



Ministry
of Justice

Guide to HMPPS Annual Digest 2018/19

Ministry of Justice

Official Statistics Bulletin

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Introduction

This report provides a guide on the statistics presented in the HMPPS Annual Prison Digest 2018/19, covering the rationale for each indicator, the technical description, the data source and the calculation used.

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

The HMPPS Annual Report and Accounts for 2018/19 was published on 18 July 2019¹. The HMPPS Annual Digest² has been published on an annual basis to support the Annual Report and Accounts along with the Prison Annual Performance Ratings report³ (published on 25 July, 2019) and details of Costs per place and costs per prisoner.

The HMPPS Annual Digest contains:

- a. Headline figures with commentary on the current prison performance measures and on trends over time;
- b. A separate guide providing terms and definitions and details of the methodology and how measures are calculated;
- c. National and local level tables giving trends over time. The supplementary tables are organised into topic areas and show trends for prison areas.

Data have been drawn from administrative IT systems. Although care is taken when processing and analysing the data, the level of detail collected is subject to the inaccuracies inherent in any large-scale recording system. Details of all administrative data sources used in the production of this release can be found in the Ministry of Justice Statement of Administrative Sources⁴.

Related publications

Management Information (MI) against these performance frameworks is published on a regular basis by MoJ in the "Community Performance Quarterly MI release". The publication covers all performance metrics from both frameworks, at a national level and broken down to lower levels of geography where appropriate.

¹ Available at: <https://www.gov.uk/government/publications/hmpps-annual-report-and-accounts-2018-19> >

² Available at <https://www.gov.uk/government/statistics/hmpps-annual-digest-2018-to-2019>

³ Available at: <https://www.gov.uk/government/statistics/announcements/prison-performance-ratings-2018-to-2019>

⁴ Available at: <https://www.gov.uk/government/statistics/ministry-of-justice-statistics-policy-and-procedures>

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

Offender management statistics quarterly⁵ provide detailed information on offenders held in prison custody and on probation. They include detailed breakdowns of the prison population, prison receptions and releases. They also cover statistics on adjudications and license recalls.

Further information - staffing data sources

Both SOP and the previous Oracle HRMS are live dynamic systems, not designed for use in presenting consistent statistical figures. Although both 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.

Information relating to staff in post, protected characteristics and sickness is closely scrutinised, and the data presented in this bulletin are considered to be fit for purpose. Extensive quality assurance of the 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. More specifically though, this publication includes statistics produced using cuts of data taken from SOP. As a result, additional validation of this data has been necessary, including the use of alternative approaches to support production of the statistics.

Whilst we are confident that the statistics compiled for this particular period remain fit for purpose, it must be noted that SOP is relatively new and investigations continue so as to fully understand the impact of this change. Caution should therefore be taken when interpreting the findings.

Furthermore, during migration of data to the SOP between January and March 2017, there was also an under-recording of sickness absence records occurred. There is therefore likely to be an undercount of working days lost for the 12 months to 31 March 2017 and subsequent under-estimate of average working days lost. Furthermore, investigations are ongoing regarding more recent sickness absence data so figures for the 12 months to 31 March 2018 should be treated with caution.

Overview of HMPPS Annual Digest

This section describes the timing and frequency of the publication and the revisions policy relating to the statistics published.

Timeframe and Publishing Frequency of Data

⁵ Offender Management Statistics Quarterly reports are available at
<https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

This publication is produced on an annual basis and provides information relating to financial years with 2018/19 being the latest year. This next publication is scheduled for release on 30 July 2020.

Information on Accredited Programmes

Information on Accredited Programmes in prisons has not been published in this report due to data quality issues. The intention is to publish a special release of this data and accompanying commentary in Autumn 2019. Data for accredited programmes in prisons up to the 12 months ending March 2018 is available at:

<https://www.gov.uk/government/statistics/annual-hm-prison-and-probation-service-digest-2017-to-2018>

Revisions

In accordance with Principle 2 of the Code of Practice for Official 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:

<http://www.justice.gov.uk/downloads/statistics/mojstats/statistics-revisions-policy.pdf>

The reasons for statistics needing to be revised fall into three main categories. Each of these and their specific relevance to the HMPPS Workforce Statistics Bulletin are addressed below:

1. Changes in source of administrative systems or methodology

This release of the Annual Digest contains a revised national estimate of random mandatory drug testing (RMDT). Previously the national rate of positive tests has not been adjusted to allow for the over-sampling of prisoners in small prisons. The adjusted rate is presented along the unadjusted rate to demonstrate the impact being less than 0.4 percentage points over the last seven financial years. The number of prisoners sampled is relatively small and so year-on-year fluctuations should be interpreted with caution. A 95% confidence interval has been introduced to demonstrate the difference in precision of the sample estimates.

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

2. Receipt of subsequent information:

The nature of any administrative system is that there may be time lags with regards to when data is recorded. This means that any revisions or additions may not be captured in time to be included in the subsequent publication.

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 published documenting the revision.

Small revisions have been made in the Digest to historic referrals data to Bail Accommodation and Support Services.

Symbols and conventions

..	Not available
0	Nil
-	Not applicable or unreliable (less than 30 observations – use when calculating rates/percentages).
~	Denotes suppressed values of 5 or fewer or other values which would allow values of 5 or fewer to be derived by subtraction. Low numbers are suppressed to prevent disclosure in accordance with the Data Protection Act, 1998.
(p)	Provisional data
(r)	Revised data

Corporate

Staff sickness

Rationale	To monitor and reduce the number of days lost to staff sickness absence in HMPPS.
Technical description	Figures relating to sickness absence are presented as average working day lost due to sickness absence by breakdown of HMPPS structure. Average working days lost are calculated by taking the number of working days lost in the last 12 months and dividing by the average number of staff in post in the last 12 months.
Data source	The data referring to the reporting period to 31 December 2016 are drawn from the Oracle Human Resources Management System (HRMS) used previously by NOMS (now known as HMPPS). However, data covering the period from 1 January 2017 onwards have been extracted from the newly introduced Single Operating Platform (SOP), an administrative IT system which holds HR information.
Calculation	<p>Working days lost are calculated using the first and last days of absence recorded on Oracle HRMS and SOP. The difference between these dates gives a total of calendar days absent. A large proportion of HMPPS staff work shifts rather than standard Monday to Friday weeks. For this reason, calendar days are multiplied by 5/7 to take account of weekends and rest days. The resulting figure is further adjusted for part-time staff in proportion with their working hours. This generates a notional total working day lost to staff sickness.</p> <p>Working days lost are then divided by average full-time equivalent at the end of each month over the last 12 months to give a figure for average working days lost per person. This approach is different from standard Cabinet Office methods but provides comparable figures.</p>

Black, Asian and Minority Ethnic (BAME) staff

Rationale	To monitor and improve BAME representation amongst HMPPS staff.
Technical description	Staff who have declared themselves as BAME is presented as the proportion of individuals who define themselves as such.
Data source	The data referring to the reporting period to 31 December 2016 are drawn from the Oracle Human Resources Management System (HRMS) used previously by NOMS (now known as HMPPS). However, data covering the period from 1 January 2017 onwards have been extracted from the newly introduced Single Operating Platform (SOP), an administrative IT system which holds HR information.

Calculation	<p>The race declaration rate is reported as the proportion of staff in post who have actively declared their ethnic background (and so excluding all unknowns, not declared, not surveyed and those who have chosen not to declare).</p> <p>Where race declaration rates are equal or greater than 60%, the percentage of individuals who define themselves as BAME are subsequently calculated as a proportion of those who have declared their ethnic status. This is known as the representation rate. However, where the declaration rate is less than the minimum threshold of 60%, a representation rate is not given as it is not likely to have any meaningful indication of the actual representation within the population in question.</p>
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Incentives and Earned Privileges

The number of prisoners on the Incentives & Earned Privileges (IEP) Scheme

Rationale	<p>The aim of the IEP Scheme is to allow prisoners to earn additional privileges through responsible behaviour, participation in hard work and engaging positively in OASys and sentence planning. To make sure that the system continues to be effective it is essential to record and monitor on a monthly basis how many prisoners are on each level of the IEP scheme. From January 2020 it will be replaced with the Incentives Policy Framework. Ahead of this, Entry level will be abolished on 16 August 2019 and Incentive Forums, which monitor the fairness and effectiveness of local scheme will be in place on 27 September 2019.</p>
Technical description	<p>There are four levels of IEP status: Entry, Basic, Standard and Enhanced.</p> <p>Establishments should enter the number of prisoners on each regime using PNOMIS.</p> <p>Prisoners will be placed on Basic for a range of reasons, not all of which will be because of violent incidents. The inclusion of Basic in the metric is as a proxy measure for the management of anti-social behaviour which will include verbal and physical violence and threatening behaviour. An exact count of how many prisoners go on basic because of their involvement in violent incidents is not currently available from operational systems.</p>
Data source	<p>Monthly data from prison establishments entered into the P-NOMIS system.</p>
Calculation	<p>$a = b / 12$ Where:</p> <p>a) Average number of prisoners on a particular IEP status b) sum of 12 monthly snapshots of number of prisoners on a particular IEP status</p>

Accredited Programmes

Offending behaviour programme (OBP) completion rates and volumes in custody and the community

Rationale	The purpose of this measure is to monitor the number of accredited programmes as per manual guidance, the appropriate allocation of potential participants to accredited programmes, and to monitor the completion rates of accredited programmes.
Technical description	<p>OBPs are rehabilitation programmes designed to encourage participants to develop self-awareness in recognising risk and success/protective factors and developing skills in how to manage and build them more effectively. The ethos is built on a strengths based focus giving status to existing skills and providing opportunity to develop 'new me' skills. These programmes are fully or provisionally accredited by the Correctional Services Accreditation and Advisory Panel (CSAAP). In custody they are known as Living Skills programmes.</p> <p>For monitoring purposes, OBPs in custody include domestic violence, violence and general offending completions but exclude sexual offender treatment and substance misuse programmes, which are reported separately.</p> <p>OBP completions in the community exclude domestic violence and sex offender treatment programmes, which are measured separately. They include substance misuse programmes.</p>
Data source	<p>In custody: Monthly data from prison establishments collated in central performance systems.</p> <p>In the community: NPS/ CRCs data collated in central performance systems</p>
Calculation (volumes)	<p>This indicator is a simple count of the number of OBP completions.</p> <p>A completion is counted when a participant completes an accredited programme and all appropriate reports and documents are completed and returned where required and recorded as such on the appropriate systems.</p> <p>Completions in custody and completions in the community are recorded separately.</p>
Calculation (Percentage of milestone)	The volume of OBP completions as a percentage of the milestone target number of completions.

Sexual offending treatment programme (SOTP) completion volumes in the community

Rationale The purpose of this measure is to monitor the completion of sexual offending treatment programmes (SOTPs) and to make sure participants are appropriately allocated to and supported to complete SOTPs.

Technical description Sexual offending treatment programmes are designed to encourage participants to develop self-awareness in recognising risk and success/protective factors and developing skills in how to manage and build them more effectively. The aim to reduce offending by men convicted of sexual offences. A range of programmes is available for those who commit sexual offences according to the level of risk and need of the offender.

Data source In custody: Monthly data from prison establishments collated in central performance systems.

In the community: NPS/ CRCs data collated in central performance systems.

Calculation (volumes) This indicator is a simple count of the number of SOTP completions.

A completion is counted when a participant completes an accredited programme and all appropriate reports and documents are completed and returned, where required, and recorded as such on the appropriate system.

Completions in custody and completions in the community are recorded and reported separately.

Calculation (Percentage of milestone) The volume of SOTP completions as a percentage of the milestone target number of completions.

Population

Rationale To monitor prison population.

Technical description The population in the Digest is a monthly average of each prisons' population and a national monthly average of prison population. Monthly population figures are taken on the last day of each month. Where a prison has not been operational for the full year, the average is only taken of the months that the prison had a population and was

operational. Therefore, the sum of each individual prison will not reconcile with the national total in all of the years shown.

Data source Monthly data from prison establishments entered into the P-NOMIS system.

Calculation Population at national level:
 $a = (b_1 + b_2 + b_3 + b_4 + b_5 + b_6 + b_7 + \dots) / c$

where:

- a) Individual Prison Population.
- b) Population in individual prison in month 1 (b1), population in individual prison in month 2 (b2) etc.
- c) Number of months that the prison was operational during the year.

Population at establishment level:
 $d = (e_1 + e_2 + \dots + e_{12}) / 12$

where:

- d) National Prison Population
- e) Prison population in month 1, month 2, ... to month 12

Safety and Decency in Custody

Crowding in custody – all accommodation

Rationale To monitor and to maintain crowding within acceptable levels.

Technical description Crowding is the count of total number of prisoners who, on the last day of the month, are held in a cell, cubicle or room where the number of occupants exceeds the baseline certified normal accommodation of the cell, cubicle or room. This includes the number of prisoners held two to a single cell, three prisoners in a cell designed for one or two and all prisoners held in larger cells or dormitories where the total occupancy exceeds the baseline certified normal capacity. For example, if 12 prisoners occupy a dormitory with a baseline certified normal capacity of 10, then the 12 prisoners should be counted as crowded. If the population of an establishment is higher than the certified normal accommodation, then at least this number should be reported as crowded. An establishment where the population does not exceed the In-Use CNA may be holding prisoners in crowded conditions, depending on operational requirements within the establishment.

Data source Monthly data from prison establishments collated in central performance systems.

Calculation Crowding rate for the year is calculated by summing the crowding figure for each month and prison population figure for each month. The total

crowding figure for the year is then divided by the total population for the year and expressed as a percentage to show the rate of crowding.

Crowding in custody - doubled cells

Rationale	To monitor and to maintain crowding within acceptable levels.
Technical description	Doubling is measured by the count of prisoners who, at unlock on the last day of the month, are held two to a cell with a baseline certified normal accommodation of one. Both of those prisoners are then counted as being doubled.
Data source	Monthly data from prison establishments collated in central performance systems.
Calculation	Doubling rate for the year is calculated by summing the doubling figure for each month and prison population figure for each month. The total doubling figure for the year is then divided by the total population for the year and expressed as a percentage to show the rate of doubling.

Prisoner Working Hours

Rationale	To make sure that prisoners are occupied in purposeful activity whilst in establishments or to give offenders the opportunity to learn new skills, experience and support finding employment on release.
Technical description	The number of hours working to ensure that prisoners work the required number of hours compared to scheduled hours.
Data source	Public Prisons and IRCs – Data sourced from the Prison-NOMIS system which captures the number of prisoners in each of their workshops and the hours worked. Private Prisons –Data sourced from local data monitoring systems used by prisons to record the number of prisoners in each of their workshops and the hours worked each week.
Calculation	This is the average number of prisoner places utilised and the number of hours worked by prisoners in industry. $a = (b_1 + b_2 + b_3 + b_4 + b_5 + b_6 + b_7 + \dots) / (c_1 + c_2 + c_3 + \dots)$ where: a) Average number of prison places utilised. b) Hours delivered at prison 1+ hours delivered at prison 2 etc.

c) Total hours workshop opened at prison 1 + total hours at prison 2
etc.

Prisoners Earnings subject to the Prisoners' Earnings Act 1996

Rationale The Prisoners' Earnings Act (PEA) commenced on 26 September 2011. It enables prison governors to impose a levy of up to and including 40 per cent on wages over £20 per week (after tax, national insurance, any court ordered payments and any child support payments) of prisoners who have been assessed as being of low risk of absconding or re-offending and allowed to work outside of prison on temporary licence, in order to prepare for their eventual release.

Technical description The PEA provides that the amounts arising from the levy can be directed to four purposes:

- to prescribed voluntary organisations concerned with victim support or crime prevention;
- into the Consolidated Fund to contribute to the prisoner's upkeep;
- to the prisoner's dependants; or
- to an investment account held on the prisoner's behalf.

Data source The data are sourced from monitoring systems used by prisons. Information on prisoner earnings subject to the Prisoners' Earnings Act 1996, for 2018/19 was provided by the following establishments: Askham Grange, Berwyn, Coldingley, Downview, Drake Hall, Durham East Sutton Park, Eastwood Park, Ford, Grendon/Spring Hill, Guy's Marsh, Hatfield, Hewell, Highpoint, Hollesley Bay, Kirkham, Kirklevington Grange, Leyhill, Moorland, New Hall, North Sea Camp, Norwich, Portland, Send, Stanford Hill, Stoke Heath, Styal, Sudbury, Swansea, Thorn Cross, Usk/Prescoed.

Calculation $a = b_1 + b_2 + \dots + b_{12}/c$

where:

a) average number of active prisoners per establishment
b) b_1 is number of active prisoners in month 1, b_2 is average number of active prisoners in month 2 (calculate for each month that the prison has active prisoners)

c) the number of months that the prison is active

$$d=e/f$$

where:

d) average net earnings per prisoner

e) total net earnings

f) average number of prisoners that provided information

$$g=h/f$$

where:

g) average net deductions per prisoner

h) total net deductions

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

There are four types of incidents which result in a prisoner being unlawfully at large. These are escapes (including those from contractor escorts), absconds, failure to return from temporary release and release in error. Each of these is defined below.

These are monitored to analyse the frequency across the estate and identify any trends nationally, while taking into consideration the management of risk to the public.

Escapes

Definition

A prisoner escapes when they are able to pass beyond the perimeter of a secure prison or the control of escorting staff. This may involve overcoming physical security restraints such as a wall or fence; locks, bolts or bars; a secure vehicle; handcuffs; or the direct supervision of escorting staff.

An incident counts as an escape if (i) the prisoner is at liberty for 15 minutes or more before recapture or (ii) the prisoner commits another criminal offence before recapture.

The number of escapes are covered in four tables:

i. Prisons

Escapes by breaching the secure perimeter of prison grounds. This table excludes escapes by Category A prisoners.

ii. Prison Escorts

Escaping the control of escorting prison staff. This table excludes escapes by Category A prisoners.

iii. Contractor Escorts

Escapes from the secure vehicles or supervision of contracted prison escorts. This includes escapes from court where contracted prison escort staff have been notified of the requirement to escort a prisoner for admission to prison custody and are present in court.

iv. Category A escapes

This is an escape by a prisoner who is classed as Category A. Category A prisoners are those whose escape would be highly dangerous to the public, the police or the security of the State and for whom the aim must be to make escape impossible.

The total number of escapes from prison custody is obtained by the sum of the four tables above.

Escapes from contractor escorts

Rationale Escapes are monitored to analyse the frequency across the estate and identify any trends nationally, while taking into consideration the management of risk to the public.

Technical description A prisoner escapes from escort when they are able to pass beyond the control of escorting staff. This may involve overcoming physical security restraints or barriers such as a wall or fence; locks, bolts or bars; a secure vehicle; handcuffs; or the direct supervision of escorting staff. An incident counts as an escape is if (i) the prisoner is at liberty for 15 minutes or more before recapture or (ii) the prisoner commits another criminal offence before recapture.

Data source Data is reported by prison establishments on central administration systems and collated on the Incident Reporting Module (IRS) on P-NOMIS.

Calculation Rate of escapes from contractor escorts = number of movements divided by number of escapes from contractor escorts.

Absconds

Rationale Absconds are monitored to analyse the frequency across the open estate and identify any trends nationally also taking into consideration, the management of risk to the public.

Technical description An abscond is an escape that does not involve overcoming a physical security restraint or barrier such as that provided by a wall or fence, locks, bolts or bars, a secure vehicle, handcuffs or the direct supervision of staff. By definition, an abscond is only possible from prisons with open conditions

Data source Data is reported by prison establishments on central administration systems and collated on the Incident Reporting Module (IRS) on P-NOMIS.

Calculation This indicator is a simple count of absconds.

Failure to return from temporary release

Rationale Failure to Return is monitored to analyse the frequency of failures to return across the estate and identify trends, taking into consideration the management of risk to the public.

Technical description Failure to return after release on temporary licence is the subset Temporary Release Failures where a prisoner has not returned to the establishment by midnight on the return date. If the prisoner returns shortly after the designated time but before midnight, the failure may be classified as a late return. A prisoner who fails to return is considered to be unlawfully at large

Data source Data is reported by prison establishments on central administration systems and collated on the Incident Reporting Module (IRS) on P-NOMIS.

Calculation This indicator is a simple count of the subset of Temporary Release Failures that have been recorded as a Failure to Return.

Release in Error

Rationale Releases in Error are monitored to analyse the frequency across the estate and identify any trends nationally, while taking into consideration the management of risk to the public.

Technical description A prisoner is released in error if they are released earlier than their correct release date they will be unlawfully at large until and unless they are subsequently released correctly or returned to custody. If the person so released is not aware of the error and makes no attempt to evade arrest then they have committed no offence and in that sense they may not be at fault.

Data source Data is reported by prison establishments on central administration systems and collated on the Incident Reporting Module (IRS) on P-NOMIS.

Calculation The indicator is a simple count of the number of Releases in Error. Although this would be better considered on a rate basis (Releases in Error / total releases from prison), the denominator for this is not

available. Releases from prison data only cover sentenced prisoners, and Releases in Error can include remand prisoners.

Random Mandatory drug testing (RMDT) in custody

Rationale Random mandatory drug testing provides a measure of drug misuse in prisons.

Technical description The measure for the rate of drug-misuse is based on the rate of positive drug tests under the random MDT programme. This provides an indication of the level of drug-misuse in establishments. Random samples are those where a prisoner has been selected for testing using a random prisoner selector on central systems. The programme produces a list of prisoner numbers in the required sample, plus a reserve list. All prisoners - including those on remand and new receptions - can be selected by the system for random MDT.

A sample is positive when the screening test is positive and there has been no confirmation test requested, or a confirmation test was positive. A sample that tests positive for more than one drug counts as one positive sample. Furthermore, some positive samples will be mitigated and declared negative due to prescribed medication. The number of tests does not include spoilt samples or cases when the prisoner refuses to provide a sample. In the case of transferred prisoners, results for a sample are recorded against the establishment where the sample was taken.

Data source Monthly data from the drug testing laboratory.

Calculation $a=(b/c)*w*100$

where:

a) MDT Positive Rate.

b) Total number of random drug tests that prove positive.

c) Total number of random drug tests carried out.

w) Weighting factor when calculating National rate:

“1.0” where 5% tests of prison population have been carried out

“0.5” where 10% tests of prison population have been carried out

When calculating individual prison rate:

“1.00” for all prisons

Foreign National Offender Referrals

Rationale To ensure all foreign nationals receive due consideration for deportation by referring them to the Home Office within the set timeframe.

Technical description Offenders who are not UK citizens.

Data source Data are based on a monthly list generated from the Prison National Offender Management Information System (P-NOMIS) of FNOs first sentence dates cross referenced with a list of subsequent referrals received by the Home Office.

Calculation $a = (b/c) * 100$
where:
a) Rate of referrals within 10 working days
b) Number of referrals received within 10 working days for Foreign National prisoners sentenced within the period.
c) Number of Foreign National Prisoners sentenced during the period

Mother and Baby Units

Rationale To monitor the number of women offenders (and their babies) given places on prison mother and baby units (MBUs). Also, to monitor the number of MBU applications that are approved/refused, and identify any disproportionate outcomes.

Technical description MBU applications are considered by a multi-disciplinary Admissions Board, consisting of an Independent Chair, MBU Manager, Community Offender Manager, and having input from the Local Authority Children's Services. The Board makes a recommendation to the Governor/Director of a prison with a MBU on whether a child and mother should be admitted to such a unit, with the best interests of the child being the primary consideration, alongside the safety and welfare of other mothers and babies on the unit. The Chair must communicate the recommendation within 24 hours of the conclusion of the Board, though it is the responsibility of the Governor/Director of the prison to reach the final decision. An applicant has the right to appeal a decision not to allocate a place on an MBU, with appeals determined by the Head of the Women's Team.

Data source MBU data are collected from prison establishments by means of a monthly return submitted via HMPPS Performance Hub: a secure web-based data collection and management information reporting system. Although care is taken when processing and analysing the returns, the

detail collected is subject to the inaccuracies inherent in any large-scale recording system.

Calculation

The following measures are cumulative annual totals:

- Number of applications received for admission to MBU.
- Number of applications approved by a board.
- Number of applications refused by a board.
- Number of women received into MBU.
- Number of babies admitted into MBU.

The following measures are one off figures as of a fixed point in time (i.e. 31 March):

- Number of mothers in MBU at year end.
- Number of babies in MBU at year end.

Electronic Monitoring

Rationale

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

Technical description

Electronic monitoring can be used:

- as a condition of court bail;
- as a requirement of a court sentence, including community orders and suspended sentences;
- as a licence condition following release from custody, including Home Detention Curfew;
- as a condition of immigration bail, managed by the Home Office; and
- to intensively monitor a small number of subjects including: some of the highest risk offenders managed under Multi-Agency Public Protection Arrangements (MAPPA); those granted bail by the Special Immigration Appeals Commission (SIAC); and those made subject to Terrorism Prevention and Investigation Measures (TPIMs). In these cases, monitoring may be by way of a Global Positioning System (GPS) tag rather than a radio frequency (RF) tag.
- The rollout of location monitoring tags from November 2018 has made GPS tags available as an option for some court and post-custody cohorts. This is in addition to the use of GPS tags to monitor a small number of specialist cases. Location monitoring tags can be used to monitor compliance with exclusion zones, appointment attendance, and an individual's whereabouts, as well as compliance with a curfew.

Data source

Information is provided directly by the contractors – EMS Capita.

Calculation	This is a simple count of the number of subjects receiving electronic monitoring, the number of new electronic monitoring orders and the number of completions.
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Bail Accommodation and Support Services (BASS)

Rationale	Bail Accommodation and Support Services (BASS) provide accommodation to offenders from courts, offenders from custody and offenders referred by Community Rehabilitation Companies (CRCs). These offenders are placed in BASS-run properties when they do not have a permanent place to live.
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Technical description	<p>Bail Accommodation and Support Services (BASS) provide accommodation to Service Users, defined as:</p> <ul style="list-style-type: none"> i. adult offenders and defendants of all genders and nationalities who are aged eighteen or above who are referred by a Referrer to the Supplier as a potential recipient of the Services and fall within at least one (1) of the following groups: <ul style="list-style-type: none"> a. individuals who have been: <ul style="list-style-type: none"> 1. granted a Bail Order by a Court and who might otherwise be remanded in custody; or 2. released from remand on a Bail Order; <p>(each a Bailee)</p> <ul style="list-style-type: none"> b. individuals who are released early from prison subject to a HDC; c. individuals sentenced to ICO with a condition of residence; or d. individuals who are part of the ALC,
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Data source	Information is provided directly by the contractors – NACRO.
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Calculation	This is a simple count of the number of referrals to the BASS service by referral type and originating organisation and location.
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Glossary

Abscond

A prisoner absconds when he/she gains liberty without the need to overcome physical security restraints, or evade direct staff supervision. In most cases, unlawfully at large (UAL) incidents from open prisons would be recorded as 'absconds'.

Not all UAL incidents from open prisons are classified absconds. If an open prisoner gains liberty having been held in secure accommodation, awaiting transport back to a closed prison, from a security escort or escorting staff, then the incident is classified as an escape.

Accredited Programmes

All of the interventions included within this publication are accredited via CSAAP. It includes programmes that have been designed and developed by HMPPS and also programmes designed by external providers such as the Rehabilitation for Addicted Prisoners Trust (RAPt 12 Step programmes) and Delight Services (COVAID) and Kainos Community (challenge to change).

It is important to note there are also numerous non-accredited group-based interventions targeted at a range of criminogenic needs which are delivered within the criminal justice system. Data for non-accredited programmes are currently not available.

Many programmes included in this review are no longer accredited, have been subsequently replaced or are no longer delivered. Accredited programmes are routinely reviewed as part of the CSAAP process for accreditation. CSAAP can grant accreditation for a period of up to five years, at which point a programme must be resubmitted. The accreditation process includes reviewing the latest theory and evidence that underpins a programme to ensure that they are as effective as possible in reducing reoffending. This can result in minor changes being required to a programme, or an entirely new programme being developed. Re-accreditation may also not be sought if there has been a substantial drop in the need for a programme.

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

In this publication, programmes are grouped into one of five categories: Domestic Violence, General Offending, Sexual Offending, Substance Misuse or Violence:

- Domestic Violence programmes are targeted at males who have offended against an intimate partner within the context of a heterosexual relationship. The aim is to reduce violent behaviour in intimate relationships.
- General Offending programmes consist of a range of interventions based on life skills acquisition and cognitive behavioural theory. They are designed to address the link between thinking, attitudes, beliefs and offending. Participants are encouraged to learn and practice life skills, such as problem solving, social skills, self-control and positive relationships, that will help them on their journey towards desistance from offending.

- Sexual Offending programmes aim to reduce offending by men convicted of sexual offences. Sexual offending does not have a single cause, and so treatment needs to address a range of risk factors. HMPPS provides a range of programmes which are offered according to the level of risk and need of the offender. A treatment pathway for males with learning disabilities is also available. The current commissioning strategy including SOTPs, are set out in the NOMS Commissioning Intentions 2014, and companion documents.
- HMPPS accredited substance misuse interventions are recovery focused, and based on life skills acquisition, cognitive behavioural theory, and a programme which combines cognitive behavioural and educational approaches. All of the programmes are designed to address the link between substance misuse and offending. It should be noted that the HMPPS suite uses the umbrella term of ‘substance misuse interventions’ which covers both alcohol and drug treatment, with some programmes addressing both.
- HMPPS Violence programmes have expanded from moderate dose cognitive skills and anger management programmes to more specialised and high intensity programmes for high risk and personality disordered males and women. The current suite of programmes incorporates the most contemporary research and evidence in neuro-cognition and desistance theories and methods. The programmes also target associated and contributory risk factors including weapons and peer/gang related behaviours as well as work on identity.

For the purposes of this publication, a programme start is counted as attendance at the first session of the programme and a programme completion is counted on attendance at the last session of the programme.

Programmes may also have other components which do not form part of these statistics, for example, pre and post evaluation measures, post-programme reports and pre and/or post programme sessions with the Offender Manager.

This data should not be used for the purposes of attempting to calculate completion rates. Starts from one year may complete in a subsequent year, and completions in one year may have started in a previous year.

Bail Accommodation and Support Services (BASS)

Bail Accommodation and Support Services (BASS) provide accommodation to offenders from courts, offenders from custody and offenders referred by Community Rehabilitation Companies (CRCs). These offenders are placed in BASS-run properties when they do not have a permanent place to live.

BASS was first commissioned in June 2007⁶, and the contract is currently being provided by NACRO, having succeeded Stonham Home Group on 18th June 2018 as the BASS provider.

Black, Asian and Minority Ethnic (BAME)

This is a standard term used across Government and in wider society to describe collectively all those declaring themselves to be of a non-white background. Any individuals describing themselves as 'White British', 'White English', 'White Welsh', 'White Scottish', 'White Irish', 'White Irish Traveller', or 'White Other' will not be classified as BAME, on the basis that each of these elements constitutes the majority ethnic grouping of the UK. The nationality of these individuals is irrelevant.

All other declarations will be recorded as of a BAME origin, on the basic principle that they will all be part of a grouping which is not of the UK ethnic majority as defined above.

Crowding

Crowding is measured as the number of prisoners who, at unlock on the last day of the month, are held in a cell, cubicle or room where the number of occupants exceeds the baseline certified normal capacity of the cell, cubicle or room. This includes the number of prisoners held two to a single cell, three prisoners in a cell designed for one or two and all prisoners held crowded in larger cells or dormitories, where the total occupancy exceeds the baseline certified normal capacity. For example, if 12 prisoners occupy a dormitory with an uncrowded capacity of 10, then the 12 prisoners are counted as crowded.

The level of crowding for each prison is set by senior operational managers in HMPPS in agreeing the operational capacity of each establishment. Usable operational capacity is the best assessment of the total number of prisoners that the estate can readily hold taking into account control, security and the proper operation of regimes including single cell risk assessments. It allows for the fact that prisoners are managed separately by sex, risk category and conviction status and that the population will not exactly match the distribution of places available across the country. Useable operational capacity is currently set at 2,000 places (the "operating margin") below the overall capacity of the prison estate.

No prison will be expected to operate at a level of crowding beyond that agreed by a senior operational manager.

Prisoner Crowding

The percentage of prisoners held in crowded accommodation.

Prisoner Doubling

The percentage of prisoners held in doubled accommodation (2 are held in a cell that is meant for one).

⁶ The BASS contract was previously supplied by Stonham, part of Home Group, from June 2010 until 16th June 2018. Before this time, the contract was supplied by ClearSprings, who held the contract from June 2007 until June 2010.

Declaration rate

The percentage of staff in post headcount who have actively made a declaration within a protected characteristic (excluding those who specified that they chose not to declare).

Electronic Monitoring

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

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

Electronic monitoring may be used:

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

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

Location monitoring tags were introduced in November 2018. They allow probation staff to use GPS technology to record an individual's movements 24 hours a day. This was a regional phased roll out to ensure each region was sufficiently supported.

Escape from Establishment and Escort

A prisoner escapes from prison if they unlawfully gain their liberty by breaching the secure perimeter of a closed prison. It is also classified as an escape if a prisoner deliberately

manipulates the situation to bring about an early release by, for example, impersonating another prisoner.

A prisoner escapes from an escort if they are able to pass beyond the control of escorting staff and leave the escort, the van, the premises (court, hospital etc.) This may involve overcoming physical security restraints or barriers, such as a wall or fence, locks, bolts or bars, a secure vehicle, handcuffs, or the direct supervision of escorting staff. Escapes are further distinguished by their seriousness, duration and circumstances:

- An incident is deemed to be an escape and included in the annual total if (i) the prisoner is at liberty for 15 minutes or more before recapture or (ii) the prisoner commits an offence before recapture.
- A Category A escape occurs where the prisoner escaping has been classified as Category A. Category A prisoners are those whose escape would be highly dangerous to the public, the police or the security of the State.

Category A Escapes

Total number of Category A prisoner escapes from establishments and HMPPS escorts.

Contracted Out Escort Escapes

Total number of prisoner escapes from Contractor escorts.

Prison Escapes

Number of prisoner escapes from establishments, not including Category A Escapes.

Prison Escorts Escapes

Number of prisoner escapes from prison escorts, not including Category A Escapes.

Foreign National Offender referrals

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

An FNO is someone who does not hold British nationality. Nationality is self-declared by prisoners on initial reception into prison custody, or may have been confirmed by the Home Office prior to prison custody.

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

At the request of the policy team for 2017/2018 CU099: Foreign National Prisoner Referrals will now be CU099b: Foreign National Prisoner Referrals. The change in the metric is to reflect that the following categories of offender will now be counted by the data. Prisoners without a specific nationality (e.g. BLANK, Stateless) – These previously were formed part of the dataset sent to establishments to challenge however were not included in the data published on the Hub. Prisoners registered as Irish with a sentence length of 10 years or over – These did not previously form part of the dataset sent to establishment to challenge but were covered by the referral guidance issued by the policy team in October 2015.

Incentives and Earned Privileges

The IEP scheme was introduced in 1995 with the expectation that prisoners would earn additional privileges through demonstrating responsible behaviour and participation in work or other constructive activity. It allows prisoners to earn privileges through good behaviour and engagement in the regime and rehabilitation. Privileges can also be lost through poor behaviour. The current scheme operates on four levels: Basic, Entry, Standard and Enhanced. Prisoners start on Entry level, and good behaviour can be rewarded with progression to Standard and subsequently Enhanced, while poor behaviour can result in prisoners being placed on Basic – with the associated increase or reduction in privileges. Basic level provides access to the safe, legal and decent requirement of a normally running regime

On 11 July 2019, a new [Incentives Policy Framework](#) was published which 'goes live' in prisons in January 2020 to allow governors sufficient time to plan and implement the policy locally. PSI 30/2013 IEP for adults and PSI 11/2011 IEP for young people remain in place until this date. However, two changes will 'go live' ahead of this; On 16 Aug 2019, Entry level is abolished and by 27 Sept 2019 Incentive Forums must be in place to monitor the fairness and effectiveness of local schemes.

The new policy focuses on incentivising good behaviour and provides consistency in key areas, whilst giving governors greater flexibility to tailor incentives to the local needs and challenges in their prison.

Whilst the policy seeks to incentivise prisoners for good behaviour, privileges can also be lost for poor behaviour, and those who break prison rules can be punished through the adjudication process.

Mother and Baby Units

Prison Rule 12(2) entitles the Secretary of State to permit a female offender to have her baby in prison with her subject to any conditions he sees fit. In line with this, Prison Service Instruction (PSI 49/2014) requires Governors/ Directors to ensure that procedures are in place to ask women on reception or at the earliest opportunity whether they are pregnant or have children under the age of 18 months. HMPPS, in some circumstances allows mothers to care for their babies in Mother and Baby Units (MBUs) in prison.

A MBU is a designated living accommodation within a women's prison, which enables mothers, where appropriate, to have their children with them. MBUs promote the care of

babies and young children by their mother. Mothers are enabled and encouraged to have their children with them in prison during the important period of bonding and arrangements are in place to assess and admit suitable mothers. There are currently six MBUs in operation across the women's prison estate in England and Wales which provide an overall total capacity of 57 places for mothers. However, there are a total of 70 places for babies to allow for twins and multiple births.

Women who are pregnant or who have children under the age of 18 months can apply for a place on a MBU. All applications for places on MBUs are referred to an Admissions Board, which makes a recommendation to the Governor/Director of a prison with a MBU on whether a child and mother should be admitted to such a unit. The Board must be multi-disciplinary and include an Independent Chair, MBU Manager, Community Offender Manager, and have input from Local Authority Children's Services. The best interests of the child are the primary consideration, alongside the safety and welfare of other mothers and babies on the unit. The Chair must communicate the recommendation within 24 hours of the conclusion of the Board, though it is the responsibility of the Governor/Director of the prison to reach the final decision. An applicant has the right to appeal a decision not to allocate a place on an MBU, with appeals determined by the Head of the Women's Team.

Findings suggest that during the first 18 months of life the pressure of maturation tends to protect babies from low stimulation environments and development progresses normally⁷. However, from the age of 18 months babies may be more sensitive to the stimulation of the environment they reside in. It is for this reason that MBUs have an 18-month age limit and separations should be planned to take place prior to reaching the age of 18 months. A separation plan must be agreed for each mother and child when they arrive on the unit, setting out the care arrangements that will be initiated should the need for separation arise. This plan should be revisited whenever the woman's domestic circumstances change. Separation Boards, also chaired by an Independent Chair, are convened to consider the separation plan and to ensure that decisions about the separation process are carefully considered, appropriate and defensible.

The 18-month age limit has some flexibility in exceptional circumstances, however any final decision to admit a child after the age of 18 months to a MBU or a proposal to separate a child from their mother after they have attained 18 months must be taken by the Head of Women's Team and will be decided on a case by case basis.

More information about the Prison Service Instruction (PSI 49/2014) for MBU management, guidance and applications can be found at:
<https://www.justice.gov.uk/downloads/offenders/psipso/psi-2014/psi-49-2014-mother-and-baby-units.pdf>

Orders and licences successfully completed

⁷ Jimenez, J.M and Palacios, J (2003) When home is in jail: Child Development in Spanish Penitentiary Units, *Infant and Child Development*, 12, 461-474.

This is an indicator of offender compliance which measures orders and licences⁸ at their point of termination. It shows the proportion of these that have terminated successfully, i.e. which have run their full course without being revoked for breach or a further offence or which have been revoked early for good progress.

Prisoners' Earnings subject to the Prisoners' Earnings Act Levy

The Prisoners' Earnings Act (PEA) commenced on 26 September 2011. It enables prison governors to impose a levy of up to and including 40 per cent on wages over £20 per week (after tax, national insurance, any court ordered payments and any child support payments) of prisoners who have been assessed as being of low risk of absconding or re-offending and allowed to work outside of prison on temporary licence, in order to prepare for their eventual release.

The PEA provides that the amounts arising from the levy can be directed to four purposes:

- to prescribed voluntary organisations concerned with victim support or crime prevention;
- into the Consolidated Fund to contribute to the prisoner's upkeep;
- to the prisoner's dependants; or
- to an investment account held on the prisoner's behalf.

In 2011 Ministers decided that all the funds allocated to the Ministry of Justice from the imposition of the levy would be paid to voluntary organisations concerned with victim support, and prescribed Victim Support for this purpose. Over £2m has already been raised for support for victims of crime.

Prisoner Population

The average number of prisoners within each establishment per year. Prison Population figures have been used for the basis of any data that displays a rate or proportion of the prisoner population. Within prison population, there are two specific measures of population:

- Individual Prison Population = {Sum of monthly population} divided by {number of months prison was operational}
- National Prison Population = sum of above.

Prisoners working in custody

⁸ Orders will include Court orders, Community Orders, Further details on the types of orders and licences are given in the Guide to Offender Management Statistics at <https://www.gov.uk/government/statistics/offender-management-statistics-quarterly-october-to-december-2015>.

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

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

HMPPS is committed to working with businesses and other government departments to significantly increase work activity undertaken by prisoners in custody. The New Futures Network is the HMPPS vehicle with responsibility for finding employers to provide work for prisoners. New Futures Network brokers partnerships between employers and Public and Private Sector Prisons, who then have the responsibility to deliver the work.

The work activities that have been included as work are:

Academy, Aluminium, Assembly/Packing, Braille, Call Centres, Catering (commercial), Charity, Concrete, Data Entry, Desk Top Publishing, Electrical, Engineering, Food Packing, Hospitality, In-cell Work, Land Based Activity (commercial), Laundry, Newgate Furniture, Plastics, Printing, Recycling (external), Remanufacture/Refurbishment, Retail, Signs, Textiles, Waste Management and Woodwork.

Activities such as cooking, serving meals, maintenance and cleaning and work placements undertaken by offenders on release on temporary licence are not included.

Prison Function

Prisons are classified by their predominant prison function, but a number of prisons are multi-functional and hold a range of types of prisoner. The information presented in this report gives the predominant function. These are as follows:

Prison Function	Description
Local prisons	These serve the courts and receive remand and post-conviction prisoners, before their allocation to other establishments. They hold many short-term prisoners; remand prisoners; those waiting allocation to training prisons; and may hold a small number of immigration detainees). The short-term prisoners held in local prisons are those who are due for release in to the surrounding area and as such engage with resettlement providers in the last three months of their sentence.
Closed training prisons	Termed Category B or C in the tables, they provide a range of facilities for category “B” or category “C” prisoners who are serving medium to long-term sentences. Prisoners tend to be employed in a variety of activities such as prison workshops, gardens and

education and in offending behaviour programmes. A number of category “C” training prisons have also been identified as “resettlement prisons”. These prisons are expected to hold category “C” prisoners, serving sentences of between 12 months and under four years, who will engage with resettlement providers in the last three months of their sentence.

Open prisons	Accommodate category “D” prisoners whose risk of absconding is considered to be low, or who are of low risk to the public because of the way they have addressed their offending behaviour. Open prisons also house indeterminate and longer-sentenced prisoners who are coming towards the end of their sentence and who have gradually worked their way down the categories. Open prisons are part of the resettlement programme to reintegrate prisoners back into society. While Open prisons may have some workshop facilities, some of the prisoners will work in the community, returning to the prison in the evening.
Dispersal	These prisons hold prisoners whose escape would be dangerous including all of those assessed as category “A”.
Women’s prisons	All female prisons have been identified as a “resettlement prison” and are aligned to Contract Package Areas. Offenders released from resettlement prisons are expected to be released with a package of support delivered by one of the new Community Rehabilitation Companies, enabling better linkage with local resettlement services and improved family contact.
Young Offender Institutes (YOIs)	Hold either young people (15 to 17 year-old boys), young adults (18 to 21 years old) or a mixture of both in separate accommodation.
Immigration Removal Centres IRCs	These are operated by HMPPS on behalf of the Home Office. Immigration removal centres hold adult male immigration detainees awaiting decisions on their asylum claims or awaiting deportation. They include foreign national offenders who have completed their prison sentence.

Random Mandatory Drug Testing

HMPPS has a comprehensive range of measures to reduce the supply of drugs into prisons including the Random Mandatory Drug Testing (RMDT) programme. The national target for Random Mandatory Drug Testing was removed in 2011/12. Data are still collected for management information purposes.

The level of drug misuse in prisons is measured by the Random Mandatory Drug Testing programme (RMDT). The aim of RMDT is to test a random sample of 5 per cent or 10 per cent of prisoners in each prison (depending on prison capacity) every month, and to monitor and deter drug-misuse. Failing a random mandatory drug test is a disciplinary offence that

may lead to additional time being added to the sentence. RMDT can also act as a useful trigger for referring into treatment individuals who fail tests.

The drugs which were tested in 2018/19 which made up the 2018/19 RMDT rate included:

- Cannabis
- Opiates
- Cocaine
- Benzodiazepines
- Amphetamines
- Methadone
- Barbiturates
- Buprenorphine

RMDT for psychoactive substances (PS), as defined in the Psychoactive Substances Act 2016, was rolled out in prisons during September 2016 with further new tests added in subsequent months to test for various other PS chemical formulations. Substances tested for include common synthetic cannabinoids. Results for these tests are included from the 2017/18 financial year onwards, the first full and reliable performance year's data available.

Release in Error (RIE)

A prisoner is released in error if they are released earlier than their correct release date they will be unlawfully at large until and unless they are subsequently released correctly or returned to custody. If the person so released is not aware of the error and makes no attempt to evade arrest then they have committed no offence and in that sense they may not be at fault.

Release on Temporary Licence (ROTL)

Release on Temporary Licence (ROTL) is the mechanism under which offenders may be released into the community, generally towards the end of their sentences, for rehabilitative purposes. It can play an important role in public protection by allowing risk management plans for offenders to be tested in the community under strict conditions before they are released. It also provides a valuable means of helping offenders prepare for their resettlement in the community by, for example, finding work or rebuilding links with their families, which helps to reduce reoffending.

Representation rate

The percentage of staff that are, or have made a declaration that they are in a particular category or group of categories (usually a minority group) within a protected characteristic. Where the declaration rate is less than 100%, the percentage is of all those with a known declaration, excluding all unknown, not declared, not surveyed and those who have chosen not to declare. This is the best estimate of the actual representation of the group in question within the population. However, as the proportion of staff making declarations decreases, the accuracy of the representation rate is likely to decrease, as members of some groups may be less likely to choose to declare than others. Therefore, where the declaration rate is less

than a minimum threshold of 60%, a representation rate is not given as it is not likely to have any meaningful indication of the actual representation within the population in question.

Staff in post

The number of staff working in HMPPS and with a contract of employment with HMPPS, excludes those on career breaks and those on secondment or loan outside of HMPPS but includes staff on secondment or loan into HMPPS. Depending on the nature of the figures being presented, staff in post can be expressed on a Full Time Equivalent (FTE) or headcount basis:

- FTE: this is a measure of the staffing resource available based on contracted hours. 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.
- Headcount: this means the actual number of individuals within the workforce. Both part-time and full-time individuals are counted equally, irrespective of the number of hours worked. Headcount is the preferred measure in counting the population for a basic demographics profile and analysis of equality and diversity data. Headcount is preferred also when looking at the number of individuals joining or leaving the department, as the FTE of an individual at the point of joining or leaving often is not reflective of the FTE the same individual had or will have during the period for which they are in post.

Staff sickness

The indicator of staff sickness looks at the average number of working days lost through sickness absence.

Temporary Release Failure/Failure to Return

A temporary release failure after a release on temporary licence (ROTL) occurs when a prisoner fails to adhere to any condition written into the licence that permits their temporary release. Such conditions include the date and time by which the prisoner is required to return to the prison and may also place restrictions on where the prisoner may go and whom they may visit during the period of release, etc.

Failure to return after release on temporary licence is the subset of the above where an offender has not returned to the establishment by midnight on the date of return given in the licence. In this case, the police will be notified that the offender is unlawfully at large, and appropriate contingency plans are activated. If the offender returns before midnight, this is recorded as a late return instead of a failure to return.

Still at Large

The number of prisoners who have escaped, absconded or failed to return from temporary release, and have not yet been apprehended by the police and returned to prison by the reference date (30 April 2019). The year given is the year of the original incident. The number of prisoners who were released in error and are still at large is not included.

Annex A – Prisons, Functions and Regions

Prison	HMPPS Region	Prison Function 2018/19	Private or Public prison	Changes to prison
Acklington			Public	Merged with Castington to become Northumberland in 2011/12
Albany			Public	Isle of Wight cluster prisons (Albany, Camp Hill and Parkhurst) changed to become recorded as Isle of Wight from January 2010
Aldington			Public	Closed
Altcourse	G4S	Male local	Private	
Ashfield	Serco	Male Category C	Private	
Ashwell			Public	Closed
Askham Grange	Women	Female open	Public	
Aylesbury	Long Term/ High Security	Male closed YOI	Public	
Bedford	East	Male local	Public	
Belmarsh	Long Term/High Security	Male local	Public	
Berwyn	Wales	Male Category C	Public	Opened in February 2017
Birmingham	G4S	Male local	Private	HMP Birmingham was a contracted prison in the period of this report. The formal transfer of the prison to the public sector (HMPPS) took place on 1 July 2019.
Blakenhurst			Public	Part of Hewell
Blantyre House	Kent and Essex	Male Category C	Public	Temporarily closed down at the beginning of 2015
Blundeston			Public	Closed in 2014/5
Brinsford	Midlands	Male closed YOI	Public	
Bristol	South West	Male local	Public	
Brixton	London and Thames Valley	Male Category C	Public	

Brockhill			Public	Hewell cluster sites amended to be recorded as Hewell. Closed in 2011
Bronzehead	Sodexo	Female local	Private	
Buckley Hall	North West	Male Category C	Public	
Bullington	London and Thames Valley	Male local	Public	Combined with Oxford in table results.
Bullwood Hall			Public	Closed from the beginning of 2013/14
Bure	East	Male Category C	Public	
Camp Hill			Public	Isle of Wight cluster prisons (Albany, Camp Hill and Parkhurst) changed to become recorded as Isle of Wight from January 2010
Canterbury			Public	Closed from the beginning of 2013/14
Cardiff	Wales	Male local	Public	
Castington			Public	Merged with Acklington to become Northumberland in 2011/12
Channings Wood	South West	Male Category C	Public	
Chelmsford	Kent and Essex	Male local	Public	
Colchester			Public	
Coldingley	Surrey and Sussex	Male Category C	Public	
Cookham Wood	Young People	Male YOI - Young People	Public	
Dartmoor	South West	Male Category C	Public	
Deerbolt	Tees and Wear (Reform)	Male closed YOI	Public	
Doncaster	Serco	Male local	Private	
Dorchester			Public	Closed in 2014/5
Dovegate	Serco	Male Category B	Private	
Dover			Public	. Closed from November 2016.
Downview	Women	Female closed	Public	Listed as "out of use" in 2014/15
Drake Hall	Women	Female closed	Public	
Durham	Tees and Wear (Reform)	Male local	Public	
East Sutton Park	Women	Female open	Public	
Eastwood Park	Women	Female local	Public	Combined with Pucklechurch in table results.

Edmunds Hill			Public	Split from Highpoint in 2003/04. Merged with Edmunds Hill into Highpoint North and South in 2011/12
Elmley	Kent and Essex	Male local	Public	Male Local part of Sheppey Cluster
Erlestone	South West	Male Category C	Public	
Everthorpe			Public	Merged with Wolds in 2014/15 to form Humber
Exeter	South West	Male local	Public	
Featherstone	Midlands	Male Category C	Public	
Feltham	Young People	Male closed YOI	Public	
Ford	Surrey and Sussex	Male open	Public	
Forest Bank	Sodexo	Male local	Private	
Foston Hall	Women	Female Local	Public	
Frankland	Long Term/High Security	Male Dispersal	Public	
Full Sutton	Long Term/High Security	Male Dispersal	Public	
Garth	Long Term/High Security	Male Category B	Public	
Gartree	Long Term/High Security	Male Category B	Public	
Glen Parva			Public	Closed in June 2017
Gloucester			Public	Closed from the beginning of 2013/14
Grendon	London and Thames Valley	Male Category B	Public	
Grendon / Spring Hill	London and Thames Valley	Male Category B, Male open	Public	
Guys Marsh	South West	Male Category C	Public	
Haslar			Public	Closed from November 2016.
Hatfield	Yorkshire	Male open	Public	Merged with Moorland in 2003/04. Hatfield and Moorland reported separately from 2012/13
Haverigg	North West	Male Category C	Public	
Hewell	Midlands	Male local	Public	Hewell cluster sites amended to be recorded as Hewell from 2008/09
Hewell Grange			Public	Recorded as Hewell from 2008/09

High Down	Surrey and Sussex	Male local	Public	
Highpoint	East	Male Category C	Public	Split from Edmunds Hill in 2003/04. Merged with Highpoint into Highpoint North and South in 2011/12
Hindley	North West	Male Category C	Public	Changed category from, Male YOI - Young People to Category C in 2015/16
Hollesley Bay	East	Male open	Public	Split from Warren Hill split in 2003/04
Holloway			Public	Closed in June 2016
Holme House	Tees and Wear (Reform)	Male local	Public	
Hull	Yorkshire	Male local	Public	
Humber	Yorkshire	Male Category C	Public	Formed from a merger with Everthorpe and Wolds in 2014/15
Huntercombe	IRCs and FNP's	Male Category C	Public	Combined with Finnamore Woods in table results. Became an adult male category C prison in 2010/11
Isis	London and Thames Valley	Male Category C	Public	
Isle of Wight	Long Term/High Security	Male Category B	Public	Predominantly Male Category B (with local function)
Kennet			Public	Closed in December 2016.
Kingston			Public	Combined with Portsmouth in table results. Closed from the beginning of 2013/14
Kirkham	North West	Male open	Public	
Kirklevington Grange	Tees and Wear (Reform)	Male open	Public	
Lancaster			Public	Closed from the beginning of 2011/12
Lancaster Farms	North West	Male Category C	Public	
Latchmere House			Public	Closed in September 2011
Leeds	Yorkshire	Male local	Public	
Leicester	Midlands	Male local	Public	
Lewes	Surrey and Sussex	Male local	Public	
Leyhill	South West	Male open	Public	
Lincoln	East	Male local	Public	
Lindholme	Yorkshire	Male Category C	Public	
Littlehey	East	Male Category C	Public	
Liverpool	North West	Male local	Public	

Long Lartin	Long term/High Security	Male Dispersal	Public	
Low Newton	Women	Female local	Public	
Lowdham Grange	Contracted - Serco	Male Category B	Private	
Maidstone	IRCs and FNPs	Male Category C	Public	
Manchester	High Security	Male local	Public	
Medway STC	Young People	STC	Public	Transferred to HMPPS from YJB on 1 July 2016
Moorland	Yorkshire	Male Category C	Public	Merged with Hatfield in 2003/04. Hatfield and Moorland reported separately from 2012/13
Moorland / Hatfield			Public	Hatfield and Moorland reported separately from 2012/13
Morton Hall (IRC)	IRCs and FNPs	IRC	Public	Became an Immigration Removal Centre in 2011/12
The Mount	London and Thames Valley	Male Category C	Public	
New Hall	Women	Female local	Public	
North Sea Camp	East	Male open	Public	
Northallerton			Public	Closed in 2014/5
Northumberland	Sodexo	Male Category C	Private	Became a contracted-out prison in 2013/14
Norwich	East	Male local	Public	
Nottingham	Midlands	Male local	Public	
Oakhill (STC)	Young People	STC	Private	
Oakwood	G4S	Male Category C	Private	
Onley	London and Thames Valley	Male Category C	Public	
Parc	G4S (Wales)	Male Category C	Private	
Parkhurst			Public	Isle of Wight cluster prisons (Albany, Camp Hill and Parkhurst) changed to become recorded as Isle of Wight from January 2010
Pentonville	London and Thames Valley	Male local	Public	
Peterborough	Sodexo	Male local	Private	
Peterborough	Sodexo	Female local	Private	
Portland	South West	Male Category C	Public	

Prescoed	Wales	Male open	Public	Usk and Prescoed reported separately from 2012/13
Preston	North West	Male local	Public	
Rainsbrook (STC)	Young People	STC	Private	
Ranby	East Midlands (Reform)	Male Category C	Public	
Reading			Public	Closed in 2014/15
Risley	North West	Male Category C	Public	
Rochester	Kent and Essex	Male Category C	Public	
Rye Hill	G4S	Male Category B	Private	
Send	Women	Female closed	Public	
Shepton Mallet			Public	Closed from the beginning of 2013/14
Shrewsbury			Public	Closed from the beginning of 2013/14
Spring Hill	London and Thames Valley	Male open	Public	
Stafford	Midlands	Male Category C	Public	
Standford Hill	Kent and Essex	Male open	Public	Sheppey Cluster
Stocken	East Midlands (Reform)	Male Category C	Public	
Stoke Heath	Midlands	Male Category C	Public	
Styal	Women	Female local	Public	
Sudbury	East Midlands (Reform)	Male open	Public	
Swaleside	Long Term/High Security	Male Category B	Public	Sheppey Cluster
Swansea	Wales	Male local	Public	
Swinfen Hall	Midlands	Male Category C	Public	
Thameside	Contracted - Serco	Male Local	Private	Opened in 2011/12
Thorn Cross	North West	Male open YOI	Public	
Usk	Wales	Male Category C	Public	
Usk / Prescoed	Wales	Male Category C, Male open	Public	Usk and Prescoed reported separately from 2012/13 (part of Cluster)

The Verne (IRC)	South West	Temporarily out of use	Public	Became an Immigration Removal Centre in 2014/15
Wakefield	Long Term/High Security	Male Dispersal	Public	
Wandsworth	London and Thames Valley	Male local	Public	
Warren Hill	East	Male Category C	Public	Split from Hollesley Bay in 2003/04
Wayland	East	Male Category C	Public	
Wealstun	Yorkshire	Male Category C	Public	
Weare			Public	Closed in 2006/07
Wellingborough			Public	Closed from the beginning of 2013/14
Werrington	Young People	Male YOI - Young People	Public	
Wetherby	Young People	Male YOI - Young People	Public	
Whatton	Midlands	Male Category C	Public	
Whitemoor	Long Term/High Security	Male Dispersal	Public	
Winchester	South West	Male local	Public	
Wolds			Public	Became a public prison in 2013/14. Merged with Everthorpe in 2014/15 to form Humber
Woodhill	Long Term/High Security	Male local	Public	
Wormwood Scrubs	London and Thames Valley	Male local	Public	
Wymott	North West	Male Category C	Public	