



Ministry
of Justice

Guide to HMPPS Annual Digest 2022/23

Ministry of Justice

Official Statistics Bulletin

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Guide to HMPPS Annual Digest

Introduction

This report provides a guide on the statistics presented in the HMPPS Annual Prison Digest 2022/23, 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.

The HMPPS Annual Digest¹ is published on an annual basis to support the Annual Report and Accounts.

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 Sources².

Related publications

Management Information (MI) against both prison and community performance frameworks is published separately on a regular basis by MoJ. These publications cover all performance metrics from prison and community performance frameworks, at a national level and broken down to lower levels of geography where appropriate.

Previous and current publications, can be found at:

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

¹ This is available at: <https://www.gov.uk/government/collections/prison-and-probation-trusts-performance-statistics>

² <https://www.gov.uk/government/statistics/ministry-of-justice-statistics-policy-and-procedures>

Offender management statistics quarterly³ 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 and protected characteristics 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.

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

This publication is produced on an annual basis and provides information relating to financial years with 2022/23 being the latest year.

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>

³ Offender Management Statistics Quarterly reports are available at:
<https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

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

There are no changes in the source of administrative systems or methodology to report.

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.

Symbols and conventions

..	Not available
0	Nil
-	Not applicable or unreliable (fewer 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

Workforce statistics

Ethnic Minority (excluding White Minority) staff

Rationale To monitor and improve Ethnic Minority representation amongst HMPPS staff.

Technical description Staff who have declared themselves as ethnic minority are presented as the proportion of individuals who declared themselves as such.

Data source Staff in post data covering the period from 1 January 2017 onwards have been extracted from the Single Operating Platform (SOP), an administrative IT system which holds HR information.

Calculation The ethnicity 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, and those who have chosen not to declare).

Where ethnicity declaration rates are equal or greater than 60%, the percentage of individuals who define themselves as Ethnic Minority 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.

Further information - staffing data sources and data quality

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 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.

Glossary

Ethnic Minority (excluding White Minority) staff

This is a standard term used across Government to describe collectively all those declaring themselves to be of a non-white background. The nationality of these individuals is irrelevant.

All other declarations will be recorded as of an ethnic minority 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.

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).

Representation rate

The percentage of staff that are, or have made a declaration that they are, in a 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, 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.

Incentives

The number of prisoners at each Incentive level

Rationale **The aim of an incentives scheme is to allow prisoners to earn additional privileges through good behaviour and engaging positively in their sentence or progression plan. 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 incentives scheme.**

Technical description There were four levels of IEP status: Entry, Basic, Standard and Enhanced until August 2019 when Entry level was abolished. In January 2020 the Incentives Policy Framework replaced IEP. It retained 3 core levels; Basic, Standard and Enhanced, but gave governors flexibility to create additional levels above Enhanced, named Enhanced (extended) in this report.

Establishments should enter the number of prisoners on each level using PNOMIS.

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.

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

Calculation $a=b/12$
Where:

a) Average number of prisoners on a particular incentive status
b) sum of 12 monthly snapshots of number of prisoners on a particular incentive status

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 month1, month2, ... 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.

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, 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, Coldingley, Cookham Wood, Downview, Drake Hall, East Sutton Park, Eastwood Park, Ford, Foston Hall, Grendon/Spring Hill, Guy's Marsh, Hatfield, Hewell, Highpoint, Hollesley Bay, Huntercombe, Kirkham, Kirklevington Grange, Leyhill, New Hall, North Sea Camp, Norwich, Send, Standford Hill, Stoke Heath, Styal, Sudbury, Swaleside, 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

Public protection is core to the successful and effective delivery of offender management. In managing offenders in custody and in the community, HMPPS has the protection of the public, including victims, children and vulnerable adults, as an overriding aim in all its activity. HMPPS takes public protection and escapes from prison extremely seriously. An immediate investigation, independent of the prison, is completed following any escape to determine what went wrong and to learn lessons for the future. The majority of those who escape are quickly re-captured by the police, then charged and prosecuted. On return to prison, they are normally re-categorised and may be moved to a higher security establishment.

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 from prison** if they unlawfully gain their liberty by breaching the secure perimeter of a closed prison. A prisoner **escapes from an escort** if they are able to pass beyond the control of escorting staff and leave the escort, the vehicle or the premises (such as a court or hospital). 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 categories in the tables:

i. Prisons

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

ii. Prison Escorts

Escaping the control of escorting prison staff. This 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 categories 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

Definition:

A **temporary release failure** 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, how they may behave and what they may do, where they may go and who they may contact during the period of release.

Failures to return after release on temporary licence are the subset of temporary release failures, where an offender has not returned to the establishment by midnight on the designated return date. 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 after the designated return time but on the right date, this is recorded as a late return instead of a failure to return.

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 of 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

A prisoner is **released in error** if they are wrongly discharged from an establishment or court when they should have remained in custody and the prisoner has not deliberately played a part in the error. Examples include misplaced warrants for imprisonment or remand, recall notices not acted upon or sentence miscalculation. If it is believed that the situation was manipulated by the prisoner, for example by taking the identity of another person, then this will be classified as an escape, and not a 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	<p>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 can be selected by the system for random MDT. If a prisoner is medically unfit to provide a sample, and this has been verified by a healthcare professional, another prisoner is selected from the reserve list. In the case of transferred prisoners, results for a sample are recorded against the establishment where the sample was taken.</p> <p>A sample is recorded as positive where an rMDT screening test is positive (or in cases where a screening test is positive but a confirmation test is requested, the confirmation test also returns a positive result). Furthermore, some positive samples will be mitigated and declared negative due to prescribed medication. The number of</p>

tests does not include spoilt samples which could not be tested or cases when the prisoner refuses to provide a sample.

A sample that tests positive for more than one drug counts as one positive sample. This means that findings for each type of drug, showing the percentage of positive tests including each drug type, will add to more than 100%.

Data quality

The percentage of all prisoners misusing drugs is inferred from the test results of prisoners sampled at random within prisons. This means the findings are estimates rather than an exact measure of positive test results in the whole prison population. A confidence interval is calculated to indicate how much lower or higher the percentage of positive tests might reasonably be. This is done for data from financial year 2012-13. Differences in estimates between years are only commented on when there is no overlap between the confidence intervals.

An important factor affecting the quality of rMDT estimates is the extent to which the testing panel covers the drugs that are prevalent in prisons at the time. In particular, new compounds of Psychoactive Substances (PS) may be in use but not yet testable. This list of drugs tested for is kept under review, with intelligence from prisons and detailed studies carried out periodically to identify if other substances have become prevalent in prisons and should be added to the list. However, composition of these substances is rapidly changing, and so there is a time lag between a substance becoming prevalent in prisons to its detection and proposed addition to the list for rMDT testing, and being able to detect it in samples⁴.

The use of PS was first reported in 2017-18 following the addition of specified psychoactive substances (PS) to the rMDT testing panel during September 2016 with other PS chemical compounds added to the panel in subsequent months⁵. However, the HMPPS Digest for 2020-21 summarised that it was not possible to draw conclusions about the level of misuse of drugs including PS in subsequent years (the 12 months ending March 2019 and the 12 months ending March 2020). This is because of two new compounds of PS in circulation in prisons which could not at the time be identified by the rMDT test (and which were subsequently added to the testing panel in December 2019).

⁴ When a new PS is identified and before it is added to the list of drugs tested in rMDT, the laboratory must obtain a reference standard to identify the drug beyond reasonable doubt. This is a complex process requiring the drug to be synthesised from first principles and accredited for use by the relevant authorities.

⁵ Substances tested for included common synthetic cannabinoid receptor agonists (SCRAs). Results for these tests were included from 2017-18 onwards, the first full and reliable performance year's data available.

Because of the pause and subsequent disruption to testing due to the pandemic in 2020-21 and 2021-22 and underestimation of drug use in 2018-19 and 2019-20 due to time lags in updating the testing panel for new PS, readers are referred to the findings in the HMPPS Digest for 2017-2018⁶. In 2017-18, the percentage of positive drug tests (including PS) was 21.3%.

Steps have been taken to reduce considerably the time lags in updating the rMDT testing panel for new drugs. Since 2021-22, there is no longer a requirement for secondary legislation to be passed before new PS compounds can be added to the panel⁷. Also since 2021-22, the detailed study to establish which drugs and PS compounds are prevalent and should be testable is conducted twice a year rather than annually. These improvements will permit more frequent updates of the testing panel. Nevertheless, some time lag is inevitable during this updating process. This is particularly the case when introducing new compounds of PS, since there the laboratory must still produce an accredited reference standard.

The list of drugs tested for is given in the Glossary, including the most recent additions to the panel.

A further aspect of data quality in rMDT is the extent of refusals to provide a sample for drug testing. Refusing to provide a sample is a disciplinary offence that may lead to additional time being added to the individual's time in custody. In 2019-20, the last year for which data was published, there were only 1,109 refusals (2.0%) out of 55,551 random mandatory drug tests attempted. The detailed breakdown of outcomes, by prison function, is included in Table 7.6 in the Excel file accompanying the publication that year. It shows all possible outcomes of rMDT that year, including refusals, administrative flaws (e.g. mis-recording by the prison) and sample spoilage (e.g. broken or otherwise compromised sample). These three categories accounted for a small proportion of tests attempted that year (2.7%), with 97.3% of all rMDT attempts successfully tested.

Impact of the pandemic on

As a result of the COVID-19 pandemic, testing was suspended across prisons from April 2020 and testing only partially resumed from September 2020. Establishments were required to resume testing

⁶ The latest data including for 2017-18 and past trends are given in HMPPS Annual Digest: April 2019 to March 2020 edition (<https://www.gov.uk/government/statistics/hmpps-annual-digest-april-2019-to-march-2020>). This includes full details of data quality which are summarised here. In the 2019-20 publication, the 2017-18 data has been adjusted for the over-sampling of small prisons.

⁷ Until 2021-22, new PS compounds that are covered by the Misuse of Drugs Act (MDA) 1971 could be tested for under existing legislation. In practice, that was as soon as the laboratory had obtained reference samples. If new compounds were not covered by the MDA 1971, these needed to be added to the list of specified drugs that can be tested for as set out in Prison and YOI Rules. This required secondary legislation (a statutory instrument) to add new PS compounds to the list.

testing and data quality

when they were operating at Stages 2 or 1 rather than at Stages 3 and 4 of the [National Framework for managing Covid](#). This resulted in a significant drop in the number of completed tests throughout 2020-21 and continuing into 2021-22.

Under normal circumstances, 121 establishments would have been expected to carry out rMDT. However, the numbers of prisons conducting rMDT each month has varied widely, reflecting the movement of establishments through the levels of the National Framework as they sought to manage outbreaks of Covid, and not all participating prisons were able to meet the testing requirement of 5% or 10% of prisoners in those months. In April 2022, as few as 79 prisons were able to conduct rMDT, rising to 108 prisons in November, however only 87 of these were testing at the required levels. Because the percentage of positive tests varies considerably by prison and by types of prison (as pre-pandemic estimates have shown), it is not possible to produce reliable national estimates based on the findings in those prisons which were able to participate.

Although RMDT estimates are usually based on 12 months of testing, under these exceptional circumstances, consideration was given to presenting estimates based on part of the year. Even in November 2022, with 87 prisons meeting their monthly testing requirement, this was still not sufficiently high to be representative of all prisons.

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

Adjusting (weighting) the results for the percentage of positive tests

RMDT is undertaken each month by testing a random sample of 5% of prisoners in prisons with 400 or more prisoners and 10% of prisoners in prisons with fewer than 400 prisoners⁸. This means prisoners in small prisons are relatively over-sampled and will have a greater

⁸ These testing levels are set annually, based on the average monthly population in the previous year.

influence on national rates of positive tests unless an adjustment is made to give a representative picture of small and large prisons.

From 2012-13 onwards, a new methodology has been implemented which adjusts the rates of positive tests in each prison to give more representative findings. The methodology adjusts the contribution that the number of positive tests in each prison makes to the national rate of positive tests depending on whether the prison was small (over-sampled) or large (under-sampled).

National rates adjusted in this way were first reported in the 2018-19 HMPPS Annual Digest. Notes to the tables to Chapter 7 indicate when the new or old methodology has been used. Estimates by type of drug are not adjusted.

Once national rates for drugs excluding PS are adjusted to be better representative of small and large prisons, national rates become slightly higher. The difference was less than 0.4 percentage points over the eight years from 2012-13 when the new methodology was implemented to 2019-20 when estimates from rMDT were last published (Figure 1).

National rates for drugs including PS are also higher following the same adjustment, the difference being between a half and one percentage point in the three years from 2017-18, when the use of PS was most reliably estimated, to 2019-20. (Figure 2).

Figure 1: Percentage of positive results from random Mandatory Drug Tests (excluding PS), the 12-months ending March 2010 to the 12-months ending March 2020

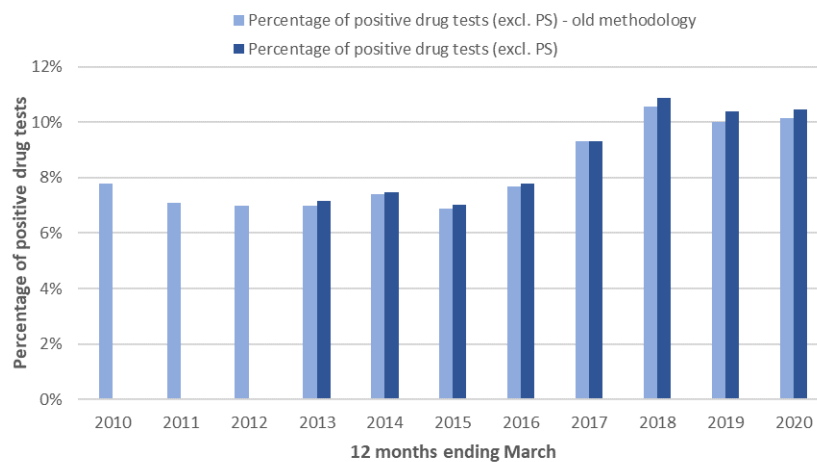
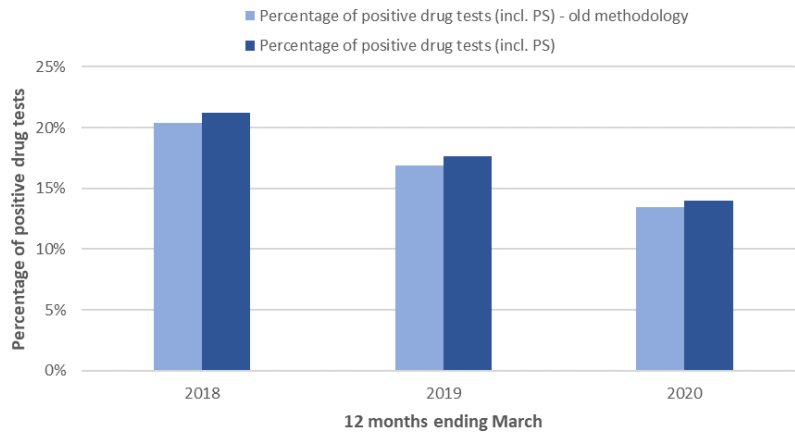


Figure 2: Percentage of positive results from random Mandatory Drug Tests including PS, the 12-months ending March 2018 to the 12-months ending March 2020



Note: As explained in Chapter 7, the percentage of positive tests is considered an underestimate in the 12-months to March 2020, and to a lesser extent in the 12-months to March 2019.

Protesting Behaviour

Definition:

Prisons use contingency planning to deal with incidents of disorder. The objective of the contingency planning is to ensure incidents are resolved with the minimum risk of harm to staff, prisoners and the public, and that there is a return to normal operations and regime as swiftly as possible.

Barricade / prevention of access, hostage, concerted indiscipline and incident at height are all sub-types of protesting behaviour incident. The following is a list of definitions used for these sub-types:

Barricades/prevention of access: Where one or more offenders deny access to any part of a prison, by use of a physical barrier, to those lawfully empowered to have such access.

Hostage incidents: Where one or more persons are, unlawfully, held against their will by one or more individuals (either static or on the move). For the purpose of this metric this excludes unlawful detention by HMPS but does include hostage incidents where collusion was suspected or confirmed.

Concerted indiscipline: An incident where two or more prisoners act together in defiance of a lawful instruction or against the requirements of the regime of the establishment. The act of indiscipline can be either active or passive (e.g. for passive a sit down protest) and the protagonists do not necessarily need to be acting in a common cause.

Incidents at height: An incident at height is defined as any incident that is occurring at a place above or below ground level where a person could be injured if they fell from that place. This category can come in many forms including, but not limited to, prisoners on the netting, climbing up bars or on the roof, or where there is a risk of falling into an opening in a floor or a hole in the ground.

The reporting system used for incidents does not enable us to report multiple incident types for the same incident. Where there an incident covers more than one incident category (i.e. hostage and assault) then we expect to have two separate incidents created. Where multiple sub-types of an incident occur during the same incident this would be recorded as a single incident, against the most appropriate sub-type (normally the most serious).

Generally an increase in protest activity (e.g. protesting incidents, complaints about the regime, petitions, etc) will provide an early and strong indication that there has been a shift in prison thinking. HMPPS continuously monitors regime delivery, incident activity, intelligence assessments and complaints to gauge stability tolerances across the Prison estate. Should the position change HMPPS will be able to identify this quickly and use the intelligence to inform incident management strategy moving forward. HMPPS continue to perform regular reviews of their tactical resources to ensure they have sufficient staff available to deploy for incident resolution and have strengthened previous arrangements with the military and police.

Compiling rates: Rates express the number of incidents per 1,000 prisoners in the at-risk group and are based on population figures published in Offender Management Statistics Quarterly. Rates give a more reliable indicator of trends than numbers of incidents because they take account of changes in the prison population over time.

Annual rates = the number of incidents occurring within a twelve-month period, divided by the average prison population at the end of each month within the same period, multiplied by 1,000. The prison population data is published in the Offender Management Statistics Quarterly publication (table 1.1, by month).

Finds

It is the priority of HMPPS to ensure prisons are places of safety and reform, including by removing the supply of illicit drugs. Since the publication of the White Paper Prison Safety and Reform in 2016, HMPPS has taken additional steps to disrupt the supply of illicit items, such as drugs, into prisons. For example, in 2018 we announced the rollout of specialist search teams to conduct body, property, cell and area searches across the estate. In April 2019 HMPPS published its National Prison Drug Strategy. One of its key pillars covers how prison staff can restrict the supply of drugs into their prisons.

In August 2019 a £100m investment in prison security was announced. This investment will enhance our ability to detect attempts to bring drugs and mobile phones into prisons by prisoners, visitors and staff, while mobile phone detection and blocking technology stops illicit phones from working in prisons and enables them to be retrieved. HMPPS is also expanding its Counter Corruption Unit and strengthening intelligence-led operations and investigations with law enforcement partners to disrupt organised crime, including the conveyance of drugs and mobile phones, into prisons.

It is important to consider with incidents of finds in prisons, that an increase in numbers may be as a result of more items being found although not necessarily attributable to any one particular security counter-measure, rather than more items being present in prisons.

There was a change in the way finds were recorded in March 2022. The reason for the change was to make it easier for prisons to record incidents where multiple items were found within one incident, the list of changes are highlighted below:

- Each find incident now enables the prisons to select single or multiple type of find initially. For incidents with only a single type of find, the prisons select the type of find from a drop down list, and can now input this information much quicker. For incidents with multiple types of find, it should still be easier for prisons to input this information, so may result in small increases in some of the individual finds categories.
- For drug finds, the “unknown” category is now at the top of the drop down lists for both drug type and drug weight, so may result in additional “unknown” drug type and drug weight finds in future. Ketamine was also added as an option, this would previously have been included within the unknown category.
- A new type of find was added, with “other digital finds” now included. This included options such as laptop, tablet, games console, smart watch and media streaming devices, and should result in a decrease in the number of finds where the finds categories are “other mobile related items” and “unknown”.

All of these changes may lead to changes in data recording practices, and should result in improvements in the quality of the data. The inclusion of new categories and changes to some of the existing categories mean that finds incidents prior to March 2022 are not directly comparable with later figures, so caution needs to be taken when interpreting changes over the years.

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 sentence

Mother and Baby Units, Pregnant Prisoners and Births

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

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.

Pregnancy and births data are women who have self-declared as pregnant and consent to sharing this information, having been made aware why their personal data is being monitored and how it will be used. It does not represent women who have reserved their right not to disclose this personal data to HMPPS, or who might have disclosed this data to healthcare providers in confidence.

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. Pregnancy and births data are collected in a separate weekly data collection. 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.

- Number of births in hospital for women serving a custodial sentence
- Number of births in transit to hospital for women serving a custodial sentence.
- Number of births on prison premises for women serving a custodial sentence.

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.

Pregnancy data are provided as monthly and annual totals.

Community Accommodation Service Tier 2 (CAS-2)

Rationale **The Community Accommodation Service, Tier 2 (CAS-2) provides support to courts and prisons in achieving the best use of custody through the provision of suitable accommodation in a variety of locations in England and Wales, to following groups in the following priority: 1. *Bailees. 2. *Individuals subject to Home Detention Curfew. 3. *Individuals referred because of risk to Recall to prison due to loss of accommodation; or those who could be re-released following recall if they had suitable accommodation. 4. Individuals who are referred from Approved Premises. 5. Individuals referred due to being homeless at their conditional release date.**

This was previously known as Bail Accommodation and Support Service (BASS) Policy Framework 2018.

Technical description Community Accommodation Service, Tier 2 (CAS-2) provide accommodation to Service Users, defined as:

- 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 of the following groups:
 - a. individuals who have been:
 - 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;

(each a **Bailee**)

- 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,

Data source Information is provided directly by the contractors – NACRO.

Calculation This is a simple count of the number of referrals to the CAS-2 service by referral type and originating organisation and location.

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.

Bail Accommodation and Support Services (BASS)

Bail Accommodation and Support Services (BASS) is a contracted service which provides short-term accommodation for those who have no suitable accommodation and may otherwise be held in custody. The service is available for those on Bail, Home Detention Curfew, released from a custodial sentence of less than four years and of no fixed abode, on licence and at risk of recall due to loss of accommodation or on an Intensive Community Order with a residential requirement.

The BASS contract was previously supplied by Stonham, part of Home Group, from June 2010 until 17 June 2018. NACRO have supplied the BASS contract since 18 June 2018.

Community Accommodation Service – Tier 2 (CAS – 2)

Community Accommodation Service – Tier 2 (CAS – 2) is a contracted service which provides short-term accommodation for those who have no suitable accommodation and may otherwise be held in custody. The service is available for those on Bail, Home Detention Curfew, released from a custodial sentence of less than four years and of no fixed abode, on licence and at risk of recall due to loss of accommodation or on an Intensive Community Order with a residential requirement.

The CAS-2 contract was previously supplied by Stonham, part of Home Group, from June 2010 until 17 June 2018. NACRO supplied the BASS contract from 18 June 2018 to October 2022. NACRO commenced delivery of CAS2 in October 2022.

CAS-2 was previously known as the Bail Accommodation and Support Service (BASS).

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 3,000 places (the “operating margin”) below the overall capacity of the prison estate. For the 12-months to March 2021 this figure was set at 2,000 places during April and 3000 places between May and March.

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).

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).

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 Immigration Enforcement 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

An incentives scheme (IEP) 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. They allow prisoners to earn privileges through good behaviour and engagement in the regime and rehabilitation. Privileges can also be lost through poor behaviour. The IEP scheme operated on four levels: Entry, Basic, Standard and Enhanced, until August 2019 when Entry level was abolished. It was replaced by the Incentives Policy Framework in January 2020. The new policy has a greater focus on incentivising positive behaviour, providing consistency in key areas, whilst giving governors greater flexibility to tailor incentives to the local needs and challenges in their prison and to create levels above Enhanced.

Prisoners typically start on Standard level, and positive behaviour can be rewarded with progression to Enhanced (or above), 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.

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 normally⁹. 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>

Prisoners' Earnings subject to the Prisoners' Earnings Act Levy

⁹ 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.

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.

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

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 every month (depending on the size of the prison population) and to monitor and deter drug-misuse. A positive rMDT can be used as evidence in support of disciplinary proceedings that may lead to punitive action, including the potential for additional time being added to a sentence. RMDT also acts as a useful trigger for referring individuals into treatment services.

The following ‘traditional’ drug groups were tested in 2019-20 and included in the 2019-20 rMDT rate – the last estimates published for rMDT – and the most recent changes to the panel are given later:

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

Tramadol (a traditional drug) was added to the testing panel in March 2020 and will be reported for samples collected from 1 April 2020 onwards. No positive tests for Tramadol were included in the rMDT estimates for the 12-months to March 2020. Barbiturates were removed from the panel following the introduction of Tramadol testing.

RMDT for psychoactive substances (PS), as defined in the Psychoactive Substances Act 2016, was rolled out for specified PS in prisons during September 2016 with further new tests added in subsequent months to test for various other PS chemical compounds. Substances tested for included common synthetic cannabinoid receptor agonists (SCRAs). Results for these tests are included from the 2017-18 financial year onwards, the first full and reliable performance year’s data available. In mid-November 2019, two new psychoactive substances were added to the testing panel and the results were included in the rMDT metrics for samples collected from December 2019 onwards. However, time lags in the addition of these new PS in November 2019 led to an underestimation of drug use in prisons in both 2018-19 and 2019-20.

The panel of PS in use during the 12-months to March 2020 included:

- AB FUBINACA metabolite
- APICA-N-4 Hydroxypentyl metabolite
- 5F-APICA-N-4 Hydroxypentyl metabolite
- APINACA-N-4- Hydroxypentyl metabolite
- MDMB CHMICA metabolite
- 5F-APINACA-N-4 Hydroxypentyl metabolite
- PB22 3 Carboxyindole metabolite
- 5FPB22 3 Carboxyindole metabolite
- XLR-11 N-4 Hydroxypentyl metabolite
- UR-144 N-4 Hydroxypentyl metabolite
- AM2201 N-4 Hydroxypentyl metabolite
- AB PINACA metabolite

- APINACA carboxypentyl
- AM2201 5 hydroxyindole metabolite
- 5F-MDMB PINACA desmethyl metabolite
- MAM2201 4 hydroxypentyl
- 5F-MDMB-PICA metabolite – added November 2019
- 4F-MDMB-BUTINACA metabolite – added November 2019

Although rMDT reporting has not resumed due to the pause in testing from April to September 2020 and subsequent disruption to testing, there have been additions to the panel:

- Tramadol (April 2020) (with the subsequent removal of Barbiturates)
- Gabapentin/Pregabalin (April 2021)
- Ketamine (November 2021)

An in-depth study is set to be completed before the end of 2023 looking specifically for new SCRA compounds in 2,000 samples. This will be targeted to establishments with known or suspected SCRA problems, establishments where seizures of SCRAS are being reported and prisons carrying out MDT is high volume, but experiencing low SCRA positivity compared to similar sites.

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 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	Predominant Function 2022/23	Private or Public prison
Acklington			Public
Albany			Public
Aldington			Public
Altcourse	Privately Managed Prison - G4S	Male Local	Private
Ashfield	Privately Managed Prison - Serco	Male Category C	Private
Ashwell			Public
Askham Grange	Women's Estate	Female Open	Public
Aylesbury	South Central Group	Male Category C	Public
Bedford	Bedfordshire, Cambridgeshire and Norfolk Group	Male Local	Public
Belmarsh	Long Term & High Security	Male Local	Public
Berwyn	HMPPS Wales	Male Category C	Public
Birmingham	West Midlands Group	Male Local	Public
Blakenhurst			Public
Blantyre House			Public
Blundeston			Public

Brinsford	West Midlands Group	Male Closed YOI	Public
Bristol	Avon and South Dorset Prison Group	Male Local	Public
Brixton	London Group	Male Category C Resettlement	Public
Brockhill			Public
Bronzefield	Privately Managed Prison - Sodexo	Female Local	Private
Buckley Hall	Greater Manchester, Merseyside and Cheshire Group	Male Category C	Public
Bullingdon	South Central Group	Male Local	Public
Bullwood Hall			Public
Bure	Bedfordshire, Cambridgeshire and Norfolk Group	Male Category C	Public
Camp Hill			Public
Canterbury			Public
Cardiff	HMPPS Wales	Male Local	Public
Castington			Public
Channings Wood	Devon and North Dorset Prison Group	Male Category C	Public

Chelmsford	Hertfordshire, Essex and Suffolk Group	Male Local	Public
Colchester			Public
Coldingley	Kent, Surrey and Sussex Group	Male Category C	Public
Cookham Wood	Youth Custody Estate	Male YOI - Young People	Public
Dartmoor	Devon and North Dorset Prison Group	Male Category C	Public
Deerbolt	Tees and Wear Group	Male Closed YOI	Public
Doncaster	Privately Managed Prison - Serco	Male Local	Private
Dorchester			Public
Dovegate	Privately Managed Prison - Serco	Male Category B	Private
Dover			Public
Downview	Women's Estate	Female Closed	Public
Drake Hall	Women's Estate	Female Closed	Public
Durham	Tees and Wear Group	Male Local	Public
East Sutton Park	Women's Estate	Female Open	Public
Eastwood Park	Women's Estate	Female Local	Public
Edmunds Hill			Public

Elmley	Kent, Surrey and Sussex Group	Male Local	Public
Erlestoke	South Central Group/ Avon and South Dorset Prison Group	Male Category C	Public
Everthorpe			Public
Exeter	Devon and North Dorset Prison Group	Male Local	Public
Featherstone	West Midlands Group	Male Category C	Public
Feltham	Youth Custody Estate	Male Closed YOI	Public
Five Wells	Privately Managed Prison - G4S	Male Category C Resettlement	Private
Ford	Kent, Surrey and Sussex Group	Male Open	Public
Forest Bank	Privately Managed Prison - Sodexo	Male Local	Private
Fosse Way	Privately Managed Prison	Male Category C	Private
Foston Hall	Women's Estate	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
Gloucester			Public
Grendon	South Central Group	Male Category B	Public
Grendon / Springhill	South Central Group	Male Category B , Male Open	Public
Guys Marsh	Devon and North Dorset Prison Group	Male Category C	Public
Haslar			Public
Hatfield	Yorkshire Group	Male Open	Public
Haverigg	Cumbria and Lancashire Group	Male Open	Public
Hewell	West Midlands Group	Male Local	Public
Hewell Grange			Public
High Down	London Group	Male Category C	Public
Highpoint	Hertfordshire, Essex and Suffolk Group	Male Category C	Public
Hindley	Greater Manchester, Merseyside and Cheshire Group	Male Category C	Public
Hollesley Bay	Hertfordshire, Essex and Suffolk Group	Male Open	Public

Holloway			Public
Holme House	Tees and Wear Group	Male Category C	Public
Hull	Yorkshire Group	Male Local	Public
Humber	Yorkshire Group	Male Category C	Public
Huntercombe	South Central Group	Male Category C	Public
Isis	London Group	Male Category C	Public
Isle of Wight	Long Term & High Security	Male Category B	Public
Kennet			Public
Kingston			Public
Kirkham	Cumbria and Lancashire Group	Male Open	Public
Kirklevington Grange	Tees and Wear Group	Male Open	Public
Lancaster Castle			Public
Lancaster Farms	Cumbria and Lancashire Group	Male Category C Resettlement	Public
Latchmere House			Public
Leeds	Yorkshire Group	Male Local	Public
Leicester	East Midlands Group	Male Local	Public
Lewes	Kent, Surrey and Sussex Group	Male Local	Public
Leyhill	Avon and South Dorset Prison Group	Male Open	Public

Lincoln	East Midlands Group	Male Local	Public
Lindholme	Yorkshire Group	Male Category C	Public
Littlehey	Bedfordshire, Cambridgeshire and Norfolk Group	Male Category C	Public
Liverpool	Greater Manchester, Merseyside and Cheshire Group	Male Local	Public
Long Lartin	Long Term & High Security	Male Dispersal	Public
Low Newton	Women's Estate	Female Local	Public
Lowdham Grange	Privately Managed Prison - Serco	Male Category B	Private
Maidstone	Kent, Surrey and Sussex Group	Male Category C	Public
Manchester	Long Term & High Security	Male Category B	Public
Medway			Public
Moorland	Yorkshire Group	Male Category C	Public
Moorland / Hatfield			Public
Morton Hall (IRC)			
Morton Hall	East Midlands Group	Male Category C	Public
The Mount	Hertfordshire, Essex and Suffolk Group	Male Category C	Public

New Hall	Women's Estate	Female Local	Public
North Sea Camp	East Midlands Group	Male Open	Public
Northallerton			Public
Northumberland	Privately Managed Prison - Sodexo	Male Category C	Private
Norwich	Bedfordshire, Cambridgeshire and Norfolk Group	Male Local	Public
Nottingham	North Midlands Group	Male Local	Public
Oakhill (STC)	Youth Custody Estate	STC - Young People	Private G4S
Oakwood	Privately Managed Prison - G4S	Male Category C	Private
Onley	East Midlands Group	Male Category C	Public
Parc	HMPPS Wales	Male Category C	Private
Parkhurst			Public
Pentonville	London Group	Male Local	Public
Peterborough	Privately Managed Prison - Sodexo	Male Local/Female local	Private
Peterborough Male	Privately Managed Prison - Sodexo	Male Local	Private

Peterborough Female	Privately Managed Prison - Sodexo	Female Local	Private
Portland	Avon and South Dorset Prison Group	Male Category C	Public
Prescoed	HMPPS Wales	Male Open	Public
Preston	Cumbria and Lancashire Group	Male Local	Public
Rainsbrook (STC)	Youth Custody Estate	STC - Young People	Private
Ranby	North Midlands Group	Male Category C	Public
Reading			Public
Risley	Greater Manchester, Merseyside and Cheshire Group	Male Category C Resettlement	Public
Rochester	Kent, Surrey and Sussex Group	Male Category C	Public
Rye Hill	Privately Managed Prison - G4S	Male Category B	Private
Send	Women's Estate	Female Closed	Public
Shepton Mallet			Public
Shrewsbury			Public
Spring hill	South Central Group	Male Open	Public

Stafford	West Midlands Group	Male Category C	Public
Standford Hill	Kent, Surrey and Sussex Group	Male Open	Public
Stocken	North Midlands Group	Male Category C	Public
Stoke Heath	West Midlands Group	Male Category C	Public
Styal	Women's Estate	Female Local	Public
Sudbury	North Midlands Group	Male Open	Public
Swaleside	Long Term & High Security	Male Category B	Public
Swansea	HMPPS Wales	Male Local	Public
Swinfen Hall	West Midlands Group	Male Category C	Public
Thameside	Privately Managed Prison - Serco	Male Local	Private
Thorn Cross	Greater Manchester, Merseyside and Cheshire Group	Male Open	Public
Usk	HMPPS Wales	Male Category C	Public
Usk / Prescoed	HMPPS Wales	Male Category C , Male Open	Public
The Verne (IRC)	Avon and South Dorset Prison Group	IRC	Public

The Verne	Avon and South Dorset Prison Group	Male Category C	Public
Wakefield	Long Term & High Security	Male Dispersal	Public
Wandsworth	London Group	Male Local	Public
Warren Hill	Hertfordshire, Essex and Suffolk Group	Male Category C	Public
Wayland	Bedfordshire, Cambridgeshire and Norfolk Group	Male Category C	Public
Wealstun	Yorkshire Group	Male Category C	Public
Weare			Public
Wellingborough			Public
Werrington	Youth Custody Estate	Male YOI - Young People	Public
Wetherby	Youth Custody Estate	Male YOI - Young People	Public
Whatton	East Midlands Group	Male Category C	Public
Whitemoor	Long Term & High Security	Male Dispersal	Public
Winchester	South Central Group	Male Local	Public
Wolds			Public
Woodhill	Long Term & High Security	Male Category B	Public
Wormwood Scrubs	London Group	Male Local	Public

Wymott	Cumbria and Lancashire Group	Male Category C	Public
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