



Ministry
of Justice



Offender Management Statistics Bulletin, England and Wales

Quarterly – April to June 2014

Ministry of Justice
Statistical Bulletin

30 October 2014

Introduction

This bulletin provides the latest statistics relating to offenders who are in prison or under probation supervision in England and Wales. It covers flows into these services (receptions into prison or probation starts) and flows out (releases from prison or probation terminations) as well as the caseload of both services at specific points in time. The figures are summarised in Table 1 (Overview) and are presented in more detail, with commentary, in the following sections of the bulletin.

Some of the statistics within this quarter's bulletin have been affected by issues with data supply. Data affected include those related to the period of probation reform, which was launched on 1 June 2014, and certain prison data. Details of these issues are included in the relevant sections of this bulletin. Further information about background, data definitions, data quality issues and users of the statistics are in the accompanying document.

Key Points

- The prison population has continued to increase, at an annual growth of between 1% and 2%. Most recently this has been driven by increases in the remand population, and a greater number of adult sentenced sex offender prisoners.
- The foreign national prisoner population has fallen in the latest quarter, and is now at its lowest quarter-ending figure since March 2006. This is largely due to an agreement with Home Office to reduce the number of immigration detainees in the prison estate, as well as data improvements in recording prisoner nationality.
- Sentenced receptions and releases have gone down across all sentence lengths, apart from receptions for long determinate sentences of four years or more and indeterminate receptions, which have increased over the last year.
- The number of individuals released on temporary licence (ROTL) has fallen by 19% over the year. This follows the written [ministerial statement](#) on ROTL policy on 10 March 2014.
- During the quarter ending 30 June 2014, a total of 4,216 offenders were recalled to custody and 105 had not been returned by 30 September 2014. The proportion of prisoners not returned to custody following a licence recall over the whole period 1999 to September 2014 remains at 0.6%.
- The probation caseload has continued to fall – down 1% compared to the end of June 2013. Similarly, the court order caseload has decreased by 1% with the community order caseload falling 3% but the suspended sentence order caseload rising by 3% between the quarters ending June 2013 and 2014.

Table 1: Overview – latest period compared to the previous year

	30 September 2014	Percentage change 30 September 2013 to 30 September 2014
Prison population	85,698	1% ↑
Remand	12,322	8% ↑
Untried	8,753	9% ↑
Convicted unsentenced	3,569	4% ↑
Sentenced	71,753	1% ↑
Fine Defaulters	105	-10% ↓
Less than or equal to 6 months	4,357	-7% ↓
Greater than 6 months to less than 12 months	2,202	-6% ↓
12 months to less than 4 years	19,338	0% →
4 years or more (excluding indeterminate sentences)	27,691	5% ↑
Indeterminate sentences	12,493	-4% ↓
Recalls	5,567	8% ↑
Non criminal	1,623	-17% ↓

	April to June 2014	Percentage change April to June 2013 to 2014
Prison receptions		
First receptions ⁽¹⁾
Remand - untried	12,281	-2% ↓
Remand - convicted unsentenced ⁽¹⁾
Sentenced	19,304	-6% ↓
Fine Defaulters	216	-6% ↓
Less than or equal to 6 months	8,796	-8% ↓
Greater than 6 months to less than 12 months	1,894	-6% ↓
12 months to less than 4 years	6,071	-4% ↓
4 years or more (excluding indeterminate sentences)	2,205	-4% ↓
Indeterminate sentences	122	3% ↑
Prison releases		
Determinate sentences	18,048	-10% ↓
Less than or equal to 6 months	7,633	-10% ↓
Greater than 6 months to less than 12 months	1,870	-8% ↓
12 months to less than 4 years	6,268	-12% ↓
4 years or more (excluding indeterminate sentences)	2,277	-6% ↓
Indeterminate sentences	146	-28% ↓
Indeterminate sentence for public protection (IPP)	91	-24% ↓
Life sentence	55	-35% ↓
Average percentage of time served²		
Determinate sentences	51%	-2pp ↓
Less than or equal to 6 months	53%	1pp ↑
Greater than 6 months to less than 12 months	48%	4pp ↑
12 months to less than 4 years	48%	-2pp ↓
4 years or more (excluding indeterminate sentences)	54%	-2pp ↓
Offender starts in the community		
All court orders	34,706	-8% ↓
All community sentences	23,829	-10% ↓
Community order	23,571	-9% ↓
Other sentences	10,968	-3% ↓
Suspended sentence order with requirements	10,835	4% ↑
Pre release supervision	9,575	-5% ↓

	30 June 2013	Percentage change June 2013 to June 2014
Offenders supervised in the community		
All court orders	109,098	-1% ↓
All community sentences	72,871	-3% ↓
Community order	71,442	-3% ↓
All pre CJA orders	60	-49% ↓
Youth rehabilitation order	1,431	-12% ↓
Other sentences	38,316	3% ↑
Deferred sentence	120	32% ↑
Suspended sentence order	38,209	3% ↑
All pre and post release supervision	110,086	-1% ↓
Pre release supervision	71,129	2% ↑
Post release supervision	39,461	-6% ↓

	April to June 2014
Licence recalls	
Recalled in latest quarter	4,216
Not returned to custody by 30 September 2014	105
Total not returned to custody by 30 September 2014	1,064

- 1) The data supply used for the statistical reporting of convicted unsentenced remand receptions has been disrupted between 1 April and 30 June 2014. This means some convicted unsentenced remand receptions have not been recorded, and also means that first receptions cannot be accurately calculated. The reporting of these figures has therefore been postponed until the next edition of Offender Management Statistics Quarterly on 29 January 2015.
- 2) Average time served includes time served on remand; changes are given as percentage point change (pp).
- 3) The number of starts in the quarter April to June 2014 are slightly under counted due to a change in the data collection methodology and the transition from probation trusts to National Probation Service Divisions and Community Rehabilitation Companies from June 2014. The undercount affects the months of April and May 2014, and will be resolved in future quarters.

Prison Population

The prison population grew rapidly between 1993 and 2008, at an average of 4% a year. This rapid rise was driven by:

- Increases in the number of people sentenced to immediate custody from 1993 to 2002;
- Increases in the average custodial sentence length and increased use of indeterminate sentences; and
- Increases in the number of offenders recalled to prison following breaches of their licence conditions, along with increases in the average length of time these offenders spent in prison once recalled.

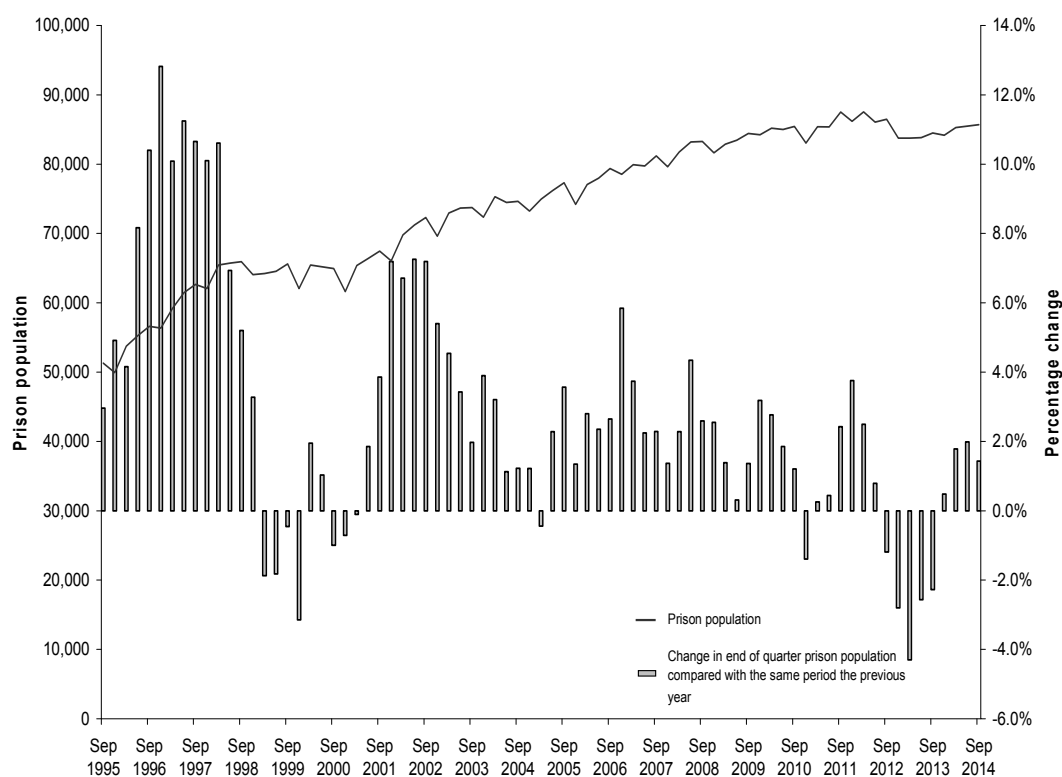
The rise in the prison population slowed considerably from the summer of 2008, in part due to the introduction of the [Criminal Justice and Immigration Act 2008](#), which changed sentencing and offender management in ways which helped to reduce growth in the prison population.

This flatter trend continued until the public disorder seen in UK cities from 6 to 9 August 2011 which had an immediate but temporary impact on the prison population. During 2012 and into 2013, the prison population began to fall due to a falling remand population and a continued decline in the number of under 18s in custody. The falling remand population during 2012 reflected falling volumes going through the courts plus the introduction of the [Legal Aid, Sentencing and Punishment of Offenders Act \(LASPO\) 2012](#) in December 2012. This Act restricted the use of remand for offenders who would be unlikely to receive a custodial sentence.

The [‘Story of the Prison Population 1993 to 2012’](#) is an in-depth look at what happened to the prison population between 1993 and 2012 and the major factors contributing to the changes.

Following the LASPO Act in December 2012, and up until the end of June 2013, the prison population stabilised. In particular, by March 2013, the remand population stopped falling, which it had been since the end of August 2011.

Figure 1: Quarterly prison population and annual percentage change, England and Wales, September 1995 to September 2014



From June 2013, the prison population has increased, albeit at a slower rate than in previous years. Over the last twelve months to September 2014, the population has increased by 1%, principally driven by a rising remand population, and a small increase in the sentenced population. The total non-criminal population has continued to fall over the last twelve months.

The remand population has increased by 8% over the last year; this is due to a rising trend in the adult remand population that has continued over the last 12 months, up 10% on the same time last year, and in particular the untried adult remand population. This has been attributed to an increase in demand on the courts, which in some cases has led to longer waiting times. The remand population for both 18-20 year olds and 15-17 year olds have decreased slightly (down 6% and 4% respectively).

The adult sentenced population increased by 2% in the last twelve months, which can be explained by higher numbers serving determinate sentences of twelve months or more, and recalls. Much of the increase in the numbers serving long determinate sentences is due to the LASPO Act. This Act abolished the Indeterminate Sentence for Public Protection (IPP) and introduced the new Extended Determinate Sentence (EDS), which is available for offenders who would previously have received an IPP. As at the end of September 2014 there were 1,277 offenders serving an EDS.

The number of sentenced adult sex offenders has continued to increase, and at the end of September 2014 was at 11,119, which is 7% (or 725) higher than twelve months ago. This is consistent with the increasing number of sex offenders being given custodial sentences by the courts and, more broadly, with the recent ['Crime in England and Wales' bulletin](#) from the Office for National Statistics that reported an increase in sexual offences recorded by the police for the year ending June 2014.

Consistent with this, over the long term, an increasing proportion of sentenced prisoners are serving sentences for more serious offences – the proportion serving sentences for sexual offences increased from 10% in 2000 to 16% at the end of September 2014. Similarly, 27% of the sentenced population had committed violence against the person offences, up from 21% in 2000.

Due to problems with data quality, reporting on the populations in the 'Burglary' and 'Theft and Handling' offence groups had been disrupted between 1 July and 30 September 2014. This is because, for statistical purposes only, some prisoners have been mis-allocated between these two offence groups. This has been clearly footnoted in the affected tables (Tables 1.2a, and 1.2b), and these data points are replaced with symbols for this edition (..). The reporting of these figures is expected to resume in the next edition of Offender Management Statistics Quarterly (OMSQ) on 29 January 2015.

The number of prisoners serving indeterminate sentences (IPP or life) is down 4% on the previous year, to 12,493. The composition of this group has not changed over the year, with around 40% serving IPPs and around 60% serving life sentences. On 30 September 2014, 3,633 IPP prisoners in custody were past their tariff expiry date (72% of the current IPP population) and 2,542 lifers were past their tariff (34% of all lifers). The number of IPPs has been falling throughout previous years because of the abolition of these sentences under the LASPO Act. The number of whole lifers in prison at the end of September 2014 was 50, with five additional life prisoners being treated in secure hospitals.

The 18-20 year old and 15-17 year old sentenced populations have seen decreases of 13% and 17% respectively, which have been across all sentence length groups, apart from 15-17 year olds serving six months or less. These reductions are larger than those seen in the corresponding remand populations for these age groups.

There has been a decrease in the foreign national population in custody, which was down 4% on the previous year to 10,319 on 30 September 2014, and is now the lowest quarter ending figure since March 2006. The fall in the last twelve months predominantly reflects a revised agreement with Home Office to reduce the number of immigration detainees in the prison estate, which has reduced the non-criminal population by 17% over the period. Additionally, in August 2014 an exercise was undertaken to improve the recording of the nationality of prisoners. This resulted in around 100 foreign national prisoners being removed from this group after having their nationality information updated.

Prison receptions

First receptions provide an indication of the number of new prisoners in a time period. A person received into prison to serve a sentence may previously have been received on remand after conviction but prior to sentence and, before that, as a remand prisoner awaiting trial. First receptions will count that prisoner only once in the relevant time period in which they were first received.

The data supply used for the statistical reporting of convicted unsentenced remand receptions has been disrupted between 1 April and 30 June 2014. This means that, for statistical purposes only, some convicted unsentenced remand receptions have not been recorded, and also means that first receptions cannot be accurately calculated. In addition, again for statistical purposes only, some prisoner records did not have offence group information. This has been clearly footnoted in the affected tables, and offence group data points are replaced with symbols for this edition (..). The reporting of these figures is expected to resume in the next edition of OMSQ on 29 January 2015.

Looking at sentenced prisoners only, receptions for determinate sentences have decreased across all sentence lengths, while the number of indeterminate sentences has increased (3%). While these changes apply to adult receptions, the numbers received for all sentence lengths have decreased for both 18-20 year olds and 15-17 year olds.

Prison releases

Statistics on people being released from prison have been previously called discharges. Whilst the term 'discharge' is used operationally for the process of a prisoner being released from prison, it is not immediately clear to users what this represents. Therefore, since the July 2014 edition of OMSQ, and in subsequent editions, what had previously been called 'discharges' is now being called 'releases'. No changes to the method, recording practices, or data sources used for prisoner discharges/releases have been made.

A total of 18,194 offenders were released from custody in the quarter ending June 2014, a fall of 10% since June 2013, including a 10% decrease in determinate releases across all sentence lengths, in particular for both males and females serving longer sentences.

There were 91 offenders released from an IPP and a further 55 from a life sentence, making up a 28% decrease in releases from indeterminate sentences when compared to the same period last year. In addition, 17 indeterminate sentenced prisoners were removed under the Tariff Expired

Removal Scheme (TERS) in the latest quarter. This scheme allows indeterminate sentenced foreign national prisoners, who are liable to removal from the UK, to be deported from the country on or after the date of their tariff expiry without reference to the Parole Board. The scheme began in May 2012, and by the end of June 2014 there had been over 250 removals in total.

Average sentence lengths of those released from determinate sentences remained stable across all sentence bands. Average time served and percentage time served both fell slightly when all sentence bands are taken together, however increases in time served and percentage time served were seen for shorter sentences of less than 12 months.

The number releases on Home Detention Curfew (HDC) fell by 19% to 2,079 between the quarters ending June 2013 and June 2014. To be considered for release under HDC an offender must be serving a sentence of less than 4 years, and the number of offenders serving such sentences has been falling (see earlier population section). The decrease of 3% in the eligible population will have a direct impact on the number that can be considered for HDC release and the number that are subsequently released.

Between April and June 2014, there were 120,075 releases on temporary licence (ROTL) from prisons in England and Wales. This is a 10% decrease since April to June 2013; with all types of licence showing decreases. This fall follows the written [ministerial statement](#) on ROTL policy on 10 March 2014 which set out a more thorough assessment of the risks before temporary release is authorised and a more consistent and robust response for prisoners who fail to comply with their licence. The number of release incidents for females increased by 2%, compared to an 11% decrease for males over the same period. The number of individuals given at least one instance of ROTL between April and June 2014 was 5,080, which is a 19% decrease over the year. Of the individuals given at least one instance of ROTL, 14% were on an indeterminate sentence.

The number of recorded temporary release failures (TRFs) between April and June 2014 was 69, which is a 40% decrease over the year. The number of recorded failures has shown a decrease every quarter since April to June 2013.

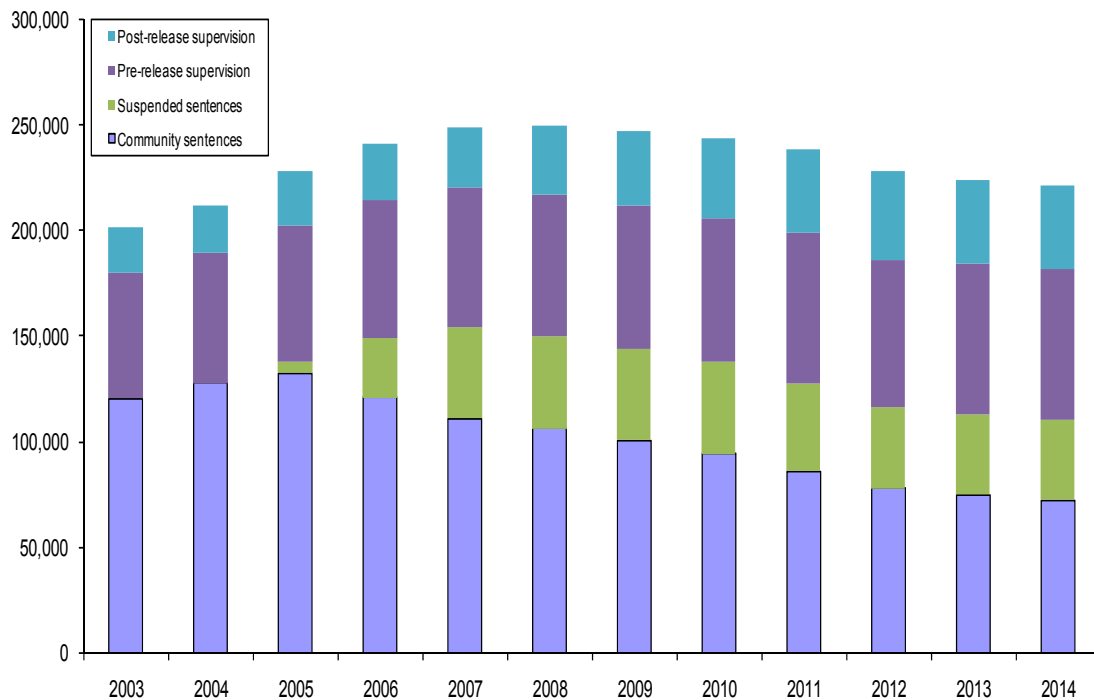
Probation

Transforming Rehabilitation is a reform programme that is changing the way offenders are managed in the community. Since the 1st June 2014, Probation Trusts have been replaced by the National Probation Service (NPS), which manages the most high-risk offenders across seven divisions, and 21 new Community Rehabilitation Companies (CRCs), who manage medium and low-risk offenders. The probation statistics in this bulletin, covering April to June 2014, have been affected by this transition. Most notably, there was a slight

undercount on the number of offender starts in April and May 2014, the two months preceding the transformation on 1st June 2014.

The total annual probation caseload (court orders and pre and post release supervision) increased by 39% between 2000 and 2008 to 243,434. Since then the probation caseload has fallen year on year, reaching 219,588 at the end of 2013, down 2% from the previous year. As at the end of June 2014, the total caseload fell again – down 1% compared to the end of June 2013.

Figure 2: Number of offenders under Probation Service supervision (at end December), 2003-2013¹ and January – June 2014



1) Between 2003 and 2013, the number of offenders supervised in the community refers to the annual caseload ending December of each year. For 2014, the number of offenders supervised in the community corresponds to the annual caseload ending June 2014.

The court order caseload (offenders on community orders (COs) and suspended sentence orders (SSOs)) decreased slightly by 1%, with the CO caseload falling 3% but the SSO caseload rising by 3% between the quarters ending June 2013 and 2014. The number of offenders *starting* community orders show decreases over this period, but this is at least partly due to a change in the data collection methodology and the transition from probation trusts to the NPS and CRCs in June 2014. This issue should be resolved in future quarters.

The caseload of offenders supervised before or after release from prison showed a decrease of 1% between the quarters ending June 2013 and 2014, with those supervised under post release falling by 6%, consistent with the falling trend in prison releases.

With regard to the number of requirements started under court orders, there has again been a notable rise in curfews and standalone curfews in particular. This may reflect the continuing impact of a mandatory punitive requirement in every community order, introduced from December 2013 under the Crime and Courts Act 2013.

Of the court orders terminated in the quarter ending June 2014, more than two-thirds (68 per cent) were terminated successfully (either ran their full course or terminated early for good progress). This was true for both COs and SSOs, and is relatively stable over time.

The number of court reports prepared continued to fall – a total of 30,411 court reports were prepared in the quarter ending June 2014, 29% down on the quarter ending June 2013, reflecting the continuing downward trend in the number of cases being completed by the courts.

In general, courts follow the sentences proposed in PSRs, particularly where an immediate custodial sentence has been recommended - 88% of such proposed sentences in PSRs resulted in immediate custody.

Licence recalls

Offenders serving a sentence of twelve months and over are, in most cases, released from prison automatically at the half way point of their sentence, under licensed supervision to the NPS or CRCs. Such offenders are subject to a set of standard licence conditions; requiring them to report regularly to the NPS or CRCs, live at an approved address, and to be of good behaviour.

A key element of public protection is that offenders released on licence should be effectively supervised in the community and swiftly recalled to custody if their behaviour gives cause for concern. It is explained to offenders at the outset that they may be recalled to custody if they breach any of the conditions of their licence.

There are various reasons why offenders are recalled to custody for breaching their licence conditions besides committing a further offence. For example, an offender may be recalled if there is any deterioration in behaviour which leads the National Offender Management Service to conclude that there is an increased risk of the offender committing further offences.

Over the period 1999 to June 2014, a total of 681,000 offenders were released from prison on licence supervision. Between April 1999 and June 2014, 177,229 of those released on licence were recalled to custody for breaching the conditions of their licence, e.g. failing to report to their probation officer. Of all those recalled, 99.4% were returned and just 1,064 had not been returned to custody by the end of September 2014. The proportion of prisoners not returned to custody over this period is 0.6% and this is a

relatively constant figure when compared to previous years. This total may include some offenders believed to be dead or living abroad but who have not been confirmed as dead or deported.

Of the 1,064 not returned to custody by 30 September 2014, 134 had originally been serving a prison sentence for violence against the person offences and a further 34 for sexual offences.

During the quarter ending 30 June 2014, a total of 4,216 offenders were recalled to custody and 105 had not been returned by 30 September 2014. This number is likely to decrease over time as police have more opportunity to locate and arrest these offenders.

Changes made in this edition of OMSQ

Introduction

At the start of this year a programme of work began to review each chapter of the Offender Management Statistics Quarterly (OMSQ) and Annual publication to ensure it continues to meet users' needs. The April and July editions of OMSQ have been accompanied by separate statistical notice and consultation documents. Due to the complexity of planned changes to be introduced in this edition of OMSQ, and the data supply problems that have also been encountered in the production of this edition, it has not been possible to complete the planned review of the Licence Recall tables and CSV files. This has therefore been postponed until the publication of the next edition of OMSQ in January 2015.

This section therefore reminds users of the planned changes to OMSQ that were proposed in the statistical notice and consultation document published on 24 July 2014, and have been introduced in this edition of OMSQ. It also sets out proposals for future publications of OMSQ.

Releases tables

All the changes proposed in July 2014 to the releases tables have been implemented in this publication. Users can find a copy of the changes previously proposed at the link below:

www.gov.uk/government/statistics/changes-to-offender-management-statistics-quarterly-and-annual-editions

Home Detention Curfew (HDC) eligibility

Previously figures on prisoners who are eligible for HDC were only included in the annual edition of OMSQ. To improve consistency between the quarterly and annual tables, and to give users better information on HDC release rates, the HDC eligible population is now being published on a quarterly basis.

In order to bring the coverage of HDC eligibility in line with HDC releases data, figures from April 2013 onwards have been taken from the same data source as the HDC releases data. The impact of the change in data source is a 3% increase in the number eligible for HDC which results in a slight fall in the release rate (less than 1 percentage point change).

HDC releases

Routine data quality checks identified that a small number of offenders were, for statistical purposes only, recorded as being released onto HDC, when they were in fact released on their automatic or conditional release date. In a three month period, around 50 offenders (2%) were recorded as HDC releases when they were in fact released on their automatic or conditional release date.

This means these offenders would not have been released on HDC, and consequently the HDC releases data has been amended to remove these offenders. The changes have been implemented in this quarter's publication and revised back to April 2013.

Probation Tables

As part of the Government's Transforming Rehabilitation programme, on 1 June 2014 Probation Trusts were replaced by the National Probation Service (NPS) and 21 Community Rehabilitation Companies (CRCs). It is therefore no longer possible to present data broken down by Probation Trust. Therefore:

- Table 4.5 now shows starts of court orders at Regional level, not region and trust as formerly.
- Data from Table 4.10 has been omitted for this quarter. However, it shows the proposed layout of the table for future editions; caseload by Region, NPS Division and CRC.

Licence Recalls

Tables 5.6 and 5.10 have been suspended this quarter. This is because these tables previously presented information by probation trust, and as outlined above, as part of the Government's Transforming Rehabilitation programme, these trusts have been replaced.

Given this change and the ongoing programme of work to review the OMSQ series, the next edition in January 2015 will be accompanied with a set of licence recalls tables proposing how this information could be presented in the future. In the meantime, users are encouraged to provide their comments and suggestions for content to Ann-Marie Jordan at statistics.enquiries@justice.gsi.gov.uk.

Dataset CSVs

Previously as part of the OMSQ publication a set of dataset CSVs have been published to provide Offender Management Statistics at a more granular level of geography (Prisons and Probation Trusts) than the tables which are published at England and Wales level.

Since Probation Trusts were replaced on 1 June 2014, in this publication only prison population and releases CSVs will be published. In the next editions of OMSQ, from January 2015, the datasets relating to Licence Recall and Probation statistics will be published at Regional or Probation Area level.

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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

This publication and associated spreadsheet files of the tables contained in this document and detailed information of definitions, sources and key legislative changes are available for download at

www.gov.uk/government/collections/offender-management-statistics-quarterly

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