

Bromley Briefings Prison Factfile

Autumn 2016

These 'Bromley Briefings' are produced in memory of Keith Bromley, a valued friend of the Prison Reform Trust and allied groups concerned with prisons and human rights. His support for refugees from oppression, victims of torture and the falsely imprisoned made a difference to many people's lives. The Prison Reform Trust is grateful to the Bromley Trust for supporting the production of this briefing.

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Introduction

324 people died in prison in the year to September 2016, the highest number on record. A third of these deaths were self-inflicted.

Serious assaults in prison have more than doubled in the last three years.

Nearly half of the adult male prisons inspected in 2015–16 were judged to be failing on safety.

Very few people will have missed the news coverage prompted by these appalling facts over the last year. It is to the new Secretary of State's credit both that she acknowledges her personal accountability for making prisons safe, and that she has found the money for an additional 2,500 prison officers to back that up.

But there are statistics in this regular annual briefing which should cause alarm precisely because they are now so familiar. The UK continues to have the highest rate of imprisonment in western Europe. Sentence lengths in the Crown Court have risen by a scarcely believable 30% over ten years. In just two months in the autumn of this year, an unpredicted rise in the population swallowed up the equivalent of a new prison. Our prison population is nearly twice what it was in 1993.

As a result, overcrowding still cripples the system's ability to provide a decent and constructive public service. This is not just because 20,000 people still share cells designed for fewer occupants, often eating their meals in the same space as the toilet they share. It is also because every day prisoners are bussed around the country to extraordinarily remote locations just to make sure that every last bed space is filled. Inspections regularly find a third or more of prisoners unoccupied during the working day because a prison holds more people than it should. Prisoners progressing well are suddenly told they must move on, regardless of their sentence plan. It is a chaotic, wasteful nonsense, with no regard for the impact on prisoners, their families or the reasonable public demand for lower reoffending rates when prisoners are released.

This is a political not an operational failure, shared by all governments of the last two and a half decades. Three years of austerity have now brutally exposed the system's inherent vulnerability, and a comprehensive strategy to control the demand for prison, and so to end overcrowding, must form part of this government's response.

The components of that strategy are not mysterious:

- **Parliament must review the framework for sentencing to custody. Sentence lengths for serious crimes requiring prison can safely be returned to the levels of a decade ago, and the use of pointless short sentences for people who could be safely and more effectively punished in the community must be curtailed;**
- **The scandal of indeterminate sentenced prisoners held far beyond their "tariff" — the point at which the needs of punishment have been served — must finally be tackled, taking the strategic advice of the Parole Board chair;**
- **The use of community based solutions for people who need treatment more than punishment must increase;**
- **The recall of people to custody on purely administrative grounds and for charges that do not justify a custodial sentence should be abandoned; and**
- **The structure of custodial sentences should be altered to create an incentive through early release for those prisoners who make constructive use of their time inside.**

An uncrowded prison system holding only those who really need to be there, and only for as long as punishment requires, has the potential to deliver the improved resettlement outcomes to which this and many previous governments have aspired. But it seems the "inconvenient truth" that this can only be delivered through sentencing reform is more easily acknowledged after release from the pressure of high office than during it.

This comprehensive annual summary of facts shows how urgently political courage is now required of current as well as former incumbents, and across party lines. The well being of those who work and live in prisons, their families, and of potential future victims, all depend upon it.

THE STATE OF OUR PRISONS

Sentencing and the use of custody

England and Wales have the highest imprisonment rate in Western Europe—locking up 147 people per 100,000 of the population.¹

Between 1993 and 2015 the prison population in England and Wales has nearly doubled—with an extra 41,000 people behind bars.² 89,332 people entered custody in the year to June 2016.³

On 25 November 2016, the prison population in England and Wales was 84,976.⁴

Prison sentences are continuing to get longer. The average prison sentence is now over four months longer than 10 years ago at 16.4 months. For more serious, indictable offences, the average is now 57.1 months—20 months longer than 10 years ago.⁵

Use of very long determinate sentences has increased dramatically over the last 10 years. More than three times as many people were sentenced to 10 years or more in the 12 months to June 2016 than at the same time in 2006.⁶

Increasing numbers of people in prison don't know if, or when, they might be released. 11,178 people are currently in prison serving an indeterminate sentence.⁷ This compares with fewer than 4,000 in 1998 and 3,000 in 1992⁸, and is more than twice as many people as France, Germany and Italy combined—the highest in Europe by a significant margin.⁹

According to the National Audit Office, there is no consistent correlation between prison numbers and levels of crime.¹⁰ International comparisons also show there is no consistent link between the two.¹¹

56% of people entering prison on remand awaiting trial in the year to June 2016 were accused of non-violent offences—nearly 21,000 people.¹²

Short prison sentences are less effective than community sentences at reducing reoffending.¹³ Despite this, nearly half (47%) of all people entering prison under sentence in the year to June 2016 are serving a sentence of six months or less.¹⁴

Furthermore, the use of community sentences has nearly halved (46%) since 2006—accounting for just 9% of all sentences in the year to June 2016, compared with 14% at the same time in 2006.¹⁵

Anyone leaving custody who has served two days or more is now required to serve a minimum of 12 months under supervision in the community.¹⁶

As a result, the number of people recalled to custody following their release has increased dramatically. The recall population is now 19% higher than when the changes were introduced in February 2015—nearly 1,100 more people.¹⁷

The government has estimated that around 13,000 people will be recalled or committed to custody as a result of these changes—requiring around 600 additional prison places, at a cost of £16m per year.¹⁸

7,542 people serving a sentence of less than 12 months have been recalled to prison in the year to June 2016.¹⁹

¹ International Centre for Prison Studies website, accessed on 25 November 2016, available at <http://www.prisonstudies.org/country/united-kingdom-england-wales>

² Table A1.2, Ministry of Justice (2016) Offender management statistics prison population 2016, London: Ministry of Justice

³ Table 2.1, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

⁴ Ministry of Justice (2016) Population and capacity briefing for 25 November 2016, London: Ministry of Justice

⁵ Table Q5.1b, Ministry of Justice (2016) Criminal justice statistics quarterly June 2016, London: Ministry of Justice

⁶ Table Q5.4, Ibid.

⁷ Table 1.1, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

⁸ Table 1.8, Home Office (2003) Prison Statistics England and Wales 2002, London: The Stationery Office

⁹ Table 7, Aebi, M., et al. (2016) Council of Europe Annual Penal Statistics, Survey 2014, Strasbourg: Council of Europe

¹⁰ National Audit Office (2012) Comparing International Criminal Justice Systems, London: National Audit Office

¹¹ Lappi-Seppälä, T (2015) Why some countries cope with lesser use of imprisonment, available at <http://bit.ly/Tapio>

¹² Table 2.3b, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

¹³ Ministry of Justice (2013) 2013 Compendium of re-offending statistics and analysis, London: Ministry of Justice

¹⁴ Table 2.4a, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

¹⁵ Table Q5.1b, Ministry of Justice (2016) Criminal justice statistics quarterly June 2016, London: Ministry of Justice

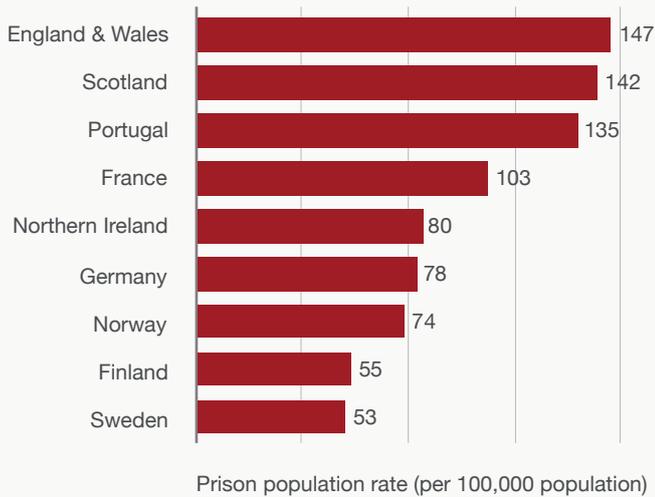
¹⁶ Ministry of Justice (2013) Offender Rehabilitation Bill Impact Assessment, London: Ministry of Justice

¹⁷ Table 1.1, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

¹⁸ Ministry of Justice (2013) Updated Impact Assessment for the Offender Rehabilitation Bill, London: Ministry of Justice

¹⁹ Table 5.2, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

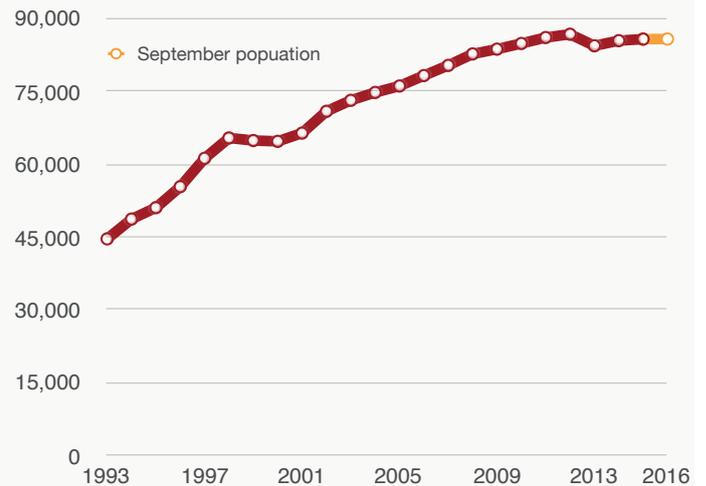
Imprisonment rates across Western Europe



Source: International Centre for Prison Studies

A growing problem

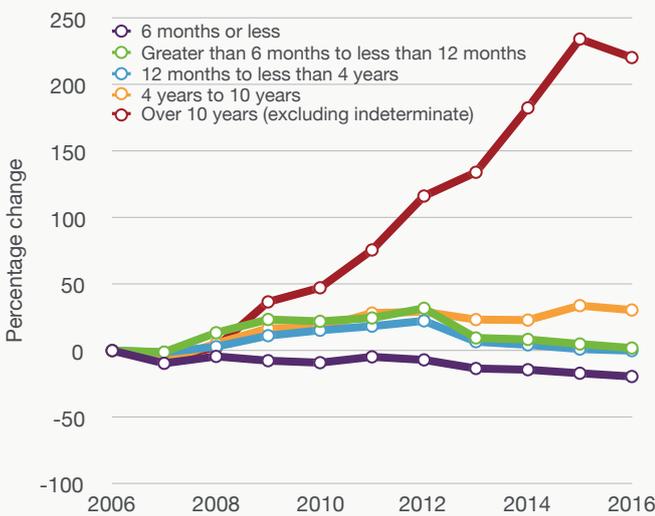
The prison population in England and Wales has nearly doubled in 20 years



Source: Offender management statistics

Determined to keep them locked up

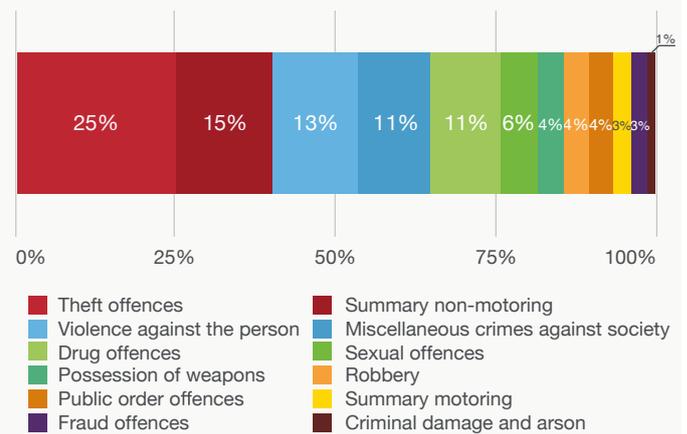
The increase in long, determinate sentences



Source: Criminal justice statistics June 2016

Who is going to prison?

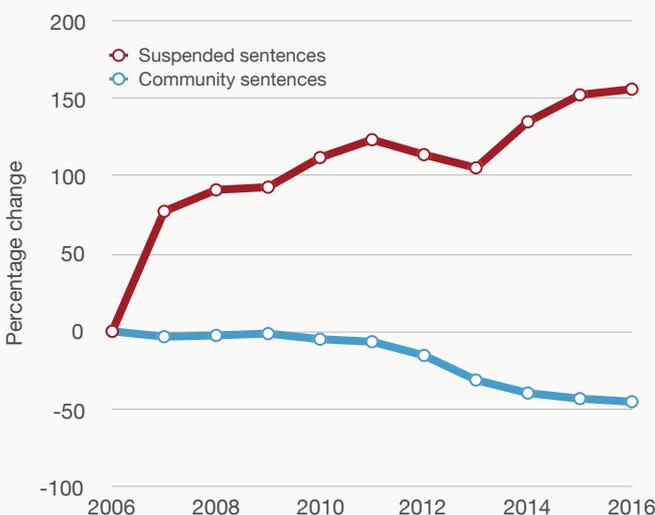
Sentenced prison receptions by offence type, year to June 2016



Source: Offender management statistics quarterly: April to June 2016

The threat of prison

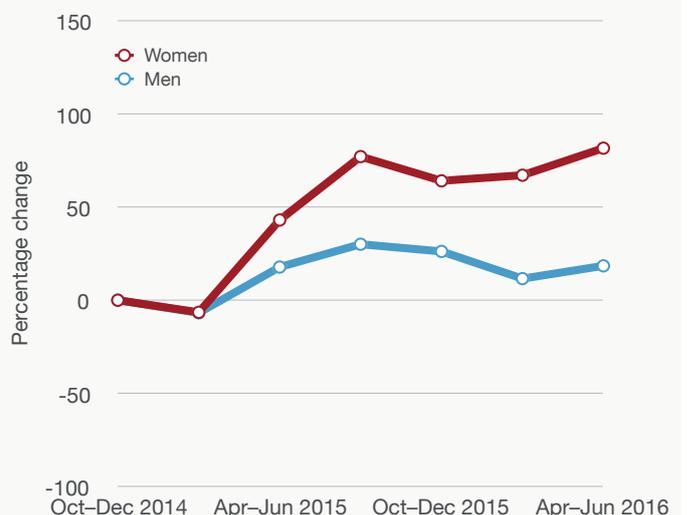
The rise of the suspended prison sentence



Source: Criminal justice statistics June 2016

Boomerang sentences

Rising numbers being returned to custody after release



Source: Offender management statistics quarterly, April to June 2016 and October to March 2015

Safety in prisons

People in prison, prisoners and staff, are much less safe than they were five years ago. More prisoners killed themselves, self-harmed and were victims of assaults.²⁰

324 people died in prison in the year to September 2016, the highest number on record. A third of these deaths were self-inflicted.²¹

There were eight self-inflicted deaths of women in prisons in England and Wales in the year to September 2016—the highest number since 2007.²²

There were five homicides in prison in the year to September 2016 and another seven the year before, the highest numbers ever recorded.²³

Serious assaults in prison have more than doubled in the last three years. There were 2,462 serious prisoner on prisoner assaults in the year to June 2016.²⁴

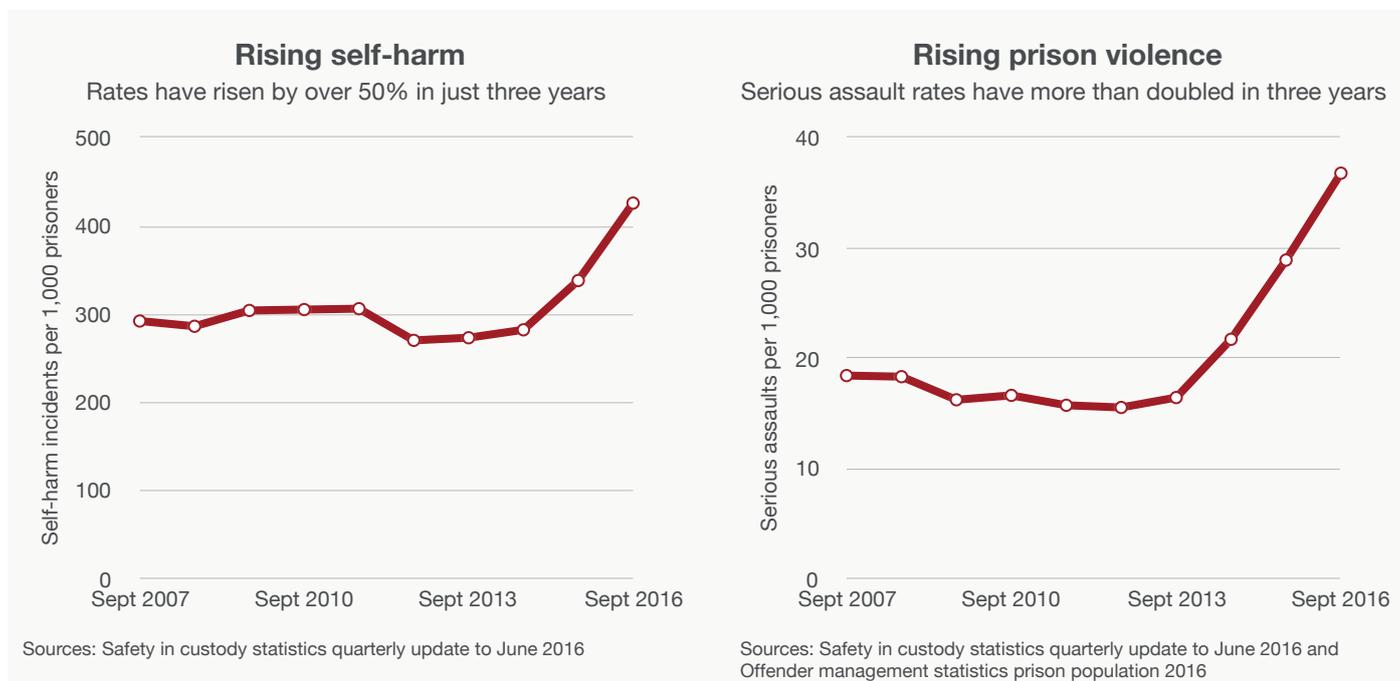
Sexual assaults have more than doubled since 2011. There were 300 recorded assaults in 2015.²⁵

Safety within adult male prisons was not good enough in nearly half of the prisons inspected in 2015–16. More than four in 10 men (42%) and nearly half of women (49%) said they felt unsafe at some point whilst in custody.²⁶

Self-harm

Rates of self-harm are at the highest level ever recorded. There were 36,440 self-harm incidents in the year to June 2016—a 52% rise in just two years.²⁷

A quarter of self-harm incidents occurred within the first month of arriving in a prison—9% were during the first week.²⁸



20 Tables 1, 3 and 4, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice

21 Table 1 and 1.1, Ibid.

22 Table 2, Ibid. and Corston, J (2007) A report by Baroness Jean Corston of a review of women with particular vulnerabilities in the criminal justice system, London: Home Office

23 Table 2 and 1.1, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice.

24 Table 4, Ibid.

25 Table 3.9, Ibid.

26 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

27 Table 3, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice

28 Table 2.5, Ibid.

More than one-in-four (28%) self-inflicted deaths in the last five years occurred in the first month of arrival in prison—over half (55%) of these deaths were in the first week.²⁹

Only a third of people who were in custody for the first time said they had access to a Listener and/or Samaritan phone when they arrived.³⁰

Women accounted for 21% of all incidents of self-harm in the year to June 2016 despite representing just 5% of the total prison population. This has fallen sharply since 2009 when women accounted for nearly half of all incidents, and reflects a sharp rise in incidents amongst men.³¹

Rates of self-harm amongst men have doubled in the last six years. Whilst rates for women had fallen in recent years, they have once again started to rise and remain significantly higher than for men.³²

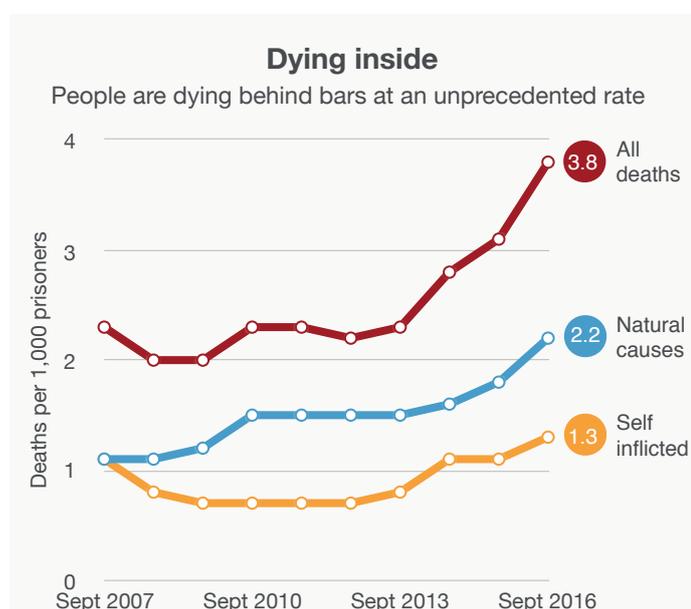
People serving the indeterminate sentence for public protection (IPP) have one of the highest rates of self-harm in prison. For every 1,000 people serving an IPP there were 550 incidents of self-harm. This compares with 324 incidents for people serving a determinate sentence, and is more than twice the rate for people serving life sentences.³³

Deaths in prison

There were 107 self-inflicted deaths in prisons in England and Wales in the year to September 2016, the highest number on record.³⁴ Eight were women—the highest number since 2007, when Baroness Corston published her report following the deaths of six women at HMP Styal within a 13-month period.³⁵

The rate of self-inflicted deaths amongst the prison population is 130 per 100,000 people—amongst the general population it's 10.8 per 100,000 people.³⁶

There were 58 deaths in prison that occurred between June 2013 and January 2016, where the prisoner was known, or strongly suspected, to have been using new psychoactive substances (NPS) before their death. 39 of these were self-inflicted.³⁷



Sources: Safety in custody statistics quarterly update to June 2016

Rates of deaths from natural causes have doubled in only eight years. 179 people died of natural causes in the year to September 2016, a 17% rise on the previous year.³⁸

The average age of people dying from natural causes in prison between 2007 and 2010 was 56 years old.³⁹

Incidents in prison

The National Tactical Response Group, a specialist unit assisting in safely managing and resolving serious incidents in prisons responded to over 400 incidents in the first eight months of 2016—more than the whole of 2015.⁴⁰

Emergency services were called out more than 26,600 times to incidents in UK prisons in 2015.⁴¹

There were 1,935 fires in 2015—an average of more than 160 a month.⁴²

²⁹ Table 1.7, Ibid.

³⁰ HM Inspectorate of Prisons (2016) Life in prison: The first 24 hours in prison, London: HMIP

³¹ Table 3, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice

³² Ibid.

³³ Table 2.6, Ibid. and Tables A1.1 and A1.14, Ministry of Justice (2015) Offender management statistics prison population 2015, London: Ministry of Justice

³⁴ Table 1 and 1.1, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice

³⁵ Table 2, Ibid. and Corston, J (2007) A report by Baroness Jean Corston of a review of women with particular vulnerabilities in the criminal justice system, London: Home Office

³⁶ Table 2, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice and Office for National Statistics (2016) Suicides in the United Kingdom: 2014 Registrations, Newport: Office for National Statistics

³⁷ Newcomen, N. (2016) Prisons and Probation Ombudsman speech to the NOMS learning day on New Psychoactive Substances (NPS), available at

http://www.ppo.gov.uk/wp-content/uploads/2016/09/PPO_NPS-speech-Newbold-Revel-23.09.16.pdf

³⁸ Table 2, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice

³⁹ Prisons and Probation Ombudsman (2012) Learning from PPO investigations: Natural cause deaths in prison custody 2007-2010, London: Prisons and Probation Ombudsman

⁴⁰ House of Commons written question 45566, 16 September 2016 and House of Commons written question 19422, 21 December 2015

⁴¹ Titheradge, N. (2016) BBC News, 'Emergency services called out to prison incidents 'every 20 minutes'', available at <http://www.bbc.co.uk/news/uk-36259747>

⁴² House of Commons written question 26250, 11 February 2016

Treatment and conditions

The performance of more than a quarter (26%) of prisons is rated “of concern” or “of serious concern”—double the proportion three years ago.⁴³

The number of prisons rated “exceptional” has plummeted from 43 in 2011–12 to only eight in 2015–16.⁴⁴

Only two in five men said that they had been given information explaining what would happen to them when they first arrived in prison.⁴⁵

Three-quarters of people told inspectors that most staff treated them with respect. Good relationships between staff and prisoners have mitigated the worst effects of problems elsewhere.⁴⁶

Only one in seven people said they spent 10 hours or more out of their cell each day.⁴⁷

Nearly one in three people (31%) held in a local prison said they spent less than two hours out of their cell each day.⁴⁸ People are sent to a local prison when they are first remanded or sentenced to custody and when they are approaching release.

In most prisons people are only able to spend 30 minutes outside a day. In some prisons, men had to choose whether to go outside or undertake other essential activities, such as collect shop orders or medication.⁴⁹

Most people are locked up for the night at 6.30pm—often even earlier during weekends. This means some prisoners (especially those in full-time employment) were unable to shower every day. Some also struggled to telephone their families and friends.⁵⁰

The number of people on the basic level of the incentives and earned privileges scheme increased by over a third (34%) in the last year—yet the prison population has risen by 1% during the same period.⁵¹

Nearly 5% of people in prison are on basic.⁵² Prisons are required to provide “access to the safe, legal and decent requirement of a regime on normal location.” However, inspectors have consistently found that the treatment of people on the basic regime is overly-punitive, including being held in conditions like segregation units, but without the same safeguards.⁵³

Inspectors found that regimes were inadequate in two-thirds of segregation units inspected—most people were locked up for more than 22 hours a day with nothing meaningful to occupy them. Access to showers and telephone calls was minimal and sometimes restricted further as a punishment for minor rule breaking.⁵⁴

Research on segregation has established that it is harmful to health and wellbeing. Over half of segregated prisoners interviewed said they had problems with three or more of the following: anger, anxiety, insomnia, depression, difficulty in concentration, and self-harm.⁵⁵

During the first three months of 2014 almost one in ten people in segregation units had spent longer than 84 days there. One in five had spent between 14 and 42 days; and 71% had been segregated for less than 14 days.⁵⁶

43 National Offender Management Service (2016) Prison annual performance ratings 2015/16, London: Ministry of Justice and Prison annual performance ratings 2012/13

44 National Offender Management Service (2016) Prison annual performance ratings 2015/16, London: Ministry of Justice and Prison annual performance ratings 2011/12

45 HM Inspectorate of Prisons (2016) Life in prison: The first 24 hours in prison, London: HMIP

46 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

47 Ibid.

48 Ibid.

49 Ibid.

50 HM Chief Inspector of Prisons (2015) Annual Report 2014–15, London: The Stationery Office

51 Table 5.1, Ministry of Justice (2016) Prison performance statistics 2015 to 2016, London: Ministry of Justice

52 Table 5.2, Ibid.

53 National Offender Management Service (2015) Incentives and earned privileges PSI 30/2013, London: Ministry of Justice; HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office and HM Chief Inspector of Prisons (2015) Annual Report 2014–15, London: The Stationery Office

54 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

55 Shalev, S and Edgar, K (2016) Deep Custody: Segregation units and close supervision centres in England and Wales, London: Prison Reform Trust

56 Ibid.

Nearly two-fifths, 19 out of a total of 50 people, had deliberately engineered a move to the segregation unit. Reasons included trying to transfer to a different prison, evading a debt, or getting away from drugs or violence on the wings.⁵⁷

If a person has a request or concern they can raise it through the application process. It is a means of dealing with routine issues before they escalate into formal complaints. However, inspectors found that the applications process continued to be poor—only half (52%) of prisoners felt that their applications were dealt with fairly.⁵⁸

If a person is not happy with the outcome of their application they can make an internal complaint. However, just over half (54%) said that it was easy to make a complaint and only 30% felt their complaints were dealt with fairly.⁵⁹

The Prisons and Probation Ombudsman provides the last means of redress in the formal complaints process.

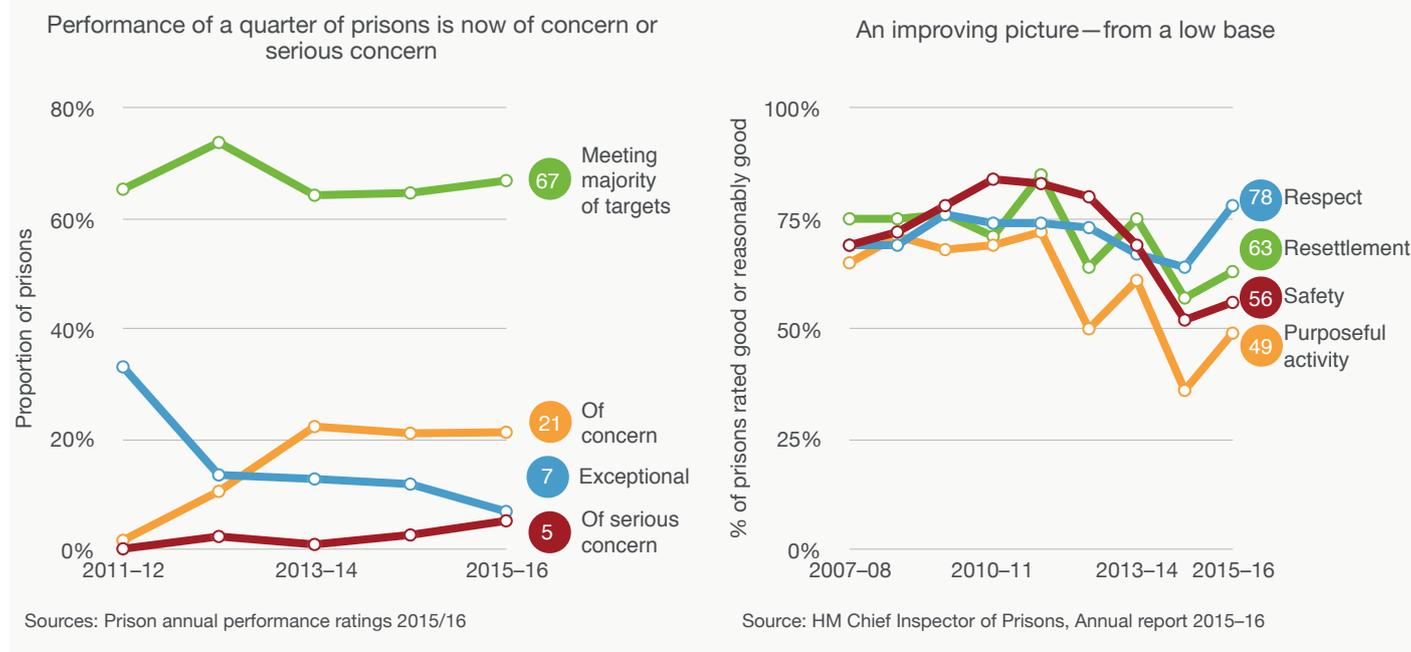
The number of complaints upheld by the Prisons and Probation Ombudsman is rising. Only a quarter (26%) of complaints were upheld in 2011–12, compared to 40% last year.⁶⁰

The Ombudsman reported that this high uphold rate “not only reflects high numbers of cases where prisons simply got things wrong but also indicates poor complaints handling at a local level”.⁶¹

Complaints from high security prisons accounted for 30% of completed investigations, despite high security prisoners making up only 7% of the male prison population.⁶²

The daily prison food budget within public sector prisons for 2014–15 was £2.02 per person.⁶³

Prison standards—the new normal?



57 Ibid.

58 HM Chief Inspector of Prisons (2016) Annual report 2015–16, London: The Stationery Office

59 Ibid.

60 Prisons and Probation Ombudsman (2016) Annual report 2015–16, London: PPO and Prisons and Probation Ombudsman (2011) Annual report 2011–12, London: PPO

61 Prisons and Probation Ombudsman (2016) Annual report 2015–16, London: PPO

62 Prisons and Probation Ombudsman (2016) Annual report 2015–16, London: PPO

63 Ministry of Justice (2015) Freedom of Information request FOI 96015, available at

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/438939/daily-food-allowance-per-prisoner.doc

Overcrowding and changes to the prison estate

Overcrowding

Prison overcrowding is defined by the prison service as a prison containing more prisoners than the establishment's Certified Normal Accommodation (CNA). CNA represents "the good, decent standard of accommodation that the [prison] service aspires to provide all prisoners."⁶⁴

The prison system as a whole has been overcrowded in every year since 1994.⁶⁵ Overcrowding affects whether activities, staff and other resources are available to reduce risk of reoffending.

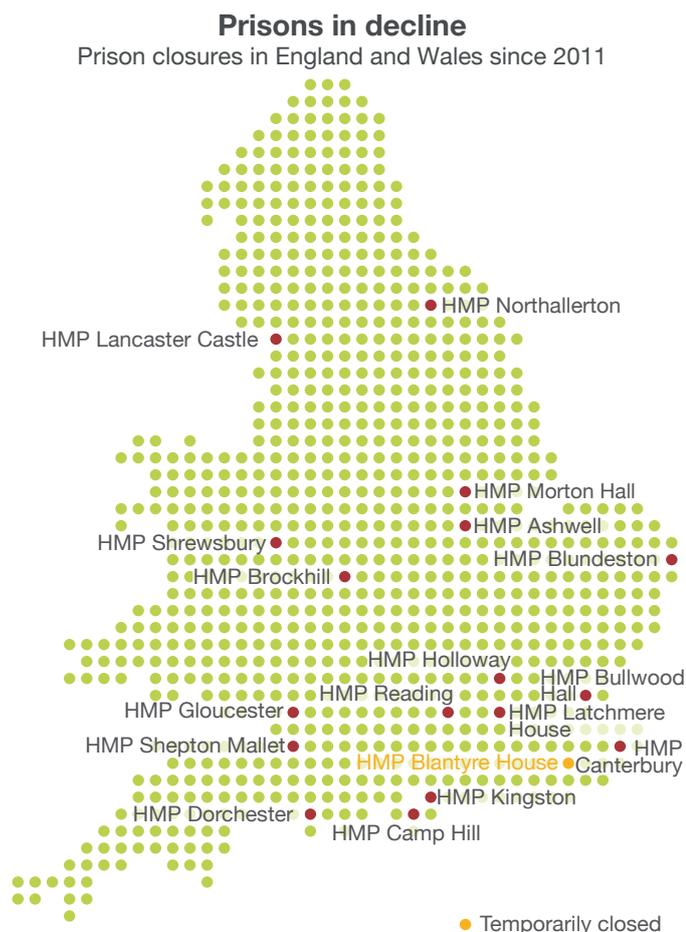
At the end of October 2016, 77 of the 117 prisons in England and Wales were overcrowded—holding 9,762 people more than they were designed to.⁶⁶

20,995 people were held in overcrowded accommodation on average in 2015–16—nearly a quarter of the prison population. The majority were doubling up in cells designed for one.⁶⁷

This level of overcrowding has remained broadly unchanged for the last 12 years.⁶⁸

Overcrowding remains a significant problem. Particularly in local and category C training prisons, where most prisoners are held.⁶⁹

Nearly half (49%) of male local prisons are overcrowded.⁷⁰



Changes to the prison estate

£1.3bn has been announced to invest in reforming and modernising the prison estate. The government has committed to build nine new prisons, five of these by 2020.⁷¹

A new 2,106 place prison in Wrexham, North Wales is currently under construction and is scheduled to open from early 2017⁷² at a cost of £212m.⁷³

Eighteen prisons have closed since 2011 and a further two have transferred to the private sector.⁷⁴

Following the closure of HMP Holloway this year there is now no prison for women in London. Women are now sent 23 miles away to HMP Bronzefield in Surrey; 19 miles away to HMP Downview on the Surrey border; over 90 miles to HMP Peterborough or even further afield.⁷⁵

A further 78 places have been opened at HMP Eastwood Park in Kent.⁷⁶

64 HM Prison Service (2001) Prison Service Order 1900—Certified Prisoner Accommodation, London: HMPS

65 Home Office (1999) Digest 4: Information on the criminal justice system in England and Wales, London: Home Office

66 Ministry of Justice (2016) Monthly population bulletin October 2016, London: Ministry of Justice

67 Table 2.2, Table 2.3 and Table 2.4, Ministry of Justice (2016) Annual NOMS Digest 2015/2016, London: Ministry of Justice

68 Table 2.2, Ibid.

69 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

70 Table 3, Ministry of Justice (2016) Annual NOMS Digest 2015/2016, London: Ministry of Justice

71 HM Treasury (2015) Spending review and autumn statement 2015, London: HM Stationery Office

72 National Offender Management Service (2016) Annual report and accounts 2015–16, London: HM Stationery Office

73 HM Treasury (2015) Spending review and autumn statement 2015, London: HM Stationery Office

74 Figure 5, National Audit Office (2013) Managing the prison estate, London: The Stationery Office and Table 1.19, Ministry of Justice (2014) Safety in custody statistics quarterly Update to March 2014, London: Ministry of Justice

75 National Offender Management Service (2016) Annual report and accounts 2015–16, London: HM Stationery Office

76 Ibid.

Prison service resources and staffing

Resources

The National Offender Management Service (NOMS) has reduced its budget by nearly a quarter since 2010–11. Between 2010–11 and 2014–15 it delivered cumulative savings of £900m.⁷⁷

NOMS had a savings target of a further £91m for 2015–16.⁷⁸ However they failed to meet this, spending £210m more than the year before. This was mostly due to increased costs in staffing for the National Probation Service, new facilities management contracts and Community Rehabilitation Company contracts.⁷⁹

The cost of a prison place reduced by 20% between 2009–10 and 2015–16. The average annual overall cost of a prison place in England and Wales is now £35,182.⁸⁰

Staffing

There are now fewer staff looking after more prisoners. The number of frontline operational staff employed in the public prison estate has fallen by over a quarter (26%) in the last six years—6,335 fewer staff looking after 450 more people. There are over 500 fewer staff in the last year alone.⁸¹

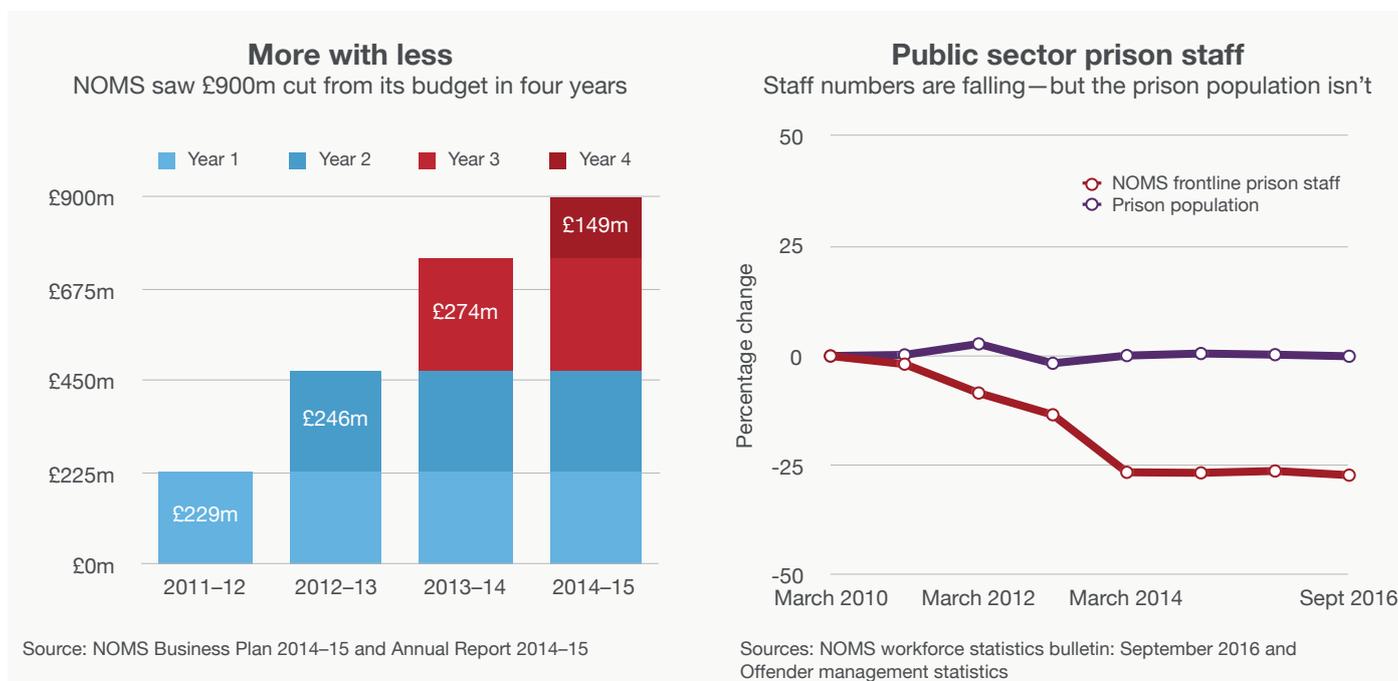
There is currently an overall shortfall of 800 frontline operational staff against target 'Benchmark' numbers.⁸² The government has committed to recruit a further 2,500 additional officers by 2018.⁸³

13.5% of frontline operational staff appointed in 2014–15 quit within their first year.⁸⁴

Staff shortages have required the use of detached duty. During June 2015, there were 270 people redeployed to a different prison to ensure that there was a safe number of staff.⁸⁵

Prisons are faced with high sickness levels amongst staff. In 2015–16 the average number of working days lost to sickness absence was 10.4 days, a rise from 9.8 days in 2011–12.⁸⁶

Assaults on staff have risen by 43% in the last year alone—with 5,954 in the year to June 2016.⁸⁷



77 National Offender Management Service (2016) Annual Report and Accounts 2015/16, London: The Stationery Office

78 House of Commons written question 5958, 14 July 2015

79 National Offender Management Service (2016) Annual Report and Accounts 2015/16, London: The Stationery Office

80 Table 1, Ministry of Justice (2016) Costs per place and costs per prisoner by individual establishment 2015 to 2016 tables, London: Ministry of Justice and Table 42, Ministry of Justice (2011) National Offender Management Service Annual Report 2009/10: Management Information Addendum, London: Ministry of Justice

81 Ministry of Justice (2016) National Offender Management Service workforce statistics: September 2016, London: Ministry of Justice and Table 1.1a, Ministry of Justice (2010) Offender management statistics quarterly bulletin April to June 2010, London: Ministry of Justice and Table 1.1, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

82 Ministry of Justice (2016) National Offender Management Service workforce statistics: September 2016, London: Ministry of Justice

83 Ministry of Justice (2016) Prison safety and reform, London: Ministry of Justice

84 Ministry of Justice (2016) National Offender Management Service workforce statistics: September 2016, London: Ministry of Justice

85 House of Commons written question 10508, 12 October 2015

86 National Offender Management Service (2016) Annual report and accounts 2015–16, London: HM Stationery Office

87 Table 4, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice

Private prisons

The UK has the most privatised prison system in Europe. In England and Wales there were 15,992 people (19% of the prisoner population) held in private prisons as at 28 October 2016.⁸⁸

There are a total of 14 private prisons in England and Wales—they are contracted to three companies.⁸⁹

10 of these are currently financed, designed, built and operated by the private sector on contracts of 25 years or more. Contracts for Doncaster, Birmingham, Oakwood and Northumberland are for 15 years each.⁹⁰

In 2015–16 the overall cost of private prisons was £508.4m—£10.5m more than the year before.⁹¹

A total of £2.7m has been levied from eight private prisons for breach of contract since 2010—there were 100 separate instances of breach.⁹²

The National Offender Management Service (NOMS) hopes to deliver ongoing annual savings of £306m (15%) in public sector prisons through contracting works and facilities management services in public prisons.⁹³ Five year contracts totalling nearly £470m have been awarded to Carillion and Amey.⁹⁴

However, concerns have been raised about performance by Carillion—with long delays in repair and maintenance work, and shortages of toothbrushes, towels and soap cited by Independent Monitoring Boards.⁹⁵

Private prisons in England and Wales



Performance

National Offender Management System prison ratings 2015–16

| Prison | Rating |
|-----------------------|--------|
| Altcourse | 3 |
| Ashfield | 3 |
| Birmingham | 3 |
| Bronzefield | 3 |
| Doncaster | 1 |
| Dovegate | 2 |
| Forest Bank | 3 |
| Lowdham Grange | 3 |
| Northumberland | 2 |
| Oakwood | 3 |
| Parc | 3 |
| Peterborough (Female) | 3 |
| Peterborough (Male) | 3 |
| Rye Hill | 3 |
| Thameside | 3 |

Rating 4—Exceptional performance

Rating 3—Meeting the majority of targets

Rating 2—Overall performance is of concern

Red—worse than previous year

88 Ministry of Justice (2016) Prison population monthly bulletin October 2016, London: Ministry of Justice

89 National Offender Management Service (2015) Prison and probation performance statistics 2014 to 2015, Management information addendum dataset, London: Ministry of Justice

90 Hansard HC, 4 December 2013, c719W

91 Table 3, Ministry of Justice (2016) Costs per prison place and cost per prisoner by individual prison establishment 2015 to 2016 tables, Prison performance statistics 2015 to 2016, London:

Ministry of Justice and Table 3, Costs per prison place and cost per prisoner by individual prison establishment 2014 to 2015: restated tables

Note: The unit costs of private and public prisons are not directly comparable because of different methods of financing and scope.

92 Mason, R (2016) The Guardian, 'G4S fined 100 times since 2010 for breaching prison contracts', available at <https://www.theguardian.com/society/2016/apr/15/g4s-fined-100-times-since-2010-prison-contracts>

93 National Offender Management Service (2014) Business Plan 2014-2015, London: Ministry of Justice

94 Gov.uk Contract finder website, accessed on 16 September 2015, available at <https://www.contractsfinder.service.gov.uk/Search>

95 Ford, R. (2016) The Times, 'Jail rejects inmates after blunders by repair firm on £200m contract' available at <http://www.thetimes.co.uk/article/jail-rejects-inmates-after-blunders-by-repair-firm-on-200m-contract-qcmxwg6mc>

PEOPLE IN PRISON

Social characteristics of adult prisoners

| Characteristic | Prison population | General population |
|--|-------------------------------------|--|
| Taken into care as a child | 24% (31% for women, 24% for men) | 2% |
| Experienced abuse as a child | 29% (53% for women, 27% for men) | 20% |
| Observed violence in the home as a child | 41% (50% for women, 40% for men) | 14% |
| Regularly truant from school | 59% | 5.2% (England) and 4.8% (Wales) |
| Expelled or permanently excluded from school | 42% (32% for women, 43% for men) | In 2005 >1% of school pupils were permanently excluded (England) |
| No qualifications | 47% | 15% of working age population |
| Unemployed in the four weeks before custody | 68% (81% for women, 67% for men) | 7.7% of the economically active population are unemployed |
| Never had a job | 13% | 3.9% |
| Homeless before entering custody | 15% | 4% have been homeless or in temporary accommodation |
| Have children under the age of 18 | 54% | Approximately 27% of the over 18 population* |
| Are young fathers (aged 18–20) | 19% | 4% |
| Have symptoms indicative of psychosis | 16% (25% for women, 15% for men) | 4% |
| Identified as suffering from both anxiety and depression | 25% (49% for women, 23% for men) | 15% |
| Have attempted suicide at some point | 46% for women, 21% for men | 6% |
| Have ever used Class A drugs | 64% | 13% |
| Drank alcohol every day in the four weeks before custody | 22% | 16% of men and 10% of women reported drinking on a daily basis |

Prison population data taken from Results from the Ministry of Justice Surveying Prisoner Crime Reduction (SPCR) survey published in:

Ministry of Justice (2012) Prisoners' childhood and family backgrounds, London: Ministry of Justice

Ministry of Justice (2012) The pre-custody employment, training and education status of newly sentenced prisoners, London: Ministry of Justice

Ministry of Justice (2012) Accommodation, homelessness and reoffending of prisoners, London: Ministry of Justice

Ministry of Justice (2012) Estimating the prevalence of disability amongst prisoners, London: Ministry of Justice

Ministry of Justice (2010) Compendium of reoffending statistics, London: Ministry of Justice

General population data taken from:

Ministry of Justice (2012) Prisoners' childhood and family backgrounds, London: Ministry of Justice

Harker, L. et al. (2013) How safe are our children, London: NSPCC

Department for Education (2013) Pupil absence in schools in England, including pupil characteristics, London: DfE

Welsh Government (2013) Absenteeism by Pupil Characteristics 2011/12, Cardiff: Welsh Government

Ministry of Justice (2012) The pre-custody employment, training and education status of newly sentenced prisoners, London: Ministry of Justice

Office for National Statistics (2013) Labour Market Statistics, September 2013, London: ONS

Table KS611EW, Office for National Statistics (2012) 2011 Census, London: ONS

Ministry of Justice (2012) Accommodation, homelessness and reoffending of prisoners, London: Ministry of Justice

Wiles, N. et al. (2006) Self-reported psychotic symptoms in the general population, The British Journal of Psychiatry, 188: 519-526

Light, M., et al. (2013) Gender differences in substance misuse and mental health amongst prisoners, London: Ministry of Justice

*This figure has been extrapolated using data from Table 1, ONS (2013) Families and Households, 2012 and Table 1 (Reference Tables), ONS (2013) Population Estimates for UK, England and Wales, Scotland and Northern Ireland - Mid 2012.

People on remand

For many people, their first experience of prison is on remand. This might be ahead of their trial, or whilst they are awaiting sentencing having been found guilty.

People remanded to custody to await trial are innocent until proven guilty. 37,002 people were sent to prison before their trial in the year to June 2016.⁹⁶

More than half (56%) of people entering prison on remand awaiting trial are accused of non-violent offences—17% were for theft offences, and 10% for drug offences.⁹⁷

People may also be remanded to custody after they have been found guilty, but are yet to be sentenced. 23,066 people were remanded into prison awaiting sentence in the year to June 2016.⁹⁸

People on remand currently make up 11% of the total prison population—9,288 people. The majority are awaiting trial (68%), whilst the rest await sentencing.⁹⁹

More than one in ten people (10,631) remanded in custody during the year to June 2016 were subsequently acquitted. A further 15% of people (14,378) received a non-custodial sentence.¹⁰⁰

People spend an average of just over 10 weeks in custody whilst on remand.¹⁰¹ However, some may be held considerably longer.

Remand prisoners receive no financial help from the prison service at the point of release. Those acquitted receive no compensation.

Treatment and conditions

Two in every five self-inflicted deaths in 2015 were by prisoners held on remand.¹⁰²

In prison inspectorate surveys, just under half (47%) of remand prisoners concerned about bail said they had found it difficult to get bail information.¹⁰³

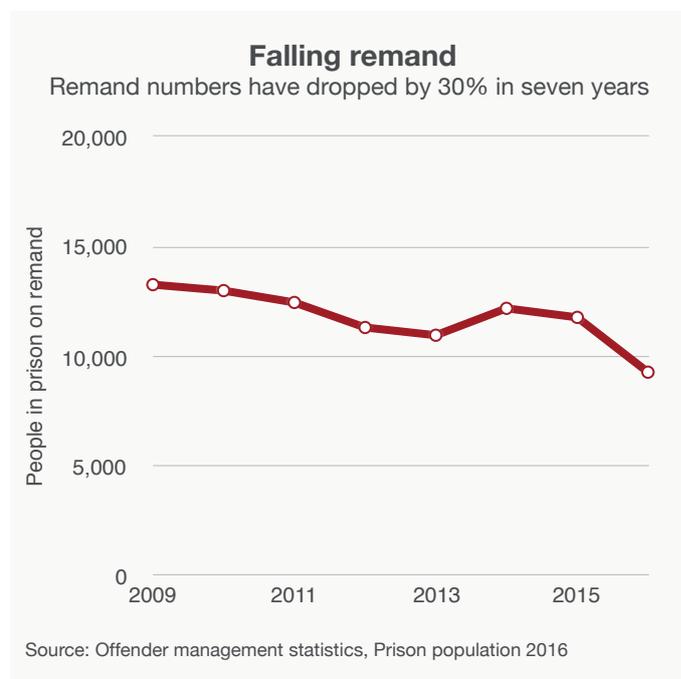
High rates of both unconvicted (40%) and unsentenced (37%) people on remand reported to inspectors that they were not involved in any purposeful activity within the prison.¹⁰⁴

Children on remand

Use of remand for children has plummeted in the last eight years—the average number of children on remand is 62% lower than its peak in 2007.¹⁰⁵

On average 240 children were in held in prison on remand in 2015. They account for just under a quarter (23%) of the children in prison—this has remained roughly the same over the last eight years.¹⁰⁶

Nearly a third (32%) of children remanded into custody were subsequently acquitted in 2015—a further third (34%) were given a non-custodial sentence.¹⁰⁷



⁹⁶ Table 2.3a, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

⁹⁷ Table 2.3b, Ibid.

⁹⁸ Table 2.3a, Ibid.

⁹⁹ Table A1.1, Ministry of Justice (2016) Offender management statistics prison population 2016, London: Ministry of Justice

¹⁰⁰ Table Q4.4, Ministry of Justice (2016) Criminal justice statistics quarterly: June 2016, London: Ministry of Justice

¹⁰¹ Ministry of Justice (2015) Deposited paper DEP2015-0181, London: House of Commons Library

¹⁰² Table 1.8, Ministry of Justice (2016) Safety in custody statistics quarterly update to December 2015, London: Ministry of Justice

¹⁰³ HM Inspectorate of Prisons (2012) Remand prisoners, a thematic review, London: The Stationery Office

¹⁰⁴ Ibid.

¹⁰⁵ Table 6.2, Ministry of Justice (2016) Youth justice statistics 2014/15, London: Ministry of Justice

¹⁰⁶ Ibid.

¹⁰⁷ Table 6.5a, Ibid.

Black and minority ethnic prisoners

26% of the prison population, 22,236 people, are from a minority ethnic group.¹⁰⁸ This compares to 14% of the general population.¹⁰⁹

12% of British prisoners are black and 8% are Asian.¹¹⁰ For black Britons this is four times higher than the 3% of the general population they represent.¹¹¹

Analysis conducted for the Lammy Review found a clear direct association between ethnic group and the odds of receiving a custodial sentence. With black people 53%, Asian 55%, and other ethnic groups 81% more likely to be sent to prison for an indictable offence at the Crown Court, even when factoring in higher not-guilty plea rates.¹¹²

The number of people in prison of mixed ethnicity has nearly doubled since 2004 and there are nearly 80% more Asian people in prison—during the same period the number of white people in prison increased by 22%.¹¹³

Whilst the number of black people in prison rose by 4% over the same period, numbers have been falling steadily, dropping 17% since 2008.¹¹⁴

Black men are 26% more likely than white men to be remanded in custody. They are also nearly 60% more likely to plead not guilty.¹¹⁵

The number of white people sentenced for drug offences fell by 20% between 2010 and 2014—for black people the number fell by only 10%.¹¹⁶

Muslim prisoners

The number of Muslim prisoners has more than doubled over the past 14 years. In 2002 there were 5,502 Muslims in prison, by 2016 this had risen to 12,663. They now account for 15% of the prison population.¹¹⁷

Muslims in prison are far from being a homogeneous group. Some were born into Muslim families, and others have converted. 41% are Asian, 31% are black, 14% are white and 8% are mixed.¹¹⁸

Only one per cent of Muslims in prison are currently there for terrorism related offences.¹¹⁹

Despite this they make up half of all people held in close supervision centres (CSCs)—25 of 50 people. CSCs are designed to manage highly disruptive and high risk prisoners who have demonstrated violent and/or highly disruptive behaviour.¹²⁰

Treatment and conditions

Black and minority ethnic (BME) and Muslim prisoners often report more negatively about their experience in prison and relationships with staff. Fewer said they felt safe on their first night or at the time of the inspectorate's survey; fewer had a member of staff they could turn to for help, fewer said staff treated them with respect, and more said they had been victimised by staff.¹²¹

A disproportionate number of black people in prison are held in segregation, and held there for long periods. Between January to March 2014 they accounted for 15.5% of people in segregation and 18.5% of those segregated for longer than 85 days, but only 12.6% of the prison population.¹²²

¹⁰⁸ Table 1.4, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

¹⁰⁹ Table A3.5.2, Equality and Human Rights Commission (2010) How fair is Britain? Equality, Human Rights and Good Relations in 2010, London: Equality and Human Rights Commission

¹¹⁰ Table 1.4, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

¹¹¹ Table 4, Office for National Statistics (2011) Population Estimates by Ethnic Group 2002–2009, London: Office for National Statistics

¹¹² Hopkins, K., et al. (2016) Associations between ethnic background and being sentenced to prison in the Crown Court in England and Wales in 2015, London: Ministry of Justice

¹¹³ Table A1.9, Ministry of Justice (2016) Offender management statistics prison population 2016, London: Ministry of Justice

¹¹⁴ Ibid.

¹¹⁵ Table 5.3, Uhrig, N. (2016) Black, Asian and minority ethnic disproportionality in the criminal justice system in England and Wales, London: Ministry of Justice

¹¹⁶ Ministry of Justice (2015) Statistics on Race and the Criminal Justice System 2014, London: Ministry of Justice

¹¹⁷ Table A1.10, Offender management statistics prison population 2016, London: Ministry of Justice

¹¹⁸ Table A1.12, Ministry of Justice (2014) Offender management statistics annual tables 2013, London: Ministry of Justice

¹¹⁹ Home Office (2016) Operation of police powers under the Terrorism Act 2000, financial year ending March 2016, London: Home Office and Table 7, Allen, G. and Dempsey, N. (2016) Prison population statistics, House of Commons Library briefing paper, London: House of Commons Library

¹²⁰ Shalev, S. and Edgar, K. (2015) Deep custody: Segregation units and close supervision centres in England and Wales, London: Prison Reform Trust

¹²¹ HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

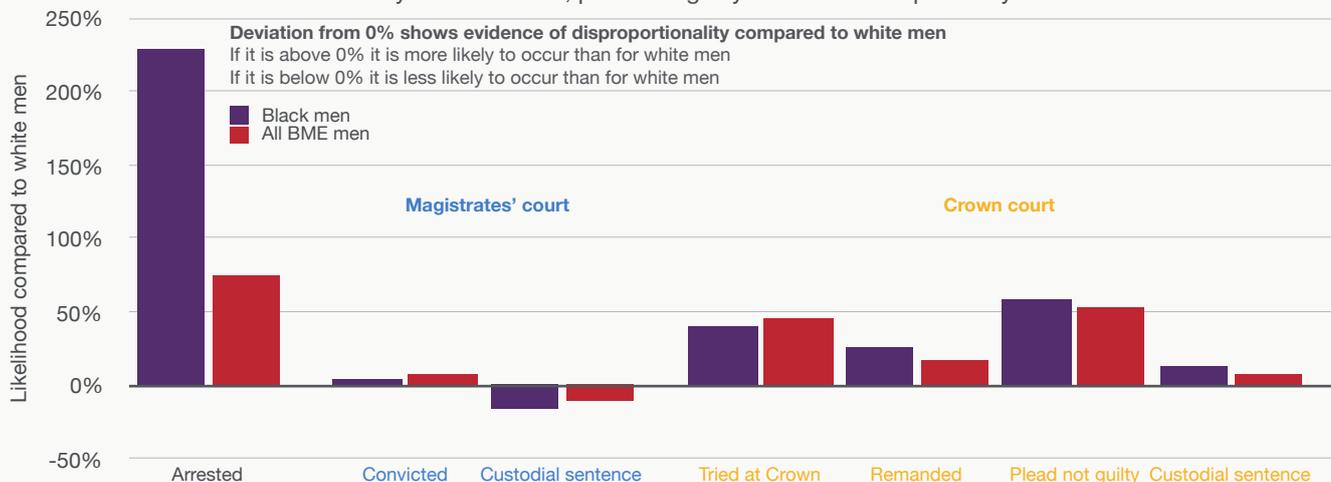
¹²² Shalev, S. and Edgar, K. (2015) Deep custody: Segregation units and close supervision centres in England and Wales, London: Prison Reform Trust and data provided by NOMS

Gypsy, Roma and Traveller prisoners

5% of prisoners say they are Gypsy, Romany or Traveller, compared to an estimated 0.1% of the general population in England.¹²³ However, “there is evidence of a possible reluctance by many prisoners to identify themselves as such.”¹²⁴

Disproportionality—a growing problem?

BME men more likely to be arrested, plead not guilty and be sent to prison by the Crown Court



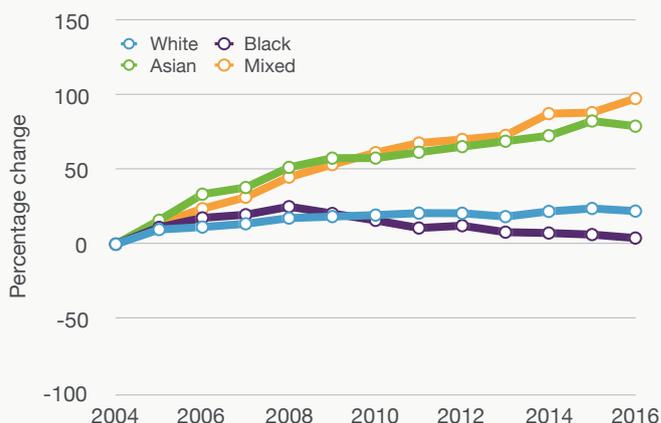
Source: Ministry of Justice (2016), Black, Asian and minority ethnic disproportionality in the criminal justice system in England and Wales

Drugs and disproportionality in arrests and the Crown Court



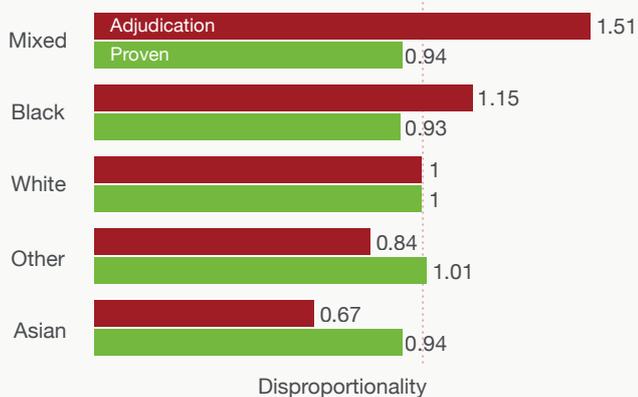
Source: Ministry of Justice (2016), Black, Asian and minority ethnic disproportionality in the criminal justice system in England and Wales

Asian and mixed ethnicity prisoner numbers have nearly doubled since 2004



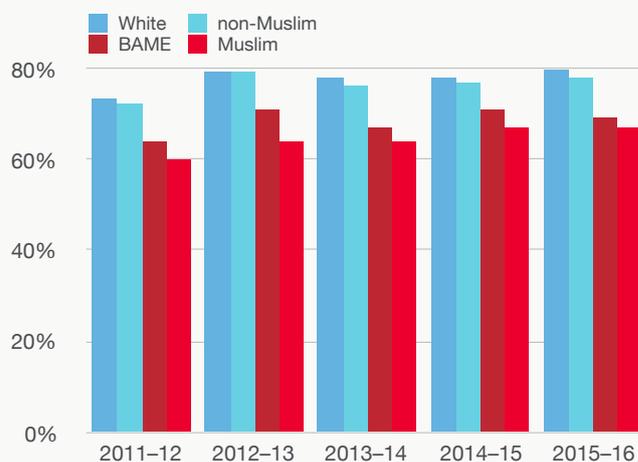
Source: Offender management statistics, Prison population 2016

Black and mixed ethnicity prisoners are more likely to get an adjudication—but less likely for it to be proven



Source: Ministry of Justice (2016), Black, Asian and minority ethnic disproportionality in the criminal justice system in England and Wales

Fewer black and minority ethnic and Muslim prisoners say that staff treat them with respect—and the gap persists



Sources: HM Chief Inspector of Prisons Annual Reports

123 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office and Irish Traveller Movement in Britain (2013) Gypsy and Traveller population in England and the 2011 Census, London: ITMB and Office for National Statistics (2013) Annual Mid-year Population Estimates, 2011 and 2012, London: ONS

124 Department for Communities and Local Government (2012), Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, London: CLG

Older people in prison

Older prisoners can be split into four main profiles, each with different needs:

Repeat prisoners. People in and out of prison for less serious offences and have returned to prison at an older age.

Grown old in prison. People sentenced for a long sentence prior to the age of 50 and have grown old in prison.

Short-term, first-time prisoners. People sentenced to prison for the first time for a short sentence.

Long-term, first-time prisoners. People sentenced to prison for the first time for a long sentence, possibly for historic sexual or violent offences.

Many experience chronic health problems prior to or during imprisonment as a result of poverty, poor diet, inadequate access to healthcare, alcoholism, smoking and other substance abuse. The psychological strains of prison life can further accelerate the ageing process.

The Prison Reform Trust, along with HMCIP, Age UK and other organisations has called for a national strategy for work with older people in prison¹²⁵, something the Justice Committee agreed with and has stated: “It is inconsistent for the Ministry of Justice to recognise both the growth in the older prisoner population and the severity of their needs and not to articulate a strategy to properly account for this.”¹²⁶

The Care Act means that local authorities now have a duty to assess and give care and support to people who meet the threshold for care and are in prisons and probation hostels in their area. However inspectors found that in many prisons too little had been done to prepare and plan for these new arrangements.

With prison sentences getting longer, people are growing old behind bars. People aged 60 and over are the fastest growing age group in the prison estate. There are now nearly triple the number there were 14 years ago.¹²⁷

15% of the prison population are aged 50 or over – 12,710 people. Of these 3,051 are in their 60s and a further 1,409 people are 70 or older.¹²⁸

On 30 June 2015 there were 134 people in prison aged 80 and over. 123 were sentenced when they were over the age of 70.¹²⁹

42% of men in prison aged over 50 have been convicted of sex offences. The next highest offence category is violence against the person (25%) followed by drug offences (11%).¹³⁰

Over a quarter (27%) of people serving indeterminate sentences are aged 50 or over. 2,257 people were serving life sentences and a further 816 were serving an Indeterminate Sentence for Public Protection (IPP).¹³¹

Treatment and conditions

As the prison population ages, more people will die of natural causes whilst in prison. 113 people aged 50 or over died of natural causes whilst in prison in 2015—more than double the number a decade ago.¹³²

Six out of 10 older prisoners (59%) report having a long-standing illness or disability. This compares with just over a quarter (27%) of younger prisoners.¹³³

¹²⁵ Prison Reform Trust and Restore Support Network (2016) Social care or systematic neglect: Older people on release from prison, London: Prison Reform Trust

¹²⁶ House of Commons Justice Committee (2013) Older Prisoners, London: HM Stationery Office.

¹²⁷ Table A1.7, Ministry of Justice (2016) Offender management statistics prison population 2016, London: Ministry of Justice

¹²⁸ Ibid.

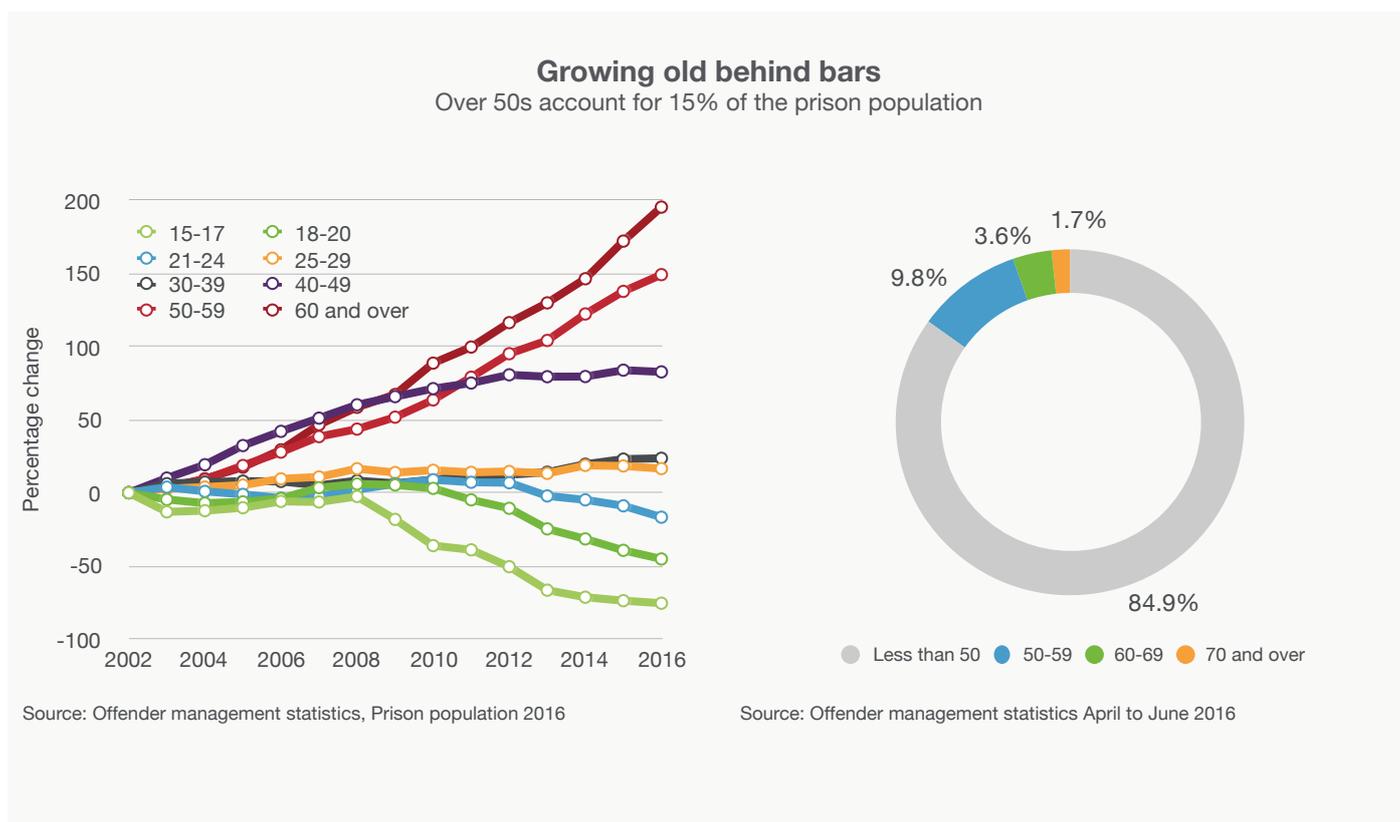
¹²⁹ House of Lords written question HL1895, 16 September 2015 and HL2447, 14 October 2015

¹³⁰ Table A1.4, Ministry of Justice (2014) Offender management statistics annual tables 2013, London: Ministry of Justice

¹³¹ Table A1.16, Ministry of Justice (2016) Offender management statistics prison population 2016, London: Ministry of Justice

¹³² Table 1.3, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice

¹³³ Omolade, S. (2014) The needs and characteristics of older prisoners: Results from the Surveying Prisoner Crime Reduction (SPCR) survey, London: Ministry of Justice



People aged 50 or older are more likely to say they had been victimised because of their disability, medication, age or the nature of their offence. However they are more positive than younger people about most aspects of prison life.¹³⁴

Older prisoners interviewed on entering prison for the first time often suffered from ‘entry shock’. This was made worse by a lack of information and an unfamiliarity with prison regimes and expectations. Delays in accessing health care and receiving medication were a particular cause of concern.¹³⁵

Resettlement

Our 2010 report, *Doing Time* found that 59 out of 92 prisons had nothing specific in place to support the resettlement needs of this group.¹³⁶

A National Institute for Health Research study found that release planning for older prisoners was frequently non-existent. The lack of information received by prisoners in preparation for their release caused high levels of anxiety. Many reported minimal or no contact from probation workers or offender managers.¹³⁷

Three out of a total of five prisons surveyed said that their health care centre helped older people to register with a GP as part of their resettlement support. However, 13 out of a total of 14 former prisoners surveyed said they had no referral to a local GP. Despite the small size of the sample, the study suggests that many older people are being released without the continuity of medical care they require.¹³⁸

The likelihood of having accommodation on release from custody decreases the older a prisoner is. In 2010–11 the proportion of positive accommodation outcomes on release from custody were lower for those aged 50–59 (81%) and 60 and over (79%) than the average of 86%.¹³⁹

¹³⁴ HM Chief Inspector of Prisons (2015) Annual Report 2014–15, London: The Stationery Office
¹³⁵ Senior, J., et al (2013) Health and social care services for older male adults in prison: the identification of current service provision and piloting of an assessment and care planning model, London: The Stationery Office
¹³⁶ Cooney, F. and Braggins, J. (2010) *Doing Time: Good practice with older people in prison – the views of prison staff*, London: Prison Reform Trust
¹³⁷ Senior, J., et al (2013) Health and social care services for older male adults in prison: the identification of current service provision and piloting of an assessment and care planning model, London: The Stationery Office
¹³⁸ Prison Reform Trust and Restore Support Network (2016) *Social care or systematic neglect: Older people on release from prison*, London: Prison Reform Trust
¹³⁹ Prison Reform Trust, information from NOMS Equality Group, 9 November 2011

Life and indeterminate sentences

Increasing numbers of people in prison don't know if, or when, they might be released. Indeterminate sentences account for 15% of the sentenced prison population, up from 9% in 1993.¹⁴⁰

England and Wales have more than twice as many people serving indeterminate sentences than France, Germany and Italy combined—the highest in Europe by a significant margin.¹⁴¹

11,178 people are currently in prison serving an indeterminate sentence.¹⁴²

They must serve a minimum period in prison, set by the courts, before they can be considered for release by the Parole Board.

However, the Parole Board is under continued pressure to hold more hearings following a 2013 Supreme Court judgement. The number of completed oral hearings has nearly doubled in five years.¹⁴³

The cases of 2,093 people are still awaiting a decision from the Parole Board—potentially delaying their release. It is planning to reduce this to 1,200 by December 2017.¹⁴⁴

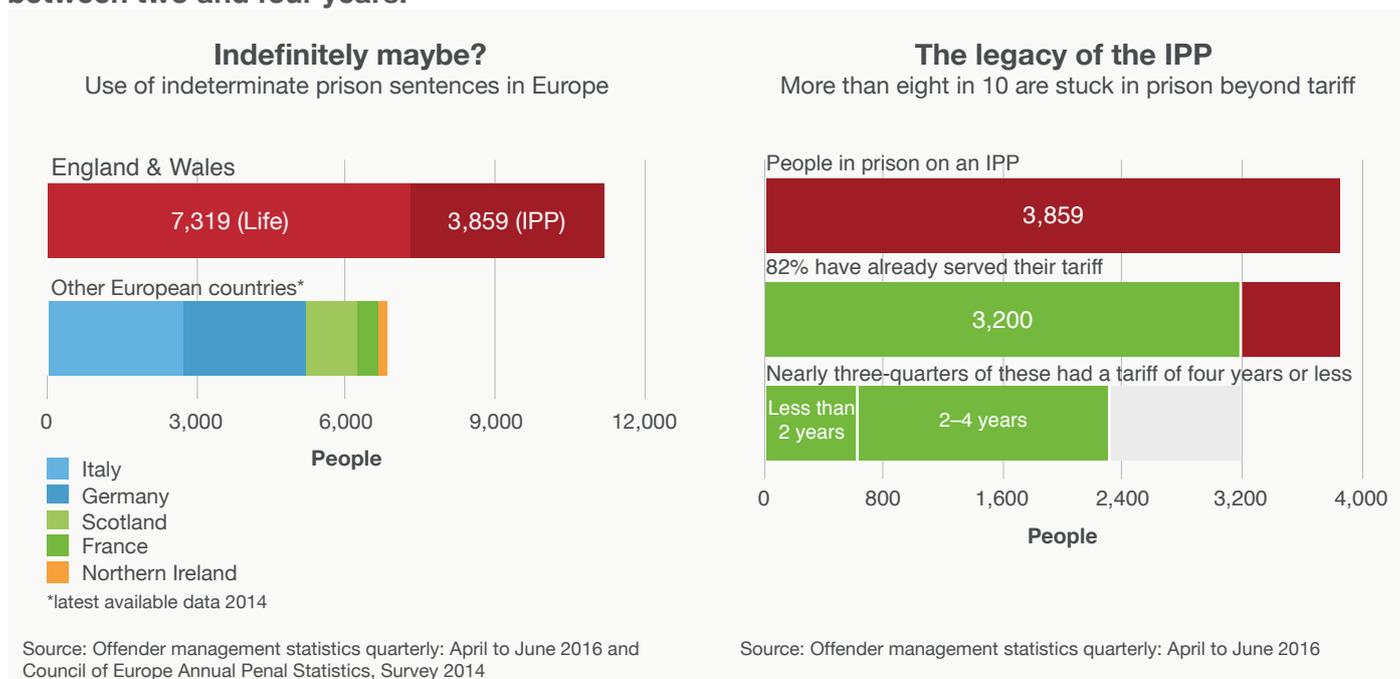
Despite this, there is evidence that the backlog has begun to fall. The number of oral hearings listed each month has risen from 440 in 2013 to in excess of 700 in 2015.¹⁴⁵

Indeterminate Sentence for Public Protection (IPP)

Despite its abolition in 2012 there are still 3,859 people in prison serving an IPP sentence who have yet to be released. A further 662 people have been recalled to custody following their release.¹⁴⁶

Over four-fifths (83%) are still in prison despite having passed their tariff expiry date—the minimum period they must spend in custody and considered necessary to serve as punishment for the offence.¹⁴⁷

16% of people currently serving an IPP have a tariff of less than two years, and 43% have a tariff of between two and four years.¹⁴⁸



140 Table 1.1, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice and Ministry of Justice (2013) Story of the prison population: 1993–2012 England and Wales, London: Ministry of Justice

141 Table 7, Aebi, M., et al. (2016) Council of Europe Annual Penal Statistics, Survey 2014, Strasbourg: Council of Europe

142 Table 1.9a, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

143 Parole Board (2016) Annual report and accounts 2015/16, London: The Stationery Office

144 HM Inspectorate of Prisons (2016) Unintended consequences: Finding a way forward for prisoners serving sentences of imprisonment for public protection, London: HMIP

145 Parole Board (2016) Annual report and accounts 2015/16, London: The Stationery Office

146 Table 1.9a, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

147 Ibid.

148 Ibid.

634 people are still in prison despite being given a tariff of less than two years—222 have served between eight and 10 years beyond their original tariff, still held in prison.¹⁴⁹

However, the rate of release for IPP prisoners has increased sharply in the past year. In 2015 for every 1,000 people serving an IPP sentence 122 were released.¹⁵⁰

The Lord Chancellor has the power to change the release test for IPP prisoners—but this power has yet to be used.¹⁵¹

“[T]he time has now come, indeed has long since passed, for the Lord Chancellor to exercise the power he has been given...If these prisoners were being sentenced today they would be given a determinate sentence...at the end of which they would be released...those serving these sentences should, so far as possible, be brought into line with what would be lawful now.”¹⁵²

Lord Lloyd, former law lord

Life sentences

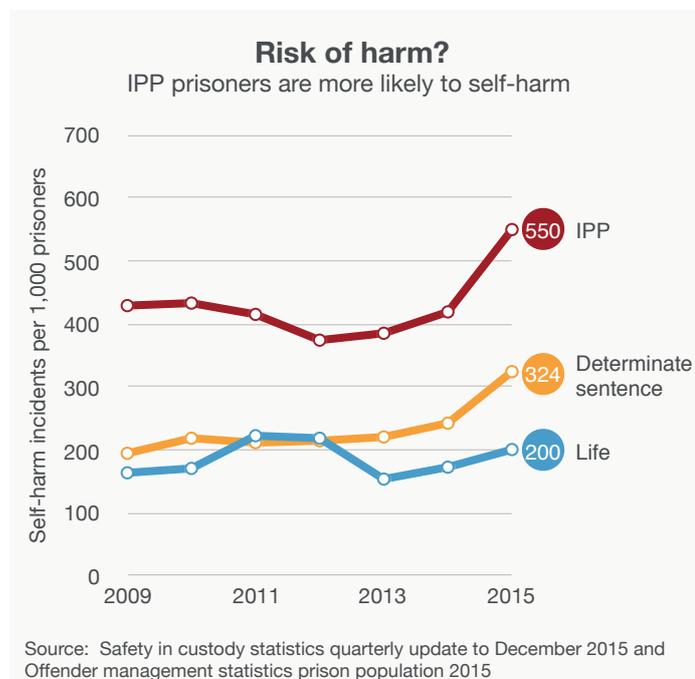
7,319 people are currently in prison serving a life sentence. Over half (53%) had a tariff of 10–20 years, nearly a quarter (24%) had up to 10 years and a one-in-five (21%) had 20 years or more.¹⁵³

Nearly a third (31%) of people currently in prison on a life sentence have already served their minimum tariff.¹⁵⁴

People serving mandatory life sentences are spending more of their sentence in prison. On average they spend 17 years in custody, up from 13 years in 2001.¹⁵⁵

Judges are also imposing longer tariff periods.¹⁵⁶ The average minimum term imposed for murder rose from 12.5 years in 2003 to 21 years in 2013.¹⁵⁷

Lifers continue to serve their sentence on release from prison for the rest of their lives. They are subject to monitoring and restrictions and can be returned to custody at any point if they break the terms of their licence.



There are currently 56 people serving a whole life sentence—they are unlikely to ever be released.¹⁵⁸

Inspectors found it was often harder for men on life sentences to access courses, particularly sex offenders, as many were only run for determinate sentence prisoners. Spaces were also often taken by IPP prisoners who were treated as a higher priority especially if they were beyond tariff.¹⁵⁹

The vast majority of life sentenced prisoners are successfully integrated back into the community on release. 3.5% of those sentenced to a mandatory life sentence reoffended on release, compared to 46% of the overall prison population.¹⁶⁰

149 Table 1.9b, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

150 Table A3.3, Ministry of Justice (2016) Offender management statistics annual tables 2015, London: Ministry of Justice and Table A1.15, Ministry of Justice (2016) Offender management statistics prison population 2016, London: Ministry of Justice

151 Legal Aid, Sentencing and Punishment of Offenders Act 2012, Section 128

152 Lloyd, A. (2014) Speech to the Bingham Centre for the Rule of Law, 4 March 2014, available at http://www.biicl.org/files/6855_speech_delivered_by_lord_lloyd_of_berwick_4_mar_2014.pdf

153 Table 1.9a, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

154 Ibid.

155 Table A3.3, Ministry of Justice (2016) Offender management statistics annual tables 2015, London: Ministry of Justice and Table A3.5, Ministry of Justice (2014) Offender management statistics annual tables 2010, London: Ministry of Justice

156 Criminal Justice Joint Inspection (2013) A joint inspection of life sentenced prisoners, London: HM Inspectorate of Probation

157 Ministry of Justice (2014) Freedom of Information request 89346, accessed on 30 September 2015, London: Ministry of Justice

158 Table 1.9a, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

159 Criminal Justice Joint Inspection (2013) A joint inspection of life sentenced prisoners, London: HM Inspectorate of Probation

160 Table C2a, Ministry of Justice (2016) Proven reoffending statistics: January to December 2014, London: Ministry of Justice

People with learning disabilities and difficulties

People with learning disabilities or difficulties are discriminated against personally, systemically and routinely as they enter and travel through the criminal justice system. They are frequently excluded from elements of the prison regime including opportunities to address their offending behaviour.¹⁶¹

Following a review by Lord Bradley of people with mental health and learning disabilities in the criminal justice system, and his subsequent report (The Bradley Report, 2009), the government invested in liaison and diversion services in police custody suites and the criminal courts. Liaison and diversion services help to identify people with mental health and learning disabilities, autism and other needs as early as possible as they enter the criminal justice system. Information from liaison and diversion services helps to inform criminal justice decision making and referrals into local services, as appropriate, including diversion away from the criminal justice system.

A joint inspection of the treatment of offenders with learning disabilities, published in 2015, found that improvements to services for this group have been limited and slow to implement; there was evidence that many prisons and probation trusts were either unaware of or unwilling to implement National Offender Management Service instructions and the Equality Act 2010, with probation and prison leaders often unclear of their statutory duty to make reasonable adjustments to services for people with a disability.

The Care Act 2014 places a duty on local authorities to assess the social care needs of prisoners and people living in probation hostels and, where eligible needs are identified, to ensure the necessary care and support is provided. While there are examples of promising practice, progress has been slow.

20–30% of people in prison have learning disabilities or difficulties that interfere with their ability to cope with the criminal justice system.¹⁶² However, inspectors found that people with learning disabilities or difficulties are not identified adequately.¹⁶³

7% of people in contact with the criminal justice system have a learning disability—this compares with only 2% of the general population.¹⁶⁴

Inspectors found that “little thought was given to the need to adapt regimes to meet the needs of prisoners with learning disabilities who may find understanding and following prison routines very difficult.”¹⁶⁵

Prisoners with learning disabilities or difficulties are more likely than other prisoners to have broken a prison rule; they are five times as likely to have been subject to control and restraint, and around three times as likely to report having spent time in segregation.¹⁶⁶

Prisoners with learning disabilities or difficulties were almost three times as likely as other prisoners to have clinically significant anxiety or depression—many were both anxious and depressed.¹⁶⁷

Over half of prison staff believe that prisoners with learning disabilities or difficulties are more likely to be victimised and bullied than other prisoners.¹⁶⁸ Over half of such prisoners say they had been scared while in prison and almost half say they have been bullied or that people have been nasty to them.¹⁶⁹

Despite isolated good practice, for example at HMPs Parc and Littlehey, inspectors found that there has been a lack of focus and leadership from central government which has meant that little discernible progress has been made in improving the lives of this vulnerable group of offenders.¹⁷⁰

161 Talbot, J. (2008) Prisoners' Voices: Experiences of the criminal justice system by prisoners with learning disabilities and difficulties, London: Prison Reform Trust

162 Loucks, N. (2007) No One Knows: Offenders with Learning Difficulties and Learning Disabilities. Review of prevalence and associated needs, London: Prison Reform Trust

163 Criminal Justice Joint Inspection (2015) A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system—phase two in custody and the community, London: HM Inspectorate of Prisons

164 NHS England (2016) Strategic direction for health services in the justice system: 2016–2020, London: NHS England

165 Criminal Justice Joint Inspection (2015) A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system—phase two in custody and the community, London: HM Inspectorate of Prisons

166 Talbot, J. (2008) Prisoners' Voices: Experiences of the criminal justice system by prisoners with learning disabilities and difficulties, London: Prison Reform Trust

167 Ibid.

168 Talbot, J. (2007) No One Knows: Identifying and supporting prisoners with learning difficulties and learning disabilities: the views of prison staff, London: Prison Reform Trust

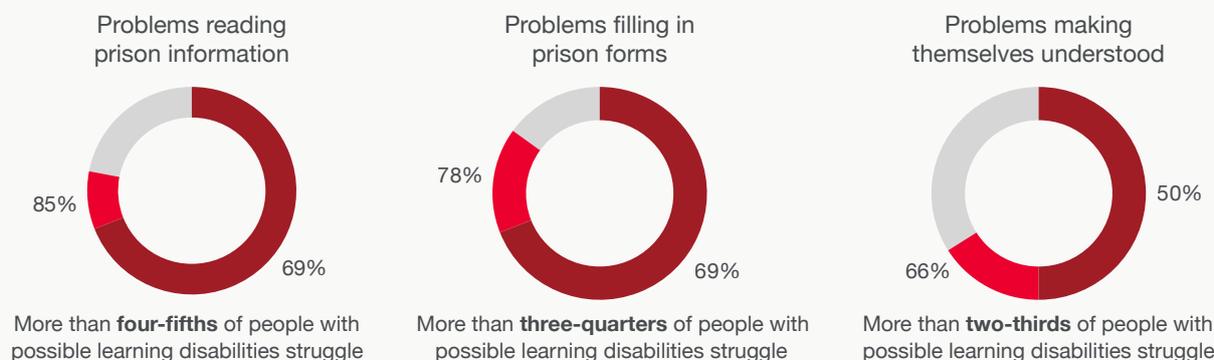
169 Talbot, J. (2008) Prisoners' Voices: Experiences of the criminal justice system by prisoners with learning disabilities and difficulties, London: Prison Reform Trust

170 Criminal Justice Joint Inspection (2015) Criminal Justice Joint Inspection of the treatment of offenders with learning disabilities in the criminal justice system, London: HMIP

Learning disabilities and difficulties in prisons

Struggling to understand and be understood

● Learning difficulties and disabilities ● Learning disabilities



Source: Prison Reform Trust, Prisoners' Voices: Experiences of the criminal justice system by prisoners with learning disabilities and difficulties

The government has invested £75m in liaison and diversion services in police custody suites and the criminal courts.¹⁷¹

There is 53% population coverage of liaison and diversion services across England, which will rise to 75% by 2018—full roll out of services should be achieved by 2020–21.¹⁷²

People who were referred valued liaison and diversion workers. They provided reassurance during a distressing time, giving practical support for referrals into local services as well as advocacy.¹⁷³

There was also a small but significant increase in the number and proportion of adults offered appointments with learning disability services and support for financial need.¹⁷⁴

An independent review found that “significant progress has been made towards achieving the vision laid out in The Bradley Report. The Crisis Care Concordat, the National Liaison and Diversion Development Programme...and Street Triage pilots are considerable achievements”.¹⁷⁵

However, it repeated Lord Bradley’s call for mental health and learning disability awareness training for all frontline criminal justice and health staff, which should be regularly updated.¹⁷⁶

To ensure the government’s proposals for a national roll-out of liaison and diversion services across England are fully implemented, the Prison Reform Trust and the National Federation of Women’s Institutes formed the Care not Custody coalition. As of September 2016 the coalition comprises 35 allied professional groups and charities representing almost two million people across the health, social care and justice sectors and wider civic society.

In 2013 the Welsh Government published policy implementation guidance for Criminal Justice Liaison Services in Wales. A survey in 2016 found some local innovative practice but that understanding of the service, availability of provision and collaboration varied across Wales. Service improvements will be taken forward as part of the Welsh Government’s delivery plan for Together for Mental Health.¹⁷⁷

¹⁷¹ Department of Health website, accessed on 21 April 2015, available at <https://www.gov.uk/government/news/extra-funding-for-mental-health-nurses-to-be-based-at-police-stations-and-courts-across-the-country>

¹⁷² Ibid.

¹⁷³ Disley, E., et al. (2016) Evaluation of the offender liaison and diversion trial schemes, Cambridge: RAND

¹⁷⁴ Ibid.

¹⁷⁵ Durcan, G., et al. (2014) The Bradley report five years on: an independent review of progress to date and priorities for further development, London: Centre for Mental Health

¹⁷⁶ Ibid.

¹⁷⁷ Correspondence between the Prison Reform Trust, Welsh Government, Department of Health and Social Services

Foreign nationals in prison

The term ‘foreign national prisoner’ encompasses many different people. People may have come to the UK as children with parents, or are second generation: often from former colonies, asylum seekers or people who have been given indefinite leave to remain as refugees, European and European Economic Area nationals or Irish nationals, trafficked persons or people who would be persecuted if they returned to their country of origin, people who were entering or leaving the UK, on false documents, and were arrested at port of entry/exit, those who have entered the UK illegally or were in the UK as students, visitors or workers who have got involved in the criminal justice system.

All foreign national prisoners who have been sentenced to a period of imprisonment of 12 months or more are subject to automatic deportation from the UK unless they fall within defined exceptions. People contesting their deportation because they have family in the UK are no longer entitled to legal aid.

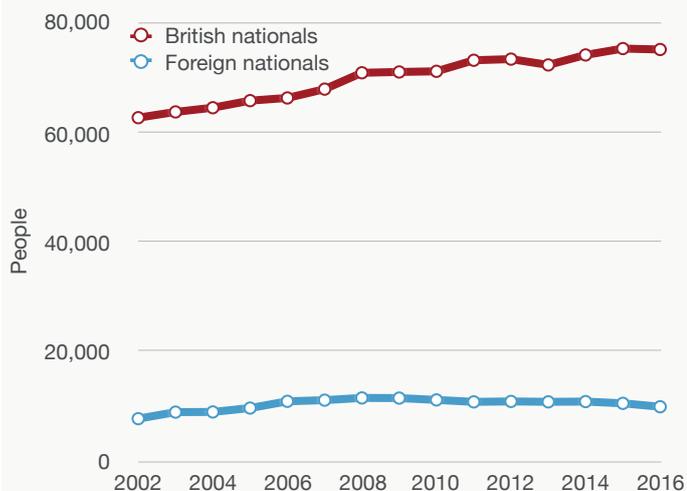
The United Kingdom has prisoner transfer arrangements with over 100 countries and territories. The majority of arrangements however are voluntary agreements which require the consent of both states involved, as well as that of the prisoner concerned, before transfer can take place. However transfers within the EU, and to Nigeria and Albania can take place without the consent of the prisoner; the implications of the decision to leave the EU on the transfer agreement are as yet unclear. The government signed a transfer agreement with Jamaica in September 2015 and will provide £25m from the aid budget to help fund the construction of a new 1500-place prison.

People who have served their sentence but are not UK nationals can be held in prison after their sentence has finished, released or moved to an immigration detention centre.

The Legal Aid, Sentencing and Punishment of Offenders Act introduced a new Tariff Expired Removal Scheme (TERS) for indeterminate foreign national prisoners. The scheme allows indeterminate foreign national prisoners, who are confirmed by UK Visas and Immigration to be liable for removal from the UK, to be removed from prison and the country upon, or any date after, the expiry of their tariff without reference to the Parole Board. TERS is mandatory; all indeterminate foreign national prisoners who are liable must be considered for removal under the scheme.

Foreign nationals—a growing problem?

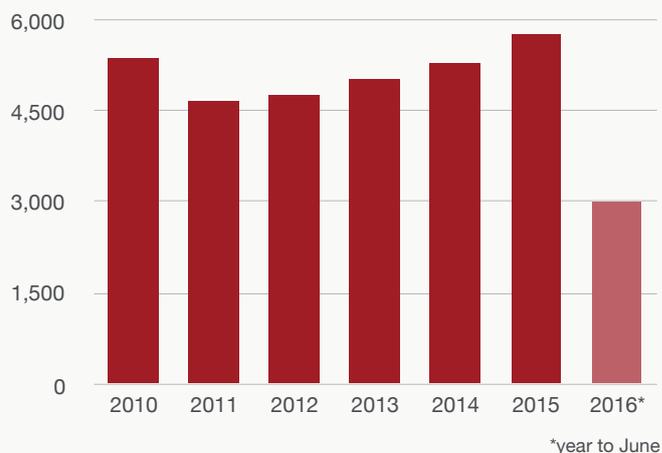
numbers are falling...slowly



Source: Offender management statistics, Prison population 2016

Deportations on the rise

More than 29,000 people deported since 2010



Source: Immigration statistics, April to June 2016

Foreign nationals (non-UK passport holders) currently make up 12% of the prison population in England and Wales. On 30 June 2016 there were 9,980 foreign nationals in prison.¹⁷⁸

Foreign national prisoners come from 172 countries—but over half are from nine countries (Poland, Ireland, Romania, Albania, Jamaica, Lithuania, Pakistan, India and Somalia).¹⁷⁹

There was a rapid increase in foreign national prisoners between 2002–08. Numbers rose by nearly 50%, compared with a 13% increase in British nationals. Since then, numbers have very steadily fallen.¹⁸⁰

11% of women in prison are foreign nationals.¹⁸¹ Some are known to have been coerced or trafficked into offending.¹⁸²

Three-quarters of foreign nationals entering prison to serve a sentence in 2015 were sent there for non-violent offences.¹⁸³

Foreign nationals accounted for nearly 20% of self-inflicted deaths investigated by the Prisons and Probation Ombudsman in 2015–16.¹⁸⁴

Removal and deportation

822 people are not serving criminal sentences but are held administratively under Immigration Act powers in Immigration Removal Centres.¹⁸⁵

More than 29,000 foreign national offenders have been removed from the UK since 2010.¹⁸⁶ 5,891 of these were removed in the year ending June 2016.¹⁸⁷

The average number of days taken to remove a foreign national offender is currently 121 days— however many people are detained for considerably longer.¹⁸⁸

100 people are still in detention after a year or more, awaiting deportation.¹⁸⁹

Immigration detainees

427 people were still held in prison at the end of June 2016 under immigration powers, despite having completed their custodial sentence.¹⁹⁰

People held in Immigration Removal Centres are entitled access to mobile phones, the internet, legal advice and additional safeguards.¹⁹¹

The European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment, has stated that holding immigration detainees in prison is “fundamentally flawed”.¹⁹² A 2013 inspection of HMP Pentonville found that it was not a suitable environment to hold immigration detainees.¹⁹³

An inspection of HMP Wormwood Scrubs found a man still in prison 18 months after completing his sentence.¹⁹⁴

Over £18m has been awarded in compensation for the unlawful detention of foreign nationals since 2011.¹⁹⁵

178 Table 1.7, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

179 Ibid.

180 Table A1.11, Ministry of Justice (2016) Offender management statistics, Prison population 2016, London: Ministry of Justice.

181 Table 1.7, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

182 Hales, L. and Gelsthorpe, L. (2012) The criminalisation of migrant women, Cambridge: University of Cambridge

183 House of Commons written question 36554, 11 May 2016

184 Prisons and Probation Ombudsman (2016) Annual report 2015–16, London: PPO

185 Table A1.13, Ministry of Justice (2016) Offender management statistics, Prison population 2016, London: Ministry of Justice

186 House of Commons written question 35472, 25 April 2016

187 Home Office, Immigration statistics, April to June 2016, available at

<https://www.gov.uk/government/publications/immigration-statistics-april-to-june-2016/returns#foreign-national-offenders>

188 Table FNO_10, Home Office (2016) Immigration Enforcement data: August 2016, London: Home Office

189 Table FNO_6, Ibid.

190 Home Office, Immigration statistics, April to June 2016, available at

<https://www.gov.uk/government/publications/immigration-statistics-april-to-june-2016/detention#immigration-detainees-in-prisons>

191 Ibid.

192 European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (2013) CPT Standards, Strasbourg: Council of Europe

193 HM Inspectorate of Prisons (2013) Report on a full unannounced inspection of HMP Pentonville, London: HMIP

194 HM Chief Inspector of Prisons (2015) Annual Report 2014–15, London: The Stationery Office

195 House of Commons Home Affairs Committee (2016) The work of the immigration directorates (Q4 2015), London: The Stationery Office

Women in prison

Women are a minority within the criminal justice system, accounting for around 15% of the probation caseload and less than 5% of the prison population. The drivers to their offending differ significantly from men's and they often have more complex needs.

A series of inquiries and reports in recent decades have all concluded that prison is rarely a necessary, appropriate or proportionate response to women who get caught up in the criminal justice system. It is nearly ten years since the influential Corston Report on women in contact with the criminal justice system.

The House of Commons Justice Committee, following its inquiry into women offenders, concluded that "prison is an expensive and ineffective way of dealing with many women offenders who do not pose a significant risk of harm to public safety" and called for "a significant increase in residential alternatives to custody as well as the maintenance of the network of women's centres" seen as "more effective, and cheaper...than short custodial sentences".

Ministers in England, Wales and Scotland have all recently committed to reducing women's imprisonment. For data on women in Scotland and Northern Ireland please see pages 53 and 57.

Use of custody

The number of women in prison nearly trebled between 1993 and 2005. Numbers have started slowly to reduce, but there are still nearly 2,300 more women in prison today than there were in 1993.¹⁹⁶

On 25 November 2016 there were 3,921 women in prison in England and Wales.¹⁹⁷ 8,562 women were sent to prison in the year to June 2016, either on remand or to serve a sentence.¹⁹⁸

Yet most women entering prison under sentence (84%) have committed a non-violent offence.¹⁹⁹

Theft offences accounted for half of all custodial sentences given to women in 2015.²⁰⁰

More women were sent to prison in the year to June 2016 to serve a sentence for theft than for violence against the person, robbery, sexual offences, fraud, drugs, and motoring offences combined.²⁰¹

As a result, most women entering prison serve very short sentences. 70% of sentenced women entering prison in the year to June 2016 were serving six months or less.²⁰² This has grown significantly since 1993 when only a third of women were given these very short sentences.²⁰³

Rehabilitation and resettlement

48% of women are reconvicted within one year of leaving prison. This rises to 61% for sentences of less than 12 months and to 78% for women who have served more than 11 previous custodial sentences.²⁰⁴

The number of women recalled to custody whilst under supervision following their release has increased by over four-fifths (82%) since the end of 2014. 1,379 women were recalled in the year to June 2016.²⁰⁵

Women released from prison are more likely to reoffend, and reoffend earlier, than those serving community sentences.²⁰⁶

Women are often inadequately prepared for release from prison. Just 8.5% of women leaving prison secured employment. For men the proportion was 26.2%.²⁰⁷

¹⁹⁶ Table A1.2, Ministry of Justice (2016) Offender management statistics prison population 2016, London: Ministry of Justice and Table 1.1, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

¹⁹⁷ Ministry of Justice (2016) Population and capacity briefing for Friday 17 June 2016, London: Ministry of Justice

¹⁹⁸ Table 2.1, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

¹⁹⁹ Table 2.4b, Ibid.

²⁰⁰ Ministry of Justice (2016) Criminal justice statistics quarterly December 2015, Sentencing data tool, London: Ministry of Justice

²⁰¹ Table 2.4b, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

²⁰² Table 2.1, Ibid.

²⁰³ Hedderman, C. (2012) Empty cells or empty words, government policy on reducing the number of women going to prison, London: Criminal Justice Alliance

²⁰⁴ Table 6.07, 6.09 and 6.10, Ministry of Justice (2016) Women and the criminal justice system 2015, London: Ministry of Justice

²⁰⁵ Table 5.2, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice and Offender management statistics quarterly: October to December 2015

²⁰⁶ Hedderman, C. and Jolliffe, D. (2015) The Impact of Prison for Women on the Edge: Paying the Price for Wrong Decisions, Victims & Offenders: An International Journal of Evidence-based Research, Policy, and Practice. 10 (2), 152–178

²⁰⁷ Table 2, Ministry of Justice (2013) NOMS Offender equalities annual report 2012–13, London: Ministry of Justice

Women are more likely to successfully complete their community sentence or licence period on release than men—95% of women compared with 76% of men.²⁰⁸

Family

Family contact can help reduce the risk of reoffending on release.²⁰⁹ Keeping in touch with loved ones is often made more difficult by being held in prison, many miles away from home. The average distance for women is 64 miles, but is often significantly more.²¹⁰

It is estimated that more than 17,240 children were separated from their mother in 2010 by imprisonment.²¹¹

35 babies were held in prison in a mother and baby unit (MBU) in March 2016.²¹² Whilst Prime Minister, David Cameron committed to finding alternative ways of dealing with women offenders with babies.²¹³

Applications for admission to an MBU were only successful in 63% of cases where a board made a decision. 64 women moved into a unit in 2015–16.²¹⁴

Abuse and trauma

53% of women in prison reported experiencing emotional, physical or sexual abuse as a child, compared to 27% of men.²¹⁵

46% of women in prison report having attempted suicide at some point in their lifetime. This is twice the rate of men (21%) and more than seven times higher than the general population (6%).²¹⁶

Women accounted for 21% of all incidents of self-harm in prison in the year to June 2016 despite representing just 5% of the total population. Whilst this is lower than it has been historically, rates of self-harm amongst women have once again started to rise and remain significantly higher than for men.²¹⁷

There were eight self-inflicted deaths of women in prisons in England and Wales in the year to September 2016—the highest number since 2007, when Baroness Corston published her report following the deaths of six women at HMP Styal within a 13-month period.²¹⁸

Addictions

More than half (59%) of women in prison who drank in the four weeks before custody thought they had a problem with alcohol. 52% thought their drinking was out of control, and 41% wished they could stop.²¹⁹

58% of women report having used Class A drugs in the four weeks before custody—compared with 43% of men.²²⁰

Nearly half of women report needing help with a drug problem on entry to prison—compared with nearly three in 10 men.²²¹

Substance abuse treatment programmes, particularly when delivered in prison, can reduce women's offending.²²² However the number of women starting and completing substance misuse programmes fell by 92% and 89% respectively between 2009–10 and 2014–15.²²³

Nearly half of women (48%) and just over one-fifth of men (22%), reported having committed offences to support someone else's drug use.²²⁴

208 Ministry of Justice (2014) National Offender Management Service offender equalities annual report 2013/14, London: Ministry of Justice

209 Criminal Justice Joint Inspection (2014) Resettlement provision for adult offenders: Accommodation and education, training and employment, London: HM Inspectorate of Prisons

210 Women in Prison (2015) State of the Estate: Women in Prison's report on the women's custodial estate (2nd edition), London: Women in Prison

211 Wilks-Wiffen, S. (2011) Voice of a Child, London: Howard League for Penal Reform

212 Table 6.1, Ministry of Justice (2016) Prison performance statistics 2015 to 2016, London: Ministry of Justice

213 Cameron, D. (2016) Prison reform: Prime Minister's speech, available at <https://www.gov.uk/government/speeches/prison-reform-prime-ministers-speech>

214 Table 6.1, Ministry of Justice (2016) Prison performance statistics 2015 to 2016, London: Ministry of Justice

215 Ministry of Justice (2012) Prisoners' childhood and family backgrounds, London: Ministry of Justice

216 Light, M., et al. (2013) Gender differences in substance misuse and mental health amongst prisoners, London: Ministry of Justice

217 Table 3, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice

218 Table 2, Ibid. and Corston, J (2007) A report by Baroness Jean Corston of a review of women with particular vulnerabilities in the criminal justice system, London: Home Office

219 Tables A28, A24 and A27, Light, M., et al. (2013) Gender differences in substance misuse and mental health amongst prisoners, London: Ministry of Justice

220 Light, M., et al. (2013) Gender differences in substance misuse and mental health amongst prisoners, London: Ministry of Justice

221 Ibid.

222 Stewart, L. (2015) Effective interventions for Women offenders: A Rapid Evidence Assessment, London: National Offender Management Service

223 Tables 2.7 and 2.8, Ministry of Justice (2015) Accredited programmes bulletin 2014–15, London: Ministry of Justice

224 Light, M. et al. (2013) Gender differences in substance misuse and mental health amongst prisoners, London: Ministry of Justice

Social characteristics of male and female prisoners

| Characteristic | Men | Women |
|--|-----|-------|
| Have experienced emotional, physical or sexual abuse | 27% | 53% |
| Committed their offence in order to support the drug use of someone else | 22% | 48% |
| Serving a prison sentence for a non-violent offence | 71% | 81% |
| Have no previous convictions | 12% | 26% |
| Have spent time in local authority care | 24% | 31% |
| Have symptoms indicative of psychosis | 15% | 25% |
| Have attempted suicide at some point | 21% | 46% |

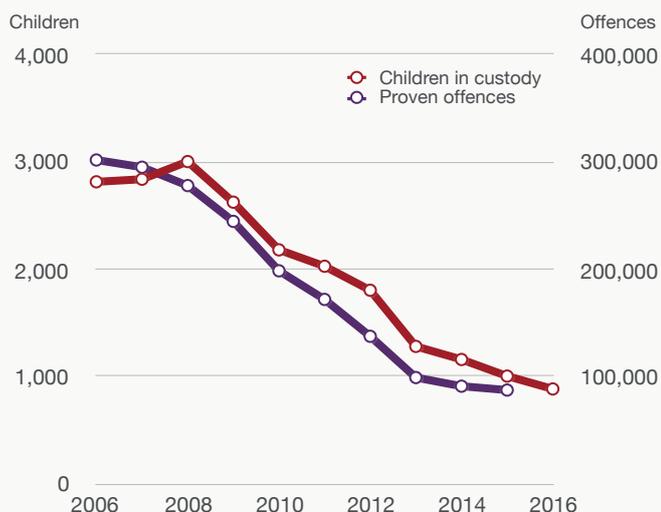
Sources:

Light, M., et al. (2013) Gender differences in substance misuse and mental health amongst prisoners, London: Ministry of Justice
 Ministry of Justice (2012) Prisoners' childhood and family backgrounds, London: Ministry of Justice
 Table 2.2b, Ministry of Justice (2013) Offender management statistics quarterly, January to March 2013, London: Ministry of Justice
 Tables A1.28 and A1.29, Ministry of Justice (2012) Offender Management Caseload Statistics 2011, London: Ministry of Justice
 Ministry of Justice (2012) Prisoners' childhood and family backgrounds, London: Ministry of Justice
 Light, M., et al. (2013) Gender differences in substance misuse and mental health amongst prisoners, London: Ministry of Justice
 Ibid.

Children in prison

Prison works?

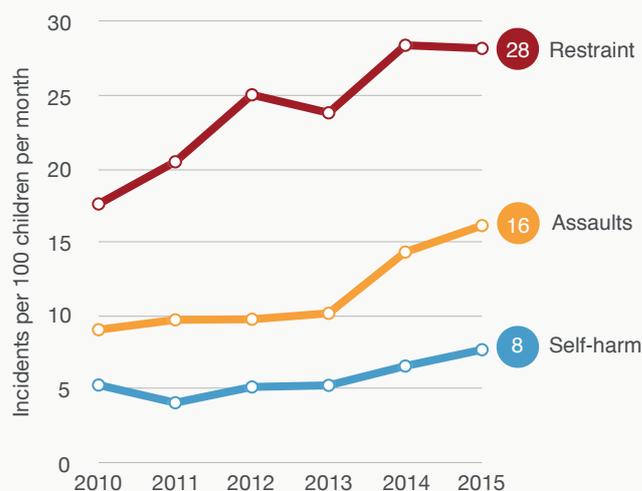
Child custody has dropped significantly—and so has offending



Source: Youth Justice Board Monthly youth custody report March 2016 and Youth Justice Statistics 2014–15

Falling numbers—but declining safety

Restraint, assaults and self-harm amongst children rising



Source: Youth justice statistics 2014 to 2015

Children in prison

Use of custody

The number of children (under-18s) in custody has fallen by 71% in the last decade.²²⁵ They are also committing fewer crimes—with proven offences down by 71% from their peak in 2006.²²⁶

At the end of September 2016 there were 877 children in custody in England and Wales. 36 children were aged 14 or younger.²²⁷

29% of children in custody in 2014–15 were there for non-violent crimes.²²⁸

Boys account for 97% of the children in custody. The number of girls in custody has fallen from around 240 in 2005 to fewer than 30 in 2016.²²⁹

Fewer than 1% of all children in England are in care,²³⁰ but they make up nearly two-fifths of children in secure training centres (39%) and young offender institutions (37%).²³¹

Children in care were six times more likely to be sanctioned for an offence than children in the general population in 2014.²³² The gap is widening; in 2010 it was more than two and a half times more likely.²³³

More than two-fifths (44%) of children in custody are from a black or minority ethnic background. The drop in youth custody has not been as significant for black or minority ethnic children—in 2008 they accounted for a quarter (26%).²³⁴

22% of children held in young offender institutions identified themselves as Muslim. 5% said that they were foreign nationals.²³⁵

12% of children in secure training centres (STCs) said they were Gypsy, Romany or Traveller—nearly a hundred times greater than the estimated proportion in the general population. A further 7% of children in young offender institutions (YOIs) also said they were.²³⁶

Nearly a third (32%) of children remanded in custody were subsequently acquitted in the year to March 2015. A further third (34%) were given a non-custodial sentence.²³⁷

Safety in custody

Nearly half of children (46%) in YOIs said they had felt unsafe at some point, the highest figure ever recorded by inspectors. Inspectors found that for too many children in custody, violence, bullying and intimidation are a regular feature of life.²³⁸

Outcomes for children in STCs had also deteriorated during 2015–16. Rainsbrook was inspected twice due to significant failings identified during the first inspection that brought into question whether the centre could hold children safely.²³⁹

The situation at Rainsbrook did not appear to be unique. Following allegations made in a BBC TV programme, a team of inspectors made an unscheduled visit to Medway in January 2016. The National Offender Management Service took over the running of Medway from G4S in July 2016.²⁴⁰

Rates of self-harm amongst children in custody continue to rise. There were 7.7 incidents of self-harm per 100 children in the year to March 2015, a rise of 48% since 2013. On average there were 110 incidents of self-harm per month, involving 57 young people.²⁴¹

²²⁵ Table 1, Youth Justice Board (2016) Monthly youth custody report—September 2016, London: Ministry of Justice

²²⁶ Table 4.2, Ministry of Justice (2016) Youth Justice Statistics 2014–15 England and Wales, London: Ministry of Justice

²²⁷ Table 1 and 8, Youth Justice Board (2016) Monthly youth custody report—September 2016, London: Ministry of Justice

²²⁸ Table 7.5a, Ministry of Justice (2016) Youth Justice Statistics 2014–15 England and Wales, London: Ministry of Justice

²²⁹ Table 7, Youth Justice Board (2016) Monthly youth custody report—September 2016, London: Ministry of Justice

²³⁰ Department for Education (2015) Children looked after in England year ending 31 March 2015, London: DfE and Table MYE2, Office for National Statistics (2015) Population Estimates for UK, England and Wales, Scotland and Northern Ireland, mid-2014, London: ONS

²³¹ Appendix A2 and B2, HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

²³² Table 11, Department for Education (2016) Children looked after in England including adoption: 2014 to 2015, London: DfE

²³³ Table 7.1, Department for Education (2010) Outcomes for Children Looked After by Local Authorities in England, as at 31 March 2010, London: DfE

²³⁴ Table 1 and 6, Youth Justice Board (2016) Monthly youth custody report—September 2016, London: Ministry of Justice

²³⁵ HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

²³⁶ Ibid. and HM Inspectorate of Prisons (2015) Children in Custody 2014–15, London: HM Stationery Office

²³⁷ Table 6.5a, Ministry of Justice (2016) Youth justice statistics 2014 to 2015, London: Ministry of Justice

²³⁸ HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

²³⁹ Ibid.

²⁴⁰ Ibid.

²⁴¹ Table 8.3, Ministry of Justice (2016) Youth justice statistics 2014 to 2015, London: Ministry of Justice

Assault rates amongst children in custody are rising. There were 16 assaults per 100 children in custody in the year to March 2015, up from nine in 2010.²⁴²

Use of restraint on children in custody remains high. In the year to March 2015 there were 28 incidents of restraint per 100 children in custody, up from 18 in 2010.²⁴³ There were 429 injuries reported as a result of restraint in 2015.²⁴⁴

Children with disabilities have very poor perceptions of their safety—more than six in 10 had felt unsafe in their prison, and more than a third felt unsafe at the time it was being inspected.²⁴⁵

More than two-fifths (42%) of Muslim children in YOIs said that they had been victimised by staff—compared to fewer than one-in-three (29%) non-Muslims.²⁴⁶

11% of children in prison have attempted suicide at some point during their life.²⁴⁷

Drugs and alcohol

A third of boys in YOIs said they had a drug problem on arrival into custody—less than a quarter (22%) said they had received help and 7% said they had a current drug problem.²⁴⁸

Black and minority ethnic children were less likely to report having a drug addiction before entering custody—22% compared with 43% of white boys.²⁴⁹

Nearly a quarter (23%) of children said it was easy to get illegal drugs in their YOI.²⁵⁰

7% of boys said they had an alcohol problem on arrival into custody—4% said they had received help.²⁵¹

Family

Just over half (51%) of children in STCs and only one in three (33%) children in YOIs said that they had visits at least once a week from family, carers or friends.²⁵²

Three-quarters of children in prison had an absent father, one-third had an absent mother. Two-fifths had been on the child protection register or had experienced neglect or abuse.²⁵³

One in 10 boys held in YOIs reported having children themselves.²⁵⁴

Education and skills

The educational background of children in custody is poor—almost nine out of 10 children (86%) in YOIs said they had been excluded from school.²⁵⁵

Almost two-fifths (37%) said that they were aged 14 or younger when they were last at school.²⁵⁶

76% of children in YOIs said they were taking part in education. However only 16% had a job, 16% said they were in offending behaviour programmes and 11% said that they were taking part in vocational or skills training—lower than at any point since 2010–11.²⁵⁷

Less than half children (44%) held in STCs said they had a care plan setting out targets for them to achieve while in custody.²⁵⁸

242 Ibid.

243 Table 8.3, Youth Justice Board (2016) Youth Justice Statistics 2014–15 England and Wales, London: Ministry of Justice

244 House of Commons written question 28142

245 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

246 Appendix B6, HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

247 Jacobson J. et al. (2010) Punishing Disadvantage: a profile of children in custody, London: Prison Reform Trust

248 Appendix B2, HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

249 HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

250 Appendix B2, HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

251 Ibid.

252 HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

253 Jacobson J. et al (2010) Punishing Disadvantage: a profile of children in custody, London: Prison Reform Trust

254 HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

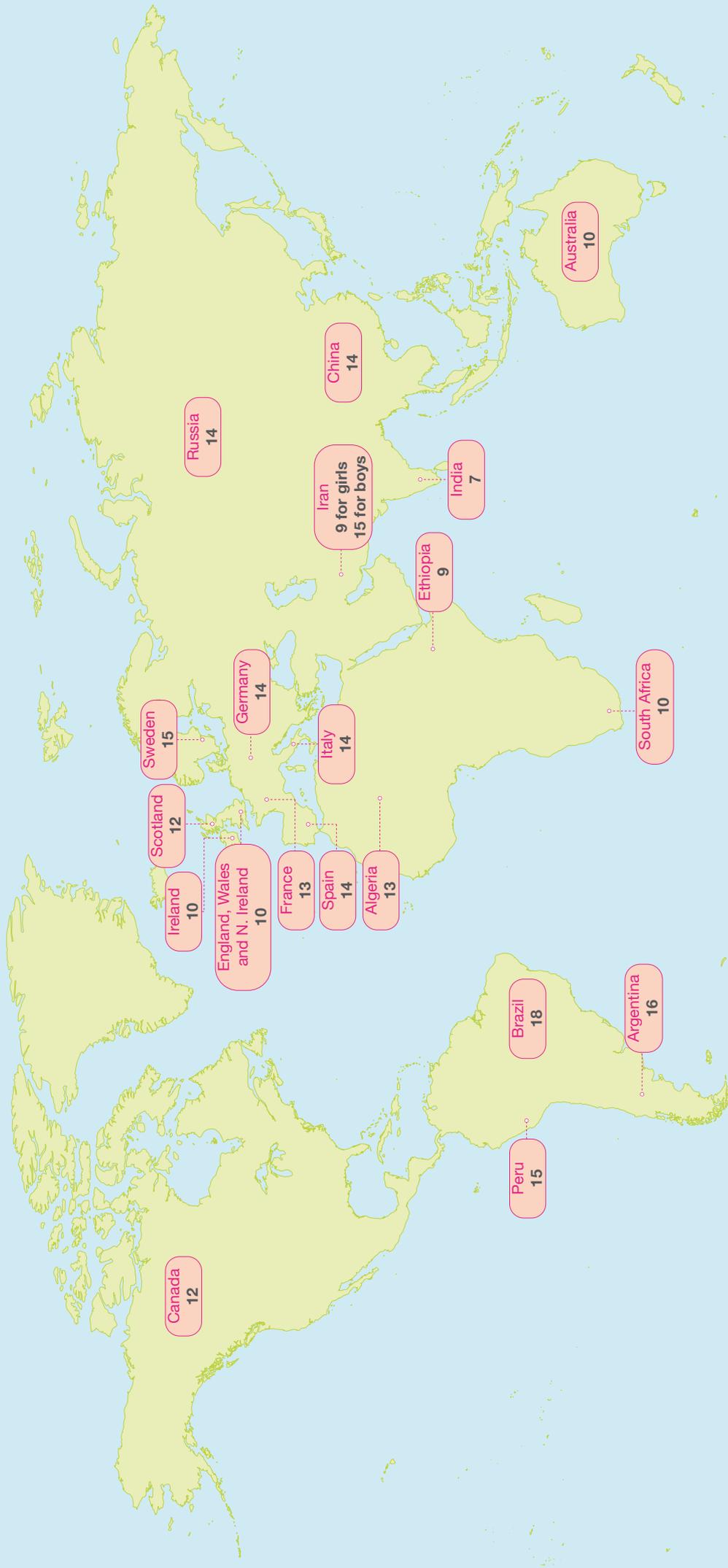
255 Appendix B2, HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

256 Ibid.

257 HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

258 Ibid.

Youngest age at which a person may be prosecuted in a criminal trial



Other approaches to children's criminal responsibility

Sweden

No sanction can be imposed for a crime committed before the age of 15. Imprisonment may only be imposed on under 18s if there are extraordinary reasons for it.

Algeria

Before the age of 18, children have their cases dealt with by the Court for Minors. It cannot impose criminal sanctions on children under 13 but can impose measures of protection or re-education. Criminal sanctions are available for children aged 13-18, but are at a reduced level to adults.

France

Whilst 13 is the youngest age someone can be subject to criminal sanctions, France has a graduated system of penalties. This includes educative sanctions for children aged 10-13. Criminal sanctions for 13-15 year olds are half that of adults, with full criminal sanctions available from age 16.

China (exc. Hong Kong & Macau)

14 is the age of criminal responsibility for serious offences such as homicide, rape, robbery and drug trafficking. However, for other less serious offences criminal responsibility begins at 16. Less severe punishments are given to those under 18.

Young adults in prison

Whilst the National Offender Management Service classify young adults as aged 18–20, evidence from the Transition to Adulthood Alliance suggests that the process of brain development and maturity takes place up to the age of 25. Therefore, the majority of these figures relate to people aged 18–20, and only 18–24 where explicitly specified.

Both the House of Commons Justice Committee and Lord Harris' review into self-inflicted deaths in custody of young adult men aged 18 to 24 called for a "legal recognition of the concept of 'maturity'". As well as chronological age, maturity should be a primary consideration in making decisions relating to diversion, sentencing and, where a custodial sentence must be given, how and where a young adult (18–24) should be accommodated."

16,989 young adults (aged 18–24) are currently in prison in England and Wales—they account for 18% of the total prison population.²⁵⁹

There are now 30% fewer young adults (aged 18–24) in prison in England and Wales than in 2011.²⁶⁰

Despite this welcome reduction, the prisons inspectorate has cautioned that those who remain in custody are "some of the most vulnerable, troubled young adults".²⁶¹

Nearly two-fifths (38%) of young adults are in prison for violence against the person or robbery—over a third (34%) are there for a theft or drug offence.²⁶²

Safety in custody

People aged 18–24 accounted for 35% of all self-harm incidents in 2015.²⁶³

Only a third of young adult men (35%) said that, if they wanted to, they were able to speak to a Listener at any time—compared with half of adult men (52%).²⁶⁴

In more than four in ten assaults (42%) in 2015 the assailant was aged 18–24.²⁶⁵

More than one in 10 young adults (13%) surveyed said they had experienced some form of physical abuse from other prisoners—a similar proportion (10%) said staff had physically abused them.²⁶⁶

Treatment and conditions

Young adults have the least time out of cell of all prisoners. 38% said that they had less than two hours out of their cell on a weekday, and only 7% said they had over 10 hours.²⁶⁷

Purposeful activity, such as education and training opportunities, for young adults requires improvement. Only one of the three young adult prisons inspected this year was rated as reasonably good.²⁶⁸

Drugs and alcohol

Over half of young adults (18–24) in prison were assessed as having a drug problem.²⁶⁹ Nearly a third (31%) said it was easy or very easy to get drugs in their prison.²⁷⁰

24% of young adults (18–24) in prison were assessed as having an alcohol problem.²⁷¹

259 Table A1.7, Ministry of Justice (2016) Offender management statistics prison population 2016, London: Ministry of Justice

260 Ibid.

261 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

262 Table A1.3i, Ministry of Justice (2016) Offender management statistics prison population 2016, London: Ministry of Justice

263 Table 2.3, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice

264 HM Chief Inspector of Prisons (2015) Annual Report 2014–15, London: The Stationery Office

265 Table 3.3, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice

266 HM Chief Inspector of Prisons (2015) Annual Report 2014–15, London: The Stationery Office

267 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

268 Ibid.

269 Table 1.3, Characteristics and needs of young adults in prison custody, England and Wales, Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

270 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

271 Table 1.3, Characteristics and needs of young adults in prison custody, England and Wales, Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

HEALTH IN PRISON

Drugs and alcohol

Drugs

Chief Inspector of Prisons, Peter Clarke has said that new psychoactive substances (NPS) are “having a dramatic and destabilising effect in many of our prisons”.²⁷² The growing use of NPS is leading to bullying, debt and medical emergencies requiring hospitalisation.²⁷³

More than a third (37%) of men, and 31% of women reported that it was easy to get drugs in their prison.²⁷⁴

The number of incidents where NPS drugs were found in prisons in England and Wales has jumped from 136 in 2011 to 4,261 in 2015—a rise of more than 30 times.²⁷⁵

In September, following a pilot in 34 prisons, nationwide mandatory testing for specified psychoactive substances was introduced in all prisons.²⁷⁶

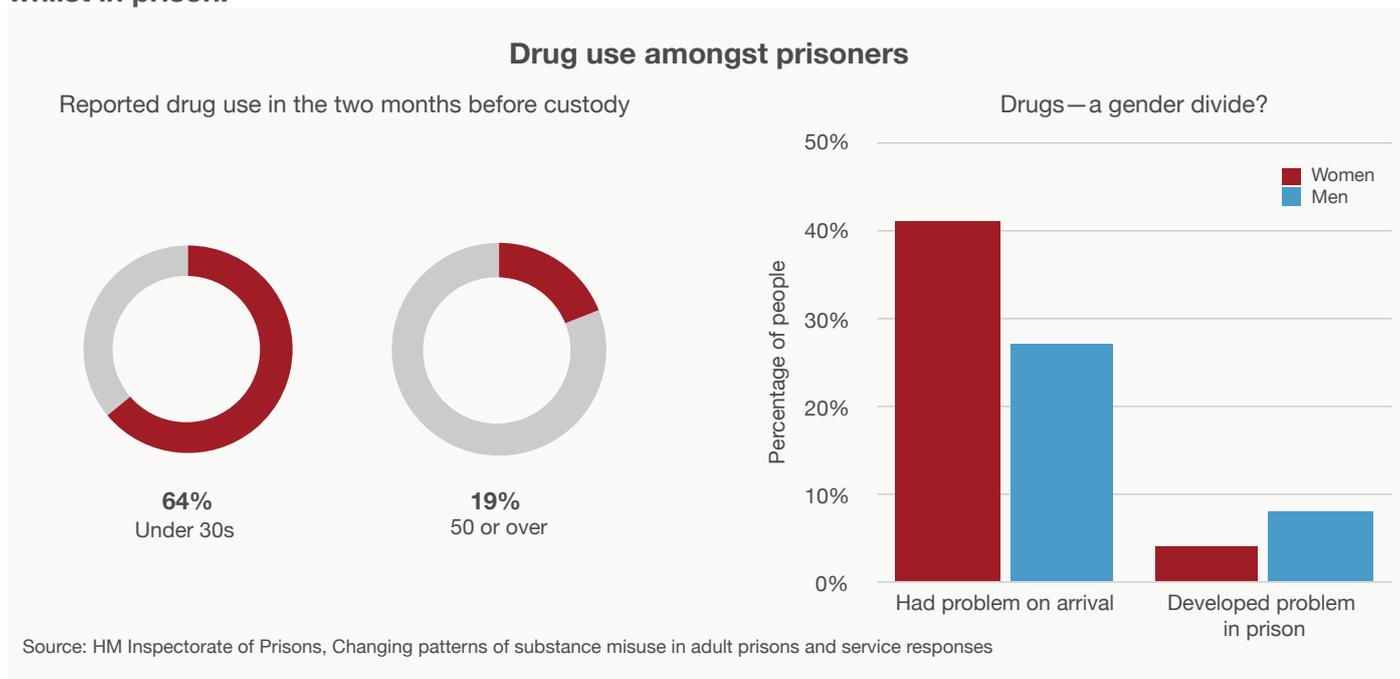
There were 58 deaths in prison that occurred between June 2013 and January 2016, where the prisoner was known, or strongly suspected, to have been using NPS before their death. 39 of these were self-inflicted.²⁷⁷

There have been reports of prisoners, including at least one case where a man died, being given ‘spiked’ cigarettes. This was done by others who wanted to test new batches as a way of gauging the effect before taking it themselves.²⁷⁸

Lower rates of drug use were reported by people who spent more than ten hours a day out of their cells—13% compared with 19%.²⁷⁹

Inspectors have highlighted the importance of both peer and family support to reduce supply and demand of drugs in prisons—however many have inadequate peer support, and most offered no family support.²⁸⁰

9% of people reported that they had been pressured to give away their prescribed medication whilst in prison.²⁸¹



²⁷² HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

²⁷³ HM Chief Inspector of Prisons (2015) Annual Report 2014–15, London: The Stationery Office

²⁷⁴ HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

²⁷⁵ Smith, H. (2016) Press Association, ‘Seizure of former legal highs in prisons has rocketed in last five years’, London: PA

²⁷⁶ Ministry of Justice (2016) Prison safety and reform, London: Ministry of Justice

²⁷⁷ Newcomen, N. (2016) Prisons and Probation Ombudsman speech to the NOMS learning day on New Psychoactive Substances (NPS), available at http://www.ppo.gov.uk/wp-content/uploads/2016/09/PPO_NPS-speech-Newbold-Revel-23.09.16.pdf

²⁷⁸ Prisons and Probation Ombudsman (2015) Learning lessons bulletin: New psychoactive substances, London: PPO

²⁷⁹ HM Inspectorate of Prisons (2015) Changing patterns of substance misuse in adult prisons and service responses, London: HMIP

²⁸⁰ Ibid.

²⁸¹ Ibid.

10% of women and 6% of men in prison reported that they had developed a problem with using prescription medication meant for other people whilst in prison.²⁸²

Four in ten women (41%) reported that they had a problem with drugs on arrival in prison— compared to over a quarter of men (27%).²⁸³

Cannabis is the most commonly reported drug used before going into prison, followed by cocaine. Of those who reported taking drugs before prison 38% had taken cannabis and 29% had taken cocaine.²⁸⁴

NPS use before going into prison was low relative to other substances with 6% reporting they had taken Spice/Black Mamba and 5% for other legal highs. Prisoners who said that they had used NPS in the community before going into prison had generally used it with other drugs or with illicit medication.²⁸⁵

15% of men and 14% of women in prison are serving sentences for drug offences.²⁸⁶

66% of women and 38% of men in prison report committing offences to get money to buy drugs.²⁸⁷

Nearly half of women in prison report having committed offences to support someone else's drug use.²⁸⁸

37% of women and 25% of men reported attending an accredited drugs programme whilst in prison—52% of women and 33% of men reported receiving some form of addiction treatment whilst in prison.²⁸⁹

31% of people in prison receiving treatment for opioid addiction were on a detox programme. Many people are not eligible to complete a structured drug treatment programme as their time in custody is not long enough.²⁹⁰

Alcohol

In nearly half (47%) of all violent crimes the victim believed the offender or offenders to be under the influence of alcohol.²⁹¹

70% said they had been drinking when they committed the offence for which they were in prison. 38% of people surveyed in prison believed that their drinking was a big problem.²⁹²

Women are nearly twice as likely to say they have a problem with alcohol on arrival to prison than men (30% against 16%).²⁹³

One in five men said that it was easy to get alcohol in their prison— four times the level amongst women in prison.²⁹⁴

58% of people surveyed said they had been offered support for their alcohol problems inside prison. However, only 22% found this support 'very helpful'.²⁹⁵

Only 40% of people surveyed were informed of help available for their drinking problems on release.²⁹⁶

²⁸² HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

²⁸³ HM Inspectorate of Prisons (2015) Changing patterns of substance misuse in adult prisons and service responses, London: HMIP

²⁸⁴ Ibid.

²⁸⁵ Ibid.

²⁸⁶ Table 1.2b, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

²⁸⁷ Light, M. et al. (2013) Gender differences in substance misuse and mental health amongst prisoners, London: Ministry of Justice

²⁸⁸ Ibid.

²⁸⁹ Light, M. et al. (2013) Gender differences in substance misuse and mental health amongst prisoners, London: Ministry of Justice

²⁹⁰ Hansard HC, 5 January 2015, written question 219264

²⁹¹ Table 3.10, Office for National Statistics (2015) Focus on Violent Crime and Sexual Offences: Year ending March 2015, London: Office for National Statistics

²⁹² Alcohol and Crime Commission (2014) The Alcohol and Crime Commission Report, London: Addaction

²⁹³ HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

²⁹⁴ Ibid.

²⁹⁵ Alcohol and Crime Commission (2014) The Alcohol and Crime Commission Report, London: Addaction

²⁹⁶ Ibid.

Mental health

There is currently insufficient data to identify how many people are remanded in custody pending a psychiatric report, how many are assessed as having a mental health problem, and how many are so unwell that they require transferring out of custody for treatment.

An independent review, conducted by the former Home Office minister, Lord Bradley (The Bradley Report, 2009) called for adequate community alternatives to prison for vulnerable people. Lord Bradley's review heard evidence that 2,000 prison places per year could be saved if a proportion of eligible, short-term prisoners who committed offences while experiencing mental health problems were given appropriate community sentences.

Lord Bradley further called for all police custody suites and criminal courts to have access to liaison and diversion services. The government committed to invest in these services to identify and, where appropriate, divert people with mental health problems, learning disabilities and other support needs away from the criminal justice system and into treatment and care.

By April 2015 the government had invested £75m in liaison and diversion services. There is now 53% population coverage of liaison and diversion services across England, which will rise to 75% by 2018.

26% of women and 16% of men said they had received treatment for a mental health problem in the year before custody.²⁹⁷

25% of women and 15% of men in prison reported symptoms indicative of psychosis.²⁹⁸ The rate among the general public is about 4%.²⁹⁹

Suicide rates are significantly higher in custody than amongst the general population. In 2015 the rate of self-inflicted deaths amongst the prison population was 120 per 100,000 people, amongst the general population it is 10.8 per 100,000 people.³⁰⁰

70% of people who died from self-inflicted means whilst in prison had already been identified with mental health needs. However, the Prisons and Probation Ombudsman (PPO) found that concerns about mental health problems had only been flagged on entry to the prison for just over half of these people.³⁰¹

The PPO's investigation found that nearly one in five of those diagnosed with a mental health problem received no care from a mental health professional in prison.³⁰²

The PPO also found that no mental health referral was made when it should have been in 29% of self-inflicted deaths where mental health needs had already been identified.³⁰³

Inspectors found that many prisons had gaps in primary mental health care, in particular, an absence of counselling services.³⁰⁴

73% of transfers from prison to secure hospitals under the Mental Health Act in 2015–16 took more than 14 days, the Department of Health's expectation.³⁰⁵

In half of the prisons inspected in 2015–16, patients waited too long to be transferred to NHS mental health units, and were often left to languish in segregation units for extended periods.³⁰⁶

9,093 people have been referred for mental health treatment since the start of liaison and diversion services in England. 13% were detained under the Mental Health Act and 3% were admitted to a mental health hospital.³⁰⁷

²⁹⁷ Ministry of Justice (2013) Gender differences in substance misuse and mental health amongst prisoners, London: Ministry of Justice

²⁹⁸ Ibid.

²⁹⁹ Wiles, N., et al. (2006) Self-reported psychotic symptoms in the general population, The British Journal of Psychiatry, 188: 519-526

³⁰⁰ Table 2, Ministry of Justice (2016) Safety in custody statistics quarterly update to June 2016, London: Ministry of Justice, and Office for National Statistics (2016) Suicides in the United Kingdom, 2014 Registrations, Newport: Office for National Statistics

³⁰¹ Prisons and Probation Ombudsman (2016) Prisoner mental health, London: PPO

³⁰² Ibid.

³⁰³ Ibid.

³⁰⁴ HM Chief Inspector of Prisons (2015) Annual Report 2014-15, London: The Stationery Office

³⁰⁵ House of Commons written question 52459, 14 November 2016

³⁰⁶ HM Chief Inspector of Prisons (2016) Annual Report 2015-16, London: The Stationery Office

³⁰⁷ House of Commons written question 27917, 26 February 2016

Disability and health

Disability and mobility needs within the prison population are both severe and commonplace. The House of Commons Justice Committee found that prisoners risk being isolated by a physical environment and regime which they cannot access. They recommended that older and disabled prisoners should no longer be held in institutions which are not able to meet their needs, or are unsuitable environments.

By law, prison governors must make reasonable adjustments to ensure that people with disabilities have full and equal access to a prison's regime, including health care, education and visits.

However, HM Inspectorate of Prisons found that prisoners with a disability continue to report reduced access—including education or vocational training, access to the library, gym, exercise and association—compared to prisoners without a disability.

Since April 2013, NHS England became responsible for commissioning of all health services. Healthcare is a devolved responsibility in Wales.

The Care Act 2014 means that local authorities now have a duty to assess and give care and support to people who meet the threshold for care and are in prisons and probation hostels in their area.

Disability

36% of prisoners are estimated to have a physical or mental disability. This compares with 19% of the general population.³⁰⁸

11% have a physical disability, 18% have a mental disability and 7% have both.³⁰⁹

However, inspectors regularly found that disabled prisoners are not reliably identified.³¹⁰

The needs of many people requiring help or reasonable adjustments are not being met. The removal of Disability Liaison Officers in many prisons has also affected care.³¹¹

Over half of people with a disability said they felt 'extremely alone' during their first days in prison (55%)—compared with around a third (36%) of people without a disability.³¹²

They also felt more 'worried and confused' when they arrived (60%)—compared with 42% of people without a disability.³¹³

Prisoners with disabilities are more negative about many key aspects of prison life.³¹⁴

More than half of prisoners with a disability report feeling unsafe (56%)—45% said they'd been victimised by other prisoners.³¹⁵

More than two-fifths (44%) of prisoners with a disability said they had been victimised by staff—a fifth said they were threatened or intimidated by staff.³¹⁶

Seven in 10 prisoners with a disability report having an emotional or mental health problem—compared with a quarter of people without a disability.³¹⁷

More than twice as many disabled prisoners (11%) reported that they had developed a problem with using prescription medication meant for other people whilst in prison than people without a disability (5%).³¹⁸

308 Ministry of Justice (2012) Estimating the prevalence of disability amongst prisoners: results from the Surveying Prisoner Crime Reduction (SPCR) survey, London: Ministry of Justice

309 Ibid.

310 HM Chief Inspector of Prisons (2015) Annual Report 2014-15, London: The Stationery Office

311 Ibid.

312 Ministry of Justice (2012) Estimating the prevalence of disability amongst prisoners: results from the Surveying Prisoner Crime Reduction (SPCR) survey, London: Ministry of Justice

313 Ibid.

314 HM Chief Inspector of Prisons (2016) Annual Report 2015-16, London: The Stationery Office

315 Ibid.

316 Ibid.

317 Ibid.

318 Ibid.

A quarter of prisoners with a disability said they had harmed themselves at some point during their life (24%)—compared with 9% of people without a disability.³¹⁹

40% of prisoners with a disability said they had attempted suicide at some point during their life—compared with 15% of people without a disability.³²⁰

Nearly one in five children (19%) held in young offender institutions said they had a disability.³²¹

Boys with disabilities were more likely to say they'd been victimised by other boys and staff, and felt unsafe at some time, including on their first night.³²²

Health

The majority of health services for prisoners continued to be of a reasonably good standard according to inspectors. However in some prisons staff shortages continue to lead to late or missed appointments, cancelled external health appointments, and inpatient therapeutic support cut short.³²³

Only just over a quarter of men (28%) and women (27%) said it was easy to see a doctor.³²⁴

Seven in 10 women report currently taking medication, compared with just under half (48%) of men.³²⁵

Approximately four times as many people in prisons smoke than in the general population.³²⁶

Smoking was banned in all prisons in Wales in January 2016. Four early adopter sites in England (HMPs Exeter, Channings Wood, Dartmoor and Erlestoke) introduced a ban in March.³²⁷

Only 30% of prisoners said they went to the gym three or more times a week.³²⁸ In some prisons, sessions were often cancelled because of staff shortages.

The Prisons and Probation Ombudsman found that end of life care is not universally good in prisons. Over a quarter of prisoners in their sample of foreseeable deaths had no palliative care plan, support for families was variable, and greater efforts could have been made to obtain temporary or compassionate release to allow prisoners to die with dignity in the community.³²⁹

People can apply for compassionate release if they have a life expectancy of less than three months, are bedridden or severely incapacitated.

The number of people released for compassionate reasons is low—between 2009 and 2013, 45 people were released.³³⁰

Only 13 out of 78 people considered for compassionate release were granted release—26 died while the decision was pending.³³¹

319 Ministry of Justice (2012) Estimating the prevalence of disability amongst prisoners: results from the Surveying Prisoner Crime Reduction (SPCR) survey, London: Ministry of Justice

320 Ibid.

321 HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

322 Ibid.

323 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

324 Ibid.

325 Ibid.

326 Public Health England (2015) Health & justice report 2014, London: PHE

327 Ministry of Justice website, accessed on 2 October 2015, available at <https://www.gov.uk/government/speeches/smoking-in-prisons>

328 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

329 Prisons and Probation Ombudsman (2013) Learning from PPO Investigations: End of life care, London: Prisons and Probation Ombudsman

330 HC Hansard, 10 February 2014, c488W

331 Prisons and Probation Ombudsman (2013) Learning from PPO Investigations: End of life care, London: Prisons and Probation Ombudsman

REHABILITATION AND RESETTLEMENT

Reoffending

Reoffending by all recent ex-prisoners costs the economy between £9.5 and £13 billion annually. As much as three quarters of this cost can be attributed to former short-sentenced prisoners—some £7–10bn a year.³³²

Just half (52%) of prisoners surveyed thought they had done something, or that something had happened while in prison, that would make them less likely to reoffend.³³³

Prison has a poor record for reducing reoffending—46% of adults are reconvicted within one year of release. For those serving sentences of less than 12 months this increases to 60%.³³⁴

48% of women are reconvicted within one year of leaving prison. This rises to 61% for sentences of less than 12 months and to 78% for women who have served more than 11 previous custodial sentences.³³⁵

Nearly seven in 10 children (69%) sent to prison are reconvicted within a year of release—This rises to 77% for those serving sentences of less than 12 months.³³⁶

Short prison sentences are less effective than community sentences at reducing reoffending. People serving prison sentences of less than 12 months had a reoffending rate seven percentage points higher than similar offenders serving a community sentence—they also committed more crimes.³³⁷

Nearly all prisoners (97%) said they wanted to stop offending. When asked what would be important in stopping them, most said a job (68%) and a place to live (60%).³³⁸

40% of prisoners said that support from their family, and 36% said seeing their children, would help them stop reoffending.³³⁹

People are less likely to reoffend if they have a qualification—45% were reconvicted within a year compared with 60% with no qualifications.³⁴⁰

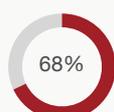
Fewer than one in six people (16%) released from prison went into education and training.³⁴¹

Some factors affecting reoffending

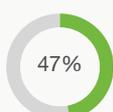
People are less likely to reoffend if they receive family visits whilst in prison

69%

of prisoners said they had received visits from family whilst in prison



No visits

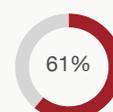


Visits

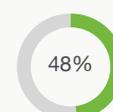
People are less likely to reoffend if they live with their immediate family on release

57%

said they were living with their immediate family on release



Not living with family



Living with family

People are more likely to reoffend if they use class A drugs on release

1 in 3

said they had used class A drugs since leaving custody



Used class A drugs

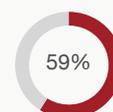


Did not use class A drugs

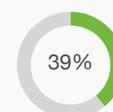
People are less likely to reoffend if they secure a job after their release

28%

of prisoners had been in employment the year after custody



Unemployed



Employed

Source: Ministry of Justice (2010) Compendium of reoffending statistics, London: Ministry of Justice and Ministry of Justice (2014) Prisoners' experience of prison and outcomes on release: Waves 2 and 3 of SPCR, London: Ministry of Justice

332 National Audit Office (2010) Managing offenders on short custodial sentences, London: The Stationery Office

333 HM Chief Inspector of Prisons (2012) Annual Report 2011-12, London: The Stationery Office

334 Tables C1a and C2a, Ministry of Justice (2016) Proven reoffending statistics quarterly: January to December 2014, London: Ministry of Justice

335 Table 6.07, 6.09 and 6.10, Ministry of Justice (2016) Women and the criminal justice system 2015, London: Ministry of Justice

336 Table C1b and Index disposal tool, Ministry of Justice (2016) Proven reoffending statistics quarterly: January to December 2014, London: Ministry of Justice

337 Ministry of Justice (2013) 2013 Compendium of re-offending statistics and analysis, London: Ministry of Justice

338 Ministry of Justice (2010) Compendium of reoffending statistics, London: Ministry of Justice

339 Ministry of Justice (2012) Prisoners' childhood and family backgrounds: Results from the Surveying Prisoner Crime Reduction (SPCR) longitudinal cohort study of prisoners, London: Ministry of Justice

340 Ministry of Justice (2012) The pre-custody employment, training and education status of newly sentenced prisoners, London: Ministry of Justice

341 Table 11, Ministry of Justice (2015) National Offender Management Service annual report 2014-15: Management information addendum, London: Ministry of Justice

Purposeful activity

Purposeful activity includes education, work and other activities to aid rehabilitation whilst in prison.

However, fewer than half (44%) of prisons received a positive rating from inspectors in 2015–16 for purposeful activity work.³⁴²

Time out of cell is very limited in local prisons and young adult prisons. Three in 10 people in locals and nearly four in 10 people in young adult prisons said they spent less than 10 hours a day out of their cells.³⁴³

In 10 of the 34 adult male prisons inspected in 2015–16 there were not enough activity places to ensure all prisoners could access education or vocational training throughout the week. 21 of the prisons failed to fill their available places due to a combination of staff shortages, poor allocation processes and the failure of staff to challenge late or non-attendance.³⁴⁴

The quality of learning, employment and training advice provided by the National Careers Service was good in just over half the prisons inspected in 2015–16. The quality of advice was rarely linked with effective partnership with employers for opportunities on release.³⁴⁵

Education

Half (51%) of people entering prison were assessed as having literacy skills expected of an 11 year old³⁴⁶—over three times higher than in the general adult population (15%).³⁴⁷

But prison education standards are deteriorating. Almost three-quarters of prisons inspected by Ofsted were judged as requiring improvement or inadequate for learning and skills.³⁴⁸

Inspectors reported that “learning and skills in prisons and young offender institutions are not being prioritised by many prison governors, and as a result, standards that were previously low have further declined.”³⁴⁹

101,600 adults participated in education in the 2014–15 academic year—an increase of nearly 7% on 2013–14.³⁵⁰

The number of people achieving level 1 or 2 qualifications (GCSE level) has plummeted—falling by 37% in English and 34% in Maths between the 2011–12 and 2014–15 academic years.³⁵¹

Only 200 people achieved a level 3 qualification (AS and A Level equivalent) in the 2014–15 academic year via mainstream prison learning—a third of the number seen the year before and 1,000 fewer people than in 2011–12.³⁵²

The number of people in prison studying for an Open University degree has fallen by 37% since 2010.³⁵³

Many people are also studying for qualifications below what they already have. 43% of prisoners with a previous degree and 41% of prisoners with A-levels took level 1 qualifications whilst there, whilst 70% with a previous degree and 68% with A-levels took qualifications at level 2.³⁵⁴

³⁴² HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

³⁴³ Ibid.

³⁴⁴ Ibid.

³⁴⁵ Ibid.

³⁴⁶ Skills Funding Agency (2015) OLASS English and maths assessments: participation 2014/15, London: SFA

³⁴⁷ Figure 1.1, Department for Business Innovation and Skills (2012) The 2011 Skills for Life Survey: A Survey of Literacy, Numeracy and ICT Levels in England, London: BIS

³⁴⁸ Ofsted (2015) The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2014/15, Manchester: Ofsted

³⁴⁹ Ibid.

³⁵⁰ Skills Funding Agency (2016) Further education and skills: statistical first release June 2016, London: SFA

³⁵¹ Skills Funding Agency (2015) OLASS: participation and achievement by equality and diversity & English and maths Level: 2010/11 to 2014/15, London: SFA

³⁵² Table 10.2, Skills Funding Agency (2016) Further education and skills: statistical first release October 2016, London: SFA

³⁵³ Allison, E. and Sloan, A. (2015), Prison education still at the back of the class, as Gove takes new course, Guardian online, available at <http://www.theguardian.com/education/2015/aug/04/michael-gove-prison-education-justice-secretary-jail>

³⁵⁴ Taylor, C (2014) Brain Cells: Third Edition, Surrey: Prisoners' Education Trust

Prisoners’ Education Trust provide grants to fund educational courses or learning materials.

The Ministry of Justice found that one year reoffending rates were a quarter lower (six to eight percentage points) for people who were awarded grants than those in a matched group who did not.³⁵⁵

Over 100 prisons in England & Wales have Virtual Campus, a secure IT platform which provides education, training and employment resources to people in prison—however its ongoing use is limited. A review of prison education found that of nearly 30,000 recorded users only 10,000 had logged in to use it and nearly half of these were simply to register as a new user.³⁵⁶

Employment

An average of 9,300 prisoners are working in the public prison estate, and a further 1,700 are working in private prisons. They worked for a total of 16 million hours in 2015–16.³⁵⁷

Inspectors found that in too many prisons, work remains mundane, repetitive and is rarely linked to resettlement objectives. The skills that people had developed whilst in prison often went unrecorded and so failed to help their employment prospects on release.³⁵⁸

The National Offender Management Service aims to increase the number of employed prisoners to at least 18,000 by 2021.³⁵⁹ Even at that higher number, only around 20% of the prison population would be employed.

A Ministry of Justice survey of prisoners found that only 53% reported having had paid work in prison. Nearly one in three worked as cleaners.³⁶⁰

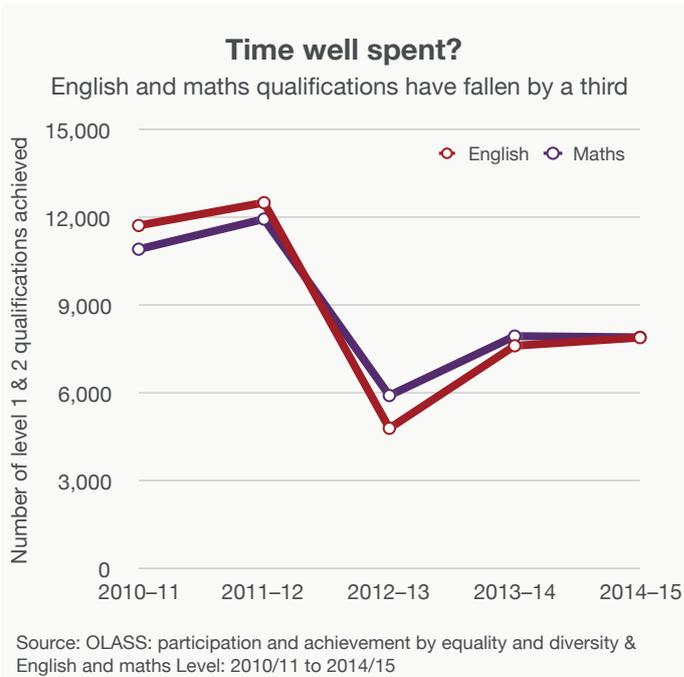
Training

Prisoners who attend vocational training in prison are more likely to secure employment shortly after release³⁶¹—a view endorsed by Ofsted.³⁶²

The government has announced plans to introduce a Prisoner Apprenticeship Pathway to offer prisoners opportunities that will count towards the completion of a formal apprenticeship on release. The first people are expected to begin in 2017.³⁶³

National Grid offender training and employment programme works with people coming to the end of their sentences and provides training and a job on release for those selected. The Programme is linked with over 20 prisons and over 2,000 prisoners have completed the scheme which has a reoffending rate of less than 7%.³⁶⁴

Timpson actively recruit ex-offenders to work for them. It has set up a full-time training facility at HMP Liverpool and the women’s prison HMP New Hall. It runs a scheme at Forest Bank for shoe repairs and Thorn Cross for DVD transfers. It also employs prisoners on release on temporary licence (ROTL) who work in the day and return to prison in the evening.³⁶⁵



355 Ministry of Justice (2015) Justice Data Lab Re-offending Analysis: Prisoners’ Education Trust, London: Ministry of Justice

356 Coates, S. (2016) Unlocking Potential: A review of education in prison, London: Ministry of Justice

357 Table 5 and 6, Ministry of Justice (2016) Annual NOMS Digest 2015/16, London: Ministry of Justice

358 HM Chief Inspector of Prisons (2016) Annual Report 2015–16, London: The Stationery Office

359 Ministry of Justice (2012) National Offender Management Service Annual Report 2011/12: Management Information Addendum, London: Ministry of Justice

360 Hopkins, K., and Brunton-Smith, I. (2014) Prisoners’ experience of prison and outcomes on release: Waves 2 and 3 of SPCR, London: Ministry of Justice

361 Brunton-Smith, I. and Hopkins, K (2014) The impact of experience in prison on the employment status of longer-sentenced prisoners after release, London: Ministry of Justice

362 Ofsted (2014) The report of Her Majesty’s Chief Inspector of Education, Children’s Services and Skills 2013/14: Further education and skills, London: The Stationery Office

363 Ministry of Justice (2016) Prison safety and reform, London: Ministry of Justice

364 National Grid website, accessed on 2 September 2015, <http://www2.nationalgrid.com/UK/Young-Offender-Programme/>

365 Inside Time, December 2012, available at <http://www.insidetime.co.uk/backissues/December%202012.pdf>

The Clink Charity operates restaurants, which are open to the public, at HMPs High Down, Cardiff, Brixton, and the women’s prison HMP Styal, in partnership with the prison service. It offers prisoners the chance to gain experience and qualifications in the food and hospitality industry, with mentoring and guidance to find full-time employment, and provide resettlement support upon release. Research by the Ministry of Justice showed a 41% reduction in the likelihood of re-offending and a lower frequency of reoffences.³⁶⁶

Lendlease, through their charitable trust Be Onsite, work with London prisons to provide training and employment opportunities in the construction industry. Be Onsite works with people whilst on ROTL and after completing their prison sentence. People are employed directly by Be Onsite in order to help overcome the difficulty that many construction workers are self employed.

Halfords, in response to the increasing popularity of cycling has opened a bike repair workshop at HMP Onley. The workshop provides training to prisoners before they can progress to ROTL with the aim of full time employment on release. This has proved sufficiently successful that there are plans to open a second workshop at HMP Drake Hall.

Peer-support

There has been an increase in the use of peer mentors. Inspectors noted “Prisoners often prefer support from their peers to other formal or professional sources of support, and peers are often easier to access, making them a more readily available source of support.”³⁶⁷

Roles they fulfil include providing practical and emotional support; acting as representatives to highlight issues and concerns amongst their peers to staff; de-escalating tensions between prisoners to prevent violence or bullying; and coaching or guiding those learning a new skill or preparing for release.

St Giles Trust offers training and a recognised qualification in advice and guidance to prisoners and ex-offenders in 33 prisons. 192 people qualified as peer advisors and 4,644 people were helped by them in 2015.³⁶⁸

The Toe by Toe reading plan run by the Shannon Trust enables prisoners to act as peer mentors to support other prisoners who are learning to read. 85% of learners surveyed felt their reading skills were improving.³⁶⁹

47% of male local prisons and 75% of open prisons surveyed said they provide opportunities for peer drug support. Only one of the seven prisons for women which responded said they provided this.³⁷⁰

The Samaritans’ Listener Scheme is active in almost every prison across the UK. At the end of 2015 there were 1,803 active Listeners in place—with 1,523 Listeners trained during 2015. Listeners play an invaluable role in making prisons safer by being there for other prisoners who might be struggling to cope; helping them to talk about their worries and try to find a positive way forward. Listeners were contacted more than 89,752 times during 2015.³⁷¹

Release on Temporary Licence (ROTL)

ROTL can play an important part in helping people to prepare for release, particularly those who are serving long sentences. Following a full risk assessment, it allows people to take responsibility, and reconnect with the world they will be released in. People may take part in work and volunteering, re-establish contact with their families and try to find accommodation—factors which contribute to their safe management and supervision in the community on release.

6,757 people were granted ROTL in 2015.³⁷²

³⁶⁶ Ministry of Justice (2016) Justice Data Lab analysis: Re-offending behaviour after participation in the Clink Restaurant training programme, London: Ministry of Justice

³⁶⁷ HM Chief Inspector of Prisons (2015) Annual Report 2014-15, London: The Stationery Office

³⁶⁸ St Giles Trust (2016) Annual review 2016, London: St Giles Trust

³⁶⁹ Shannon Trust website, accessed on 4 November 2016, available at <http://www.shannontrust.org.uk/our-work/our-achievements/>

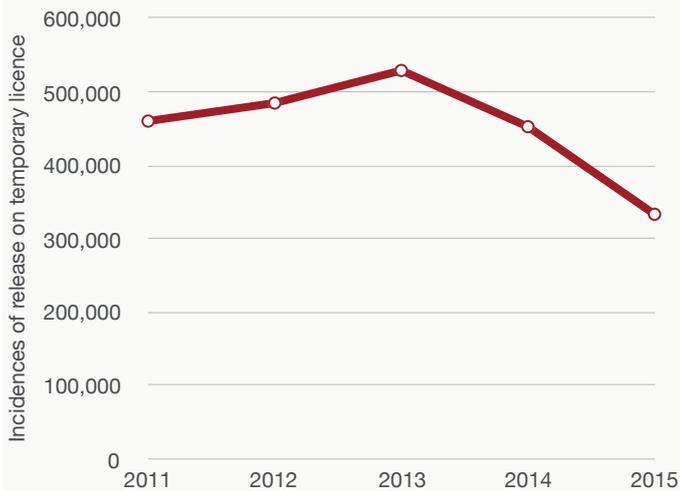
³⁷⁰ Clinks (2011) Service User Involvement: A Review of service user involvement in prisons and probation trusts, London: Clinks

³⁷¹ Statistics provided by Samaritans

³⁷² Table A3.7, Ministry of Justice (2016) Offender management statistics prison releases 2015, London: Ministry of Justice

Prepared for release

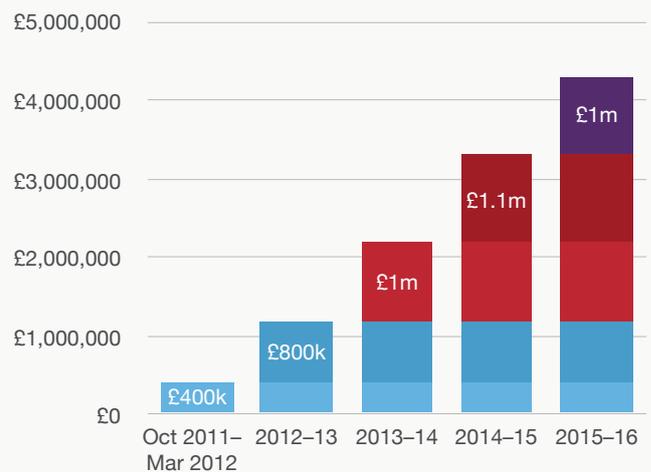
Use of release on temporary licence has fallen by over a third



Source: Offender management statistics annual tables 2015

Working for victims

Prisoners have raised £4.3m for Victim Support so far through the Prisoner Earning Act levy



Source: Prison performance statistics 2015 to 2016

In 99.95% of cases ROTL is completed successfully.³⁷³ In 2012, just 26 cases involved the prisoner being arrested on suspicion of committing an offence.³⁷⁴

Despite this, new restrictions on ROTL have seen a 40% drop in its use in the last two years. At the time restrictions were introduced the success rate was 99.93%.³⁷⁵

Almost two-thirds (65%) of voluntary and private sector providers of ROTL placements surveyed said they had seen a decrease in ROTL—with some organisations reporting that their ROTL placements had “completely stopped” or become “almost impossible”.³⁷⁶

During 2015–16, there were a total of 1,467 people, on average only 335 per month, working out of the prison on licence.³⁷⁷

They paid £247 per month on average to the Prisoners’ Earnings Act levy—the equivalent of nearly 30% of their net earnings.³⁷⁸

£4.3m has been paid to Victim Support since the introduction of the levy in October 2011.³⁷⁹

Home Detention Curfew (HDC)

HDC allows people to live outside of prison, providing they do not breach strict conditions, to help prepare them for life on release. Only people serving sentences of between three months and under four years are eligible.

There were 8,608 releases on HDC in 2015.³⁸⁰

This was just over a quarter (26%) of people who were eligible to be released—and half the level a decade ago.³⁸¹

7% of releases on HDC resulted in a person being recalled to custody in 2015.³⁸²

The government has announced plans to pilot the use of GPS tagging, including for people eligible for HDC, to see whether approval rates for HDC can be increased.³⁸³

³⁷³ Ibid.

³⁷⁴ Ministry of Justice (2014) Statistical Notice: Releases on temporary licence, 2012, London: Ministry of Justice

³⁷⁵ Table A3.7, Ministry of Justice (2016) Offender management statistics prison releases 2015, London: Ministry of Justice

³⁷⁶ Prison Reform Trust and Clinks (2016) Inside Out: The role of the voluntary and private sector in providing opportunities for rehabilitation for people on temporary release, London: Clinks

³⁷⁷ Ministry of Justice (2016) Prison performance statistics 2015 to 2016, London: Ministry of Justice

³⁷⁸ Ibid.

³⁷⁹ Ibid.

³⁸⁰ Table A3.5, Ministry of Justice (2016) Offender management statistics prison releases 2015, London: Ministry of Justice

³⁸¹ Ibid.

³⁸² Table A3.6i, Ibid.

³⁸³ National Offender Management Service (2016) Electronic monitoring global positioning system guidance, London: Ministry of Justice

Resettlement

74,713 people were released from prison in the year to June 2016. The majority (46%) were serving a sentence of six months or less, and nearly a third (32%) were sentenced to between one and four years.³⁸⁴

Some people are entitled to receive a discharge grant to help them on release—however this has remained fixed at £46 since 1997. Thousands more prisoners are ineligible, including those released from remand, fine defaulters and people serving less than 15 days.³⁸⁵

Employment

For many, having a criminal conviction is a barrier to leading a law-abiding life on release. The Rehabilitation of Offenders Act 1974 gives people with spent convictions and cautions the legal right not to disclose them when applying for most jobs.

Only one in four (27%) people had a job to go to on release from prison.³⁸⁶

Only 12% of employers surveyed said that they had employed somebody with a criminal record in the past three years.³⁸⁷

One in five employers (19%) said they excluded or were likely to exclude them from the recruitment process.³⁸⁸

Just 18% of people leaving prison and referred to the Work Programme have found a job which they have held for six months or more.³⁸⁹ Of these, more than a third (37%) have subsequently gone back to Jobcentre Plus.³⁹⁰

More than half of people released from prison were claiming out-of-work benefits one month after release—two-fifths were still claiming benefits after two years.³⁹¹

Accommodation

Entitlement to housing benefit stops for all sentenced prisoners expected to be in prison for more than 13 weeks. This means that many prisoners have very little chance of keeping their tenancy open until the end of their sentence and lose their housing.

One in 10 people (11%) released from custody in 2014–15 had no settled accommodation.³⁹² Inspectors have said that the figures are “misleading” as “they do not take into account the suitability or sustainability of the accommodation.”³⁹³

37% of prisoners said they needed help with their accommodation on release—only 22% reported getting it.³⁹⁴

Financial exclusion

Almost three-quarters of prisoners surveyed said finance, benefits and debt were a very significant need on release—second only to accommodation.³⁹⁵

Debts included social fund loans, court fines, money owed to families and friends, catalogue or mobile phone companies, and rent. Debts were often made worse by time in prison, for example when direct debits were not stopped or when tenancies were not closed.³⁹⁶

More than four in five former prisoners surveyed said their conviction made it harder to get insurance and four-fifths said that when they did get insurance, they were charged more. The inability to obtain insurance can prevent access to many forms of employment or self-employment.³⁹⁷

³⁸⁴ Table 3.1, Ministry of Justice (2016) Offender management statistics quarterly, April to June 2016, London: Ministry of Justice

³⁸⁵ Prison Service Instruction 72/2011 Discharge, Annex B

³⁸⁶ Table 8, Ministry of Justice (2015) National Offender Management Service annual report 2014/15: Management Information Addendum, London: Ministry of Justice

³⁸⁷ Chartered Institute of Personnel and Development (2010) Disadvantaged Groups in the Labour Market, London: CIPD

³⁸⁸ Ibid.

³⁸⁹ Table 2.8, Department for Work and Pensions (2016) Work programme official statistics to June 2016, London: DWP

³⁹⁰ Department for Work and Pensions, Stat-Xplore website, accessed on 7 November 2016, available at <https://stat-xplore.dwp.gov.uk/>

³⁹¹ Ministry of Justice (2014) Experimental statistics from the 2013 MoJ /DWP /HMRC data share: Linking data on offenders with benefit, employment and income data, London: Ministry of Justice

³⁹² Table 10, Ministry of Justice (2015) NOMS Annual Report 2014/15: Management Information Addendum, London: Ministry of Justice

³⁹³ Criminal Justice Joint Inspection (2014) Resettlement provision for adult offenders: Accommodation and education, training and employment, London: HMIP

³⁹⁴ Brunton-Smith, I. and Hopkins, K. (2014) Prisoners' experience of prison and outcomes on release: Waves 2 and 3 of SPCR, London: Ministry of Justice

³⁹⁵ Figure C.5, Meadows, L. et al (2010) Investigating the Prisoner Finance Gap across four prisons in the North East, London: DWP

³⁹⁶ Ibid.

³⁹⁷ Bath, C., and Edgar, K. (2010) Time is Money: Financial responsibility after prison, London: Prison Reform Trust

Family

Family and friends are the most important factor in enabling successful resettlement on release.

Despite this, inspectors found no evidence that families were involved in sentence planning, even when a person said they were relying on them for support after release.³⁹⁸

Furthermore, no-one routinely monitors the parental status of prisoners in the UK or systematically identifies children of prisoners, where they live or which services they are accessing. Where this information is collected, it is patchy and not always shared.

More than double the number of children are affected by parental imprisonment than divorce in the family.³⁹⁹ Approximately 200,000 children in England and Wales had a parent in prison at some point in 2009.⁴⁰⁰

While prisons do not regularly record whether people have children under the age of 18, half (52%) of those surveyed by inspectors in 2015–16 reported that they did.⁴⁰¹

Nearly one in five (19%) young adults (18–20 years old) surveyed said they had children under 18 years old. This compares to 4% of the general population who are young fathers.⁴⁰²

One in ten children in young offender institutions told inspectors that they had children themselves.⁴⁰³

Women are often held further away from their families, making visiting difficult and expensive.

The average distance is 64 miles, but many are held considerably further away.⁴⁰⁴ The government has committed to build and open five new community prisons for women to help to address this.⁴⁰⁵

40% of people surveyed said that support from their family, and 36% said that seeing their children, would help them to stop reoffending. Women (51%) were more likely than men (39%) to say that getting support from their family would help them.⁴⁰⁶

Reoffending rates are 21 percentage points higher for people who said they had not received family visits whilst in prison compared to those who had.⁴⁰⁷

Only around a third of prisoners said they had been helped by staff to maintain family ties.

Inspectors found that “support for rebuilding and maintaining family ties remained inconsistent and in many cases limited to visits, letters and telephone calls”.⁴⁰⁸

Most people were in contact with their family while in custody—either by letter (91%), telephone (88%) or through visits (70%).⁴⁰⁹

However, nearly half (44%) of people said they had problems sending or receiving mail—and over a quarter (26%) had problems accessing telephones.⁴¹⁰

The cost of making a telephone call from prison is expensive. A 30 minute call during the working week to a landline costs £2.75 and for mobiles is £6.12.⁴¹¹

Only three in ten prisoners reported that it was easy or very easy for family to visit them at their current prison—16% said they did not receive visits.⁴¹²

Two-thirds of families said their debts had increased since the imprisonment of their relative. The same proportion of former prisoners felt that their debts had worsened during their sentence.⁴¹³

398 Criminal Justice Joint Inspection (2014) Resettlement provision for adult offenders: Accommodation and education, training and employment, London: HM Inspectorate of Prisons

399 Office for National Statistics (2011) Divorces in England and Wales 2009, Fareham: Office for National Statistics

400 Ministry of Justice (2012) Prisoners' childhood and family backgrounds, London: Ministry of Justice

401 HM Inspectorate of Prisons (2016) Life in prison: contact with families and friends, London: HMIP

402 Ministry of Justice (2012) Prisoners' childhood and family backgrounds, London: Ministry of Justice

403 HM Inspectorate of Prisons (2016) Children in Custody 2015–16, London: HM Stationery Office

404 Women in Prison (2015) State of the estate—Women in Prison's report on the women's custodial estate (2nd edition), London: Women in Prison

405 Ministry of Justice (2016) Prison safety and reform, London: Ministry of Justice

406 Ministry of Justice (2012) Prisoners' childhood and family backgrounds, London: Ministry of Justice

407 Brunton-Smith, I. and Hopkins, K. (2014) Prisoners' experience of prison and outcomes on release: Waves 2 and 3 of SPCR, London: Ministry of Justice

408 HM Chief Inspector of Prisons (2015) Annual Report 2014–15, London: The Stationery Office

409 Brunton-Smith, I. and Hopkins, K. (2014) Prisoners' experience of prison and outcomes on release: Waves 2 and 3 of SPCR, London: Ministry of Justice

410 HM Inspectorate of Prisons (2016) Life in prison: contact with families and friends, London: HMIP

411 HM Inspectorate of Prisons (2016) Life in prison: Earning and spending money, London: HMIP

412 Ibid.

413 Bath, C. and Edgar, K. (2010) Time is Money: Financial responsibility after prison, London: Prison Reform Trust

OTHER UK PRISON SYSTEMS

Scotland

The Scottish Government is taking forward an ambitious prison reform programme which includes increasing the use of community sentences; reducing the use of short term custodial sentences and remand; and improving the reintegration of individuals from custody to community.

Following the introduction of legislation against the presumption of custodial sentences of less than three months in 2010, the Scottish Government has consulted on extending this further “with the aim of using prison primarily for those individuals who have committed serious offences and those cases involving issues of public safety.” It is now considering the submissions to the consultation.

The Scottish Government is also working to develop and roll out a new model for community justice from April 2017. Proposals for greater use of electronic monitoring and alcohol tagging have been recommended by a specially commissioned working group.

The Scottish Government has committed to reducing the number of women in prison and has set a target of 230 women across the new women’s estate. A new national 80-place unit for women will be built at HMP Cornton Vale along with five community custodial units, holding 20 women each, across Scotland to allow them to be closer to their communities and maintain contact with their families.

Use of custody

On 18 November 2016 the total population of people in custody in Scotland stood at 7,482.⁴¹⁴ 33,626 people entered custody in 2013–14.⁴¹⁵

The prison population is falling – slowly. An average of 7,675 people were in custody during 2015–16, 56 fewer people than the year before, and the lowest level since 2007–08.⁴¹⁶

Over one-third of the adult male general population, and nearly one-tenth of adult women is likely to have at least one criminal conviction.⁴¹⁷

Scotland has one of the highest imprisonment rates in western Europe— 142 people in prison per 100,000 of the population. England and Wales have an imprisonment rate of 147 per 100,000, France 103 per 100,000 and Germany 78 per 100,000.⁴¹⁸

13% of people sentenced by the courts were given a custodial sentence in 2014–15.⁴¹⁹

Prison sentences are getting longer. The average length of a custodial sentence in 2014–15 was over nine months (285 days)—56 days longer than in 2005–06.⁴²⁰

There is a statutory presumption against prison sentences of less than three months—unless a court considers that no other method of dealing with the person is appropriate.⁴²¹ However, they still accounted for nearly three in 10 custodial sentences given in 2014–15.⁴²²

The number of people on remand remains high—accounting for 19% of the prison population compared with 11% in England and Wales. An average of 1,494 people were in prison on remand in 2015–16, down slightly from 1,525 the year before.⁴²³

The cost of imprisonment continues to rise. It costs an average of £34,399 per prison place—an increase of nearly £2,500 in the last three years.⁴²⁴

414 Scottish Prison Service website, accessed on 25 November 2016, available at <http://www.sps.gov.uk/Corporate/Information/SPSPopulation.aspx>

415 Table A.8, The Scottish Government (2015) Prison statistics Scotland: 2013–14, Edinburgh: The Scottish Government

416 Scottish Prison Service (2016) Annual report and accounts 2015–16, Edinburgh: SPS and Scottish Prison Service (2015) Annual report and accounts 2014–15, Edinburgh: SPS and HM Chief Inspector of Prisons for Scotland (2016) Annual report 2015–16, Edinburgh: HMIPS

417 The Scottish Government (2013) Discussion Paper on the Rehabilitation of Offenders Act 1974, Edinburgh: The Scottish Government

418 International Centre for Prison Studies website, accessed on 25 November 2016, available at http://www.prisonstudies.org/highest-to-lowest/prison_population_rate?field_region_taxonomy_tid=14

419 Table 9, The Scottish Government (2016) Criminal proceedings in Scotland 2014–15, Edinburgh: The Scottish Government

420 Table 10(c), Ibid.

421 The Criminal Justice and Licensing (Scotland) Act 2010

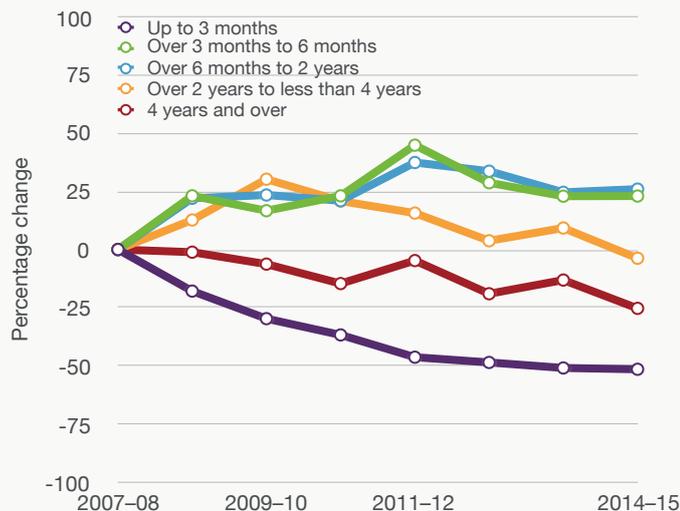
422 Table 10(a), The Scottish Government (2016) Criminal proceedings in Scotland 2014–15, Edinburgh: The Scottish Government

423 Appendix 3, Scottish Prison Service (2016) Annual report and accounts 2015–16, Edinburgh: SPS; Annual report and accounts 2014–15, Edinburgh: SPS; and Table 1.1, Ministry of Justice (2016) Offender management statistics quarterly: April to June 2016, London: Ministry of Justice

424 Scottish Prison Service (2016) Annual report and accounts 2015–16, Edinburgh: SPS and Scottish Prison Service (2013) Annual report and accounts 2012–13, Edinburgh: SPS

Short custodial sentences in Scotland

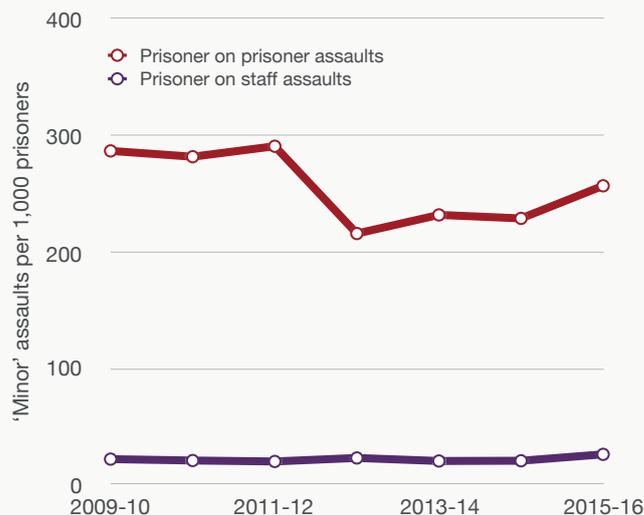
The decline of the three month sentence—but rise of the six



Source: Criminal proceedings in Scotland 2014–15

Rising tensions

Assaults on prisoners and staff are increasing



Source: Scottish Prison Service annual reports

Safety in prisons

There have been 141 deaths in custody in the last five years—with 25 so far in 2016. 58 of these deaths are still under investigation.⁴²⁵

In over a quarter of deaths (28%) in the last five years investigations have concluded that they were self-inflicted.⁴²⁶

There was a 12% increase in recorded prisoner on prisoner assaults in 2015–16 on the year before. Serious assaults also rose by 20%.⁴²⁷

There were 202 assaults on staff in 2015–16, a rise of a quarter on the year before.⁴²⁸

More than four in 10 people (43%) reported using illegal drugs whilst in prison.⁴²⁹

People in prison

84% of people entering prison to serve a sentence in 2013–14 were there for non-violent offences.⁴³⁰

Nearly one in three men (29%) and over a quarter of women (26%) reported they had been in care as a child.⁴³¹

Women in prison

The women's prison population in Scotland increased by 38% since 2003–04.⁴³² However, there are signs that this is starting to slowly decline, with a slight decrease in the last year. On average 404 women were held in prison during 2015–16.⁴³³

Women in prison are more likely to be there on remand than men (25% compared to 18%).⁴³⁴ Only around 30% of women on remand go on to receive a custodial sentence.⁴³⁵

Remand accounts for nearly two-thirds (64%) of all receptions of women into prison. There were 1,805 receptions on remand by women in 2013–14.⁴³⁶

⁴²⁵ Scottish Prison Service website, Deaths in Prison Custody, available at <http://www.sps.gov.uk/Corporate/Information/PrisonerDeaths.aspx>

⁴²⁶ Ibid.

⁴²⁷ Scottish Prison Service (2016) Annual report and accounts 2015–16, Edinburgh: SPS

⁴²⁸ Ibid.

⁴²⁹ Scottish Prison Service (2015) Prisoner survey 2015, Edinburgh: SPS

⁴³⁰ Table A.11, The Scottish Government (2015) Prison statistics Scotland: 2013–14, Edinburgh: The Scottish Government

⁴³¹ Scottish Prison Service (2016) Women in custody 2015, Edinburgh: SPS

⁴³² Table A.1, The Scottish Government (2015) Prison statistics Scotland: 2013–14, Edinburgh: The Scottish Government and Table 1, Prison statistics Scotland: 2012–13

⁴³³ Appendix 2, Scottish Prison Service (2016) Annual report and accounts 2015–16, Edinburgh: SPS and Scottish Prison Service (2015) Annual report and accounts 2014–15, Edinburgh: SPS

⁴³⁴ Table A.1, The Scottish Government (2015) Prison statistics Scotland: 2013–14, Edinburgh: The Scottish Government

⁴³⁵ Commission on Women Offenders (2012) Commission on Women Offenders Final Report: Edinburgh, The Scottish Government

⁴³⁶ Table A.8, The Scottish Government (2015) Prison statistics Scotland: 2013–14, Edinburgh: The Scottish Government

A third of women (34%) reported being drunk at the time of their offence—a quarter reported that it affected their ability to hold down a job.⁴³⁷

A higher proportion of women commit ‘crimes of dishonesty’ than men—15% of proven offences by women were for acquisitive crimes compared with 11% of men’s.⁴³⁸

10% of women reported having served more than ten sentences in prison.⁴³⁹

97 pregnant women have been held in prison in Scotland since 2012—nearly a third (32%) were on remand.⁴⁴⁰

30 children have been born in prison in Scotland since 2012.⁴⁴¹

Children and young adults

There were 550 young people (under 21) in prison on average in 2013–14. The number of young people in prison has fallen by 45% since 2008–09.⁴⁴²

There were 78 children (under 18) in prison as of June 2013.⁴⁴³

Just four custodial sentences were imposed on children under the age of 16 in 2014–15.⁴⁴⁴

Over half (55%) of young people were under the influence of drugs at the time of their offence (compared to 39% adults). One-in-five (19%) committed their offence to get money to buy drugs.⁴⁴⁵

Six in 10 young people reported being drunk at the time of their offence (compared to 41% adults).⁴⁴⁶

A third of young people reported being in care as a child.⁴⁴⁷

A quarter of boys said they had no qualifications. Over half (56%) said that they were ‘often’ excluded from school and four in 10 (37%) said that they had ‘often’ attended a Children’s Panel.⁴⁴⁸

Rehabilitation and resettlement

44% of people released from custody are reconvicted within a year—rising to 59% for men and 63% for women with more than 10 previous convictions.⁴⁴⁹

Only three in 10 prisoners had accessed services while in prison to help them prepare for release. Of those who accessed services, 68% had sought advice about housing and 46% about employment.⁴⁵⁰

Three in 10 (29%) of prisoners surveyed said they didn’t know where they would be living on release.⁴⁵¹

Fewer than a quarter (24%) of prisoners surveyed said that they had received help with their drug addiction during their sentence.⁴⁵²

693 people on average were held in prison in 2013–14 following recall from supervision or licence—nearly double the number in 2004–05.⁴⁵³

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Northern Ireland

March 2016 saw the end of the formal prison reform programme, with 36 of the 40 recommendations made by the Prison Review Team completed. However, the process of reform continues, with the Northern Ireland Prison Service committing to a reform programme lasting 10 years or more—focusing on effective leadership; purposeful activity opportunities; equality of outcomes for prisoners, with a more diverse workforce; improving accommodation; and a strong relationship with healthcare.

The murder of the prison officer Adrian Ismay following a terrorist attack in March 2016 brings into sharp focus the very real threats that staff face, and the impact that attacks and intimidation could have on the delivery of reforms.

At HMP Maghaberry, a new 360 cell block is scheduled to open in early 2019. A separate high security facility is also planned on the same site but is awaiting business case approval.

The £150m redevelopment at HMP Magilligan is awaiting business case approval and expected to take nine years to deliver.

Plans to build a new women's prison on the site of HMP Magilligan are unlikely to happen for the foreseeable future.

Use of custody

On 18 November 2016 the total population of people in custody in Northern Ireland stood at 1,530—55 fewer people than the previous year.⁴⁵⁴

The number of people entering prison continues to fall, with 4,757 receptions during 2015—3% fewer than the year before.⁴⁵⁵

However, the number of people entering prison for fine default is once again on the rise. Numbers had initially fallen following a Judicial Review, yet 456 people went to prison in 2015 for failure to pay a fine—up from 139 in 2014.⁴⁵⁶

The imprisonment rate for Northern Ireland is 80 per 100,000 of the population. England and Wales have an imprisonment rate of 147 per 100,000, France has a rate of 103 per 100,000 and Germany has a rate of 78 per 100,000.⁴⁵⁷

The proportion of sentences resulting in custody is increasing. In 2010, 9% of people convicted were sentenced to custody, by 2015 this had risen to 12%. The proportion receiving suspended sentences has also risen from 11% to 15%.⁴⁵⁸

Northern Ireland continues to hold a high proportion of people in prison on remand compared with other countries. It currently holds nearly a quarter (24%) on remand compared with 11% in England and Wales, and 19% in Scotland.⁴⁵⁹

Remand accounted for more than half (55%) of all receptions into prison in 2015, with 2,633 receptions in total. 398 people on average were held in prison on remand—the fourth successive annual fall.⁴⁶⁰

The average cost per prisoner place continues to fall from historically high levels—costing £57,643 per year in 2015–16, down from £73,732 in 2010.⁴⁶¹

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Safety in custody

During 2015–16 there were two deaths in custody—both at Maghaberry prison, with one appearing to be self-inflicted.⁴⁶² There have been a further two deaths at the prison in November, less than two weeks apart.⁴⁶³ A review of vulnerable people in custody has been announced following the deaths.⁴⁶⁴

During 2013–14 there were a total of 96 assaults—a 10% rise on the previous year. 67 occurred at Maghaberry, 23 at Hydebank Wood and six at Magilligan. There was however a change in recording practices for assaults in 2013.⁴⁶⁵

Ambulances were called out 1,100 times to prisons during the last three years—the equivalent of once a day. Over 80% of the calls were made from HMP Maghaberry.⁴⁶⁶

Half of prisoners reported feeling unsafe at some time during their time in custody. 42% reported they had been bullied and of those that had, 19% reported the incident, 23% did not.⁴⁶⁷

Inspectors have raised concerns about the availability of drugs within prisons. “They have been responsible for a number of deaths in custody and other serious incidents, and are a cause of a significant proportion of the bullying which takes place. This is true both for illicit and prescription drugs”.⁴⁶⁸

Almost one in 10 prisoners (8%) reported they had developed a problem with drugs since coming into prison.⁴⁶⁹

Treatment and conditions

Ongoing staff shortages at Maghaberry prison are still a problem. Despite the implementation of a core day, which allows prisoners in full-time work to spend over nine hours a day out of their cell, there are frequent restrictions to regimes—although there are signs this is decreasing.⁴⁷⁰

Catholic prisoners are more negative about their experience in prison than Protestants. The Inspectorate has repeatedly called for prisons to do more to understand and address this.⁴⁷¹

At least ten people were held in solitary confinement in HMP Maghaberry for over 100 days each in 2015—four were held for over a year and in one case a prisoner was held for five years.⁴⁷²

People in prison

Almost 40% of prisoners reported that they had a problem with drugs when they came into prison—31% with prescription drugs.⁴⁷³

44% of prisoners reported having a problem with alcohol when they came into prison.⁴⁷⁴

A total of 67% of all prisoners are on prescribed medication—80% at Maghaberry, 58% at Magilligan and 38% at Hydebank Wood Young Offender’s Centre. The levels of prescribing reflect the fact that prisoners tend to have poorer physical and mental health than the general population.⁴⁷⁵

34% of prisoners entering prison have a literacy ability, and 51% have a numeracy ability, at a level broadly equated to that expected of a nine year old.⁴⁷⁶

9% of the prison population are foreign nationals—Nearly two-thirds (63%) are on remand.⁴⁷⁷

462 The Prisoner Ombudsman for Northern Ireland (2016) Annual report 2015–16, Belfast: The Prisoner Ombudsman for Northern Ireland

463 Kilpatrick, C. (2016) Belfast Live, ‘Prisoner dies at maximum security Maghaberry Prison’, available at

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470 Criminal Justice Inspection Northern Ireland (2016) Report on an announced inspection of Maghaberry Prison, Belfast: CJINI

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477 Northern Ireland Prison Service (2016) Analysis of NIPS prison population from 01/07/2015 to 30/09/2016, Belfast: Department of Justice

Women in prison

On 18 November 2016 there were 53 women in prison in Northern Ireland.⁴⁷⁸

Women accounted for 7% of receptions into prison in 2015.⁴⁷⁹

Receptions to prison increased by 5% in 2015 for women on the year before—men's fell by 4%. This was due to growing numbers of women defaulting on fines (from 7 in 2014 to 53 in 2015).⁴⁸⁰

Over three-quarters of women (76%) entering prison to serve a sentence are there for non-violent offences. The majority are there for theft or criminal damage.⁴⁸¹

More than half of women surveyed at Ash House, Northern Ireland's only women's prison, said they had felt unsafe at some time. Inspectors said that this was likely to have been because of the complex mix of the population, which includes young men on the same site, and the availability of drugs.⁴⁸²

Six in 10 women in prison surveyed said they had children under the age of 18. A third said it was difficult or very difficult for family and friends to visit, a further quarter (24%) said they didn't receive visits.⁴⁸³

Children and young adults

163 children (aged 10–17) entered custody in 2015–16, the lowest number for seven years. On average 26 children were held in custody.⁴⁸⁴

The vast majority (88%) were boys—only 19 girls entered custody in 2015–16.⁴⁸⁵

Most children in custody are there on remand—accounting for over half (54%) of the population.⁴⁸⁶

Nearly three in 10 children in custody (29%) were in care.⁴⁸⁷

Inspectors have raised concerns that children are being inappropriately placed in custody at times of crisis when no alternative accommodation is available—at a cost of around £9.3m per year.⁴⁸⁸

155 young adults (aged 18–20) entered custody in 2015 to serve a sentence—a drop of 38% in the last two years.⁴⁸⁹

More than a third of young adults entering Hydebank Wood had literacy problems and over half had numeracy difficulties.⁴⁹⁰

Six in 10 (61%) said they had felt unsafe at some time—over a quarter (27%) told inspectors they currently felt unsafe. Inspectors were critical that “indicators of violence were not accurate enough and the secure college was not monitoring or analysing them sufficiently.”⁴⁹¹

Rehabilitation and resettlement

42% of adults released from custody went on to reoffend within a year. More than half (55%) of those who reoffended had done so within the first three months of release; over three-quarters (78%) had within six months.⁴⁹²

Of the 35 children released from custody, 31 committed a proven reoffence—26 reoffended within the first four months.⁴⁹³

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15 Northburgh Street
London EC1V 0JR
020 7251 5070
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prt@prisonreformtrust.org.uk

For more information about the Bromley Briefings Prison Factfile contact Alex Hewson:
alex.hewson@prisonreformtrust.org.uk