



Ministry  
of Justice



# **Offender Management Statistics Bulletin, England and Wales**

Quarterly April to June 2016;  
with Prison Population as at 30  
September 2016

**Ministry of Justice  
Statistical Bulletin**

27 October 2016

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# Introduction

This bulletin provides the latest statistics relating to offenders who are in prison or supervised in the community in England and Wales. The statistics are presented in detail, with commentary, and with reference to longer term trends.

The bulletin covers the prison population as at 30 September 2016 and the probation caseload as at 30 June 2016, and compares them to the same time in the previous year.

This bulletin also covers prison receptions and probation starts, as the flows into these services, and releases from prison and probation terminations, as the flows out of these services. For each of these topics the bulletin reports on the quarter April to June 2016, compared to the same period in the previous year.

Further information about background, data definitions and measurements and data quality issues can be found in the '**Guide to Offender Management Statistics**'.

The next edition of this bulletin, covering the period July to September 2016, with prison population figures as at 31 December 2016, will be published on 26 January 2017 at 9.30am.

## [Revisions to previous publication tables](#)

As part of the processing for this quarter, we identified an error in the way we had calculated offender age for prison receptions and prison releases for the 2015 annual tables.

We have revised the 2015 annual [Prison Receptions](#) and [Prison Releases](#) tables to correct this. This correction has had the effect of:

- Reducing the total number of adult untried, convicted unsentenced and sentenced admissions by 2%, and increasing the number of these admissions for those in the 15-17 and 18-20 age groups.
- Reducing the total number of releases for adults by 2%, and increasing the number of releases for those aged 15-17 and 18-20.

## Main Findings

- The total prison population at 30 September 2016 was at a similar level (less than 1% decrease) compared to the same point in the previous year. However the sentenced population increased by 2%.
- The sentenced prison population continues to shift towards a population serving longer determinate sentences. Those serving determinate sentences of four years or more accounted for 36% of the prison population as at 30 September 2016 (up from 34% twelve months earlier). One in ten prisoners were serving a determinate sentence of ten years or more.
- Sentenced admissions for determinate sentences remained stable over the last year. There has been a slight fall in the number of sentenced admissions for sentences of less than four years, but large increases in those for long determinate sentences (of 14 years or more) and extended determinate sentences.
- Prison releases from determinate sentences remained stable; with a slight rise for in releases of adult offenders but a decrease in the number of releases for those under 21.
- There were around 43,000 adjudication outcomes in the quarter ending June 2016; of which 64% were 'proven'. More than one in three (36%) of these proven adjudications were for offences of disobedience or disrespect.
- The number of releases on temporary licence (ROTL) in the second quarter of 2016 fell by 4% when compared to the same quarter the previous year. There were 86 recorded Temporary Release Failures (TRFs) between April and June 2016. Whilst this number has more than doubled compared to the same period in 2015, it remains at a low level, with around 1 in every 1,000 ROTL incidences resulting in a TRF.
- Releases on Home Detention Curfew (HDC) increased by 11% between the quarters ending June 2015 and June 2016. This was largely driven by the increase in the number of HDC releases for those serving sentences of less than or equal to 6 months.
- The probation caseload and number of offenders recalled continue to increase. This is due to the effect of the Offender Rehabilitation Act (ORA) 2014, which expanded licence supervision so that anyone sentenced to more than a day in prison will receive at least 12 months supervision on release.
- The total probation caseload stood at just under 260,000 at the end of June 2016, up 13% on the end of June 2015. The court order caseload (offenders on community orders (COs) and suspended sentence orders (SSOs)) rose by 8% overall between June 2015 and June 2016. The CO caseload increased by 6%, whilst the SSO caseload rose by 13%.
- Around 5,500 offenders were recalled to custody between April and June 2016. Of which, 2,045 were serving a sentence of less than 12 months; this group only became eligible for recall as a result of the Offender Rehabilitation Act (ORA).
- The proportion of offenders not returned to custody by the end of June 2016, following a licence recall over the whole period 1999 to the end of June 2016, remained stable with only 6 in every 1,000 prisoners not being returned to custody.

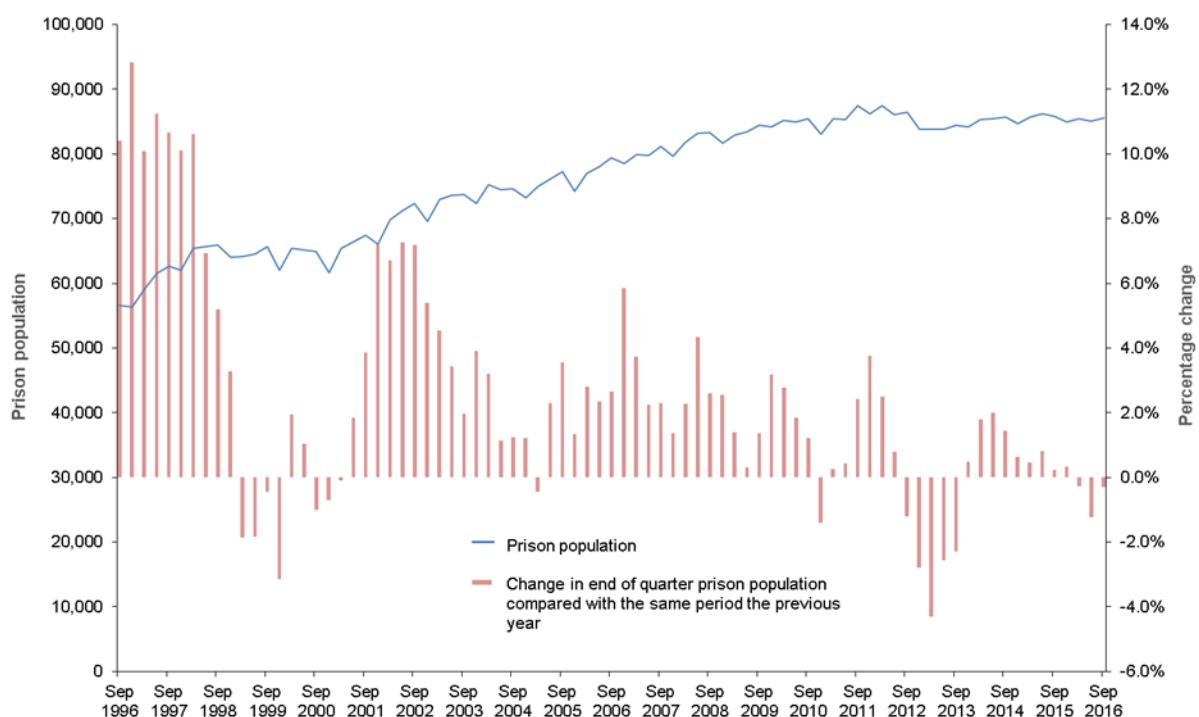
## Prison population

Comparing 30 September 2016 with the same point in the previous year:

- The prison population has dropped slightly (by less than 1%) to 85,639.
- The sentenced population has increased by 2% to 74,442.
- There has been a 16% drop in the remand population, to 9,551. The number of those on remand has been generally decreasing since the start of 2015.
- The non-criminal population has fallen to 1,646 (a 3% decrease).

The '[Story of the Prison Population 1993 to 2016](#)' provides an in-depth look at what happened to the prison population between 1993 and 2016 and the major factors contributing to the changes. Figure 1 presents an overview of the prison population since 1996, including the annual percentage change by quarter.

**Figure 1: Quarterly prison population and annual percentage change, England and Wales, September 1996 to September 2016**



## **Remand**

As at 30 September 2016, 9,551 prisoners were on remand. Since early 2015, the remand population has been steadily decreasing. This is consistent with the decreasing number of outstanding cases for the Crown Court (see [Criminal Court Statistics Quarterly](#)).

As at 30 September 2016:

- There were 9,004 males and 547 females remanded in custody; these represent decreases of 16% and 14% respectively, compared to 30 September 2015.
- More than half (54%) of those remanded in custody were being held for either:
  - Violence Against the Person (21% of those on remand)
  - Theft Offences (17%)
  - Drug Offences (15%)

This proportion is unchanged from 30 September 2015, when it was also 54%.

## **Sentenced**

Comparing 30 September 2016 with the same time point in 2015:

- In line with the long term trend, the sentenced population increased by 2% to 74,442.
- The number of prisoners serving sentences of less than four years (excluding fine defaulters) remained stable at just less than 25,000 (24,720).

### Longer determinate sentences

- There was a 6% increase in the number of those serving determinate sentences of four years or more. This group of offenders now accounts for 36% of the total prison population (up from 34% at 30 September 2015).

#### Extended Determinate Sentence (EDS)

There has been a 44% increase in those serving an extended determinate sentence (EDS) over the last 12 months. As at 30 September 2016, 3,164 prisoners were serving an EDS.

#### Criminal Justice and Courts Act 2015

The legislative change implemented by the [Criminal Justice and Courts Act 2015](#) saw a new type of determinate sentence, the Special Custodial Sentence for Certain Offenders of Particular Concern (Section 236A), introduced for the most serious violent and sexual offenders.

This was made available for courts to impose from 13 April 2015 and as at 30 September 2016, 243 prisoners were serving such sentences; this is an 80% increase compared to the previous quarter (prison population as at 30 June 2016).

- As at 30 September 2016, more than 8,000 (8,215) prisoners were serving determinate sentences of ten years or more, excluding EDSs. This is an 8% increase on the same point the previous year.

## Sex Offenders

The rise in the long determinate sentenced population is in line with the increasing number of sentenced sex offenders:

- At the end of September 2016, there were 12,771 sentenced sex offenders in the prison population. This number has risen by 9% over the past twelve months.
- The number of prisoners serving immediate custodial sentences for sexual offences is now at its highest level since at least 2002. This is consistent with the latest ONS '[Crime in England and Wales](#)' bulletin which reported that the number of sexual offences recorded by the police in the year ending December 2015 was the highest since at least 2002/03.

## 'Violence Against the Person' and 'Possession of Weapons' offences

One in every four sentenced prisoners is in prison for a 'Violence Against the Person' (VATP) offence:

- Though there has been a 2% increase in the number of sentenced VATP offenders in the year to 30 September 2016, this '1 in 4' proportion has remained unchanged over the past twelve months. VATP offenders continue to be the largest group within the sentenced prison population.

The number of those sentenced to a 'Possession of Weapons' offence increased by 25% (to 2,244) compared to the same time last year:

- This substantial increase can be attributed to a range of factors, including more targeted police operations against knife crime.
- Despite this large percentage increase compared to last year, sentenced 'Possession of Weapons' offenders make up only 3% of the sentenced prison population.

## Indeterminate Sentences

- As at the end of September 2016, there were 11,178 (10,821 male; 357 female) indeterminate sentenced prisoners (those serving Imprisonment for Public Protection (IPP) sentences and life sentences) in the prison population. This represents a drop of 6% compared to September 2015.

As a result of the abolition of the IPP sentence in 2012, offenders are no longer receiving these sentences and prisoners are only being released or recalled. Consequently, the decrease in the indeterminate sentenced population can be explained almost entirely by the declining IPP population.

- There were fewer than 4,000 (3,859) IPP prisoners as at 30 September 2016. This represents a drop of 37% since the June 2012 peak of 6,080. Over the last twelve months alone, the IPP population has reduced by 572 (13%).
- The proportion of the IPP population who are post-tariff continues to increase; 83% of IPP prisoners are now post-tariff compared to 77% this time last year.

- The number of life sentenced prisoners (7,319) has dropped slightly (by 1%) compared to September 2015. There were 56 whole-life prisoners at the end of September 2016, with five additional life prisoners being treated in secure hospitals.

### **Recall to Custody**

The prison population who have been recalled to custody continues to rise, by 6% over the year to 6,710 prisoners. This has contributed to the slight increase in the sentenced prison population.

A combination of factors may be driving this growth in the recalled population. The Offender Rehabilitation Act (ORA) 2014 expanded licence supervision so that anyone sentenced to more than a day in prison will receive at least 12 months supervision on release. These individuals are therefore eligible to be recalled to custody, whereas previously this was not the case.

As at 30 September 2016, there were 1,037 prisoners recorded as being recalled to custody from licence as a result of ORA; representing 15% of the total recall population. Over time, the numbers of released IPP prisoners recalled to custody has also increased.

### **Foreign National Offenders (FNOs)**

There were 9,980 foreign nationals held in custody and NOMS-operated Immigration Removal Centres (IRCs) as at 30 September 2016; representing almost 12% of the total prison population.

The number of FNOs in the prison (and NOMS IRC) population has decreased by 4% compared to 30 September 2015. This decrease is due mainly to the withdrawal of Home Office commissioned places at Dover IRC in November 2015.

The five most common nationalities after British Nationals in prisons in England and Wales are Polish, Irish, Romanian, Albanian and Jamaican, together accounting for just over one third (35%) of the foreign national population and 1 in 25 (4%) of the prison population overall.

## Prison receptions

The term “**first reception**” describes unique individuals that are first received into prison custody from court for a particular set of offences committed. This will give the best indication of the number of new prisoners in the reporting period.

The term “**admission**” describes individuals that either enter custody or who have a change in their custody status in the reporting period.

A prisoner's admission type is counted as **untried, convicted unsentenced** or **sentenced** each time they are first classified according to their custody status following a court hearing.

**Recall admissions** count every instance a prisoner is first received into custody following a licence recall issued from a probation supervising body.

This means that prisoners can be counted in more than one of these admission categories if their custody status changes as they progress through the Criminal Justice System in the reporting period.

Further details of the terminology and counting procedures used to report prison receptions can be found in the ‘Guide to Offender Management Statistics’ published alongside this bulletin.

### Summary of quarterly statistics

- A total of 21,707 offenders were received into custody as first receptions in the quarter ending June 2016, representing a fall of 8% on the same quarter in the previous year.
- There was an 18% fall in untried admissions (to 8,442) and a 16% fall in convicted unsentenced admissions (to 5,285) when compared to the same quarter last year. There was a smaller 1% decrease in the number of sentenced admissions. This continues the trend of decreases across all of these admission categories, which have been observed in previous quarters.
- Young adults (18-20 years old) admissions have fallen considerably when compared to other age groups. Sentenced admissions fell by 6%, untried admissions fell by 26% and convicted unsentenced fell by 18% from the same quarter in the previous year.
- The total number of sentenced admissions has remained relatively stable (a 1% decrease) compared to the same quarter in 2015. There was a slight decrease (of 1%) in the numbers of prisoners admitted into custody with sentences of less than four years, but increases in those admitted with long determinate sentences (of 14 years or more) and extended determinate sentences. These have increased by 15% and 36% respectively over the same period.
- Sentenced admissions for violence against the person offences remained stable when compared to the same quarter in the previous year; whereas the number of immediate custodial sentenced admissions for possession of weapons offences rose by 22% over the same period.

## **Former Members of the Armed Forces**

In December 2014, the Government published [a response to the review of ex-Armed Forces in the criminal justice system](#). In line with recommendation 2, NOMS have been recording whether remand and newly sentenced prisoners self-report as a member of the Armed Forces on first reception into prison through the Basic Custody Screening Tool (BCST). Those individuals who are matched in both the BCST and appear as a first prison reception through the Prison-NOMIS system are taken forward as a cohort for these statistics.

Former members of the Armed Forces accounted for 626 of the matched first receptions for the period April to June 2016. This accounts for approximately 4% of offenders who responded to the question asked, which has been at the same level for the three previous quarters.

## Adjudications

An adjudication is a formal disciplinary process within the prison estate and applies when a prisoner is suspected of committing an offence. Once an offence has been committed, an adjudication hearing must be opened for a decision to be made before a Governor or an Independent Adjudicator (depending on the seriousness of the offence). As in criminal courts, the standard of proof that must be met before a prisoner can be found guilty is “beyond reasonable doubt”. If the charge against the prisoner is proved, the adjudicator should consider the appropriate punishment(s) taking into account the seriousness of the offence, the local punishment guidelines and any mitigation the prisoner may offer. In these cases, the adjudication is classed as *proven*.

As a result of improvements to IT and resultant changes in methodology, statistics on adjudications have changed. This means that the information is now available on a quarterly basis; the first quarterly release covered the first quarter of 2016.

There were 43,166 adjudication outcomes in the quarter ending June 2016; of which 64% were ‘proven’. More than one in three (36%) of these proven adjudications were for offences of disobedience or disrespect.

In terms of punishments, there were 4,296 ‘additional days added’ in the quarter ending June 2016. The average number of punishments per offence was 1.71.

# Prison releases

## Prison releases from custodial sentences

For the purposes of Offender Management Statistics, the figures described for prison releases are a specific type of release, which provide the best indication of the number of prisoners that have finished serving the custodial terms of their sentence.

Further details of the counting procedures used to report prison releases can be found in the '**Guide to Offender Management Statistics**' published alongside this bulletin.

- A total of 18,562 offenders were released from custody in the quarter ending June 2016, which is a similar number to the same quarter last year. Whilst the overall number of releases remained stable, releases of prisoners serving more than 6 months to less than 12 months increased by 5% whilst releases of prisoners serving 4 years or more decreased by 1%.
- There has been a rise of 1% in the number of prisoners released from indeterminate sentences, when compared to the same quarter last year. Between April and June 2016, 129 prisoners were released from an Imprisonment for Public Protection (IPP) sentence and a further 88 were released from a life sentence.
- Furthermore, 17 prisoners were removed under the Tariff Expired Removal Scheme (TERS) in the latest quarter. This scheme allows indeterminate sentenced foreign national prisoners, who are liable for removal from the UK, to be deported from the country on or after the date of their tariff expiry without referral to the Parole Board. The scheme began in May 2012, and there had been 382 removals in total by the end of June 2016.

## Home Detention Curfew

Home Detention Curfew (HDC) allows for the early release of suitable, low risk offenders subject to an electronically monitored curfew. To be considered for release under HDC an offender must be serving a sentence of between 12 weeks and less than 4 years.

- The number of offenders released on HDC increased by 11% to 2,326 between the quarters ending June 2015 and June 2016. This increase has been largely driven by a 44% increase in the number of HDC releases for those serving sentences of less than or equal to 6 months. This increase has occurred despite the prison population serving such sentences remaining relatively stable in the most recent year.

## **Releases on temporary licence**

Release on temporary licence (ROTL) is a mechanism that enables prisoners to participate in necessary activities, outside of the prison establishment, that directly contribute to their resettlement into the community and their development of a purposeful, law-abiding life.

- Between April and June 2016, there were 79,750 incidences of ROTL from prisons in England and Wales. This is a 4% reduction since the same period in 2015. The number of ROTL incidences for females increased by 21%, compared to a 6% decrease for males over the same period.
- The number of individuals given at least one instance of ROTL between April and June 2016 was 3,685, which represents a small increase (less than 1%) since the same quarter of the previous year. Of the individuals given at least one instance of ROTL, 21% were serving an indeterminate sentence.
- The number of recorded temporary release failures (TRFs) between April and June 2016 was 86, which is double the number of failures observed in the same quarter of the previous year. However, TRFs as a proportion of temporary release incidences remains at a low level, with approximately only 1 in every 1,000 incidences of temporary release resulting in a failure between April and June 2016.
  - Further investigation of the TRF data, as well as discussions with prison staff, suggests that the increase this quarter can be partly explained by better prison data recording of more 'minor failures' (such as offenders returning to the prison after the agreed time). Though, of course, we will continue to monitor this trend.

## **Prisoner transfers**

A prisoner may be transferred to another establishment for a variety of reasons including overcrowding drafts necessitated by operational needs, or a change in the prisoners' security status which results in a movement to an alternative category prison. The figures for prisoner transfers relate to prison transfers between establishments in England and Wales, excluding NOMS operated Immigration Removal Centres (IRCs).

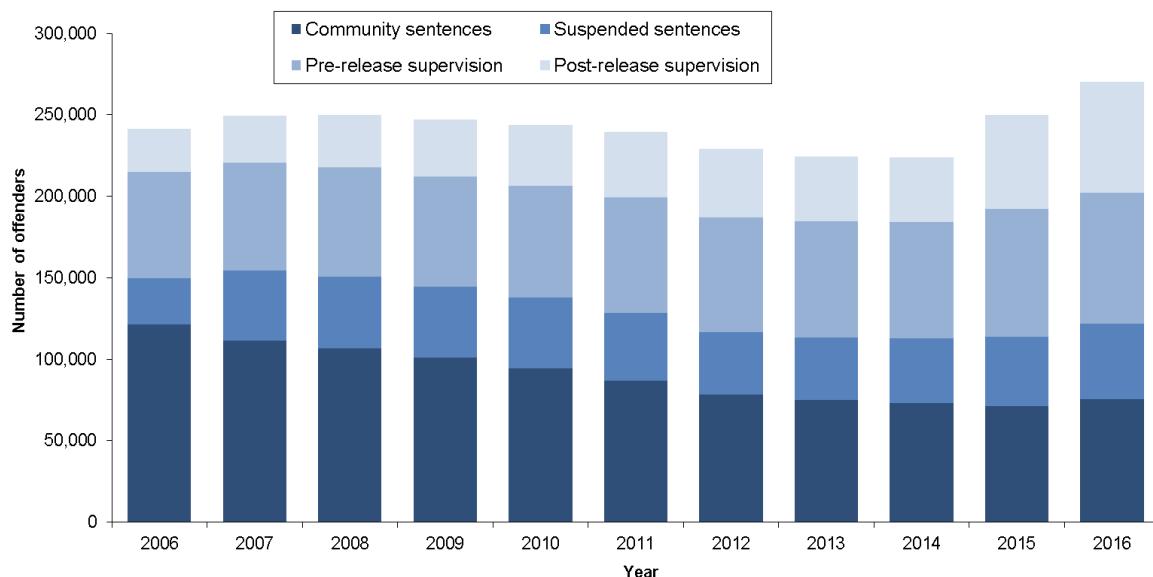
During the period April to June 2016, there were a total of 23,371 recorded incidences of prisoner transfer, which is a 1% decrease on the same quarter of the previous year. A substantial amount (69%) were routine inter-prison transfers, whilst 503 (2%) incidences of transfer were a result of overcrowding drafts. There were 18,968 prisoners with at least one incidence of transfer in quarter ending June 2016.

## Probation

Transforming Rehabilitation is a reform programme that is changing the way offenders are managed in the community. Since the 1st June 2014, Probation Trusts have been replaced by the National Probation Service (NPS), which manages the most high-risk offenders across seven divisions, and 21 new Community Rehabilitation Companies (CRCs), who manage medium and low-risk offenders.

The total annual probation caseload (court orders and pre- and post-release supervision) increased by 39% between 2000 and 2008 to 243,434. Since then, the probation caseload has fallen year on year, reaching 217,359 at the end of 2014. However, at the end of June 2016, the total caseload stood at 258,748, up 13% on the number one year earlier. This recent rise is largely due to statutory supervision on release from prison for all offenders given custodial sentences.

**Figure 2: Number of offenders under Probation Service supervision at end of December 2006-2015 and end of June 2016**



Overall, the court order caseload rose by 8% (to 119,506) between June 2015 and June 2016. The Community Order caseload increased by 6% and the Suspended Sentence Order (SSO) caseload rose by 13%. The increase in SSOs is likely to be related to changes under the Legal Aid, Sentencing and Punishment of Offenders (LASPO) Act 2012, which provided for custodial sentences of two years or less to be suspended, where previously only custodial sentences of 12 months or less could be suspended. The number of offenders starting Community Orders fell by 7% over this period, while starts of SSOs with requirements fell by 1%.

In the quarter ending June 2016, 3,175 offenders started SSOs without requirements attached (an increase of 23% compared to the same period the previous year). This brings

the total number of stand-alone SSO starts to more than 27,000 since they were introduced under the LASPO Act 2012 (see **Guide to Offender Management Statistics**).

The caseload of offenders supervised before or after release from prison increased by 20% (to 145,302) between the quarters ending June 2015 and 2016. The number of pre-release supervision starts increased by 7%, rising from 23,842 to 25,553. This is due to the introduction of the Offender Rehabilitation Act 2014 (ORA) on 1st February 2015, where all offenders given custodial sentences are now subject to statutory supervision on release from prison. Previously, only adults sentenced to over 12 months in custody and all young offenders were subject to statutory supervision. The caseload of offenders supervised on post release alone increased by 55% (to 68,089) between the quarters ending June 2015 and 2016.

ORA also made provision for those sentenced to under 2 years in custody to receive a period of 'post sentence' supervision after their licence expires to make sure they get 12 months supervision in the community. If this period is breached, the offender can be taken back to court and given a supervision default order to be served in the community or committed to prison for up to 14 days. In the quarter ending June 2016, 254 offenders were given a supervision default order and 432 were committed to prison for such a breach.

There have generally been falls across most of the requirements stated under court orders, but large increases in the use of the rehabilitation requirement (introduced on 1st February 2015 under the ORA), which has largely replaced the supervision requirement.

Of the court orders terminated in the quarter ending June 2016, 70% of community orders were terminated successfully; they either ran their full course or were terminated early for good progress. For the supervision periods of suspended sentence orders, 69% were also terminated successfully over this period.

The number of court reports prepared by the Probation Service fell by 25% between 2010 and 2015 to 159,278, reflecting the long-term downward trend in the number of cases being dealt with by the courts. Since then, the volume of court reports has decreased by 3% between the quarters ending June 2015 and 2016, falling from 39,864 to 38,508.

In general, courts follow the sentences proposed in pre-sentence reports (PSRs), particularly where an immediate custodial sentence has been recommended. Around 74% of such proposed sentences in PSRs resulted in immediate custody in the latest 12 month period.

## Licence recalls

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 they breach their licence or if their behaviour gives cause for concern. It is explained to offenders at the outset that they are liable to 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 NOMS to conclude that there is an increased risk of the offender committing further offences.

Between April 1999 and June 2016, 218,638 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 over this period, 99.4% were returned to custody by the end of September 2016.

In the period between April and June 2016, 5,512 offenders were recalled for breaching the conditions of their licence, representing an increase of 2% compared to the same period in 2015. April to June 2015 was the first quarter in which recalls under the Offender Rehabilitation Act 2014 (ORA) were available for the whole quarter and therefore the latest year-on-year difference is smaller than for the four previous quarters which were all compared with pre-ORA figures.

ORA expanded licence supervision so that anyone sentenced to more than a day in prison will receive at least 12 months supervision on release. This came into effect for those sentenced from 1st February 2015. Despite the small difference in the overall number of licence recalls, the number of ORA recalls has continued to increase. Of the 5,512 licence recalls, 2,045 were for offenders serving a sentence of less than 12 months, an increase of 79% compared with the same period in 2015. Without these cases, the number of recalls would have fallen 19% compared with April to June 2015.

The most common reason for offenders being recalled between April and June 2016 was as a result of being charged with a further offence, with 45% of recalls having a further charge recorded as one of the reasons for recall. This ranged from 38% for those recalled from a determinate sentence of under 12 months, to 52% for those recalled from a sentence of imprisonment for public protection (IPP).

Between April and June 2016 there were 66 prisoners serving an IPP sentence and 59 offenders serving a life sentence who were re-released having previously been returned to custody for a breach of licence conditions.

Of all those released on licence and recalled to custody due to breaching the conditions of their licence between April 1999 and June 2016, there were 1,410 who had not been returned to custody by the end of June 2016. This means the proportion of prisoners not returned to custody over this period is 0.6%, which is constant compared to previous years. A further 18 offenders had not been returned to custody as of 30 September 2016 after recall between 1984 and April 1999, meaning the total number of offenders not returned to custody at the end of June 2016 was 1,428. These figures include some offenders believed to be dead or living abroad but who have not been confirmed as dead or deported.

Of the 1,428 not returned to custody by 30 September 2016, 206 had originally been serving a prison sentence for violence against the person offences and a further 44 for sexual offences.

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

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

[www.gov.scot/Topics/Statistics/Browse/Crime-Justice](http://www.gov.scot/Topics/Statistics/Browse/Crime-Justice)

[www.justice-ni.gov.uk/topics/doj-statistics-and-research](http://www.justice-ni.gov.uk/topics/doj-statistics-and-research)

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

[www.gov.uk/government/collections/offender-management-statistics-quarterly](http://www.gov.uk/government/collections/offender-management-statistics-quarterly)



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