

# **Offender Management Statistics Quarterly Bulletin**

October to December 2010, England  
and Wales

Ministry of Justice  
Statistics bulletin

28 April 2011



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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. The publication also includes information on returns to custody following recall. Latest figures for 2010 are provided with comparisons to 2009, as well as reference to longer term trends. This edition of the bulletin also includes annual tables showing longer term trends, and more detailed breakdowns of the 2010 data.

The contents of the report will be of interest to 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 and probation caseload.

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

	31 March 2011	Percentage change 31 March 2010 to 31 March 2011
<b>Prison population</b>	<b>85,400</b>	<b>0% →</b>
Remand	12,300	-3% ↓
Untried	8,298	6% ↑
Convicted unSENTENCED	4,002	-17% ↓
Under sentence	72,166	1% ↑
Fine Defaulters	148	-4% ↓
Less than or equal to 6 months	5,368	-3% ↓
Greater than 6 months to less than 12 months	2,527	0% →
12 months to less than 4 years	20,632	-2% ↓
4 years or more (excluding indeterminate sentences)	24,279	3% ↑
Indeterminate sentences	13,587	6% ↑
Recalls	5,625	2% ↑
Non criminal <sup>(2)</sup>	934	.. ..
	October - December 2010	Percentage change October - December 2009 to 2010
<b>Prison receptions</b>		
First receptions	27,958	-3% ↓
Remand - untried	12,660	-2% ↓
Remand - convicted unSENTENCED	9,810	7% ↑
Under sentence	22,102	-2% ↓
Fine Defaulters	269	..
Less than or equal to 6 months	10,880	..
Greater than 6 months to less than 12 months	2,236	..
12 months to less than 4 years	6,496	..
4 years or more (excluding indeterminate sentences)	2,005	..
Indeterminate sentences	216	..
<b>Prison discharges</b>		
Determinate sentences	22,881	.. ..
Less than or equal to 6 months	10,217	.. ..
Greater than 6 months to less than 12 months	2,279	.. ..
12 months to less than 4 years	7,909	.. ..
4 years or more (excluding indeterminate sentences)	2,476	.. ..
Indeterminate sentences	90	.. ..
Indeterminate sentence for public protection (IPP)	16	.. ..
Life sentence	74	.. ..
Average percentage of time served <sup>(1)</sup>		
Determinate sentences	54%	.. ..
Less than or equal to 6 months	55%	.. ..
Greater than 6 months to less than 12 months	48%	.. ..
12 months to less than 4 years	51%	.. ..
4 years or more (excluding indeterminate sentences)	59%	.. ..
Probation starts		
All court orders	44,157	-4% ↓
All community sentences	32,041	-5% ↓
Community order	31,870	-2% ↓
All pre CJA orders	176	-86% ↓
Other sentences	12,262	1% ↑
Deferred sentence	143	-7% ↓
Suspended sentence order	12,119	1% ↑
Pre and post release supervision	11,624	-2% ↓
	31 December 2010	Percentage change December 2009 to December 2010
Persons supervised by the Probation Service	237,507	-2% ↓
All court orders	133,377	-5% ↓
All community sentences	93,172	-8% ↓
Community order	91,764	-6% ↓
All pre CJA orders	1,455	-61% ↓
Other sentences	43,636	0% →
Deferred sentence	90	-17% ↓
Suspended sentence order	43,561	0% →
All pre and post release supervision	105,413	3% ↑
Pre release supervision	68,577	1% ↑
Post release supervision	37,229	7% ↑
	October - December 2010	
Licence recalls		
Recalled in latest quarter	3,847	
Not returned to custody by 31 March 2011	99	
Total not returned to custody by 31 December 2010	954	

1) Average percentage of time served includes time served on remand.

2) The latest figures for non-criminals cannot be compared with the previous year due to changes in the way these data are recorded.

## Prison population

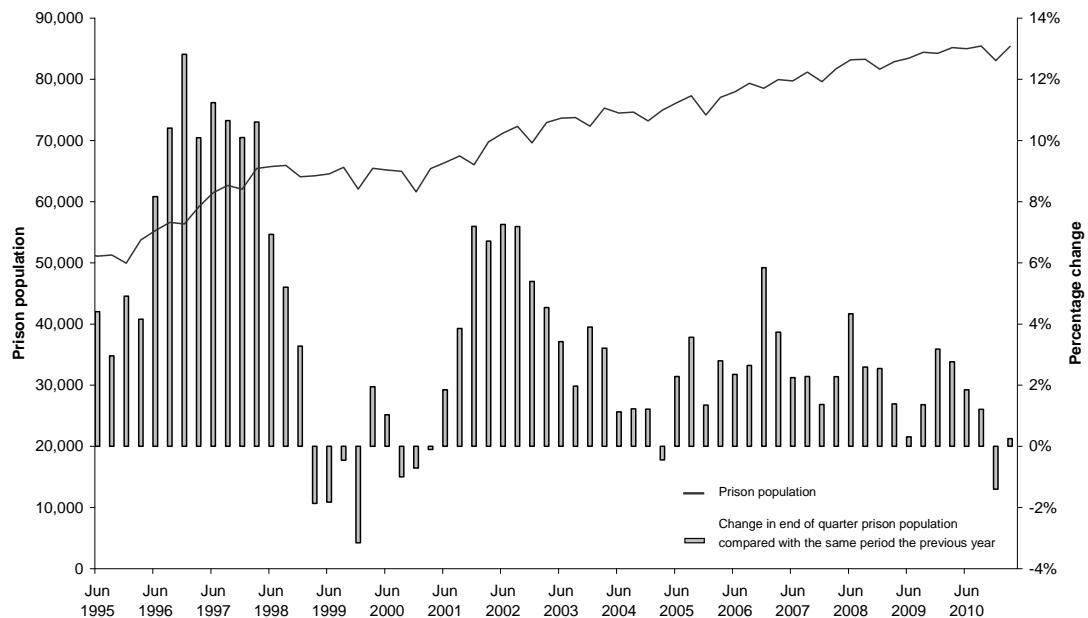
The prison population grew rapidly between 1993 to 2008 – an average of 4 per cent a year. This rapid rise was driven by:

- 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.

However, the rise in the prison population has slowed considerably since the summer of 2008 with an average annual increase of 1 per cent (Figure 1.1).

The flatter trend seen since 2008 partly reflects 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](#).

Figure 1.1 Quarterly prison population and annual percentage change  
England and Wales, June 1995 to March 2011



The prison population at 31 March 2011 was 85,400, an increase of 216 (0.3 per cent) compared to 31 March 2010 when the total population was 85,184.

The withdrawal of the End of Custody Licence (ECL) early release scheme in 2010 added around 1,000 to the prison population, of which around 900 had already occurred by 31 March 2010 (the remaining 100 occurred during April 2010).

At 31 March 2011, there were:

- 81,148 males in prison - a rise of 0.3 per cent over the year
- 4,252 females in prison - a fall of 1 per cent over the year

The overall increase in the total prison population over the last year (31 March 2010 to 31 March 2011) was made up of a decrease in the remand population and an increase in the sentenced population:

- The remand population fell by 3 per cent between March 2010 and March 2011 from 12,629 to 12,300. This fall comprised a 6 per cent rise in the untried population to 8,298 and a 17 per cent fall in the convicted unsentenced population to 4,002. The falling remand population partly reflects the rising use of fast delivery pre-sentence reports (PSRs) since they were introduced in 2005.
- The sentenced population rose by 814, or 1 per cent, from 71,352 in March 2010 to 72,166 in March 2011. Over the same period, the withdrawal of ECL added around 100 to the sentenced population. Within the overall rise of 1 per cent, there were increases in the numbers serving longer sentences (4 years or more) and in those who had been recalled to prison, while the numbers serving shorter sentences (less than 4 years) fell. Those serving determinate sentences of four years or more increased by 3 per cent and indeterminate sentences by 6 per cent. Whereas the numbers serving less than 12 months, and 12 months to less than 4 years both fell by 2 per cent.
- The number of prisoners serving indeterminate sentences (either a life sentence or an Indeterminate sentence for Public Protection – an IPP) is now at its highest ever at 13,587. However, despite continued increases in the indeterminate sentenced population, the rate of year-on-year growth has slowed considerably from its peak of 30 per cent in 2007 to 6 per cent in March 2011. This largely reflects the changes introduced in the CJIA 2008 which restricted the use of IPPs.

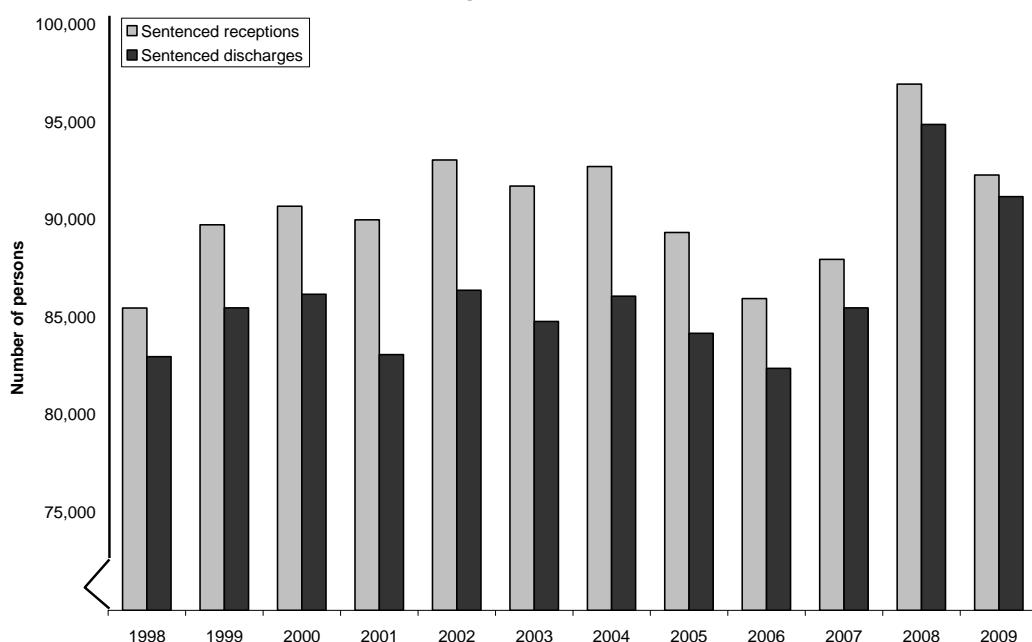
The foreign national prisoner population was 10,745 as at 31 March 2011, accounting for 13 per cent of the prison population (the same proportion as in recent quarters).

An increasing proportion of sentenced prisoners are serving sentences for the most serious offences. As at 31 March 2011, 29 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 March 2011. Whereas, over the same period, there were falls in the proportions serving sentences for burglary, theft and handling, and motoring offences.

Changes in the size of the prison population are affected by changes in the number and type of receptions and of those who are discharged. Figure 1.2 below compares determinate sentenced receptions with determinate sentenced discharges between 1998 and 2009, illustrating the difference between sentenced receptions and discharges, which began to narrow in 2005 when growth in the determinate sentenced population also began to slow.

**Figure 1.2 Annual determinate sentenced receptions and determinate sentenced discharges  
England and Wales 1998 to 2009**



## Prison receptions

First receptions are an indication of the number of individuals received into prison in a given year or quarter. Over the longer term, first receptions have fallen each year since 2002 with the exception of 2008. There were 125,877 first receptions in 2009 representing a fall of 6 per cent compared to 2008 but a similar level to 2007.

There were falls in both remand and sentenced receptions in 2009 including a 17 per cent fall in convicted unsentenced receptions. The falling number of convicted unsentenced receptions partly reflects the rising use of fast delivery pre-sentence reports (PSRs) since they were introduced in 2005. Fast delivery PSRs are more likely to be completed on the same day than standard delivery

PSRs, and therefore are less likely to result in a convicted unsentenced prison reception.

More recently, in the quarter ending December 2010, there were 27,958 first receptions into prison, 3 per cent lower than in the quarter ending December 2009. This fall was seen for both males and females, and may reflect the impact of the bad weather in December 2010.

The number of prisoners received under sentence fell to 22,102 in the quarter ending December 2010, 2 per cent lower than in the quarter ending December 2009. As with first receptions, this fall was seen for both males (down 2 per cent) and females (down 4 per cent) and may reflect the impact of the bad weather in December 2010.

## **Prison discharges**

In 2010 a total of 89,666 offenders were discharged from determinate sentences, down 2 per cent from 2009 but 4 per cent higher than in 2000. The longer term trend is due to a 10 per cent rise in adult discharges since 2000, while the number of young offenders discharged has fallen 19 per cent over the same period.

In the quarter ending December 2010, a total of 22,971 sentenced prisoners were discharged – the majority (22,881) had served a determinate sentence, with a further 16 discharged from an indeterminate sentence for public protection (IPP) and 74 from a life sentence.

Those discharged from determinate sentences in the quarter ending December 2010 had served 54 per cent of their sentence in custody (including time on remand). On average, males served a greater proportion of their sentence in custody – 55 per cent compared to 48 per cent for females in the quarter ending December 2010. 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).

Over the longer term, the percentage of time served for determinate sentences rose from 57 per cent in 2000 to 61 per cent in 2007, but has since fallen each year, reaching 56 per cent in 2010. The increase between 2000 and 2007 reflected falling use of HDC (particularly from 2003-2007) and a decline in the parole release rate in 2006/07. The falling percentage of time served since 2007 reflects an increase in the use of HDC (particularly in 2010), and the impact of legislation introduced in 2008 under which most offenders are now released automatically at the halfway point (previously some longer sentenced prisoners

were released at the two-thirds point – see technical annex for further information).

A total of 3,382 prisoners were released on HDC in the quarter ending December 2010, 17 per cent higher than in the quarter ending December 2009.

Prisoners released on HDC in the quarter ending December 2010 spent an average of 2.8 months on HDC, down 2 per cent from the quarter ending December 2009.

The increase in HDC releases and the fall in the average time on tag are at least partly due to the withdrawal of End of Custody Licence in March 2010. Some prisoners who would previously have been released on End of Custody Licence will instead now be released on HDC. This is most likely to affect those serving shorter sentences who will therefore serve the shortest time on tag.

In 2010, 12,250 prisoners were released on Home Detention Curfew (HDC). This was an HDC release rate of 27 per cent<sup>1</sup>, higher than the rate of 22 per cent in 2009 as a result of the withdrawal of ECL in March 2010, but still below the highest release rate of 37 per cent seen in 2002 and 2003. At the end of 2010 there were 2,800 offenders on HDC, up from 2,500 at the end of 2009.

## Probation

### *Annual trends*

The total probation caseload (including both court order and pre and post release supervision) increased by 35 per cent between 2000 and 2010 to 237,507. This rise was driven by:

- Introduction of new court orders, most recently 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.

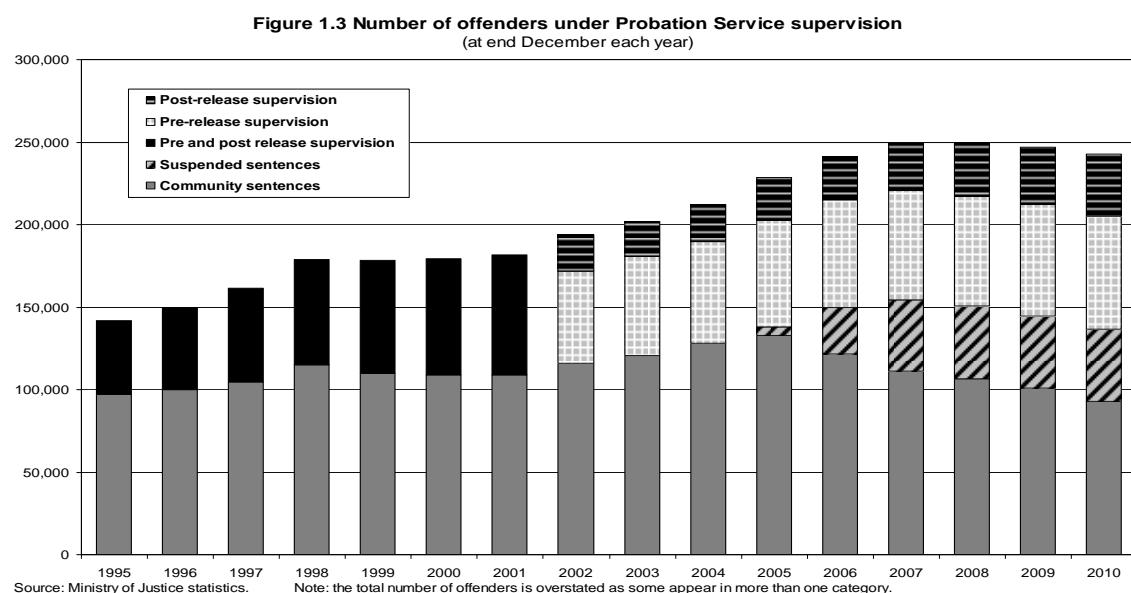
The total court order caseload increased by 23 per cent between 2000 and 2010, whilst the total number of offenders starting court orders increased by 35 per cent over the same period. The reason for the disparity in the two rates of increase is the reduction in the average sentence length of community orders since their

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<sup>1</sup> The HDC release rate is calculated from numbers released on HDC from Apr 10 to Dec 10 as a proportion of those eligible for HDC from Apr 10 to Dec 10.

introduction, from 22 months in 2005 to 12.7 months in 2010. This reduction in length means that offenders spend less time on the caseload.

More recently there have been reversals in the overall upward trend. Between 2009 and 2010, the number of offenders starting court orders fell for the first time in the last ten years by 3 per cent. This was driven by the falling number of pre CJA 2003 orders and a fall of 3 per cent in community orders (the first fall since they were introduced). SSOs increased by 2 per cent in 2010, and it is possible that SSOs have drawn in some who would previously have received longer community orders, partly explaining this fall.



The number being supervised at the end of the year (the caseload) continued the decrease seen in each of the previous two years; community orders fell by 6 per cent but SSOs remained virtually unchanged. The reason for the relatively sharper decrease in caseload is due to the reduction in average community order length described above. The number of offenders starting pre and post release supervision increased by 1 per cent between 2009 and 2010, compared to a rise of 3 per cent in the pre and post release caseload.

There has been an increasing trend between 2006 and 2010 for offenders starting court order supervision to be convicted of more serious offences. For offenders starting Community Orders in 2006, 51 per cent had committed an indictable offence, compared to 55 per cent in 2010. For SSOs the respective percentages were 58 and 69. For those starting SSOs there was also a notable increase in the percentage who had committed violence against the person offences, rising from 16 per cent in 2006 to 20 per cent in 2010. These trends are born out by the caseload figures.

Between 2006<sup>2</sup> and 2010 there has been a marked increase in offenders given unpaid work, curfew, specified activity and alcohol treatment requirements, whilst accredited programme requirements have fallen. In terms of the combinations of requirements made under community orders and SSOs, significant increases can be seen in standalone unpaid work and curfew requirements, as well as combinations involving curfew and alcohol treatment requirements; conversely those combinations which include accredited programmes have fallen significantly.

There were more than 130,000 terminations of community orders in 2010. Of these, 65 per cent had run their full course or were terminated early for good progress, representing a small but continuing increase seen in the proportion of successfully completed orders in 2009. The successful completion rate for SSOs was 67 per cent in 2010 (there were more than 45,000 terminations in total) which also represents an increase for the second consecutive year. It is only possible to compare percentages over time from 2008 onwards, as before then not enough time had elapsed for all orders to run their full course. These orders were introduced in April 2005.

The total number of court reports prepared in 2010 (212,484) fell by 2 per cent on the previous year to the lowest level since 2006. Longer term trends show a decline in the number of reports written between 2000 and 2003, followed by a generally increasing trend up to 2009. Compared to 2009, Standard PSRs fell by 18 per cent, whilst Fast Delivery PSRs rose by 14 per cent. Fast Delivery reports exceeded the number of Standard PSRs for the first time in 2010 (comprising 56 per cent of the combined PSR total).

#### *Quarterly trends*

The court order caseload continued to decrease between the quarter ending December 2009 and quarter ending December 2010 with the community order caseload down 6 per cent and the SSO caseload showing little change. The number of offenders starting court orders also decreased over this period, following increases between 2000 and 2009. This recent decrease was driven largely by the falling number of starts of pre CJA orders, but also by starts of community orders, which fell by 2 per cent between the quarter ending December 2009 and quarter ending December 2010. SSO starts increased slightly, by 1 per cent, over this period.

The caseload of offenders supervised before or after release from prison increased by 3 per cent between the quarter ending December 2009 and quarter ending December 2010, including a 7 per cent increase in the number supervised post release, which is consistent with offenders spending longer periods on licence after release from custody under CJA 2003. Starts of pre or post release supervision fell by 2 per cent, although the annual change between 2009 and 2010 (as referred to above) increased slightly by 1 per cent.

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<sup>2</sup> 2006 is the first full year for which requirements information is available, as they were introduced by the Criminal Justice Act 2003 on 4<sup>th</sup> April 2005 to be made under the new community order and SSO sentences.

Of the 31,321 community orders terminated in the quarter ending December 2010, 65 per cent had run their full course or were terminated early for good progress, a slight decrease from the previous quarter ending December (66 per cent), although the annual comparison showed a small overall increase. There was an increase for SSOs which had run their full course or were terminated early for good progress from 64 to 67 per cent.

A total of 54,853 court reports were prepared in the quarter ending December 2010, 3 per cent down on the previous quarter ending December, representing a change in the annual longer term trend of small increases up to 2009. The decrease was due to a 13 per cent fall in the number of Standard PSRs, while Fast delivery PSRs (both written and oral) continued to rise, by 6 per cent.

## **Licence recalls**

During the quarter ending December 2010, a total of 3,847 offenders had their licence revoked and were recalled. By 31 March 2011, 3748 of these recalled offenders had been returned to custody and 99 had not been returned to custody.

A further 855 offenders who were recalled prior to 1 October 2010 had not been returned to custody by 31 March 2011 making a total of 954 offenders who had been recalled but had not been returned to custody. Of these, 126 had originally been serving a prison sentence for violence against the person offences and a further 30 for sexual offences.

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 31 December 2010, 3,044 (79 per cent) were returned within agreed timescales.

## **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/publications/statistics-and-data/prisons-and-probation/oms-quartlery.htm](http://www.justice.gov.uk/publications/statistics-and-data/prisons-and-probation/oms-quartlery.htm)

Bulletins from earlier related series are available at

[www.justice.gov.uk/publications/statistics-and-data/prisons-and-probation/index.htm](http://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.

### **Prison data – impact of data collection issues affecting the quarters July-September 2009, October-December 2009 and January-March 2010**

In May 2009, the National Offender Management Service began the roll-out of a new case management system for prisons (Prison-NOMIS). During the phased roll-out, data collection issues emerged that affected the supply of data for statistical purposes from July 2009 to February 2010. Specifically, statistical information on sentence length and offence group is not available on any of our prison datasets for this period. The problems were successfully resolved in March 2010.

As a consequence, there are no breakdowns by sentence length or offence group for the third and fourth quarter of 2009 in any of the prison population, receptions or discharges tables.

In order to ensure the fullest possible set of data for 2010, sentence lengths have been estimated for those prisoners received or discharged before the problems were resolved. A small number of prison establishments are still using the old LIDS case management system; data for prisoners received or discharged from these prisons has been assumed to be unaffected.

For those prisoners received or discharged from prisons operating Prison-NOMIS, efforts were made to populate their record with the correct sentence length using other data extracts. For example, many prisoners discharged in January 2010 were originally received into prison prior to July 2009, so we were able to take their sentence length from unaffected datasets before the problems began. Similarly, the majority of those received in early 2010 were still in prison in March 2010 when the problems were resolved, so we were able to use the sentence length in the corrected prison population data.

Where it was not possible to populate a sentence length using other datasets, prisoners were allocated a sentence length band based on the number of days they spent in custody (taking account of early release schemes where relevant).

Offence groups have not been estimated for the first quarter of 2010, so prison receptions tables do not include this breakdown. Additionally, the number of Home Detention Curfew releases by sentence length band, and the average time served for those discharged from determinate sentences, have not been estimated so figures are not available for January – March 2010.

### 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

### Contact points

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General information about the official statistics system of the UK is available from [www.statistics.gov.uk](http://www.statistics.gov.uk)

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from [statistics.enquiries@justice.gsi.gov.uk](mailto:statistics.enquiries@justice.gsi.gov.uk)