

Offender Management Statistics Quarterly Bulletin

April to June 2012, England and Wales

Ministry of Justice
Statistics bulletin

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Introduction

This publication provides key statistics relating to offenders who are in prison or under Probation Service supervision. It covers flows into these services (receptions into prison or probation starts) and flows out (discharges from prison or probation terminations) as well as the caseload of both services at specific points in time. Latest figures for 2012 are provided with comparisons to 2011, as well as reference to longer term trends.

The contents of the report will be of interest to the public, government policy makers, the agencies responsible for offender management at both national and local levels, and others who want to understand more about the prison population, probation caseload, licence recalls and returns to custody.

The statistics included in this publication are used extensively and meet a broad spectrum of user needs as shown below.

User	Summary of main statistical needs
MOJ Ministers	Use the statistics to monitor the prison population and capacity of the prison estate; monitor effectiveness of probation service and whether resources are deployed efficiently; assess policy impacts (e.g. changes to sentencing guidance)
MPs and House of Lords	Statistics are used to answer parliamentary questions – approximately 100 are answered each year using prison and probation data
Policy teams	Statistics are used to inform policy development, to monitor impact of changes over time and to model future changes and their impact on the system
Agencies responsible for offender management	Current and historical robust administrative data are used to support performance management information at national and local levels within each agency to complement their understanding of the current picture and trends over time
Academia, students and businesses	Used as a source of statistics for research purposes and to support lectures, presentations and conferences
Journalists	Used as a compendium of robust data on offender management so that an accurate and coherent story can be told on the prison population and probation service
Voluntary sector	Data are used to inform policy work, responses to consultations and briefing papers by analysing trends and changes to the prison population
General public	Data are used to respond to ad-hoc requests and requests made under the Freedom of Information Act

This bulletin is published alongside three inter-related bulletins:

- **Proven Re-offending Statistics Quarterly:** provides proven re-offending figures for offenders who were released from custody, received a non-custodial conviction at court, received a caution, reprimand, warning or tested positive for opiates or cocaine in the 12 months ending December 2010.
- **Safety in Custody Statistics Quarterly update to June 2012:** provides statistics on death, self harm and assault incidents whilst in prison custody.
- **MAPPA (Multi agency public protection arrangements) Annual Report 2011/12:** This annual publication presents the number of MAPPA eligible offenders in England and Wales, and information related to these offenders, including a summary of the information provided in the MAPPA reports published by each of the areas.

Taken together, these publications present users with a more coherent overview of offender management including MAPPA eligible offenders, re-offending among both adults and young people and the safety of offenders whilst in prison custody.

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

Overview – latest period compared to the previous year

	30 September 2012	Percentage change 30 September 2011 to 30 September 2012	
Prison population	86,457	-1%	↓
Remand	11,749	-13%	↓
Untried	7,993	-12%	↓
Convicted unsentenced	3,756	-16%	↓
Under sentence	73,406	1%	↑
Fine Defaulters	137	-2%	↓
Less than or equal to 6 months	5,238	-7%	↓
Greater than 6 months to less than 12 months	2,432	-3%	↓
12 months to less than 4 years	20,584	0%	→
4 years or more (excluding indeterminate sentences)	25,770	5%	↑
Indeterminate sentences	13,685	0%	→
Recalls	5,560	-3%	↓
Non criminal	1,302	11%	↑

	April-June 2012	Percentage change April-June 2011 to 2012	
Prison receptions			
First receptions	27,415	-6%	↓
Remand - untried	12,300	-8%	↓
Remand - convicted unsentenced	9,028	-6%	↓
Under sentence	21,411	0%	→
Fine Defaulters	263	11%	↑
Less than or equal to 6 months	9,930	-8%	↓
Greater than 6 months to less than 12 months	2,233	8%	↑
12 months to less than 4 years	6,643	5%	↑
4 years or more (excluding indeterminate sentences)	2,194	15%	↑
Indeterminate sentences	148	-14%	↓
Prison discharges			
Determinate sentences	21,513	0%	→
Less than or equal to 6 months	9,111	-1%	↓
Greater than 6 months to less than 12 months	2,087	-4%	↓
12 months to less than 4 years	7,970	3%	↑
4 years or more (excluding indeterminate sentences)	2,345	-4%	↓
Indeterminate sentences	167	37%	↑
Indeterminate sentence for public protection (IPP)	103	66%	↑
Life sentence	64	7%	↑
Average percentage of time served⁽¹⁾			
Determinate sentences	53%	-2 pp	↓
Less than or equal to 6 months	55%	-1 pp	↓
Greater than 6 months to less than 12 months	48%	0 pp	↓
12 months to less than 4 years	50%	-1 pp	↓
4 years or more (excluding indeterminate sentences)	57%	-3 pp	↓
Probation starts			
All court orders	39,495	-9%	↓
All community sentences	28,315	-10%	↓
Community order	27,613	-10%	↓
Other sentences	11,306	-5%	↓
Suspended sentence order	11,176	-5%	↓
Pre release supervision	11,443	0%	→

	June-2012	Percentage change 30 June 2011 to 30 June 2012	
Persons supervised by the Probation Service			
All court orders	120,323	-8%	↓
All community sentences	82,672	-9%	↓
Community order	80,403	-8%	↓
All pre CJA orders	310	-62%	↓
Other sentences	40,584	-6%	↓
Deferred sentence	69	-10%	↓
Suspended sentence order	40,526	-6%	↓
All pre and post release supervision	111,735	4%	↑
Pre release supervision	70,814	2%	↑
Post release supervision	41,294	8%	↑

	April-June 2012	
Licence recalls		
Recalled in latest quarter	4,052	
Not returned to custody by 30 September 2012	77	
Total not returned to custody by 30 September 2012	976	

1) Average percentage of time served includes time served on remand; change in percentages are given as percentage point change (pp).

Prison population

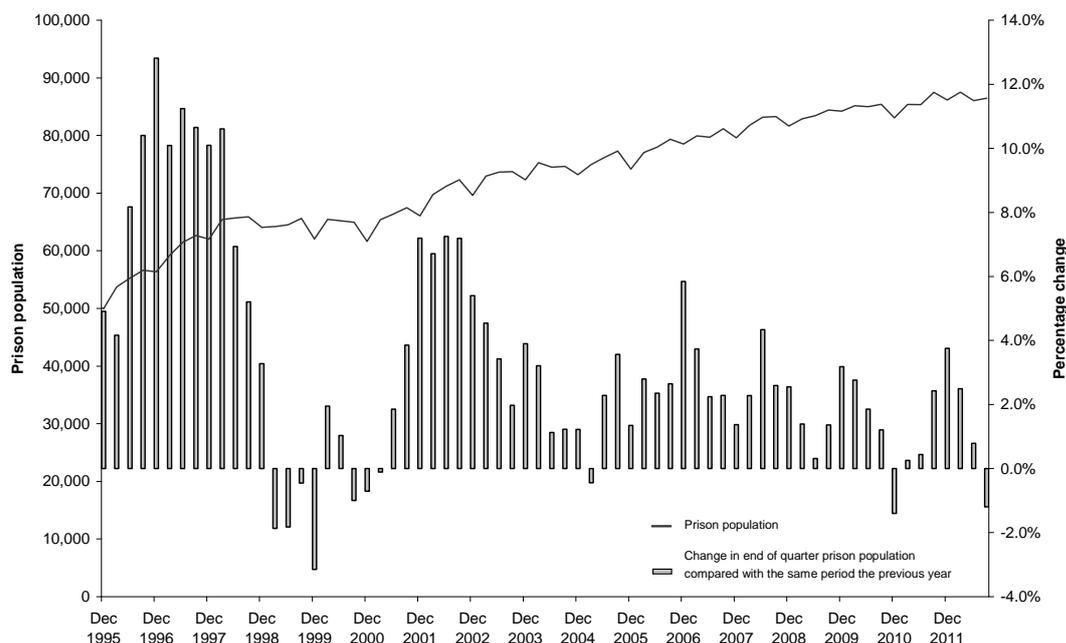
The prison population grew rapidly between 1993 to 2008 – an average of 4 per cent a year. This rapid rise was driven by:

- Increased numbers of people sentenced to immediate custody from 1999 to 2002.
- Increases in the average custodial sentence length and increased use of indeterminate sentences.
- Increase in numbers recalled to prison following breaches of the conditions of licence and these offenders spending longer in prison once recalled.

The rise in the prison population slowed considerably from the summer of 2008 with an average annual increase of 1 per cent (Figure 1.1), until the public disorder seen in UK cities from 6 to 9 August 2011 which had an immediate impact on the prison population. Other factors, over and above the direct impact of the public disorder, contributed to an increased prison population for a temporary period which now appears to be over. This, combined with a falling remand population in 2012, means that the prison population is now a little below the medium projection.

The flatter trend prior to the disorder partly reflected the introduction of the Criminal Justice and Immigration Act (CJIA) 2008, which changed sentencing and offender management in ways which helped to reduce growth in the prison population. For more information see [CJIA 2008](#). Additionally the remand population had been falling, partly because of the increased use of fast delivery pre-sentence reports.

Figure 1.1: Quarterly prison population and annual percentage change, England and Wales, December 1995 to September 2012



The prison population at 30 September 2012 was 86,457, a decrease of 1,044 (1 per cent) compared to 30 September 2011 when the total population was 87,501.

At 30 September 2012, there were:

- 82,334 males in prison - a fall of 1 per cent over the year
- 4,123 females in prison - a fall of 3 per cent over the year

The overall decrease in the total prison population over the last year (30 September 2011 to 30 September 2012) mainly reflected a decrease in the remand segment of the prison population:

- The remand population fell by 1,801, or 13 per cent, between September 2011 and September 2012 (from 13,550 to 11,749). This comprised a 12 per cent decrease in the untried population to 7,993 and a 16 per cent fall in the convicted unsentenced population at 3,756. Around 500 of this fall can be explained by a fall in the number on remand for offences related to the public disorder of 6-9 August 2011, as offenders have been processed through the courts and sentenced. More generally, the falling remand population is consistent with the falling number entering prison on remand (see the section on prison receptions).

- The sentenced population rose by 629, or 1 per cent, from 72,777 in September 2011 to 73,406 in September 2012. This increase was driven entirely those serving long determinate sentences (4 years or more) which rose 5 per cent from 24,445 to 25,770. The short sentenced population (less than 12 months) fell over the last year, while those serving 12 months to less than 4 years remained stable.
- The number of prisoners serving indeterminate sentences (either a life sentence or an Indeterminate Sentence for Public Protection – an IPP) remained stable at 13,685. The rate of year-on-year growth in indeterminate sentences has slowed considerably following the changes introduced in the CJIA 2008 which restricted the use of IPPs.
- Within the indeterminate sentenced population 44 per cent were serving an IPP (6,020) while 56 per cent were serving life sentences (7,665). Among those serving IPPs, most had a tariff length of 6 years or less (1,172 had a tariff length of less than 2 years, 2,673 had a tariff length of 2 to 4 years, 1,239 a tariff of 4 to 6 years and 711 had a tariff length greater than 6 years). A total of 3,523 (59 per cent) IPP prisoners had passed their tariff expiry date. For those serving life sentences 2,303 had a tariff length of less than 10 years and a further 4,107 had a tariff length of 10 to 20 years and 996 had a tariff length of greater than 20 years. There were 45 offenders serving a whole life sentence as at 30 September 2012.
- The number of non-criminals in prison rose by 128, or 11 per cent, to 1,302 at 30 September 2012.

The foreign national prisoner population was 10,951 as at 30 September 2012, accounting for 13 per cent of the prison population (the same proportion as in recent quarters). This figure includes NOMS operated Immigration Removal Centres (IRC's). When looking at the population excluding IRC's, 12 per cent were foreign national prisoners.

An increasing proportion of sentenced prisoners are serving sentences for the most serious offences. As at 30 September 2012, 28 per cent of the sentenced population had committed violence against the person offences, an increase from 21 per cent in 2000. Similarly, the proportion serving sentences for sexual offences increased from 10 per cent in 2000 to 14 per cent in September 2012. In contrast, the number serving sentences for motoring offences has fallen steadily over time, and now comprises just 1 per cent of the sentenced population compared with 4 per cent in 2000.

Prison receptions

In the quarter ending June 2012 there were 27,415 first receptions into prison, a fall of 6 per cent compared to the same period the previous year. Within this group, male first receptions were down 6 per cent and female first receptions were stable.

The number of untried receptions – those remanded in custody awaiting trial – fell from 13,382 in the quarter ending June 2011 to 12,300 in the quarter ending June 2012, a fall of 8 per cent. This comprised an 8 per cent fall in the number of male untried receptions, while the number of female untried receptions was down 10 per cent over the same period.

The number of convicted unsentenced receptions – those remanded in custody awaiting sentence – fell by 6 per cent overall in the quarter ending June 2012 compared to the same period the previous year. Within this group, male convicted unsentenced receptions fell by 4 per cent (from 8,894 to 8,505) and female convicted unsentenced receptions fell 22 per cent (from 668 to 523).

There was very little change in the number of prisoners received under sentence in the quarter ending June 2012 (21,411) compared to the quarter ending June 2011 (21,467). However, looking by gender, there was a 1 per cent fall for males and an 8 per cent increase for females.

Prison discharges

In the quarter ending June 2012, a total of 21,513 offenders were discharged from determinate sentences, no change from the quarter ending June 2011. Within this total, male discharges remained unchanged and female discharges rose by 4 per cent. A further 103 offenders were discharged from an indeterminate sentence for public protection (IPP) and 64 from a life sentence.

Although overall there was no change in the total number of offenders discharged from determinate sentences, discharges fell across all sentence length bands, with the exception of the '12 months to less than 4 years' band which rose by 3 per cent.: 'less than or equal to 6 months' fell 1 per cent; 'greater than 6 months to less than 12 months' and '4 years or more (excluding indeterminate sentences)' both fell by 4 per cent.

Those discharged from determinate sentences in the quarter ending June 2012 had served 53 per cent of their sentence in custody (including time on remand). On average males served a greater proportion of their sentence in custody – 53 per cent compared to 49 per cent for females in the quarter ending June 2012. This gender difference is consistent over time, and partly reflects the higher proportion of females who are released on Home Detention Curfew (HDC – under which certain offenders can be released on electronically monitored curfew up to 135 days before the halfway point of their sentence when they would otherwise be released).

A total of 3,288 prisoners were released on HDC in the quarter ending June 2012, 3 per cent higher than in the quarter ending June 2011. Prisoners released on HDC in the quarter ending June 2012 spent an average of 2.9 months on HDC, up 5 per cent from the quarter ending June 2011.

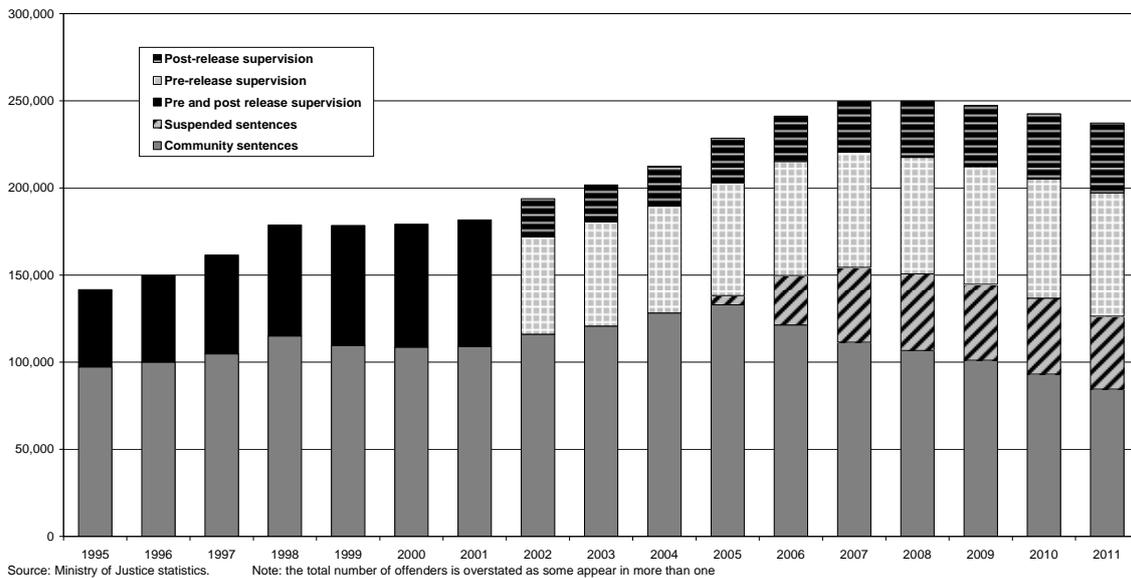
Probation

The annual total probation caseload (court orders and pre and post release supervision) increased by 39 per cent between 2000 and 2008 to 243,434, before falling slightly to 234,528 in 2011. The rise between 2000 and 2008 was driven by:

- Introduction of new court orders, in particular the Suspended Sentence Order (SSO) in 2005 (under the Criminal Justice Act 2003).
- Increase in pre and post-release supervision caseload due to:
 - continued growth in the number of offenders serving custodial sentences of 12 months or more who require supervision on release from custody,
 - offenders spending longer periods on licence after release from custody under CJA 2003.

The number being supervised at the end of 2011 (the caseload) continued the decrease seen in each of the previous three years; community orders fell by 8 per cent and SSOs by 4 per cent compared to 2010. As at 30 June 2012, the total caseload fell again slightly to 230,736 a fall of two per cent on June 2011.

Figure 1.3: Number of offenders under Probation Service supervision (at end December), 1995-2011



Looking at the latest quarter, the court order caseload continued to decrease reaching 230,736 at 30 June 2012, with the community order caseload down 8 per cent and the SSO caseload down 6 per cent from 30 June 2011. The number of offenders starting court orders also decreased over this period, driven largely by the fall in starts of community orders, which fell by 10 per cent between the quarter ending June 2011 and the quarter ending June 2012. SSO starts fell by 5 per cent over this period.

The caseload of offenders supervised before or after release from prison increased by 4 per cent between the quarter ending June 2011 and quarter ending June 2012, including an 8 per cent increase in the number supervised post release.

Looking at the requirements started under court orders, most decreased between the quarters ending June 2011 and June 2012, in line with the fall in overall number of court order starts. The main exception has been in the use of Specified Activity requirements, which increased by five per cent under community orders and 25 per cent under SSOs over the period. The types of activity which the court may direct the offender to undertake include anger management, restorative justice, alcohol interventions and activities designed to assist in gaining employment. They may also be used as a way to help the offender to engage with local community resources.

Of the 28,638 community orders terminated in the quarter ending June 2012, 67 per cent had run their full course or were terminated early for good progress, the same as in the quarter ending June 2011. Sixty-eight per cent of SSOs had run their full course or were terminated early for good progress in the quarter ending June 2012, a slight increase from the previous equivalent quarter (67 per cent).

Licence recalls

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

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

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

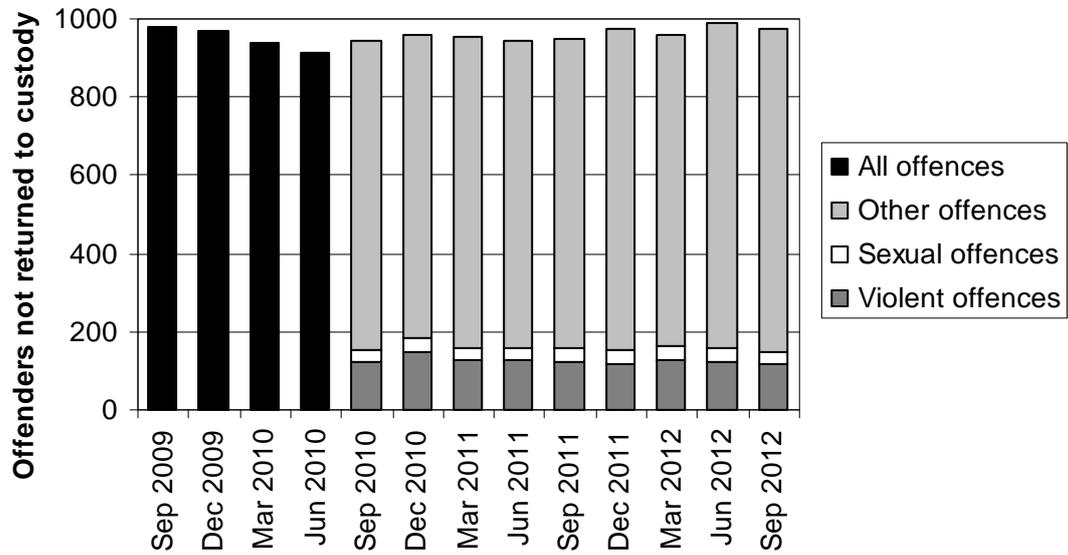
Over the period 1999 to June 2012, a total of 590,000 offenders were released from prison on licence supervision. Between April 1999 and June 2012, 143,000 of those released on licence were recalled to custody for breaching the conditions of their licence, e.g. failing to report to their probation officer. Of all those recalled to custody, only 976 had not been returned to custody by 30 September 2012. This total may include some offenders believed to be dead or living outside of the UK but who have not been confirmed as dead or deported.

Of the 976 not returned to custody by 30 September 2012, 117 had originally been serving a prison sentence for violence against the person offences and a further 33 for sexual offences.

During the quarter ending June 2012, a total of 4,052 offenders had their licence revoked and were recalled. By 30 September 2012, 3,975 of these recalled offenders had been returned to custody and 77 had not been returned to custody.

The end-to-end measure across all agencies involved in the process is for 75 per cent of recalled offenders to be returned to custody within 74 hours for emergency recalls and 144 hours for standard recalls. In the quarter ending 30 June 2012, 3,221 (79 per cent) were returned within agreed timescales.

Figure 1.5: Number of offenders not returned to custody by quarter, by major offence group



Source: Ministry of Justice (1) Offence categories changed from Sep 2010 so not shown for earlier periods

References

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

www.justice.gov.uk/statistics/prisons-and-probation/oms-quarterly

Bulletins from earlier related series are available at

www.justice.gov.uk/publications/statistics-and-data/prisons-and-probation/index.htm

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Appendix A – Data sources and quality

The data presented in this publication are drawn from administrative IT systems. 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. While the figures shown have been checked as far as practicable, they should be regarded as approximate and not necessarily accurate to the last whole number shown in the tables. Where figures in the tables have been rounded to the nearest whole number, the rounded components do not always add to the totals, which are calculated and rounded independently.

Impact of data quality issues: receptions data

Following the introduction and phased roll-out of a new case management system for prisons (prison-NOMIS) from May 2009, data collection issues emerged that affected the supply of data for statistical purposes. The vast majority of issues were resolved in March 2010; however, prison receptions data remains provisional subject to the outcome of data quality work.

Analysis of the receptions data in early 2010 identified a problem with the way reception dates were being handled in the data extract used centrally (operations within prisons were unaffected). In terms of producing the statistics, this potentially affected the period for which a given reception was counted, for example Q3 2010 versus Q4 2010.

Although the data remains provisional pending a full solution – we are working to develop a new data extract to provide these statistics in future – further analysis has shown that the issues predominantly affected 2010, with data from 2011 onwards impacted less.

While the data may not be accurate to the last digit, it is considered robust enough for analysis of broad trends; both over time, and between different types of reception.

Indeterminate sentences for public protection

Information relating to tariffs for IPP and DPP prisoners and those serving life sentences is held by the Offender Management and Public Protection Group, NOMS, in the Public Protection Unit Database (PPUD).

Licence recalls and returns to custody

Returned to custody – the figures for those returned to custody include people who have died or been deported by the UK Borders Agency as prior to 2007 this information was not collected separately. The information held centrally records whether or not recalled offenders are still wanted for return to custody but for

those offenders no longer wanted for return to custody, information is not held on whether the recall was completed by actual return to custody or because the offender died or was deported.

Not returned to custody – this includes those offenders believed to be dead or living outside of the UK but who have not been confirmed as dead or deported.

Symbols used

..	not available
0	Nil or less than half the final digit shown
-	not applicable
*	One or both of the comparison figures are less than 50
(p)	Provisional data
(r)	Revised data

Revisions policy

Figures for prison receptions and discharges for each of the first three quarters of the calendar year are generally revised alongside figures for quarter 4 in the October to December publication each year. Prison population, probation and licence recall figures are not routinely revised, but are corrected if an error is identified.

Any revisions will be accompanied by an explanation for the revision and its impact, along with – where appropriate - an assessment of whether the impact is in line with previous revisions (for example when updating from provisional to final prison discharges data).

Contact points

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General enquiries about the statistical work of the Ministry of Justice can be e-mailed to: statistics.enquiries@justice.gsi.gov.uk

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

Ministry of Justice publishes data relating to offender management in England and Wales. Equivalent statistics for Scotland and Northern Ireland can be found at:

<http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice>

<http://www.dojni.gov.uk/index/statistics-research/stats-research-publications.htm>

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