



Ministry
of Justice

National Offender Management Service Workforce Statistics Bulletin

30th June 2013

Ministry of Justice
Statistics Bulletin

Published 29th August 2013

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Introduction

This is the first issue of the quarterly National Offender Management Service Workforce Statistics bulletin. There is a high demand from both internal and external users for statistics regarding NOMS staff, to monitor changes to staffing figures and the structure of the staff population over time. Drawing on these requests, this publication was designed to meet these needs in an efficient fashion, covering a wide range of issues in a clear and cohesive manner.

The publication considers staffing levels since 2000, but focuses on more recent changes. The financial year 2010/11 saw the introduction of policies on recruitment control and voluntary staff departures under the Voluntary Early Departure Scheme (VEDS), with the intention of reducing staff numbers within NOMS. Therefore, the time series in tables within this publication begin the time series at 31 March 2010, to allow monitoring of changes to staff numbers as a result of the implementation of these policies. Tables show the most recent 5 quarter points (covering the last 12 month period), and then continue the time series back further with annual figures for the end of each preceding financial year for the past three years, back to 31 March 2010.

As this is the first publication, comprehensive commentary has been provided across the entire period since 31 March 2010. In future editions, the commentary will be more concise, focusing on the current picture and changes since the previous quarter.

Definitions

This publication covers all civil service employees of the National Offender Management Service (NOMS). NOMS operates within England and Wales only. Offender management, prisons and probation are devolved within Scotland and Northern Ireland, and for this reason the publication does not include figures for Scotland, Northern Ireland, or the United Kingdom total. The Isle of Man and the Channel Islands also have separate prison administrations.

Staff working for the Probation service are not civil servants, and accordingly are not included within this publication. Information about Probation staff is published separately in the Probation Workforce Information Report¹. Also excluded from this publication are contractors, agency staff, and staff in private prisons, contingent workers such as teachers and nurses directly employed by Primary Care Trusts (PCTs), sessional workers, voluntary workers, NOMS staff on loan, on secondment out, and those on career breaks.

Full time equivalent (FTE) is a measure of the staffing resource available based on contracted hours. Whereas the headcount of staff is a simple measure of the number of individual members of staff, in order to consider both available resource and the cost of that resource, FTE is a more useful measure. Where a member of staff works the standard hours for their grade they are counted as full time (1 FTE). Staff who work less than standard hours are allocated an FTE in proportion to their contracted hours and the standard hours for the grade. Additional work undertaken in addition to standard hours, such as overtime is not taken into account in calculating FTE.

FTE is the preferred measure for monitoring available staff resource when considered by location, function or grade. However, for consideration of equality, where it is the equal treatment of individuals which is concerned, FTE is not an appropriate measure. For this,

¹ www.gov.uk/government/publications/probation-service-workforce-quarterly-reports-2012-2013

headcount is used. It should be noted that the headcount total number of staff will always be higher than the FTE total.

Joiners and leavers are measured on a headcount basis, as it is individuals that are under consideration. When considering change in available resource as a result of staff turnover, the net change in staff FTE is of interest, rather than joiners and leavers.

The main areas covered in this publication are:

- Staff in post FTE by Region of England, and Wales; by Function of Establishment (category of prison); by Grade, and by Establishment.
- Staff in post headcount by Protected Characteristic under the Equality Act 2010.
- Joiners and leavers headcount by Region of England, and Wales; by Function of Establishment (category of prison); by Grade; by Protected Characteristic.
- Leavers headcount by Reason for Leaving.

Users and uses of these Statistics

These statistics have many intended uses by a diverse range of users, and are designed to meet as many of the needs of these users as possible in the most useful and meaningful format.

Intended use of statistics:	Summary of main statistical needs:
MOJ ministers	Use the statistics to monitor changes to NOMS staff numbers, and to the structure of the organisation over time.
MPs and House of Lords	These statistics are used to answer parliamentary questions. This publication aims to address the large majority of parliamentary questions asked.
Policy teams	These statistics are used to inform policy development, to monitor impact of changes over time and to model future changes and their impact on the system. This publication addresses the primary questions internal users ask on a regular basis, and forms the basis for workforce monitoring and decision making.
Academia, students and businesses	Used as a source of statistics for research purposes and to support lectures, presentations and conferences
Journalists	As a compendium of quality assured data on NOMS staff, to enable an accurate and coherent story to be told.
Voluntary sector	Data are used to monitor how trends within the staff population relate to trends observed in offenders, to reuse the data in their own briefing and research papers and to inform policy work and responses to consultations.
General public	Data are used to respond to ad-hoc requests and requests made under the Freedom of Information Act, to provide greater transparency of staffing and equalities related issues in NOMS.

Release Schedule

This publication is produced on a quarterly basis to most appropriately reflect the dynamic nature of the data included within many of the tables. This bulletin was published on 29 August 2013 for the situation date as at 30 June 2013. Future publication will be approximately 8 weeks after the quarterly situation date.

The next edition of the quarterly NOMS Workforce Statistics bulletin, for the situation date as at 30 September 2013, is scheduled to be published on 28 November 2013.

Summary

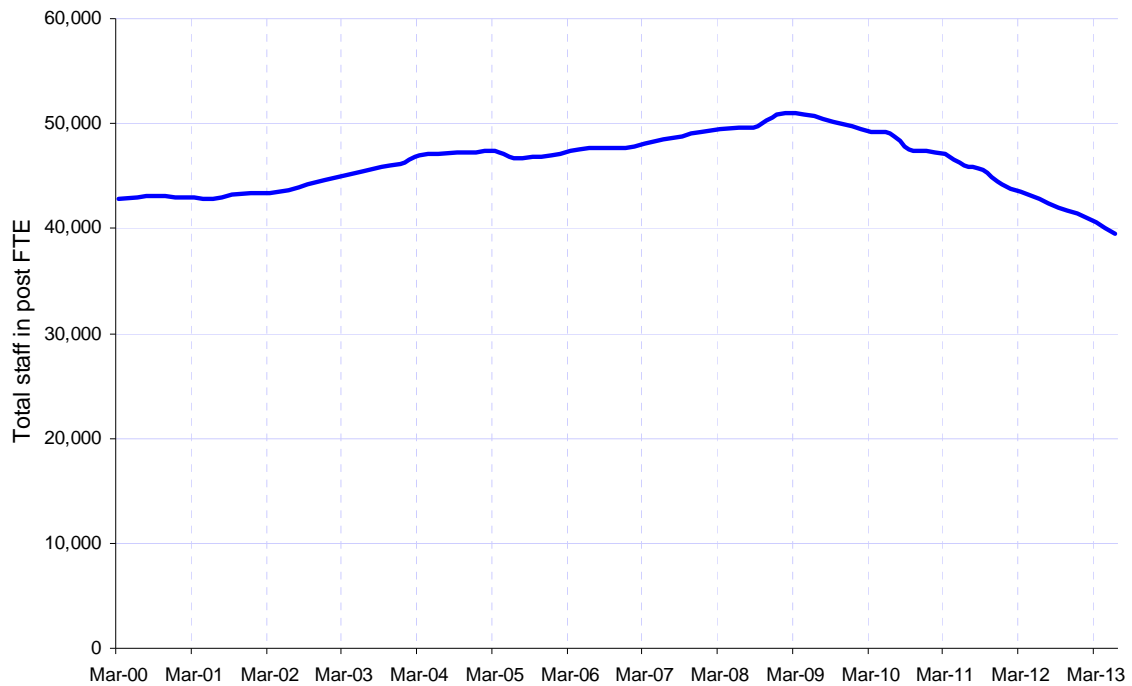
- HM Prison Service began measuring staff resource in full time equivalent (FTE) format on 31 March 2000, at which time the Prison Service employed 42,870 civil servants on an FTE basis. During the following nine years, which saw the formation of the National Offender Management Service (NOMS), there was an increasing staff FTE, peaking at 51,060 FTE on 31 March 2009. Since this time there has been a continued trend of falling staff FTE, which at 30 June 2013, is now 39,510 FTE.
- The financial year 2010/11 saw the introduction of policies with the intention of reducing staff FTE within NOMS. At the start of 2010/11, NOMS employed 49,230 civil servants on a FTE basis. As at 30 June 2013 the number of civil servants employed by NOMS was 39,510 FTE - reduction of 20%. This fall in staff FTE has been proportionately far higher within NOMS HQ and Area Services (a fall of around 42%) than within the Establishments (a fall of around 18%).
- Over this period recruitment levels have fallen by 75%; 1,860 staff were recruited in the 12 months ending 31 March 2010 compared to 480 staff recruited in the 12 months ending 30 June 2013. This reduction in recruitment has been broadly consistent across both HQ and Area Services (a 71% reduction in recruitment across the period), and the Establishments (a 78% reduction in recruitment), and is a direct result of the recruitment control policy.
- While recruitment has fallen, the number of leavers has remained high. In the 12 months ending 31 March 2010, 3,680 people left NOMS and the number exits has remained at similar levels until the most recent period; varying between 3,100 and 3,760. In the 12 months ending 30 June 2013, the number of leavers was considerably higher than it has been during any prior period in the last five years, with 4,500 people leaving NOMS. This increase is largely due to greater numbers of leavers under the Voluntary Early Departure Scheme (VEDS).
- The introduction of VEDS coincided with a reduction in resignation and retirement, from around 60% of leavers in the 12 months ending 31 March 2010, to accounting for less than 40% of leavers in the 12 months ending 30 June 2013. This reduction is more pronounced in HQ and Area Services, where resignation and retirement now account for less than 30% of exits.
- In the most recent quarter, 31 March 2013 to 30 June 2013, the number of Supervising Officers fell by 820 to 2,290 FTE, while the number of Custodial Managers more than doubled to 1,410 FTE. This is largely explained by promotions of staff as a result of changes to grading structures.
- In the most recent quarter there was also an increase of 100 FTE within HQ and Area Services. This is as a result of the consolidation of staff performing similar specific functions across regions (primarily psychologists, but also some admin functions), with staff in Establishments performing these being reallocated into Area Services.

Commentary

Staff in Post

Measurement of staffing resource using Full Time Equivalent (FTE) in Her Majesty's Prison Service (HMPS) began in March 2000. HMPS became part of the National Offender Management Service (NOMS) on 1 June 2004.

Figure 1: Total Prison Service / NOMS Staff FTE - 31 March 2000 to 30 June 2013



Staff FTE increased during the nine year period from 31 March 2000 (42,870 FTE) through until 31 March 2009 (51,060 FTE). After this time the trend reversed, with staff FTE falling over the subsequent four years to a level below that at the start of the period.

Although the trend for staff reductions in NOMS began in March 2009, the financial year from 31 March 2010 to 31 March 2011 saw the introduction of policies with the intention of reducing staff FTE within NOMS, including the Voluntary Early Departure Scheme (VEDS) and recruitment control.

Resulting from of these policies, the number of civil service staff employed by NOMS has continued to fall over the period:

- As at 31 March 2010, civil service employment in NOMS was 49,230 staff in post on a full time equivalent (FTE) basis.
- By 30 June 2013 staff in post had fallen to 39,510 FTE, representing a 20% reduction.

The largest year on year reduction during the period was between 31 March 2011 and 31 March 2012, when staff FTE fell by 7.7% from 47,150 to 43,590. This coincided with increased use of the VEDS to reduce staff numbers, and the transfer of management of HMP Birmingham to the private sector on 1 October 2011 (610 FTE transferred to the private sector).

The definition of NOMS HQ changed in March 2013, separating out the regionally located staff in Area Services (units that operate on a regional basis, providing services directly to establishments), that had previously been considered part of HQ. To enable comparisons of current definitions to definitions prior to this change, NOMS HQ and Area Services are combined within this publication, corresponding directly with the previous HQ definition, and the current definitions for HQ and Area Services separately have been applied retrospectively, thus enabling continuity of figures and comparisons across the time series.

The fall in staff FTE has been proportionately far greater in NOMS HQ and Area Services than in the Establishments (see Table 1):

- The Establishments have reduced in FTE from 45,080 as at 31 March 2010 to 37,100 as at 30 June 2013 – a reduction of 17.7%.
- HQ and Area Services have reduced in FTE from 4,150 as at 31 March 2010, to 2,400 as at 30 June 2013 – a reduction of 42.1%. In June 2010 approximately 1,500 NOMS HQ staff transferred to the central Ministry of Justice, which accounted for around 85% of the fall.
- Substantial fluctuations have been seen in the size of Area Services across the period, increasing from 590 FTE at 31 March 2010 to 880 FTE the following year. In the three months from 31 March 2012 to 30 June 2012, Area Services fell sharply from 840 FTE to 650 FTE, and has subsequently increased, reaching 820 FTE by 30 June 2013. This is as a result of the consolidation of staff performing similar specific functions across regions during this period (primarily psychologists, but also dog handlers and some admin functions) into Area Services.
- The size of NOMS HQ has stabilised over the last year, with reductions to the size and structure of NOMS HQ having been largely completed earlier than the ongoing reductions to staff numbers in the Establishments.
- NOMS HQ and Area Services represented 8.4% of the total NOMS staff FTE as at 31 March 2010. By 30 June 2013 this had reduced by 2.3 percentage points to 6.1% of the total NOMS staff FTE.
- This change is most pronounced in NOMS HQ (under current definitions), which has fallen by around 56%, from 3,560 FTE as at 31 March 2010, to 1,580 FTE as at 30 June 2013.

Region

Regional splits are formed based on the deputy director of Custody (DDC) regions, (see Glossary for definition), as used within NOMS, which differ slightly from standard regional locations. Wales operates as a region, as does the High Security estate. The South East of England is separated into Kent and Sussex and South Central, operating as separate regions. Greater London also includes four establishments located outside of the London boroughs.

Despite staff numbers having fallen overall, and there having been prison closures and a transfer to the private sector at various different times across the period within different regions, the overall balance of Establishment staff FTE across the regions and Wales has remained similar, with fluctuations not in excess of 1.5 percentage points in the distribution of staff FTE across regions throughout the period from 31 March 2010 to 30 June 2013 (see Table 1):

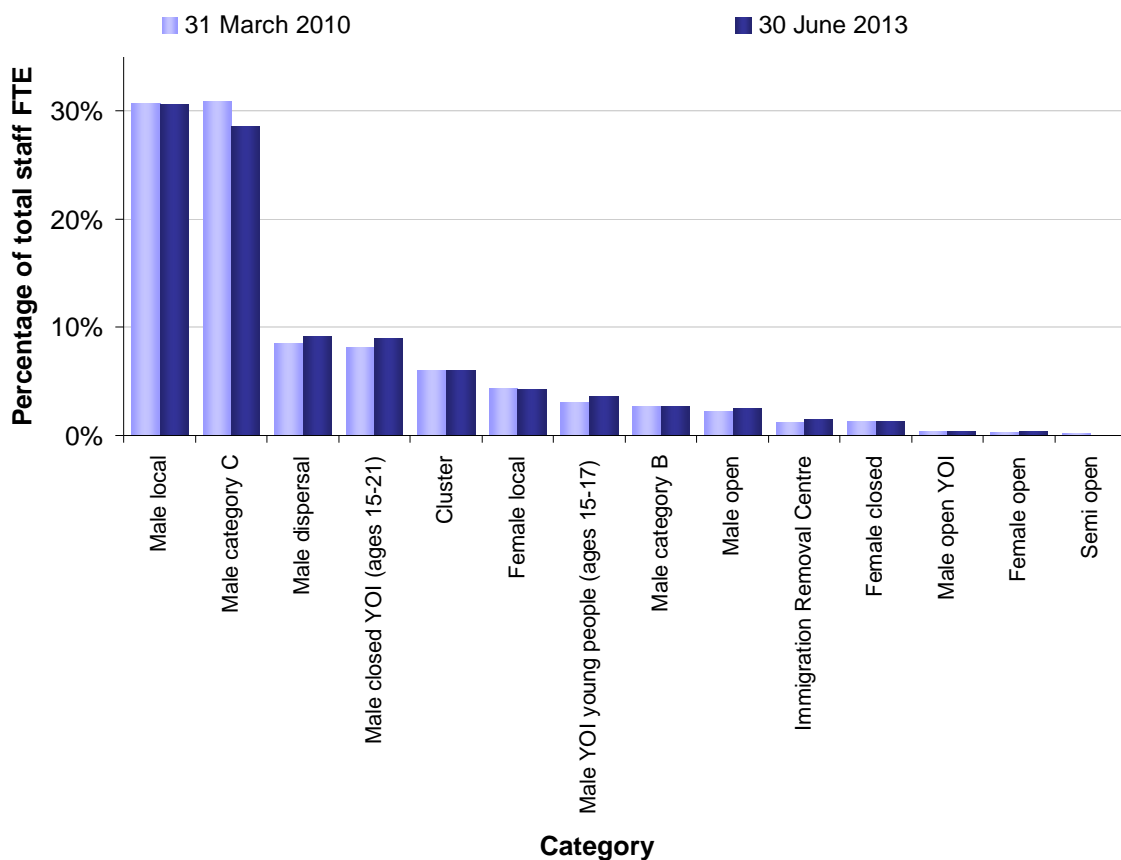
- The largest change (a reduction of 1.5 percentage points between 31 March 2011 and 31 March 2012 to the proportion of the staff FTE distribution in the West Midlands) was

- Within the Deputy Director of Custody (DDC) regions, the High Security Prisons account for the largest proportion of staff FTE (around 15%), with the smallest proportion in Wales (around 2%).

Category

Prisoner security categories in the United Kingdom are assigned to every adult prisoner for the purposes of assigning them to a prison. The categories are based upon the severity of the crime and the risk posed should the person escape. Correspondingly, prisons are given categories relating to the function of the establishment, dependent on the type or types of prisoner held.

Figure 2: Distribution of NOMS staff in post FTE by Function of Establishment (category of prisoner), as at 31 March 2010 and 30 June 2013



Category C and Male Local prisons predominate within staff in post FTE, with Category C accounting for 28.6% of NOMS Establishment staff FTE, and Male Local accounting for 30.6%. The distribution of NOMS staff FTE across categories is shown above in Figure 2, and in Table 2.

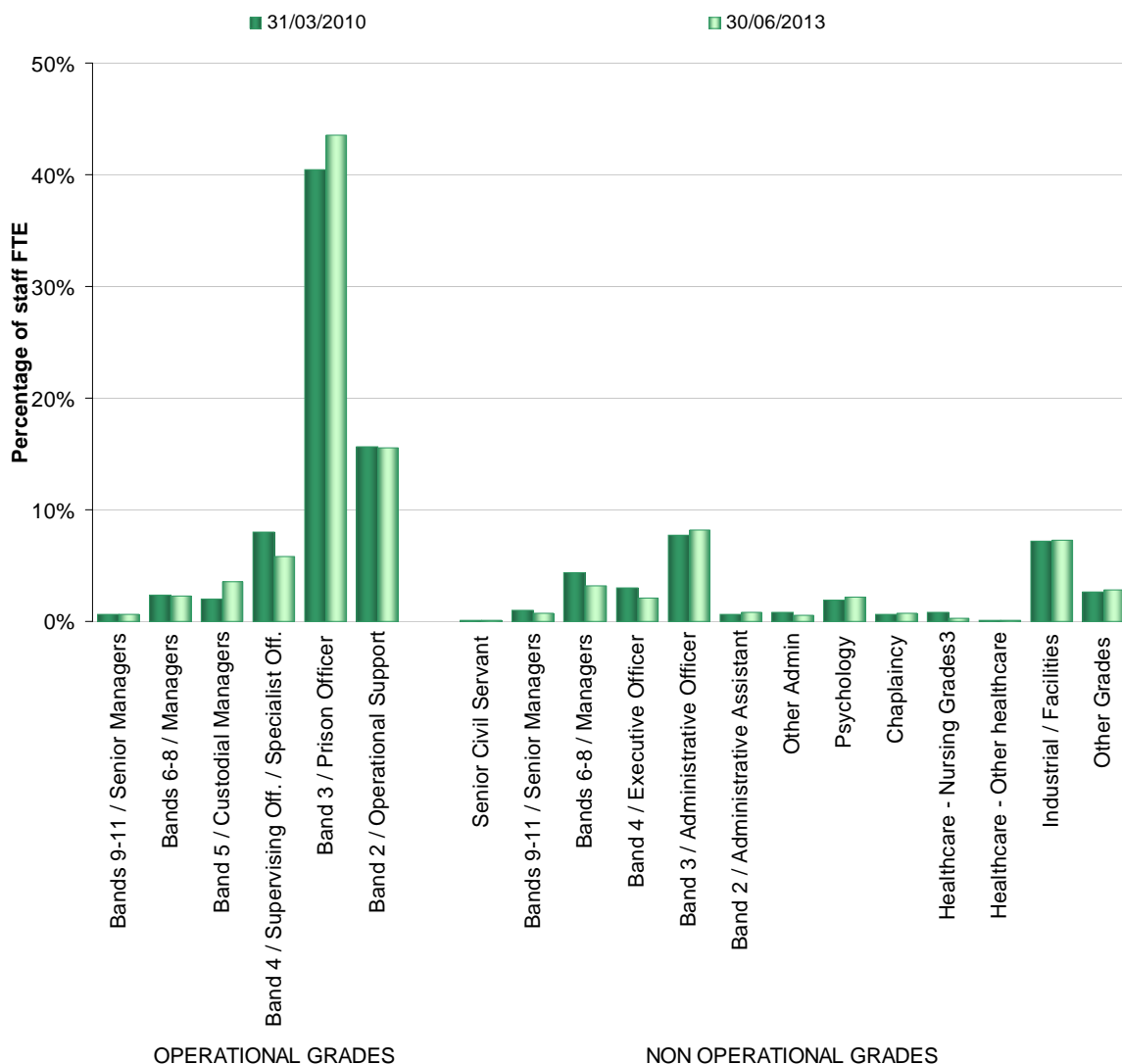
The distribution of Establishment staff FTE across the various function of establishment categories has remained largely constant across the period, with only minor fluctuations of less than 1 percentage point in the distribution of staff FTE within categories, except Category C, which has shown a 2.3 percentage point change in the proportion of staff FTE that it represents out of the total establishment staff FTE.

Grades

From April 2012 for new recruits, and for all staff from April 2013, a new grading structure has been implemented across NOMS. Existing grades are being replaced by a system of Bands ranging from Band 1 for the most junior staff to Band 11 for the most senior staff below the senior civil service. All new recruits and newly promoted staff are within the new structure and all existing staff are being given the choice of whether to opt in to the new structures. The new Banding structures have been designed and implemented with the aim of providing consistent reward structures across all jobs in NOMS.

'Operational grades' is a term referring to all Prison Officers, Operational Managers and Operational Support Grades. 'Non Operational grades' refers to all other staff performing administrative and managerial roles (including senior civil servants), psychologists, Chaplaincy, healthcare and industrial roles.

Figure 3: Distribution of Staff across Operational and Non Operational Grades, as at 31 March 2010 and 30 June 2013



This bulletin fits the old and new grading structures as closely as possible to maintain comparability. The transition to the new structures has seen a large number of staff moving up from the Supervising Officer level (previously known as Senior Officer) to the Custodial Manager level (previously Principal Officer).

From 31 March 2010 to 30 June 2013 the proportion of staff in Operational and Non Operational grades has changed slightly:

- As at 31 March 2010, 33,990 FTE of staff were in Operational grades, compared with 15,230 FTE in Non Operational grades. As at 30 June 2013, there were 28,160 FTE in Operational grades (a 17.2% reduction), and 1,130 FTE in Non Operational grades (a 25.5% reduction).
- The proportion of staff FTE within Non Operational grades decreased by 2.2 percentage points from 30.9% of the total staff FTE in Non Operational grades as at 31 March 2010, to 28.7% as at 30 June 2013.
- This reduction in the proportion of staff FTE within Non Operational grades is largely explained by staff reductions in NOMS HQ, most of whom are Non Operational.

When considering the distribution of staff FTE within Operational grades:

- The proportion of Prison Officers has increased by 2.4 percentage points; from 58.6% of Operational staff FTE as at 31 March 2010 to 61.0% as at 30 June 2013.
- The proportion of Supervising Officers (previously Senior Officers) has reduced by 3.5 percentage points from 11.6% of Operational staff FTE as at 31 March 2010, to 8.1% as at 30 June 2013. As previously mentioned, this reduction is most pronounced in the three months from 31 March 2013 to 30 June 2013, when the number of Supervising Officers fell by 820 to 2,290 FTE, as a result of changes to grading structures.
- After a steady reduction in the number of Principal Officers (now Custodial Managers, since implementation of Fair and Sustainable Grades) from 980 FTE as at 31 March 2010 to 630 FTE as at 31 March 2013, in the last three months the number of Custodial Managers more than doubled to 1,410 FTE as a result of the aforementioned staff promotions resulting from grading structure changes.

Although there have been reductions to the staff FTE within all grades, when considering relative changes to the distribution of staff FTE within Non Operational grades:

- There has been an increase of 3.4 percentage points to the proportion of Administrative Officers (from 25.1% of Non Operational staff FTE as at 31 March 2010 to 28.5% as at 30 June 2013).
- Similarly the proportion of Industrial staff has increased by 2.2 percentage points, from 23.1% of Non Operational staff FTE as at 31 March 2010 to 25.3% as at 30 June 2013.

These grades represent the largest staff FTE of all Non Operational grades, together representing over half of Non Operational staff FTE.

The most notable reductions in the relative distribution of Non Operational staff were:

- The proportion of Manager grades fell by 3 percentage points from 14.0% of Non Operational staff FTE as at 31 March 2010 to 11.0% as at 30 June 2013.
- The proportion of Executive Officers fell by 2.4 percentage points, from representing 9.6% of Non Operational staff FTE as at 31 March 2010 to 7.2% as at 30 June 2013.
- Nursing Grades fell from accounting for 2.5% of Non Operational staff FTE as at 31 March 2010 to accounting for only 0.9% as at 30 June 2013 (a fall of 1.6 percentage points). This coincides with the movement of many healthcare functions back into the Primary Care Trusts of the NHS.

A comparison of the breakdown of staff FTE across Operational and Non Operational grades as at 31 March 2010 and 30 June 2013 is illustrated in Figure 3 above.

Between 31 March 2013 and 30 June 2013, the number of Supervising Officers fell by 820 to 2,290 FTE, while the number of Custodial Managers more than doubled to 1,410 FTE. This is largely explained by promotions of staff as a result of changes to grading structures.

Joiners and Leavers

While recruitment has fallen and continued to reduce, the number of leavers has remained high. In the 12 months ending 30 June 2013 the number of leavers was the highest it has been in the last five years, with 4,500 individuals leaving NOMS.

In the 12 months ending 31 March 2010, 1,860 individuals joined NOMS (on a headcount basis), with 2,150 joiners in the following financial year. Subsequently, recruitment control was implemented within NOMS (although some recruitment continued to maintain functionality). Accordingly, by the 12 months ending 31 March 2012 levels of recruitment had fallen by over 50%, with only 970 joiners. Reductions continued in each of the subsequent periods, halving again, with only 480 joiners in the 12 months ending 30 June 2013.

Recruitment into HQ and Area services fell more sharply earlier on during the period than was seen in NOMS overall:

- In the 12 months ending 31 March 2010, HQ and Area Services had been responsible for 16% of all joiners, however in the subsequent financial year this had fallen sharply to only around 5% of all joiners.
- HQ and Area Services continued to be responsible for a similar proportion of all joiners for the subsequent 18 months, up until the 12 months ending 30 September 2012, when it was still responsible for only 5.8% of all new joiners, despite the overall number of joiners having continued to fall throughout this period to less than half the level it had been at previously.
- Consequently, in absolute terms, by the 12 months ending September 2012, recruitment in HQ and Area Services had fallen to a level only one sixth as much as at the start of the period (50 joiners in the 12 months ending 30 September 2012, compared to 300 joiners in the 12 months ending 31 March 2010).
- Although recruitment overall has continued to fall throughout the remainder of the period, since 30 September 2012 recruitment in HQ and Area Services has risen slightly, with 90 joiners in HQ and Area Services in the 12 months ending 30 June 2013. This pattern is reflective of the reduction in the footprint of HQ being achieved earlier than within the establishments.

Across the regions there is some variation in recruitment levels (see Table 5):

- High Security Prisons and Greater London are currently responsible for the largest number of joiners. High Security Prisons and Greater London together are responsible for nearly 40% of the total joiners over the last 12 months.
- Compared to the regional distribution of staff in post, the highest proportion of recruitment has occurred in Greater London in the last 12 months. While Greater London accounts for 10.8% of staff in establishments, 22.4% of recruitment within the establishments was within Greater London.

Similarly, when looking at variations in recruitment by the Category/Function of establishments, although reductions in recruitment have been seen overall, recruitment remains highest within Male Local establishments, with 120 recruitments in the last 12 months, Male Young Offenders Institutions (YOI), with 90 recruitments, and Male Category C, where there have been 80 recruitments in the last 12 months. These three categories have consistently had the highest levels of recruitment throughout the time series.

Although there is some variation in the time series in the proportions of joiners across grades, this is of a smaller scale. As this does not account for change in grade proportions, due to internal promotions, this variation in the reduction of joiners by grade is not indicative of any particular structural change via recruitment.

At the start of the period, in the 12 months ending 31 March 2010 3,680 individuals left NOMS. Although there has been some fluctuation in the overall number of leavers in each year, there is no obvious trend to these fluctuations. However in the most recent period, the 12 months ending 30 June 2013, as previously stated, the number of leavers was considerably higher than it has been in any prior period in the shown time series, with 4,500 people leaving NOMS.

The proportion of leavers from HQ and Area Services has changed substantially across the time series:

- In the 12 months ending 31 March 2010, 14% of leavers were from HQ and Area Services (which accounted for around 8% of NOMS staff).
- By the 12 months ending 31 March 2012, this proportion had fallen to around 10% of leavers being from HQ and Area Services, remaining high in comparison to the decreasing ratio of HQ and Area Services to NOMS staff totals (during which time HQ and Area Services fell to account for 5.1% of NOMS staff).
- In the 12 months ending 31 December 2012, the number of leavers from HQ and Area Services fell dramatically, representing around 5% of all leavers, which is more in line with the proportion of staff in post within HQ and Area Services. This pattern has continued subsequently, with leavers from HQ and Area Services now accounting for 4.5% of all leavers.
- The described trends are in accordance with policy aiming to reduce the footprint of HQ substantially early on in the staff reductions. While reductions are ongoing within the Establishments, staffing levels within HQ and Area Services are currently being maintained, having reached the intended size and structure (although this remains under review).

At the start of the period, in the 12 months ending 31 March 2010, resignation was the most prevalent reason for leaving, accounting for 37% of all leavers. By the 12 months ending 30 June 2013, resignation only accounted for 21% of all leavers:

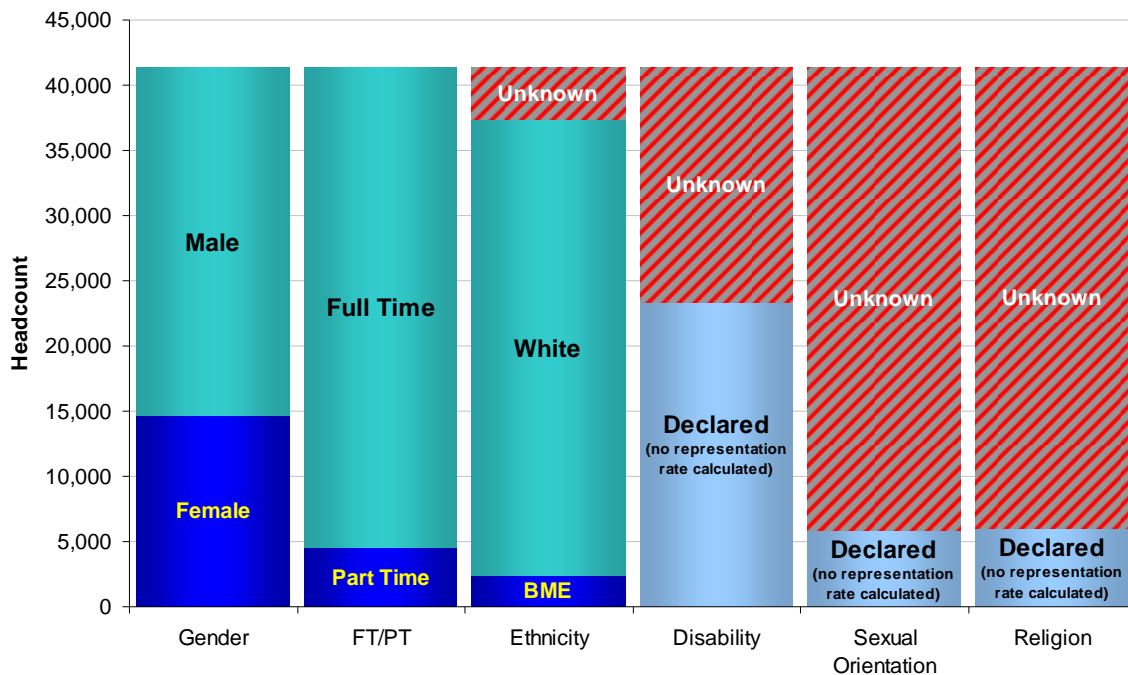
- Although in the Establishments there has been a continuing decrease in the number of leavers due to resignation, falling by a quarter from 1,230 in the 12 months ending 31 March 2010 to 930 in the 12 months ending 30 June 2013, the proportion of leavers from establishments who resigned has almost halved from 39% at the start of the period to 21% by the end of the period.
- In HQ and Area Services, the number of resignations fell by two thirds from 120 resignations in the 12 months ending 31 March 2010, to 40 resignations in the 12 months ending 31 March 2012. Since that time resignations in HQ and Area Services have remained at similar levels.

These falls in resignation align with increases in Voluntary Exits under the Voluntary Early Departure Scheme (VEDS):

- In HQ and Area Services, Voluntary Exits accounted for over half of all exits in the 12 months ending 31 March 2011, increasing to just over two thirds of all exits in the 12 months ending 31 March 2012 (around 250 exits in both periods).
- However by the 12 months ending 31 December 2012, with the reduction of the footprint of HQ and Area Services largely complete, Voluntary Exits had fallen to around 30. In the 12 months ending 30 June 2013 this figure had increased slightly to 60 Voluntary exits in HQ and Area Services.
- Within the Establishments however, voluntary exits had been lower across the period, accounting for less than 20% of exits until the 12 months ending 31 March 2013, when there were 860 voluntary exits from the Establishments, representing about a quarter of all leavers from the Establishments.
- However this dramatically increased by 12 months ending 30 June 2013, with 1,650 voluntary exits from the Establishments, representing nearly 40% of all leavers from the Establishments.
- Although retirement within HQ and Area Services fell from 140 at the start of the period, to 20 at the end of the period, within the Establishments the pattern was very different, with retirement gradually increasing from about 690 at the start of the period to about 760 at the end of the period.
- VEDS has coincided with a reduction in resignation and retirement within HQ and Area Services.
- In the Establishments the reduction to resignation and retirement had been to a lesser extent, until the most recent quarter, the 12 months ending 30 June 2013. This corresponds to the aforementioned increase in voluntary exits in the Establishments during the most recent period.

Equality and Diversity

Figure 4: Protected Characteristics of NOMS staff headcount, as at 30 June 2013



Gender:

Given the substantial reduction in the number of civil servants employed by NOMS, and the ongoing turnover of staff, the gender balance within the total staff headcount has remained fairly static, with the representation of female staff (on a headcount basis) fluctuating no more than 0.5 percentage points between 31 March 2010 and 30 June 2013 from 36.0% to 35.5%. Although this does represent a very slight reduction to the proportion of female staff, it is of little note in the context of the scale of reductions and turnover across the period.

In general, the female representation of new joiners to NOMS is closer to the equal proportions seen in the general population than the female representation within staff in post as a whole, ranging from 41% to 49% female across the period. The highest proportion of female new joiners was seen in the 12 months ending 30 June 2012 at 49% of staff newly recruited to NOMS being female, with the lowest being in the 12 months ending 31 March 2010 being 41.3% female.

Of those leaving NOMS, there had been disproportionately high numbers of females leaving:

- In the 12 months ending 31 March 2010, 43.7% of staff leaving NOMS were female, considerably higher than the proportion of females in the staff in post population (36.0%).
- Over the period, this imbalance has reduced, although there continues to be a slightly higher proportion of females leaving NOMS in the 12 months ending 30 June 2013 (38.1%) in comparison to the female representation of staff in post of 35.5%.

It is notable that when looking at the patterns of joiners and leavers, with greater proportions of females being recruited in comparison to the proportion of females overall, and with reducing proportions of females leaving, that it seems incongruous with the fact that female representation overall has shown a slight decrease. This is explained through the fact that recruitment has fallen to low levels, so the actual impact of improved recruitment of females is small in comparison to the large numbers of leavers, where although improvements have been made to female retention, a higher proportion of females continue to leave NOMS than would be expected given female representation within staff in post.

Ethnicity:

Ethnicity, being a self-declared and non-compulsory field, is not known for all staff. The declaration rate (the percentage of all staff who have declared their ethnicity) has shown a slight reduction of 1.1 percentage points from 91.5% as at 31 March 2010 to 90.4% as at 30 June 2013.

The ethnicity declaration rate is indicative of the measure of accuracy of the representation rate of Black and Minority Ethnic (BME) staff of all those making ethnicity declarations (excluding those who have not responded and those who chose not to declare). Assuming there is no inherent bias in the actual ethnicity of those who have not made an ethnicity declaration, the BME representation rate is the best estimate of the actual percentage of BME civil servants employed by NOMS.

Considering the scale of staff reductions, turnover, and the slight reduction in ethnicity declaration, the representation rate has remained steady across the period, with fluctuations having not exceeded a change of 0.1 percentage points across the period. Currently 6.5% of staff making ethnicity declarations declare themselves to be within the BME grouping. The current ethnicity breakdown of staff in post is shown in Figure 4 above and in Table 4.

Ethnicity declaration rates for joiners have deteriorated considerably during the last 12 months:

- In the 12 months ending 31 March 2012 the ethnicity declaration rate for joiners was 78.1%. While this is lower than the declaration rate of staff in post, this is not unexpected as staff may not make declarations immediately upon joining.
- However, during the 12 months preceding the end of each quarter period during the last 12 months ethnicity declaration among joiners has fallen more and more (as these periods overlap it is likely that this is indicative of a systematic drop in ethnicity declaration of joiners from after 31 March 2012, becoming increasingly reflected in the rolling 12 monthly figures with each passing quarter).
- By the 12 months ending 31 March 2013, ethnicity declaration in joiners had fallen to only 20.6%. The most recent period shows a slight improvement, with the ethnicity declaration rate for joiners in the 12 months ending 30 June 2013 at 25.3%.
- With declaration at such low levels, no representation rate for BME staff joining NOMS can be calculated. However, during earlier periods when declaration rates for joiners were good, BME representation among joiners was significantly higher than BME representation seen in staff in post. For example in the 12 months ending 31 March 2012, the BME representation rate was 9.2%.

It is imperative to note however, that in particular when levels of recruitment are low, recruitment is not likely to be evenly distributed across the country. Should, for example, recruitment in a particular period be concentrated in areas of particularly high BME representation among the wider workforce population (for example London or the West Midlands), it would be expected to find greater proportions of BME joiners. Equally should recruitment have been concentrated within areas of low BME representation in the wider workforce population (for instance, the South West) it would be expected to find lower proportions of BME joiners. For this reason, in addition to the poor declaration rates, extreme caution should be used in consideration of BME representation of joiners from the information available.

Leavers data for ethnicity do not face the same problems seen in joiners, as declaration rates are comparable across the time period to those seen for staff in post, ranging from 87.2% at the start of the period in the 12 months ending 31 March 2010 and increasing slightly to 89.7% by the 12 months ending 30 June 2013. Some issues relating to location and the regional variation of exits may influence leavers figures, so some volatility within the BME representation rates of leavers may be due to large numbers of exits from areas with high or low BME representation. However, with the volume of leavers being fairly high in comparison to the volume of joiners, regional effects are likely to be substantially less evident within the BME representation rates.

- In the 12 months ending 31 March 2010 and the 12 months ending 31 March 2011, the BME representation rates of leavers were 6.4% and 7.4% respectively. While this may be slightly higher than the staff in post population BME representation in these times, it is not by sufficient extent to have any notable effect on subsequent BME representation in NOMS.
- In the 12 months ending at the last five quarter points, BME representation among leavers has been very slightly lower than that seen in the staff in post population, but not at sufficient levels to have notable influence to the BME representation within staff in post.

These fluctuations are minor, and are not suggestive of retention issues.

Disability:

Disability is also a self-declared, non-compulsory field. However the declaration rate has remained very low across the period, with currently only 56.4% of staff declaring their disability status. With lower declaration rates, the risk of bias increases greatly, and the likelihood of a representation rate based on known declarations being accurate falls rapidly. When a declaration rate is less than 60%, no representation rate is given - there is no certainty of its accuracy, so it thus has no meaning. Therefore it is not possible to determine the representation rate of disabled staff in NOMS. Although the headcount figures of those declaring themselves to be disabled or non-disabled are provided in Table 4, and shown above in figure 4, these figures cannot be used to derive a disability representation rate that would be meaningful or that could be generalised to the staff in post population.

Similarly, disability declaration rates among joiners and leavers have generally been far below levels where any meaningful interpretation can be made of the representation of disabled staff within joiners and leavers.

Full Time / Part Time:

The Protected Characteristic of Working Patterns under the Equality Act 2010 is wider in scope than simply full time/part time status. Data are not routinely available on working patterns other than full time/part time status; in general decisions on flexible working, working from home, and other aspects of the Working Patterns characteristic are primarily handled at a local level.

- The percentage of staff working part time has increased from 9.0% as at 31 March 2010 to 11.1% as at 30 June 2013, an increase of 2.1 percentage points. This increase in the proportion of part time staff is also a contributing factor to the reduction of NOMS staff FTE.
- Despite the overall number of staff falling, the actual headcount of part time staff has remained very similar across the period from 4,630 to 4,600.

Caution is advised when considering the full time/part time status of joiners and leavers, as the full time/part time status at joining is often not reflective of the working pattern the individual adopts once in post. Similarly it is known that certain types of leavers (in particular those retiring) change their full time/part time status before leaving. Therefore the figures presented for joiners and leavers may not be indicative of the actual status individuals held during the majority of their career. It is also a status which may fluctuate considerably across an individual's career.

Data presented suggest that among joiners, the proportion of part time joiners has declined by 5.8 percentage points from the 12 months ending 31 March 2010 (7.9%) to the 12 months ending 31 March 2013 (2.1%). However, in the most recent period this has risen again, with part time joiners in the 12 months ending 30 June 2013 representing 4.8% of all joiners. This must be considered in context with the aforementioned limitations, and also in the light of the fact that recruitment fell considerably in this period. Given that part time workers are an increasing proportion of staff in post, as mentioned previously, this is strong evidence that individuals are likely to join as full time and become part time later during their career.

Although there has been some fluctuation in part time representation among leavers across the period, overall, this has been consistently higher than that seen in staff in post, with leavers having a part time representation rate in the 12 months ending 30 June 2013 of 19.2%, 8.1 percentage points greater than that seen in staff in post. As mentioned previously, this may be explained in part that older staff members tend to reduce their

working hours prior to retirement. However with less than 20% of leavers having retired this is not a full explanation.

Sexual Orientation:

Data on Sexual Orientation were only readily available from 31 March 2013. As a result staff in post breakdowns have been shown only from this time onward, and no figures are currently available for joiners or leavers (which require data for the prior 12 months). At present, only 14.2% of staff have declared their Sexual Orientation, so no meaningful representation rate for Lesbian, Gay and Bisexual (LGB) groups can be derived.

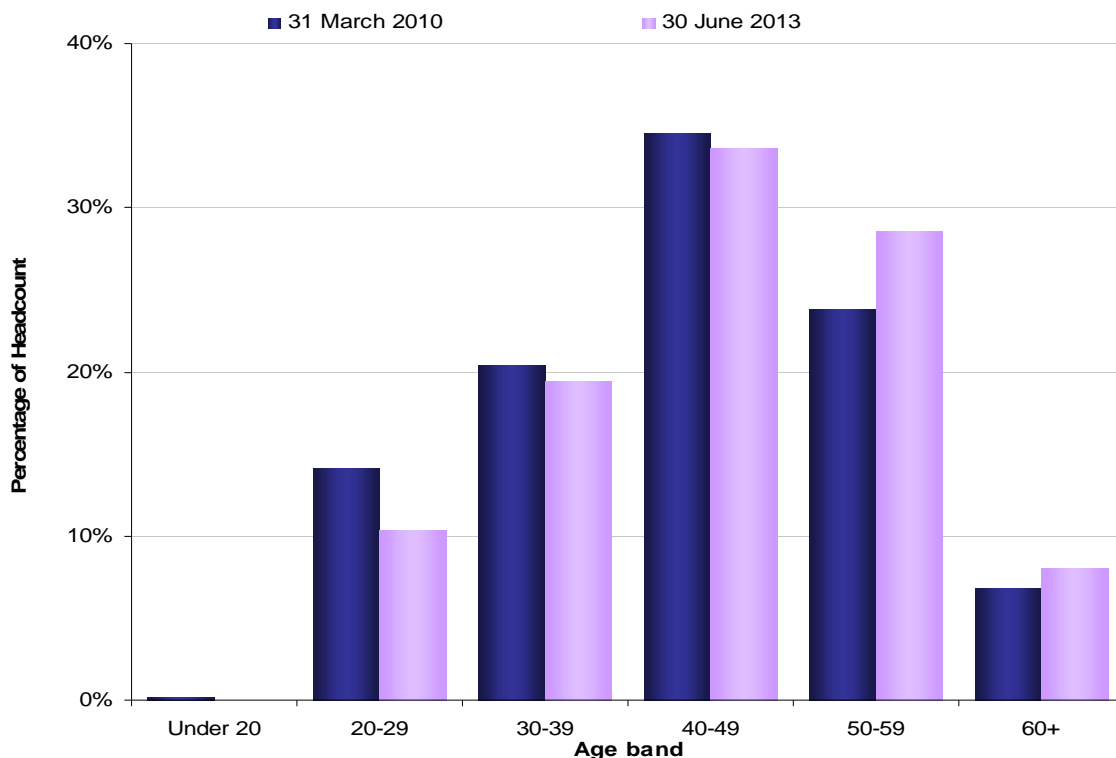
Religion/Belief

Data on Religion/Belief were only readily available from 31 March 2013. As a result staff in post breakdowns have been shown only from this time onward, and no figures are currently available for joiners or leavers (which require data for the prior 12 months). Currently only 14.6% of staff have declared what their religious beliefs or lack of religious beliefs are, so no meaningful representation rate for Christian, No Religion or Other Non-Christian Religion groups can be derived.

Age:

NOMS has an aging staff population. The mean age as at 31 March 2010 was 43.8 years, and this has increased to a mean age of 45.5 years as at 30 June 2013. Although, as shown in figure 5 below, the modal age group across the period, 40 to 49 years, has remained largely static in accounting for around 35% of staff headcount, there has been a 4.7 percentage point increase in the 50 to 59 age group from 23.8% as at 31 March 2010 to 28.5% as at 30 June 2013, and a 1.2 percentage point increase in the 60+ age group from 6.9% to 8.1% respectively. This coincides with the removal of the retirement age in October 2010.

Figure 5: Age distribution of NOMS staff headcount as at 30 June 2013, compared with 31 March 2010



Although individuals join and leave NOMS at a diverse range of ages, unsurprisingly as a whole, joiners are generally younger overall than staff in post while leavers on average are slightly older. In the 12 months ending 30 June 2013 the mean age at joining was 33.5 years, with the mean age at leaving being 48.8 years. The mean age of staff in post as at 30 June 2013 was 45.5 years.

As only just below 20% of leavers in this period were due to retirement, the majority left for reasons unrelated to age, which would explain why the mean age of leavers is not greatly higher than that in staff in post. For this reason leavers do not have a great impact in counteracting the aging population of NOMS staff. Joiners are on average considerably younger than staff in post on average, and it is turnover from new recruits which would counteract the effect to the mean age of the general aging of the continuing staff in post population. However, because recruitment has been very low in recent times, the age of joiners has had little impact on mitigating the overall inherent aging of staff in post, resulting in a continuing aging population of NOMS staff.

Other Protected Characteristics:

No data are currently available for the other protected characteristics of Gender Reassignment (Transgender), Marriage and Civil Partnership, Pregnancy and Maternity.

Methodology

Statistics presenting the changes to staffing numbers of staff in post over time are of key importance to monitoring the effects of policies implemented, financial accounting, and transparency. As such, the time series shows the last five quarter points to present both the current picture and also recent trends. To give a longer frame of reference for comparison, the time series is also extended back, with annual figures taken at the end of each financial year for the preceding three years, giving coverage of up to five years.

Where definitions have changed over the time series (for example changes to grade names), it is possible to retain comparability across the time series through presenting both names of old and new grades. In other cases, such as the change to HQ definition, current definitions are used and carried back, as consistency across the period is enabled through the HQ and Area Services total, which aligned completely to the former HQ definition. Such definitions are clearly detailed in footnotes within the changes. Although this has not been the case in the publication, should definitions not be appropriate to be carried back due to non-alignment with previous definitions, a break in the time series would be presented with explanatory footnotes.

Staff in post figures derive from snapshots taken on a monthly basis from the Oracle Human Resources Management System (HRMS) database, recording all those civil servants employed by NOMS on the final working day of each month, as the records stand two working days into the following month, allowing for some late updating to occur (improving the quality of the data), while remaining as timely as possible.

Joiners and leavers figures record all the inflow and outflow staffing transactions taking place between the first working day of the month and the last working day of the month, with the monthly record being taken from the Oracle HRMS database seven working days into the next month, to accommodate a higher degree of late entries (maximising accuracy of the data while minimising impact on timeliness).

One point of note is that staff leaving on the final working day of a given month will appear both in the staff in post record for that month (having been employed by NOMS on the last day of the month) and in the leavers record for that month (having left employment on the last day of the month). For this reason, staff in post, joiners and leavers figures are not fully reconcilable.

When breaking down these figures by region, category of establishment, and grade, staff in post figures are presented as full-time equivalent (FTE). This is the standard measure of the amount of resource available within each location, category or grade. This is the most appropriate measure for considering the resource available and for reconciliation with financial figures.

Staff in post figures are also presented by Protected Characteristics under the Equality Act 2010 for which data are readily available (with the intention that coverage will increase over time). When considering equality concerns, it is the actual number of individuals which is important, and not the resource to which those individuals contribute. For this reason the only appropriate measure is the headcount, and not FTE. It is never appropriate to consider breakdowns of Protected Characteristics on an FTE basis. The Equality Act 2010 was established to protect all individual employees of the organisation as equal, and is in place to ensure fair and equal treatment for all individuals, and not as having differential worth dependent on their hours worked. Headcount figures will always be larger than FTE figures, as those working part-time count as the pertinent fraction less than one for FTE figures, but as one for the headcount.

The publication also presents the number of joiners (newly recruited) and leavers within NOMS during the preceding 12 month period for each date point. Figures are taken over a 12 month period for a number of reasons, primarily as the numbers involved would not be sufficient to permit breakdowns over a shorter period of time, and seasonal influences may impair fair comparison of trends over time should less than 12 months worth of joiners and leavers be presented.

Joiners and leavers are presented on a headcount basis for a number of reasons – those joining the department who work part-time often arrange to do so after starting, and not at the moment of joining. Similarly the FTE recorded on leaving is often not representative of the FTE which was worked during the career. For these reasons FTE on joining or leaving is a poor measure of the actual FTE resource the individual will represent or will have represented during their career in NOMS. FTE figures for joiners and leavers will not audit to changes to FTE in staff in post for the additional reason that continuing staff may change their FTE at any time. These are not data quality issues, but are inherent in the nature of staff data. Headcount figures are therefore used for all joiners and leavers tables, and are the most appropriate figures to be used in any circumstance when considering joiners and leavers. For joiners and leavers, the same breakdowns of region, function of establishment (category) and grade, and additionally for leavers, their reason for leaving.

To observe changes to the available resource, however, (which would be measured by FTE) it would be the net change of staff in post FTE which would be the relevant figure. These are presented in the staff in post FTE tables.

Rates of joiners and leavers have not been calculated and do not appear in this publication. Figures for staff in post, joiners and leavers presented within this publication all include those on Fixed Term contracts. Rates of joiners and leavers are used internally to monitor turnover, recruitment and retention patterns, but are only meaningful when those on Fixed Term contracts are excluded. As this does not correspond with the definitions used within this publication it would not be appropriate or meaningful to calculate rates which do not correspond with the rates used for turnover, recruitment and retention purposes.

A final table showing the snapshot of the staff in post FTE by grade and individual establishment is included to give the current structural picture within each establishment. This table does not include time series, due in part to the size of the table, but more importantly as a result of the dynamic nature of establishments, which change frequently, rendering a time series of less value.

Data Sources and Data Quality

The statistics in this bulletin relate to civil servants employed by the National Offender Management Service (NOMS). The data presented in this publication are drawn from the Oracle Human Resources Management System used by NOMS.

All figures in this publication are rounded to the nearest 10 to prevent disclosure issues, and to better represent the true accuracy of figures extracted from the Oracle database.

Under the Data Protection Act 1998, disclosure of information pertaining to specific individuals must not be released or have any possibility of deduction from the published figures or in conjunction with other data. When certain breakdowns of staffing data are presented, the issue of potential disclosure may appear as result from small numbers in some categories. Rounding figures eliminates this risk and ensures complete compliance with the data protection act.

Although it is possible to give precise numbers for both headcount and FTE from extracts derived from the Oracle database, and we are confident of data quality overall, there inherently is some degree of inaccuracy in figures deriving from HR management information due to the nature of how extracts are taken and how HR systems operate in general.

The combination of these issues means data rounded to 10 are both more representative of the true level of the accuracy of the figures presented, and disclosure risk is eliminated. This approach is consistent with the level to which the Office of National Statistics (ONS) generally present staffing figures.

Information relating to staff in post, joiners and leavers is closely scrutinised, and the data are considered to be of high quality. Extensive validation of data is undertaken, and care is taken when processing and analysing the data. While the figures shown have been validated and independently checked, the information collected is subject to the inaccuracies inherent in any large scale recording system.

Rounding Policy

Treasury Rounding has been applied to all figures presented in this publication. All figures have been rounded to the nearest 10, with integer values ending in 5 rounded to the nearest 20 to avoid systematic bias. Values of 5 or fewer are suppressed and are indicated with a tilde '~'. Totals are rounded separately, and as such may not equal the sum of the rounded parts. Percentages and rates have been calculated from unrounded figures. This rounding policy has been implemented to prevent disclosure issues under the Data Protection Act 1998, and to better represent the true level of accuracy within HR data extracts.

Data derive from the Oracle Human Resources Management System (HRMS), which is a live dynamic system, not appropriate for use in presenting consistent statistical figures. Although Oracle HRMS can generate what appear to be historical figures, subsequent updates to details of records on the system will only show the latest position, and not the position as it stood at the time in question.

For statistical and archive purposes, monthly extracts are taken from the Oracle HRMS system, which allow consistent figures to be obtained for historical time points. As it is not uncommon for a small number of updates to the Oracle system to be implemented slightly

in arrears, the data extracts used for statistical purposes are taken at a pre-determined point in time shortly after the situation date to accommodate the majority of such late updates whilst maintaining the timeliness of the data. While this is a standard, and indeed the best approach to obtain accurate and timely data from HR systems, there is the inevitable potential for a small number of late updates to be missed, occurring after the monthly extracts are captured. This inherent uncertainty about the precision of exact figures is small, but for this reason to issue exact unrounded HR figures as they were recorded at the moment of the snapshot into the public domain as statistics may be to overstate the true accuracy of figures accordingly. This is not a data quality issue; it is an inherent factor to be considered when using any management information extract from any HR system in operation in any organisation. Where large numbers predominate, it is less helpful to be exact as trivial differences can obscure the bigger picture. It is only where very small numbers predominate that this level of detail is useful, and it is precisely times such as this that extreme caution must be taken to prevent disclosure.

Therefore, it has been determined that to present figures in the most appropriate manner to the actual degree of accuracy in which we are confident, that the rounding policy as described above depicts the HR figures presented here in a manner representative of the true accuracy of HR data.

Revisions Policy

In accordance with Principle 2 of the Code of Practice for Office Statistics, the Ministry of Justice is required to publish transparent guidance on its policy for revisions. A copy of this statement can be found at:

www.justice.gov.uk/downloads/statistics/mojstats/statistics-revisions-policy.pdf

The three reasons specified for statistics needing to be revised are changes in sources of administrative systems or methodology changes, receipt of subsequent information, and errors in statistical systems and processes. Each of these points, and its specific relevance to the NOMS Workforce Statistics bulletin, are addressed below:

1. Changes in source of administrative systems/methodology changes:

The data within this publication come from Oracle HRMS. This document will clearly present where there have been revisions to data accountable to switches in methodology or administrative systems. In addition, statistics affected within the publication will be appropriately footnoted.

2. Receipt of subsequent information:

The nature of any administrative system is that data may be received late, after publication of a prior issue which should have been represented in that publication. For the purpose of this publication, this is rarely encountered. Any such late data will be reviewed on a quarterly basis but, unless it is deemed to make significant changes to the statistics released, revisions will only be made as part of the subsequent publication within the time series. Revised figures will be indicated with an '(r)' superscript beside each figure affected.

3. Errors in statistical systems and processes:

Occasionally errors can occur in statistical processes; procedures are constantly reviewed to minimise this risk. Should a significant error be found, the publication on the website will be updated and an errata slip published documenting the revision.

Explanatory notes - Symbols and conventions

The following symbols are used within the tables in this bulletin:

..	not available
~	values of five or fewer
-	not applicable
(p)	Provisional data
(r)	Revised data
(e)	Estimated data

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General information about the official statistics system of the UK is available from
www.statistics.gov.uk

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

www.dojni.gov.uk/index/statistics-research/stats-research-publications.htm

Alternative formats are available on request from statistics.enquiries@justice.gsi.gov.uk

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