



Ministry  
of Justice

# **Her Majesty's Prison and Probation Service Offender Equalities Annual Report**

**2018/19**

Ministry of Justice  
Official Statistics Bulletin

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## **Products published to accompany the HMPPS Offender Equalities Annual Report 2018/19**

The following products are published as part of this release:

- A statistical bulletin, containing commentary on key trends over time for protected characteristics.
- 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 tables for each chapter, giving national trends over time; and covering key topic areas in this bulletin.

## 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.

The HMPPS Offender Equalities 2018/19 report contains the latest information on progress and achievements pertaining to equalities objectives, as stated in the Equality Act 2010. This report accompanies the HMPPS Annual Report and Accounts 2018/19<sup>1</sup>. The report has been reduced in size this year and focuses on data that has not been published in other publications. This will hopefully allow more time for further analysis into specific areas of interest.

Please send any comments on the new format to: [statistics@justice.gov.uk](mailto:statistics@justice.gov.uk)

The Equality Act 2010 lists nine protected characteristics:

- Age
- Disability
- Gender reassignment
- Marriage and Civil partnership
- Pregnancy and maternity
- Race
- Religion or Belief
- Sex
- Sexual orientation

This report focuses on those protected characteristics where data are collected, and are of sufficient quality for statistics to be meaningful. In general, this report is limited to analysis on sex, age, race (ethnicity), religion or belief and sexual orientation for these reasons. Where data are available for other protected characteristics at sufficient quality and with sufficient coverage to be meaningful, they are also presented and considered.

The report presents some analysis by individual characteristic and is meant to serve as a guide for further research. In many cases, more than one factor (e.g. age and another protected characteristic, criminal history, socio-economic) might have an effect on an outcome.

**Data presented in this report have been drawn from administrative IT systems and data collections. 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.**

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<sup>1</sup> The HMPPS Annual Report and Accounts is available at:  
<https://www.gov.uk/government/publications/hmpps-annual-report-and-accounts-2018-19>

## Links to equalities data sources formerly included in this report

Much of the equalities data which formed part of previously published editions of this report can be found in four published information sources; namely the Offender Management Statistics Quarterly, the Safety in Custody Statistics Bulletin, Deaths of Offenders in the Community and Proven Reoffending Statistics. Each source includes written commentary and data tables relating to various protected characteristics.

### **Offender Management Statistics Quarterly (OMSQ)**

Offender Management Statistics Quarterly bulletin, October to December 2018 was released on 30 May 2019<sup>2</sup>. For all editions of this bulletin, link to:

<https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

Topic	Metric	Protected Characteristic breakdowns available
<b>Prison population</b> (data at 31 <sup>st</sup> March)	Number of prisoners in establishments across England and Wales	<b>Age and sex:</b> male and female offenders by age group from 15 years of age. Use the totals, which are the sum of remand, sentenced and non-criminal prisoner populations (table 1.3) <b>Ethnicity and sex:</b> male and female offenders by 5+1 ethnic group breakdowns (table 1.4) <b>Religion and sex:</b> male and female offenders by religion or belief (table 1.5)
	Proportion of prison population who are sentenced	<b>Age and sex:</b> male and female offenders by age group from 15 years of age. Use the figures for the sentenced population only (exclude remand and non-criminal prisoner populations) to calculate proportions, excluding values for not known or not recorded. For example, to calculate the sentenced only population for male and female prisoners aged between 15 to 17 years (the numerator), the denominator would be the figure for male and female prisoners aged between 15 to 17 for the whole prison population (including remand, sentenced and non-criminal prisoners) (table 1.3)
<b>Adjudications</b> (calendar year data)	Adjudication outcomes: <i>Proven</i> <i>Dismissed</i> <i>Not proceeded with</i> <i>Others</i>	<b>Sex:</b> males and females (table A5.1) <b>Age:</b> age group from 15 years of age (table A5.1) <b>Ethnicity:</b> 5+1 ethnic group breakdowns (table A5.1) <b>Religion:</b> religion or belief categories (table A5.1)
	Total number of offences	
	Proportion of proven adjudications	
	Proportion of dismissed adjudications	
	Adjudication rates per 100 prisoners:	<b>Sex:</b> males and females (table A5.1) <b>Age:</b> age group from 15 years of age (table A5.1)

<sup>2</sup> At the time of publishing this report, the latest release of Offender Management Statistics Quarterly: April to June 2019 was released on 31<sup>st</sup> October 2019. For the purposes of comparison of figures from earlier editions of HMPPS Offender Equalities report, use the OMSQ figures from the October to December edition as outlined above, which refer to the end of the 2018/19 financial year at 31<sup>st</sup> March 2019.

Topic	Metric	Protected Characteristic breakdowns available
	<i>Proven</i> <i>Dismissed</i> <i>Not proceeded with</i> <i>Others</i>	<b>Ethnicity:</b> 5+1 ethnic group breakdowns (table A5.1)  To calculate rates per 100 prisoners, use volumes from table 6.1 as the numerator and total prison population as the denominator. For example, to calculate proven adjudications for male prisoners (the numerator) per 100 of the male prison population, use the total prison population for males only as the denominator. That is: $100 * (\text{male proven adjudications} / \text{total male prison population})$
	Proven adjudications by type of offence	<b>Age and sex:</b> males and females by age group from 15 years of age (Adjudications .csv dataset) <b>Ethnicity and sex:</b> males and females by 5+1 ethnic group breakdowns (Adjudications .csv dataset) <b>Religion and sex:</b> males and females by religion or belief categories (Adjudications .csv dataset)  Bespoke pivot tables will need to be generated to obtain this data. Ensure the outcome variable is set to “Proved” in the filters field. Select the “Offence” variable to the columns field, protected characteristics variables to the rows field and the “Count” variable to the values field of the pivot table.
	Proven adjudication rates per 100 prisoners: <i>Disobedience/ disrespect</i> <i>Escape/abscond</i> <i>Unauthorised transactions</i> <i>Violence</i> <i>Wilful damage</i> <i>Other offences</i>	<b>Age and sex:</b> males and females by age group from 15 years of age (Adjudications .csv dataset) <b>Ethnicity and sex:</b> males and females by 5+1 ethnic group breakdowns (Adjudications .csv dataset) <b>Religion and sex:</b> males and females by religion or belief categories (Adjudications .csv dataset)  Generate bespoke datasets using pivot tables from the .csv files, filtering using the instructions outlined directly above in proven adjudications by type of offence.  To calculate rates the proven adjudication rates per 100 prisoners, follow and tailor the calculation method outlined above to fit the data. For example, for male prisoners aged between 15 to 17 years for disobedience/disrespect offence (the numerator), use the total number of male prisoners (the denominator) to generate this calculation: $100 * (\text{males aged 15 to 17 proven adjudications for disobedience or disrespect offence} / \text{total male prison population})$
	Punishment outcomes by offence: <i>Additional days added</i> <i>Caution</i> <i>Cellular confinement</i> <i>Exclusion from associated work</i>	<b>Sex:</b> males and females (table A5.2) <b>Age:</b> age group from 15 years of age (table A5.2) <b>Ethnicity:</b> 5+1 ethnic group breakdowns (table A5.2) <b>Religion:</b> religion or belief categories (table A5.2)

Topic	Metric	Protected Characteristic breakdowns available
	<i>Extra work</i> <i>Forfeiture of privileges</i> <i>Removal from activity/living unit</i> <i>Stoppage of earnings</i> <i>Other</i>	
	Average number of punishments per offence	<b>Sex:</b> males and females (table A5.2) <b>Age:</b> age group from 15 years of age (table A5.2) <b>Ethnicity:</b> 5+1 ethnic group breakdowns (table A5.2) <b>Religion:</b> religion or belief categories (table A5.2)  The average number of punishments is calculated from the total number of punishments divided by the total number of offences.
	Punishment outcome rates per 100 prisoners: <i>Additional days added</i> <i>Caution</i> <i>Cellular confinement</i> <i>Exclusion from associated work</i> <i>Extra work</i> <i>Forfeiture of privileges</i> <i>Removal from activity/living unit</i> <i>Stoppage of earnings</i> <i>Other</i>	<b>Sex:</b> males and females (table A5.2) <b>Age:</b> age group from 15 years of age (table A5.2) <b>Ethnicity:</b> 5+1 ethnic group breakdowns (table A5.2) <b>Religion:</b> religion or belief categories (table A5.2)  To calculate rates, follow the calculation method as set out for proven adjudication rates per 100 prisoners; tailored to fit the data for punishment outcomes.
<b>Community Orders and Suspended Sentence Orders</b> <i>(calendar year data for COs and SSOs; data at 31<sup>st</sup> December for previous cautions and convictions data)</i>	Offenders supervised by the Probation Service, at end of period, under Community Orders (COs)	<b>Age and sex:</b> males and females by age group from 18 years of age (table A4.16) <b>Ethnicity and sex:</b> males and females by ethnic group breakdowns (Chinese ethnicity persons are included in the Other ethnicity category) (table A4.17)
	Offenders supervised by the Probation Service, at end of period, under Suspended Sentence Orders (SSOs)	<b>Age and sex:</b> males and females by age group from 18 years of age (table A4.16) <b>Ethnicity and sex:</b> males and females by ethnic group breakdowns (Chinese ethnicity persons are included in the Other ethnicity category) (table A4.17)
	Offenders under supervision by the Probation Service, at end of period by number of previous cautions or convictions <i>(number groupings for previous cautions or convictions are: 0, 1-2, 3-6, 7-10, 11-14, 15 or more)</i>	<b>Age and sex:</b> males and females by age group from 15 years of age (categories are 15-17, young adults 18-20, adults) (table A4.21)
<b>Release on Temporary Licence</b> <i>(calendar year data)</i>	Incidences of release on temporary licence	<b>Ethnicity and Sex:</b> male and female by 5+1 ethnic group breakdowns (table A3.8)
	Individuals released on temporary licence	<b>Ethnicity and Sex:</b> male and female by 5+1 ethnic group breakdowns (table A3.8)
	Incidences of release on temporary licence: <i>Special Purpose Licence</i> <i>Resettlement Day Release</i> <i>Resettlement Overnight Release</i> <i>Childcare Resettlement Release</i>	<b>Sex:</b> males and females (table A3.7)

	Individuals released on temporary licence: <i>Determinate sentences</i> <i>Indeterminate sentences</i> <i>Recall</i> <i>Other sentence type</i>	<b>Sex:</b> males and females (table A3.7)
<b>Temporary Release Failures</b> <i>(calendar year data)</i>	Number of recorded Temporary Release Failures: Determinate sentences Indeterminate sentences	<b>Sex:</b> males and females (table A3.7)
	Failures per 100,000 incidences of release	<b>Sex:</b> males and females (table A3.7)
	Number of recorded Temporary Release Failures	<b>Ethnicity and Sex:</b> male and female by 5+1 ethnic group breakdowns (table A3.8)
<b>Home Detention Curfew (HDC)</b> <i>(calendar year data)</i>	Number eligible for release on HDC by sentence length: <i>Less than or equal to 6 months</i> <i>Greater than 6 months to less than 12 months</i> <i>12 months to less than 2 years</i> <i>2 years to less than 4 years</i>	<b>Sex:</b> males and females (table A3.5)
	Number released on HDC by sentence length: <i>Less than or equal to 6 months</i> <i>Greater than 6 months to less than 12 months</i> <i>12 months to less than 2 years</i> <i>2 years to less than 4 years</i>	
	Population on HDC at end of period (31 <sup>st</sup> December)	
	Number of HDC recalls by sentence length <i>Less than or equal to 6 months</i> <i>Greater than 6 months to less than 12 months</i> <i>12 months to less than 2 years</i> <i>2 years to less than 4 years</i>	<b>Sex:</b> males and females (table A3.6i)
	Number of HDC recalls by reason for recall <i>Breach of curfew conditions</i> <i>Inability to monitor</i> <i>Breach of non-curfew conditions</i>	



## Safety in Custody Statistics bulletin

Safety in Custody quarterly bulletin, December 2018 was released on 25 April 2019. The bulletin contains calendar year annual tables for self-harm and assaults in prison custody in England and Wales. Calendar year annual deaths in custody data are available in the update to September edition of this bulletin in each year. For all editions of this bulletin, link to: <https://www.gov.uk/government/collections/safety-in-custody-statistics>

Topic	Metric	Protected Characteristic breakdowns available
<b>Deaths in prison</b>	Number of deaths	<b>Sex:</b> males and females (table 1.2) <b>Age:</b> age group from 15 years of age (table 1.3)
	Deaths per 1,000 prisoners	
	Number of self-inflicted deaths	
	Self-inflicted deaths per 1,000 prisoners	
	Number of natural cause deaths	
	Natural cause deaths per 1,000 prisoners	
<b>Self-harm</b>	Number of self-harm incidents	<b>Age and sex:</b> male and female establishment by age group from 15 years of age (table 2.3) <b>Ethnicity and sex:</b> male and female establishments, including 5+1 ethnicity breakdowns (table 2.7)
	Self-harm incidents per 1,000 prisoners	<b>Sex:</b> male establishment and female establishment breakdowns (table 2.1)
	Number of self-harm individuals	<b>Age and sex:</b> male and female establishment by age group from 15 years of age (table 2.4)
	Self-harm individuals per 1,000 prisoners	<b>Sex:</b> male establishment and female establishment breakdowns (table 2.1)
	Number of self-harm incidents per individual	<b>Sex:</b> male establishment and female establishment breakdowns (table 2.1)
<b>Assaults</b>	Number of assailants	<b>Sex:</b> male and female establishment breakdowns (table 3.2) <b>Age:</b> age groups from 15 years of age (table 3.3) <b>Ethnicity:</b> 5+1 ethnicity breakdowns (table 3.6)
	Number of fighters	<b>Sex:</b> male and female establishment breakdowns (table 3.2) <b>Age:</b> age groups from 15 years of age (table 3.3) <b>Ethnicity:</b> 5+1 ethnicity breakdowns (table 3.6)
	Number of victims	<b>Sex:</b> male and female establishment breakdowns (table 3.2) <b>Age:</b> age groups from 15 years of age (table 3.3) <b>Ethnicity:</b> 5+1 ethnicity breakdowns (table 3.6)

### ***Deaths of Offenders in the Community***

Deaths of offenders in the community, annual update to March 2019 was released on 31 October 2019. The bulletin covers deaths of offenders supervised in the community by the probation service in England and Wales. For this, and previous editions of this bulletin, link to: <https://www.gov.uk/government/collections/death-of-offenders-in-the-community>

<b>Topic</b>	<b>Metric</b>	<b>Protected Characteristic breakdowns available</b>
<b>Deaths of offenders in the community</b>	Deaths of offenders in the community	<b>Age and sex:</b> sex by age band, from 15 years of age and NPS/CRC breakdown (table 2) <b>Ethnicity and sex:</b> sex by ethnic group (5+1, including total BAME) and NPS/CRC breakdown (table 3)

### ***Proven Reoffending Statistics bulletin***

The next proven reoffending statistics bulletin will be released on 30 January 2020. This publication will be the annual edition and will include statistics related to the cohort periods October to December 2017 and January to March 2018. For this, and previous editions of this bulletin, refer to: <https://www.gov.uk/government/collections/proven-reoffending-statistics>

<b>Topic</b>	<b>Metric</b>	<b>Protected Characteristic breakdowns available</b>
<b>Proven reoffending</b>	Proportion of offenders who reoffend (%)	<b>Age and sex:</b> adult and juvenile offenders by sex (table A2) <b>Age:</b> from 10 years of age, categorised into age groups (table A3) <b>Ethnicity:</b> Adult proven reoffending data (table A7a) <b>Ethnicity:</b> Juvenile proven reoffending data (table A7b)
	Average number of reoffences per reoffender	
	Number of reoffences	
	Number of reoffenders	
	Number of offenders in cohort	

### ***Order and Licence Completions statistics***

Please note that these metrics are not currently published. Requests for this data should be sent to: [statistics.enquiries@justice.gov.uk](mailto:statistics.enquiries@justice.gov.uk)

<b>Topic</b>	<b>Metric</b>	<b>Protected Characteristic breakdowns available</b>
<b>Order and Licence Completions</b> <i>(financial year data - 12 months ending March)</i>	Number of order and licence completions – total terminations	<b>Sex:</b> males and females <b>Age:</b> age group from 18 years of age <b>Ethnicity:</b> ethnic group breakdowns (Chinese ethnicity persons are included in the Other ethnicity category)
	Number of order and licence completions – successful terminations	

## **Absconds statistics**

The HMPPS Annual Digest 2018/19 was published on 25 July, 2019. The report contains absconds data, but not data broken down by protected characteristics. Refer to:

<https://www.gov.uk/government/collections/prison-and-probation-trusts-performance-statistics>

In the 2017/18 edition of the HMPPS Offender Equalities Annual Report, the metrics as listed in the table below were published. Requests for this data should now be sent to:

[statistics.enquiries@justice.gsi.gov.uk](mailto:statistics.enquiries@justice.gsi.gov.uk)

<b>Topic</b>	<b>Metric</b>	<b>Protected Characteristic breakdowns available</b>
<b>Absconds</b> <i>(financial year data - 12 months ending March)</i>	Number of absconds	<b>Sex:</b> males and females <b>Age:</b> age group from 15 years of age

## **Other sources of equalities information**

In addition to data published in this report, HMPSS and the Ministry of Justice (MoJ) publish equalities information in other sources:

- The HMPPS Staff Equalities Annual Report 2018/19<sup>3</sup> will be published in a separate report on 28 November, 2019. This publication includes equalities information for all civil servants employed by HMPPS.
- A report on Race and the Criminal Justice System 2018<sup>4</sup> will be released on 29 November, 2018; and contains information on the representation of Black and Minority Ethnic groups (BAME) as suspects, offenders and victims within the criminal justice system, and on employees within criminal justice agencies.
- The most recent edition of Women and the Criminal Justice System 2017<sup>5</sup> specifically focuses on the typical experiences of people who come into contact with the criminal justice system, by sex. This was published on 29 November, 2018.

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<sup>3</sup> The HMPPS Staff Equalities Annual Report is available <https://www.gov.uk/government/statistics/hm-prison-and-probation-service-staff-equalities-report-2018-to-2019>

<sup>4</sup> The Race in the CJS report is available at: [www.gov.uk/government/statistics/race-and-the-criminal-justice-system-statistics-2018](http://www.gov.uk/government/statistics/race-and-the-criminal-justice-system-statistics-2018)

<sup>5</sup> Women and the Criminal Justice System is available at: [www.gov.uk/government/statistics/women-and-the-criminal-justice-system-2017](http://www.gov.uk/government/statistics/women-and-the-criminal-justice-system-2017)

# 1. Prison Population

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## **Prisoners from BAME backgrounds made up 27% of all prisoners**

In March 2019, prisoners who declared themselves in the White ethnic group made up almost three quarters (59,911 or 73%) of the prison population in England and Wales. Prisoners who declared their ethnicity as Black, Asian or Minority Ethnic (BAME) represented 22,227 (or 27%) of all prisoners.

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## **Males comprised 95% of the prison population**

Whilst the number of male and female prisoners fell in the latest year compared with March 2018, proportionally males continued to make up 95% of the total prison population and females 5%. These proportions have remained static since the beginning of the series.

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## **Continuing the trend, the number of prisoners peaked in the 30 to 39 age group for both the male and female populations**

During 2019, the highest proportion of prisoners was found in the 30-39 age group. The age group with the greatest change over the year was the 21-24 age group, which saw a 5% drop on population.

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## **Almost half (48%) of the prison population that specified a religion or belief self-identified as being Christian in March 2019**

Proportionally, 57% of females and 48% of male prisoners identified as Christian. Prisoners who said that they had no religion made up 30% of the prison population (and the proportion did not vary by sex).

16% of the male prison population self-identified as being of Muslim faith, compared with 6% of the female prison population.

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## **In the latest quarter, 97.3% of prisoners who declared a sexual orientation reported that they were heterosexual**

This is broadly comparable with trends reported over the past ten years and identical proportion to last year.

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This chapter contains a breakdown of sexual orientation data about the prison population in England and Wales, which has not been published elsewhere. Data for protected characteristics relating to gender, age, ethnicity and religion or belief are published in Offender Management Statistics Quarterly (OMSQ), available at: <https://www.gov.uk/government/statistics/offender-management-statistics-quarterly-october-to-december-2018>

The prison population was 82,634 on 31<sup>st</sup> March 2019<sup>6</sup>, which represented a 1% decrease compared with March 2018 (83,263). This means prison population is at its lowest level since the series began in 2008 when the prison population was 83,194.

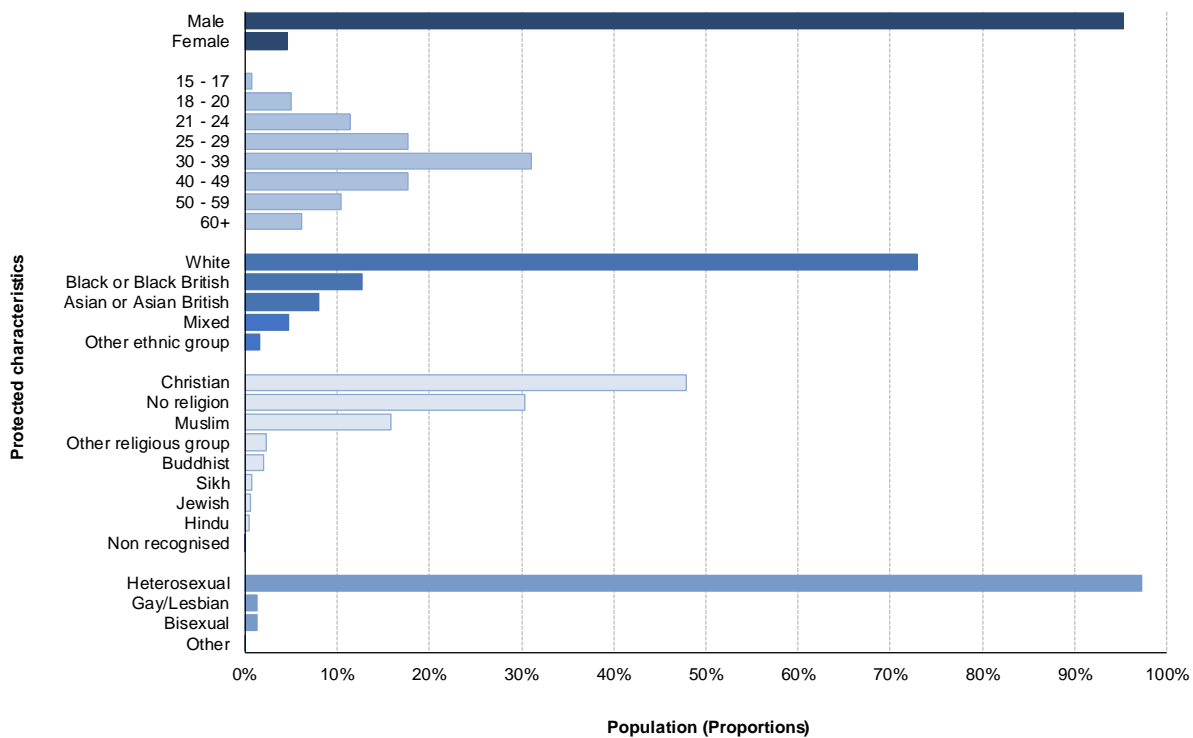
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<sup>6</sup> The prison population is a snapshot of the number of prisoners across all estates in England and Wales on 31<sup>st</sup> March.

**97.3% of prisoners who recorded a sexual orientation declared that they were heterosexual (Tables 1.1 and 1.2)**

Of the prisoners who declared their sexual orientation<sup>7,8</sup> 97.3% (68,040) identified as Heterosexual; while 2.7% identified as Gay/Lesbian/Bisexual or Other<sup>9</sup>. Gay/Lesbian and Bisexual offenders accounted for 915 and 906 (1.3% for each) respectively of the total prison population. Those who identified as “Other” comprised 0.1% of the total population, or 92 prisoners.

**Figure 1.1: Prison Population by Protected Characteristic, England and Wales, Year ending 31<sup>st</sup> March 2019 (Source: OMSQ, Tables 1.6 and 1.7)**



<sup>7</sup> Sexual orientation is self-reported by prisoner. Data are drawn from internal Management Information and therefore differs from other population totals.

<sup>8</sup> The declaration rate for sexual orientation was 88%, based on an average of the prison population taken over the quarter (between January and March 2019). The declaration rate excludes those who refused or did not disclose their sexuality, or where sexual orientation was not known.

<sup>9</sup> It is not possible to provide information about the “Other” category.

## 2. Transgender Prisoners

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### **There were 163 transgender prisoners in 2019**

This was an increase on the figure of 139 recorded in 2018.

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### **Most reported their legal gender as male**

129 prisoners reported their legal gender as male, 32 as female and 2 did not state their legal gender.

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### **There were 10 transgender prisoners from a BAME background**

Where ethnicity was known, 6% of the transgender prison population were from BAME backgrounds with 94% having a white background.

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For the purposes of this report, transgender prisoners are defined as those individuals known within prison to be currently living in, or are presenting in, a gender different to their sex assigned at birth and who have had a case conference (as defined by PSI 17/2016 The Care and Management of Transgender Offenders<sup>10</sup>).

Prisoners who have already transitioned and have a full Gender Recognition Certificate are excluded from this dataset. Statistics on the number of applications to the Gender Recognition Panel are published in Tribunals and gender recognition statistics quarterly at [www.gov.uk/government/collections/tribunals-statistics](http://www.gov.uk/government/collections/tribunals-statistics).

The figures give an estimate of the number of transgender prisoners and are likely to underestimate the true number. There might be some transgender prisoners who have not declared that they are transgender or had a local transgender case board, and some who have a Gender Recognition Certificate. The prison population is dynamic and prisoners might have entered or left prisons since the time of the data collection.

Details of the number of transgender prisoners were provided by Equalities Representatives in public and private prisons in England and Wales, between 26 March 2019 and 24 April 2019. Guidance on the care and management of transgender offenders was issued prior to the collection of data in March/April 2017. This might have led to an increase in the number of transgender prisoners recorded when compared with results from the March/April 2016 data collection.

The data collection for 2018 collected information for the first time on self-reported legal gender, the gender with which the prisoner identified and information on self-identity.

According to the data collection exercise conducted in April and May 2019:

- 62 of the 121 public and private prisons (51%) in England and Wales said that they had 1 or more transgender prisoner<sup>11</sup>.
- There were 163 prisoners currently living in, or presenting in, a gender different to their sex assigned at birth and who have had a local transgender case board.

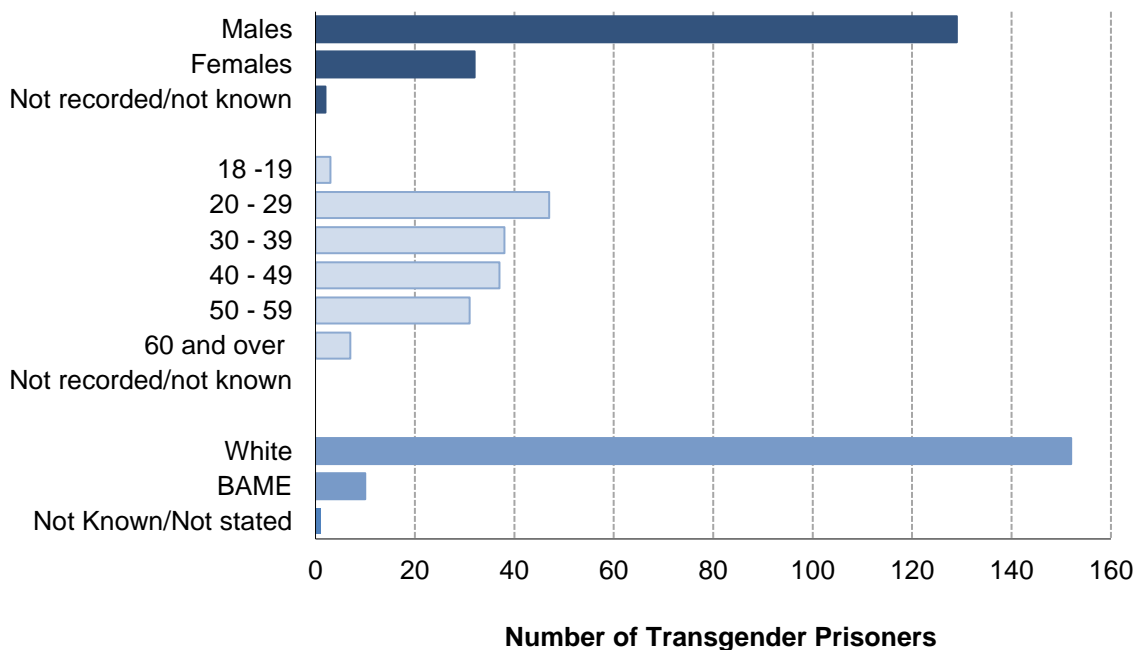
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<sup>10</sup> This replaced PSI 07/2011 – Care and Management of Transsexual Prisoners in January 2017. Information about the review which led to new guidance is available at: [www.gov.uk/government/publications/care-and-management-of-transgender-offenders](http://www.gov.uk/government/publications/care-and-management-of-transgender-offenders).

<sup>11</sup> Prisoners who are currently living in, or are presenting in a gender different to their sex assigned at birth and who have had a case conference (as defined by PSI 17/2016), as known to individual prisons.

- Of these, 129 reported their legal gender<sup>12</sup> as male, 32 reported their legal gender as female and 2 did not state their gender. When asked about the gender with which the prisoner identified, 130 identified as female, 20 as male and 13 did not provide a response.
- Prisoners were asked to specify another identity<sup>13</sup> and 88 gave a response. 15 identified as gender-fluid, 8 as Transvestite, 7 as intersex, 6 as non-binary and the remaining 51 gave preferred not to say.
- 10 of the 163 prisoners reported their ethnic group as Black, Asian and Minority Ethnic Group and 152 as White, with 1 unknown.
- There were 34 transgender prisoners in women's prisons: 30 reported their legal gender as female and 4 as male. When asked about the gender with which the prisoner identified, 11 identified as female, 20 as male and 3 did not provide a response.
- There were 129 transgender prisoners in men's prisons: 2 reported their legal gender as female and 125 as male, with 2 not providing a response. When asked about the gender with which the prisoner identified, 119 identified as female, 0 as male and 10 did not provide a response.
- Based on this exercise, there were 2 transgender prisoners reported per 1,000 prisoners in custody.

**Figure 2.1: Number of Transgender Prisoners split by protected characteristic, March/April 2019 (Source: Table 2.2)**



<sup>12</sup> In the 2018 and 2019 data collections, prisoners were asked about their legal gender. For earlier years the gender is self-reported on reception to the prison and based on information recorded on central administrative databases. It is not possible to determine if this is the legal gender or whether the gender has changed.

<sup>13</sup> Prisoners are asked to specify another identity (which was not associated with legal or presenting gender).

### 3. Mother and Baby Units

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#### **Women from BAME ethnic backgrounds had a similar percentage of applications approved than women from the White ethnic group**

In the 12 months to March 2019, 77% of applications that received a recommendation from women with a BAME ethnicity were approved, compared with 75% for women with a White ethnic background.

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#### **Applications from women aged over 30 recorded the highest levels of approvals**

Women in this age group had 52% of their applications approved.

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#### **The proportion of approved applications from women who belonged to Christian religion groups was 51%**

During the latest year, women who self-identified as having no religion had 40% of applications approved while those who belonged to Christian religion had 51% of applications approved.

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A Mother and Baby Unit (MBU) is a designated accommodation unit 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<sup>14</sup>. Statistics on women in MBUs can be found in the HMPPS Annual Digest 18/19.

There are currently six MBUs in operation across the women's prison estate in England and Wales which provide an overall total capacity of 64 places for mothers. However, there are a total of 70 places for babies to allow for twins and multiple births.

This report provides details of the protected characteristics of women making applications to MBUs and the outcome of the application.

It should be noted that:

- Multiple applications can be submitted by women<sup>15</sup>.
- Recommendations from applications (e.g. an approval or refusal) might not be in the same year as when the application was received.
- Not all applications will receive a recommendation, as the application might not proceed for a number of reasons (e.g. a woman might withdraw her application or leave custody).
- An approval to a MBU does not mean that a mother and baby/babies will be received into an MBU, as alternative arrangements could be made for care after the application is submitted.
- An application might be refused for a number of reasons, but primarily refused because an Admissions Board determines that it would not be in the best interest of the child – to be located with his or her mother in an MBU.

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<sup>14</sup> Further details about the process are given in the Guide.

<sup>15</sup> Multiple applications can be submitted by each woman over the duration of the financial year period; therefore, applications volumes will usually be higher than counts for individual mothers.



### **Total applications, approved applications and refused applications decreased in volume from the previous year (Table 3.1)**

In the 12 months ending March 2019, 97 applications were received for admission into an MBU; 21 fewer than in the year ending March 2018, when 118 applications were received.

- Of the 61 applications which resulted in a recommendation 46 (75%) applications were approved and 15 (25%) refused. This compares with 60 (61%) applications approved and 38 (39%) applications refused in the previous 12-month period.

### **Applications from women aged between over 30 recorded the highest proportions of approvals<sup>16</sup> (Figure 3.1 and 3.2, Table 3.2)**

In the 12 months ending March 2019, the most applications came from women aged 30 and under (53 applications). 28 of these applications received a recommendation from the board, and 23 of the applications were approved.

Applications from women aged over 30 were most likely to be approved, 70% of applications that received recommendations were approved. There were 44 applications from this age group, 33 received a recommendation and 23 were approved.

### **Women with BAME ethnic backgrounds had a similar percentage of applications approved than women from the White ethnic group (Figure 3.1 and 3.2, Table 3.2)**

In the year to March 2019, of the 97 applications made to the Board for placement into an MBU, 76 (78%) were received from women from the White ethnic group and 21 (22%) were from women from a BAME ethnic group.

There were 36 applications from women from the White ethnic group (78%) of the 46 total number of approved applications in the latest year; while applications from women from BAME ethnic groups made up 22% (10) of the total number of approved applications.

Out of the applications that received recommendations from the board, 77% of applications from women from a BAME background were approved by the Board, compared with 75% of applications from women from a white background.

### **Applications from women of Christian faith and those with no religion were most common (Table 3.2)**

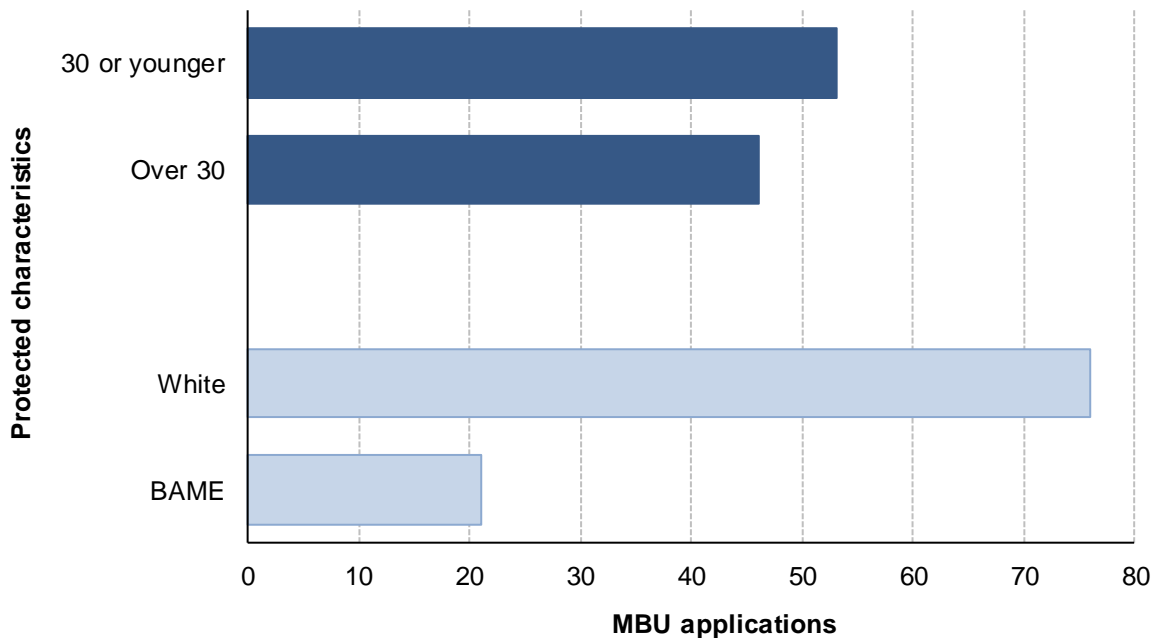
In the 12 months ending March 2019, the highest number of applications made were from those self-identifying as Christian and from those who had no religion, accounting for 45 (46%) and 40 (41%) applications respectively.

Out of the total number of applications which received a recommendation from the board, 66% were approved for women who self-identified as Christian.

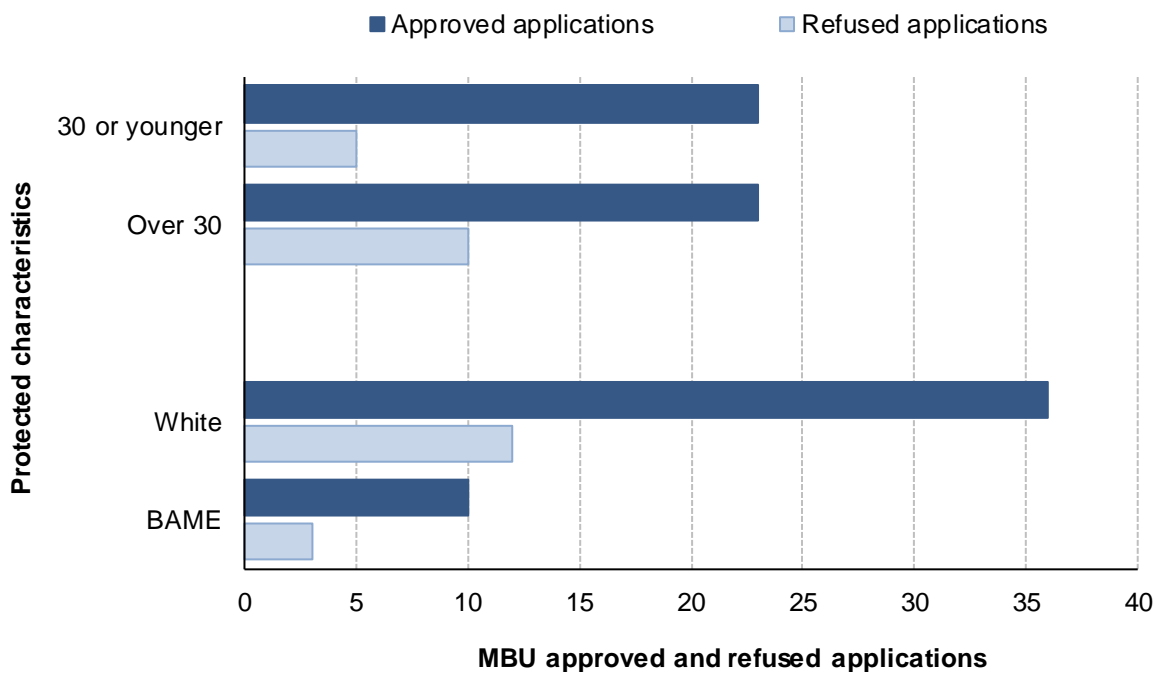
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<sup>16</sup> Approved applications out of the total number that were approved or refused.

**Figure 3.1: Number of applications by protected characteristics, received to an MBU in England and Wales, the 12 months ending March 2019 (Source: Table 3.2)**



**Figure 3.2: Number of applications by protected characteristics, approved and refused to an MBU in England and Wales, the 12 months ending March 2019 (Source: Table 3.2)**



## 4. Incentives and Earned Privileges

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### **The proportion of prisoners on basic IEP status was highest for Mixed and Black or Black British prisoners**

On 31 March 2019, 9% and 8% respectively of prisoners with a basic IEP status were of Mixed and Black or Black British ethnicity. This compares with 5% for prisoners who identified as White and Asian and Asian British.

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### **Considering religion, Jewish and Muslim prisoners had the highest proportion of individuals with a basic IEP status**

In the latest year, prisoners identifying as Jewish or Muslim each had 8% of individuals on basic IEP status.

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### **A higher proportion of male than female prisoners were on enhanced IEP status**

44% of male prisoners compared with 38% of female prisoners were on an enhanced IEP status.

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### **The proportion of prisoners on an enhanced IEP status increased with age**

17% of prisoners aged between 18-20 were on enhanced IEP status compared with 66% for prisoners aged 60 and over.

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The Incentives and Earned Privileges (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. It allows prisoners to earn privileges through good behaviour and engagement in the regime and rehabilitation. Privileges can also be lost through poor behaviour.

The scheme operates on four levels<sup>17</sup>: Basic, Entry, Standard and Enhanced. Prisoners start on Entry level, and good behaviour can be rewarded with progression up to and including Enhanced level, 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.

### **General IEP trends (Source: Table 4.1)**

On 31 March 2019:

- 48% of prisoners had standard IEP status and 44% had enhanced status; while 6% had basic status. Less than 3% of prisoners had entry status.
- The proportion of prisoners with enhanced status has been rising since March 2016, when 36% of prisoners had enhanced status. Over the same period, the proportion of prisoners with standard status has fallen year-on-year, from 52.1% in March 2016.
- There was a fall in the proportion of prisoners with basic status, which reversed the increase of prisoners with basic status in each year since March 2014 (when 3% of prisoners had basic status) up to March 2018 (with 7% on basic status).

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<sup>17</sup> The commentary in this chapter refers to IEP for prisoners at 31 March, 2019; and includes data on Entry level. In August 2019, Entry level was abolished and a new Incentives Policy Framework replaces IEP in January 2020. The 2019/20 edition of this report will include further details about this policy change.

- The proportion of prisoners with entry status continued to decrease in each year from 9% in March 2014, to just under 3% in March 2019.

### **Prisoners with basic IEP status (Table 4.1, Figure 4.1)**

On 31 March 2019:

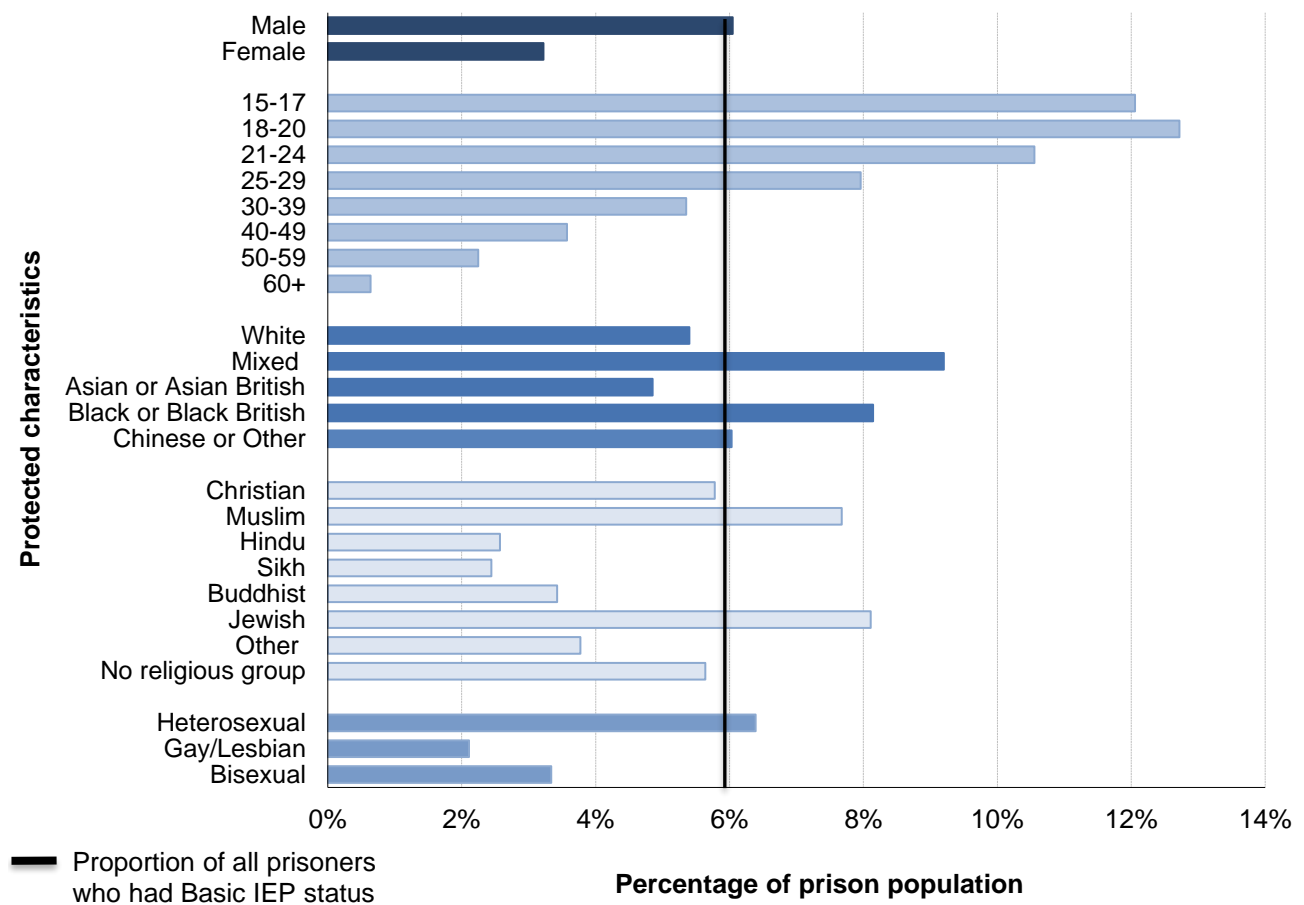
- The proportion of prisoners with a basic IEP status was higher for males (6%) than for females (3%).
- The proportion of prisoners with a basic IEP status decreased with age. Prisoners in the 18-20 and 15-17 age groups had the largest percentage of individuals on basic IEP status (13% and 12% respectively), whilst those in the 60 and over age group had the lowest percentage at less than 1%.
- Mixed and Black ethnicity prisoners had the highest proportion of prisoners on basic IEP status, 9% and 8% respectively. This was higher than for Asian and Asian British and White<sup>18</sup> prisoners (each 5%) at the same point in time.
- Prisoners with a Jewish or Muslim religion had the highest proportions of individuals with a basic IEP status, each with 8%.
- Heterosexual<sup>19</sup> prisoners had the highest proportion of individuals on basic IEP status at 6%.

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<sup>18</sup> The ethnicity "White" includes White British, White gypsy, White Irish and White Other.

<sup>19</sup> Disclosure rates are lower for sexual orientation than for other protected characteristics, with 17% of prisoner's sexuality being not known, not disclosed or refused.

**Figure 4.1: Percentage of prisoners with Basic IEP status split by protected characteristic, 31 March 2019 (Source: Table 4.1)**



**Prisoners with enhanced IEP status (Table 4.1, Figure 4.2)**

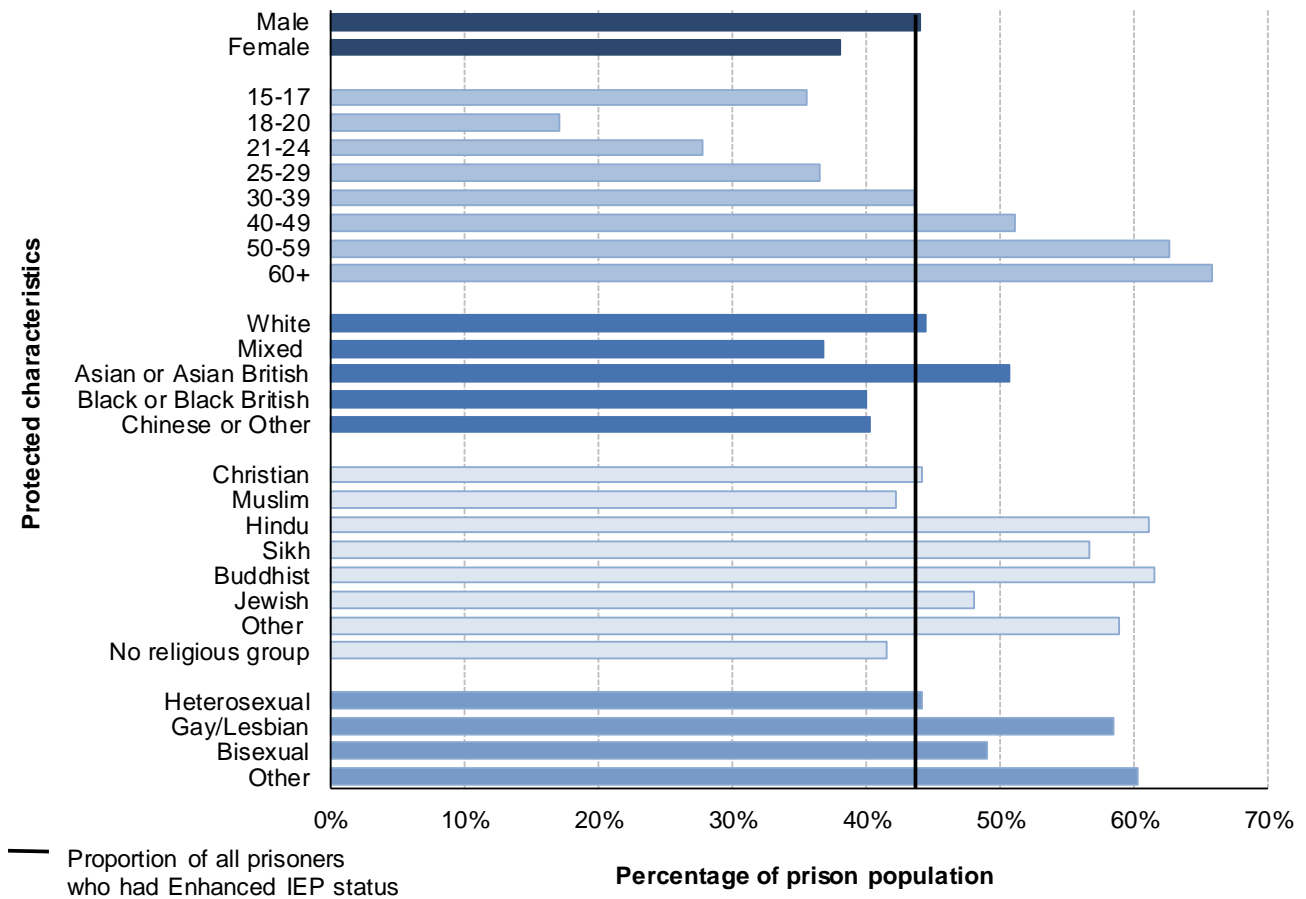
On 31 March 2019:

- There was a higher proportion of male prisoners with enhanced IEP status than females (44% and 38% respectively).
- The proportion of individual prisoners with an enhanced IEP status increased with age for those aged 18 and over; with 17% of prisoners aged 18-20 and 66% of those aged 60 and over having an enhanced IEP status. 36% of young prisoners aged between 15-17 had an enhanced status.
- Asian and Asian British and White ethnic group prisoners had the highest proportion of individuals on enhanced IEP status; 51% and 44% respectively. The proportion of prisoners with an enhanced IEP status was lowest in the Mixed ethnic group at 37%. Black and Black British and Chinese or Other ethnic group categories each had 40% of prisoners having enhanced status.
- When religious belief is examined, prisoners who declared as either Buddhist, Hindu or Sikh religion had the highest proportion of prisoners on enhanced IEP status at 62%, 61% and 57% respectively on 31 March 2019. This was higher than for individuals who had no religion or identified their religion as Muslim at 41% and 42% respectively, at the same point in time.

Prisoners who declared their religious belief as Christian had lower proportions with an enhanced IEP status, at 44%.

- The proportion of prisoners with an enhanced IEP status was highest among those whose sexual orientation was reported as Other (60%) and for Gay/Lesbian prisoners (58%). It was lowest for Heterosexual prisoners (44%).

**Figure 4.2: Percentage of prisoners with Enhanced IEP status split by protected characteristic, 31 March 2019 (Source Table 4.1)**



## 5. Accredited Programmes for Offenders in Custody

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### **93% of accredited programme starts are for male offenders**

In the 12 months ending March 2019, there were 5,827 accredited programme starts. Male offenders started 5,418 accredited programmes. The number of starts for female offenders was 380, making up 7% of the total number of starts.

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### **Male offenders in custody aged 60 years and over made up 3% of the total volume of starts**

75% of starts for this age group were for offenders starting sexual offending programmes.

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### **White ethnic group offenders in custody accounted for 76% of programme starts**

88% of starts for sexual offending programmes were for White ethnic group offenders, compared with 12% for offenders with a BAME ethnicity.

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### **There were 5,217 accredited programme completions in the financial year ending March 2019**

Male offenders made up 94% (5,418) of the total number of completions and females in custody comprised 6% (328) of all completions.

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### **Almost half (48%) of all accredited programmes were completed by individuals identifying as having a Christian religion, while those with no religion or belief made up 31% of the total number of completions**

58% of substance misuse programmes were completed by offenders with a Christian religion, while 34% of sexual offending programmes were completed by those with no religion or belief.

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### **Of all offenders completing accredited programmes in custody, 84% of individuals were single, not married and not in a civil partnership**

89% of the total number of violence programmes completed were for single, not married and not in a civil partnership offenders.

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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<sup>20</sup>; 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.

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<sup>20</sup> A complete list of accredited programmes for offenders in custody can be found at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/832658/descriptions-accredited-programmes.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/832658/descriptions-accredited-programmes.pdf)

## Offenders who started<sup>21</sup> an Accredited Programme<sup>22</sup> (Tables 5.1 to 5.7)

In the 12 months ending March 2019:

- There were 5,827 accredited programme starts during the financial year ending March 2019. 46% (2,684) of these were general offending programmes and 28% (1,629) were violence-related programmes. Sexual offending programmes made up 20% (1,154) of the total volume of programme starts, while domestic violence and substance misuse programmes each comprised 3% (191 and 169 respectively) of the total number of accredited programme starts.
- Male offenders comprised 93% (5,418) of the total number of accredited programme starts, while females in custody made up 7% (380) of all starts.
- One-third (33%, 1,929) of accredited programmes were started by offenders aged between 30 to 39 years, and 51% (985) of starts across this age group were for general offending programmes. 18% (1,036) of starts were for offenders aged under 25, and offenders in this age category most commonly completed general offending (45%) and violence programmes (40%). Offenders aged 60 and over comprised 3% (185) of the total volume of starts, and three-quarters (75%, 138) of starts were for sexual offending programmes.
- Black, Asian and Minority Ethnic (BAME) offenders in custody comprised 24% (1,407) and White ethnic group offenders 76% (4,371) of programme starts. 88% (1,012) of starts for sexual offending programmes were for White ethnic group offenders, compared with 12% (138) for offenders with a BAME ethnicity. Around one-third (34%, 549) of starts for violence programmes were for offenders from a BAME ethnicity, compared with 66% (1,070) for White ethnic group offenders. As a proportion of all starts for BAME ethnic group offenders, 39% of programme starts were for violence programmes compared with 24% for White ethnic group offenders.
- Almost half (48% 2,774) of accredited programmes in custody were started by offenders with a Christian religion. 31% (1,786) of starts were for offenders who had no religion or belief. Christian offenders comprised 48% (547) and offenders who had no religion or belief accounted for 34% (393) of starts for sexual offending programmes. While offenders who self-identified as having Muslim faith made up 15% (858) of starts, they accounted for 20% of starts for violence programmes. Overall, 38% (325) of starts for Muslim offenders were for violence programmes compared with 27% (744) for Christian offenders.
- 84% (4,621) of all programme starts were for individuals who were single, not married and not in a civil partnership, compared with 8% (432) for those married or in a civil partnership.

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<sup>21</sup> Offenders in custody can start more than one accredited programme in any financial year. The figures presented in this chapter refer to the number of starts and might not equal the number of offenders who started any given programme during the same financial year.

<sup>22</sup> Programmes relating to domestic violence and sexual offending are available for male prisoners only.



## Offenders who completed<sup>23</sup> an Accredited Programme (Tables 5.8 to 5.14, Figure 5.1)

In the 12 months ending March 2019:

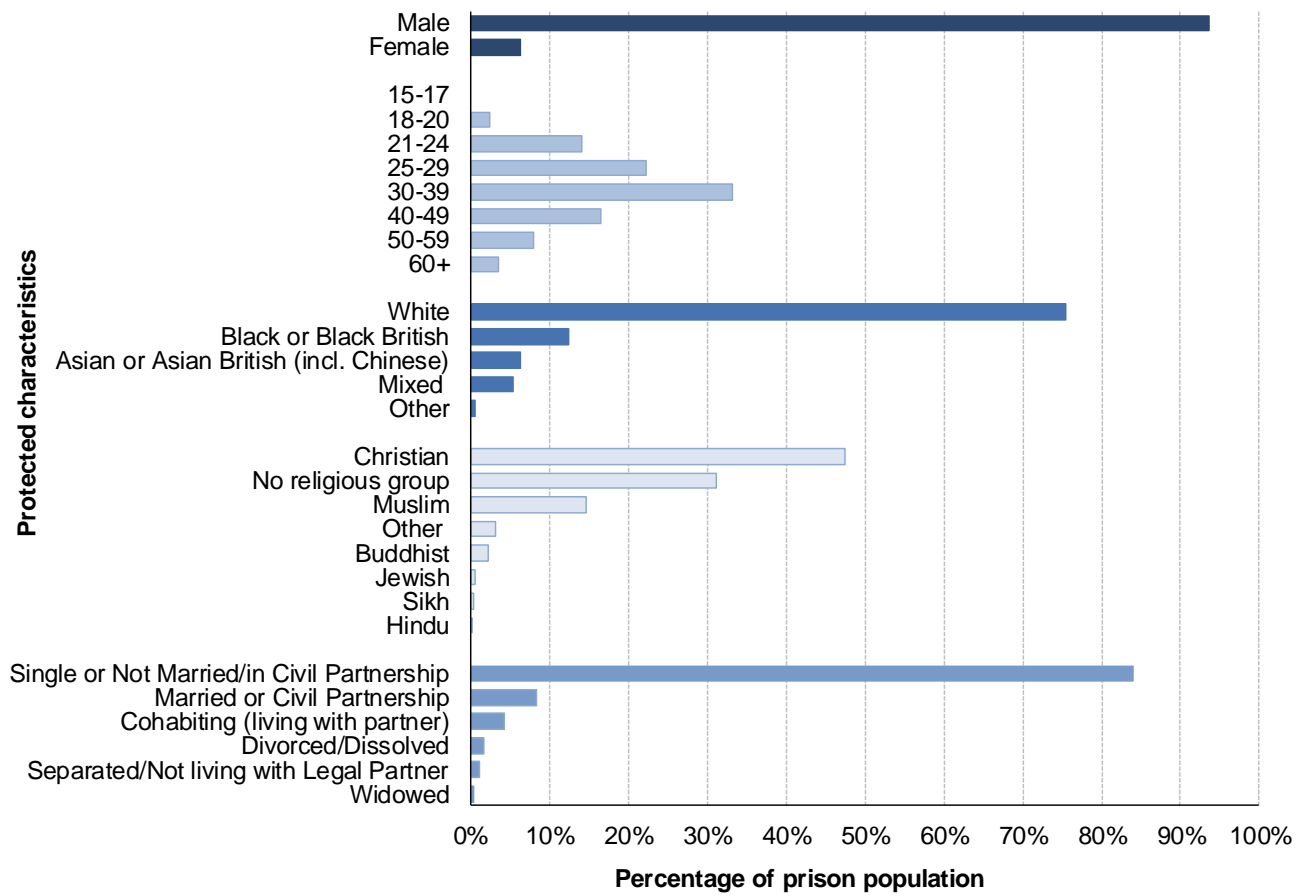
- There were 5,217 programme completions over the 12-month period. General offending programmes accounted for almost half (46%, 2,397) of all accredited programmes completed in custody, while around one quarter (26%, 1,377) were violence programmes. Sexual offending programmes comprised 21% (1,114) of total completions. There were 184 domestic violence programme completions (4% of total completions) and 145 substance misuse programme completions (3%).
- Male offenders comprised 94% (5,418) of the total number of accredited programmes completions in custody and females in custody 6% (328) of all completions.
- One-third (33%, 1,723) of completed accredited programmes were for offenders in the 30-39 age group. Offenders in custody aged between 18-20 completed 2% (125) of accredited programmes. Whilst offenders aged 60 and over comprised 4% (185) of the total number of completions, 13% (141) of all sexual offending programme completions were for this age group.
- While White ethnic group offenders in custody accounted for 75% (3,891) of programme completions<sup>24</sup>, they comprised 88% (972) and 89% (126) respectively of sexual offending and substance misuse starts. Black, Asian and Minority Ethnic (BAME) offenders in custody accounted for 25% (1,271) of programme completions. Around one third (34%, 469) of violence programmes were completed by BAME offenders; with 20% (268) of the total number of completions across all ethnicities being for offenders in the Black and Black British ethnic group.
- Offenders in custody with a Christian religion comprised 48% (2,462) of all accredited programme completions, while those with no religion made up 31% (1,615). Offenders of Muslim faith accounted for 15% (755) of accredited programme completions. Over half (58%, 620) of substance misuse programmes were completed by prisoners identifying as having a Christian religion. Offenders with no religion or belief comprised around one third (34%, 374) of individuals who completed sexual offending programmes. 20% (272) of completions for all programmes relating to violence were completed by individuals with a Muslim faith.
- Of all offenders completing accredited programmes in custody, 84% (4,104) of individuals were single, not married and not in a civil partnership. 8% were married or in a civil partnership, whilst 4% identified as cohabiting

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<sup>23</sup> Total volumes over the financial year for starts and completions will not necessarily match. This is because an offender who completed in the current financial year might have started the programme in previous years.

<sup>24</sup> On 31<sup>st</sup> March 2019, 73% of the overall prison population had a White ethnic background while 27% were from a BAME ethnic group. Please note that the prison population count was a snapshot of the population on this date, whereas accredited programme completions covers the full 12 month financial year period from April 2018 to March 2019.

**Figure 5.1: Completions for accredited programmes in custody by protected characteristic, 12 months ending March 2019 (Source: Tables 5.8 to 5.14)**



## 6. Electronic Monitoring

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### **The number of offenders who are electronically monitored has decreased year on year since 2015**

At 31 March 2019, there were 10,772 individuals being actively monitored. Of these 10,500 had bail, court sentence or post release orders, compared with 13,384 at 31 March 2015. There has been a general downward trend in the number of subjects actively monitored since 31 March 2015.

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### **The most common type of order for those being electronically monitored was a court sentence order**

At 31 March 2019, 45% of offenders on EM had a court sentence, 29% had a post release order and 24% had a bail order.

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### **88% of electronically monitored offenders (with bail, post release or court sentences) were male**

At 31 March 2019, males made up 88% of offenders on EM and 12% were female. These proportions have remained similar since 2015. Although there are differences between bail, post release and court sentences.

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### **The proportion of offenders who were electronically monitored and receiving bail, post-release or court sentences was highest in the 21-29 group**

At 31 March 2019, the largest proportion of offenders who were electronic monitored, and receiving bail, post-release or court sentences were aged between 21-29, at 31%. The second largest proportion of offenders were aged between 30-39, at 27%.

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### **The number of location monitored, electronic monitoring subjects was 46 at 31 March 2019**

At 31 March 2019, there were 46 individuals being monitored using GPS technology, which was introduced in November 2018.

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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. Information about the compliance of an individual's order is also monitored.

The national roll out of satellite enabled (GPS) location monitoring tags from November 2018 has made GPS tags available as an option for some court and post-custody cohorts. This is in addition to the use of GPS tags to monitor a small number of specialist cases. The tags use satellite technology to record an individual's movements 24 hours a day. There was a regional phased roll-out to ensure each region was sufficiently supported.

Location monitoring tags are available alongside the electronic monitoring of curfew requirements, which remains an important tool for the management and supervision of offenders and defendants. Location tags provide additional functionality, allowing the monitoring of:

- Compliance with exclusion zones.
- Attendance at a required activity or appointment.
- An offender's whereabouts, known as trail monitoring. This can provide offender managers with data about an individual's whereabouts to support rehabilitative conversations.
- Multiple conditions or requirements if necessary, such as a combination of exclusion zones, curfew, monitored attendance and trail monitoring.

Electronic monitoring services have always been provided by private sector companies. Since financial year 2014/15, EMS Capita has supplied the electronic monitoring service under contract to the Ministry of Justice.

At 31 March 2019, there were a total of 10,772 actively monitored<sup>25</sup> subjects, a fall of 4% compared with the same point in the previous year. Information on age and sex is presented for Bail, Court Sentence and Post-Release orders only in this report.

At 31 March 2019, there were 10,500 monitored subjects who had Bail, Court Sentence or Post-Release orders. Of these:

- 88% were male and 12% were female;
- 31% were aged between 21-29.

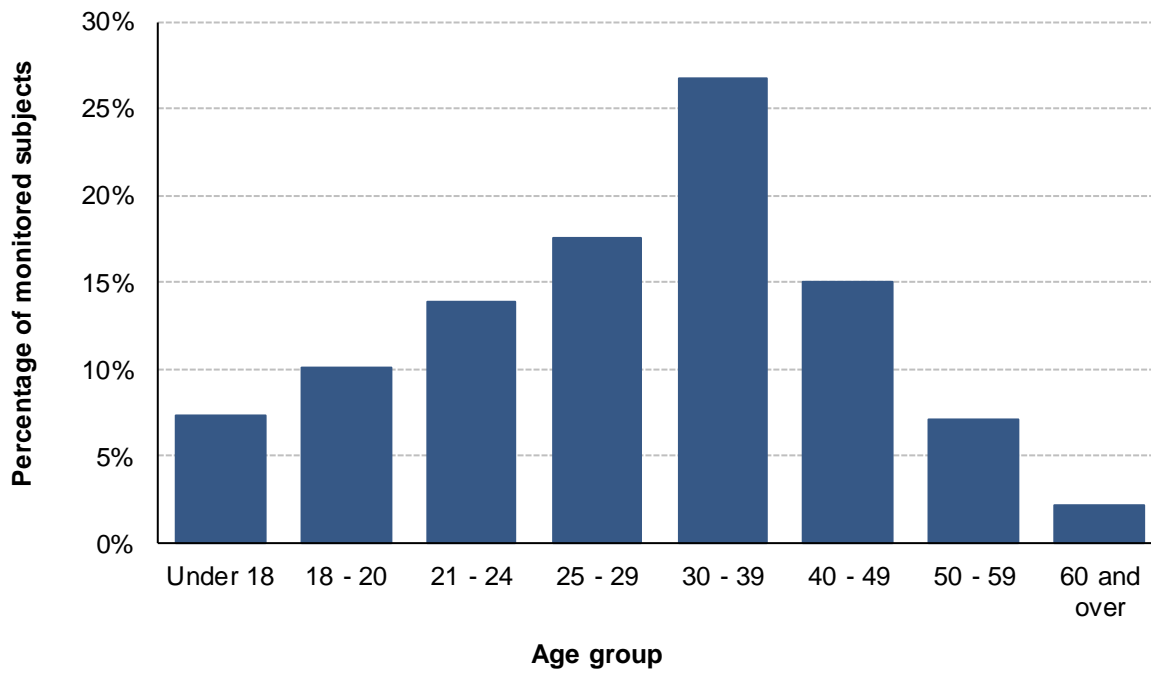
When analysing each order type individually, there are differences in the gender proportions. Bail and court sentence have similar proportions of male offenders at 91% and 92% respectively, meaning female offenders make up 9% of bail individuals and 8% of court sentence. Post Release has a lower proportion of male offenders at 84% and a higher proportion of female offenders at 16%.

For location monitored subjects, the 30-39 age group was the largest, with 33% of offenders being in this category. Figure 6.1 shows the age distribution of all Bail, Court Sentence and Post-Release subjects, on 31 March 2019.

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<sup>25</sup> Monitored subjects are unique individuals with a live EM order, an electronic tag fitted and a Home Monitoring Unit installed.

**Figure 6.1: Percentage of electronically monitored subjects for Bail, Court Sentence and Post-release orders by age group, as at 31 March 2019<sup>26</sup> (Tables 6.2, 6.3 and 6.4)**



<sup>26</sup> Excludes those subjects with a special order or Terrorism Prevention and Investigation Measures (TPIMS).

## 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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**Next Update: November 2020**

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