



Ministry  
of Justice

# **Guide to Annual NOMS Digest 2016/17**

Ministry of Justice  
Official Statistics Bulletin

27 July 2017

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# Guide to Annual NOMS Digest

## Introduction

This report provides a guide on the statistics presented in the NOMS Annual Prison Digest 2016/17, covering the rationale for each indicator, the technical description, the data source and the calculation used.

The National Offender Management Service (NOMS) was created as an executive agency of the Ministry of Justice in April 2008 with the goal of helping prison and probation services work together to manage offenders through their sentences.

The National Offender Management Service Annual Report and Accounts for 2016/17 was published on 19 July 2017<sup>1</sup>. The Management Information (MI) Addendum<sup>2</sup> has been published on an annual basis to support the Annual Report and Accounts, along with the Prison Performance Digest, the Prison Annual Performance Ratings report (published on 27 July, 2017) and details of Costs per place and costs per prisoner.

On 1 April 2017, Her Majesty's Prison and Probation Service (HMPPS) replaced the National Offender Management Service (NOMS). However, this publication covers the reporting period up to 31 March 2017, i.e. prior to the introduction of HMPPS, and therefore considers in detail, statistics for and refers to the National Offender Management Service (NOMS).

The NOMS 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 Sources<sup>3</sup>.

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<sup>1</sup> This is available at <https://www.gov.uk/government/publications/noms-annual-report-and-accounts-2016-2017>

<sup>2</sup> [www.gov.uk/government/statistics/prison-and-probation-performance-statistics-2014-to-2015](https://www.gov.uk/government/statistics/prison-and-probation-performance-statistics-2014-to-2015)

<sup>3</sup> <https://www.gov.uk/government/statistics/ministry-of-justice-statistics-policy-and-procedures>

## **Related publications**

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

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

The NOMS Annual Report and Accounts 2016-2017 can be found at <https://www.gov.uk/government/publications/noms-annual-report-and-accounts-2016-2017>

## **Further information - staffing data sources**

Both the Single Operating Platform (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 staffing are closely scrutinised and are considered to be of high quality. 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 the first cuts of data taken from the newly introduced SOP. As a result, additional validation of this data has been necessary, including the use of alternative approaches to support production of the statistics. Whilst we are confident that the statistics compiled for this particular period remain of high quality, it must be noted that SOP has only recently come into effect and so further investigations are needed to fully understand the impact of this change. Caution should therefore be taken when interpreting the findings, particularly where the reporting period encompasses January-March 2017. Data reported at certain disaggregated are therefore marked as provisional.

## Overview of Annual NOMS 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 2016/17 being the latest year. This next publication is scheduled for release on 26 July 2018.

### Revisions

In accordance with Principle 2 of the Code of Practice for Official Statistics, the Ministry of Justice is required to publish transparent guidance on its policy for revisions. A copy of this statement can be found at:

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

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

#### *1. Changes in source of administrative systems or methodology*

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

#### *2. Receipt of subsequent information:*

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

#### *3. Errors in statistical systems and processes:*

Occasionally errors can occur in statistical processes; procedures are constantly reviewed to minimise this risk. Should a significant error be found, the publication on the website will be updated and an errata slip published documenting the revision.

Small revisions have been made in the Digest to data on Mother and Baby Units, Random Mandatory Drug Tests data, Accredited Programmes data.

### Temporary Release Failures

Historical figures have been revised following a reconciliation exercise of temporary release failure data. Previous figures were based on data from different sources extracted at different times. While figures at the time of publication reflected the data extracted, further incidents and details may have been added since. Previous data from the various sources

have been amalgamated and cleansed to form the main source of temporary release failure data.

### **Random Mandatory Drug Testing**

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

### **Electronic Monitoring Data**

Total caseload and Specials caseload has been revised for 31<sup>st</sup> March 2015. The difference between the original and the revised versions is less than 15.

Total notification and specials has been revised for 2014/2015. The difference between the original and the revised versions is less than 10.

Total notification and all other order types have been revised up for 2015/2016. The total difference between the original and the revised versions was significant, over 2,000 notifications. The cause for the difference was partly due to the provisional nature of the data and partly caused by an administrative error.

### **Symbols and conventions**

..	Not available
0	Nil or less than half the final digit shown
-	Not applicable or unreliable (less than 30 observations – use when calculating rates/percentages).
~	Denotes suppressed values of 2 or fewer or other values which would allow values of 2 or fewer to be derived by subtraction. Low numbers are suppressed to prevent disclosure in accordance with the Data Protection Act, 1998.
(p)	Provisional data
(r)	Revised data

## Corporate

### Staff sickness

**Rationale** To monitor and reduce the number of days lost to staff sickness absence in NOMS (now known as HMPPS).

**Technical description** Staff sickness is reported as the average working days lost through sickness per member of staff for the year.

**Data source** Data referring to the reporting period to 31 December 2016 are drawn from the Oracle Human Resources Management System (HRMS). Data covering the period from 1 January 2017 onwards have been extracted from the newly introduced Single Operating Platform (SOP), an administrative IT system which holds HR information.

Historical data on Probation Trusts and Boards was collected through monthly returns and collated centrally.

**Calculation** Working days lost are calculated using the first and last days of absence recorded on Oracle HRMS and SOP. The difference between these dates gives a total of calendar days absent. A large proportion of NOMS staff work shifts rather than standard Monday to Friday weeks. For this reason, calendar days are multiplied by 5/7 to take account of weekends and rest days. The resulting figure is further adjusted for part-time staff in proportion with their working hours. This generates a notional total working days lost to staff sickness.

Working days lost are then divided by average full-time equivalent at the end of each month to give a figure for average working days lost per person. This approach is different from standard Cabinet Office methods but provides comparable figures. The historical information provided for Probation Trusts and Boards and the CRCs when they were in public ownership also gave comparable figures for average working days lost.

### Black, Asian and Minority Ethnic (BAME) staff

**Rationale** To monitor and improve BAME representation amongst NOMS (now known as HMPPS) staff.

**Technical description** Staff who have declared themselves as BAME is presented as the proportion of individuals who define themselves as such.

**Data source** Data referring to the reporting period to 31 December 2016 are drawn from the Oracle Human Resources Management System (HRMS). Data covering the period from 1 January 2017 onwards have been extracted from the newly introduced Single Operating Platform (SOP), an administrative IT system which holds HR information.

**Calculation**

The race declaration rate is reported as the proportion of staff in post who have actively declared their ethnic background.

Where race declaration rates are equal or greater than 60%, the percentage of individuals who define themselves as BAME are subsequently calculated as a proportion of those who have declared their ethnic status.

## Incentives and Earned Privileges

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

**Rationale**

The aim of the IEP Scheme is to allow prisoners to earn additional privileges through responsible behaviour, participation in hard work and engaging positively in OASys and sentence planning. To make sure that the system continues to be effective it is essential to record and monitor on a monthly basis how many prisoners are on each level of the IEP scheme.

**Technical description**

There are four levels of IEP status: Entry, Basic, Standard and Enhanced.

Establishments should enter the number of prisoners on each regime 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 IEP status
- b) sum of 12 monthly snapshots of number of prisoners on a particular IEP status

## Accredited Programmes

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

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

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

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

**Technical description**       Sexual offending treatment programmes aim to reduce offending by men convicted of sexual offences. A range of programmes is available for those who commit sexual offences according to the level of risk and need of the offender.

**Data source**                    In custody: Monthly data from prison establishments collated in central performance systems.  
  
In the community: NPS/ CRCs data collated in central performance systems

**Calculation (volumes)**       This indicator is a simple count of the number of SOTP completions.  
  
A completion is counted when a participant completes an accredited programme and all appropriate reports and documents are completed and returned and recorded as such on the appropriate system.  
  
Completions in custody and completions in the community are recorded and reported separately.

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

## Population

**Rationale**                    **To monitor prison population.**

**Technical description**       The population in the Digest is a monthly average of each prisons' population and a national monthly average of prison population. Monthly population figures are taken on the last day of each month. Where a prison has not been operational for the full year, the average is only taken of the months that the prison had a population and was operational. Therefore, the sum of each individual prison will not reconcile with the national total in all of the years shown.

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

**Calculation**                     $a = (b_1 + b_2 + b_3 + b_4 + b_5 + b_6 + b_7 + \dots) / c$   
  
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.

$$d = (e1+e2+.....e12)/12$$

where:

- d) National Prison Population
- e) Prison population in month1, month2, ... to month 12

## Safety and Decency in Custody

### Crowding in custody – all accommodation

<b>Rationale</b>	To monitor and to maintain crowding within acceptable levels.
<b>Technical description</b>	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 exceeds the In-Use certified normal accommodation does not exceed the In-Use CNA may be holding prisoners in crowded conditions, depending on operational requirements within the establishment.
<b>Data source</b>	Monthly data from prison establishments collated in central performance systems.
<b>Calculation</b>	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

<b>Rationale</b>	To monitor and to maintain crowding within acceptable levels.
<b>Technical description</b>	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 capacity of one. Both of those prisoners are then counted as being doubled.

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

**Calculation** Doubling rate for the year is calculated by summing the doubling figure for each month and prison population figure for each month. The total doubling figure for the year is then divided by the total population for the year and expressed as a percentage to show the rate of doubling.

## Prisoner Working Hours

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

**Technical description** The number of hours working to ensure that prisoners work the required number of hours compared to scheduled hours.

**Data source** Public Prisons and IRCs – Data sourced from the Prison-NOMIS system which captures the number of prisoners in each of their workshops and the hours worked.

Private Prisons –Data sourced from local data monitoring systems used by prisons to record the number of prisoners in each of their workshops and the hours worked each week.

**Calculation** This is the average number of prisoner places utilised and the number of hours worked by prisoners in industry.  
$$a = (b_1 + b_2 + b_3 + b_4 + b_5 + b_6 + b_7 + \dots) / (c_1 + c_2 + c_3 + \dots)$$

where:

a) Average number of prison places utilised.

b) Hours delivered at prison 1 + hours delivered at prison 2 etc.

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

## Prisoners Earnings subject to the Prisoners' Earnings Act 1996

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

offending and allowed to work outside of prison on temporary licence, in order to prepare for their eventual release.

<b>Technical description</b>	<p>The PEA provides that the amounts arising from the levy can be directed to four purposes:</p> <ul style="list-style-type: none"><li>• to prescribed voluntary organisations concerned with victim support or crime prevention;</li><li>• into the Consolidated Fund to contribute to the prisoner's upkeep;</li><li>• to the prisoner's dependants; or</li><li>• to an investment account held on the prisoner's behalf.</li></ul>
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<b>Data source</b>	<p>The data are sourced from monitoring systems used by prisons. Information on prisoner earnings subject to the Prisoners' Earnings Act 1996, for 2016/17 was provided by the following establishments: Askham Grange, Brixton, Drake Hall, East Sutton, Eastwood, Elmley, Ford, Hatfield, Hewell, Hollesley Bay, Holme House, Humber, Kirkham, Kirklevington Grange, Leyhill, North Sea, Norwich, Prescoed, Send, Spring Hill, Stanford, Stoke Heath, Styal, Sudbury, Thorn Cross.</p>
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<b>Calculation</b>	<p><math>a = b_1 + b_2 + \dots + b_{12}/c</math></p> <p>where:</p> <ul style="list-style-type: none"><li>a) average number of active prisoners per establishment</li><li>b) <math>b_1</math> is number of active prisoners in month 1, <math>b_2</math> is average number of active prisoners in month 2 (calculate for each month that the prison has active prisoners)</li><li>c) the number of months that the prison is active</li></ul> <p><math>d = e/f</math></p> <p>where:</p> <ul style="list-style-type: none"><li>d) average net earnings per prisoner</li><li>e) total net earnings</li><li>f) average number of prisoners that provided information</li></ul> <p><math>g = h/f</math></p> <p>where:</p> <ul style="list-style-type: none"><li>g) average net deductions per prisoner</li><li>h) total net deductions</li></ul>
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## **Escapes, Absconds, Failure to Return from ROTL and Releases in Error**

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

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

### **Escapes**

#### **Definition**

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

An incident counts as an escape 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.

The number of escapes are covered in four tables:

#### **i. Prisons**

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

#### **ii. Prison Escorts**

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

#### **iii. Private Escort contractors**

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 on account of being highly dangerous to the public.

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

## Category A escapes

**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** This is an escape by a prisoner who is classed as Category A on account of being highly dangerous to the public.

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 on escapes are 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 number of Category A escapes.

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

An incident counts as an escape 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 on escapes 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 prison and prison escorts = number of escapes divided by average prison population.

## 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.

<b>Technical description</b>	A prisoner escapes from escort when they are able to pass beyond the control of escorting staff. This may involve overcoming physical security restraints such as a wall or fence; locks, bolts or bars; a secure vehicle; handcuffs; or the direct supervision of escorting staff. An incident counts as an escape 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.
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<b>Data source</b>	Data on escapes is reported by prison establishments on central administration systems and collated on the Incident Reporting Module (IRS) on P-NOMIS.
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<b>Calculation</b>	Rate of escapes from contractor escorts = number of movements divided by number of escapes from contractor escorts.
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## Absconds

<b>Rationale</b>	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.
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<b>Technical description</b>	An abscond is an escape that does not involve overcoming a physical security restraint 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
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<b>Data source</b>	Data on escapes is reported by prison establishments on central administration systems and collated on the Incident Reporting Module (IRS) on P-NOMIS.
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<b>Calculation</b>	This indicator is a simple count of absconds.
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## Temporary Release Failures

### Definition

A temporary release failure is when a prisoner fails to comply with the terms of their licence terms for temporary release. This may involve failing to return to prison at their due time and reported as being unlawfully at large being arrested on suspicion of committing an offence whilst on temporary release or other breaches of their licence, including but not limited to, returning to the prison with unauthorised items, being at a different address to the terms of their licence or consuming alcohol on temporary release.

### Failure to return from temporary release

<b>Rationale</b>	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.
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**Technical description** Failure to return after release on temporary licence is the subset of the above where a prisoner has not returned to the establishment by the designated time. If the prisoner returns shortly after the designated time, the failure may be classified as a late return, as opposed to a failure to return, at the discretion of the establishment. A prisoner who fails to return is considered to be unlawfully at large

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

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

## Release in Error

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

**Technical description** A prisoner is released in error if they are 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 (i.e. the prisoner had no intent of escaping). Examples include misplaced warrants for imprisonment or remand, recall notices not acted upon, sentence miscalculation or discharging the wrong person on escort. If it is believed that the situation was in any way 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.

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

**Calculation** The indicator is a simple count of the number of Releases in Error. Although this would be better considered on a rate basis (Releases in Error / total releases from prison), the denominator for this is not available. Releases from prison data only cover sentenced prisoners, and Releases in Error can include remand prisoners.

## Random Mandatory drug testing (RMDT) in custody

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

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

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

**Data source** Monthly data from the drug testing laboratory.

**Calculation**  $a=(b/c)*100$   
where:  
a) MDT Positive Rate.  
b) Total number of random drug tests that prove positive.  
c) Total number of random drug tests carried out.

## Foreign National Offender Referrals

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

**Technical description** Offenders who are not UK citizens.

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

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

## Mother and Baby Units

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

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

**Data source** MBU data are collected from prison establishments by means of a monthly return submitted via the National Offender Management Service Performance Hub: a secure web-based data collection and management information reporting system. Although care is taken when processing and analysing the returns, the detail collected is subject to the inaccuracies inherent in any large scale recording system.

**Calculation** The following measures are cumulative annual totals:

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

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

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

## Electronic Monitoring

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

**Technical description** Electronic monitoring can be used:

- as a condition of court bail;
- as a requirement of a court sentence, including community orders and suspended sentences;

- as a licence condition following release from custody, including Home Detention Curfew;
- as a condition of immigration bail, managed by the Home Office; and
- to intensively monitor a small number of subjects on specialist orders including Multi-Agency Public Protection Arrangements (MAPPA), Special Immigration Appeals Commission (SIAC), and Terrorism Prevention and Investigation Measures (TPIMs). These are monitored with a Global Positioning System (GPS) tag rather than a radio frequency (RF) tag.

**Data source** Information is provided directly by the contractors – EMS Capita.

**Calculation** This is a simple count of the number of subjects receiving electronic monitoring and the number of new electronic monitoring orders.

## **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 segregated in secure accommodation, awaiting transport back to a closed prison, from secure accommodation, or from a secure escort, then the incident is classified as an escape.

### **Accredited Programmes**

We are absolutely committed to reducing reoffending and addressing the needs of men with sexual convictions. We have been at the forefront of this area of work internationally for some 20 years under successive governments. Our Prison and probation services have been running accredited Offending Behaviour Programmes since the early 1990s, and this continues under the new arrangements for delivery of probation services. Programmes have evolved with the developing evidence base and have contributed to the international literature. Programmes are scrutinised by the Correctional Services Accreditation and Advice Panel (CSAAP), a panel of international experts, who confirm (or otherwise) through the accreditation process that the approach is in line with the latest thinking about what works with this client group.

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

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

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

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

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

- Domestic Violence programmes are targeted at males who have offended against an intimate partner within the context of a heterosexual relationship. The aim is to reduce violent behaviour in intimate relationships.
- General Offending programmes consist of a range of interventions based on life skills acquisition and cognitive behavioural theory. They are designed to address the link between thinking, attitudes, beliefs and offending. Participants are encouraged to learn and practice life skills, such as problem solving, social skills, self-control and positive relationships, that will help them on their journey towards desistance from offending.
- Sexual Offending programmes aim to reduce offending by men convicted of sexual offences. Sexual offending does not have a single cause, and so treatment needs to address a range of risk factors. NOMS provides a range of programmes which are offered according to the level of risk and need of the offender. A treatment pathway for males with learning disabilities is also available. The current commissioning strategy including SOTPs, are set out in the NOMS Commissioning Intentions 2014, and companion documents.
- NOMS accredited substance misuse interventions are recovery focused, and based on life skills acquisition, cognitive behavioural theory, and a programme which combines cognitive behavioural and educational approaches. All of the programmes are designed to address the link between substance misuse and offending. It should be noted that the NOMS suite uses the umbrella term of 'substance misuse interventions' which covers both alcohol and drug treatment, with some programmes addressing both.
- NOMS Violence programmes have expanded from moderate dose cognitive skills and anger management programmes to more specialised and high intensity programmes for high risk and personality disordered males and women. The current suite of programmes incorporates the most contemporary research and evidence in neuro-cognition and desistance theories and methods. The programmes also target associated and contributory risk factors including weapons and peer/gang related behaviours as well as work on identity.

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

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

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

## **Black, Asian and Minority Ethnic (BAME)**

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

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

## **Crowding**

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

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

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

### **Prisoner Crowding**

The percentage of prisoners held in crowded accommodation

### **Prisoner Doubling**

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

## **Declaration rate**

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

## **Electronic Monitoring**

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

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

Electronic monitoring can be used:

- as a condition of court bail;
- as a requirement of a court sentence, including community orders and suspended sentences;
- as a licence condition following release from custody, including Home Detention Curfew;
- as a condition of immigration bail, managed by the Home Office; and
- to intensively monitor a small number of subjects on specialist orders including Multi-Agency Public Protection Arrangements (MAPPA), Special Immigration Appeals Commission (SIAC), and Terrorism Prevention and Investigation Measures (TPIMs). These are monitored with a Global Positioning System (GPS) tag rather than a radio frequency (RF) tag.

Since February/March 2014, EMS Capita has supplied the electronic monitoring service under contract to the Ministry of Justice.

## **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, i.e. the outside wall or boundary of the prison. It is also classified as an escape if a prisoner deliberately deceives staff to engineer a 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 building (court, hospital etc.) 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. 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.

### **Prison Escorts Escapes**

Number of prisoner escapes from NOMS escorts.

## **Foreign National Offender referrals**

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

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

## **Incentives and Earned Privileges**

The Incentives and Earned Privileges (IEP) scheme was introduced in 1995 with the expectation that prisoners would earn additional privileges through demonstrating responsible behaviour and participation in work or other constructive activity. On 30 April 2013, Ministers announced the outcome of a review of the IEP national policy framework and made it clear that, in order to earn privileges, prisoners will now have to work towards their own rehabilitation, behave well and help others.

Part of the revisions to the national policy framework, which came into effect on 1 November 2013, saw the introduction of the new Entry level which sits between Basic and Standard level.

In line with the national policy, local incentive schemes operate on four levels: Basic, Entry, Standard and Enhanced. IEP arrangements must be fair, consistent and not subject to unfair discrimination. They support the requirements of the establishment and meet the needs of the population where practicable. Basic level provides access to the safe, legal and decent requirement of a regime on normal location.

## 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. The National Offender Management Service in certain 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 five MBUs in operation<sup>4</sup> across the women's prison estate in England and Wales which provide an overall total capacity of 52 places for mothers. However, there are a total of 57 places for babies to allow for twins.

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 normally<sup>5</sup>. 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

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<sup>4</sup> There are usually 6 MBUs in England and Wales but the MBU at Eastwood Park has been temporarily closed since May 2016. It is hoped works to refurbish the unit will begin at the end of July and should be ready to re-open at the end of this year. With Eastwood Park temporarily closed capacity sits at 52/57, the usual operating capacity is 64/70.

<sup>5</sup> Jiminez, J.M and Palacios, J (2003) When home is in jail: Child Development in Spanish Penitentiary Units, *Infant and Child Development*, 12, 461-474.

child from their mother after they have attained 18 months must be taken by the Head of Women's Team and will be decided on a case by case basis.

More information about the Prison Service Instruction (PSI 49/2014) for MBU management, guidance and applications can be found at:

<https://www.justice.gov.uk/downloads/offenders/psipso/psi-2014/psi-49-2014-mother-and-baby-units.pdf>

## **Orders and licences successfully completed**

This is an indicator of offender compliance which measures orders and licences<sup>6</sup> at their point of termination. It shows the proportion of these that have terminated successfully, i.e. which have run their full course without being revoked for breach or a further offence or which have been revoked early for good progress.

## **Prisoners' Earnings subject to the Prisoners' Earnings Act Levy**

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

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

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

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

## **Prisoner Population**

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

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<sup>6</sup> Orders will include Court orders, Community Orders, Further details on the types of orders and licences are given in the Guide to Offender Management Statistics at <https://www.gov.uk/government/statistics/offender-management-statistics-quarterly-october-to-december-2015>.

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

## Prisoners working in custody

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

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

NOMS are committed to working with businesses and other government departments to significantly increase work activity undertaken by prisoners in custody. ONE3ONE Solutions is the NOMS vehicle with responsibility for finding increased work for prisons. ONE3ONE collaborate with Public and Private Sector Prisons, who then have the responsibility to deliver the work.

The work activities that have been included as work are:

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

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

## Prison Function

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

Prison Function	Description
<b>Local prisons</b>	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.
<b>Closed training prisons</b>	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.

<b>Open prisons</b>	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.
<b>Dispersal</b>	These prisons hold the most difficult and dangerous prisoners in England and Wales including all of those assessed as category “A”.
<b>Women’s prisons</b>	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.
<b>Young Offender Institutes (YOIs)</b>	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.
<b>Immigration Removal Centres IRCs</b>	These are operated by NOMS on behalf of the Home Office. Immigration removal centres hold adult male immigration detainees awaiting decisions on their asylum claims or awaiting deportation. They include foreign national offenders who have completed their prison sentence.

## Random Mandatory Drug Testing

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

The level of drug misuse in prisons is measured by the Random Mandatory Drug Testing programme (RMDT). The aim of RMDT is to test a random sample of 5 per cent or 10 per cent of prisoners in each prison (depending on prison capacity) every month, and to monitor and deter drug-misuse. Failing a random mandatory drug test is a disciplinary offence that may lead to additional time being added to the sentence. RMDT can also act as a useful trigger for referring into treatment individuals who fail tests.

The drugs which were tested in 2016/17 which made up the 2016/17 RMDT rate included:

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

RMDDT for novel psychoactive substances (NPS) was rolled out during September 2016. NPS drugs are excluded from the data presented, but the intention is to include them once a full and reliable performance year's data are available

### **Release in Error (RIE)**

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 (i.e. the prisoner had no intent of escaping). Examples include misplaced warrants for imprisonment or remand, recall notices not acted upon, sentence miscalculation or discharging the wrong person on escort. Prisoners released in error are not considered unlawfully at large. They are not culpable and may be unaware that they have not completed their sentence or have outstanding warrants. Depending on the circumstances of the case, they may not be actively pursued for return to custody.

If it is believed that the situation was in any way 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.

### **Release on Temporary Licence (ROTL)**

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

### **Representation rate**

The percentage of staff that are, or have made a declaration that they are in a particular category or group of categories (usually a minority group) within a protected characteristic. Where the declaration rate is less than 100%, the percentage is of all those with a known declaration, excluding all unknown, not declared, not surveyed and those who have chosen not to declare. This is the best estimate of the actual representation of the group in question within the population. However, as the proportion of staff making declarations decreases, the accuracy of the representation rate is likely to decrease, as members of some groups may be less likely to choose to declare than others. Therefore where the declaration rate is less than a minimum threshold of 60%, a representation rate is not given as it is not likely to have any meaningful indication of the actual representation within the population in question.

## **Sickness absence**

Sickness absence refers to periods of absence where an employee is certified, either by the employee themselves or a doctor, as being unfit for duty. The expectations in regards to sickness absence on the employee and the former NOMS (now HMPPS) were set out in the NOMS Attendance Management Policy.

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

## **Staff in post**

The number of staff working in the former NOMS (now HMPPS) and with a contract of employment with NOMS, excludes those on career breaks and those on secondment or loan outside of NOMS but includes staff on secondment or loan into NOMS. Staff in post can be measured on either a headcount or full-time equivalent basis;

Only staff in the public sector Prison Service, NOMS HQ and NPS were directly employed by NOMS and therefore staffing figures in private sector establishments, community rehabilitation companies and other contractors are excluded. The public sector Prison Service includes a number of Immigration Removal Centres that were operated by NOMS on behalf of the Home Office and STC Medway which is operated by NOMS on behalf of Youth Justice Board and staffing within these establishments is included.

## **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 a prisoner has not returned to the establishment by the designated time. If the prisoner returns shortly after the designated time, the failure may be classified as a late return, as opposed to a failure to return, at the discretion of the establishment. Failures to return result in a prisoner being classified as unlawfully at large.

## **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 2017). The year given is the year of the original incident.

## Annex A – Prisons, Functions and Regions

Prison	NOMS Region	Prison Function 2016/17	Private or Public prison	Changes to prison
Acklington			Public	Merged with Castington to become Northumberland in 2011/12
Albany			Public	Isle of Wight cluster prisons (Albany, Camp Hill and Parkhurst) changed to become recorded as Isle of Wight from January 2010
Aldington			Public	Closed
Altcourse	G4S	Male local	Private	
Ashfield	Serco	Male Category C	Private	
Ashwell			Public	Closed
Askham Grange	Women	Female open	Public	
Aylesbury	London and Thames Valley	Male closed YOI	Public	
Bedford	East	Male local	Public	
Belmarsh	High Security	Male local	Public	
Berwyn	Wales	Male Category C	Public	Opened in February 2017
Birmingham	G4S	Male local	Private	Became a contracted out prison in Oct 2011
Blakenhurst			Public	Part of Hewell
Blantyre House	Kent, Sussex and Essex	Male Category C	Public	Temporarily closed down at the beginning of 2015
Blundeston			Public	Closed in 2014/5
Brinsford	Midlands	Male closed YOI	Public	
Bristol	South West and IRCs	Male local	Public	
Brixton	London and Thames Valley	Male Category C	Public	
Brockhill			Public	Hewell cluster sites amended to be recorded as Hewell. Closed in 2011
Bronzefield	Sodexo	Female local	Private	
Buckley Hall	North West	Male Category C	Public	
Bullington	London and	Male local	Public	Combined with Oxford in table results.

	Thames Valley				
<b>Bullwood Hall Bure</b>	East	Male Category C	Public	Public	Closed from the beginning of 2013/14
<b>Camp Hill</b>			Public		Isle of Wight cluster prisons (Albany, Camp Hill and Parkhurst) changed to become recorded as Isle of Wight from January 2010
<b>Canterbury</b>			Public		Closed from the beginning of 2013/14
<b>Cardiff</b>	Wales	Male local	Public		
<b>Castington</b>			Public		Merged with Acklington to become Northumberland in 2011/12
<b>Channings Wood</b>	South West and IRCs	Male Category C	Public		
<b>Chelmsford</b>	Kent, Sussex and Essex	Male local	Public		
<b>Colchester</b>			Public		
<b>Coldingley</b>	Prison Reform Early Adopter	Male Category C	Public		
<b>Cookham Wood</b>	Young People	Male YOI - Young People	Public		
<b>Dartmoor</b>	South West and IRCs	Male Category C	Public		
<b>Deerbolt</b>	North East and Yorkshire	Male closed YOI	Public		
<b>Doncaster</b>	Serco	Male local	Private		
<b>Dorchester</b>			Public		Closed in 2014/5
<b>Dovegate</b>	Serco	Male Category B	Private		
<b>Dover</b>	South West and IRCs	IRC	Public		Became an Immigration Removal Centre in 2003/04. Closed from November 2016.
<b>Downview</b>	Women	Female closed	Public		Listed as "out of use" in 2014/15
<b>Drake Hall</b>	Women	Female Closed	Public		
<b>Durham</b>	North East and Yorkshire	Male local	Public		
<b>East Sutton Park</b>	Women	Female open	Public		
<b>Eastwood Park</b>	Women	Female local	Public		Combined with Pucklechurch in table results.

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

<b>Hewell Grange</b>			Public	Recorded as Hewell from 2008/09
<b>High Down</b>	Prison Reform Early Adopter	Male local	Public	
<b>Highpoint</b>	East	Male Category C	Public	Split from Edmunds Hill in 2003/04. Merged with Highpoint into Highpoint North and South in 2011/12
<b>Hindley</b>	North West	Male Category C	Public	Changed category from, Male YOI - Young People to Category C in 2015/16
<b>Hollesley Bay</b>	East	Male open	Public	Split from Warren Hill split in 2003/04
<b>Holloway</b>	Women	Female local	Public	Closed in June 2016
<b>Holme House</b>	Prison Reform Early Adopter	Male local	Public	
<b>Hull</b>	North East and Yorkshire	Male local	Public	
<b>Humber</b>	North East and Yorkshire	Male Category C	Public	Formed from a merger with Everthorpe and Wolds in 2014/15
<b>Huntercombe</b>	London and Thames Valley	Male Category C	Public	Combined with Finnamore Woods in table results. Became an adult male category C prison in 2010/11
<b>Isis</b>	London and Thames Valley	Male Category C	Public	
<b>Isle of Wight</b>	South West and IRCs	Male Category B	Public	Predominantly Male Category B (with local function)
<b>Kennet</b>			Public	Closed in December 2016.
<b>Kingston</b>			Public	Combined with Portsmouth in table results. Closed from the beginning of 2013/14
<b>Kirkham</b>	North West	Male open	Public	
<b>Kirklevington Grange</b>	Prison Reform Early Adopter	Male open	Public	
<b>Lancaster</b>			Public	Closed from the beginning of 2011/12
<b>Lancaster Farms</b>	North West	Male Category C	Public	
<b>Latchmere House</b>			Public	Closed in September 2011
<b>Leeds</b>	North East and Yorkshire	Male local	Public	
<b>Leicester</b>	Midlands	Male local	Public	

<b>Lewes</b>	Kent, Sussex and Essex	Male local	Public	
<b>Leyhill</b>	South West and IRCs	Male open	Public	
<b>Lincoln</b>	East	Male local	Public	
<b>Lindholme</b>	North East and Yorkshire	Male Category C	Public	
<b>Littlehey</b>	East	Male Category C	Public	
<b>Liverpool</b>	North West	Male local	Public	
<b>Long Lartin</b>	High Security	Male Dispersal	Public	
<b>Low Newton</b>	Women	Female local	Public	
<b>Lowdham Grange</b>	Serco	Male Category B	Private	
<b>Maidstone</b>	Kent, Sussex and Essex	Male Category C	Public	
<b>Manchester</b>	High Security	Male local	Public	
<b>Medway STC</b>	Young People	STC	Public	Transferred to NOMS from YJB on 1 July 2016
<b>Moorland</b>	North East and Yorkshire	Male Category C	Public	Merged with Hatfield in 2003/04. Hatfield and Moorland reported separately from 2012/13
<b>Moorland / Hatfield</b>			Public	Hatfield and Moorland reported separately from 2012/13
<b>Morton Hall (IRC)</b>	South West and IRCs	IRC	Public	Became an Immigration Removal Centre in 2011/12
<b>Mount</b>	London and Thames Valley	Male Category C	Public	
<b>New Hall</b>	Women	Female local	Public	
<b>North Sea Camp</b>	East	Male open	Public	
<b>Northallerton</b>			Public	Closed in 2014/5
<b>Northumberland</b>	Sodexo	Male Category C	Private	Became a contracted out prison in 2013/14
<b>Norwich</b>	East	Male local	Public	
<b>Nottingham</b>	Midlands	Male local	Public	
<b>Oakwood</b>	G4S	Male Category C	Private	
<b>Onley</b>	London and	Male Category C	Public	

	Thames Valley			
<b>Parc</b>	G4S	Male Category C	Private	
<b>Parkhurst</b>			Public	Isle of Wight cluster prisons (Albany, Camp Hill and Parkhurst) changed to become recorded as Isle of Wight from January 2010
<b>Pentonville</b>	London and Thames Valley	Male local	Public	
<b>Peterborough</b>	Sodexo	Male local	Private	
<b>Peterborough</b>	Sodexo	Female local	Private	
<b>Portland</b>	South West and IRCs	Male Category C	Public	
<b>Prescoed</b>	Wales	Male open	Public	Usk and Prescoed reported separately from 2012/13
<b>Preston</b>	North West	Male local	Public	
<b>Ranby</b>	Prison Reform Early Adopter	Male Category C	Public	
<b>Reading</b>			Public	Closed in 2014/5
<b>Risley</b>	North West	Male Category C	Public	
<b>Rochester</b>	Kent, Sussex and Essex	Male Category C	Public	
<b>Rye Hill</b>	G4S	Male Category B	Private	
<b>Send</b>	Women	Female closed	Public	
<b>Shepton Mallet</b>			Public	Closed from the beginning of 2013/14
<b>Shrewsbury</b>			Public	Closed from the beginning of 2013/14
<b>Stafford</b>	Midlands	Male Category C	Public	
<b>Standford Hill</b>	Kent, Sussex and Essex	Male Open	Public	Sheppey Cluster
<b>Stocken</b>	East	Male Category C	Public	
<b>Stoke Heath</b>	Midlands	Male Category C	Public	
<b>Styal</b>	Women	Female local	Public	
<b>Sudbury</b>	Midlands	Male open	Public	
<b>Swaleside</b>	Kent, Sussex	Male Category B	Public	Sheppey Cluster

	and Essex			
<b>Swansea</b>	Wales	Male local	Public	
<b>Swinfen Hall</b>	Midlands	Male Category C	Public	
<b>Thameside</b>	Serco	Male Local	Private	Opened in 2011/12
<b>Thorn Cross</b>	North West	Male open YOI	Public	
<b>Usk</b>	Wales	Male Category C	Public	
<b>Usk / Prescoed</b>			Public	Usk and Prescoed reported separately from 2012/13 (part of Cluster)
<b>Verne (IRC)</b>	South West and IRCs	IRC	Public	Became an Immigration Removal Centre in 2014/15
<b>Wakefield</b>	High Security	Male Dispersal	Public	
<b>Wandsworth</b>	Prison Reform Early Adopter	Male local	Public	
<b>Warren Hill</b>	East	Male closed YOI	Public	Split from Hollesley Bay in 2003/04
<b>Wayland</b>	East	Male Category C	Public	
<b>Wealstun</b>	North East and Yorkshire	Male Category C	Public	
<b>Weare</b>			Public	
<b>Wellingborough</b>			Public	Closed from the beginning of 2013/14
<b>Werrington</b>	Young People	Male YOI - Young People	Public	
<b>Wetherby</b>	Young People	Male YOI - Young People	Public	
<b>Whatton</b>	Midlands	Male Category C	Public	
<b>Whitemoor</b>	High Security	Male Dispersal	Public	
<b>Winchester</b>	South West and IRCs	Male local	Public	
<b>Wolds</b>			Public	Became a public prison in 2013/14. Merged with Everthorpe in 2014/15 to form Humber
<b>Woodhill</b>	High Security	Male local	Public	
<b>Wormwood Scrubs</b>	London and Thames Valley	Male local	Public	
<b>Wymott</b>	North West	Male Category C	Public	

