



## HMPPS Annual Digest 2018/19

### Main points

<b>The number of escapes has fallen</b>		When compared with the previous year: the number of escapes in the year ending March 2019 went down by 4, to 9.
<b>The number of absconds decreased, while the number of temporary release failures increased</b>	 	In the year ending March 2019, there were 120 absconds – a decrease of 19 absconds compared with the previous 12-month period. There was a 55% increase in temporary release failures, 56 of which were failures to return. 69% of unlawfully at large prisoners returned to custody within 30 days, up from 65% in the 12 months to March 2018.
<b>Percentage of prisoners in crowded conditions has fallen</b>		In the year ending March 2019, 22.5% of prisoners were held in crowded conditions, lower than in the previous year. During the last ten years, crowding levels have fluctuated between 22.5% in the latest year and 25.5% in 2015.
<b>90.5% of Foreign National Offenders referred in 10 working days</b>		90.5% or 7,252 of the 8,009 total referrals of Foreign National Offenders made to the Home Office in the year ending March 2019, were made within the required 10 working days.
<b>Slight decrease in the average number of prisoners working in custody</b>		In the year ending March 2019, on average, around 12,100 prisoners and detainees were working in custody at any one time across public sector prisons, privately managed prisons and Immigration Removal Centres. They delivered around 17.1 million hours of work during the course of a year.
<b>The amount raised through the PEA levy has increased</b>		£1.6 million was raised from the imposition of the levy on prisoners' earnings to be paid to Victim Support. On average, 572 prisoners per month were working out of the prison on licence and subject to the Prisoners' Earnings Act levy and had average net earnings of £846 per month.
<b>The percentage of positive drug tests decreased by 0.5 percentage points</b>		Excluding psychoactive substances, 10.4% of random mandatory drug tests were positive in the 12 months to March 2019. Including the psychoactive substances, the rate was 17.7%.
<b>Barricade/prevention of access incidents and incidents at height continue to rise</b>		In the 12 months to March 2019, the number of barricade/prevention of access incidents went up by 24% when compared with the previous year. The number of incidents at height rose by 15% in the same time period.
<b>Finds of drugs and SIM cards have increased, while finds of mobile phones has fallen</b>	 	There were increases of 41%, 8% and 14% in finds incidents of drugs, mobile phones and SIM cards, respectively, between the year ending March 2018 and the year ending March 2019.

<p><b>The number of prisoners with an enhanced IEP status increased, while those with a standard IEP status decreased</b></p>	<p>↑ ↓</p>	<p>In the 12 months to March 2019, there were, on average 34,395 prisoners with an enhanced IEP status; an increase of 4% from the previous year. The average number of prisoners with a standard IEP status fell by 5% this year, compared with the 12 months ending March 2018. At the same time, there was a fall in the total prison population.</p>
<p><b>The number of women and babies received into Mother and Baby Units dropped</b></p>	<p>↓</p>	<p>In the year ending March 2019, 60 women were received and 57 babies were received into MBUs; compared with 70 women and 60 babies in the previous reporting year.</p>
<p><b>The number of subjects actively monitored with an EM device decreased by 4%</b></p>	<p>↓</p>	<p>At 31 March 2019, the total number of subjects actively monitored with an Electronic Monitoring (EM) device and open EM order was 10,772. There has been a general downward trend in the number of subjects actively monitored.</p>
<p><b>The number of BASS referrals increased by 2% in the last year</b></p>	<p>↑</p>	<p>There were 4,522 referrals for Bail Accommodation and Support Services in the year ending March 2019, an increase of 2% on the 4,436 made in the previous year. The rise is as a result of an increase in HDC referrals.</p>
<p><b>9.6% of HMPPS Staff who declared their race, were classified as Black, Asian and Minority Ethnic</b></p>	<p>↑</p>	<p>Of all HMPPS staff, public sector prison staff had the lowest BAME representation rates with 7.2% of staff who declared their race as BAME, compared with 15.3% of staff in the National Probation Service.</p>
<p><b>HMPPS staff lost an average of 9.3 working days to sickness absence</b></p>	<p>↑</p>	<p>In 2018/19, YCS staff had the highest sickness absence rate at 12.5 Average Working Days Lost (AWDL), followed by NPS (10.5 AWDL), PSPs (9.3 AWDL). Absence rates are substantially lower in HMPPS HQ and area services overall compared with the operational parts of NOMS (5.0 AWDL).</p>

*This publication covers reporting up to and including the 2018/19 financial year. Data for the current reporting year covers the period between the 1<sup>st</sup> of April 2018 and the 31<sup>st</sup> of March 2019; and is referenced as the 12 months or year ending March 2019.*

The “HMPPS Digest 2018/19: A Summary” is available at:  
<https://www.gov.uk/government/statistics/announcements/hmpps-annual-digest>

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## Products published to accompany the HMPPS Annual Digest 2018/19

The following products are published as part of this release:

- A statistical bulletin, containing commentary on key trends over time in prison performance measures and probation.
- A summary presenting key facts and figures in this publication, on prison and probation in England and Wales.
- A technical guide, providing further information on how the data are collected and processed; alongside relevant legislative or operational information relating to the topic area.
- A set of tables for each chapter, giving national and local level trends over time; and covering key topic areas in this bulletin.

## Introduction

Her Majesty's Prison and Probation Service (HMPPS) is an executive agency of the Ministry of Justice; with the goal of helping prison and probation services work together to manage offenders through their sentences. HMPPS replaced the National Offender Management Service (NOMS) on 1 April 2017.

Her Majesty's Prison and Probation Service Annual Report and Accounts for 2018/19 was published on 18 July 2019<sup>1</sup>. The HMPPS Digest is published on an annual basis to support the Annual Report and Accounts, along with the Prison Annual Performance Ratings report<sup>2</sup> and in October of each year, details of Costs per place and costs per prisoner.

This HMPPS Annual Digest includes a number of new items on:

- An expansion of data categories for tables on finds in prison.
- A summary story of prison and probation, covering key facts and figures relating to topic themes in this bulletin.
- A revised national estimate of random mandatory drug testing (RMDT).
- Inclusion of data for location monitored electronic monitoring subjects and completion of electronic monitoring orders.

Data presented in this report 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.

### Topics that are not included in this report

Information on protected characteristics are not reported here, but will be published in the Offender Equalities Annual Report 2018/19 on 28 November 2019.

Information on Accredited Programmes in prisons has not been published in this report due to data quality issues. The intention is to publish a special release of this data and accompanying commentary in Autumn 2019. Data for accredited programmes in prisons up to the 12 months ending March 2018 is available at: <https://www.gov.uk/government/statistics/annual-hm-prison-and-probation-service-digest-2017-to-2018>

Probation measures have not been included in the Digest since 2014/15. As part of Transforming Rehabilitation, 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. Since the introduction of the Offender Rehabilitation Act (ORA), the National Probation Service (NPS) and Community Rehabilitation Companies (CRCs) have been monitored against new performance frameworks.

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<sup>1</sup> This is available at <https://www.gov.uk/government/publications/hmppps-annual-report-and-accounts-2018-19>

<sup>2</sup> The Prison Performance Ratings report is available at: <https://www.gov.uk/government/statistics/announcements/prison-performance-ratings-2018-to-2019>

These new performance frameworks were introduced in February 2015 (for CRCs) and April 2015 (for NPS) to enable effective performance monitoring. The performance frameworks measure delivery throughout the offender journey, including:

- Court Work and Allocation (NPS only).
- Starting the Sentence.
- Completion and Compliance with the sentence of the court.
- Delivery of Programmes and Requirements.
- Through the Gate.
- Enforcement and Risk Escalation.
- Assurance Metrics and Other Custodial Services.

The different mix of offenders managed by NPS and CRCs means that performance, expected performance and comparisons cannot generally be made between the two organisations, even where the delivery of services seems identical. Each caseload of offenders bring their own unique challenges, therefore direct comparisons should not be made. Equally comparison cannot generally be made with performance under the previous arrangements.

Management Information (MI) against these performance frameworks is now published on a regular basis by HMPPS 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. New measures for through the gate are currently under development and are intended for inclusion in a future release.

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)

Information on starts and completions of Accredited Programmes in the community is incomplete for the 12 months up to March 2019. As a result, the information is not included in this Official Statistics Report. The latest available data is in the NOMS Annual Digest 2016 to 2017 in Chapter 6 at: <https://www.gov.uk/government/statistics/annual-national-offender-management-service-digest-2016-to-2017>.

## **Related publications**

Offender management statistics quarterly<sup>3</sup> provides detailed information on offenders held in prison custody and on probation. They include detailed breakdowns of the prison population, prison receptions and releases. They also cover statistics on adjudications and license recalls.

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

# Revisions

Figures for temporary release failures, Random Mandatory Drug Tests, Finds in Prison and Bail Accommodation and Support Services for previous years have been updated following cleansing of the data. Details of the changes are given below.

## **Random Mandatory Drug Testing**

This release of the Annual Digest contains a revised national estimate of random mandatory drug testing (RMDT). Previously the national rate of positive tests has not been adjusted to allow for the over-sampling of prisoners in small prisons. The adjusted rate is presented along the unadjusted rate to demonstrate the impact being less than 0.4 percentage points over the last seven financial years. The number of prisoners sampled is relatively small and so year-on-year fluctuations should be interpreted with caution. A 95% confidence interval has been introduced to demonstrate the difference in precision of the sample estimates.

## **Finds in Prison**

Further data breakdowns for what was previously classified as “Other” has been expanded to include volumes for Finds of alcohol, tobacco, weapons and distilling equipment.

## **Bail Accommodation and Support Services**

Minor amendments have been made to historic data by prison, to correct for misalignment of referral figures by establishment, in some cases.

# 1. Escapes, Absconds, Failure to Return from ROTL and Releases in Error

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## The number of escapes has fallen slightly

There were nine escapes in the 12 months to March 2019, none of which remained still at large as at 30 April 2019. This is a decrease of four escapes when compared with the previous year.

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## The number of absconds has decreased

In the year to March 2019, there were 120 absconds. This is a decrease of 19 when compared with the previous 12-month period (139 absconds), and a decrease of 105 absconds when compared with the financial year ending March 2014 (225 absconds).

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## Increase in the number of ROTL failures

During the 12 months ending March 2019, there were 543 temporary release failures. 56 of these were failures to return, resulting in prisoners being unlawfully at large, and representing 10% of temporary release failures. The proportion of incidences of temporary releases that were completed successfully remains well over 99%.

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## Decrease in releases in error

In the latest year, 62 prisoners were released in error, a decrease of 4 compared with the year ending March 2018.

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

Unlawfully-at-large incidents are categorised by the level of security measures the prisoner had to overcome to gain their liberty:

- **Escape:** A prisoner **escapes from prison** if they unlawfully gain their liberty by breaching the secure perimeter of a closed prison. An incident is deemed to be an escape and included in the annual total if the prisoner is at liberty for at least 15 minutes before recapture or an offence is committed during an escape lasting less than 15 minutes. A 'Category A escape' means the escape of a Category A prisoner. Category A prisoners are those whose escape would be highly dangerous to the public, the police or the security of the State. A prisoner **escapes from an escort** if they are able to pass beyond the control of escorting staff and leave the escort, the vehicle or the premises (such as a court or hospital).
- **Abscond:** An abscond is an escape that does not involve overcoming a physical security barrier or restraint, such as that provided by a wall or fence, locks, bolts or bars, a secure vehicle, handcuffs or the direct supervision of staff. It is only possible to abscond from open prison conditions.

- A **temporary release failure** while on 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, how they may behave and what they may do, where they may go and who they may contact during the period of release.
- **Failures to return** after release on temporary licence are the subset of temporary release failures, where an offender has not returned to the establishment by midnight on the designated return date. In this case, the police will be notified that the offender is unlawfully at large, and appropriate contingency plans are activated. If the offender surrenders after the designated return time but on the right date, this is recorded as a late return instead of a failure to return.

A prisoner is **released in error** if they are wrongly discharged from an establishment or court when they should have remained in custody and the prisoner has not deliberately played a part in the error. Examples include misplaced warrants for imprisonment or remand, recall notices not acted upon or sentence miscalculation.

If it is believed that the situation was manipulated by the prisoner, for example by taking the identity of another person, then this will be classified as an escape, and not a release in error.

**The number of escapes fell by four to a total of nine in the 12 months to March 2019 (Figure 1.1, Tables 1.1 to 1.13)**

In the 12 months ending March 2019, there was one escape from prison, two from HMPPS prisoner escorts and six from contractor escorts; making a total of nine escapes. This is a decrease of four when compared with the year ending March 2018. None of the nine escapees in the latest year remained still at large as at 30 April 2019.

The one escape from prison was from a Male Local prison. The number of escapes from prison has remained very low, not exceeding 4 in any financial year since the 12 months ending March 2006. Of the two escapes from HMPPS escorts, one was from a Male Category C prison, and one was from a Male Local prison. The number of escapes from HMPPS escorts has remained very low, not exceeding 4 in any financial year since the year ending March 2008.

There were six escapes from contractor escorts.

There were no Category A prisoner escapes from prisons or HMPPS escorts. In the last 22 years since the financial year ending March 1997, there have been two Category A escapes, occurring in the 12 months ending March 2012 and 2013.

**Figure 1.1: Contractor escort journeys and escapes from contractor escorts, the 12 months ending March 2013 to the 12 months ending March 2019 (Source: Table 1.8)**

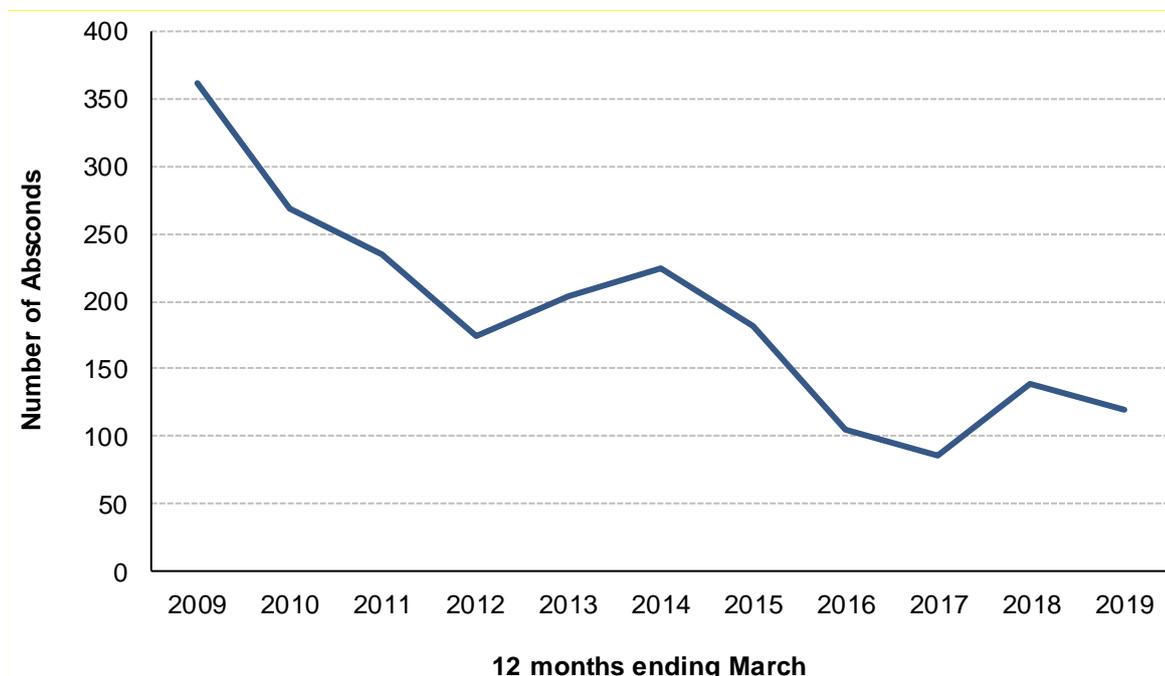


Figure 1.1 shows the number of contractor escort journeys and escapes from contractor escorts. The number of prisoner journeys by contractor escort has been steadily decreasing, due to increasing use of video link technology for court appearances. There were 570,927 contractor escort journeys in financial year to March 2019, six of which resulted in an escape.

**The number of absconds decreased in the 12 months to March 2019, when compared with the previous year (Tables 1.14 to 1.16)**

In the year to March 2019, there were 120 absconds. This is a decrease of 19 when compared with the previous year (139 absconds), and an increase of 34 absconds when compared with the year ending March 2017 (86 absconds). There has been a general reduction in the number of absconds over time, a decrease of 67% over the last 10 years when there were 361 absconds in the 12 months ending March 2009.

**Figure 1.2: Absconds, the 12 months ending March 2009 to the 12 months ending March 2019 (Source: Table 1.14 and 1.15)**



Of those who absconded in the 12 months to March 2019, 7 were still at large as at 30 April 2019. More than seventy per cent of those who absconded from prison in the latest year had main offences of theft (26%), violence against the person (24%) and robbery (23%).

**Failures to return from release on temporary licence (ROTL) increased by 6 incidents from the previous 12-month period (Figure 1.3, Tables 1.17 to 1.20)**

In the year ending March 2019, there were 543 temporary release failures, where prisoners who have been released on temporary licence fail to fulfil all of the conditions of their release. 56 of these were failures to return, resulting in prisoners being unlawfully at large, and representing 10% of temporary release failures. This has been an increase of 55% in temporary release failure incidents when compared with the previous financial year and continues the increase seen in the 12 months ending March 2016. This can be partly explained by the increased recording of ‘minor failures’ such as prisoners returning to the prison after the agreed time and a recent increase in the number of incidences of Release on Temporary Licence.

Failures to return increased to 56 incidents during the current year; an increase of 6 incidents when compared with the 12 months to March 2018.

The proportion of temporary release failures that were failures to return remained similar to that in the 12 months to March 2018. As at 30 April 2019, there were 9 failures to return incidents occurring in the latest year, where the offender was still at large.

Data on the number of incidences of temporary release and individuals released, and the number of failures are reported within the Offender Management Statistics Quarterly bulletin<sup>4</sup>.

**Figure 1.3: Temporary release failures and failures to return, the 12 months ending March 2005 to the 12 months ending March 2019 (Source: Tables 1.17 and 1.18)**

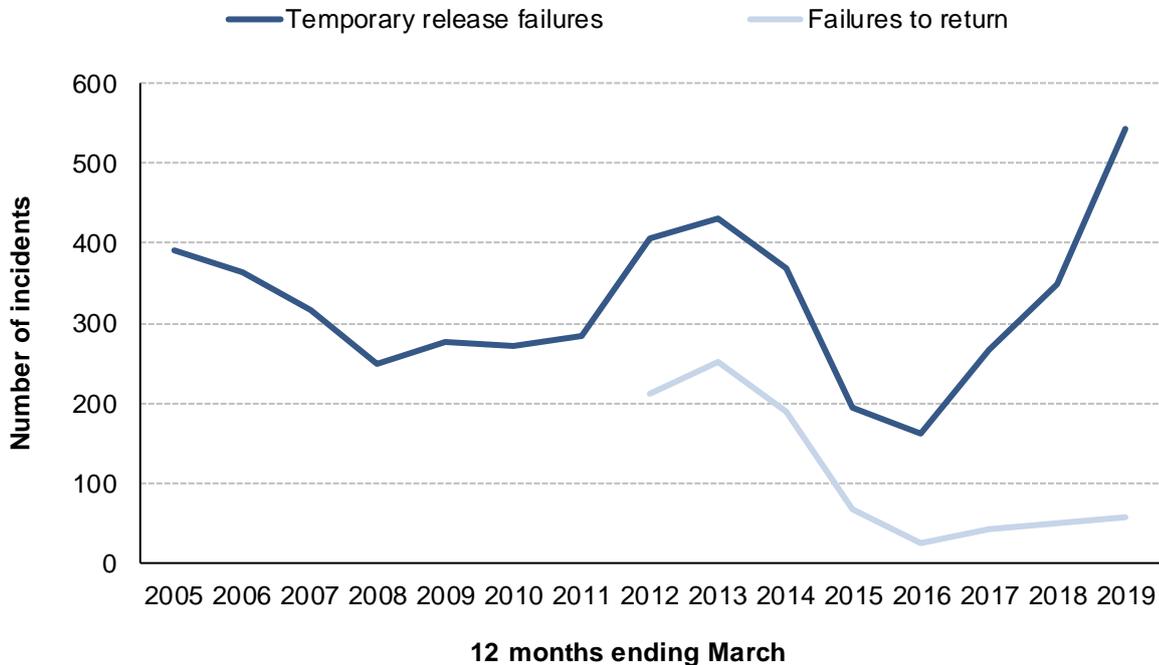


Figure 1.3 shows that while the number of prisoners who fail to return from ROTL mirrors the trend for all temporary release failures, they account for a decreasing proportion of all failures, falling from 52% in financial year 2011/12 to 10% in the 2018/19 financial year.

Between 2013 and 2015 a series of changes were made to tighten ROTL policy, including a new policy preventing those with an “abscond history” from transferring to open conditions or taking ROTL during the remainder of the current sentence, other than in exceptional circumstances. Prisoners affected by the policy are those who escape, attempt escape, abscond or seriously fail ROTL (fail to return or are convicted of an offence on ROTL). In addition, the new policy, published in 2015, contained more detailed guidance on reporting and recording failures. These policy changes may be reflected in the overall increase in the number of temporary release failures, but with the lower numbers of failures to return (and absconds)

Most failure to return incidents<sup>5</sup> were for prisoners whose main offence was violence against the person (16), robbery (15), and theft (13).

The number of incidences of release on temporary licence has been increasing steadily in recent years; from 333,286 in the calendar year 2015 to 376,343 in the calendar year 2018. The proportion of releases completed successfully without failure remains well over 99%.

<sup>4</sup> [www.gov.uk/government/collections/offender-management-statistics-quarterly](http://www.gov.uk/government/collections/offender-management-statistics-quarterly)

<sup>5</sup> More detail is provided in Tables 1.17 to 1.21.

### **The number of releases in error fell in the 12 months to March 2019 (Tables 1.22 and 1.23)**

In the 12 months to March 2019, 62 prisoners were released in error. This is a decrease of 4 from the previous financial year period, when the number was 66. The number is 10 fewer than in the 12 months to March 2017.

Due to the relatively low numbers, year-on-year changes should be interpreted with caution. The number of releases in error should be compared with the total number of releases in the same time period<sup>6</sup>.

In the year to March 2019, 56 releases in error occurred from prison establishments, while 6 were released in error at the courts. Releases in error from establishments could also be a result of errors by the court.

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<sup>6</sup> [www.gov.uk/government/collections/offender-management-statistics-quarterly](http://www.gov.uk/government/collections/offender-management-statistics-quarterly)

## 2. Prison Crowding

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### **The average prison population fell by 3%**

In the year to March 2019, the average prison population in England and Wales was 83,013 which represents a 3% fall on the previous year.

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### **The crowding rate fell to 22.5%**

In the 12 months to March 2019, the crowding rate at establishments across England and Wales was 22.5%, a fall from the 24.2% figure of the previous year.

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### **Crowding rates were highest in Male Local prisons**

Although crowding rates have continued to be the highest in Male Local prisons, there has been a reduction. The rate was 45.7% in the latest 12-month period.

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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 uncrowded 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 two and any prisoners held crowded in larger cells or dormitories<sup>7</sup>.

The level of crowding for each prison is set by senior operational managers in HMPPS in agreeing the operational capacity<sup>8</sup> of each establishment. Useable Operational Capacity of the estate is the sum of all establishments' operational capacity less 2,000 places. (the "operating margin") and 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. No prison will be expected to operate at a level of crowding beyond that agreed by a senior operational manager.

### **The "all prisons" crowding rate decreased for public prisons and privately managed prisons (Figure 2.1, Tables 2.2, 2.3 and 2.4)**

In the 12 months to March 2019, the average population in prison was 83,013, a fall of 3% when compared with the previous year. In the year to March 2019, there was also a fall in the number of prisoners held in crowded accommodation conditions, of 10% to 18,681. This represented a crowding rate of 22.5%<sup>9</sup> and compares with 24.2% and 20,695 prisoners in the previous year. The drop may be as a result of the fall in the prisoner population and an increase in uncrowded places available. Although there are yearly fluctuations, crowding levels had remained at around 25% across the time series since 2004.

The crowding rate in public prisons was 21.0% in the year to March 2019, compared with 22.5% in the previous year; and at its lowest since 2002 (when the rate was 18.7%). In privately managed prisons, the rate in the latest year was 28.8%, a fall when compared with the rate of 31.4% in the previous year.

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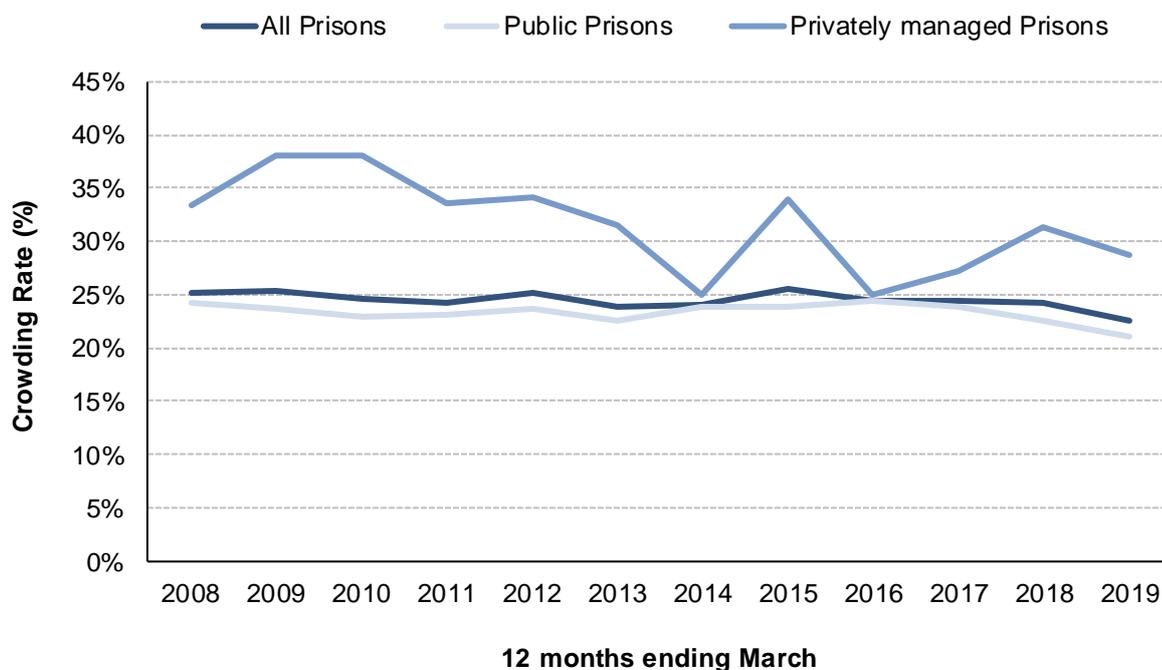
<sup>7</sup> For example, if 12 prisoners occupy a dormitory with an uncrowded capacity of 10, then the 12 prisoners are counted as crowded.

<sup>8</sup> The operational capacity of a prison is the total number of prisoners that an establishment can hold, taking into account control, security and the proper operation of the planned regime.

<sup>9</sup> Expressed as a proportion of the total prison population.

Of all prisoners held in crowded conditions, the vast majority were held in doubled<sup>10</sup> accommodation; with the crowding rate as a proportion of the total prison population for this category recorded as 21.2% in the current reporting year. This is a fall from the 23.2% figure of the previous year.

**Figure 2.1: Percentage of prisoners held in crowded conditions across Public and Privately-managed Prisons in England and Wales, 12 months ending March 2008 to 12 months ending March 2019 (Source: Table 2.2)**



### The highest crowding rates are in Male Local prisons<sup>11</sup> (Figure 2.2, Table 2.5)

Rates of crowding vary by prison function<sup>12</sup>, and in the 12 months to March 2019, levels were highest in Male Local prisons; where 45.7% (12,939) prisoners<sup>13</sup> were held in crowded accommodation.

In Male Category C prisons<sup>14</sup>, the crowding rate was 14.8% in the latest year. The crowding rate in Female Local prisons was 10.9% in the year to March 2019.

<sup>10</sup> Doubled accommodation is defined as two prisoners being held in a cell designed for one prisoner.

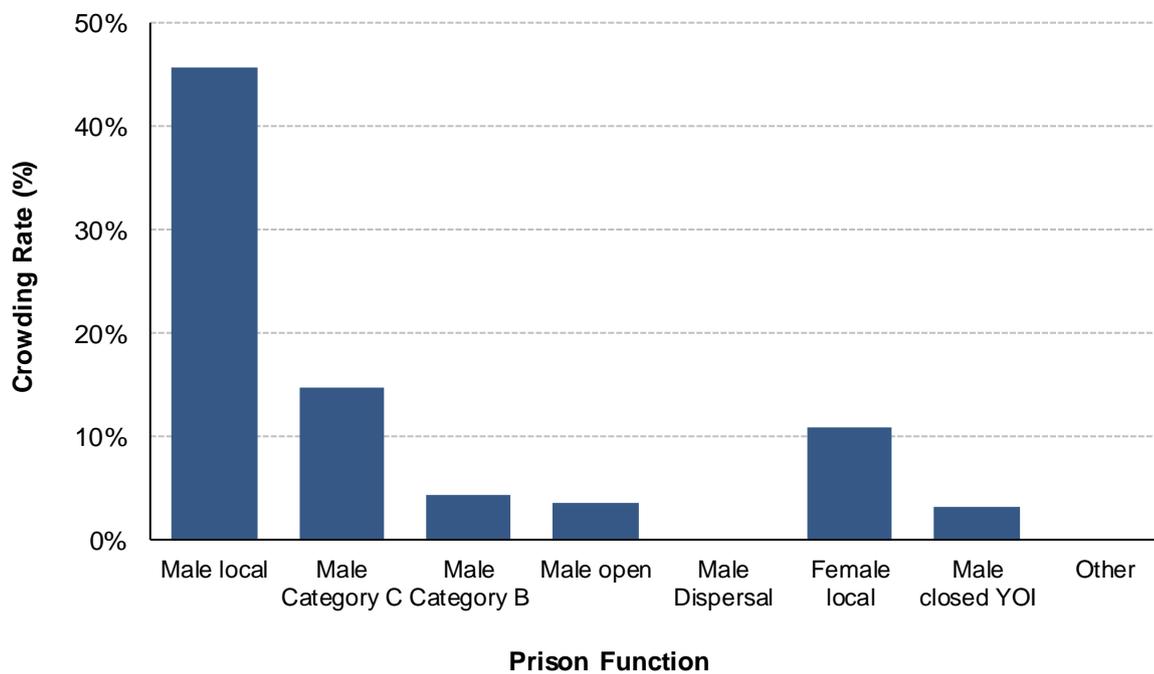
<sup>11</sup> Crowding is not evenly dispersed across the prison estate; it is particularly concentrated in male local prisons, which are those that serve the courts of a specific area and which predominantly hold remand and short sentenced prisoners.

<sup>12</sup> Prison function is determined using the 2018/19 financial year list of functions.

<sup>13</sup> Expressed as a proportion of the total prison population in Male Local prisons, which was 28,294 in the latest financial year. The total prison population across all estates in England and Wales was 83,013.

<sup>14</sup> Crowding is less in Category B and C prisons as many of these are training prisons where activities are targeted at reducing re-offending by providing constructive regimes which address offending behaviour and improve opportunities on release.

**Figure 2.2: Crowding rate in prisons across England and Wales, by prison function 12 months ending March 2019 (Source: Table 2.5)**



### 3. Foreign National Offender Referrals

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#### **90.5% of Foreign National Offenders were referred within 10 working days**

90.5% (7,252) of the 8,009 total referrals of Foreign National Offenders made to the Home Office were made within 10 working days; meeting the 90% target.

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Prisons are required to refer Foreign National Offenders (FNOs) to Home Office Criminal Casework within 10 working days of receiving a custodial sentence. If release is due within one calendar month, the referral must be made immediately. This is to ensure FNOs receive due consideration for deportation/removal by the Home Office before their release.

#### **The referral rate within ten working days met the 90% Home Office target (Table 3.1)**

From April 2018 to March 2019<sup>15</sup>, 8,009 Foreign National Offenders were referred to the Home Office. The number of referrals has decreased by 8% compared with last year, when the number of referrals was 8,703. This year, 90.5% (7,252) of referrals were received within 10 working days; meeting the Home Office target referral rate of 90%.

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<sup>15</sup> Changes to the metric were introduced last year; to include prisoners without a specific nationality (e.g. blank or Stateless) and prisoners registered as Irish.

## 4. Prisoners Working in Custody

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### **An average of 12,100 prisoners were working in custody**

In the 12 months to March 2019, an average of 12,100 prisoners and detainees were working in custody across public sector prisons, privately managed prisons and Immigration Removal Centres (IRCs). This is a decrease of 2% compared with the 12 months to March 2018.

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### **Prisoners in custody worked for 17.1 million hours in total during the 12 months to March 2019**

The number of hours worked by prisoners and detainees across public and private sector prisons and IRCs was 17.1 million in the year to March 2019. This is a small decrease of less than 1% when compared with the previous year.

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

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

HMPPS is committed to working with businesses and other government departments to significantly increase work activity undertaken by prisoners in custody. The New Futures Network is the HMPPS vehicle with responsibility for finding employers to provide work for prisoners. New Futures Network brokers partnerships between employers and Public and Private Sector Prisons, who then have the responsibility to deliver the work.

### **The average number of prisoners working and hours worked in Public sector prisons and IRCs has decreased (Figure 4.1, Table 4.1)**

The average number of prisoners working<sup>16</sup> in public sector prisons and IRCs in March 2019 was 9,900 and the number of prisoner hours worked was 13.9 million. This compares with an average of 10,200 prisoners working 14.1 million hours in the previous year; representing a 3% and 1% decrease respectively. When looking at the past 5 years, the average number of prisoners working and number of prisoner hours has increased by 18% and 14% respectively.

### **Prisoner working hours and the average number of prisoners working in privately managed prisons increased (Figure 4.1, Table 4.2)**

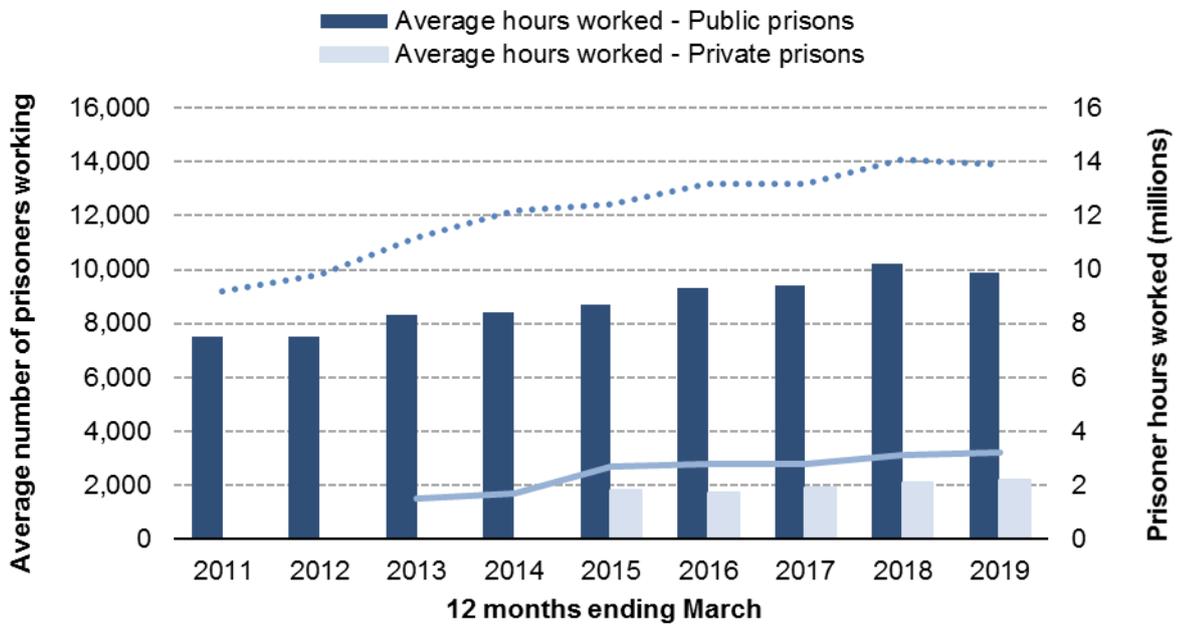
The average number of prisoners working<sup>17</sup> in privately managed prisons in the year to March 2019 was 2,200; representing a 5% increase over the previous year, and a 22% increase since the year to March 2015. Prisoners and detainees worked 3.2 million hours in the 12 months to March 2019, compared with 3.1 million hours in the preceding year; an increase of 3%. The number of prisoner working hours has risen by 19% since the 12 months to March 2015.

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<sup>16</sup> These numbers refer to specific types of work as defined in the Guide, and does not include tasks such as cooking, serving meals, maintenance and cleaning.

<sup>17</sup> As for public sector prisons and IRCs, these numbers refer to the types of work as defined in the Guide.

**Figure 4.1: Average number of prisoners working and hours worked in public sector and privately managed prisons, the 12 months ending March 2011 to the 12 months ending March 2019 (Source: Tables 4.1 and 4.2)**



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

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**In the 12 months to March 2019, a net<sup>18</sup> sum of £7.4 million was raised before the Prisoners' Earnings Act (PEA) levy was applied.**

During the 12 months ending March 2019, a total of £7.4 million was raised before the Prisoners' Earnings Act levy was applied. This is an increase of 35% compared with the same period last year, when £5.5 million was raised.

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**In the 12 months to March 2019, an average of 572 active prisoners were working in custody and subject to the PEA**

In the 12 months ending March 2019, an average of 572 prisoners worked each month and were subject to the PEA. This represents an increase of 25% on the previous year, when the number was 456 per month.

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**A total of £1.6 million was raised through the Prisoners' Earnings Act levy**

An average of £237 per prisoner per month was raised through the levy; totalling £1.6 million raised for the year ending March 2019. This amount has doubled since 2013. Net earnings amounted to £846 per prisoner per month after the levy was applied.

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The Prisoner Earnings Act (PEA) commenced on 26 September 2011. It enables prison governors to impose a levy of up to and including 40% on net wages over £20 per week for prisoners who have been assessed as being of low risk of absconding or re-offending and allowed to work outside of the prison on temporary licence, in order to prepare for their eventual release. Monies raised from the levy are used for making of payments to victim support or crime prevention, contributions towards prisoners' upkeep via the Consolidated Fund, dependants of the prisoner in proportions determined by the Governor or an investment account with a view to capital and interest being held in benefit for the prisoner.

### **Total net earnings and monies raised through the levy continues to rise (Table 5.1)**

In the year to March 2019, prisoners' net earnings under the Prisoners' Earnings Act (1996) amounted to £7.4 million. £1.6 million was raised through the levy. Net earnings before the levy increased by 35% (£1.9 million) from the previous year; and an extra £0.2 million (14%) was raised compared with £1.4 million raised during the year ending March 2018. Both net earnings and the amount raised through the levy has increased year on year, since the time series begun in 2011. This is in line with the rise in the number of prisoners earning and subject to the levy.

Prisoners earned an average of £1,083 per month before the levy in the 12 months ending March 2019, up from £1,006 earned in the previous year.

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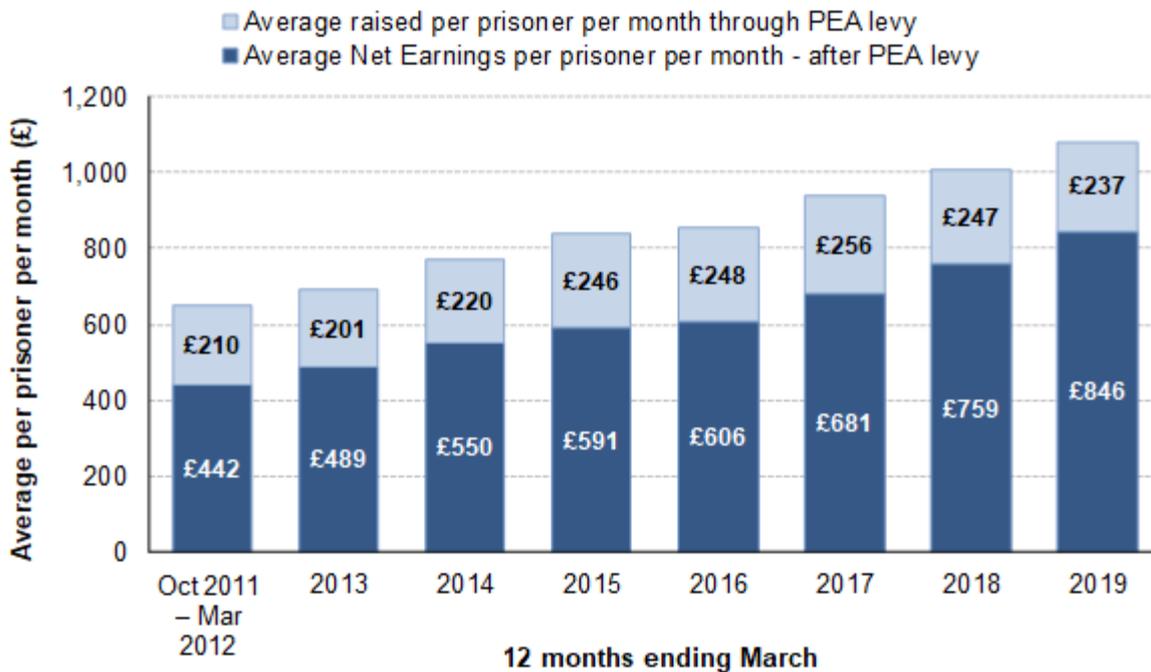
<sup>18</sup> Net earnings are those after tax, national insurance, any court ordered payments or child maintenance payments.

**Average net earnings per prisoner per month after the levy increased, but the average amount raised for the levy per prisoner per month fell (Figure 2.1, Table 5.2)**

After the levy deduction through the Prisoner’s Earnings Act (1996), prisoners earned an average of £846 per month in the 12 months ending March 2019; an increase in earnings of £87 on average per prisoner, per month compared with the same period in the previous reporting year (when average earnings totalled £759 per prisoner).

Through the levy deduction, £237 per prisoner per month was raised on average for the levy. The amount raised decreased by £10 per month for each prisoner in the latest year compared with the year ending March 2018, when an average of £247 was raised per prisoner per month through the Prisoners’ Earnings Act levy. In the 12 months to March 2019, the average number of active prisoners per month was 572, an increase of 25% from last year when the number was 456.

**Figure 5.1: Average net prisoner earnings after Prisoners’ Earnings Act levy deduction, and average raised through the levy per prisoner per month, the 6 months ending March 2012 to the 12 months ending March 2019 (Source: Table 5.2)**



## **6. Accredited Programmes**

Information relating to Accredited Programmes in prison will not be published with this edition of the HMPPS Annual Digest 2018/19 due to data quality issues.

A separate release of this data, along with accompanying commentary, will be published in Autumn 2019.

The latest available information on Accredited Programmes in prison up to the 12 months ending March 2018 is available at: <https://www.gov.uk/government/statistics/annual-hm-prison-and-probation-service-digest-2017-to-2018>

## 7. Random Mandatory Drug Testing

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**The percentage of positive results from random mandatory drug tests (RDMT) remains at the same level of the previous financial year, halting a three-year steady rise**

Ignoring new psychoactive substances, in the 12 months ending in March 2019, 10.4% of RMDTs were positive, a decrease of 0.5 percentage points since the 12 months ending in March 2015, but still the second highest annual rate since 2005/06 when 10.3% of tests were positive.

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**Psychoactive Substances (PS) as defined in the Psychoactive Substances Act 2016<sup>19</sup>, are the most prevalent drug type in prison**

PS were present in 51% of all positive samples, overtaking cannabis, opiates and buprenorphine by a large margin.

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HMPPS has a comprehensive range of measures to reduce the supply of drugs into prisons including the Random Mandatory Drug Testing (RMDT) programme, which seeks to measure the level of drug misuse in prisons, deter drug misuse amongst prisoners, and identify prisoners who may need referring to substance misuse services. The list of drugs tested for in the 12 months ending in March 2019 is given in the Glossary under the 'Random Mandatory Drug Testing' header. RMDT is undertaken by testing a random sample of 5% of prisoners in prisons with 400 or more prisoners and 10% of prisoners in prisons with less than 400 prisoners every month and to monitor and deter drug-misuse.

Refusing to provide a sample for drug testing is a disciplinary offence that may lead to additional time being added to the individual's time in custody. It is relatively rare. There were only 1,356 refusals (2.4%) out of 56,089 random mandatory drug tests attempted in the latest period. The Annual Digest shows all possible outcomes of RMDT, including refusals, administrative flaws (e.g. mis-recording by the prison) and sample spoilage (e.g. broken or otherwise compromised sample). These three categories account for a small proportion of tests attempted (3.3%), with 96.7% of all RMDT attempts successfully tested. The detailed breakdown of outcomes, by prison function, is included in Table 7.3 in the Excel file accompanying this publication.

RMDT for psychoactive substances (PS) was rolled out in prisons during September 2016 with further new tests added in subsequent months to test for other PS chemical formulations. Substances tested for include common synthetic cannabinoids. Results for these tests are included from 2017/18 onwards, the first full and reliable performance year's data available.

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<sup>19</sup> In this Act "psychoactive substance" means any substance which is capable of producing a psychoactive effect in a person who consumes it, and is not an exempted substance. Exempted substances are: controlled drugs, medicinal products, alcohol or alcoholic products, nicotine, tobacco products, caffeine or caffeine products or any substance which is ordinarily consumed as food, and does not contain a prohibited ingredient. <http://www.legislation.gov.uk/ukpga/2016/2/contents>

**The percentage of positive results from random drug tests dropped in the most recent financial year (Figure 7.1, Table 7.1)**

Excluding psychoactive substances, in the 12 months ending in March 2019, 10.4% of RMDTs were positive; a decrease of 0.5 percentage points on the 12 months ending in March 2018. This is still the second highest annual rate since the 12 months ending in March 2006 when 10.3% of tests were positive.

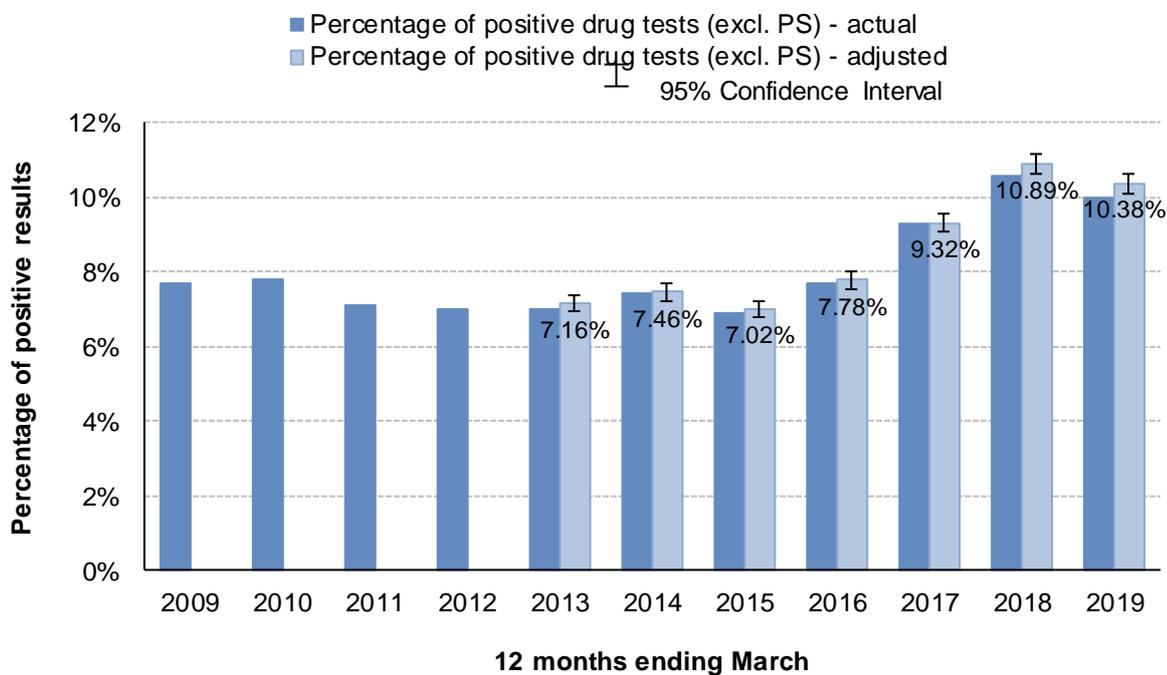
Including the positive results for new psychoactive substances brings the total percentage of positive results from random drug tests to 17.7% in the 12 months ending in March 2019, a decrease of 3.6 percentage points on the 12 months ending in March 2018 (**Figure 7.2**).

Table 7.1 shows the rate of positive tests by prison, as a proportion of tests successfully administered.

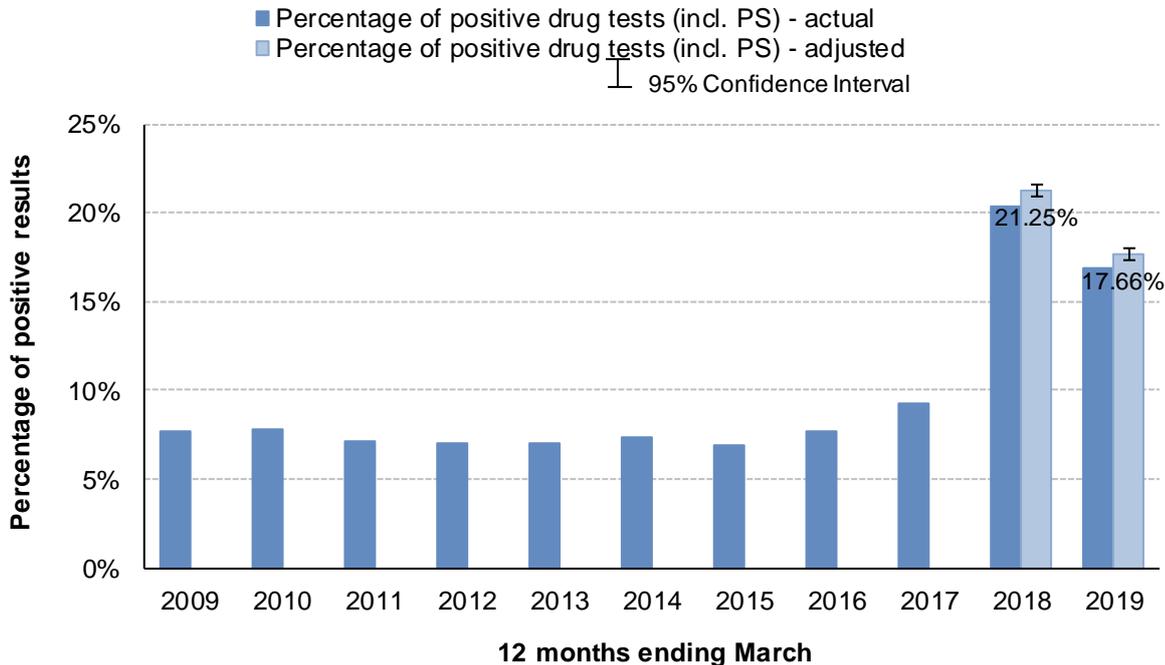
Previously the national rate of positive tests has not been adjusted to allow for the over-sampling of prisoners in small prisons. The adjusted rate is presented along the unadjusted rate to demonstrate the impact being less than 0.4 percentage points over the last seven financial years.

The number of prisoners sampled is relatively small and so year-on-year fluctuations should be interpreted with caution. A 95% confidence interval has been introduced to demonstrate the difference in precision of the sample estimates.

**Figure 7.1: Percentage of positive results from random drug tests (excluding PS), the 12 months ending March 2009 to the 12 months ending March 2019 (Source: Table 7.1)**



**Figure 7.2: Percentage of positive results from random drug tests (including PS), the 12 months ending March 2009 to the 12 months ending March 2019 (Source: Table 7.3)**



**While cannabis, opiates and buprenorphine remain highly prevalent drug types in prison, Psychoactive Substances has overtaken them by a large margin (Figures 7.3 and 7.4, Table 7.2)**

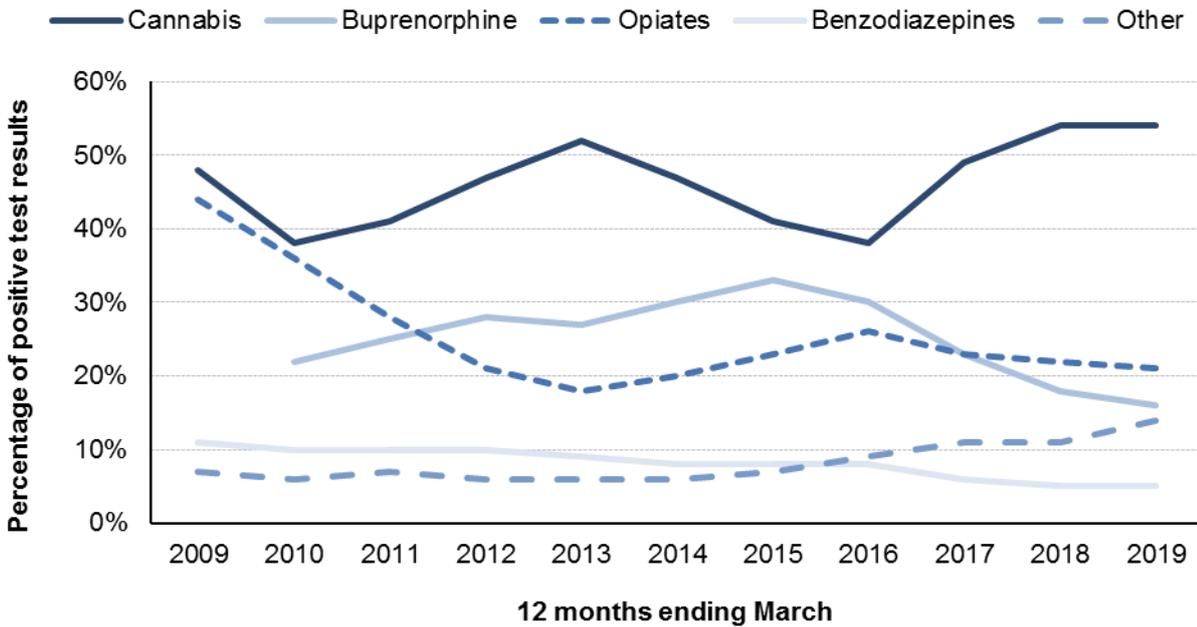
In the 12 months ending in March 2019, excluding PS, the most prevalent drug types remain cannabis (54% of positive samples), opiates and buprenorphine, with 21% and 16% of positive samples, respectively<sup>20</sup>. Note that since each sample may test positive for more than one drug, the rows in this table sum to more than the total number of positive tests.

Although far below its historical high at 80% of all positive samples in the 12 months ending in March 1999, cannabis use continues to rise in recent years. 54% of all positive samples indicating the presence of cannabis in the 12 months ending in March 2019, compared with 38% in the 12 months ending in March 2016. The number of positive tests for cannabis rose by 59% to 2,549 tests in the 12 months ending in March 2017. The rise corresponded with the inclusion of PS in RMDT as well as the introduction of the Psychoactive Substances Act 2016<sup>21</sup> in May 2016 that aimed to restrict the production, sale and supply of PS.

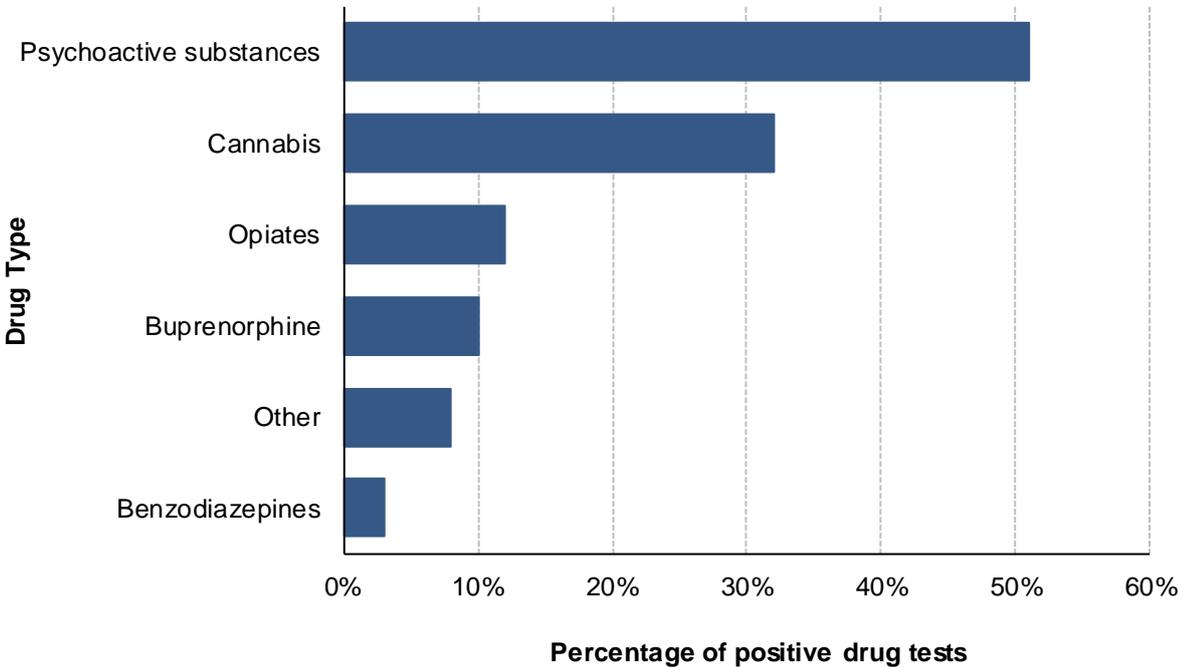
<sup>20</sup> Testing for buprenorphine was introduced in 2008/09 and first reported in the 2009/10 performance year.

<sup>21</sup> Psychoactive Substances Act 2016, <https://www.gov.uk/government/collections/psychoactive-substances-bill-2015>

**Figure 7.3: Positive drug tests by drug type (excluding PS), the 12 months ending March 2009 to the 12 months ending March 2019 (Source: Table 7.2)**



**Figure 7.4: Positive drug tests by drug type (including PS), the 12 months ending March 2019 (Source: Table 7.2)**



When accounting for Psychoactive Substances, the picture changes substantially. PS were present in 51% of all positive samples, compared with 60% in the 12 months ending in March 2018, overtaking cannabis, opiates and buprenorphine which were present in respectively 32%, 12% and 10% of all positive samples. Figures on PS for the 12 months ending in March 2017 are presented in tables 7.3, 7.4 and 7.5 but not included in table 7.2 given it fails to represent a full financial year.

Table 7.4 provides a further breakdown of positive tests by drug type for each prison in the 12 months ending in March 2019. The RMDT data tool published alongside this Annual Digest contains detailed information on each drug test over the past 10 performance years, and allows users of the statistics to produce their own breakdowns, including cross-tabulating positive tests by drug type, prison establishment and month/year.

## 8. Protesting Behaviour

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### **Barricade/prevention of access incidents continue to increase**

In the 12 months to March 2019, the number of barricade/prevention of access incidents rose to 1,749, an increase of 24% compared with the previous 12-month period.

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### **Hostage incidents have decreased and are at the lowest level of the past 5 years**

In the 12 months to March 2019, the number of incidents where prisoners took someone hostage fell by 29 incidents to 98.

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### **Incidents of concerted indiscipline rise**

When compared with the 12 months to March 2018, the number of incidents of concerted indiscipline rose by 4% to 351 in the 12 months to March 2019. The number of these incidents which are counted as active, incidents involving aggression or violence, has increased by 1 incident over the same period to 214 (61% of all concerted indiscipline incidents).

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### **Incidents at height continue to rise**

In the 12 months to March 2019, the number of incidents at height in prisons increased by 15% to 5,583. This compares with 4,847 in the previous 12 months period.

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

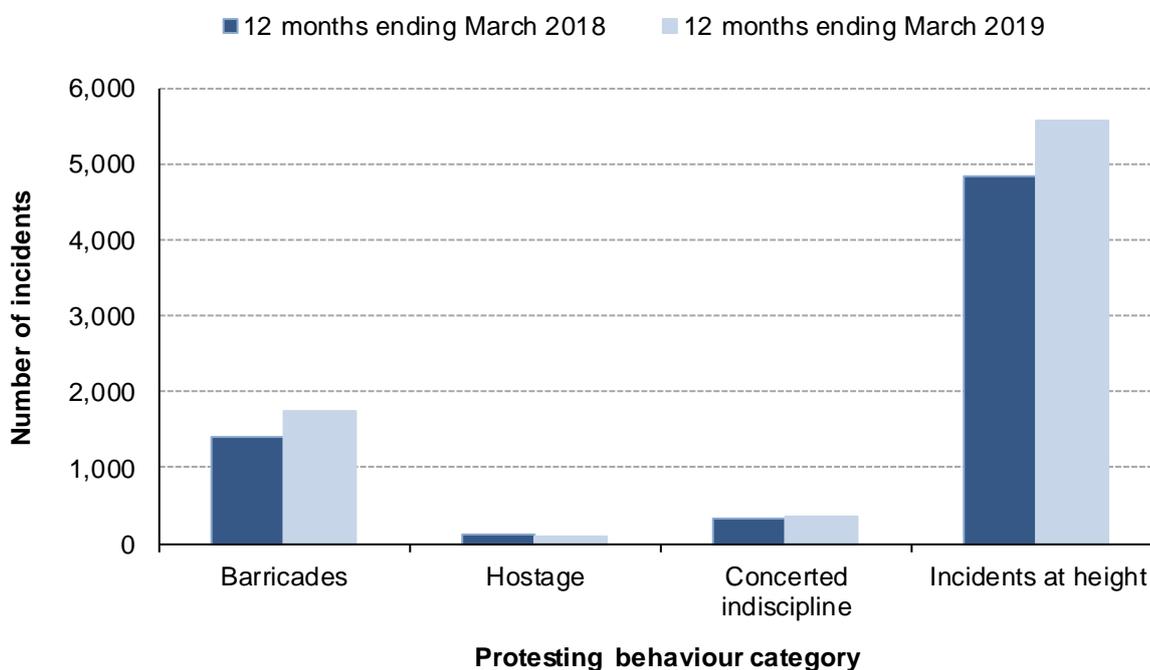
Incidents of protesting behaviour in prisons are split into four categories:

- **Barricades/prevention of access:** Where one or more offenders deny access to all or part of a prison to those lawfully empowered to have such access, by use of a physical barrier.
- **Hostage incidents:** Where one or more persons are, unlawfully, held against their will by one or more individuals (either static or on the move), including hostage incidents where collusion was suspected or confirmed.
- **Concerted indiscipline:** An incident in which two or more prisoners act together in defiance of a lawful instruction or against the requirements of the regime of the establishment. The act of indiscipline can be active or passive (i.e. involving aggression and violence or not) and the protagonists do not necessarily need to be acting in a common cause.
- **Incidents at height:** An incident at height is defined as any incident taking place at height above or below ground level. This category can come in many forms including prisoners on the netting, climbing over bars or on the roof.

### **Incidents at height continue to be the most common form of protesting behaviour (Figure 8.1, Table 8.1)**

In the 12 months to March 2019, there were 5,583 incidents at height compared with 4,847 in the previous year. This is more than three times the number of incidents of any of the other three categories. By comparison, in the 12 months to March 2019, there were 1,749 incidents where prisoners used barricades or prevented access, 98 hostage incidents and 351 incidents of concerted indiscipline.

**Figure 8.1: Number of incidents in each category of protesting behaviour, 12 months ending March 2018 to 12 months ending March 2019 (Source: Table 8.1)**



**The number of incidents of prisoners using barricades or preventing access continue to rise (Table 8.2)**

There were 1,749 incidents in the 12 months to March 2019, where prisoners used barricades or prevented access. This represents an increase of 24% compared with the previous year and is the highest number in the time series. This is more than three times the number of incidents of this type recorded in the 12 months to March 2013. This rise was driven by increases in public prisons where the number of these incidents increased by 37% to 1,613 in the 12 months to March 2019 compared with 1,175 incidents in the previous year.

For privately managed prisons, the number of these incidents fell by 41% in the same period to 136 incidents in the 12 months to March 2019.

**The number of hostage incidents has declined (Table 8.3)**

The number of incidents where prisoners took someone hostage in prisons decreased by 29 incidents in the 12 months to March 2019 to 98, compared with 127 incidents in the previous year.

**The number of incidents of concerted indiscipline increased by 4% (Table 8.4)**

The number of incidents of concerted indiscipline rose by 4%, from 339 incidents in the 12 months to March 2018, to 351 incidents in the 12 months to March 2019. This figure is more than three times greater than the number of incidents of concerted indiscipline recorded in the 12 months to March 2013.

The number of incidents of concerted indiscipline described as active rose by 1 in the 12 months to March 2019 compared with the previous 12-month period to 214.

The number of concerted indiscipline incidents at public prisons increased by 19%, whereas the figure at privately managed prisons fell by 49% in the 12 months to March 2019.

**The number of incidents at height continued to rise to the highest level in the time series (Table 8.6)**

The number of incidents at height rose in the 12 months to March 2019 by 15% to 5,583 incidents compared with 4,847 in the previous 12-month period. This is more than 7 times the number of incidents of this type recorded in the 12 months to March 2013. However, there was a decrease of 11% to 1,212 for privately managed prisons in the 12 months to March 2019 compared with 1,365 incidents in the previous 12-month period.

## 9. Finds in Prison

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### **Number of drug finds in prisons continues to rise**

In the 12 months to March 2019, the number of incidents where drugs were found in prisons increased to 18,435 from 13,118 in the previous 12-month period, a rise of 41%.

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### **Number of mobile phone and SIM card finds increases**

In the 12 months to March 2019, there were 11,448 incidents where mobile phones were found in prisons and 5,377 incidents where SIM cards were found. This is an increase of 8% and 14% respectively, compared with the previous 12-month period.

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### **Number of incidents where weapons were found went up**

There were 9,785 incidents where weapons were found in the 12 months to March 2019. This is a rise of 37% on the previous year.

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### **Number of tobacco finds more than doubles**

In the 12 months to March 2019, there were 5,909 incidents where tobacco was found in prisons. This has more than doubled from 2,604 in the previous year.

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This chapter covers incidents where illicit items have been found in prisons. A further breakdown of those items previously classified as “other” is given for the first time, to include details of finds of alcohol, tobacco, weapons and distilling equipment.

It is the priority of HMPPS to ensure prisons are places of safety and reform, including by removing the supply of illicit drugs. In September 2016, HMPPS became the first prison service in the world to introduce innovative mandatory drug tests for psychoactive substances. We have made it a criminal offence to possess psychoactive substances in prison and trained more than 300 sniffer dogs specifically to detect these drugs. We already use body searches and metal-detecting technology in every prison across the estate and we are examining the effectiveness of body scanners and other technology.

We have established national and regional intelligence units in HMPPS and we are investing in local staff to increase intelligence analysis and searching capability in prisons. Those who attempt to convey controlled drugs into prison can face up to 10 years in prison, and those who seek to supply psychoactive substances in prison can face up to 7 years in prison.

It is important to consider with incidents of finds in prisons, that an increase in numbers may be as a result of more items being found, rather than more items being present in prisons.

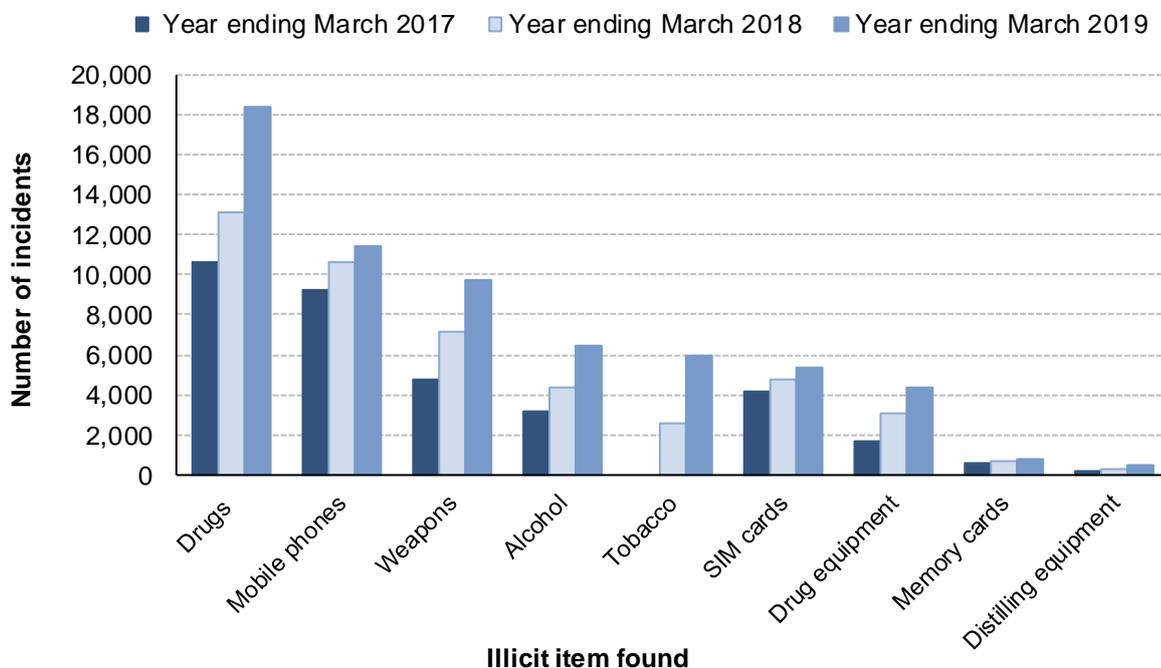
In the year to March 2019, the most common types of illicit items found in prisons were drugs (18,435 incidents of finds); mobile phones (11,448); weapons (9,785); alcohol (6,484); and tobacco (5,909).

### **The number of finds of drugs continues to rise in public and contracted out prisons (Figure 9.1, Table 9.2)**

In the 12 months ending March 2019, there were 18,435 finds of drugs in prisons; an increase of 41% from the 13,118 in the 12 months to March 2018. The size of the increase varied between public and contracted out prisons. In public prisons the number of finds of drugs increased by 53%

compared with the previous 12 months period, whereas the number of finds at contracted out prisons only saw a rise of 6% over the same period.

**Figure 9.1: Number of incidents where illicit items were found in prisons, the 12 months ending March 2017 to the 12 months ending March 2019 (Source: Table 9.1)**



**The drug type accounting for the largest number of incidents where drugs were found in the 12 months to March 2019 were psychoactive substances (Table 9.3)**

Psychoactive substances (PS), as defined in the Psychoactive Substances Act 2016<sup>22</sup>, were found in 6,699 incidents in the 12 months to March 2019, more incidents than any other drug category in this time period. Finds of all drugs types increased from the 12 months ending March 2018, when compared with the 12 months ending March 2019. The largest increase was in Class A drugs which increased from 408 finds in the 12 months ending March 2018 to 1,755 finds in the 12 months ended March 2019.

**The number of incidents where mobile phones were found continues to rise (Figure 9.1, Table 9.4 and 9.6)**

The number of incidents where mobile phones were found in prisons increased by 8% from 10,642 in the 12 months to March 2018, to 11,448 incidents in the 12 months to March 2019. Both public and contracted out prisons have seen an increase over this time period with increases of 7% and 8% respectively. The quantity of mobile phones found in prisons shows a similar trend with an increase of 4% over this time period from 15,035 in the 12 months to March 2018 compared with 15,702 in the 12 months to March 2019.

<sup>22</sup> In this Act “psychoactive substance” means any substance which is capable of producing a psychoactive effect in a person who consumes it, and is not an exempted substance. Exempted substances are: controlled drugs, medicinal products, alcohol or alcoholic products, nicotine, tobacco products, caffeine or caffeine products or any substance which is ordinarily consumed as food, and does not contain a prohibited ingredient. <http://www.legislation.gov.uk/ukpga/2016/2/contents>

**The number of incidents and quantity of SIM cards found continues to rise (Figure 9.1, Tables 9.5 and 9.7)**

In the 12 months ending March 2019, there were 5,377 incidents where SIM cards were found in prisons, an increase of 14% compared with 4,729 incidents of this type in the 12 months to March 2018. The quantity of SIM cards found in this period has increased slightly, with 9,380 SIM cards found in the 12 months to March 2019, compared with 9,345 in the previous 12-month period.

**The number of incidents where alcohol was found has risen (Figure 9.1, Table 9.1, 9.8 and 9.9)**

The number of incidents where alcohol was found in prisons rose by 47% from 4,409 in the year ending March 2018 to 6,484 in the year ending March 2019. Similarly, the number of incidents where distilling equipment was found is up 49% from 298 to in the year ending March 2018 to 444 in the year ending March 2019.

**The number of incidents where weapons were found went up (Figure 9.1, Table 9.1 and 9.11)**

The number of incidents where weapons were found in prisons rose by 37% from 7,157 in the year ending March 2018 to 9,785 in the year ending March 2019.

**Incidents of finds of tobacco have more than doubled in the last year (Figure 9.1, Table 9.1 and 9.10)**

In the 12 months ending March 2019, there were 5,909 finds of tobacco in prisons, 127% more than the figure of 2,604 of the previous year.

## 10. Incentives and Earned Privileges

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### **The number of prisoners with a standard IEP status decreased**

Compared with the previous 12 months, the number of prisoners with a standard IEP status fell by 5% in the latest financial year.

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### **The number of prisoners with entry IEP status fell**

The number of prisoners with an entry IEP status fell by 41% in the year ending March 2019, when compared with the previous year.

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### **The number of prisoners with a basic IEP status remained stable**

In the year to March 2019, the number of prisoners with a basic IEP status remained stable, rising less than 0.5% compared with same period in the previous year.

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### **The number of prisoners with an enhanced IEP status increased**

The number of prisoners with an enhanced IEP status increased by 4% in March 2019, compared with the year ending March 2018.

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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. It allows prisoners to earn privileges through good behaviour and engagement in the regime and rehabilitation. Privileges can also be lost through poor behaviour. The current scheme operates on four levels: Basic, Entry, Standard and Enhanced. Prisoners start on Entry level, and good behaviour can be rewarded with progression to Standard and subsequently Enhanced, while poor behaviour can result in prisoners being placed on Basic – with the associated increase or reduction in privileges. Basic level provides access to the safe, legal and decent requirement of a normally running regime

On 11 July 2019, a new Incentives Policy Framework was published which ‘goes live’ in prisons in January 2020 to allow governors sufficient time to plan and implement the policy locally. PSI 30/2013 IEP for adults and PSI 11/2011 IEP for young people remain in place until this date. However, two changes will ‘go live’ ahead of this; On 16 Aug 2019, Entry level is abolished and by 27 Sept 2019 Incentive Forums must be in place to monitor the fairness and effectiveness of local schemes.

The new policy focuses on incentivising good behaviour and provides consistency in key areas, whilst giving governors greater flexibility to tailor incentives to the local needs and challenges in their prison.

Whilst the policy seeks to incentivise prisoners for good behaviour, privileges can also be lost for poor behaviour, and those who break prison rules can be punished through the adjudication process.

### **The average number of prisoners with a recorded IEP status declined (Table 10.1)**

In the 12 months to March 2019, there were on average 82,990 prisoners with a recorded IEP status; a decrease of 3% (2,589 prisoners) since the 2017/18 financial year, reflecting the overall fall in the prison population.

**The percentage of prisoners with a basic IEP status remained stable (Tables 10.1 and 10.2, Figure 10.1)**

In the latest year ending March 2019, 5,319 prisoners had a basic IEP status, which was a small increase of less than 0.5% from that in the 2017/18 financial year (5,300 prisoners).

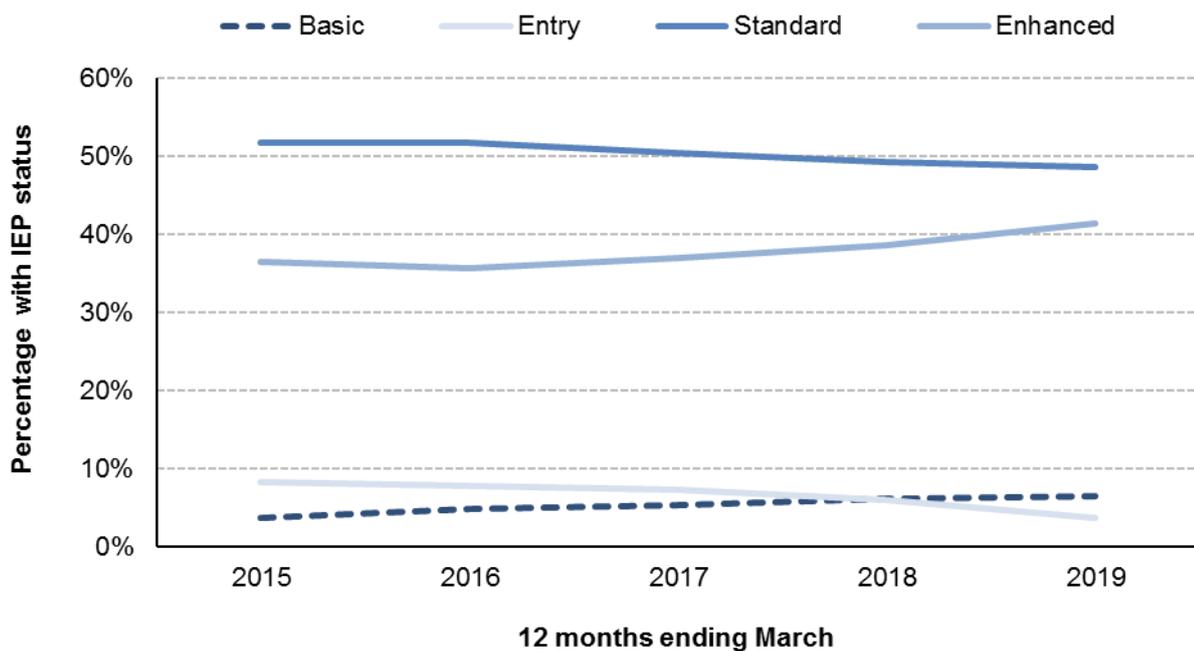
The proportion of prisoners with a basic IEP status has increased over the last five years. In the year ending March 2015, 4% of prisoners were on basic IEP compared with 6% in the current year.

**The percentage of prisoners with an enhanced IEP status increased (Tables 10.1 and 10.2, Figure 10.1)**

In the 12 months to March 2019, 34,395 prisoners had an enhanced IEP status, which represents a 4% increase on the number in the previous year (33,011 prisoners).

In the latest year, the proportion of prisoners with enhanced IEP status rose from 39% to 41%. This proportion has been slowly increasing since the year ending March 2015.

**Figure 10.1: Percentage of Prisoners on each IEP level, in the 12 months ending March 2015 to March 2019 (Source: Table 10.2)**



**The percentage of prisoners with a standard IEP status decreased (Tables 10.1 and 10.2, Figure 10.1)**

In the 12 months to March 2019, an average of 40,294 (49%) prisoners had a standard IEP status; a fall of 5% compared with the number in the previous year (42,222 prisoners).

There continues to be a steady decline in the proportion of prisoners with a standard IEP status, since the 12 months ending March 2016, when 52% had a standard IEP status.

**The percentage of prisoners with an entry level IEP status decreased (Tables 10.1 and 10.2, Figure 10.1)**

In the latest financial year, there was a significant decrease of 41% in the volume of prisoners who had an entry level IEP status. 2,982 prisoners compared with 5,046 over the same period in the year preceding were counted as having entry IEP status.

The proportion of prisoners with an entry level IEP status has been falling since the financial year ending March 2015, when 8% of prisoners were recorded in this category. This year, 4% compared with 6% in the 12 months ending March 2018 had an entry level IEP status. This corresponds with a decrease in the number of prisoners with a known IEP status.

As part of the implementation of the new Incentives Policy Framework, Entry level IEP status will be abolished from 16 August 2019.

**Male YOI and Male closed YOI prisons had the largest proportion of prisoners with a basic IEP Status (Table 10.4)**

The proportion of prisoners assigned to each type of IEP status varies considerably by type of establishment. In the 12 months to March 2019, Male YOI and Male closed YOI had the largest proportion of prisoners with a basic IEP status; each having 13% of their population with a basic status. This is consistent with the generally more challenging behaviour seen from younger people in custody. Immigration and Removal Centres (IRCs), Female open prisons and Male open prisons had the largest proportion of prisoners with an enhanced IEP status, 99%, 92% and 90% respectively.

## 11. Mother and Baby Units (MBUs)

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### **The total number of MBU applications decreased in the year to March 2019**

During the latest 12-month period, 97 applications<sup>23</sup> were made for a place within a MBU compared with 118 in the year to March 2018. 46 applications were approved and 15 refused (in the previous year, 60 were approved and 38 applications were refused).

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### **The number of women and babies received into MBUs decreased**

In the year to March 2018, 60 women and 57 babies were received into MBUs; compared with 70 women and 60 babies in the previous reporting year.

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A Mother and Baby Unit (MBU) is a designated accommodation unit within a women's prison which enables mothers, where appropriate, to have their children with them. Women who are pregnant or who have children under the age of 18 months can apply for a place in an MBU. Details of the process are given in the Guide.

There are currently six MBUs in operation<sup>24</sup> across the women's estate in England and Wales, which provide an overall total capacity of 64 places for mothers. However, there are 70 places for babies to allow for twins and multiple births.

### **Total applications, approved applications and refused applications decreased in volume from the previous year (Figure 11.1, Table 11.1)**

In the 12 months ending March 2019, there were 97 applications<sup>25,26</sup> for a place within a MBU, compared with 118 applications in the previous year. Multiple applications can be submitted by women.

Of the 61 applications which resulted in a recommendation 75% (46 applications) were approved and 25% (15 applications) refused. The recommendation would be to accept or reject, not all applications to MBUs will receive a recommendation, many will not proceed for other reasons. Applications might not be assessed in the period in which they are received. This compares with 61% (60 applications) and 39% (38 applications) respectively in the year ending March 2018.

The proportion of approved applications (of those that resulted in a recommendation) decreased year-on-year since the 12 months ending March 2011 (when 84% of applications resulting in a recommendation were approved) to March 2016. In recent years it has varied, increasing in the year ending March 2019 to 75% from the previous year's figure of 61%. This is the second highest proportion in the previous six years.

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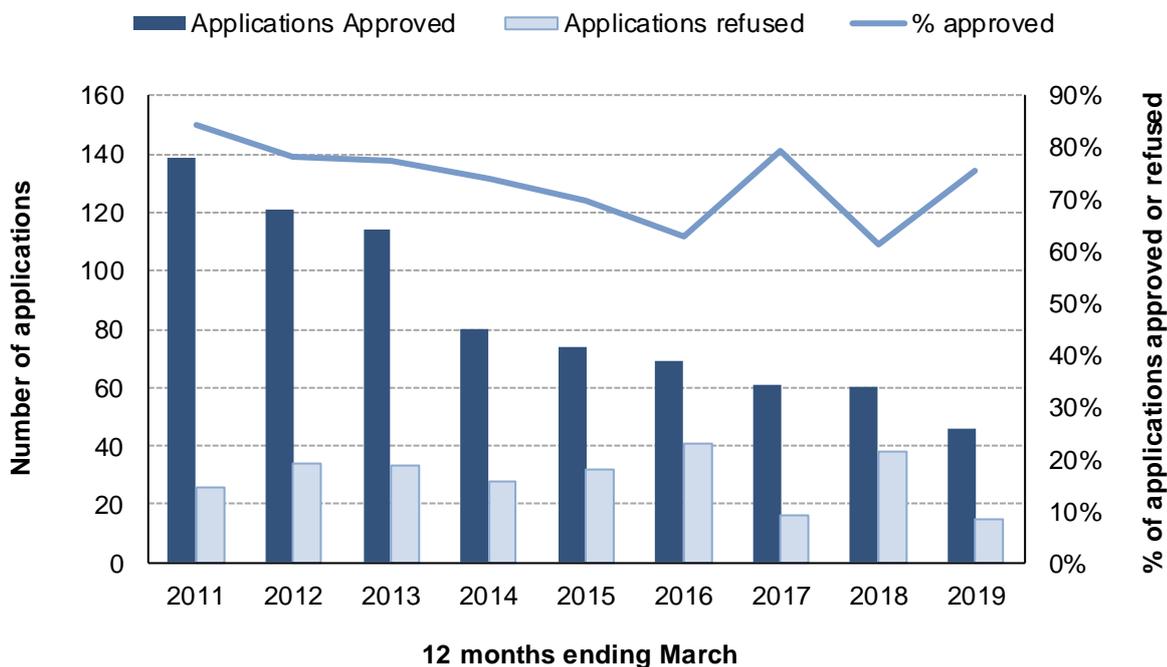
<sup>23</sup> Applications received in one year may be approved or refused in a following year.

<sup>24</sup> The MBU at Eastwood Park temporarily closed in May 2016 and reopened in August 2018. There are 6 MBUs in England and Wales.

<sup>25</sup> Multiple applications can be submitted by women over the duration of the financial year period; therefore, application volumes will usually be higher than counts for individual mothers.

<sup>26</sup> An application approval does not always mean a woman and her baby/babies will be received into an MBU, as alternative arrangements could be made for care after the application is submitted.

**Figure 11.1: Number of applications approved and refused<sup>27</sup> to an MBU, the 12 months ending March 2011 to the 12 months ending March 2019 (Source: Table 11.1)**



**The number of women and babies received into MBUs decreased over the year (Table 11.1)**

During the latest financial year, 60 women and 57 babies were received into a MBUs in England and Wales<sup>28</sup>. This compares with 70 women and 60 babies in the 12 months ending March 2018. There has been a general trend of falling volumes since March 2011.

At the 31<sup>st</sup> of March 2019, 30 women and 29 babies were accommodated in MBUs across the estate; compared with 38 women and 39 babies in the previous financial year.

<sup>27</sup> The percentage of approved applications the proportion of those who received a recommendation in the year (of approvals or refusals).

<sup>28</sup> The number of women received into an MBU does not necessarily equal the number of approvals within a financial year period. This is because an application for a woman can be approved in the previous financial year, but she does not enter the MBU until the current financial year.

## 12. Electronic Monitoring

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**Overall, the number of subjects actively monitored<sup>29</sup> with an EM device has decreased by 4% in the last year**

At 31 March 2019, the total number of subjects actively monitored with an Electronic Monitoring (EM) device and open EM order was 10,772. There has been a general downward trend in the number of subjects actively monitored since 31 March 2015.

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**The number of new post release orders has increased by 33%**

The number of notifications of new post release orders was 15,928 in the year ending March 2019. This represents an increase of 33% when compared with the previous year, when the number was 12,005.

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**There were 50 orders with a location monitoring device at 31 March 2019**

At 31 March 2019, there were 50 orders being monitored using GPS technology, which was introduced in November 2018.

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**The total number of completions this year was 58,770**

In the year ending March 2019, there were 58,770 cases of an EM order being completed. This is a decrease of less than 1% compared with the previous year.

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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. Information about the compliance of an individual's order is monitored.

Electronic monitoring may be used:

- as a condition of court bail;
- as a requirement of a court sentence, primarily community orders and suspended sentences;
- as a licence condition following release from custody, primarily Home Detention Curfew;
- as a condition of immigration bail, managed by the Home Office; and
- to intensively monitor a small number of subjects including: some of the highest risk offenders managed under Multi-Agency Public Protection Arrangements (MAPPA); those granted bail by the Special Immigration Appeals Commission (SIAC); and those made subject to Terrorism Prevention and Investigation Measures (TPIMs). In these cases, monitoring may be by way of a Global Positioning System (GPS) tag rather than a radio frequency (RF) tag.

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<sup>29</sup> Monitored subjects are unique individuals with a live EM order and with a tag fitted and Home Monitoring Unit (HMU) installed.

The national roll out of satellite enabled (GPS) location monitoring tags from November 2018 has made GPS tags available as an option for some court and post-custody cohorts. This is in addition to the use of GPS tags to monitor a small number of specialist cases. The tags use satellite technology to record an individual’s movements 24 hours a day. There was a regional phased roll-out to ensure each region was sufficiently supported.

Location monitoring tags are available alongside the electronic monitoring of curfew requirements, which remains an important tool for the management and supervision of offenders and defendants. Location tags provide additional functionality, allowing the monitoring of:

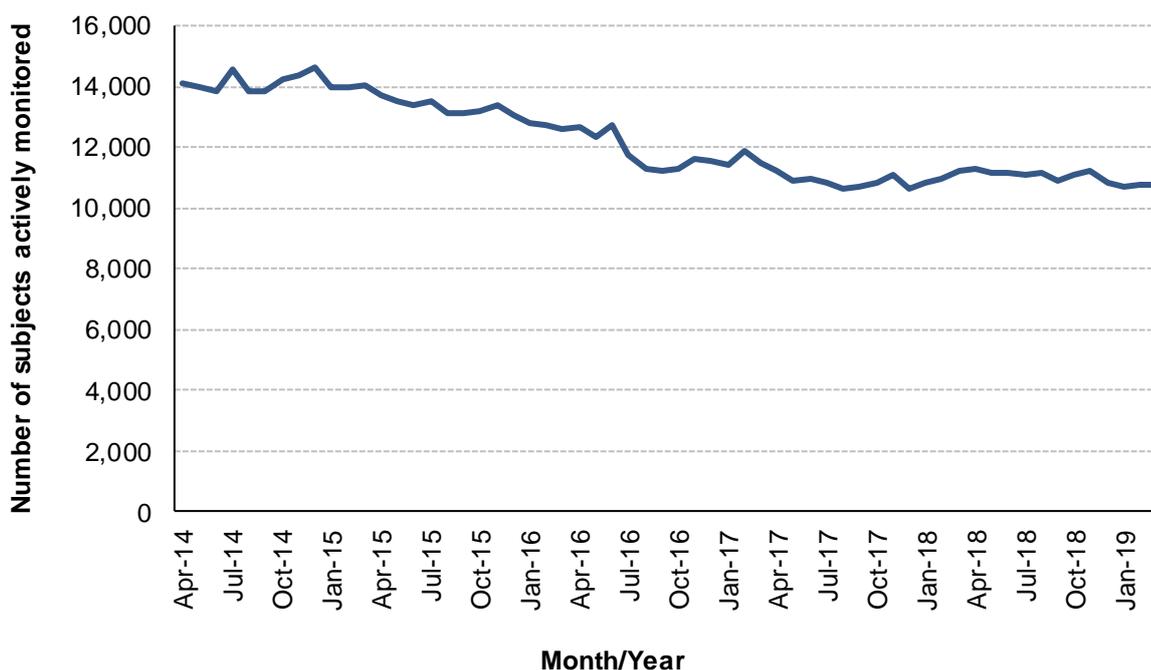
- Compliance with exclusion zones.
- Attendance at a required activity or appointment.
- An offender’s whereabouts, known as trail monitoring. This can provide offender managers with data about an individual’s whereabouts to support rehabilitative conversations.
- Multiple conditions or requirements if necessary, such as a combination of exclusion zones, curfew, monitored attendance and trail monitoring.

Electronic monitoring services have always been provided by private sector companies. Since the financial year 2014/15, EMS Capita has supplied the electronic monitoring service under contract to the Ministry of Justice.

At 31 March 2019, the total number of subjects actively monitored with an Electronic Monitoring (EM) device and open EM order was 10,772, a fall of 4% compared with the same point in the previous year. Figure 12.1 shows that there has been a general downward trend in the number of subjects actively monitored.

The falling EM caseload coincides with decreases in the court caseload. As court orders (bail and court sentence) with an EM requirement make up 69% of the Electronic Monitoring caseload, then falls in court cases would likely cause decreases in the overall EM caseload.

**Figure 12.1: Overall Number of Subjects with an Active Electronic Monitoring Order, as at 30 April 2014 to 31 March 2018 (Source: Table 12.3)**



## **Court Sentences account for 45% of order types for those receiving Electronic Monitoring (Table 12.1)**

The EM caseload differs considerably by type of order<sup>30</sup> in both absolute number and trend over time:

- Court sentences make up the largest proportion of EM orders for individuals on the caseload, (45% of the caseload). At 31 March 2019, 4,835 subjects had court sentences as their first order, up by 1% on the previous year.
- Post release was the second largest group with 3,093 subjects (29% of caseload), falling by 7% when compared with the previous year. Post release orders had previously been increasing year on year, with an increase of 47% between the years 2015 and 2018.
- Court bail order type was the third largest group with 2,572 subjects (24% of caseload), down by 8% on the same point in the previous year.
- Immigration order type also decreased, with 233 subjects (2% of the caseload), down by 11% on the previous year.
- Specials caseload made up a small (<40) part of the caseload and numbers have gradually increased since 2015.

## **Post-release orders have increased (Figure 12.2, Table 12.3)**

In the 12 months to the end of March 2019, there were 57,942 EM notifications of new orders<sup>31</sup>, a fall of less than 1% when compared with the same period in the previous year. The falling trend for new notifications closely mirrors that of EM subject caseload.

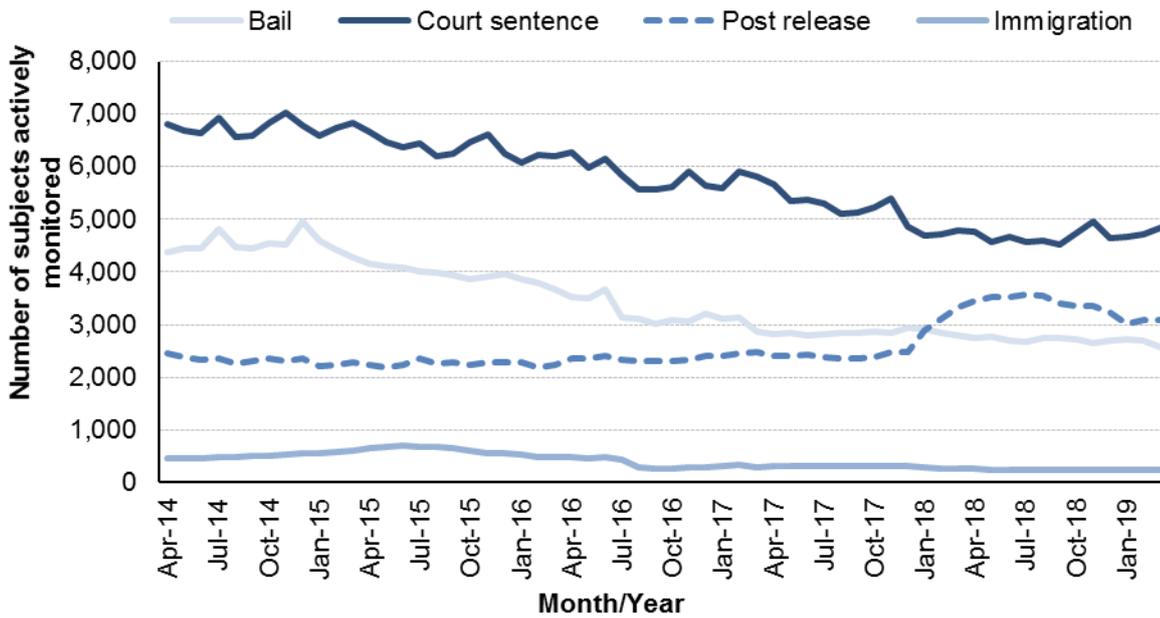
There have been falls in notifications of new orders for most order types, but the number of post release orders have increased. Between the year ending March 2018 and year ending March 2019, the number of post release orders has risen by 33% to reach 15,928. This is a result of the increased number of offenders with a Home Detention Curfew.

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<sup>30</sup> Occasionally a subject may have multiple active orders, possibly of different types. In the figures above, subjects are counted under the order type which started first.

<sup>31</sup> A subject can have more than one notification of an order over the year.

**Figure 12.2: Notifications of new Electronic Monitoring Orders, by Order Type (excluding Specials), as at 30 April 2014 to 31 March 2019 (Source: Table 12.3)**



**The total number of completions was 58,770, less than 1% lower than in the previous year (Table 12.5)**

The yearly figures for the number of EM completions have been included for the first time in this report. Not all completed orders are successful, for example, some completions result in a recall to prison or an order not being continued.

In the year ending March 2019, there were 58,770 cases of an EM order being completed. This is a decrease of less than 1% compared with the previous year.

When examined by order type, for the year ending March 2019, the distribution of completions by order type is similar to the caseload. Court sentences represent 48% of completions, post release is 28%, Bail is 24% and immigration is 1% of completions in the year ending March 2019. There are also a small number of specials.

## 13. Bail Accommodation and Support Services

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### **The number of BASS referrals increased by 2% in the latest year**

There were 4,522 total referrals for Bail Accommodation and Support Services in the 12 months to March 2019; an increase of 2% on the 4,436 referrals made in the previous year.

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### **Home Detention Curfew referrals increased by 58% in the 12 months to March 2019**

The number of Home Detention Curfew (HDC) referrals continued to rise and went up by 58% in the latest year. There were substantial falls in referrals relating to Additional Licence Conditions and Bail.

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### **BASS referrals made at Male Category C prisons accounted for the highest volume of known prison referrals**

40% (1,513) of all referrals made in the year to March 2019 (where the prison name was known), were from Male Category C prisons.

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Bail Accommodation and Support Services (BASS) provide accommodation to offenders from courts, offenders from custody and offenders referred by Community Rehabilitation Companies (CRCs). These offenders are placed in BASS-run properties when they do not have a permanent place to live.

In the 12 months to March 2019, 86% of BASS referrals were made by prisons. Nine per cent of referrals were made by courts, while 3% and 1% respectively were made by CRCs and Probation and Young Offender Institutes (YOIs).

BASS was first commissioned in June 2007<sup>32</sup>, and the contract is currently being provided by NACRO, having succeeded Stonham Home Group on 18<sup>th</sup> June 2018 as the BASS provider.

### **The number of BASS referrals continues to rise, but at a slower rate (Table 13.1)**

In the year ending March 2019, there were 4,522 referrals to BASS; an increase of 2% on the 4,436 made in the year to March 2018. There continues to be a rise in HDC volumes. The implementation of a new HDC policy instruction<sup>33</sup>, which went live on 3<sup>rd</sup> January 2018, has significantly increased demand for this service.

### **78% of the total volume of BASS referrals made in the year to March 2019, were Home Detention Curfew (HDC) referral types (Figure 13.1, Table 13.1)**

HDC referrals accounted for 78% (3,533) of the total number of referrals. This is an increase in volume of 58% (1,300) compared with the previous year.

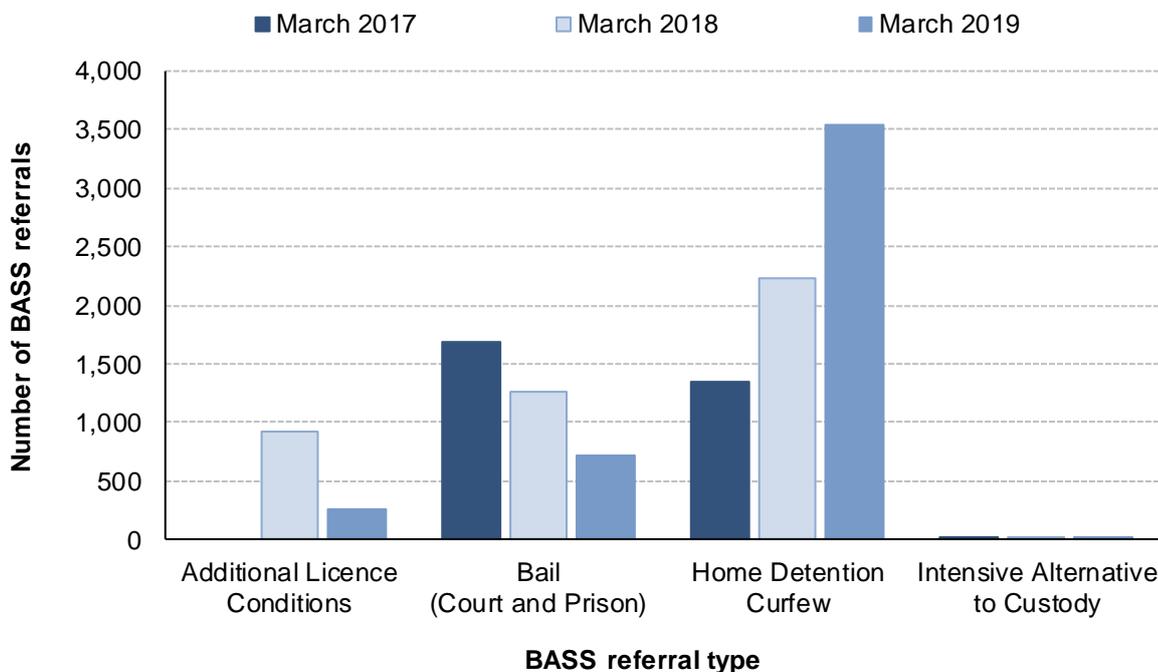
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<sup>32</sup> The BASS contract was previously supplied by Stonham, part of Home Group, from June 2010 until 17 June 2018. NACRO have supplied the BASS contract since 18 June 2018. Thus, information for the year to March 2019 has come from two suppliers. As the contracts overlapped, there may be a small number of duplicate referrals.

<sup>33</sup> The eligibility criteria remain the same but the process has been streamlined to deliver the aims of the scheme, under which most eligible offenders are expected to be released.

At the same time, there have been substantial falls in referrals relating to Additional Licence Conditions and court and prison bail referrals. The reduction in referrals in Additional Licence Conditions, is directly attributed to the significant increase in referrals from the core HDC eligibility group which takes priority over the Additional Licence Conditions group. Between the years ending March 2018 and March 2019, these types of referrals fell by 71% and 44% respectively.

**Figure 13.1: Number of BASS referrals by referral type<sup>34</sup>, the 12 months ending March 2017 to the 12 months ending March 2019 (Source: Table 13.1)**



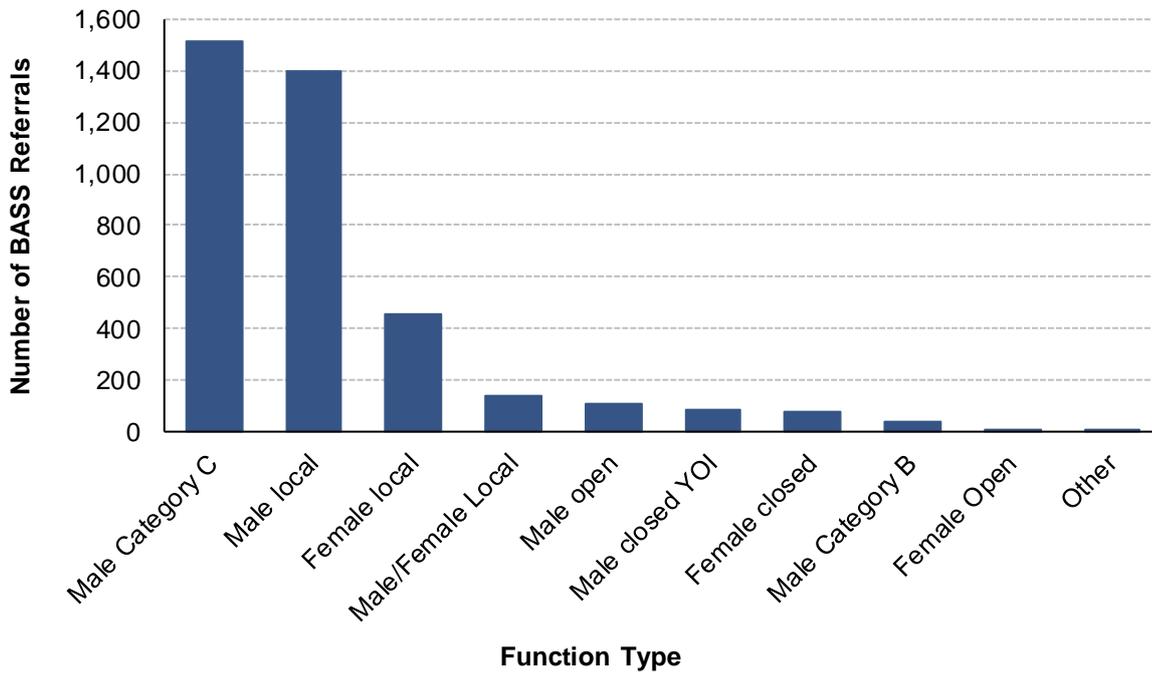
**Male Category C prisons had the highest volume of BASS referrals (from known prisons) in the year to March 2019 (Figure 13.2, Table 13.2)**

40% (1,513) of BASS referrals by known prisons were from Male Category C prisons, in the year to March 2019.

BASS referrals made by Male Local prisons accounted for 37% of the total number of known prison referrals made in the year to March 2019.

<sup>34</sup> Referrals that are Intensive Alternative to Custody are from Wales and Manchester only.

**Figure 13.2: Number of referrals made to BASS by selected Prison Category<sup>35</sup>, the 12 months ending March 2019 (Source: Table 13.2)**



<sup>35</sup> Other Prison Function includes Male YOI – Young People, Male open YOI, IRC, Male Dispersal and STC.

## 14. Staff in Post

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

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#### **52,623 (headcount) staff in post at HMPPS**

As at 31 March 2019, there were 52,623 (headcount) staff in post at HMPPS, 75.0% of whom had declared their ethnicity.

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#### **Overall, 9.6% of individuals who declared their ethnicity were classified as BAME**

This represents an increase of 1.4 percentage points compared with the previous year. Public Sector Prison (PSP) staff as a whole had the lowest BAME representation in HMPPS.

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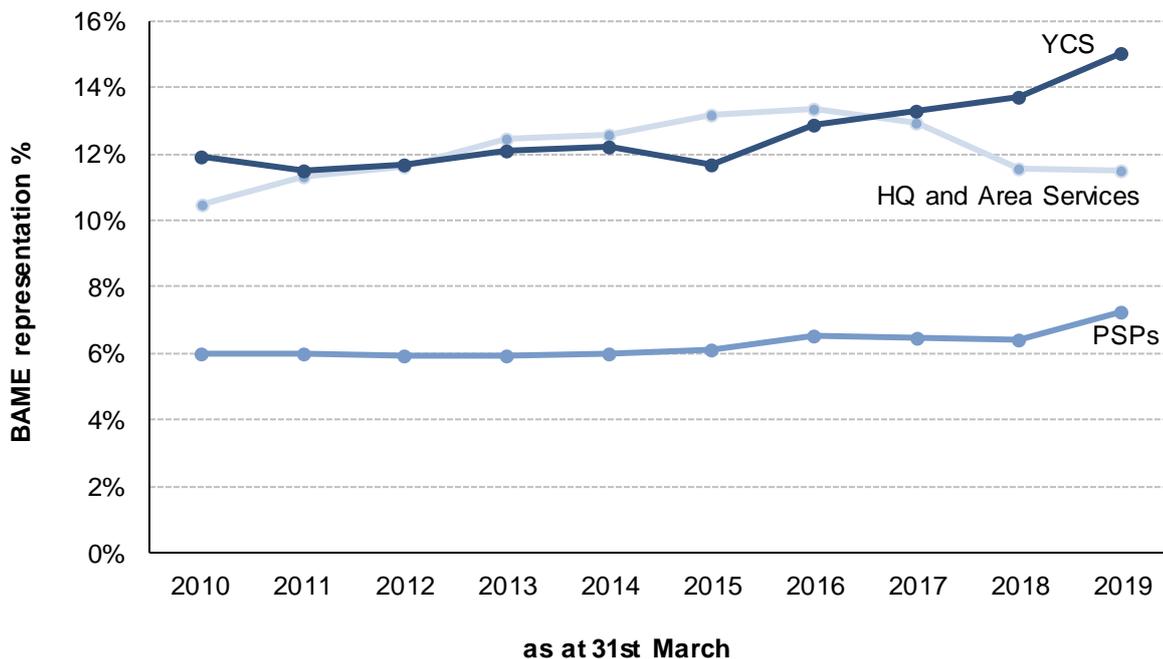
#### **Declaration rates have increased since 31<sup>st</sup> March 2018 (Table 14.2)**

Across HMPPS overall declaration rates have increased by 8.2 percentage points (from 66.8% as at 31 March 2018 to 75.0% as at 31 March 2019). HQ and Area Services staff had the highest ethnicity declaration rate (81.4%), representing a 7.1 percentage point increase since the previous year. Over the same period, a 3.5 percentage point declaration rate increase was observed amongst staff in PSPs (from 69.4% as at 31 March 2018 to 72.9% as at 31 March 2019). The declaration rate also increased by 4.7 percentage points amongst staff at the Youth Custody Service (YCS) to stand at 69.2% as at 31 March 2019. The ethnicity declaration rate amongst National Probation Service (NPS) staff, which increased by 24.9 percentage points compared with the previous year, was for the first time above the level at which meaningful consideration of a BAME representation could be made (80.5% as at 31 March 2019).

#### **Public Sector Prisons have the lowest BAME representation (Figure 14.1, Table 14.2)**

Figure 14.1 shows that PSPs had the lowest BAME representation rate with 7.3% of staff declaring their ethnicity as BAME (a very slight increase of 0.8 percentage points since 31 March 2018). Meanwhile, 15.0% of staff in YCS (an increase of 1.3 percentage points since 31 March 2018) and 11.5% of staff in HQ & Area services (no substantial change from 31 March 2018) declared their ethnicity as BAME.

**Figure 14.1: BAME representation rates amongst HMPPS staff (excluding NPS)<sup>36,37</sup>, as at 31 March 2010 to 31 March 2019 (Source: Table 14.2)**



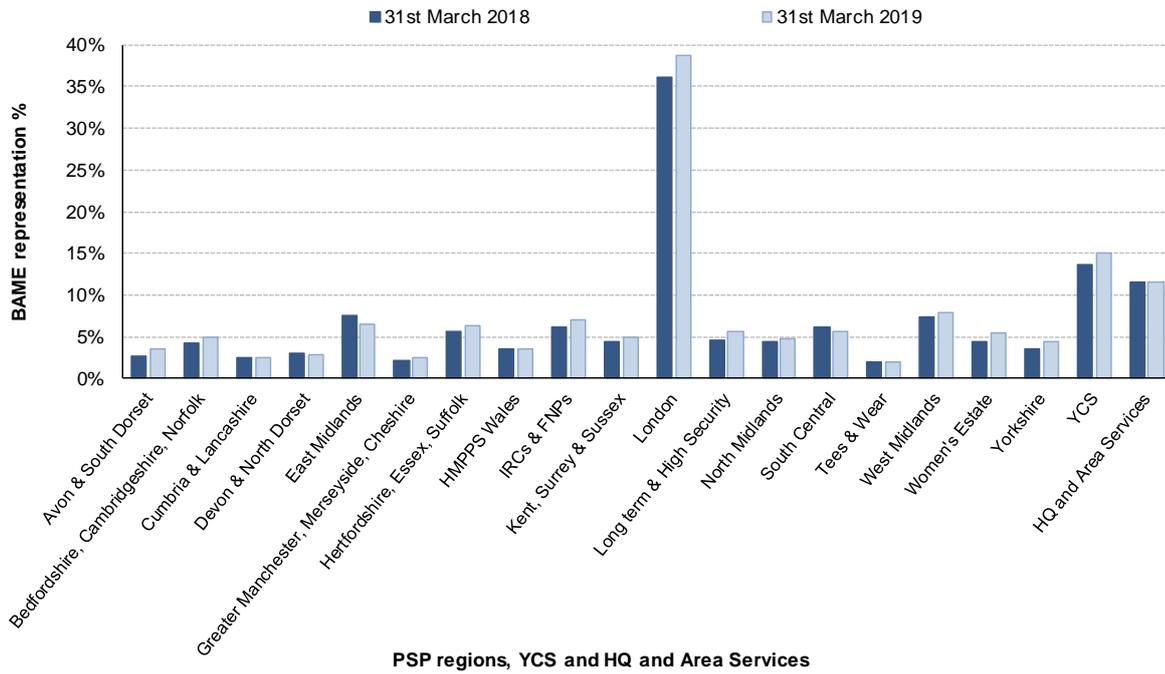
**The region with the highest BAME representation was London (Figure 14.2, Table 14.2)**

Figure 14.2 shows the proportion of BAME declared staff in PSP regions, the YCS as well as HQ and Area Services. Establishments within London had the highest BAME representation rates with 38.7% of staff declaring their ethnicity as BAME as at 31 March 2019; this region also had the largest increase in BAME representation since the previous year (2.6 percentage points higher than 31 March 2018) compared with other areas. In contrast, establishments in Tees & Wear had the lowest BAME representation rate of 2.0%. From 31 March 2018 to 31 March 2019 14 PSP regions have seen their BAME declaration rates increase, one has stayed the same and three have decreased. The largest decrease in BAME representation rate was seen in East Midlands where the figure went from 7.5% as at 31 March 2018 to 6.4% as at 31 March 2019.

<sup>36</sup> The NPS was created on 1st June 2014, however BAME representation rates for the NPS are not shown due to declaration rates being too low for years prior to 2019. The declaration rate for 31 March 2019 was higher and the representation rate was 15.3%.

<sup>37</sup> Although the YCS was not formed until April 2017, historical and latest figures for the Youth Custody Estate have been separated out from the wider PSP category to allow comparisons to be made and to establish the trends over time.

**Figure 14.2: Percentage of BAME staff by PSP regions<sup>38</sup>, the YCS and HQ and Area Services, as at 31 March 2018 and 2019 (Source: Table 14.2)**



<sup>38</sup> Information reflects the regional management structure implemented in April 2018. These structures do not necessarily reflect geographical border areas.

## 15. HMPPS staff: sickness absence<sup>39</sup>

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**In the year ending 31 March 2019, HMPPS staff lost an average of 9.3 working days to sickness absence.**

Compared with the year ending 31 March 2018, this was a decrease of 0.2 working days lost.

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**YCS staff had the highest sickness absence rate at 12.5 Average Working Days Lost (AWDL)**

This was followed by the NPS (10.5 AWDL) and PSPs (9.3 AWDL). Absence rates are lower in HMPPS HQ and Area Services overall compared with the operational parts of HMPPS (5.0 AWDL).

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The indicator of staff sickness looks at the Average Working Days Lost (AWDL) through sickness absence in HQ and Area Services, PSPs, the YCS and the NPS. Data are not presented for privately managed prisons and the Community Rehabilitation Companies (CRCs) as HMPPS has no responsibility for sickness in private companies.

**With the exception of HQ & Area Services where a decrease was observed, all other HMPPS directorates experienced increases in AWDL compared with the previous year (Figure 15.1, Table 15.1).**

In the year ending 31 March 2019, HMPPS staff lost an average of 9.3 working days to sickness absence. Rounded to the nearest one decimal point, this was a slight increase of 0.2 days compared with the previous year when it stood at 9.2 AWDL. This was the first year on year increase in the AWDL since 31 March 2015.

YCS staff had the highest sickness absence rate at 12.5 AWDL, followed by NPS (10.5 AWDL), PSPs (9.3 AWDL) and HMPPS HQ & Area services (5.0 AWDL) (Figure 15.1). Compared with the year ending 31 March 2018, these represent increases of 1.0 days, 0.5 days and 0.2 days for the YCS, NPS, and PSP staff respectively, whereas the sickness absence rate in HMPPS HQ & Area services decreased by 1.4 days.

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<sup>39</sup> Between January and March 2017, during migration of data to the Single Operating Platform, an under-recording of sickness absence records occurred. Therefore, there is likely to be an undercount of working days lost for the 12 months to 31 March 2017 and subsequent under-estimating of average working days lost.

**Figure 15.1: Average Working Days Lost (AWDL) due to sickness absence by HMPPS category<sup>40</sup>, the 12 months ending March 2014 to the 12 months ending March 2019 (Source: Table 15.1)**

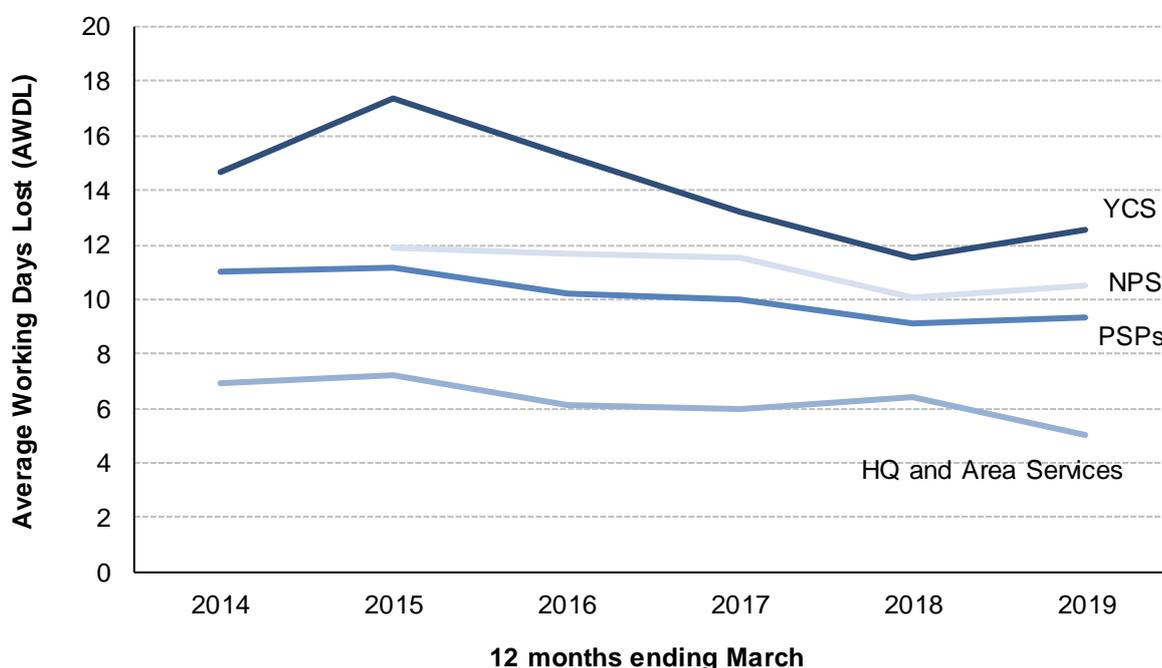


Table 15.2 sets out the distribution of AWDL through sickness absence across the PSP regions, the YCS, HQ and Area Services as well as NPS divisions over the last two years.

**Around 60% of PSP regions and just under half of the NPS divisions saw increases to their AWDL over the last year (Table 15.2).**

In terms of PSP structural regions, Yorkshire had the lowest AWDL amongst staff whilst Greater Manchester, Merseyside and Cheshire had the highest, standing at 7.6 days and 12.0 days respectively for the year ending 31 March 2019. The greatest decrease in AWDL amongst PSP regions was in South Central (3.0 days lower compared with the previous year) whilst Bedfordshire, Cambridgeshire and Norfolk saw the largest increase (1.7 days higher over the same period).

For the NPS divisions, in the year ending 31 March 2019, Midlands Probation Service had the highest AWDL in the year ending 31 March 2019 (12.1 AWDL) whilst Wales Probation Service had the lowest (8.5 AWDL). Just over half of all NPS divisions saw slight decreases in AWDL, since 31 March 2018, with the remaining divisions seeing increases of between 1.0 to 1.4 days to AWDL (Table 15.2). The biggest increase in AWDL was observed in both the Midlands and North-East Probation Services (1.4 days higher than compared with the previous year). In contrast, the Wales Probation Service had the largest decrease since 31 March 2018 (0.5 days).

<sup>40</sup> The YCS was not formed until April 2017. Therefore, historical and latest figures for the Youth Custody Estate have been separated out from the wider PSP category to allow comparisons to be made and to establish the trends over time.

## Further information

General information about the official statistics system of the UK is available from:  
[statisticsauthority.gov.uk/about-the-authority/uk-statistical-system](https://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.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice](https://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice)  
[www.dojni.gov.uk/index/statistics-research/stats-research-publications.htm](https://www.dojni.gov.uk/index/statistics-research/stats-research-publications.htm)

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**Next Update: 30 July 2020**

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