Justice Data Lab analysis: Reoffending behaviour after support from ICO

April 2019

This analysis looked at the reoffending behaviour of 477 males who participated in The Greater Manchester Intensive Community Order (ICO) programme. The overall results show that more people would need to have completed the programme and be available for analysis, in order to determine whether fewer people reoffend. A significant reduction in the frequency of reoffences was seen.

ICO works with young male offenders, who have received community orders in place of short custodial sentences.

The headline analysis in this report measured proven reoffences in a one-year period for a 'treatment group' of 477 offenders who received support some time between 2013 and 2015, and for a much larger 'comparison group' of similar offenders who did not receive it. The analysis estimates the impact of the support from ICO on the reoffending behaviour of people who are similar to those in the treatment group.

The support may have had a different impact on 80 other participants whose details were submitted but who did not meet the minimum criteria for analysis.

Overall measurements of the treatment and comparison groups

For **100** typical men in the **treatment** group, the equivalent of:

For **100** typical men in the **comparison** group, the equivalent of:

44 of the 100 men committed a proven reoffence within a one-year period (a rate of 44%), **2 men fewer** than in the comparison group.

46 of the 100 men committed a proven reoffence within a one-year period (a rate of 46%).

133 proven reoffences were committed by these 100 men during the year (a frequency of 1.3 offences per person), **28 offences fewer** than in the comparison group.

161 proven reoffences were committed by these 100 men during the year (a frequency of 1.6 offences per person).

124 days was the average time before a reoffender committed their first proven reoffence, **4 days later** than the comparison group.

120 days was the average time before a reoffender committed their first proven reoffence.

Overall estimates of the impact of the intervention

For **100** typical men who receive support, compared with **100** similar men who do not receive it:

The number of men who commit a proven reoffence within one year after release could be **lower by as many as 7 men, or higher by as many as 2 men.** More men would need to be available for analysis in order to determine the direction of this difference.

The number of proven reoffences committed during the year could be **lower by between 8 and 48 offences. This is a statistically significant result.**

On average, the time before an offender committed their first proven reoffence could be **shorter by as many as 9 days, or longer by as many as 17 days.** More men would need to be analysed in order to determine the direction of this difference.

Please note totals may not appear to equal the sum of the component parts due to rounding.

✅ **What you can say about the one-year reoffending rate:**

"This analysis would need more participabts in order to show whether support from ICO increases or decreases the number of participants who commit a proven reoffence in a one-year period."

❌ **What you cannot say about the one-year reoffending rate:**

"This analysis shows that support from ICO increases/decreases/has no effect on the reoffending rate of participants."

✅ **What you can say about the one-year reoffending frequency:**

"This analysis provides evidence that support from ICO decreases the number of proven reoffences during a one-year period"

❌ **What you cannot say about the one-year reoffending rate:**

"This analysis shows that support from ICO decreases the number of proven reoffences during a one-year period"

✅ **What you can say about the time to first reoffence:**

"This analysis would need more participabts in order to show whether support from ICO shortens or lengthens the average time to first proven reoffence"
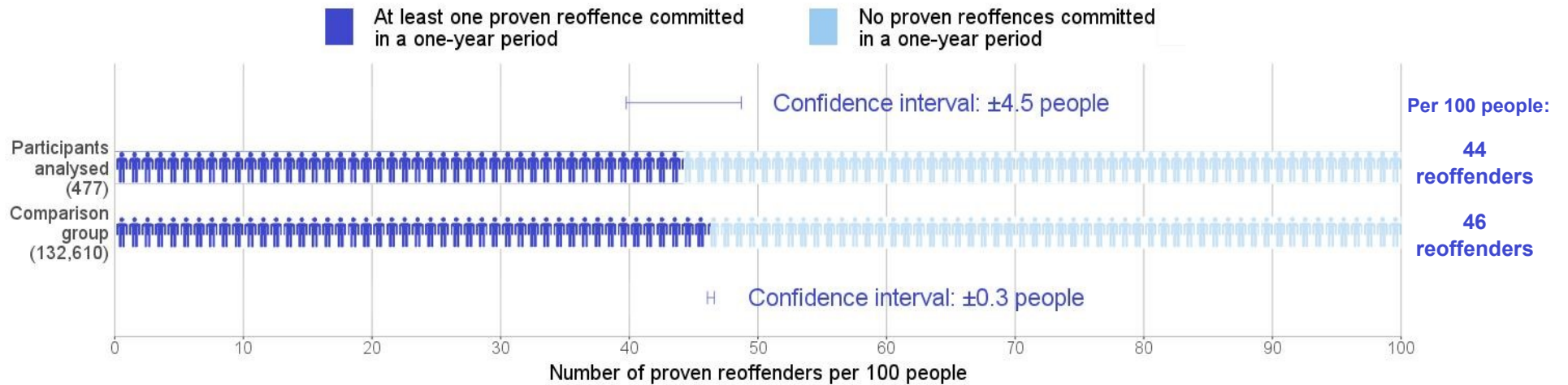
❌ **What you cannot say about the time to first reoffence:**

"This analysis shows that support from ICO increases/decreases/has no effect on the average time to first reoffence for its participants."
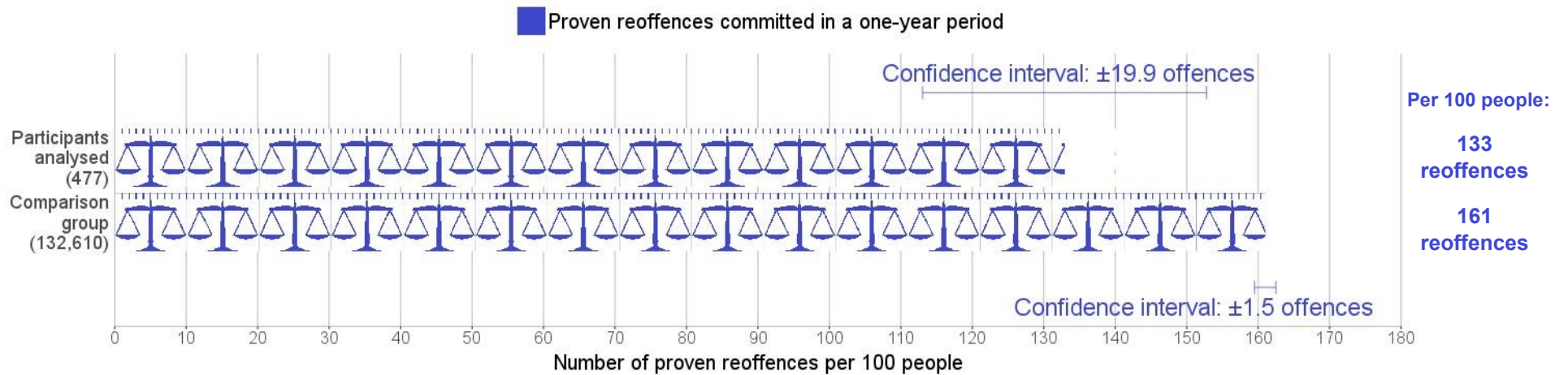
Table of Contents

One-year proven reoffending rate after support from ICO

At least one proven reoffence committed in a one-year period

No proven reoffences committed in a one-year period

Confidence interval: ±4.5 people

Per 100 people:

Participants analysed (477)

44 reoffenders

Comparison group (132,610)

46 reoffenders

Confidence interval: ±0.3 people

0 10 20 30 40 50 60 70 80 90 100

Number of proven reoffenders per 100 people

Non-significant difference between groups

One-year proven reoffending frequency after support from ICO

Proven reoffences committed in a one-year period

Confidence interval: ±19.9 offences

Per 100 people:

Participants analysed (477)

133 reoffences

Comparison group (132,610)

161 reoffences

Confidence interval: ±1.5 offences

0 10 20 30 40 50 60 70 80 90 100 110 120 130 140 150 160 170 180

Number of proven reoffences per 100 people

Significant difference between groups

Average time to first proven reoffence after support from ICO

Time before first proven reoffence committed in a one-year period | Time after first proven reoffence committed in a one-year period

Confidence interval: ±12.9 days

Average time:

Participants analysed (211) — 124 days

Comparison group (42,567) — 120 days

Confidence interval: ±0.9 days

Average number of days to first proven reoffence (reoffenders only)

0   60   120   180   240   300   360
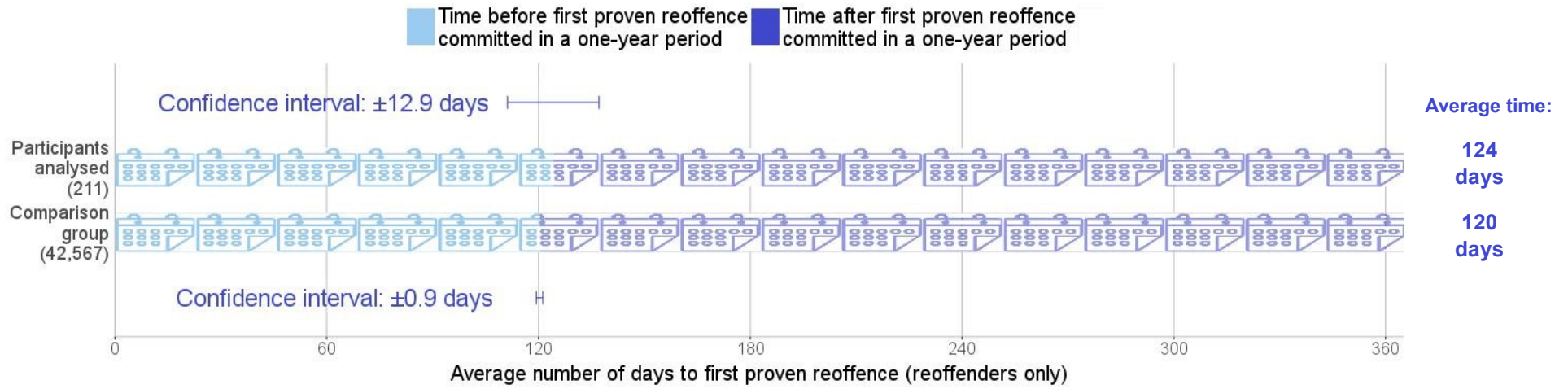
Non-significant difference between groups

ICO in their own words

" The Greater Manchester Intensive Community Order (ICO) programme targets 18-25 aged males at risk of a custodial sentence of less than 12 months, along with the following issues:

• Identity, self-esteem and maturity issues,

• Learning needs, difficulties and disabilities,

• Care leavers,

• Young fathers or young males acting as a father within a household,

• Poor or no history of employment,

They receive family support, to help them recognise issues influencing the behaviour of those being managed on the ICO programme, and how this affects themselves and their wider family. There is also support for care leavers, debt management, housing benefits, identifying childcare options, referrals to specialist services, and supporting families on the Children Protection or Child in Need registers. Offenders were also provided with transport to ensure they comply with the requirements of their order. Learning, Skills and Employment (LSE) Support is additionally provided, in order to access employment, training and/or education that is appropriate to them, and supports reductions in offending.

Intensive Community Order does not mean that it is difficult or punitive. Intensive refers to the package of support offered. The intervention staff are trained to tailor the community order requirements to a young adult's needs and maturity levels. All individuals receive family, communication screening assessment, a maturity assessment, enhanced victim sessions including reparation support and advice, age appropriate group work, and a Employment Training & Education (ETE) Pathway plan. "

Response from ICO to the Justice Data Lab analysis

" We wish to thank the Justice Data Lab team for producing the re-offending analysis relating to the cohort of young men on our Intensive Community Order programme between 2013 and 2015.

Whilst the results did not determine whether fewer people in the ICO cohort re-offended than the treatment group, the results did show a significantly statistically reduction in proven re-offences. This met our expectations as we know these offenders are generally prolific and therefore less likely than average to desist from offending completely.

Since the introduction of Transforming Rehabilitation in 2015 and the introduction of Rehabilitation Activity Requirements (RAR), the ICO process has been reviewed and evolved. Previously, court orders had to specify the exact nature of an activity (i.e. ICO) to be undertaken by the Probation Service. Now RAR allows for the precise activity to be determined following a more comprehensive assessment post sentence by the offender's case manager. This means that ICO does not exist as an order of the court in the way that it once did. The current model now specifically targets those 18-25 year old young men at risk of prison custody and a slightly broader intensive approach to 18-25 year old young men who offend, including those at risk of prison custody, with the aim of improving their life readiness.

We look forward to receiving future results from a second cohort of offenders who participated in the programme post 2015. "

Results in detail

Two analyses were conducted in total, controlling for offender demographics and criminal history and the following risks and needs: NA.

Analyses
1.   **National analysis:** treament group matched to offenders across England and Wales using demographics, criminal history and individual risks and needs.
2.   **Regional analysis:** treament group matched to offenders in North West using demographics, criminal history and individual risks and needs.

The headline results in this report refer to the <u>National analysis</u>.

The sizes of the treatment and comparison groups for reoffending rate and frequency analyses are provided below.

Analyses	Controlled for Region	Treatment Group Size	Comparison Group Size	Reoffenders in treatment group	Reoffenders in comparison group
National		477	132,610	211	42,567
Regional	X	469	21,413	210	6,781

In each analysis, **three headline measures** of one-year reoffending were analysed, as well as four additional measures (see results in Tables 1-7):

1. **Rate of reoffending**

2. **Frequency of reoffending**

3. **Time to first reoffence**

4.   Rate of first reoffence by court outcome

5.   Frequency of reoffences by court outcome

6.   Rate of custodial sentencing for first reoffence

7.   Frequency of custodial sentencing

Significant results

There are three statistically significant results among the analyses. These provide significant evidence that:

National

- **Participants commit fewer reoffences** than non-participants

- **Participants who reoffend within a one-year period commit fewer triable-either-way offences** than non-participants

- **Participants who reoffend within a one-year period are more likely to receive a custodial sentence for their first reoffence** than non-participants

Tables 1-7 show the overall measures of reoffending. Rates are expressed as percentages and frequencies expressed per person. Tables 3 to 7 include reoffenders only.

Table 1: Proportion of men who committed a proven reoffence in a one-year period after support from ICO, compared with matched comparison groups

Analysis	Number in treatment group	Number in comparison group	One-year proven reoffending rate				
			Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
National	477	132,610	44	46	-7 to 2	No	0.36
Regional	469	21,413	45	45	-5 to 4	No	0.95

Table 2: Number of proven reoffences committed in a one year period by men who received support from ICO, compared with matched comparison groups

Analysis	Number in treatment group	Number in comparison group	One-year proven reoffending frequency (offences per person)				
			Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
National	477	132,610	1.33	1.61	-0.48 to -0.08	Yes	0.01
Regional	469	21,413	1.34	1.48	-0.34 to 0.07	No	0.19

Table 3: Average time to first proven reoffence in a one-year period for people who received support from ICO, compared with matched comparison groups

Analysis	Number in treatment group	Number in comparison group	Average time to first proven reoffence in a one-year period, for reoffenders only (days)				
			Treatment group time	Comparison group time	Estimated difference	Significant difference?	p-value
National	211	42,567	124	120	-9 to 17	No	0.56
Regional	210	6,781	125	122	-10 to 16	No	0.66

Table 4: Proportion of men supported by ICO with first proven reoffence in a one-year period by court outcome, compared with similar non-participants (reoffenders only).

Analysis	Number in treatment group	Number in comparison group	One-year proven reoffending rate by court outcome of first reoffence, for reoffenders only					
			Court outcome	Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
National	211	42,418	Either way	60	58	-5 to 8	No	0.64
			Summary	39	38	-6 to 7	No	0.84
Regional	210	6,751	Either way	60	61	-8 to 6	No	0.76
			Summary	39	37	-5 to 9	No	0.56

Note, each court outcome is only shown if the number of offenders in both the treatment and comparison groups is greater than 10 for that outcome.

Table 5: Number of proven reoffences in a one-year period by court outcome for men supported by ICO, compared with similar non-participants (reoffenders only).

Analysis	Number in treatment group	Number in comparison group	One-year proven reoffending frequency by court outcome, for reoffenders only					
			Court outcome	Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
National	211	42,418	Either way	1.72	2.05	-0.62 to -0.05	Yes	0.02
			Summary	1.25	1.34	-0.30 to 0.11	No	0.37
Regional	210	6,751	Either way	1.72	1.93	-0.50 to 0.08	No	0.15
			Summary	1.24	1.29	-0.26 to 0.15	No	0.60

Note, each court outcome is only shown if the number of offenders in both the treatment and comparison groups is greater than 10 for that outcome.

Table 6: Proportion of men who received a custodial sentence for their first proven reoffence after support from ICO, compared with similar non-participants (reoffenders only)

Analysis	Number in treatment group	Number in comparison group	One-year rate of custodial sentencing, for reoffenders only				
			Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
National	211	42,418	45	34	4 to 17	Yes	<0.01
Regional	210	6,751	45	43	-5 to 9	No	0.60

Table 7: Number of custodial sentences received in a one-year period by men who received support from ICO, compared to similar non-participants (reoffenders only)

Analysis	Number in treatment group	Number in comparison group	One-year frequency of custodial sentencing, for reoffenders only (sentences per person)				
			Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
National	211	42,418	1.48	1.38	-0.20 to 0.39	No	0.52
Regional	210	6,751	1.47	1.67	-0.50 to 0.10	No	0.20

Profile of the treatment group

The ICO programme works with male offenders aged 18-25, living in the Greater Manchester area, who have received community sentences, having been at risk of custodial sentence of under 12 months. The courts at time of sentencing impose orders for individuals that fit these criteria.

Participants included in analysis
(477 offenders in National analysis)

- Male 100%
- White 83%, Black 7%, Asian 8%, Other 0%, Unknown 1%
- UK nationality 97%, Foreign nationality 3%, Unknown nationality 0%

- Aged 18 to 25 years at the beginning of their one-year period (average age 21)

- Sentence type:
  - Community Order   73%
  - Suspended Sentence Order   25%
  - Out-of-court Disposal   0%
  - Conditional Discharge   1%
  - Other   1%
  - Youth Rehab Order   1%

Participants <u>not</u> included in analysis
(67 offenders with available data)

- Male 100%
- White 87%, Black 3%, Asian 10%
- UK nationality 96%, Foreign nationality 4%

Information on index offences is not available for this group, as they could not be linked to a suitable sentence.

For **13 people** without any records in the reoffending database, no personal information is available.

Please note totals may not appear to equal the sum of the component parts due to rounding.

Information on individual risks and needs was available for 433 people in the overall treatment group (91%), recorded near to the time of their original conviction.

- 47% had some problems understanding other people's views
- 42% had been the preparator of domestic abuse
- 41% had some problems relating to their employment history

Matching the treatment and comparison groups

The analyses matched a comparison group to the treatment group. A summary of the matching quality is as follows:

- All variables in the national model were well matched
- All variables in the regional model were well matched

Further details of group characteristics and matching quality, including risks and needs recorded by the Offender Assessment System (OASys), can be found in the Excel annex accompanying this report.

This report is also supplemented by a general annex, which answers frequently asked questions about Justice Data Lab analyses and explains the caveats associated with them.

Numbers of people in the treatment and comparison groups

557 men were submitted for analysis by ICO

557

13 men (2%) were excluded from the analyses because they could not be identified on the Police National Computer (PNC)

544

13 men (2%) were excluded from the analyses because they were under 18 and/or had previously been convicted of sex offences

531

45 men (8%) were excluded because they did not have a record in the reoffending database that corresponded to their period of participation with ICO

486

9 men (2%) were excluded because they had reoffended before the intervention began, or they did not match during the PSM stage

477

National treatment group: 86% of the participants submitted
(Comparison group: 132,610 records)

469

Regional treatment group: 8 men (2%) excluded as not living in the North West (Comparison group: 21,413 records)