



DEBATE PACK

Number CDP-2019-0038, 18 February 2019

Recall of Women to Prisons

Summary

A Westminster Hall debate on Recall of Women to Prisons is scheduled for Wednesday 20 February 2019. The Member leading the debate is Carolyn Harris MP.

This Debate Pack provides background on release on licence and recall, changes made to the law by the Offender Rehabilitation Act 2014, statistics on recalls, concerns about the increased number of women being recalled to prison and the Government's position; and a selection of further reading; relevant media and parliamentary material.

The House of Commons Library prepares a briefing in hard copy and/or online for most non-legislative debates in the Chamber and Westminster Hall other than half-hour debates. Debate Packs are produced quickly after the announcement of parliamentary business. They are intended to provide a summary or overview of the issue being debated and identify relevant briefings and useful documents, including press and parliamentary material. More detailed briefing can be prepared for Members on request to the Library.

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1. Background

1.1 Release on licence and recall

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When a person is released from prison on licence they are subject to certain conditions and are supervised in the community.¹ Low to medium risk offenders are supervised by a Community Rehabilitation Company (CRC). Higher risk offenders are supervised by the National Probation Service (NPS).²

Those sentenced to a determinate (fixed) custodial sentence will automatically be released at the half way stage of their sentence and be subject to licence conditions until the end of their sentence.

A person on licence can be recalled (returned) to prison.³ HM Inspectorate of Probation's report [Enforcement and Recall: A thematic inspection by HM Inspectorate of Probation](#), explains how the licence recall process works:

If the responsible officer considers that the person subject to licence has failed to comply with the conditions of the licence or presents a high risk of causing serious harm or further offending, the individual will be recalled to prison without going back to court. The decision is approved by an NPS or CRC manager and then passed to Her Majesty's Prison and Probation Service (HMPPS) Public Protection Casework Section for endorsement and, ultimately, for an arrest warrant to be issued.⁴

1.2 The Offender Rehabilitation Act 2014

The Offender Rehabilitation Act 2014 (ORA) provided for everyone sentenced to a day or more in prison to be supervised on their release by probation.⁵ Before the ORA those sentenced to a term of imprisonment of less than 12 months were not supervised on release.

This change in the law resulted in an increase in the number of individuals under supervision of about 45,000 people each year, an approximate 23% increase.⁶

The ORA also introduced post sentence supervision for people who receive custodial sentences of more than one day but less than two years.⁷ This post-sentence supervision period was introduced to "top up" the licence period to make a total of 12 months' supervision after

¹ [Probation Instruction 09/2015 Licence conditions temporary travel abroad](#) explains the standard conditions that must be imposed and additional conditions which can be imposed

² For information on the division of probation services between the CRCs and the NPS see the Library briefing [Contracting Out Probation](#), 4 July 2018

³ For further details on recall, see Probation Instruction PI 27/2014 [Recall review & rerelease of recall offenders](#)

⁴ HM Inspectorate of Probation, [Enforcement and Recall: A thematic inspection by HM Inspectorate of Probation](#), February 2018, p7

⁵ [Section 1](#), amending section 243A of the Criminal Justice Act 2003

⁶ HM Inspectorate of Probation, [Enforcement and Recall: A thematic inspection by HM Inspectorate of Probation](#), February 2018, p6

⁷ [Section 2](#) inserted section 256AA into the Criminal Justice Act 2003

release. Supervision requirements apply for this period. Those in breach of the supervision requirements can be sent to prison by the courts.

During the passage of the ORA it was argued that these changes to the law would result in additional recalls and an increase in the short term prison population. Concerns raised by prison reform organisations were summarised by the Joint Committee on Human Rights in its report [Legislative Scrutiny: Offender Rehabilitation Bill](#) [footnotes removed]:

The Prison Reform Trust has stated that many people serving short prison sentences have complex and multiple needs which, in turn, increase the likelihood of breach. The Trust stressed that, if sanctions for breach were too onerous and inflexible, “even the most flexible licence conditions and supervision requirements for prisoners serving less than 12 months are likely to result in huge number of recalls.” To prevent this, the Trust suggested that supervision conditions should be proportionate and allow flexibility in dealing with breach, and that the option of recall to custody should remain a “genuine last resort”. The Trust also argued that “it will nearly always be cheaper and more effective to impose a community sanction rather than a short prison sentence”. The Howard League for Penal Reform also said that, in its view, a substantial number of offenders covered by the Bill’s new supervision period would likely breach their requirements due to “chaotic lifestyles”, and be recalled to custody as a result.⁸

[Section 10](#) of the ORA requires that the supervision of offenders complies with the Public Sector Equality Duties so that the arrangements meet “the particular needs of female offenders”.

1.3 Recall of women - statistics

Statistics on recalls to prison are published by the Ministry of Justice (MoJ) in its [Offender Management Statistics Quarterly](#). Information on recalls of offenders on licence are found in the [Licence recalls](#) tables and returns of time-served offenders to custody for breach of their post-sentence supervision are found in the [Probation tables](#).⁹

Since the implementation of the ORA (2014), the number of women being recalled to custody per quarter has tripled. This is in part due to the introduction of mandatory post-sentence supervision for all offenders sentenced to immediate custody.

In the year ending September 2018 (the latest figures available) there were:

- 1,846 recalls of women to custody while on licence, and
- 6,461 releases of women on licence,
- Which was equivalent to 29 recalls to custody for every 100 releases of a female offender on licence.

⁸ Joint Committee on Human Rights, [Legislative Scrutiny: Offender Rehabilitation Bill](#), HC 829, 18 November 2013, para 66

⁹ “Licence recall data does not include those that are committed to custody for a breach during the post sentence supervision period as these offenders are recalled due to a breach of their top-up supervision requirements, not their licence.” (p.39 [User guide to Offender management statistics](#))

In the most recent quarter of data (July-September 2018), compared to the first available (October-December 2014), there were:

- 304 more (152%) recalls of female offenders on licence.
- 3,284 more (148%) female offenders being supervised in the community post-release¹⁰, and
- 110 more committals to prison for breach of post-sentence supervision conditions (no data is available for 2014).

Adding together the number of recalls and committals for breach of post-sentence supervision, **more than three times as many women were recalled to prison in the most recent quarter, compared to prior to the implementation of ORA.**

This is in the context of there being no change in the number of releases of female prisoners on licence¹¹.

The chart shows the change since 2014, by quarter, for these indicators. The size of the post-supervision caseload and the total number of recalls rose at roughly the same rate between 2014 and 2017. Since 2017, the number of recalls has continued to rise, driven by a rise in the number of licence recalls. The number of releases on licence has remained relatively stable.

CHANGE SINCE 2014 IN RECALLS, RELEASES ON LICENCE, AND POST-SUPERVISION CASELOAD FOR FEMALE OFFENDERS



Source: MoJ [Offender Management Statistics Quarterly, various editions](#): Releases table A3.1, Licence recall table 5.2, Probation tables 4.1 and 4.7 (4.9 in latest edition). BOTUS = Breach of ORA top-up supervision period conditions (BOTUS)

Are women disproportionately affected?

In the year ending September 2018, there were 34 recalls for every 100 male offenders released on licence, which was higher than the rate for female offenders (29 per 100).

¹⁰ This figure shows the change in the end-of-quarter post-release supervision caseload. It is a snapshot of the caseload on one particular day rather than the total across the quarter, as is the case for the other figures reported here.

¹¹ This refers to releases of prisoners, usually at the half-way point of their sentence, and includes those released on Home Detention Curfew.

However, the recall rate has risen more steeply for women since 2014 than for men.

In the year ending September 2015, there 16 recalls per 100 releases of female offenders on licence and 29 per 100 for men. In the most recent year, the rate for female offenders has almost 'caught up' with the rate for men (29 per 100 for women, 34 per 100 for men).

The rate of committals for breach of post-sentence supervision conditions is also higher for women. In the year ending September 2018, there were 2 committals for every 100 female offenders on post-sentence supervision, compared with 1 for every 100 men.

The total number of recalls from licence and committals from post-sentence supervision rose more steeply for women, following the introduction of the ORA (2014). The number of women being recalled (including committals) tripled between 2014 and 2018 (+207%) while the number of men was one-and-a-half times higher (+49%).

The full data series is attached as an appendix.

1.4 Women's experience of recall

Research conducted for HM Prison and Probation Service examined the process and experience of recall and found that, for women, the period immediately before and after their initial release emerged as the time of particular vulnerability. It identified the following themes that capture women's experience of recall:

1. Doing what is expected as opposed to what is right
2. Negative psychological effects of release
3. Failure to support and guide – over-reliance on self-efficacy
4. Seeing the recall process as significantly flawed
5. Making recall more rehabilitative for the future.¹²

Prison Reform Trust: Broken Trust report

The Prison Reform Trust's [Transforming Lives programme](#) aims to reduce the number of women sent to prison. The programme states that imprisonment has a disproportionate impact on women and the children and families from whom they are separated.

The Prison Reform Trust published a report, [Broken Trust: The rising numbers of women recalled to prison](#) in December 2018. It is a thematic report based, primarily, on a small scale study of the experiences of women who had been recalled to prison.

The Prison Reform Trust says it has been concerned about an increase in the recall of women to prison since 2015/16. The report attributes the

¹² HM Prison and Probation Service, [Analytical Summary 2018: Understanding the process and experience of recall to prison](#), Flora Fitzalan Howard, Rosie Travers, Helen Wakeling, Caroline Webster and Ruth Mann

increase to the changes made by the ORA and a collapse in social networks of support:

The sharp increase in women being recalled to prison can be partly explained by the fact that the government's Transforming Rehabilitation programme and the Offender Rehabilitation Act 2014 combined to deliver a more coercive response to women serving short sentences. The result has been the opposite of what was promised - which was more support for women leaving prison. A second factor, equally important, was the collapse of social networks of support, so that CRCs and NPS were unable to resolve (or even help with) problems of unstable housing, debt, abusive relationships, and mental health need. These developments were contrary to the steps to reduce reoffending that have since been set out in the government's Female Offending Strategy.¹³

The report concludes that the high proportion of recalls of women that are due to a failure to keep in contact with the responsible officer implies a breakdown of trust and communication between probation staff and the women supervised:

Official figures suggest that two-fifths of recalls of women are due to a failure to keep in contact with their responsible officer. The prevalence of this reason implies a very serious breakdown in communication and trust between responsible officers and the women they supervise. Our evidence suggests that the breakdown of trust begins with the inability of responsible officers to support women in dealing with the social challenges they face on release, particularly regarding housing. The threat of recall accentuates the fault lines in relationships that are already fragile, inhibiting women from confiding in their responsible officers about difficulties that, eventually, lead to their recall.

The Prison Reform Trust makes a number of recommendations, including that the provisions of the ORA extending supervision to those given a prison sentence of less than 12 months should be repealed and that supervision for this group be made voluntary. It also recommends a policy objective to drastically reduce the number of women recalled to custody. It says:

Decisions to recall should be understood as a failure to support the woman's resettlement, rather than an enforcement success, and each recall should be analysed for systemic factors that can be remedied.

1.5 Government position

The Ministry of Justice's [Female Offender Strategy](#), published on 27 June 2018, set out the Government's desire to reduce the female prison population, with fewer offenders sent to custody for short periods.

The strategy notes that lack of access to supportive community services, lack of safe accommodation and substance misuse contribute to women being recalled:

For those who are being managed in the community under supervision post-release, lack of access to supportive community

¹³ Prison Reform Trust, [Broken Trust: The rising numbers of women recalled to prison](#), December 2018.

services can contribute to recall to custody. In an internal review of recall case files, lack of safe accommodation and substance misuse were found to be driving the two most common reasons for recall to prison: failure to keep in touch and non-compliance.¹⁴

The strategy says the Government wants to provide more residential support to prevent the recall of women:

We want to provide more residential support options in the community that offer the accommodation and holistic support that will allow these women to successfully complete community orders as a diversion from custody and prevent them from being recalled to custody.

Further information for probation staff on common causes of recall was also promised:

We want to support offenders to complete the requirements imposed on them to reduce unnecessary recall. To do this, we will equip our probation staff with better information so they can make more informed decisions about the common causes of recall. For example, childcare issues are often a barrier to complying with requirements; we will be updating instructions to probation staff on Offender Childcare so they can support female offenders to complete the requirements imposed upon them where childcare issues were previously a barrier

A [PQ in the Lords in January 2019](#) noted that the extension of mandatory post-custody supervision has disproportionately affected women. Baroness Burt said that recall numbers for men had risen by 22% since the changes were introduced but for women they have grown by 131%. She asked the Minister if he had plans to review the system. Lord Keen replied:

My Lords, the idea of mandatory supervision for those serving a sentence of less than 12 months was introduced only quite recently. There is a disproportion between male and female offenders in that context—I quite accept that. Indeed, that manifests itself in various other parts of the prison and custodial system. At the moment, we are seeking to extend community centre services, to help to accommodate those released after short sentences, and to combine community services with treatment requirement protocols.¹⁵

¹⁴ Ministry of Justice, [Female Offender Strategy](#), 27 June 2018, para 64

¹⁵ HL Deb 31 January 2019 c1165

2. Media

2.1 Articles and blogs

[Number of offenders recalled to prison surges following 'disastrous' probation reforms](#)

May Bulman, The Independent, 17 January 2019

[We should be very worried at the news that Wales locks up the most people in western Europe](#)

Kuba Shand-Baptiste, Independent, 16 January 2019

[Growing numbers of women returning to prison due to lack of support on release](#)

Prison Reform Trust, 21 December 2018

[Total Recall: Why More Women Are Being Returned to Prison than Ever Before](#)

Thomas Guiney, The Justice Gap, 11 November 2018

[Half of female prisoners being released to homelessness, report warns](#)

Maya Oppenheim, Independent, 6 November 2018

[Why are more women being returned to prison than ever before?](#)

Prison Reform Trust, 13 February 2018

[Government going backwards over women in jail, says Labour peer](#)

Amelia Hill, The Guardian, 02.05.2018

[Government's probation reforms risk driving up the number of women in prison](#)

Prison Reform Trust, 9 February 2017

[Number of women in prison could rise amid 'revolving door' of release and return, report warns](#)

Hayden Smith, Independent, 9 February 2017

[Vulnerable UK women choosing prison over life on the outside](#)

Jamie Doward, The Guardian, 24 December 2016

[Transforming Rehabilitation is having a disastrous impact on women](#)

Howard League for Penal Reform, blog, 1 August 2016

2.2 Press releases and announcements

[Justice Secretary outlines future vision for probation](#)

Ministry of Justice, 27 July 2018

[Short sentences for women recognised as short sighted](#)

Revolving Door Agency, 27 June 2018

[Female Offenders Strategy](#)

Women in Prison, 27 June 2018

[Call to stop revolving door to prison as numbers recalled to custody soar](#)

Howard League for Penal Reform, 17 August 2016

3. Parliamentary Business

3.1 Ministerial Statements

[Female Offender Strategy](#)

27 June 2018 | Written statements | HCWS 800

[Justice Update](#)

26 March 2018 | Written statements | HCWS 584

3.2 Debates

[Short Prison Sentences](#)

HC Deb 29 January 2019 c314-23WH

[Justice: Women's Centres](#)

HL Deb 12 September 2018 c2355-70

[Women Released from Prison](#)

HC Deb 18 October 2017 c353-70WH

3.3 Parliamentary Questions

[Female Offender Strategy](#)

Asked by: The Lord Bishop of Gloucester

To ask Her Majesty's Government what progress they have made in implementing the female offenders' strategy.

Answered by: The Advocate-General for Scotland (Lord Keen of Elie)

My Lords, the Female Offender Strategy, published in June 2018, outlines the Government's long-term vision for improving outcomes for female offenders in custody and in the community. The strategy sets out a programme of work that contains a number of commitments that will take some years to implement. A new women's policy framework was published last December, and my noble friend Lord Farmer's review of

family ties for female offenders is expected to report in the coming weeks.

31 January 2019 | Oral questions - Lead

[Female Offender Strategy](#)

Asked by: Baroness Burt of Solihull

My Lords, the extension of mandatory post-custody supervision has disproportionately affected women. Recall numbers for men have risen by 22% since the changes were introduced but for women they have grown by 131%. Women are trapped in the justice system rather than being enabled to rebuild their lives. The Prison Reform Trust has called for mandatory post-custody supervision to be abolished. Does the Minister agree that the present system is not working, and does he have plans to review it?

Answered by: Lord Keen of Elie

My Lords, the idea of mandatory supervision for those serving a sentence of less than 12 months was introduced only quite recently. There is a disproportion between male and female offenders in that context—I quite accept that. Indeed, that manifests itself in various other parts of the prison and custodial system. At the moment, we are seeking to extend community centre services, to help to accommodate those released after short sentences, and to combine community services with treatment requirement protocols.

That is extremely important, particularly for female offenders, where we see a vast proportion who have reported elements of mental health difficulty or who suffer from alcohol issues and, very often, drug abuse issues as well. Over and above that, an enormous proportion of these female offenders have at times been subject to domestic violence. We are trying to direct these services at these issues and will continue to do so.

31 January 2019 | Oral questions - Supplementary

[Prison Sentences: Females](#)

Asked by: Victoria Prentis

To ask the Secretary of State for Justice, what steps he is taking to reduce the use of short prison sentences for women.

Answered by Lucy Frazer | Ministry of Justice

In June 2018, we published the Female Offender Strategy which set out the Government's aim to see fewer women in custody, especially on short term sentences. There is persuasive evidence that many women, particularly on short custodial sentences, can be better supported in the community on robust and effective community sentences.

The Strategy set out a new programme of work to improve outcomes for female offenders and shift our emphasis from custody to the

community. This included a £5m investment in community provision for female offenders over 2018/19 and 2019/20. We awarded £3.3m to 12 organisations last November, and on 23 January we announced a further £1.6m, which will benefit 17 organisations and 83 female rape support centres.

We consider that the availability of intensive residential support packages, both at the point of sentencing and on release, is one important element in achieving the changes we want to see. We are therefore committed to working with local and national partners to develop a 'residential women's centre' pilot in at least five sites across England and Wales.

The Strategy is available at:

<https://www.gov.uk/government/publications/female-offender-strategy>.

25 January 2019 | Written questions | 209383

[Prisoners 'Release](#)

Asked by: Priti Patel

To ask the Secretary of State for Justice, how many prisoners released on licence have been found in breach of their licence conditions and (a) recalled to custody and (b) not recalled to custody in each of the last five years.

Answered by: Rory Stewart | Ministry of Justice

(a) The number of recalls to custody following breach of licence in each of the last five years¹:

2013	2014	2015	2016	2017
17330	17657	21467	21559	21914

¹ The figures provided are for women and men recalled in each full year from 2013 to 2017 and may include offenders recalled more than once across multiple years or within years. The figures in these tables have been drawn from administrative IT systems, which, as with any large-scale recording system, are subject to possible errors with data entry and processing.

The last full year available is 2017. Published statistics, including figures up to and including June 2018 are available here

<https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

(b) We do not hold information centrally about the number of offenders in the community who may have breached their licence conditions and are not recalled to custody. To extract this data would require a review of each separate case file to track their progress on licence.

Public protection is our priority and recall is used to ensure that offenders on licence who present a high risk of harm to the public or are at risk of re-offending are returned to custody as quickly as possible.

Offenders on licence are subject to strict licence conditions, which are designed to enable the Probation Service to manage the risk that offenders may pose on release from prison and to safeguard public protection. All offenders on licensed supervision in the community are liable to recall to prison if they fail to comply with the conditions of their licence.

15 January 2019 | Written questions | 206339

[Reoffenders](#)

Asked by: Kate Green

To ask the Secretary of State for Justice, how many (a) women and (b) men were recalled to custody in each of the last three years as a result of (i) breach of licence conditions on release following a custodial sentence of over 12 months and (ii) breach of conditions during post-release supervision following a custodial sentence of under 12 months.

Answered by: Rory Stewart | Ministry of Justice

The breakdown of the number of women and men serving determinate sentences that were recalled to custody as a result of breach of licence conditions on release:

Year ⁽¹⁾	(a) Women		(b) Men	
	(i) Custodial sentence of 12 months and over	(ii) Custodial sentence of under 12 months	(i) Custodial sentence of 12 months and over	(ii) Custodial sentence of under 12 months
2015	706	434	15,198	4,554
2016	637	726	12,410	7,092
2017	646	986	11,714	7,839

(1) The figures provided are for women and men recalled in each full year from 2015 to 2017. The figures do not include indeterminate sentenced offenders but may include offenders recalled more than once across multiple years or within years. The figures in these tables have been drawn from administrative IT systems, which, as with any large-scale recording system, are subject to possible errors with data entry and processing.

Offenders serving a custodial period of less than 12 months became subject to supervision and licence conditions as a result of the commencement of the Offender Rehabilitation Act 2014 (ORA)

provisions in February 2015. Prior to this, these offenders were released unconditionally.

The breakdown of the number of women and men serving indeterminate sentences that were recalled to custody as a result of breach of licence conditions on release:

Year ⁽²⁾	(a) Women		(b) Men	
	Life Sentence	Indeterminate sentence for Public Protection (IPP)	Life Sentence	Indeterminate sentence for Public Protection (IPP)
2015	6	9	206	354
2016	6	9	206	473
2017	6	13	216	494

(2) The figures provided are for women and men recalled in each full year from 2015 to 2017 and may include offenders recalled more than once across multiple years or within years. The figures in these tables have been drawn from administrative IT systems, which, as with any large-scale recording system, are subject to possible errors with data entry and processing.

As more offenders are reaching their minimum tariff dates, the number of first-time IPP releases continues to rise year on year, and there are consequently ever greater numbers of offenders on an IPP licence in the community. Correspondingly, and as is to be expected, the number of offenders on an IPP licence who are recalled to custody also continues to rise.

Public protection is our priority and offenders on licence must comply with a strict set of conditions. If any offender breaches his licence conditions, s/he is liable to be recalled immediately to prison.

(3) Further recall figures are available in published statistics <https://www.gov.uk/government/statistics/offender-management-statistics>

05 November 2018 | Written questions | 184371

[Sentences: Reoffending Reduction](#)

Asked by: Chris Elmore

The Secretary of State may be aware that the rate of women reoffending and being recalled to prison is higher than that of men, with three out of every five women offenders being recalled or re-prosecuted and sent back to prison. There is now a real need to implement the female offender strategy and ensure that women are given as much support as they can be given. There is also a real need for

the Secretary of State to take action on short-term offences and look into other ways to sentence women, because the current approach simply is not working.

Answered by: Mr Gauke | Justice

I thank the hon. Gentleman for his remarks. He referred to the female offender strategy; as he will be aware, its focus is on alternatives to custody, particularly for minor offences. There are particular issues for females offenders in respect of the nature of the offences and the issues that female offenders face, so it is right that we implement the new strategy.

09 October 2018 | Oral questions - 1st Supplementary

[Prison Sentences: Females](#)

Asked by: Kate Green

To ask the Secretary of State for Justice, how many women are still held in prison on indeterminate public protection sentences by (a) offence and (b) original length of sentence.

Answered: Dr Phillip Lee | Ministry of Justice

As of 31 December 2017¹, 74 women IPPs are being held in prison. Out of these, 54 have never been released by the independent Parole Board and 20 are in prison after being recalled (and they can be released only on a direction from the parole board).

Those unreleased are serving sentences for the following offences:

Offence Group	Count
Violence against the person	25
Sexual offences	8
Robbery	7
Theft Offences	1
Criminal damage and arson	13
All	54

Those unreleased received the following minimum tariffs:

Tariff Length	Count
Less than 2 years	15
2 years to less than or equal to 4 years	26
Greater than 4 years to less than or equal to 6 years	7

Greater than 6 years to less than or equal to 10 years	6
All	54

Between 2010 and 2017¹ a total of 40 women IPPs have been recalled.

Public protection is our priority and offenders on licence must comply with a strict set of conditions. If any offender breaches his or her licence conditions, he or she is liable to be recalled immediately to prison.

The independent Parole Board will continue to assess rigorously all tariff-expired IPP prisoners, in order to determine whether they are safe to be released.

¹By statistics code of practice, we cannot provide data for the most recent quarter as we have declared intention to publish such information next week.

The figures provided are for offenders recalled from 2010 to 2017 whose first releases were directed by the Parole Board. Information datasets held by the department do not record the data in this format prior to 2010. The figures may include offenders recalled more than once across multiple years but not within years. The figures in these tables have been drawn from administrative IT systems, which, as with any large-scale recording system, are subject to possible errors with data entry and processing. Recall reasons do not sum to the total number of recalls as more than one reason can be recorded against each recall.

24 April 2018 | Written questions | 136002

[Reoffenders: Females](#)

Asked by: David Hanson

To ask the Secretary of State for Justice, how many and what proportion of women subject to post-release supervision by Community Rehabilitation Companies (CRC) were recalled to prison for non-compliance by CRC area in England and Wales in (a) 2015, (b) 2016 and (c) 2017.

Answered by: Rory Stewart | Ministry of Justice

The number of females recalled per year by each Community Rehabilitation Company (CRC) is set out in the table below.

CRC Area	2015	2016	2017*
Bedfordshire, Northamptonshire, Cambridgeshire & Hertfordshire	26	43	33
Bristol, Gloucestershire, Somerset & Wiltshire	20	42	21
Cheshire & Greater Manchester	40	42	41

Cumbria & Lancashire	27	29	27
Derbyshire, Leicestershire, Nottinghamshire & Rutland	49	53	58
Dorset, Devon & Cornwall	12	20	16
Durham Tees Valley	15	11	16
Essex	13	25	13
Hampshire & Isle of Wight	18	29	19
Humberside, Lincolnshire & North Yorkshire	23	30	19
Kent, Surrey & Sussex	42	46	43
London	79	131	144
Merseyside	21	35	39
Norfolk & Suffolk	13	13	21
Northumbria	11	11	12
South Yorkshire	27	17	12
Staffordshire & West Midlands	45	63	53
Thames Valley	20	22	19
Wales	42	60	49
Warwickshire & West Mercia	17	18	17
West Yorkshire	19	39	42
Total (ALL)	579	779	714

* Recalls in 2017 up to 30 September 2017.

The figures in this table have been drawn from administrative IT systems which, as with any large scale recording system, are subject to possible errors with data entry and processing.

The numbers of women subject to post-release supervision are not recorded so it is not possible to show the proportion of women subject to post-release supervision who have been recalled.

Our probation reforms mean we are now monitoring 40,000 offenders who would previously have been released with no supervision at all. HMPPS, the NPS and CRCs are working to ensure that recalls are used appropriately and effectively.

12 March 2018 | Written questions | 130764

Asked by: Kate Green

What action are the Government taking to reduce the incidence of breach and recall, which is leading to an increase in the women's prison population?

Answered by: Dr Lee | Justice

We are aware of the challenges around recall, and some of this is to do with the fact that women go back out into the community and into exactly the same situation they were in before going into prison. This is being considered in depth, and our approach to it will be part of the women's strategy.

05 December 2017 | Oral questions - Supplementary

[Reoffenders](#)

Asked by: Imran Hussain,

To ask the Secretary of State for Justice, what steps he is taking to improve oversight of licence recalls.

Answered by: Mr Sam Gyimah | Ministry of Justice

The number of offenders in prison due to licence recall is available only since 1993.

Total recall population, 30 June 1993 - 2017; England & Wales

Years Recall Population

30-Jun-93 98

30-Jun-94 125

30-Jun-95 144

30-Jun-96 198

30-Jun-97 271

30-Jun-98 356

30-Jun-99 498

30-Jun-00 798

30-Jun-01 1,113

30-Jun-02 1,753

30-Jun-03 2,631

30-Jun-04 3,289

30-Jun-05 3,490

30-Jun-06 4,063

30-Jun-07 5,097**30-Jun-08** 5,509**30-Jun-09** 5,958**30-Jun-10** 5,350**30-Jun-11** 5,646**30-Jun-12** 5,417**30-Jun-13** 5,108**30-Jun-14** 5,260**30-Jun-15** 6,176**30-Jun-16** 6,617**30-Jun-17** 6,390**Data sources and quality**

The figures in these tables have been drawn from administrative IT systems which, as with any large scale recording system, are subject to possible errors with data entry and processing.

The number of prisoners recalled on licence who were (a) men and (b) women in each year since 2010 is:

Number of Offenders Recalled

Year	Females	Males	Total
2009/10	-	-	15,004
2010/11	587	15,053	15,640
2011/12	711	15,948	16,659
2012/13	726	15,622	16,348
2013/14	755	16,764	17,519
2014/15	793	16,899	17,692
2015/16	1,302	21,110	22,412
2016/17	1,420	20,301	21,721

Notes

(1) Figures for earlier years may not match those previously published due to data being taken from a live database.”

(2) Unavailable is indicated by a dash (-).

Public protection is our priority and recall is used to ensure that offenders on licence who present a high risk of harm to the public or are at risk of re-offending are returned to custody as quickly as possible - and for as long as necessary to protect the public. Probation services assess the risk an offender poses and recommend recall where they consider that necessary in all the circumstances. Officials in HM Prison and Probation Service (HMPPS) HQ will then ensure that the probation services have provided the evidence to support the recall before formally revoking the offender’s licence. We are committed to ensuring that the power to recall is used effectively and appropriately and that offender managers identify alternatives to recall wherever possible. We are taking steps to make sure that recalled offenders are re-released only once it is safe to do so and that offenders under probation supervision are given every opportunity and support to complete their licence periods successfully.

13 November 2017 | Written questions | 105585

[Prisoners 'Release: Females](#)

Asked by: Mr David Hanson

To ask the Secretary of State for Justice, what the number of women released and subsequently returned to custody following a technical breach of a supervision condition, excluding those returned for the commission of a further offence, was in each of the last four years.

Answered by: Mr Sam Gyimah: Ministry of Justice

Data on releases and reasons for recall are currently published, broken down by gender, for the period 1 January 2015 to 30 September 2016 in Offender Management Statistics Quarterly

(<https://www.gov.uk/government/collections/offender-management-statistics-quarterly>).

Before 2015, only one reason could be recorded against each recall. Therefore, to provide the data requested, we would have manually to check each record to identify if there were further charges; this would incur disproportionate costs.

24 February 2017 | Written questions | 64438

[Reoffenders: Females](#)

Asked by: Kate Green

To ask the Secretary of State for Justice, what assessment her Department has made of the causes of the increase in the number of women recalled to prison from licence since December 2014.

Answered by: Dr Phillip Lee | Ministry of Justice

The increase in the number of recalls since December 2014 is largely due to the implementation of the Offender Rehabilitation Act (ORA) 2014 under which all offenders sentenced to less than 12 months are now receiving supervision and support for the first time. This is a significant step forward in working to reduce reoffending and protect the public.

09 November 2016 | Written questions | 51467

[Prisoners' Release: Females](#)

Asked by: Kate Green

To ask the Secretary of State for Justice, what assessment she has made of the effectiveness of 14-day recalls for women who breach their licence conditions in reducing future offending.

Answered by: Mr Sam Gyimah | Ministry of Justice

The Offender Rehabilitation Act 2014, which introduced licence and post sentence supervision for those serving short custodial sentences, applies to offences committed on or after 1 February 2015. Final proven reoffending data for those serving sentences imposed after the changes to the supervision of short sentences is not yet available. As with all new legislation, the operation of recall is kept under review.

09 November 2016 | Written questions | 50839

[Prisoners 'Release: Females](#)

Asked by: Kate Green

To ask the Secretary of State for Justice, how many women were received into each prison under licence recall in the 12 months (a) prior to and (b) following the introduction of Transforming Rehabilitation.

Answered by: Mr Sam Gyimah | Ministry of Justice

The Government's Transforming Rehabilitation programme included the extension of licensed supervision to those receiving sentences of under 12 months. This was brought into effect by the Offender Rehabilitation Act 2014 in February 2015. Before that, the prison into which recalled offenders were received was not recorded centrally. The number of women received into each prison under licence recall for sentences of all lengths in the 12 months since February 2015 is provided in the table below.

Bronzefield 246

Eastwood Park 194

Foston Hall 120

Holloway 108

Low Newton 67

New Hall 159

Peterborough 159

Styal 211

07 November 2016 | Written questions | 50840

[Reoffenders: Females](#)

Asked by: Kate Green

To ask the Secretary of State for Justice, how many women supervised by community rehabilitation companies following a prison sentence of less than 12 months have been recalled to prison during their licence period (a) once, (b) twice, (c) three times, (d) four times and (e) five or more times.

Answered by: Mr Sam Gyimah | Ministry of Justice

Anyone who breaches his licence conditions is liable to be recalled to custody. Those who commit a crime while on licence face prosecution and potentially more time in prison. For serious offences, they can be held in prison on remand until trial.

The figures provided in the tables below refer to offenders serving a sentence of less than 12 months who have been released and subsequently recalled. These offenders became subject to supervision and licence conditions only as a result of the commencement of the Offender Rehabilitation Act 2014 (ORA) in February 2015. Prior to this, such offenders were released unconditionally.

Throughout the period covered by the data, the number of offenders subject to the new provisions has steadily increased. This is because the ORA requirement applied only to those sentenced after commencement. In recent months, the number of ORA offenders being recalled has levelled out.

Furthermore, the ORA provisions have had a disproportionate effect on the number of women recalled because evidence suggests women are more likely to receive shorter sentences.

[See link for:](#)

Table A gives a breakdown of the number of men and women supervised by Community Rehabilitation Companies following a prison sentence of less than 12 months who have been recalled to prison, each month since February 2015.

Table B gives a breakdown of women supervised by Community Rehabilitation Companies following a prison sentence of less than 12 months who have been recalled, broken down by the number of times they have been recalled.

22 July 2016 | Written questions | 42811

4. Organisations and further reading

[Broken Trust: The rising numbers of women recalled to prison](#)

Prison Reform Trust, December 2018

[Bromley Briefings Prison Factfile: Autumn 2018](#)

Prison Reform Trust, 2018

[Prison: the facts Bromley Briefings Summer 2018](#)

Prison Reform Trust, 2018

[Strengthening probation, building confidence](#)

Ministry of Justice, 27 July 2018

[Strengthening probation, building confidence](#)

Ministry of Justice, Consultation documents, 27 July 2018

[A long way from home: Improving London's response to women in the criminal justice system](#)

London Assembly Police and Crime Committee, July 2018

[Understanding the process and experience of recall to prison](#)

Ministry of Justice, 19 July 2018

[Female Offender Strategy](#)

Ministry of Justice, 27 June 2018

[Transforming Rehabilitation](#)

Justice Select Committee, HC 482, 22 June 2018 c

[Agenda's response to the APPG on Women in the Penal System Inquiry into the sentencing of women](#)

Agenda, 11 May 2018

[Still Dying on the Inside: Examining deaths in women's prisons](#)

INQUEST, May 2018

[Enforcement and Recall](#)

A thematic inspection by HM Inspectorate of Probation, 9 February 2018

[Preventing the Deaths of Women in Prison – initial results of a rapid information gathering exercise by the Independent Advisory Panel on Deaths in Custody](#)

Independent Advisory Panel on Deaths in Custody, Working Paper, March 2017

[Corston+10. The Corston Report 10 Years On. How far have we come on the road to reform for women affected by the criminal justice system?](#)

Women in Prison, 7 March 2017

[Why focus on reducing women's imprisonment?](#)

Prison Reform Trust, 9 February 2017

[Transforming rehabilitation](#)

Public Accounts Select Committee, HC 484, 23 September 2016

[Setting women prisoners up to fail?](#)

Transform Justice, 17 April 2016

[Is this the end of women's centres?](#)

All Party Parliamentary Group on Women in the Penal System, 2016

[All Party Parliamentary Group \(APPG\) on Women in the Penal System](#)

5. Appendix: data tables

QUARTERLY RECEPTIONS, RELEASES, POST-RELEASE SUPERVISION CASELOAD AND LICENCE RECALLS								
	Females				Males			
	Releases	Licence recalls	Post release supervision at month end	Committal for breach of post-sentence supervision	Releases	Licence recalls	Post release supervision at month end	Committal for breach of post-sentence supervision
Q4 2014	1,546	200	2,214	.	16,929	4,348	37,056	.
Q1 2015	1,557	187	2,209	.	16,240	4,053	37,460	.
Q2 2015	1,654	286	2,740	1	16,872	5,121	41,077	11
Q3 2015	1,666	354	3,543	8	17,214	5,653	47,319	29
Q4 2015	1,708	328	4,197	10	17,640	5,485	53,518	46
Q1 2016	1,676	334	4,906	17	16,247	4,851	59,535	89
Q2 2016	1,681	363	5,157	73	16,843	5,149	62,932	359
Q3 2016	1,708	336	5,305	88	16,964	5,248	63,913	477
Q4 2016	1,633	345	5,326	63	16,688	4,933	65,324	483
Q1 2017	1,647	376	5,334	91	15,992	4,971	65,538	563
Q2 2017	1,682	401	5,329	106	16,081	5,005	63,864	503
Q3 2017	1,643	420	5,530	111	16,254	5,089	66,119	661
Q4 2017	1,660	454	5,665	128	16,536	5,198	68,182	731
Q1 2018	1,646	427	5,620	122	16,258	5,189	68,423	704
Q2 2018	1,583	461	5,567	139	15,786	5,538	68,413	739
Q3 2018	1,572	504	5,498	110	15,564	5,736	67,679	759

Source: MoJ Offender Management Statistics Quarterly, various editions: Releases table A3.1, Licence recall table 5.2, Probation tables 4.1 and 4.7 (4.9 in latest edition).

Notes: These figures are all totals for the quarter **except** for 'post release supervision caseload' which is a snapshot at the month end. Releases includes offenders released on licence at the halfway point through their sentence and those released after having been committed to custody for breach of a post-supervision licence. See pages 23-28 of the *User guide to Offender management statistics*.

CHANGE SINCE Q4 2014 IN QUARTERLY RECEPTIONS, RELEASES, POST-RELEASE SUPERVISION CASELOAD AND LICENCE RECALLS								
	Females				Males			
	Releases	Licence recalls	Post release supervision at month end	Licence recalls and committals for BOTUS	Releases	Licence recalls	Post release supervision at month end	Licence recalls and committals for BOTUS
Q4 2014	0%	0%	0%	0%	0%	0%	0%	0%
Q1 2015	1%	-6%	0%	-6%	-4%	-7%	1%	-7%
Q2 2015	7%	43%	24%	44%	0%	18%	11%	18%
Q3 2015	8%	77%	60%	81%	2%	30%	28%	31%
Q4 2015	10%	64%	90%	69%	4%	26%	44%	27%
Q1 2016	8%	67%	122%	76%	-4%	12%	61%	14%
Q2 2016	9%	82%	133%	118%	-1%	18%	70%	27%
Q3 2016	10%	68%	140%	112%	0%	21%	72%	32%
Q4 2016	6%	73%	141%	104%	-1%	13%	76%	25%
Q1 2017	7%	88%	141%	134%	-6%	14%	77%	27%
Q2 2017	9%	101%	141%	154%	-5%	15%	72%	27%
Q3 2017	6%	110%	150%	166%	-4%	17%	78%	32%
Q4 2017	7%	127%	156%	191%	-2%	20%	84%	36%
Q1 2018	6%	114%	154%	175%	-4%	19%	85%	36%
Q2 2018	2%	131%	151%	200%	-7%	27%	85%	44%
Q3 2018	2%	152%	148%	207%	-8%	32%	83%	49%

Source: MoJ Offender Management Statistics Quarterly, various editions: Releases table A3.1, Licence recall table 5.2, Probation tables 4.1 and 4.7 (4.9 in latest edition).

Notes: These figures are all totals for the quarter **except** for 'post release supervision caseload' which is a snapshot at the month end. This table shows percentage change since the end of Q4 2014 (the earliest year for which we have data for all the series.) Change over time is not shown for committals because they start from 0.

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