Statistical Notice

Changes to Offender Management Statistics: quarterly and annual editions

28 April 2016

Introduction

In this edition of Offender Management Statistics, as a result of improvements in IT, the data source used to produce statistics for prison receptions, releases and adjudications transitioned to a new source. The new source originates from the Prison National Offender Management Information System (Prison-NOMIS) caseload management system, whereas previously these statistics relied on data from the Inmate Information System (IIS). This has resulted in significant improvements in data quality and means that more detailed information about prisoner movements in the prison estate, sentencing information and details of incidents breaking prison rules is now available for inclusion in this statistical series.

This document explains and quantifies the differences between the new and old data sources. This includes commentary of changes to the statistical methodology, an explanation of the differences and changes to the statistical tables that have been made to accommodate the new source (see Annex A for more detail).

To support users in the transition to the new data source, annual prison receptions and releases tables present statistics produced on both the old and new data source, where it is possible to do so. These statistics are presented alongside each other with a line break to indicate the changing data source and to maintain the integrity of the historical time series. Further, statistics produced on both the old and new data source (for statistics from the first quarter of 2015 onwards) have been presented in the quarterly prison receptions and releases tables for this release only. Future editions of quarterly prison receptions and releases tables will only present statistics produced from the new data source. For prison adjudications, a singular table has been produced which summarises the overall changes observed in the statistics and should allow users to gain a broad understanding of the differences arising in the data.

This edition of Offender Management Statistics also delivers a new and updated document which explains and outlines the definitions and measurements, data sources and quality, key legislative changes and key trend analysis for different prison and probation statistics. This can be found in the document '**Guide to Offender Management Statistics**' published alongside this release. In response to user feedback, other potential changes to future editions of Offender Management Statistics include quarterly updates of prison adjudication statistics and the development of enhanced dataset CSV files for prison statistics.

Users are encouraged to contact Nikesh Lad at statistics.enquiries@justice.gsi.gov.uk with their feedback to help further develop this statistics series.

Overview of the new data source

The old data for prison receptions and releases come from a variety of different data extracts including separate data for those released from determinate sentences, indeterminate sentences and temporary releases. This made comparisons across extracts difficult. The new data source for the prison receptions and releases data is now taken from a single cohesive source with a different data structure. This new data source is inherently based on prisoner movements in the prison estate and describes every recorded movement the prisoner experiences. This is accompanied with details for the reason of their movements, the descriptions of the locations the prisoner moves between, information on any court hearings and resultant outcomes, and a greater level of detail of the demographic features of the prisoner.

The transition to this new data source has resulted in noticeable improvements in data quality which increases the scope and capacity of prison receptions and releases data. A key feature of the transition to the new data source is the introduction of the National Offender Management Information Service Number (NOMIS Number) for each prisoner. This is a unique identifier which remains attached to the prisoner for the duration of their life. These improvements allow a deeper understanding of a prisoners' progression through the criminal justice system and prison estate from the first time a prisoner enters an establishment for a set of offences committed to the point of release from the end of a custodial sentence.

Due to the improved data quality of the new data source methodological changes have been made in the way the receptions and releases statistics have been produced. The revised methodology incorporates the various data quality improvements and additional information to produce more coherent and precise figures which reflect prisoner movements to a better standard. Similarly the availability of better quality information available regarding certain characteristics of prisoners and aspects of the adjudication process, have resulted in methodological changes. In turn, these changes have resulted in additional statistics being produced from the new data source.

The subsequent chapters of this document outline the main methodological changes that have been made to prison receptions, releases and adjudications and the consequent changes observed in the published statistics and how tables have changed to accommodate the new data source.

Changes to prison receptions

To aid users with the understanding of prison receptions, this release of Offender Management Statistics introduces new terminology which is more rigorous and more reflective of what the statistics are describing. The term "first reception" will be reserved for describing individuals that are first received into prison custody from court for a particular set of offences committed. This will give the best indication of the number of new prisoners that enter prison custody in the reporting period. The term "admission" will be used to describe counts of individuals that either enter custody or who have a change in their custody status in the reporting period. This terminology will be used in this and future editions of Offender Management Statistics and will affect both the quarterly and annual reception tables and corresponding commentary provided in the accompanying statistical bulletin.

The introduction of the new terminology and methodology used to report prison receptions has affected statistical reporting only; locally and centrally held data within prisons and central administration services was unaffected, as was the management of prisoners within the prison estate.

Methodological changes

In order to describe some of the methodological changes applied, a preliminary understanding of the variables used to produce prison reception statistics under the old data source is required. The old data source contains the following collection of variables which are predominately used to determine statistics for prison receptions:

- *Date of initial remand*. This is the date in which the offender first entered prison custody with a remand custody status.

- *Type of first reception*. This variable provides a description of the custody status of the offender on their first movement into prison custody, for example an offender may be recorded with a type of first reception being unconvicted remand or adult imprisonment.

- *Date convicted*. This is the date in which the offender receives a conviction from court, but not condemned to penalty or custodial punishment.

- *Date sentenced*. This is the date in which the offender receives a sentence from court. The date of sentencing may be the same as the date of conviction, if both a conviction and sentenced are passed on the same day in court.

- *Effective custody status*. This describes the custody status of the offender. A prisoner's custody status may change on several occasions as they progress through the criminal justice system, it remains unclear as to the precise nature of how this custody status field is extracted from the central database.

Change one: Rectification of potential double counting
Old methodology uses a combination of the various dates attributed to the prisoner and the prisoner's custody status at the point of first reception and subsequent custody status following sentencing to determine the type of admission (i.e. untried admission, convicted unsentenced admission, sentenced admission). A prisoners admission type is, broadly speaking, counted as

- Untried if the date of initial remand was in the reporting period and the type of first reception was recorded as 'unconvicted remand'.

- Convicted unsentenced if the date of conviction was in the reporting period and the type of first reception was recorded as 'convicted sentenced'.

- Sentenced if the date of sentencing was in the reporting period and the type of first reception was recorded as either 'detained immigration act', 'civil committal' or 'fine defaulter' or if the effective custody status showed the prisoners with a sentenced custody status.

However, due to the limited scope of the old data source, in some instances the old methodology may have mistakenly double counted a prisoners' admission type. One possible scenario where this could occur is when a prisoner receives a conviction and sentence from court on the same court hearing and has their type of first reception recorded as 'convicted unsentenced' and their effective custody status recorded as sentenced. This individual following the court hearing is received into prison and counted as an admission type of sentenced as the offender has received a custodial punishment from court, say. However this prisoner is also counted as convicted unsentenced, as the conviction date falls within the reporting period and has their type of first reception recorded as convicted unsentenced. The latter counting of the admission type as convicted unsentenced should not be case, as the prisoner is not received into custody as unsentenced. Improved methodology used for the new data source makes corrections for this double counting and will only count the prisoners admission type as sentenced in such scenarios.

Change two: Better alignment to definitions
The new data source contains variables which differ from those found in the old data source. The variables found in the new data source have been constructed to extract data from the Prison-NOMIS system more precisely and therefore can be used more effectively and accurately whilst also providing a greater depth of information. The main variables which are predominately used to determine statistics for the prison receptions for the new data source are:

- *First movement date*. This is the date in which the offender *first* enters a prison establishment for a particular set of offences committed.

- *First convicted*. This is the *earliest* date an offender receives a conviction from court for a particular set of offences committed.

- *First sentenced*. This is the *earliest* date an offender receives a sentence from court for a particular set of offences committed.

- *Imprisonment status*. This is comparable to the effective custody code found in the old data source and describes the custody status of the offender following sentencing. However, the custody status found in the new data source is the earliest recorded custody status following the court hearing in question.

The use of these new and adapted variables have resulted in clear improvements in the reporting of types untried, convicted unsentenced and sentenced admissions which more closely represent the corresponding definition of being counted each time a prisoner is *first* classified according to such a custody status following a court hearing.

Choosing the *first* instance in which a prisoner's admission type is convicted unsentenced or sentenced was not always possible due to the restricted nature of the old data source. An offender can have convictions and sentences passed on multiple occasions for a particular set of offences committed. This meant that, a prisoner's admission may have been counted again on occasions where either:

- an offender received an additional conviction after the first conviction had been received, or

- an offender received an additional sentence to be either served concurrently or consecutively to the initial sentence received, or

- an offender has been released on licence in the community and recalled to custody and re-sentenced for a further charge committed whilst on licence.

This is due to the old data source identifying such cases as first convictions and sentences given to the prisoner. The methodology used to identify prisoner admissions in the new data source has been improved so that only the first conviction and first sentence the prisoner received is counted.

Change three: Better clarity regarding recalled offenders
As outlined earlier, offenders recalled to custody from licence may receive further convictions and sentences from court if they are found to commit a further offence. The sentence invoked by the further offence committed whilst on licence should be served concurrently to the original sentence the offender was serving. The Prison-NOMIS caseload management system effectively merges the details of the original set of offences committed and any further offences committed whilst on licence and resulting outcomes into a single case file. This means that the new data source can only identify the first instance where offender was convicted and sentenced, which would relate to the original set of offences committed and not for the further offence committed whilst on licence. In the old data source, recalled offenders that receive a new sentence to be served may have been counted as sentenced admissions. This is because the capacity of the old data source cannot distinguish between sentences arising for a new offence that caused the breach of licence conditions resulting in a recall to custody and the original sentence an offender received.

This is no longer the case for statistics produced under the new data source due to this revised methodology and incorporation of data from the Public Protection Unit Database (PPUD) which allows better identification of recalled prisoners. Firstly, data for the total number of offenders returned to custody in the reporting period from PPUD is taken. This is then matched to a dataset of all admissions into custody over the same reporting year (this data is acquired from the prison receptions new data source). If a matched record exists between the two administrative data sources, it is counted as a recall admission. A small number of unmatched cases are likely to exist to due to data entry and processing errors which are inherent with large scale administrative systems. As a result, the number of recall admissions reported in the prison receptions table may not be equal to the "Returned in period" figures presented in Table 5.1 of the licence recalls tables where figures are drawn solely on information recorded on PPUD.

To provide users with a better representation of the number of offenders entering prison custody as a result of a licence revoke being issued, a new breakdown of recall admissions is provided in the prison reception tables for the new data source. Recall admissions count every instance a prisoner is received into custody for the first time following a licence recall issued from a probation supervising body.

4. Change four: Identification of immigration non-criminals

The old data sources allows first receptions to be identified as one of the following categories: untried, convicted unsentenced, sentenced (including immediate custodial sentences and fine defaulters) and non-criminals. Non-criminals comprise those individuals that are in prison because of a non-criminal matter, for example, non-payment of council tax *and* those individuals that have finished serving their sentence and are being kept in prison by the immigration authorities (these prisoners are called immigration detainees).

The new data source relies on offender movements and court hearings to determine the type of admission category of the prisoner when they are received into prison custody. However, as immigration detainees can be held post-sentence under an IS 91 warrant by immigration authorities without necessarily moving to another establishment following the completion of their custodial sentence, the identification of when their status changes to non-criminal is difficult to determine accurately. Further, prison establishments may not update the status of these offenders to 'immigration non-criminal' in a timely manner on the central administrative system which means the identification of immigration non-criminals, for statistical reporting purposes only, is challenging without consulting individual case files. Therefore, to preserve the integrity of published statistics, reporting of immigration non-criminals in prison reception tables will be discontinued. It should be noted that foreign national offenders that progress through the Criminal Justice System will continue to be identified as first receptions and untried, convicted sentenced and sentenced admissions in the new data source.

Resulting changes in published statistics

The combination of improved methodology outlined above have resulted in a fall in the number of reported first receptions (approximately 5%), untried admissions (approximately 11%), convicted unsentenced admissions (approximately 11%) and sentenced admissions (approximately 10%) each quarter between the old and new data source. However the underlying trend observed in the data has largely remained unchanged, which can be observed in Figure 1. The statistics produced under the new data source now provide a more accurate reflection on the number and type of movements into the prison estate.

Figure 1: Comparison of prison receptions data between the old and new data source.
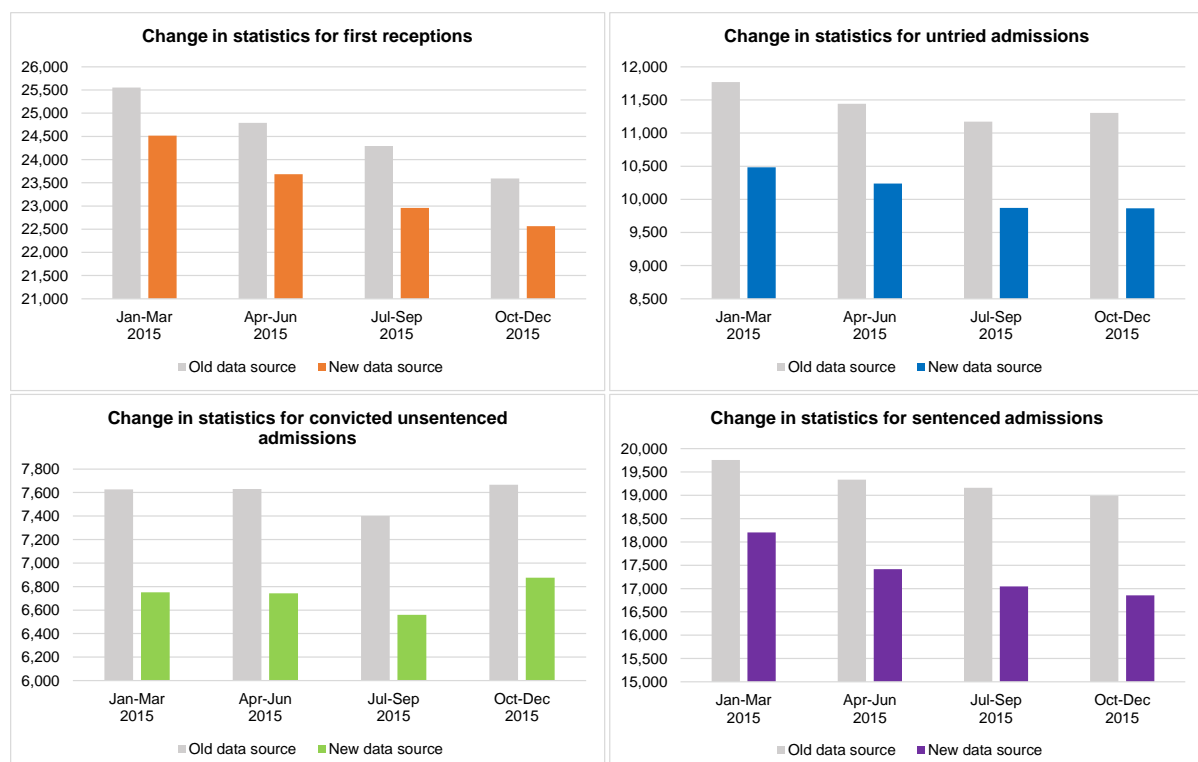
Changes to contents in tables

To accommodate the transition to the new data source a number of changes have been made to the coverage in prison receptions tables.

A more detailed expansion of first receptions is to be provided for the new data source. First receptions can be broken down into the remand first receptions, sentenced first receptions and civil non-criminal receptions.

- *Remand first receptions*: this describes a prisoner's first movement into custody where the prisoner spends *at least* one day on remand. For the annual tables, remand first receptions will further be broken down into untried first receptions and convicted unsentenced first receptions.

- *Sentenced first receptions*: this describes a prisoner's first movement into custody where the prisoner has been sentenced at court, and thus spends *no time* on remand. A full coverage of sentence lengths for immediate custodial sentences and fine defaulters is provided for sentenced first receptions.

- *Civil non-criminal first receptions*: this describes a prisoner's first movement into custody where the prisoner has only been committed to custody for a civil offence (e.g. non-payment of council tax).

Reporting of first receptions and other types of admissions will no longer be provided in the same table. To ease understanding for users, statistics relating to first receptions, remand admissions and sentenced admissions will be presented in separate tables in both quarterly and annual tables. As already outlined in the methodological changes, coverage of immigration non-criminals will be discontinued.

The new data source provides improved details of the locations of prisoners in the prison estate. Due to sustained public interest in the geographical breakdowns of prison receptions, an establishment level breakdown of first receptions will be provided in quarterly and annual tables for the first time. Many prison establishments have specific functions, for example, holding sentenced prisoners of a certain security category or remand functions holding prisoners appearing before the courts for either trial or sentence. Consequently, annual tables will provide a further establishment level breakdowns of remand admissions and immediate custodial sentenced admissions (that is, sentenced admissions excluding fine defaulters).

As outlined in the methodological changes, a new breakdown of recall admissions will be presented for the new data source. In accordance with other tables which provide a breakdown of prisoner admissions, a sex and age group breakdown is presented. To maintain consistency with the coverage provided in the licence recall tables, the custody status of prisoners reported in the recall admissions table will be split into those with determinate and indeterminate sentences at the time of recall. Sentence lengths categories for prisoners on determinate sentences will be classified to those serving less than 12 months and those serving 12 months or more. A breakdown of prisoners serving indeterminate sentences will be broken down into those serving life sentences and Imprisonment for Public Protection (IPP) sentences at the time of recall.

Changes to prison releases

The transition of the new data source has resulted in a number of changes to the methodology used to report on all statistics found in the prison releases table.

Releases from determinate and indeterminate sentences

To aid users with the understanding of what comprises a release from a determinate and indeterminate sentence, a more rigorous explanation of the prison release definition has been presented here. This expanded definition applies to both the old and new data source. Under the old system, due to data quality concerns, the number of releases from indeterminate sentences are derived from a different source than the one used for those released from determinate sentences. As the new data is of an improved quality, prison releases from determinate and indeterminate sentences will both be drawn from the new data source.

The introduction of the new data source has enabled us to enhance the methodology used to produce determinate and indeterminate release figures which aligns more closely to the given definition. A summary of the main methodological changes are summarised below.

Change one: Incorporation of more information
In the old data source, the determination of a release from a determinate sentence was restricted to one variable which was the movement reason attached to the release. The new data source contains two additional variables which allows the ability to monitor changes in the release date. Thus the new data source has a greater depth of information available for disposal. This has resulted in the development of a more robust method which employs a careful combination of three different variables to determine a release to greater precision. In particular, this new method allows a better ability to determine releases following recall from licence which are to be excluded.

Change two: More appropriate determination methods
The method used to produce determinate releases from the old data source employs a number of data filters to yield the correct cohort of prisoners according to the definition provided in Offender Management Statistics. This involved including only those prisoners where the difference in days between the prisoners release date and sentencing date was less than or equal to the *effective sentence length*. The effective sentence length is the sentence length given at court, adjusted for any time the prisoner has already spent on remand, tagged bail or being unlawfully at large.

This method is problematic as the effective sentence length can change on multiple occasions as an offender progresses through the system. For example, the prisoner may receive additional sentences to be served either concurrently or consecutively at a new court hearing after their original sentence has been given. It is not possible to know whether the most recent, and therefore most relevant, sentence has been extracted from the central administrative system. Coupled with the fact that the effective sentence length calculation can be prone to data entry error, this may have meant that on occasions some prisoner releases may not have been counted. This approach has been dropped in the method used under the new data source, and instead relies on ensuring the prisoner has been convicted and sentenced, that the date of release is after or equal to the sentence date and that a sentence length has been recorded against the prisoner.

<u>Change three: Better sentence length information</u>
Due to concerns about data quality in the old releases data source for determinate releases, additional information on the sentence length given at court (referred to as the judicially imposed sentence length) was derived from another data extract originating from the Prison-NOMIS caseload management system. Each releases data extract would then be subject to a matching procedure between the judicially imposed sentence length from Prison-NOMIS and the main releases data source. This process would result in a cohort of prisoners which would exclude any cases in the releases data source that could not be matched with a record in the Prison-NOMIS sentence length extract. The process was necessary as otherwise it would be unknown or unclear as to whether prisoners were actually serving determinate sentences.

The new data source is received directly from Prison-NOMIS with both these data items. This has meant that there is no need to carry out the matching exercise, meaning no prisoners will be incorrectly excluded from the cohort.

<u>Change four: Control over releases from establishments</u>
National Offender Management Service (NOMS) operate two Immigration Removal Centres (IRCs). Immigration removal centres are holding centres for foreign nationals awaiting decisions on their asylum claims or awaiting deportation following a failed application. In rare circumstances, the data may show cases of offenders being released from determinate sentences where the establishment is an IRC. This should not be possible as individuals detained in IRCs are non-criminals, and such cases only arise due to recording errors or a time lag in updating the offenders status. For the new data source, the use of a revised methodology has meant that any recorded releases from custodial sentences from IRCs are excluded.

<u>Resulting changes in published statistics</u>
The combination of the amended methodology and better quality information has resulted in an increase in the number of reported releases from determinate and indeterminate sentences. Over the year in 2015, the new data source shows roughly a 7% increase in the number of releases from determinate sentence when compared to the old data source. From a quarterly perspective, the increases in the number of determinate sentences due to the new data source are more pronounced for the latter quarters of 2015 (see Figure 2). This may be attributed to the introduction of the Offender Rehabilitation Act (ORA) 2014, which meant that adults serving custodial sentences of less than 12 months, for an offence committed after 1 February 2015, will be released on license after serving one half of their sentence in prison. This consequently increases the cohort of offenders that will be counted as a release following recall from licence in latter quarters of 2015. For indeterminate releases, there is approximately a 10-15% increase each quarter, however the underlying trend observed in the data has largely remained unchanged. This increase is largely due to a combination of improved recording practises and methodological alignments to determinate releases to include indeterminate releases for those offenders that are deported or removed through early removal schemes.

The average sentence length under the new data sources has fallen by roughly 1.5 months when compared to the old data source. This is largely attributable to more accurate sentence length information. In contrast, the average time served (including time spent on remand) has increased by roughly 1 month. This disparity between the average sentence length and average time served is due to the way in which recalled offenders that are subsequently released are handled. The time served including remand is calculated as the difference between the date of initial entry to prison and the date of release. For those offenders that are recalled to custody, the date of entry is taken to be the date of initial entry for the original set of offences committed and *not* the date in which the offender returned to custody for the breach of their licence.

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The method used to calculate time served including remand remains the most appropriate given the data that is centrally held. Although, it should be noted that for prisoners that have been recalled to custody, the time served measurement will include a period where the offender was actually on licence in the community instead of in prison custody. This is the reason for the observed increase in the average time served including remand.

Figure 2: Comparison of prison releases data between the old and new data source.
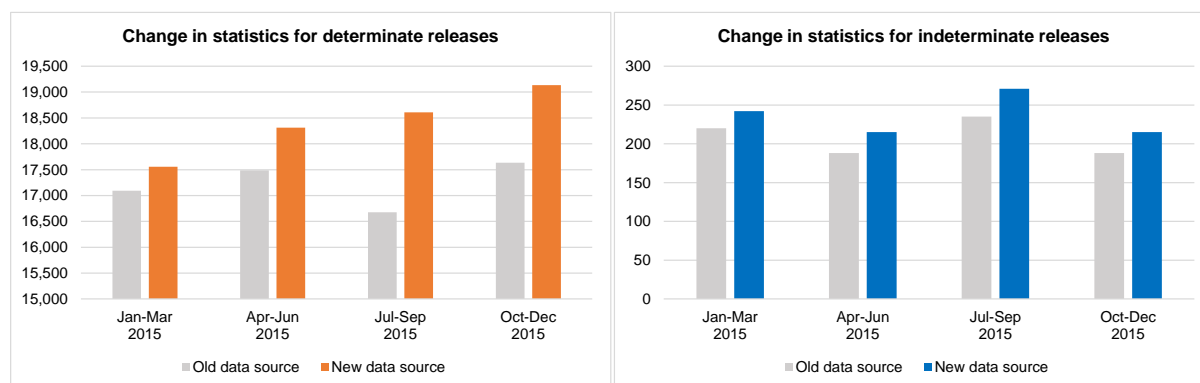
Home Detention Curfew

The data source used to produce the number of prisoners eligible for release on Home Detention Curfew (HDC) has transitioned to a new data source.

1. HDC eligibility
A significant change has been introduced to the cohort of prisoners identified as being eligible for release on HDC for the new data source. The old data source identifies prisoners that have *become* eligible for release on HDC in the reporting period only. However, this is not comparable with the numbers that are actually released. To provide a more accurate reflection of the number of prisoners that are potentially eligible for release on HDC under the new data source, the cohort of prisoners identified will be those prisoner that are eligible for release on HDC *at any given time* in the reporting period. This means that any prisoner that became eligible for release on HDC before the reporting period starts and continues to be eligible in the following reporting period (because they have not been released from prison yet), will be included in the HDC eligibility cohort. The inclusion of this additional portion of prisoners is the main reason for the observed increase in the number of prisoners reported to be eligible for release on HDC in the new data source.

For the new data source, the cohort of prisoners identified as HDC eligible is drawn from monthly population snapshots. The new data source allows the application of greater criteria to the produce a more representative cohort of individuals. This includes:
   a. ensuring the prisoner is serving a custodial sentence of 12 weeks or over but less than four years;
   b. excluding fine defaulters and contemnors, whether civil or criminal who are not eligible for HDC, since they are not serving a sentence of imprisonment;
   c. ensuring the period served in custody to be at least 28 days;
   d. ensuring the prisoner has 135 days or less remaining until their statutory release point, as this is the statutory maximum HDC period a prisoner can receive; and
   e. ensuring the prisoner has 14 days or more remaining until the half-way point of their sentence.

Further, any prisoner appearing in the prison population snapshot with an expected release type recorded to be a 'Home Detention Curfew' and where the expected release date occurs in the reporting period will also be counted as HDC eligible. This is because any prisoner expected to be released on HDC, must also be eligible for release.

Please note these figures are those individuals that are **potentially eligible** for release on HDC. It includes offenders who are in fact statutorily ineligible for HDC, such as registered sex offenders or those with a previous recall for breach of curfew on HDC. Prisoners not eligible for HDC for these reasons cannot be identified from the data. Moreover, certain offenders are presumed unsuitable for HDC and will only be considered for release in exceptional circumstances.
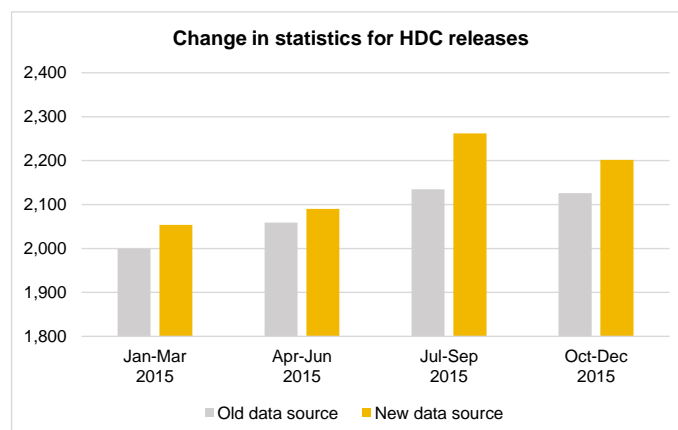
2. HDC releases
The data source used to produce the number of releases on Home Detention Curfew has also transitioned to the new data source obtained from the Prison-NOMIS caseload management system and so is derived from the same extract as the one used to produce the number of releases from determinate sentences (see above). The old data source for HDC releases is derived from a dedicated extract which contains only information on a limited number of HDC variables including release dates and sentence length. For the new data source, the number of HDC releases are a subset of all releases from determinate sentences. Further to the process used to derive the number of releases from determinate sentences, the following additional criteria are applied to determine the number of releases on HDC:

- the prisoner is serving a custodial sentence of 12 weeks or over but less than four years (this is because only prisoners serving these sentence lengths are statutorily eligible for HDC);

- the date of release falls on or after the home detention curfew eligibility date (this ensures that the prisoner has been deemed eligible for release on HDC);

- the date of release is before the statutory release point, which is the half-way point of the sentence (this is because HDC is an early release mechanism and thus any prisoner released on or after the statutory release point could not possibly have been released on HDC);

- where it is possible to do so, the home detention curfew approved date coincides with the date of release (it is not always possible to do this as the approved date is not always recorded on the central administrative system).

The number of prisoners reported as being released on HDC from the new data source has increased by approximately 3-6% every quarter and is largely due to vast improvements in data quality. Despite this, the underlying trend observed in the data has largely remained unchanged (see Figure 3).

Figure 3: Comparison of HDC releases data between the old and new data source.

Change in statistics for HDC releases

3. HDC recalls

The old data source presents the total number of HDC recalls that occur over the reporting year. However, this does not allow users to directly compare the number of recalls to the number of releases. To provide users with a gauge of how many prisoners released on HDC are actually recalled in the HDC period (that is, the period from the date of release on HDC to the half-way point of the sentence) which can be a maximum of 135 days for any prisoner, the figures for HDC recalls will be presented in a different way. The number of HDC recalls reported under the new data source will be the total number of individuals that have been recorded to be released on HDC in the reporting year and have had a licence revoke issued in the HDC period by 31 March of the following year (this is the most recent date for which licence recall data is available at the time of publication).

The presentation of HDC recalls in this way has been made possible through the transition to the new data source. Firstly, data is taken from the Public Protection Unit Database (PPUD) which records all instances of licence revokes. This dataset is then matched to the number of HDC releases over the reporting year. Those individuals that appear with a licence revoke date on the PPUD dataset which falls between the date of release on HDC and the statutory release date (this is the half-way point of the sentence and the date the offender would have been released if no release on HDC occurred) recorded on the releases dataset are taken forward as the cohort of HDC recalls.

Releases on temporary licence

The data source used to produce the number of prisoners released on temporary licence (ROTL) has also transitioned to the new data source. Whilst this has resulted in improvements in data quality, the method used to determine releases on temporary licence in the new data source have not changed from the old system. Consequently, the total number of incidences of ROTL reported has remained unchanged when comparing the old data source to the new data source. However, there have been number of small changes in the reported number of incidences on different types of licence. This is due to, for statistical reporting purposes only, a reclassification of individual activities for which offenders can be released on temporary licence for. The new groupings provide a better reflection of the type of temporary licence the offender was given.

The number of individuals released on temporary licence has also largely remained unchanged when comparing the new data source to the old data source. In some reporting periods, the total number of individuals released may have fallen by a very small number.

This is due to improved identifiers in the old data source which allows better identification of unique prisoners. In contrast, the old data source only contains identifiers which allow an identification of specific spells that an offender is committed to custody for, this means that an individual who has multiple spells in prison custody will have been given different identification numbers.

Changes to content in tables

To accommodate the transition to the new data source a number of changes have been made to the coverage in the prison releases tables.

The new data source provides improved details of the locations and movements of prisoners in the prison estate. Due to sustained public interest in the geographical breakdowns of published statistics, an establishment level breakdown of the number of releases from determinate and indeterminate sentences has been provided in both quarterly and annual tables. Further, the new data source covers much greater scope than the old data source and includes information on prisoner transfers. A new table covering the total number of prisoner transfers and the reason for transfer has been provided for the first time in both quarterly and annual tables. As a prisoner can have multiple transfers in the reporting period, the total number of individual prisoners that have at least one instance of transfer in the reporting period have also been provided to aid users with the understanding of the data.

As outlined earlier, the way in which the number of HDC recalls is presented and produced has changed in the new data source. In order to accommodate these changes into the annual releases tables, the new methodology has been presented on a separate table resulting in a break in the time series for HDC recalls. In line with other data presented for HDC, the number of HDC recalls is broken down by the sentence length the offender was serving at the time of release on HDC. For reference this sentence length breakdown is as follows:
- Less than or equal to six months
- Greater than 6 months to less than 12 months
- 12 months to less than 4 years
    i. 12 months to less than 2 years
    ii. 2 years to less than 4 years

From the beginning of 2015, the Public Protection Unit Database routinely began to record multiple reasons for why an offender had their licence revoked. As a result, all recorded recall reasons attributed to the offender have been provided in this statistical series. As a consequence of providing all reasons for recall, the sum of the totals for each recall reason will not add up to the total number of offenders recalled. For HDC recalls, the reasons for recall from HDC can be classified into the following four main categories; breach of curfew conditions, inability to monitor, breach or non-curfew conditions and other or unspecified reasons.

Changes to prison adjudications

The new data source contains the following collection of variables which are predominately used to determine statistics for the prison adjudications:

- *Date of result.* This is the date in which the hearing has been completed after a disciplinary charge has been laid by the reporting officer.

- *Adjudication number.* This is unique to the incident for which the prisoner has been charged and this could arise from single or multiple offences that may be combined into a single hearing (with separate findings for each action). The findings and any punishments are reserved until the hearing has been completed in respect of each prisoner.

- *Adjudication outcomes.* This is the result of adjudication, after it has been heard so that the accused prisoner hears the evidence. The adjudicator will consider whether the charge against the accused prisoner has been proved and if it is not will dismiss the charge. If the hearing has reached a stage where it is not possible to reach a conclusion, or where further delay would be unfair on the grounds of natural justice, the adjudicator may decide that it should not proceed further. Other outcomes include appeal, prosecution or referral to the Police, for which a serious criminal offence appears to have occurred (for example, assaults on staff or prisoners).

- *Punishment outcomes.* This is the sanction imposed onto a prisoner following an allegation of a single or multiple actions. More than one punishment can be given for each offence committed. There are different punishment types and these should be proportionate to the seriousness of the offence and limited to the maximums set out in the [Prison and Young Offender Institution Rules (PYOSR)](#). The PYOSR provide information on sanctions and more severe sanctions should apply where a 'protected characteristic' under the Equality Act 2010 (i.e. age, religion, sexual orientation) has been proven to be a motivation for the offence.

The new data source contain similar variables, but these have now been constructed to have better precision in extracting information from the Prison-NOMIS system. As a result, the data can be used more effectively and accurately whilst also providing a greater depth of information. It should be noted that following the phased roll-out of the Prison-NOMIS system, data collection issues emerged that affected the supply of data for statistical reporting purposes only from July 2009 to February 2010. These issues were successfully resolved. However, 2010 adjudication data was not complete or reliable, as figures were estimated. From 2011, data quality of adjudication data from the old data source improved and as a result differences in the statistics between the 2014 old and new data sources are minor. In order to highlight the impact of the new adjudication data, a singular table has been produced in the adjudication tables for this release which compares the number of proven adjudications between the two data sources for the years 2010 and 2014. This table has been reproduced in [Annex B](#) for reference.

Changes to sentence length breakdowns and offence groups

Other immediate changes in this edition of Offender Management Statistics are the introduction of more detailed sentence length breakdowns and the transition over to the offence groups that the Office for National Statistics (ONS) introduced in 2013.

The new sentence length breakdowns are more reflective of the old sentencing framework used by the courts, the custodial sentences that the prisoner is serving, are more transparent in what sentence lengths have been recorded, and allow users to make historical comparisons to previously reported sentence length groups. Table 1 below sets out how the determinate sentenced population will now be reported for the prison receptions and releases tables in Offender Management Statistics.

Table 1: Old and new determinate sentenced receptions and releases breakdown

Old breakdown	New breakdown
Less than or equal to 6 months	Less than or equal to 6 months
Greater than 6 months to less than 12 months	Greater than 6 months to less than 12 months
12 months to less than 4 years	12 months to less than 2 years
	2 years to less than 4 years
4 years of more (excluding indeterminate sentences)	4 years to less than 5 years
	5 years to less than 7 years
	7 years to less than 10 years
	10 years to less than 14 years
	14 years or more (excluding indeterminate sentences)
	Extended determinate sentences
	Sentence length not recorded

The new offence groups have been designed to provide a more coherent and consistent set of offence categories and a clearer picture for users. The main change is that published offence groups will now fall under four broad categories; victim-based crimes which allows users to distinguish crimes with a specific identifiable victim, other crimes against society which do not normally have an immediate direct victim, fraud offences, and summary offences. Table 2 shows the old offence groups that have been used in reporting prison receptions to date, and the new offence groups that will be introduced. Users should be aware that where some offence groups have the same name under the new and old classifications, there are likely to be differences in the methodological rules that are used to assign offences to the category.

Table 2: Old and new offence group breakdowns

Old offence groups	New offence groups
Violence against the person	Violence against the person
Sexual offences	Sexual offences
Robbery	Robbery
Burglary	Theft offences
Theft and Handling	Criminal damage and arson
Fraud and forgery	Drug offences
Drug offence	Possession of weapons
Motoring offence	Miscellaneous crimes against society
Other offences	Fraud offences
Offence not recorded	Summary non-motoring
	Summary Motoring
	Offence not recorded

The changes to sentence length and offence group breakdowns are set out in the statistical notice, published in July 2015, which provides more detail about the process and impact of the introduction of these changes in the prison population. Whilst this focuses solely on the sentenced prison population, these changes also apply to, and are similar for, prison admissions when it is reported by offence group.

Other changes to the statistics

Due to improvements in IT systems, other miscellaneous changes which do not pertain to prison receptions, releases or adjudications have been made in this edition of Offender Management Statistics to improve the quality of published statistics. These changes are summarised below.

Prison population

The Offender Rehabilitation Act (ORA) 2014 introduces a new period of post sentence supervision for all offenders sentenced to less than 2 years in custody for an offence committed on or after 1 February 2015. Offenders sentenced to less than 2 years and released on license, will be subject to an additional period of supervision (referred to as the top-up supervision period), once their license period comes to an end. The licence and supervision periods will together make up 12 months.

Where an offender breaches the period of post sentence supervision, the court are responsible for dealing with the breach. They can:
    i. make an order requiring the offender to carry out unpaid work or comply with a curfew requirement;
    ii. order the offender to pay a fine; or
    iii. order the person to be committed to prison for a period not exceeding 14 days.

Previously, offenders committed to custody for a breach of top-up supervision (BOTUS) are classified in the prison population as 'recalls'. After consideration, offenders serving a term of BOTUS will, as of prison population statistics from 31 March 2016 onwards, be classified as 'sentenced' in the prison population. This is because committal to custody for BOTUS is at the discretion of the Magistrates' Court, and thus a court disposal. This classification now provides greater clarity in the prison population statistics. All prisoners that enter custody following sentencing at court will be classified as 'sentenced' in the prison population and all prisoners that enter custody as a result of a probation supervising body issuing a licence revoke will be classified a 'recall' in the prison population. Given the small numbers involved, the impact this has on the statistics is minimal and the overall trends reported are unchanged. Further, any prisoner that is committed to custody for a breach of top-up supervision will also be counted as a sentenced admission in the prison receptions tables.

HDC caseload

As a result of improvements to the administrative data source, the figures for the number of prisoners currently held under Home Detention Curfew have been refined. Previously, the HDC caseload figures include all those where:

- the last movement of the prisoner is recorded as a 'Home Detention Release', and

- the expected release date (either the automatic release date or conditions release date) falls after the date on which the HDC caseload snapshot is taken.

The new data source allows further criteria to be applied to the method for producing the HDC caseload figures. To reflect the statutory maximum period that an offender can spend on HDC (135 days), any individual whose last recorded movement is recorded as a 'Home Detention Curfew' release and the date of release was in excess of 135 days prior to the

date of the snapshot will not be counted as part of the HDC caseload. This additional criterion ensures that offenders who, cannot possibly be out on HDC at the point the caseload snapshot is taken, are excluded from the HDC caseload figures. The new procedure also makes corrections for any offender that may still appear on central administrative systems to be on the caseload having been released on HDC more than 135 days before the date of data collation which are due to rare recording errors. Consequently, the HDC caseload figures taken from the new data source provide a more accurate account of the number of prisoners on Home Detention Curfew at any given point in time.

The new HDC caseload figure is not available for this statistical release which covers the year from January to December 2015, as the new data source of the HDC shapshot only became available at the beginning of 2016. However, subsequent releases of Offender Management Statistics will incorporate the new HDC caseload figures.

Licence recalls

As set out in the further consideration section outlined in the statistical notice, published in January 2015, an additional table in the licence recall tables which mirror the quarterly tables but present licence recalls data as an annual time series has been introduced.

Due to sustained public interest in the reasons for offenders being recalled from licence, a new statistical table outlining the reasons for recall have been introduced in the quarterly licence recall table. From the beginning of 2015, the Public Protection Unit Database routinely began recording multiple reasons for recall from licence. As a result all the recorded reasons for a licence recall have been presented. The reasons for recall can be classified into the following main categories; further charge, non-compliance, failed to keep in touch, failed to reside, drugs or alcohol, and other reasons.

Annex A – Offender Management Statistics

Following the transition to the new data source and subsequent work to better organise the quarterly and annual tables, the tables previously published in the April 2015 edition of Offender Management Statistics have been renumbered. These changes are summarised below.

Quarterly tables: prison receptions

Old tables	New tables
Table 2.1: Prison receptions by type of custody, sentence length, age group, and sex	**Table 2.1:** First prison receptions by type of first reception, sentence length, and sex
	Presented in a **new** table. Number of first receptions expanded to include the type of first reception (i.e. remand, sentenced or civil non-criminal) with a sentence length breakdown.
	Table 2.3a: Remand admissions into prison by type of custody, age group, and sex
	Untried and convicted sentenced admissions presented in a **new** table.
	Table 2.4a: Sentenced admissions into prison by sentence length, age group, and sex
	Presented in a **new** table, expanded to include more detailed sentence lengths from 1 January 2015 for the new data source.
Table 2.2a: Remand receptions into prison by type of custody, offence group, and sex	**Table 2.3b:** Remand admissions into prison by type of custody, offence group, and sex
	New offence groups introduced.
Table 2.2b: Immediate custodial sentenced receptions by offence group, and sex	**Table 2.4b:** Immediate custodial sentenced admissions into prison by offence group, and sex
	New offence groups introduced.
Table 2.3: Experimental Statistics – First prison receptions of Former Members of the Armed Services	**Table 2.6:** Experimental Statistics – First prison receptions of Former Members of the Armed Services
	No changes.
	Table 2.2: First prison receptions by establishment, and sex
	New table for new data source, from 1 January 2015.
	Table 2.5: Recall admissions into prison by type of custody at time of recall, age group, and sex
	New table for introduced for the new data source to show offenders entering prison custody as a result of a licence recall.

Annual tables: prison receptions

Old tables	New tables
Table A2.1: Prison receptions by type of custody, sentence length, age group, and sex	**Table A2.1i** and **Table A2.1ii** For details see below.
	Table A2.3: Remand admissions into prison by type of custody, age group, and sex Untried and convicted sentenced admissions presented in a **new** table.
	Table A2.6: Sentenced admissions into prison by sentence length, age group, and sex Expanded to include more detailed sentence lengths from 2015 for the new data source
Table A2.2a: Remand receptions into prison by custody type, offence group, and sex	**Table A2.4i:** Remand admissions into prison by type of custody, offence group, and sex Updated to show new offence groups for the new data source from 2015 onwards
	Table A2.4ii: Remand admissions into prison by type of custody, offence group, and sex Old offence groups prior to and including 2015.
Table A2.2b: Immediate custodial sentenced receptions by offence group, and sex	**Table A2.8i:** Immediate custodial sentenced admissions into prison by offence group, and sex Updated to show new offence groups for the new data source from 2015 onwards
	Table A2.8ii: Immediate custodial sentenced admissions into prison by offence group, and sex Old offence groups prior to and including 2015.
Table A2.3: Immediate custodial sentenced receptions into prison by age, and sex	**Table A2.7:** Immediate custodial sentenced admissions into prison by age, and sex No changes.
Table A2.4: First receptions into prison by type of first reception, and sex	**Table A2.1i:** First prison receptions by type of first reception, sentence length and sex Table for the new data source from 1 January 2015. Sentence length breakdown of sentenced first receptions introduced. Immigration non-criminals cannot be identified.
	Table A2.1ii: First prison receptions by type of first reception, sentence length and sex Old breakdown of type of first reception prior to and include 2015.
Table A2.5: Non-criminal prisoner receptions by type of committal, and sex	**Table A2.11:** Non-criminal admissions into prison by type of committal, and sex Immigration non-criminal admissions not available from 2015 onwards for the new data sources.
	Table A2.2: First prison receptions by establishment, and sex **New** table for introduced for the new data source, from 2015 onwards.

	Table A2.5: Remand admissions into prison by establishment, and sex
	New table for introduced for the new data source, from 2015 onwards.
	Table A2.9: Immediate custodial sentenced admissions into prison by establishment, and sex
	New table for introduced for the new data source, from 2015 onwards.
	Table 2.10: Recall admissions into prison by type of custody at time of recall, age group, and sex
	New table for introduced for the new data source to show offenders entering prison custody as a result of a licence recall, from 2015 onwards.

Quarterly tables: prison releases

Old tables	New tables
Table 3.1: Releases from determinate and indeterminate sentences by age group, and sex	**Table 3.1:** First prison receptions by type of first reception, sentence length and sex
	Expanded to include more detailed sentence lengths from 1 January 2015 for the new data source.
Table 3.2: Time served in prison by prisoners released from determinate sentences by sex	**Table 3.2:** Time served in prison by prisoners released from determinate sentences by sex
	Expanded to include more detailed sentence lengths from 1 January 2015 for the new data source.
Table 3.3: Home Detention Curfew releases by sentence length, and sex	**Table 3.4:** Home Detention Curfew releases by sentence length, and sex
	Expanded to include more detailed sentence lengths from 1 January 2015 for the new data source.
Table 3.4: Releases and recorded failures on temporary licence, by sex	**Table 3.5:** Releases and recorded failures on temporary licence, by sex
	No changes.
	Table 3.3: Releases from determinate and indeterminate sentences by establishment, and sex
	New table introduced for the new data source, from 1 January 2015 onwards.
	Table 3.6: Prisoner transfers by type of transfer, and sex
	New table introduced for the new data source, from 1 January 2015 onwards.

Annual tables: prison releases

Old tables	New tables
Table A3.1: Releases from determinate and indeterminate sentences by age group, and sex	**Table A3.1:** First prison receptions by type of first reception, sentence length and sex Expanded to include more detailed sentence lengths from 2015 for the new data source.
Table A3.2: Time served in prison by prisoners released from determinate sentences by sex	**Table A3.2:** Time served in prison by prisoners released from determinate sentences by sex Expanded to include more detailed sentence lengths from 2015 for the new data source.
Table A3.3: Number of first indeterminate releases and average time served	**Table A3.3:** Number of first indeterminate releases and average time served No changes.
Table A3.4: Home Detention Curfew releases by sentence length, and sex	**Table 3.5:** Home Detention Curfew releases by sentence length, and sex Expanded to include more detailed sentence lengths from 1 January 2015 for the new data source.
Table A3.5: Home Detention Curfew recalls by reason, and sex	**Table A3.6i:** Home Detention Curfew recalls by reason, and sex **New** table introduced for the new data source to accommodate new methodology, from 2015 onwards. Expanded to include a sentence length breakdown and relates recalls to the year of release on HDC.
	Table A3.6ii: Home Detention Curfew recalls by reason, and sex Old table and methodology for HDC recalls prior to and include 2015.
Table A3.6: Releases and recorded failures on temporary licence, by sex	**Table A3.7:** Releases and recorded failures on temporary licence, by sex No changes.
	Table A3.4: Releases from determinate and indeterminate sentences by establishment, and sex **New** table introduced for the new data source, from 2015 onwards.
	Table A3.8: Prisoner transfers by type of transfer, and sex **New** table introduced for the new data source, from 2015 onwards.

Quarterly tables: licence recalls

Two new tables have been added to the quarterly licence recall tables:

- **Table 5.10:** Number of offenders recalled, by sex and reason for recall

- **Table 5.11:** Annual number of offenders recalled from licence, by sex, supervising body, and sentence length

  As a result of further considerations set out in the statistical notice, published in January 2015, an annual table for licence recalls have been produced which mirror quarterly table 5.2. This provides the basis for an annual time series of licence recalls from 2015 onwards.

Annual tables: prison adjudications

Old tables	New tables
Table A5.1: Adjudication outcomes by sex, age and ethnicity	**Table A5.1:** Adjudication outcomes by sex, age group, and ethnicity
Table A5.2: Adjudication outcomes per 100 population in prison establishments by type of offence and sex	Table discontinued
Table A5.3: Offences punished per 100 population in prison establishments by type of offence and sex	Table discontinued
Table A5.4: Punishments per 100 population in prison establishments by type of punishment and sex	Table discontinued
Table A5.5: Offences punished by punishments given in prison establishments and sex	Table discontinued
Table A5.6: Detailed offences punished by punishments given in prison establishments, Males and Females	Table discontinued
Table A5.6m: Detailed offences punished by punishments given in prison establishments, Males	Table discontinued
Table A5.6f: Detailed offences punished by punishments given in prison establishments, Females	Table discontinued
Table A5.7: Offences punished by punishments given in prison establishments and ethnic group, Males and Females	Table discontinued
Table A5.7m: Offences punished by punishments given in prison establishments and ethnic group, Males	Table discontinued
Table A5.7f: Offences punished by punishments given in prison establishments and ethnic group, Females	Table discontinued

Annex B – Adjudications comparison table

Comparison table between old and new data sources: Proven adjudications by sex, age group, and ethnicity[1], 2010 – 2014, England and Wales

	2010		2014	
	Old data source	**New data source**	**Old data source**	**New data source**
	Proven		**Proven**	
Males and Females	**90,966**	**125,865**	**90,982**	**89,474**
Males	85,611	120,680	85,650	84,490
Females	5,355	5,185	5,332	4,984
Age	**90,966**	**125,865**	**90,982**	**89,474**
15 - 17	10,622	9,829	7,288	7,224
18 - 20	19,351	22,285	15,387	14,805
21 - 24	18,279	23,084	19,772	19,392
25 - 29	16,485	24,044	18,514	18,363
30 - 39	17,602	28,177	20,264	20,088
40 - 49	6,937	14,298	7,397	7,294
50 - 59	1,311	3,188	1,949	1,893
60 and over	379	960	411	415
Ethnicity	**90,966**	**125,865**	**90,982**	**89,474**
White	65,765	86,338	65,757	64,488
Mixed/ Multiple ethnic groups	4,984	7,382	5,893	5,798
Asian or Asian British	4,625	6,325	4,682	4,620
Black/ African/ Caribbean/ Black British	14,835	23,952	13,563	13,397
Other ethnic group	356	688	802	725
Not Known [4]	401	1,180	285	446

(1) Offences were recorded under the 2011 Census categories which have replaced the 2001 Census categories and therefore Chinese have moved from "Chinese or other ethnic group" to the "Asian/Asian British" category, and the group renamed to "Other ethnic group". This is in line with changes made to the ethnic group classifications in other National Statistic publications on populations in England and Wales following the 2011 Census.

(2) 2014 has been used in this comparison as it is the last year in which MoJ had a complete year of data from the old data source.

(3) Includes prisoners where ethnicity is not known either due to no recording or a recording of 'Not Stated'.

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