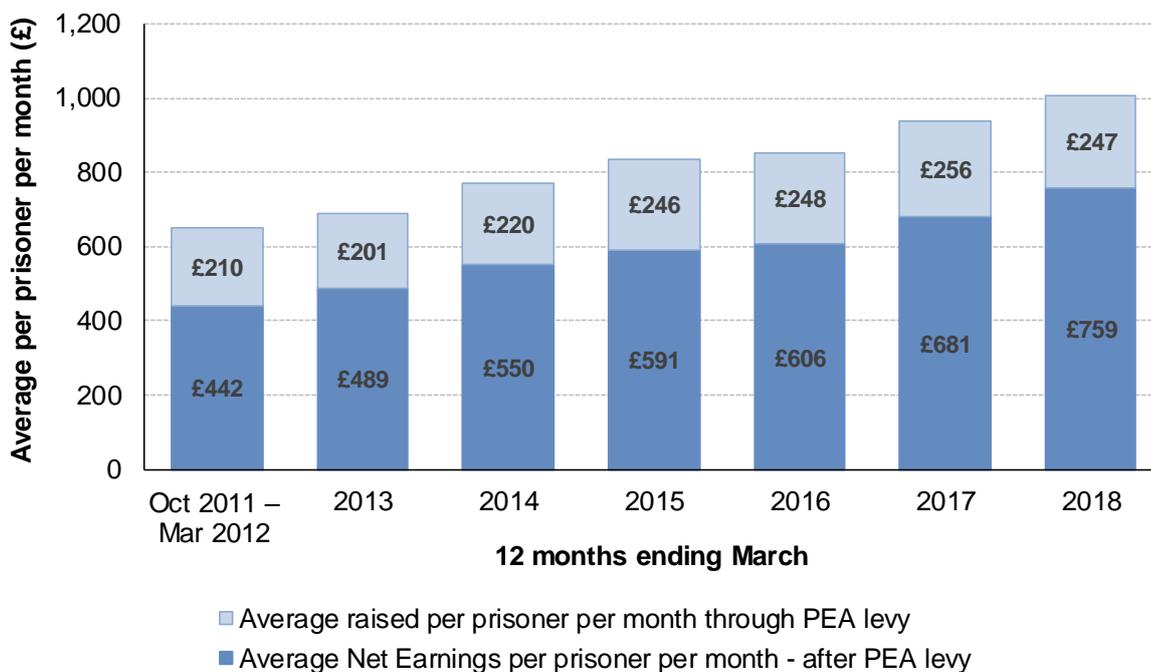
<sup>18</sup> Monies raised from the levy are used for making of payments to one of: a) victim support or crime prevention, b) contributions towards prisoners' upkeep via the Consolidated Fund, c) dependants of the prisoner in proportions determined by the Governor or d) an investment account with a view to capital and interest being held in benefit for the prisoner.

<sup>19</sup> After tax, national insurance, any court ordered payments or child maintenance payments.

<sup>20</sup> The total number of active prisoners refers to those who were working and earning on a particular reference date. This count can vary considerably, because not all prisoners eligible to work would have been working on that reference date.

Through the levy deduction, £247 per prisoner per month was raised on average for the levy. The amount raised decreased by £9 per month for each prisoner in the latest year compared with the year ending March 2017, when an average of £256 was raised per prisoner per month through the Prisoners' Earnings Act levy.

**Figure 5.1: Average net prisoner earnings after Prisoners' Earnings Act levy deduction, and average raised through the levy per prisoner per month, the 6 months ending March 2012 to the 12 months ending March 2018 (Source: Table 5.2)**



## 6. Accredited Programmes

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### **The number of starts for Accredited Programmes in custody continues to fall**

In the 12 months to March 2018, there was a 20% decrease in the number of starts compared with the previous 12 month period, and a 69% fall in volumes compared with the year ending March 2010.

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### **The number of completions for Accredited Programmes in custody fell during the same period**

In the 12 months to March 2018, the volume of Accredited Programmes completed decreased by 21% compared with the same period in 2017. Since the year ending March 2010, completions have decreased by 66%.

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Accreditation is a system for ensuring that treatment programmes offered to offenders, which aim to reduce reoffending, have a proper theoretical basis, and are designed in accordance with the 'What Works' literature.

HMPPS commissions a range of accredited programmes; varying in length, complexity and mode of delivery. Programmes have been developed to target the particular risks and needs for different types of offending behaviour. To achieve accreditation, programmes must be assessed to make sure they are targeting the right people, focusing on the right things, and being delivered in a way that is most likely to reduce reoffending. All HMPPS-commissioned accredited programmes are subject to quality assurance processes to ensure programme integrity is maintained and developed.

### **Changes to the delivery of Accredited Programmes<sup>21,22</sup> in custody has resulted in a fall in volumes for starts and completions (Figures 6.1 and 6.2, Tables 6.1 to 6.3)**

In the last eight years, there has been a year-on-year fall in the number of accredited programme completions in custody commissioned by HMPPS. In the latest reporting year, starts volumes fell by 69% and completions decreased by 66% compared with the 12 months ending March 2010.

In terms of completions, there were 5,518 in the year to March 2018, down from 16,099 during the same period in 2010; representing a 66% fall in that period. Completions of substance misuse programmes decreased by 98%, while completions for offender behaviour programmes and sexual offending treatment programmes fell by 40% and 12% respectively. Excluding Substance Misuse from completions in custody, the fall in the number of completions between the 12 months ending March 2010 to the year ending March 2018 was 36% (8,469 to 5,396).

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<sup>21</sup> In this publication, programmes are grouped into one of five categories: Domestic Violence, General Offending, Sexual Offending, Substance Misuse or Violence. For monitoring purposes, Offender Behaviour Programmes (OBPs) in **custody** include domestic violence, violence and general offending completions but exclude sexual offender treatment and substance misuse programmes, which are reported separately. OBP completions in the **community** include substance Misuse, general offending and violence programmes. They exclude domestic violence and sexual offending treatment programmes, which are measured separately.

<sup>22</sup> Data on starts and completions of Accredited Programmes in the community is incomplete for the 12 months to March 2018, and therefore does not form part of this Official Statistics report. The latest available data is for the year to March 2017, and can be found in Chapter 6 of NOMS Annual Digest 2016 to 2017: <https://www.gov.uk/government/statistics/annual-national-offender-management-service-digest-2016-to-2017>.

Accredited programme delivery in custody has changed significantly since 2010. New programmes have been introduced: Building Better Relationships (BBR), Healthy Sex Programme (HSP), Resolve, Horizon; with Kaizen introduced in 2017. Kaizen and Horizon have replaced all of the delivery of Core and Extended Sex Offender Treatment Programmes in custody. This transition to newer programmes accounted for some of the decrease in sex offender treatment programmes.

This decrease in Accredited Programme starts and completions has been primarily driven by the change of programme ownership – and responsibility for running substance misuse accredited programmes - from HMPPS to NHS. As of 1 April 2011, local NHS partnerships assumed these responsibilities and have opted to deliver an increasing proportion of substance misuse programmes which are not CSAAP accredited. The large decreases seen reflect the fact that more offenders are completing programmes run by the NHS, rather than HMPPS.

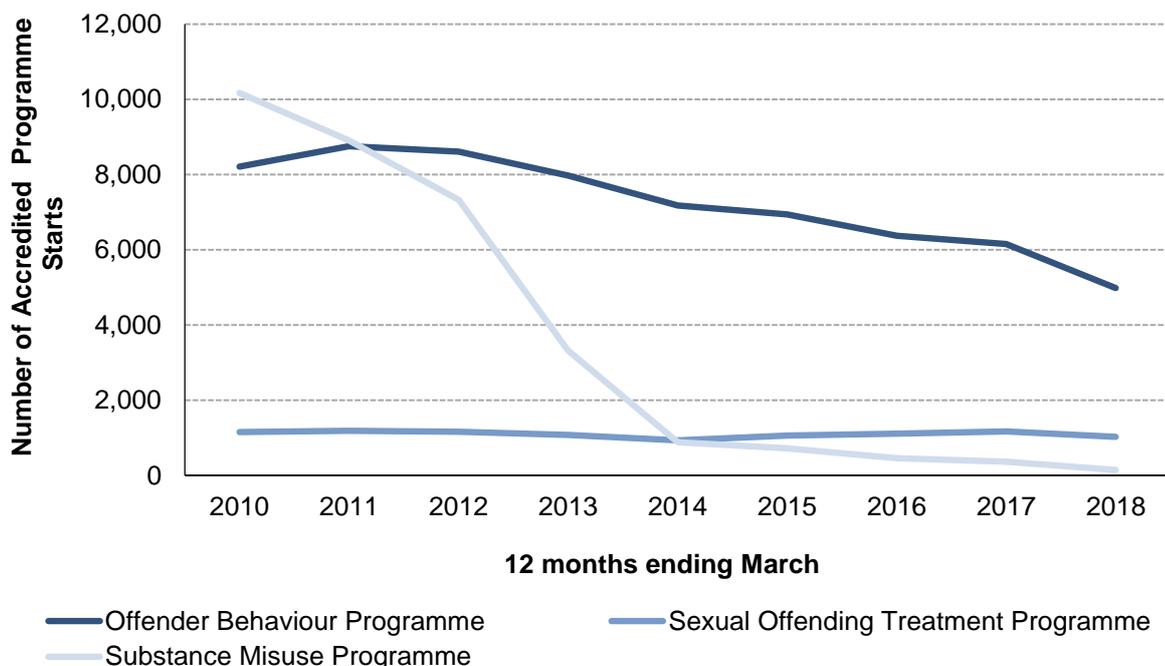
There has also been a reinvestment from shorter, moderate intensity programmes in favour of longer, higher intensity programmes. The number of commissioned completions have therefore decreased despite maintaining investment.

**Starts for Accredited Programmes delivered in custody continue to fall (Figure 6.1, Table 6.1)**

Starts in HMPPS-commissioned accredited programmes delivered in custody fell by 69% between the years ending March 2010 and March 2018; from 19,528 to 6,148. The main driver for this decrease in volumes was due to a 99% drop in substance misuse programme starts. Excluding substance misuse programme starts, the fall during the eight year period was 36%.

In the latest 12 month period compared with the same period in 2017, starts volumes decreased by 20%.

**Figure 6.1: Number of starts for accredited programmes in custody, 12 months ending March 2010 to 12 months ending March 2018 (Source: Table 6.1)**

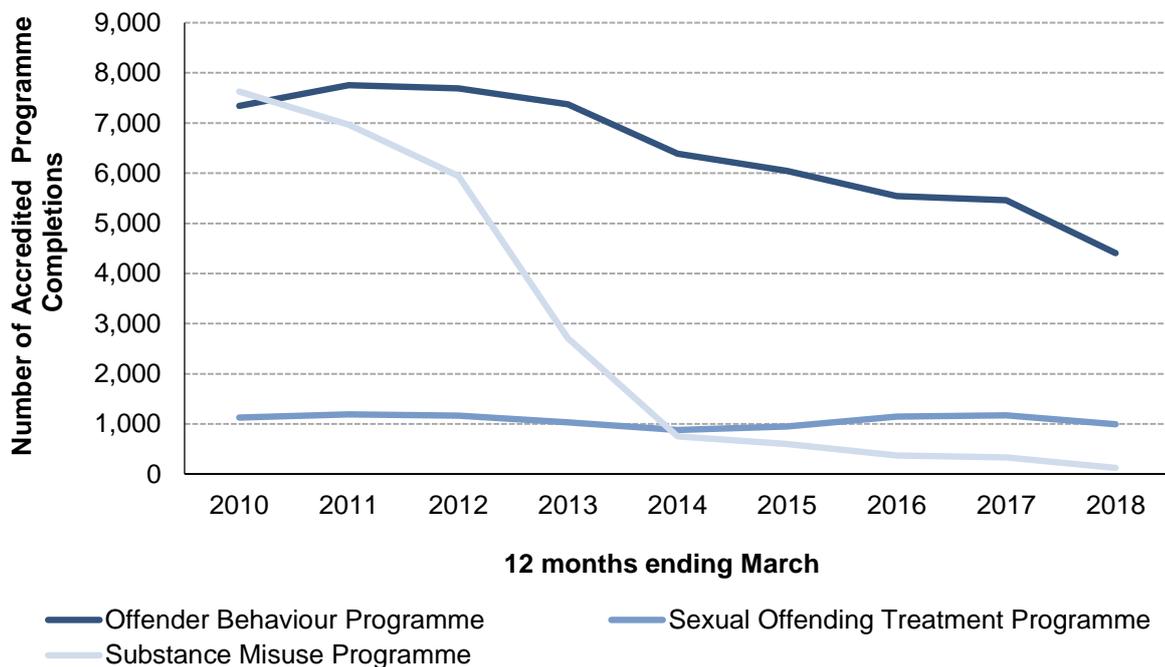


**Accredited Programmes completed in custody fell by 21% in the last year (Figure 6.2, Tables 6.2 and 6.3)**

In the 12 months to March 2018, the number of completions of accredited programmes in custody decreased by 21%; from 6,960 in March 2017 to 5,518 in the latest period. In the previous year, the decrease in programme completions was 1%.

Offender behaviour programmes accounted for 80% of all accredited programme completions; while sexual offending treatment programmes and substance misuse programmes made up 18% and 2% respectively of all completions in the year to March 2018.

**Figure 6.2: Number of completions for accredited programmes in custody, 12 months ending March 2010 to 12 months ending March 2018 (Source: Table 6.2)**



## 7. Random Mandatory Drug Testing

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### **The percentage of positive results from random mandatory drug tests (RDMT) shows a steady rise in the three most recent financial years**

Ignoring new psychoactive substances, in the 12 months ending in March 2018, 10.6% of RDMTs were positive, an increase of 3.7 percentage points since the 12 months ending in March 2015, and the highest annual rate since 2005/06 when 10.3% of tests were positive.

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### **Psychoactive Substances (PS) as defined in the Psychoactive Substances Act 2016<sup>23</sup>, are the most prevalent drug type in prison**

PS were present in 60% of all positive samples, overtaking cannabis, opiates and buprenorphine by a large margin.

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HMPPS has a comprehensive range of measures to reduce the supply of drugs into prisons including the Random Mandatory Drug Testing (RMDT) programme, which measures the level of drug misuse in prisons. The list of drugs tested<sup>24</sup> for in the 12 months ending in March 2018 is given in the Glossary under the 'Random Mandatory Drug Testing' header. The aim of RMDT is to test a random sample of 5% or 10% of prisoners in each prison (depending on prison capacity) every month and to monitor and deter drug-misuse.

Prisoners have the right to refuse providing a sample for drug testing<sup>25</sup>. In this case, prisoners will be subject to internal disciplinary procedures. This practice is relatively rare, with only 1,280 refusals (2.3%) out of 56,303 random mandatory drug tests attempted in the latest period. The Annual Digest shows all possible outcomes of RMDT, including refusals, administrative flaws (e.g. mis-recording by the prison) and sample spoilage (e.g. broken or otherwise compromised sample). These three categories account for a small proportion of tests attempted (3.4%), with 96.6% of all RMDT attempts successfully tested. The detailed breakdown of outcomes, by prison function, is included in Table 7.3 in the Excel file accompanying this publication.

RMDT for psychoactive substances (PS), as defined in the Psychoactive Substances Act 2016, marketed under street names such as Spice and Black Mamba was rolled out in prisons during September 2016 with further new tests added in subsequent months to test for various other PS chemical formulations. Results for these tests are included for the 2017/18 financial year, the first full and reliable performance year's data available.

### **The percentage of positive results from random drug tests is steadily rising during the three most recent financial years (Figure 7.1, Table 7.1)**

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<sup>23</sup> In this Act "psychoactive substance" means any substance which is capable of producing a psychoactive effect in a person who consumes it, and is not an exempted substance. Exempted substances are: controlled drugs, medicinal products, alcohol or alcoholic products, nicotine, tobacco products, caffeine or caffeine products or any substance which is ordinarily consumed as food, and does not contain a prohibited ingredient. <http://www.legislation.gov.uk/ukpga/2016/2/contents>

<sup>24</sup> RMDT for psychoactive substances (PS) was rolled out during September 2016. PS drugs are presented from the first full year of data gathering, being 2017/18.

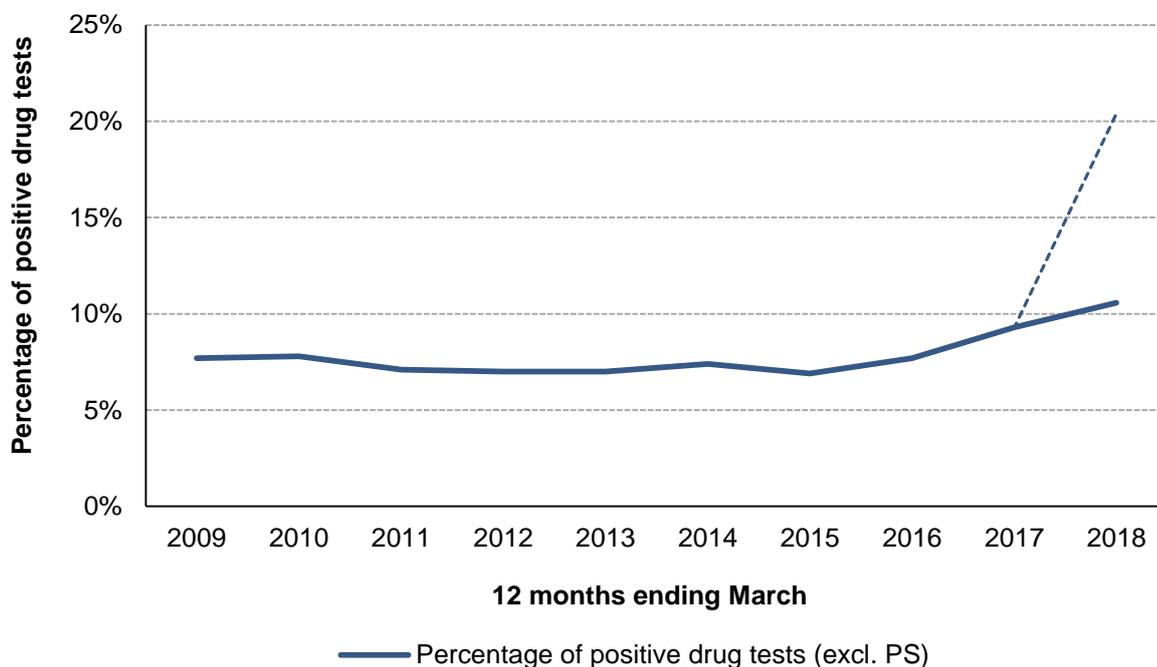
<sup>25</sup> Failing a random mandatory drug test is a disciplinary offence that may lead to additional time being added to the individual's time in custody. RMDT is also used as a trigger for referring individuals who fail tests into treatment.

Excluding psychoactive substances, in the 12 months ending in March 2018, 10.6% of RMDTs were positive, an increase of 1.3 percentage points on the 12 months ending in March 2017, and the highest annual rate since the 12 months ending in March 2006 when 10.3% of tests were positive.

Including the positive results for new psychoactive substances brings the total percentage of positive results from random drug tests to 20.4% in the 12 months ending in March 2018.

Table 7.1 shows the rate of positive tests by prison, as a proportion of tests successfully administered. Sample sizes at the prison level are relatively small, so year-on-year fluctuations should be interpreted with caution.

**Figure 7.1: Percentage of positive results from random drug tests, the 12 months ending March 2009 to the 12 months ending March 2018**

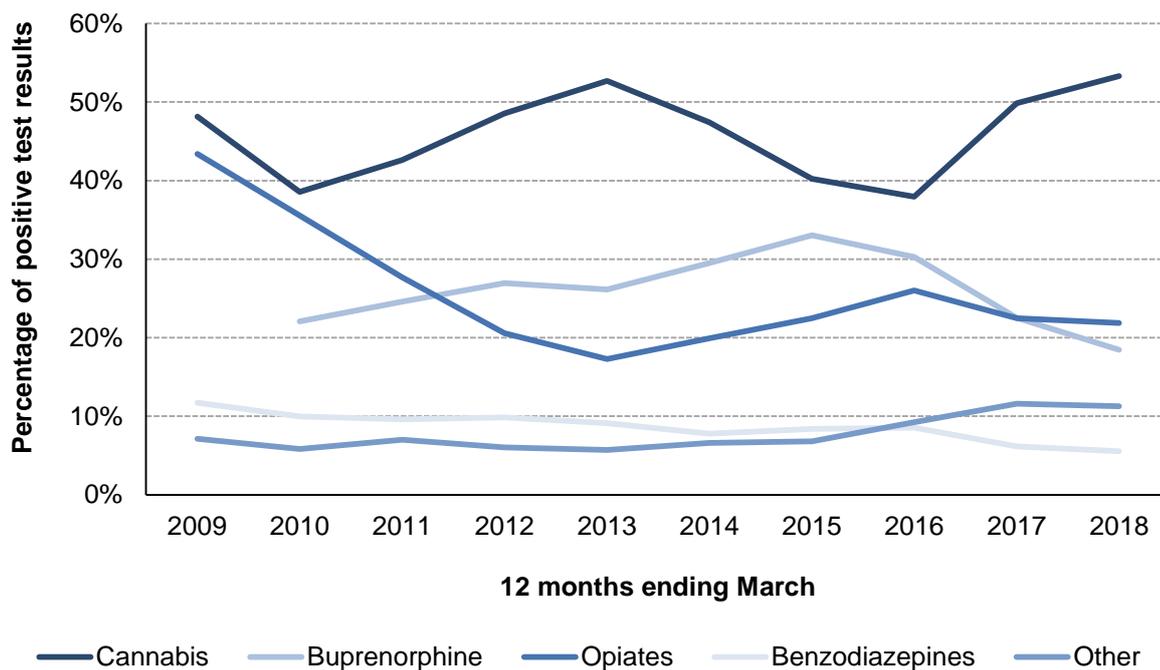


**While cannabis, opiates and buprenorphine remain highly prevalent drug types in prison, Psychoactive Substances overtakes them by a large margin (Figures 7.2 and 7.3, Table 7.2)**

In the 12 months ending in March 2018, excluding PS, the most prevalent drug types remain cannabis (53% of positive samples), opiates and buprenorphine (marketed as Subutex), with 22% and 18% of positive samples, respectively<sup>26</sup>. Note that since each sample may test positive for more than one drug, the rows in this table sum to more than the total number of positive tests.

<sup>26</sup> Testing for buprenorphine (Subutex) was introduced in 2008/09 and first reported in the 2009/10 performance year.

**Figure 7.2: Positive drug tests by drug type (excluding PS)<sup>27</sup>, the 12 months ending March 2009 to the 12 months ending March 2018**

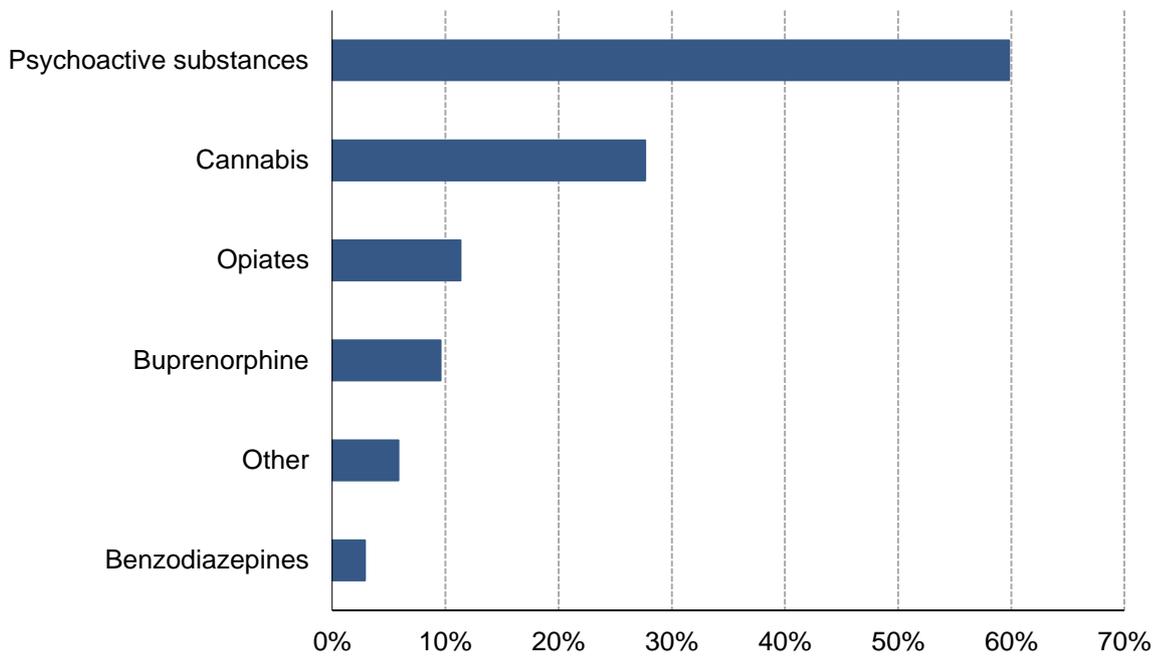


Although far below its historical high at 80% of all positive samples in the 12 months ending in March 1999, cannabis use continues to rise in recent years. 53% of all positive samples indicating the presence of cannabis in the 12 months ending in March 2018, compared with 38% in the 12 months ending in March 2016. The number of positive tests for cannabis rose by 59% to 2,549 tests in the 12 months ending in March 2017. The rise corresponded with the inclusion of PS in RMDT as well as the introduction of the Psychoactive Substances Act 2016<sup>28</sup> in May 2016 that aimed to restrict the production, sale and supply of PS.

<sup>27</sup> Other includes amphetamines, barbiturates, cocaine and methadone.

<sup>28</sup> Psychoactive Substances Act 2016, <https://www.gov.uk/government/collections/psychoactive-substances-bill-2015>

**Figure 7.3. Positive drug tests by drug type (including PS), the 12 months ending March 2018**



When accounting for Psychoactive Substances, the picture changes substantially. PS were present in 60% of all positive samples, overtaking cannabis, opiates and buprenorphine which were present in respectively 28%, 11% and 10% of all positive samples. Figures on PS for the 12 months ending in March 2017 are presented in tables 7.3, 7.4 and 7.5 but not included in table 7.2 given it fails to represent a full financial year.

Table 7.4 provides a further breakdown of positive tests by drug type for each prison in the 12 months ending in March 2018. The RMDT data tool published alongside this Annual Digest contains detailed information on each drug test over the past 10 performance years, and allows users of the statistics to produce their own breakdowns, including cross-tabulating positive tests by drug type, prison establishment and month/year.

## 8. Protesting Behaviour

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### **Barricade/prevention of access incidents continue to increase**

In the 12 months to March 2018 the number of barricade/prevention of access incidents increased to 1,406, an increase of 7% compared with the previous 12 month period.

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### **Hostage incidents remain relatively stable**

In the 12 months to March 2018 the number of incidents where prisoners took someone hostage fell by 1 incident to 127.

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### **Incidents of concerted indiscipline fall**

When compared with the 12 months to March 2017, the number of incidents of concerted indiscipline has fallen by 11% to 339 in the 12 months to March 2018. The number of these incidents which are counted as active has increased by 3 incidents over the same period to 213 (63% of all concerted indiscipline incidents).

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### **Incidents at height continue to rise**

In the 12 months to March 2018 the number of incidents at height in prisons increased by 27% to 4,847 compared with 3,825 in the previous 12 months period.

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Prisons use contingency planning to deal with incidents of disorder. The objective of the contingency planning is to ensure incidents are resolved with the minimum risk of harm to staff, prisoners and the public, and that there is a return to normal operations and regime as swiftly as possible.

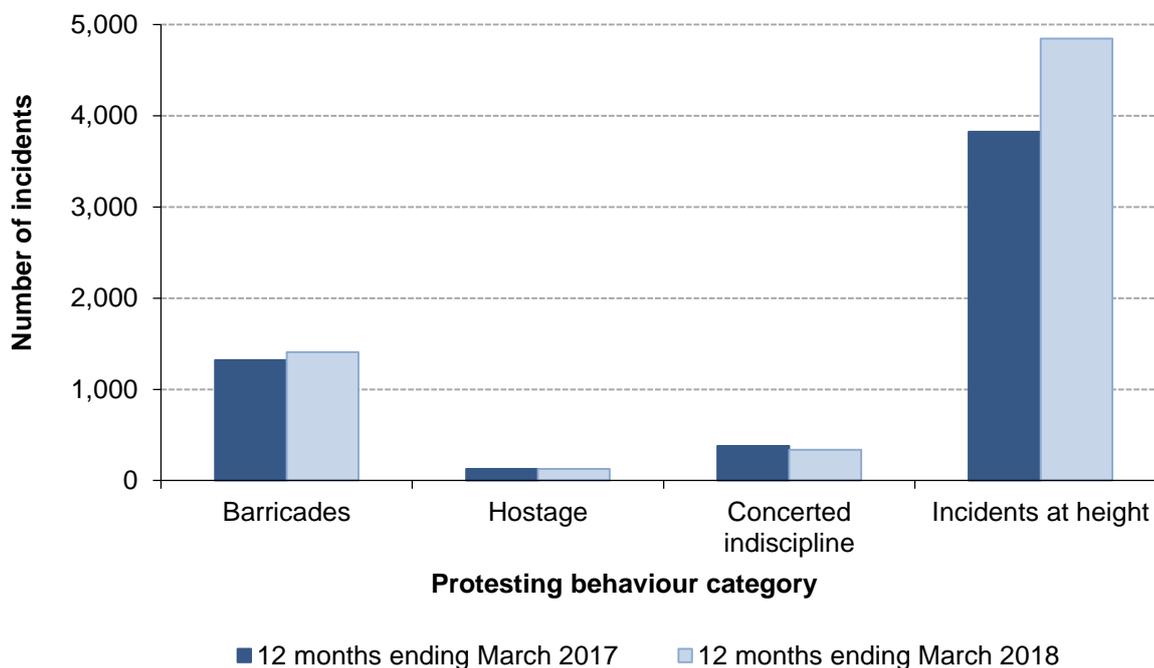
Incidents of protesting behaviour in prisons are split into four categories:

- **Barricades/prevention of access:** Where one or more offenders deny access to all or part of a prison to those lawfully empowered to have such access, by use of a physical barrier.
- **Hostage incidents:** Where one or more persons are, unlawfully, held against their will by one or more individuals (either static or on the move), including hostage incidents where collusion was suspected or confirmed.
- **Concerted indiscipline:** An incident in which two or more prisoners act together in defiance of a lawful instruction or against the requirements of the regime of the establishment. The act of indiscipline can be active or passive (i.e. involving aggression and violence or not) and the protagonists do not necessarily need to be acting in a common cause.
- **Incidents at height:** An incident at height is defined as any incident taking place at height above or below ground level. This category can come in many forms including prisoners on the netting, climbing over bars or on the roof.

### **Incidents at height continue to be the most common form of protesting behaviour (Figure 8.1, Table 8.1)**

In the 12 months to March 2018 there were 4,847 incidents at height compared with 3,825 in the previous year. This is more than triple the number of incidents in any of the other three categories. In comparison, in the 12 months to March 2018 there were 1,406 incidents where prisoners used barricades or prevented access, 127 hostage incidents and 339 incidents of concerted indiscipline.

**Figure 8.1: Number of incidents in each category of protesting behaviour, 12 months ending March 2017 to 12 months ending 2018 (Source: Table 8.1)**



**The number of incidents of prisoners using barricades or preventing access continue to rise (Table 8.2)**

There were 1,406 incidents in the 12 months to March 2018 where prisoners used barricades or prevented access, an increase of 7% compared with the previous year and the highest number in the time series. This is triple the number of incidents of this type recorded in the 12 months to March 2013. This increase was driven by increases in public prisons where the number of these incidents increased by 11% to 1,175 in the 12 months to March 2018 compared with 1,063 incidents in the previous year.

For privately managed prisons the number of these incidents fell by 10% in the same period to 231 incidents in the 12 months to March 2018.

**The number of hostage incidents remains relatively stable (Table 8.3)**

The number of incidents where prisoners took someone hostage in prisons decreased by 1 incident in the 12 months to March 2018 to 127 compared with 128 incidents in the previous year.

**The number of incidents of concerted indiscipline fell by 10% (Table 8.4)**

The number of incidents of concerted indiscipline fell by 11% from 380 incidents in the 12 months to March 2017 to 339 incidents in the 12 months to March 2018. This is the first year-on-year decrease in incidents of concerted indiscipline since the 12 months to March 2013, yet remains at more than triple the number of incidents of concerted indiscipline recorded in the 12 months to March 2013.

The number of incidents of concerted indiscipline described as active rose by 3 in the 12 months to March 2018 compared with the previous 12 month period to 213.

The number of concerted indiscipline incidents at both public and privately managed prisons fell in the 12 months to March 2018 by 7% and 21% respectively.

**The number of incidents at height continued to rise to the highest level in the time series (Table 8.6)**

The number of incidents at height rose in the 12 months to March 2018 by 27% to 4,847 incidents compared with 3,825 in the previous 12 month period. This is more than 6 times the number of incidents of this type recorded in the 12 months to March 2013.

## 9. Finds in Prison

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### **Number of drug finds in prisons continues to rise**

In the 12 months to March 2018 the number of incidents where drugs were found in prisons increased to 13,119 incidents from 10,666 in the previous 12 month period, an increase of 23%.

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### **Number of mobile phone and SIM card finds increases**

In the 12 months to March 2018 there were 10,643 incidents where mobile phones were found in prisons and 4,729 incidents where SIM cards were found, this is an increase of 15% and 13% respectively compared with the previous 12 month period.

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This chapter covers incidents where contraband has been found in prisons.

It is the priority of HMPPS to ensure prisons are places of safety and reform, including by removing the supply of illicit drugs. In September 2016 we became the first prison service in the world to introduce innovative mandatory drug tests for psychoactive substances. We have made it a criminal offence to possess psychoactive substances in prison and trained more than 300 sniffer dogs specifically to detect these drugs. We already use body searches and metal-detecting technology in every prison across the estate and we are examining the effectiveness of body scanners and other technology.

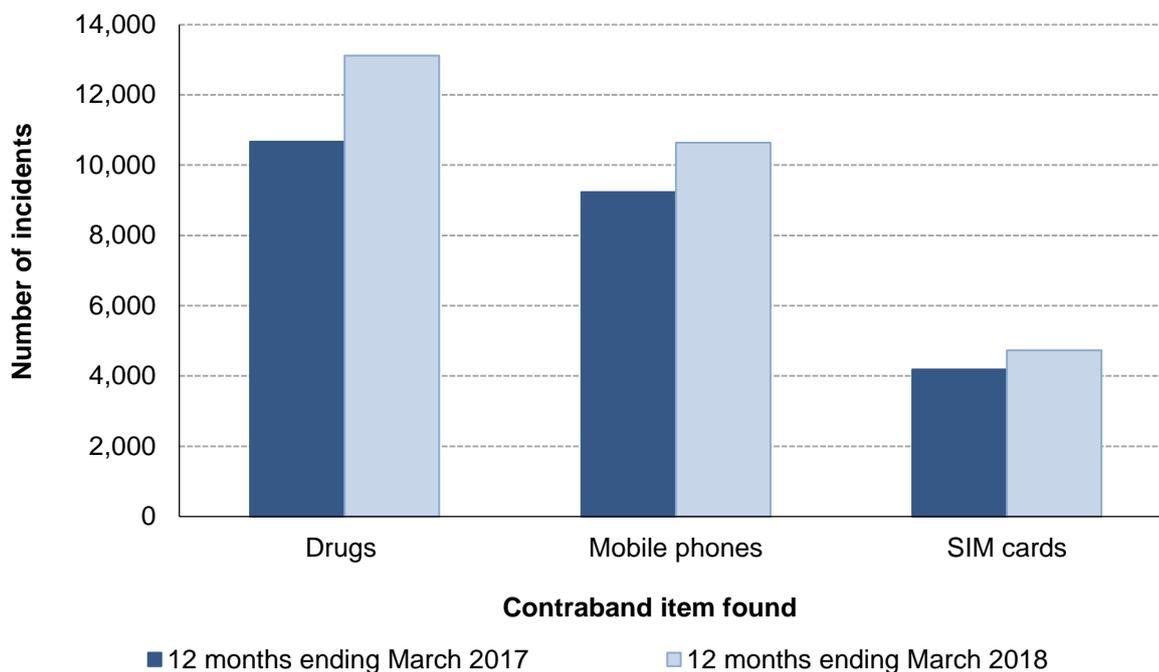
We have established new national and regional intelligence units in HMPPS and we are investing in local staff to increase intelligence analysis and searching capability in prisons. We are working with the police to catch and convict criminals who use drones to smuggle contraband into prisons, and exploring additional security measures and new technology to stop these incursions. Those who attempt to convey controlled drugs into prison can face up to 10 years in prison, and those who seek to supply psychoactive substances in prison can face up to 7 years in prison.

It is important to consider with incidents of finds in prisons that increases in the number of incidents can indicate an increase in the amount of contraband in prisons but may also indicate that more of the contraband in prisons is being found.

### **The number of finds of drugs continues to rise in public and privately run prisons (Figure 9.1, Table 9.2)**

In the 12 months ending March 2018, there were 13,119 finds of drugs in prisons; an increase of 23% from 10,666 finds of drugs in prisons in the 12 months to March 2017. The size of the increase varied between public and privately run prisons. At public prisons the number of finds of drugs increased by 33% compared with the previous 12 months period, whereas the number of finds at privately run prisons only saw an increase of 2% over the same period.

**Figure 9.1: Number of incidents where drugs, mobile phones and SIM cards were found in prisons, the 12 months ending March 2017 to the 12 months ending March 2018 (Source: Table 9.1)**



**The drug type accounting for the largest number of incidents where drugs were found in the 12 months to March 2018 were psychoactive substances (Table 9.3)**

Psychoactive substances (PS), as defined in the Psychoactive Substances Act 2016<sup>29</sup>, were found in 4,667 incidents in the 12 months to March 2018, more incidents than any other drug category in this time period. However, the increase in the prevalence of this drug in prisons only saw a small increase of 2% compared with the previous 12 months period. In contrast, the second most common known drug category found in prisons were class B drugs, for which the prevalence increased by 42% to 2,592 incidents over the same time period.

**The number of incidents where mobile phones are found continues to rise (Figure 9.1, Table 9.4)**

The illegal use of mobile phones in prisons is one of the most significant threats facing HMPPS. Illicit mobile phones carry high levels of reputational risk, undermines good order & control in prisons and perpetuates ongoing criminality. They are used by prisoners for a range of criminal purposes, including drug supply, witness intimidation, extreme violence, involvement in organised crime and successful escapes. Given the serious nature of these risks HMPPS has implemented an approach to minimise the number of mobile phones entering prisons, to find phones that do get in and to disrupt mobile phones that cannot be found.

<sup>29</sup> In this Act “psychoactive substance” means any substance which is capable of producing a psychoactive effect in a person who consumes it, and is not an exempted substance. Exempted substances are: controlled drugs, medicinal products, alcohol or alcoholic products, nicotine, tobacco products, caffeine or caffeine products or any substance which is ordinarily consumed as food, and does not contain a prohibited ingredient. <http://www.legislation.gov.uk/ukpga/2016/2/contents>

The number of incidents where mobile phones were found in prisons increased by 15% from 9,235 incidents in the 12 months to March 2017 to 10,643 incidents in the 12 months to March 2018. Both public and privately run prisons have seen an increase over this time period with increases of 17% and 10% respectively. The quantity of mobile phones found in prisons shows a similar trend with an increase of 9% over this time period from 13,732 in the 12 months to March 2017 compared with 15,036 in the 12 months to March 2018.

**The number of incidents and quantity of SIM cards found continues to rise (Figure 9.1, Tables 9.5 and 9.7)**

In the 12 months ending March 2018 there were 4,729 incidents where SIM cards were found in prisons, an increase of 13% compared with 4,186 incidents of this type in the 12 months to March 2017. The quantity of SIM cards found in this period has increased steeply with 9,345 SIM cards found in the 12 months to March 2018, an increase of 30% compared with the previous 12 month period. On average, there were approximately 2 SIM cards found in each incident during this period.

## 10. Incentives and Earned Privileges

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### **The number of prisoners with an IEP status has remained steady**

Just less than half, or on average 42,222 prisoners had a standard IEP status. The number is 2% lower than in the previous year.

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### **The proportion of prisoners with a basic IEP status has increased**

Both the number and proportion of prisoners with a basic IEP status has gone up each year since the year ending March 2015.

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### **The proportion of prisoners with an enhanced IEP status has gone up**

There has been an increase in the proportion of prisoners with an enhanced IEP status. In the 12 months ending March 2018, 39% of prisoners had an enhanced status (as compared with 37% in the previous year).

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The IEP scheme was introduced in 1995 with the expectation that prisoners would earn additional privileges through demonstrating responsible behaviour and participation in work or other constructive activity. The current policy, PSI 30/2013 was published in 2013.

The Secretary of State announced in his key note speech<sup>30</sup> on 10 July at the Centre for Social Justice that we will be consulting prison governors and stakeholders over the summer on a new Incentives and Earned Privileges policy. The new policy will empower prisons to better use sanction and reward to support and encourage offenders to engage with regimes.

There are 4 levels of privilege within the current IEP scheme: basic, entry, standard and enhanced. Each prisoner is set a status within the prison based upon their behaviour and engagement in their rehabilitation. On arrival in prison, prisoners are placed on 'entry' level. This typically allows the new prisoner 2 visits each month, the ability to rent a TV and to access £10 per week of their own cash to spend on toiletries, snacks etc., but not to wear their own clothes. After two weeks, if they are engaging well, prisoners can progress from 'entry' to 'standard' level which typically allows them to wear their own clothes and to spend an additional £5.50 per week of their own cash. Good behaviour can be further rewarded with progression to 'enhanced' while poor behaviour can result in prisoners being placed on 'basic' – with the associated increase or reduction in privileges. Basic level provides access to the safe, legal and decent requirement of a normally running regime.

### **The number of prisoners with a basic IEP status has increased (Table 10.1)**

### **The number of prisoners with an enhanced IEP status has increased (Table 10.1)**

In the 12 months to March 2018, there were, on average, 85,579 prisoners with an IEP status. This number has been fairly steady over the last two years.

Examined by type of IEP status, of the 85,579 prisoners with an IEP status:

- Just less than half, or on average 42,222 prisoners had a standard IEP status. The number is 2% lower than in the previous year.

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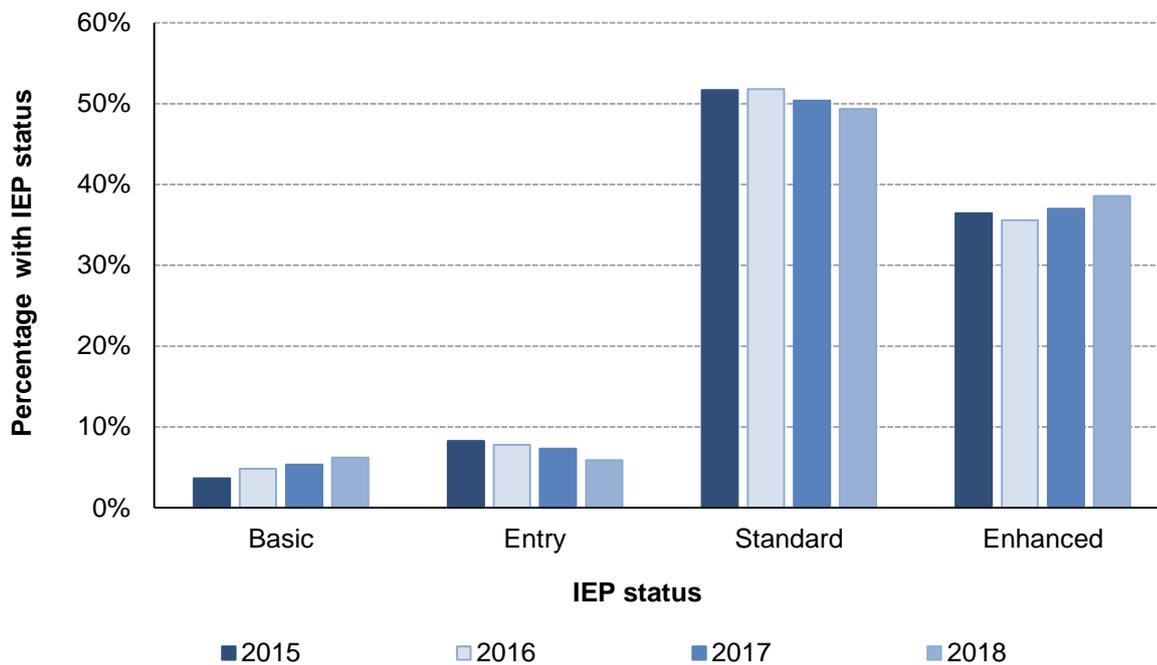
<sup>30</sup> <https://www.gov.uk/government/speeches/justice-secretary-launches-fresh-crackdown-on-crime-in-prison-speech>

- 39%, or on average 33,011 prisoners had an enhanced IEP status. This represents a 4% increase on the number in the previous year.
- 6%, or on average 5,300 prisoners had a basic IEP status. This is an increase of 16% on the number of prisoners in the previous year.
- 6%, or on average 5,046 prisoners had an entry IEP status.

Both the number and proportion of prisoners with a basic IEP status has continued to rise since the year ending March 2015 (as shown in Figure 10.1). The cause of the increase in the proportion of prisoners on this status remains unknown

There had also been an increase in the proportion of prisoners with an enhanced status.

**Figure 10.1: Percentage of Prisoners on each IEP level, in the 12 months ending March 2015 to March 2018 (Source: Table 10.2)**



**Male YOI and Male closed YOI prisons had the largest proportion of prisoners with a basic IEP Status (Table 10.4)**

The proportion of prisoners assigned to each type of IEP status varies considerably by type of establishment. In the 12 months to March 2018, Male YOI and Male closed YOI had the largest proportion of prisoners with a basic IEP status, 16% and 11% respectively. This is consistent with the generally more challenging behaviour seen from younger people in custody. Immigration and Removal Centres, Male open prisons and female open prisons had the largest proportion of prisoners with an enhanced IEP status, 97%, 88% and 90% respectively.

## 11. Mother and Baby Units (MBUs)

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### **The total number of MBU applications received and approved fell slightly in the year to March 2018; whilst the number of refused applications increased**

During the latest 12 month period, 118 applications<sup>31</sup> were made for a place within a MBU compared with 119 in the year to March 2017. 60 applications were approved and 38 refused (in the previous year, 61 were approved and 16 applications were refused).

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### **The number of women and babies received into MBUs increased**

In the year to March 2018, 70 women and 60 babies were received into MBUs; compared with 61 women and 51 babies in the previous reporting year.

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A Mother and Baby Unit (MBU) is a designated living accommodation within a women's prison which enables mothers, where appropriate, to have their children with them. Women who are pregnant or who have children under the age of 18 months can apply for a place in an MBU. Details of the process are given in the Guide.

There are currently five MBUs in operation<sup>32</sup> across the women's prison estate in England and Wales which provide an overall total capacity of 52 places for mothers. However, there are 57 places for babies to allow for twins.

### **Total applications and approved applications decreased in volume; whilst refused applications increased after a dip in recorded volumes in the previous year (Figure 11.1, Table 11.1)**

In the 12 months ending March 2018, there were 118 applications<sup>33,34</sup> for a place within a MBU, compared with 119 applications received in the previous year. Multiple applications can be submitted by women.

Of the 98 applications which resulted in a recommendation<sup>35</sup>, 61% (60 applications) were approved and 39% (38 applications) refused. This compares with 79% (61 applications) and 21% (16 applications) respectively in the year ending March 2017.

Excepting 2017, the proportion of approved applications (of those that resulted in a recommendation) has been decreasing year-on-year since the 12 months ending March 2011 (when 84% of applications resulting in a recommendation were approved).

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<sup>31</sup> Applications received in one year may be approved or refused in a following year.

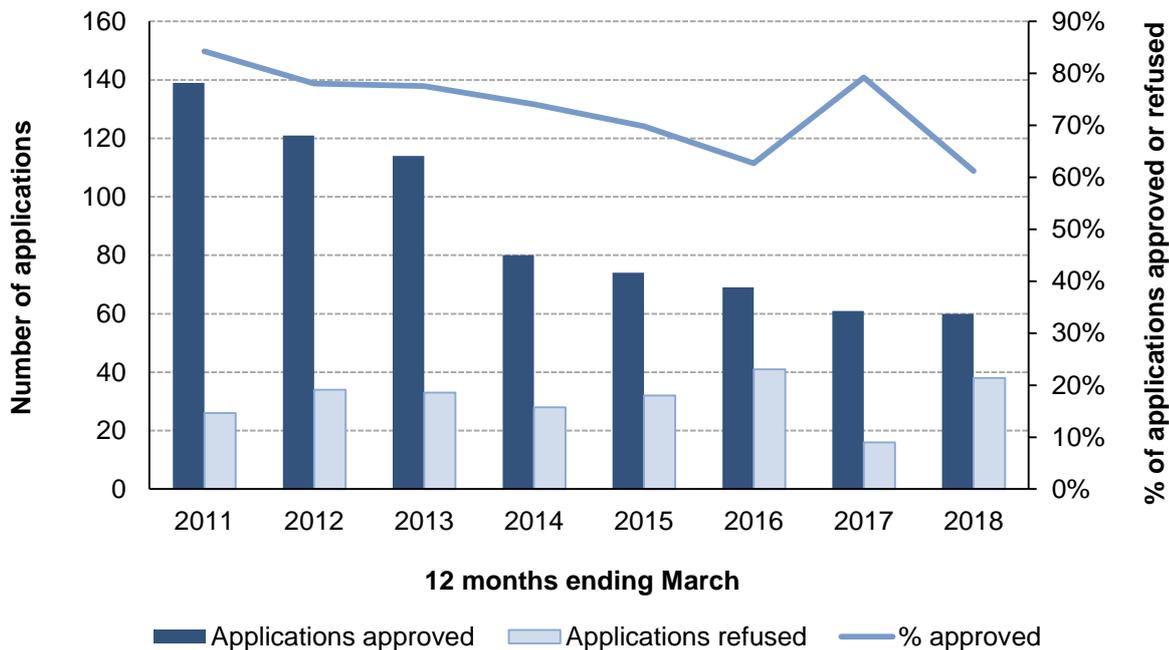
<sup>32</sup> The MBU at Eastwood Park has been temporarily closed since May 2016. There are 6 MBUs in England and Wales.

<sup>33</sup> Multiple applications can be submitted by women over the duration of the financial year period; therefore application volumes will usually be higher than counts for individual mothers.

<sup>34</sup> An application approval does not always mean a woman and her baby/babies will be received into an MBU, as alternative arrangements could be made for care after the application is submitted.

<sup>35</sup> Not all applications to MBUs will receive a recommendation (approved or refused), many will not proceed for other reasons. Applications may not be assessed in the period in which they are received.

**Figure 11.1: Number of applications approved and refused<sup>36</sup> to an MBU, the 12 months ending March 2011 to the 12 months ending March 2018 (Source: Table 11.1)**



**The number of women and babies received into MBUs increased over the year (Table 11.1)**

During the latest financial year, 70 women and 60 babies were received into a MBUs in England and Wales<sup>37</sup>. This compares with 61 women and 51 babies in the 12 months ending March 2017, and is a reversal of the falling volumes since March 2011.

At the 31<sup>st</sup> of March 2018, 38 women and 39 babies were accommodated in MBUs across the estate; compared with 38 women and 40 babies in the previous financial year.

<sup>36</sup> The percentage of approved applications the proportion of those who received a recommendation in the year (of approvals or refusals).

<sup>37</sup> The number of women received into an MBU does not necessarily equal the number of approvals within a financial year period. This is because an application for a woman can be approved in the previous financial year but she does not enter the MBU until the current financial year.

## 12. Electronic Monitoring

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### **Overall, the number of subjects actively monitored with an EM device has decreased by 2.5% in the last year**

At 31 March 2018, the total number of subjects actively monitored with an Electronic Monitoring (EM) device and open EM order was 11,205. There has been a general downward trend in the number of subjects actively monitored since 31 March 2015.

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### **The number with post release orders has gone up by 34%**

The number of subjects actively monitored on EM with a post release order has risen by 34% in the last year. This is thought to be as a result of an increase in the number of offenders with a Home Detention Curfew.

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Electronic monitoring was introduced in 1999 to support the police, courts, prisons and wider justice system in England and Wales.

It is a way of remotely monitoring and recording information on an individual's whereabouts or movements, using an electronic tag which is normally fitted to a subject's ankle. The tag transmits this information, via a base unit installed in a subject's residence, to a monitoring centre where it is processed and recorded in case management systems. Staff in the monitoring centre review this information to see whether an individual is complying with the conditions of their curfew or other electronically monitored requirement. Where a subject is not complying, the electronic monitoring provider either acts on this information themselves or provides it to the relevant authority to take the necessary enforcement action.

Electronic monitoring may be used:

- as a condition of court bail;
- as a requirement of a court sentence, including community orders and suspended sentences;
- as a licence condition following release from custody, including Home Detention Curfew;
- as a condition of immigration bail, managed by the Home Office; and
- to intensively monitor a small number of subjects including: some of the highest risk offenders managed under Multi-Agency Public Protection Arrangements (MAPPA); those granted bail by the Special Immigration Appeals Commission (SIAC); and those made subject to Terrorism Prevention and Investigation Measures (TPIMs). In these cases, monitoring may be by way of a Global Positioning System (GPS) tag rather than a radio frequency (RF) tag.

Since the financial year 2014/15, EMS Capita has supplied the electronic monitoring service under contract to the Ministry of Justice. Prior to this, from 2005 to 2014, electronic monitoring services were supplied in two regional contracts by G4S and Serco.

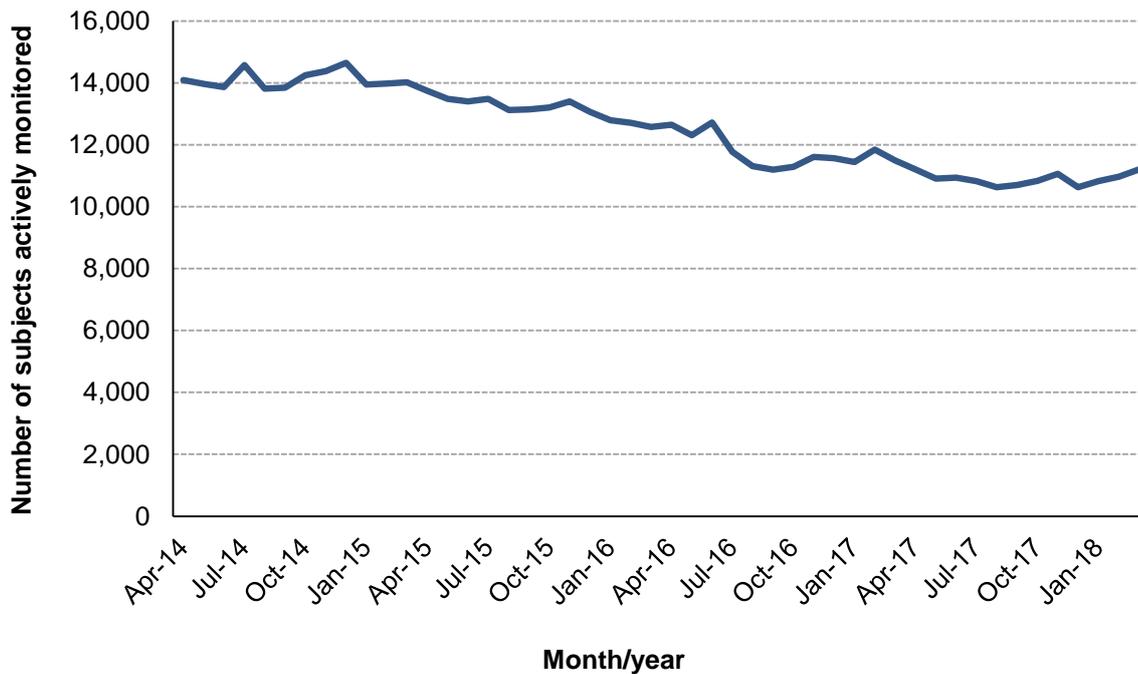
### **Overall fall in the number of subjects actively monitored with an Electronic Monitoring device (Figure 12.1, Tables 12.1 and 12.3)**

At 31 March 2018, the total number of subjects actively monitored with an Electronic Monitoring (EM) device and open EM order was 11,205, a fall of 2.5% compared with the same point in the

previous year. Figure 12.1 shows that there has been a general downward trend in the number of subjects actively monitored.

The falling EM caseload coincides with decreases in the court caseload. As court orders (bail and court) with an EM requirement make up 68% of the Electronic Monitoring caseload, then falls in court cases would likely cause decreases in the overall EM caseload.

**Figure 12.1: Overall Number of Subjects with an Active Electronic Monitoring Order, as at 30 April 2014 to 31 March 2018 (Source: Table 12.3)**



**Post-release orders have increased (Figure 12.2, Table 12.3)**

The EM caseload differs considerably by type of order in both absolute number and trend over time:

- Court sentences make up the largest proportion of EM orders, (43% of the caseload). At 31 March 2018, court sentences accounted for 4,781 subjects, down by 18% on the previous year.
- Post release was the second largest group with 3,329 subjects (30% of caseload), increasing by 34% when compared with the previous year.
- Bail order type was the third largest group with 2,794 subjects (25% of caseload), down by 2.4% on the same point in the previous year.
- Immigration order type also decreased, with 263 subjects (2.3% of the caseload), down by 12% on the previous year.
- Specials caseload made up a small (<40) part of the caseload and numbers vary over time.

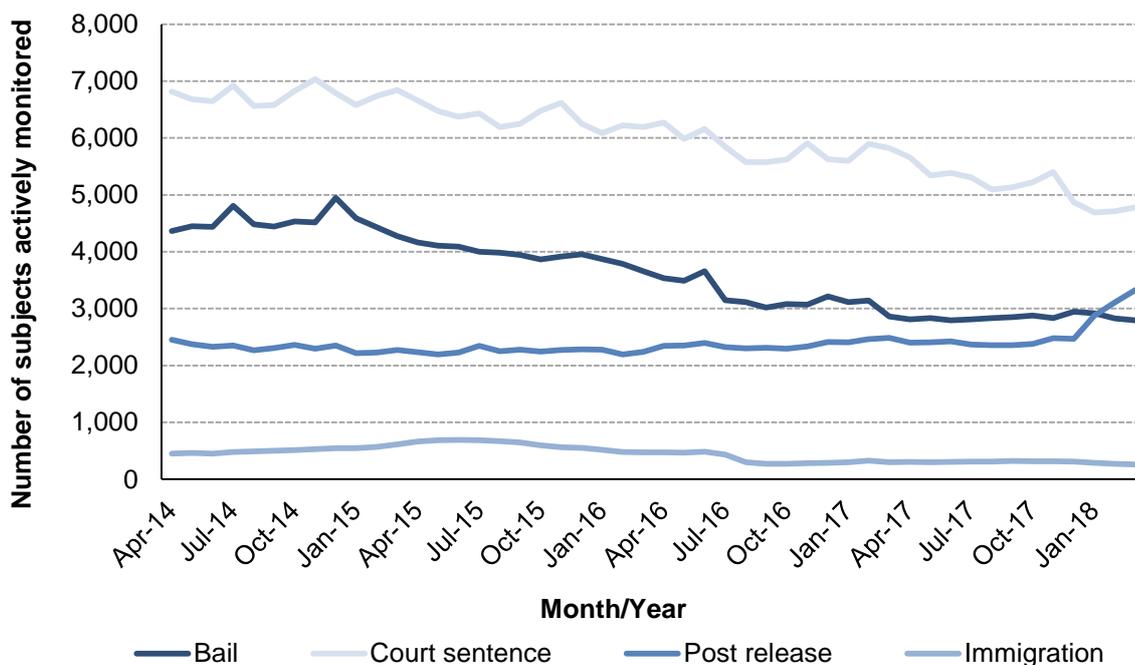
EM Court orders have all fallen (court, bail and immigration) and there is a similar trend in overall numbers of court cases.

Post release EM orders for offenders leaving prison having remained stable up until 31 March 2017, have increased substantially in year to 31 March 2018. There has been a recent increase in the number of offenders released from prison and receiving a Home Detention Curfew. The assessment process for Home Detention Curfew was streamlined in January 2018 ensuring that anyone eligible

would have access to the scheme (as long as they met the criteria and all necessary risk management planning was in place). This streamlining has led to an increase in HDC cases.

In the 12 months to the end of March 2018, there were 58,128 new EM notifications<sup>38</sup>, a fall of 8% when compared with the same period in the previous year. The falling trend for new notifications closely mirrors that of EM subject caseload.

**Figure 12.2: Overall Number of Subjects with an Active Electronic Monitoring Order, by Order Type (excluding Specials), as at 30 April 2014 to 31 March 2018 (Source: Table 12.3)**



<sup>38</sup> A subject can have more than one notification of an order over the year.

## 13. Bail Accommodation and Support Services

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### The number of BASS referrals increased by 46% in the latest year

There were 4,436 referrals in total for Bail Accommodation and Support Services in the 12 months to March 2018; an increase of 46% on the 3,034 referrals made in the previous year.

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### Home Detention Curfew referrals increased by 66% in the 12 months to March 2018

The number of Home Detention Curfew (HDC) referrals rose to 2,233 in the latest year; up from 1,342 in the previous 12 month period.

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### BASS referrals made at Male local prisons accounted for the highest volume of total referrals

41% (1,379) of all referrals made in the year to March 2018 were made by Male Local Prisons

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Bail Accommodation and Support Services (BASS) provide accommodation to offenders from courts, offenders from custody and offenders referred by Community Rehabilitation Companies (CRCs). These offenders are placed in BASS-owned properties when they do not have a permanent place to live. Figure 13.1 shows the distribution of BASS referrals by organisation that made the referral in the year to March 2018.

**Figure 13.1: The number and percentage of BASS referrals by referral organisation type, the 12 months ending March 2018**



BASS was first commissioned in June 2007<sup>39</sup>, and the contract is currently being provided by NACRO, having succeeded Stonham Home Group on 18<sup>th</sup> June 2018 as the BASS provider.

### The number of referrals by prisons to BASS continues to rise (Table 13.1)

In the year ending March 2018, there were 4,436 referrals to BASS; an increase of 46% on the 3,034 made in the year to March 2017. The increase is largely due to a rise in HDC volumes, the introduction of Additional Licence Conditions (ALC) in June 2017 and work to improve the efficiency of the scheme. The implementation of a new HDC policy instruction<sup>40</sup>, which went live on 3<sup>rd</sup> January 2018, has significantly increased demand for this service. There has also been a fall in the number of bail referrals.

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<sup>39</sup> The BASS contract was previously supplied by Stonham, part of Home Group, from June 2010 until 17 June 2018. Before this time, the contract was supplied by ClearSprings, who held the contract from June 2007 until June 2010.

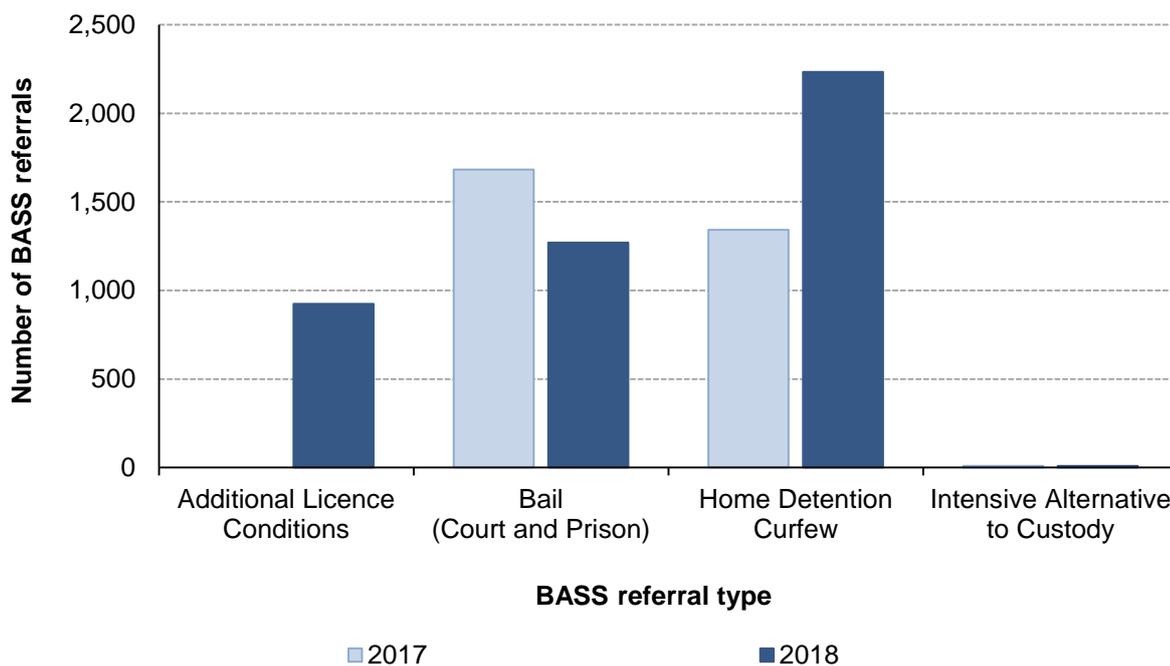
<sup>40</sup> The eligibility criteria remain the same but the process has been streamlined to deliver the aims of the scheme, under which most eligible offenders are expected to be released.

**Half of the total volume of BASS referrals made in the year to March 2018 were Home Detention Curfew (HDC) referral types (Figure 13.2, Table 13.1)**

HDC referrals accounted for just over half (2,233) of the total number of referrals. This is an increase in volume of 66% (1,342) compared with the previous year.

At the same time, court and prison bail referrals decreased by 25% between the years ending March 2017 (1,683) and 2018 (1,270). In the latest year, bail referrals represented 29% of the total volume of referrals.

**Figure 13.2: The number of BASS referrals by referral type, the 12 months ending March 2017 to the 12 months ending March 2018 (Source: Table 13.1)**



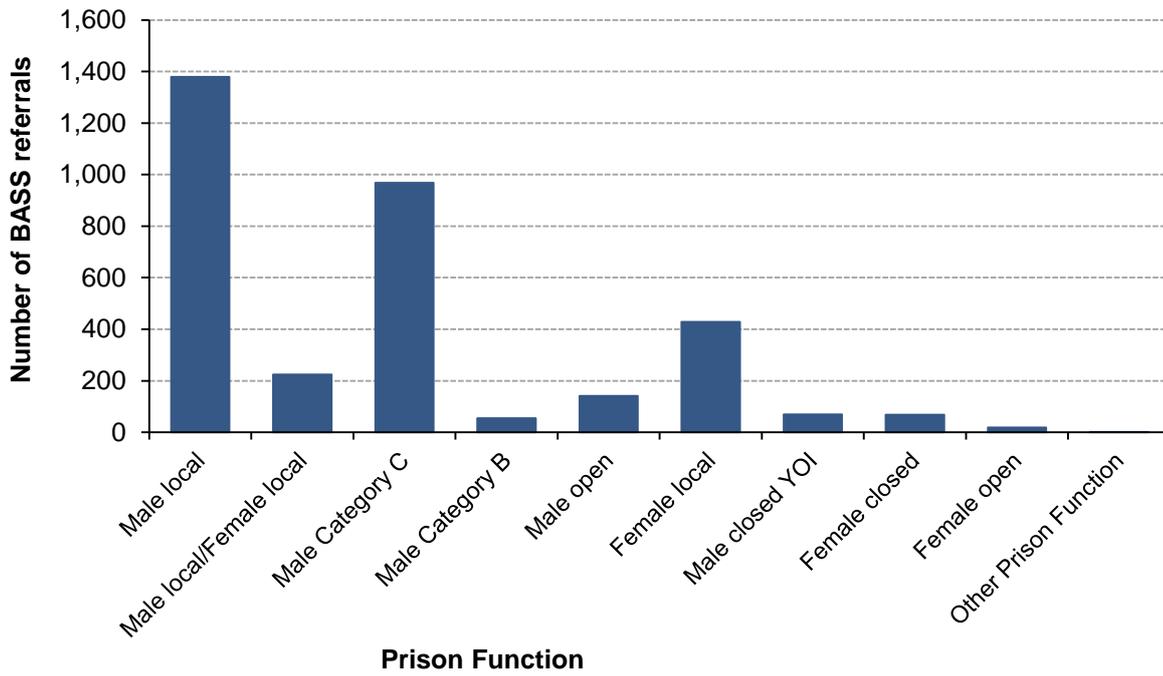
**Male local prisons had the highest volume of BASS referrals in the year to March 2018 (Figure 13.3, Table 13.2)**

As a percentage of the total number of BASS referrals made in the year to March 2018, 41% (1,379) were made by Male Local prisons.

BASS referrals made at Male Category C prisons accounted for 29% of the total number of referrals made in March 2018.

The number of referrals from Female Local prisons also went up by 13% to 428 in the current year; and amounted to 13% of the total BASS volumes.

**Figure 13.3: Number of referrals made to BASS by selected Prison Category<sup>41</sup>, the 12 months ending March 2018 (Source: Table 13.2)**



<sup>41</sup> Other Prison Function includes Male YOI – Young People, Male open YOI, IRC, Male Dispersal and STC.

# 14. Staff in Post

## Black, Asian and Minority Ethnic (BAME) staff

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### 49,138 (headcount) staff in post at HMPPS

As at 31 March 2018, there were 49,138 (headcount) staff in post at HMPPS, 66.8% of whom had declared their race.

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### Overall, 8.2% of individuals who declared their race were classified as BAME

This represents no change compared with the previous year. Public Sector Prison (PSP) staff as a whole had the lowest BAME representation.

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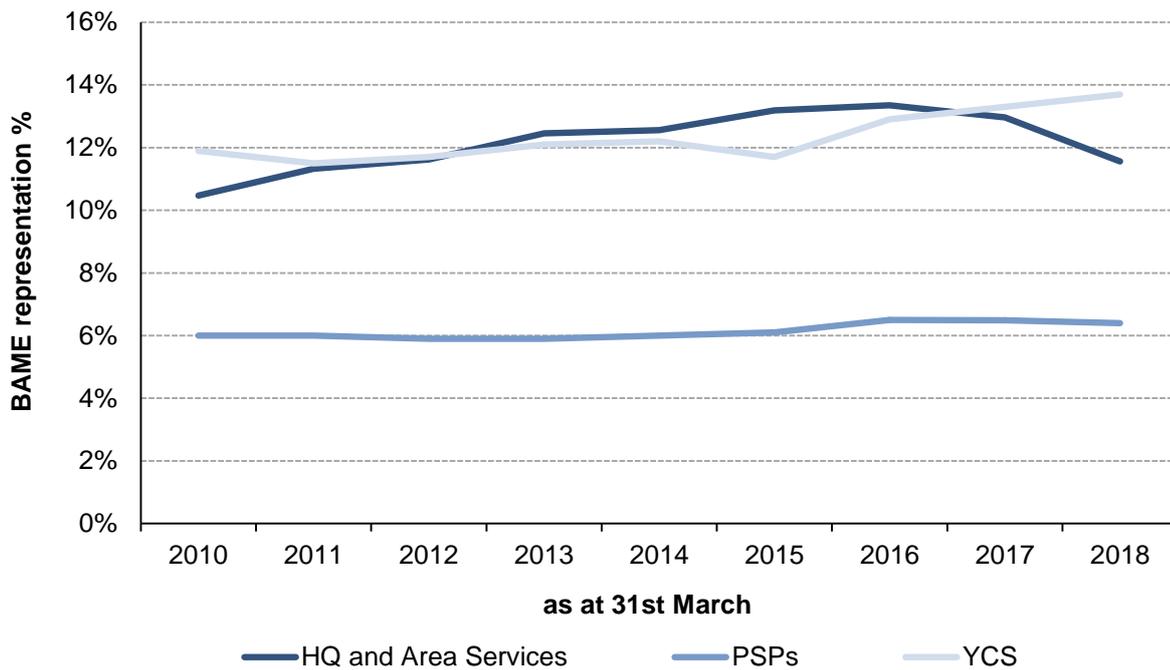
### BAME Declaration rates have decreased since 31<sup>st</sup> March 2017 (Table 14.2)

HQ and Area Services staff had the highest race declaration rate overall (74.3%), representing a 3.6 percentage point decrease since the previous year. Over the same period, a 12.8 percentage point declaration rate decrease was observed amongst staff in PSPs (from 82.2% as at 31 March 2017 to 69.4% as at 31 March 2018). The declaration rate also decreased by 13.4% percentage points amongst staff at the Youth Custody Service (YCS) to stand at 64.5% as at 31 March 2018. The race declaration rate amongst National Probation Service (NPS) staff, which decreased by 3.6 percentage points compared with the previous year, remained below the level at which meaningful consideration of a BAME representation could be made (55.6% as at 31 March 2018).

### Public Sector Prisons have the lowest BAME representation (Figure 14.1, Table 14.2)

Figure 14.1 shows that PSP had the lowest representation rates with 6.4% of staff whom declared their race as BAME (a small decrease of 0.1 percentage points since 31 March 2017). Meanwhile, 13.7% of staff in YCS (an increase of 0.4 percentage points since 31 March 2017) and 11.6% of staff in HQ & Area services (a decrease of 1.4 percentage points compared with 31 March 2017).

**Figure 14.1: BAME representation rates amongst HMPPS staff<sup>42,43</sup>, as at 31 March 2010 to 31 March 2018 (Source: Table 14.2)**



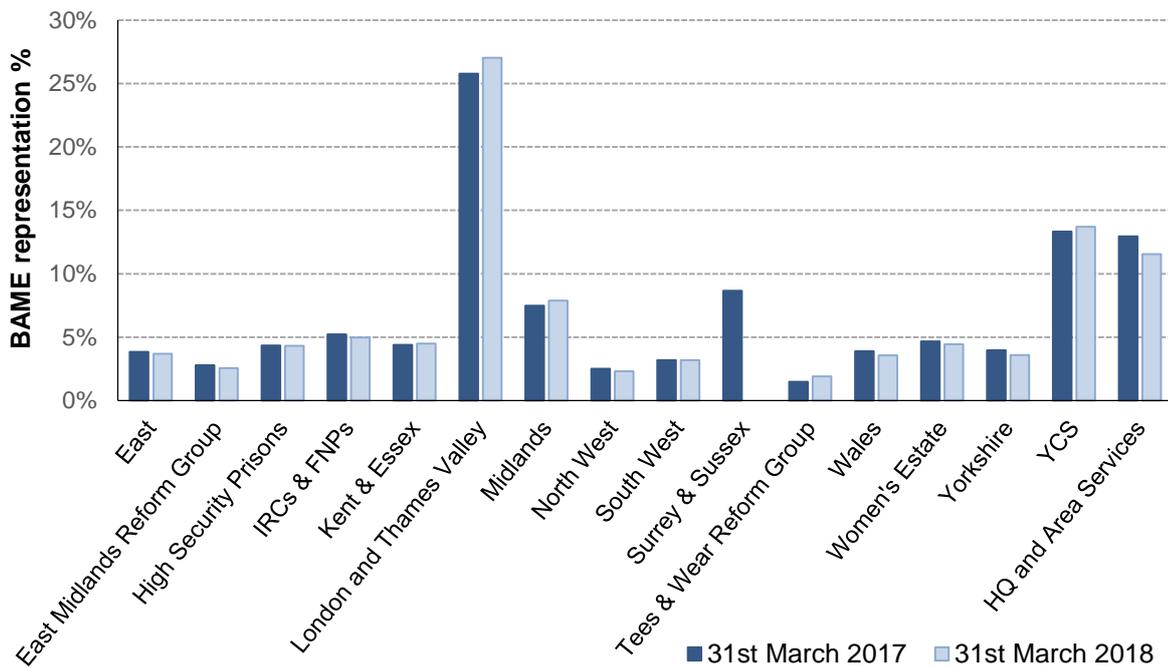
**The region with the highest BAME representation was London and Thames Valley (Figure 14.2, Table 14.2)**

Figure 14.2 shows the proportion of BAME declared staff in PSP regions, the YCS as well as HQ and Area Services. Establishments within London and Thames Valley had the highest BAME representation rates with 27.0% of staff declaring their race as BAME as at 31 March 2018; this region also had the largest increase in BAME representation since the previous year (1.2 percentage points higher since 31 March 2017) compared with other areas. In contrast, establishments in the Tees & Wear Reform Group had the lowest BAME representation rate of 1.9%. The largest decrease in BAME representation rate was seen in Yorkshire where the figure went from 4.0% as at 31 March 2017 to 3.6% as at 31 March 2018.

<sup>42</sup> BAME representation rates for the NPS are not shown due to declaration rates being too low.

<sup>43</sup> Although the YCS was not formed until April 2017, historical and latest figures for the Youth Custody Estate have been separated out from the wider PSP category to allow comparisons to be made and to establish the trends over time.

**Figure 14.2: Percentage of BAME staff by PSP regions<sup>44</sup>, the YCS<sup>45</sup> and HQ and Area Services, as at 31 March 2017 and 2018 (Source: Table 14.2)**



<sup>44</sup> 31 March 2018 BAME representation rate for Surrey and Sussex is not presented due to declaration rate being too low.

<sup>45</sup> The YCS was not formed until April 2017. Therefore, historical and latest figures for the Youth Custody Estate have been separated out from the wider PSP category to allow comparisons to be made and to establish the trends over time.

## 15. HMPPS staff: sickness absence<sup>46</sup>

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**In the year ending 31 March 2018, HMPPS staff lost an average of 9.2 working days to sickness absence.**

Compared with the year ending 31 March 2017, this is a decrease of 0.9 working days lost.

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**YCS staff had the highest sickness absence rate at 11.5 Average Working Days Lost (AWDL)**

This was followed by the NPS (10.0 AWDL) and PSPs (9.1 AWDL). Absence rates are lower in HMPPS HQ and Area Services overall compared with the operational parts of HMPPS (6.4 AWDL).

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The indicator of staff sickness looks at the Average Working Days Lost (AWDL) through sickness absence in HQ and Area Services, PSPs, the YCS and the NPS. Data are not presented for privately managed prisons and the Community Rehabilitation Companies (CRCs) as HMPPS has no responsibility for sickness in private companies.

**With the exception of HQ & Area Services where an increase was observed, all other HMPPS categories experienced a decrease in AWDL compared with the previous year (Figure 15.1, Table 15.2)**

In the year ending 31 March 2018, HMPPS staff lost an average of 9.2 working days to sickness absence. This is a decrease of 0.9 days compared with the previous year when it stood at 10.1 AWDL.

YCS staff had the highest sickness absence rate at 11.5 AWDL, followed by NPS (10.0 AWDL), PSPs (9.1 AWDL) and HMPPS HQ & Area services (6.4 AWDL) (Figure 15.1). Compared with the year ending 31 March 2017, these represent decreases of 1.7 days, 1.5 days and 0.9 days for the YCS, NPS, and PSP staff respectively, whereas the sickness absence rate in HMPPS HQ & Area services has increased by 0.4 days.

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<sup>46</sup> Between January and March 2017, during migration of data to the Single Operating Platform, an under-recording of sickness absence records occurred. There is therefore likely to be an undercount of working days lost for the 12 months to 31 March 2017 and subsequent under-estimate of average working days lost. Furthermore, investigations are ongoing regarding more recent sickness absence data so figures quoted for the 12 months to 31 March 2018 should be treated with caution.

**Figure 15.1: Average Working Days Lost (AWDL) due to sickness absence by HMPPS category<sup>47</sup>, the 12 months ending March 2013 to the 12 months ending March 2018 (Source: Table 15.1)**

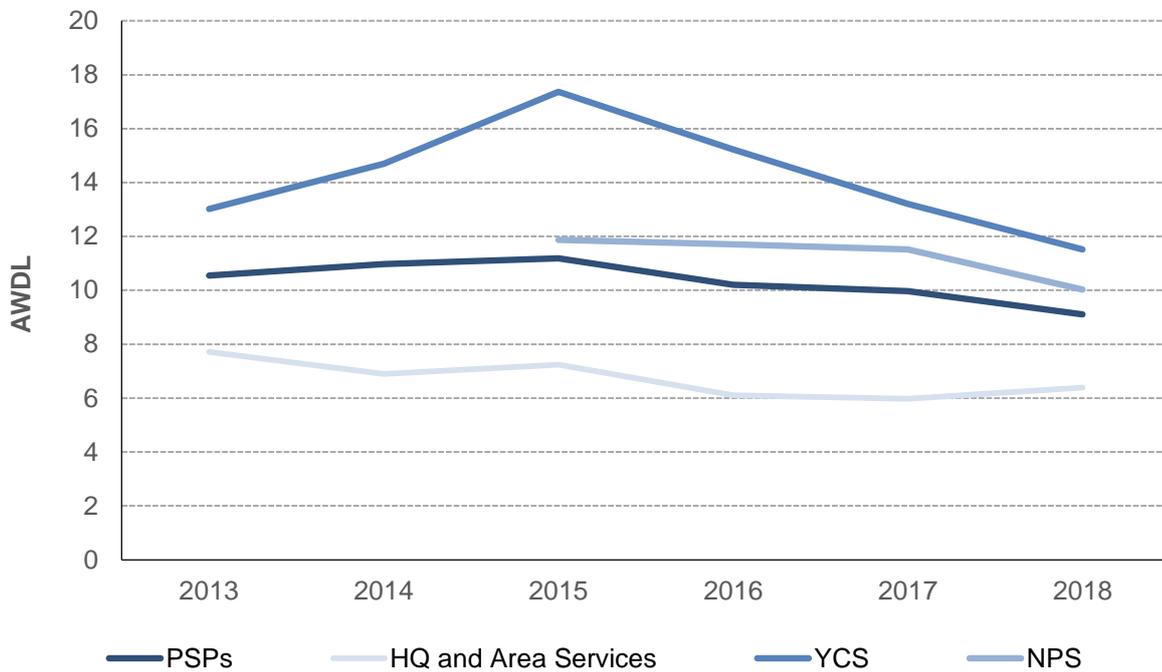


Table 15.2 sets out the distribution of AWDL through sickness absence across the PSP regions, the YCS, HQ and Area Services as well as NPS divisions over the last two years.

**Decreases in AWDL was seen in most PSP region and all NPS divisions compared with the previous year (Table 15.2)**

In terms of PSP structural regions, the East Midlands Reform Group had the lowest AWDL amongst staff whilst Tees & Wear Reform Group had the highest, standing at 6.9 days and 12.3 days respectively in the year ending 31 March 2018. The greatest decrease in AWDL amongst PSP regions was in Wales (3.3 days lower compared with the previous year) whilst the South West saw the largest increase (0.6 days higher over the same period).

In the year ending 31 March 2018, decreases in AWDL was seen across all NPS divisions compared with the previous year. Midlands Probation Service had the highest AWDL in the year ending 31 March 2018 (10.7 AWDL) whilst both the South East & Eastern Probation Service and Wales Probation Service had the lowest (9.0 AWDL). The biggest decrease in AWDL was observed in the North East Probation Service (2.8 days lower compared with the previous year). In contrast, Wales Probation Service had the smallest decrease (0.4 days lower since the year ending 31 March 2017).

<sup>47</sup> The YCS was not formed until April 2017. Therefore, historical and latest figures for the Youth Custody Estate have been separated out from the wider PSP category to allow comparisons to be made and to establish the trends over time.

## Further information

General information about the official statistics system of the UK is available from:  
[statisticsauthority.gov.uk/about-the-authority/uk-statistical-system](https://statisticsauthority.gov.uk/about-the-authority/uk-statistical-system)

Ministry of Justice publishes data relating to offender management in England and Wales. Equivalent statistics for Scotland and Northern Ireland can be found at:  
[www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice](https://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice)  
[www.dojni.gov.uk/index/statistics-research/stats-research-publications.htm](https://www.dojni.gov.uk/index/statistics-research/stats-research-publications.htm)

## Contact

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E-mail: [newsdesk@justice.gov.uk](mailto:newsdesk@justice.gov.uk)

Other enquiries about these statistics should be directed to:  
Lucy Cuppleditch, Responsible Statistician and Head of Statistics Unit  
Prison and Probation Analytical Services  
Ministry of Justice, 102 Petty France, London, SW1H 9AJ  
E-mail: [statistics.enquiries@justice.gsi.gov.uk](mailto:statistics.enquiries@justice.gsi.gov.uk)

**Next Update: 25 July 2019**

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