

# **Compendium of reoffending statistics and analysis**

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## Executive Summary

The Compendium of reoffending statistics and analysis is a new publication designed to answer an array of statistical questions that are not covered in existing statistical publications on reoffending. The focus of the Compendium is to address commonly asked questions by the media and practitioners; it shows the relative effectiveness of different disposals given prior to or in court, reoffending figures by individual prisons, detailed breakdowns of published material, long-term time series on reoffending, and international comparisons.

It also presents, for the first time, analysis of reconviction of prisoners from the Surveying Prisoner Crime Reduction. This survey allows detailed analysis of an offenders' reconviction behaviour according to their early life experiences, pre-prison accommodation, education and employment, substance use and mental health needs.

The key findings from this Compendium are outlined in the seven sections below.

### 1. Long-term trends in reconviction rates

The Reoffending of adults in England and Wales National Statistics publication<sup>1</sup> measures the percentage of adults who are discharged from custody or start a court order under probation supervision between January and March and who are reconvicted at court within one year. This is referred to as the reoffending rate in the National Statistics publication, but will be referred to in this Compendium publication as the reconviction rate as it only includes court convictions. The latest adult reconviction rate for adults is 40.1 per cent.

The Reoffending of juveniles in England and Wales National Statistics publication<sup>2</sup> proven reoffending by juveniles who received a reprimand or warning as well as those leaving custody, starting a court order or otherwise convicted in court between January and March. The latest proven reoffending rate for juveniles is 37.3 per cent.

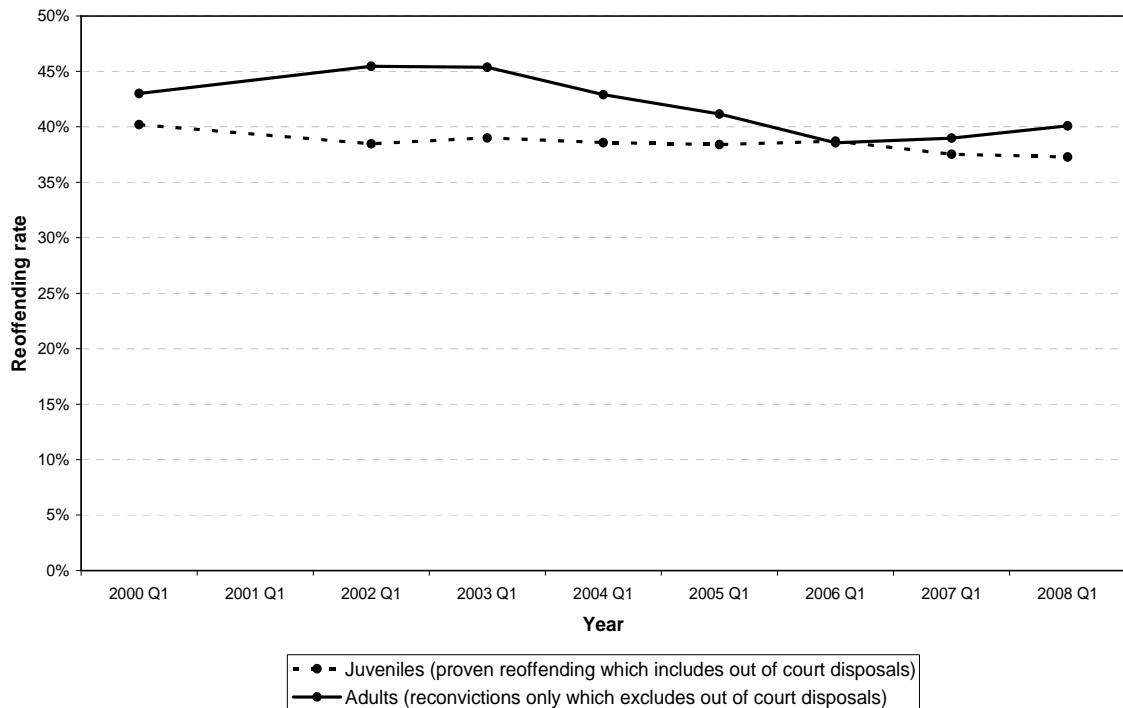
Figure 1 below shows the one-year adult reconviction rate and juvenile proven reoffending rate from 2000 to 2008.

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<sup>1</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010.

<sup>2</sup> Latest publication: [Reoffending of juveniles: results from the 2008 cohort](#); Ministry of Justice, March 2010.

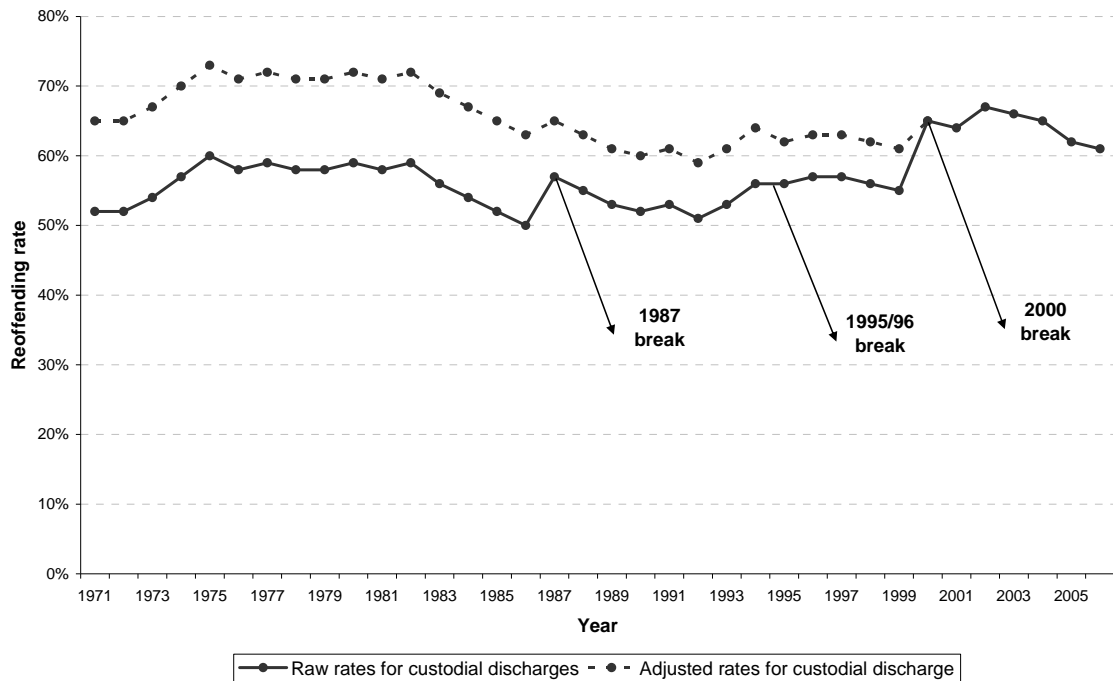
**Figure 1: Adult reconviction rate and juvenile proven reoffending rate, 2000 to 2008**



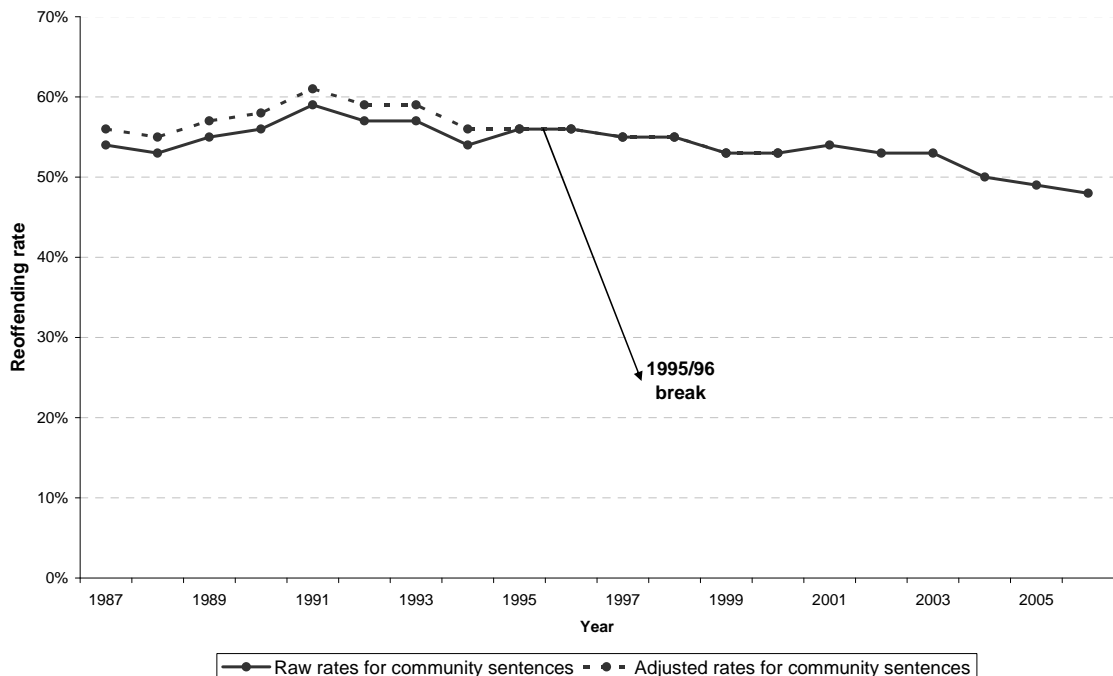
Proven reoffending and reconviction rates have only been published on a consistent basis from 2000 onwards. This is due to changes in the methodology for measuring reoffending. For the first time, this publication provides the most consistent statistical series possible between 1971 and 2006, adjusting for known methodological changes.

Figure 2 below shows the raw two-year reoffending rates and the adjusted reconviction rate for offenders discharged from custody and Figure 3 shows the same for offenders commencing a community sentence.

**Figure 2: Raw two-year reoffending rate and break adjusted reconviction rate for offenders discharged from custody, 1971 to 2006**



**Figure 3: Raw two-year reoffending rate and break adjusted reconviction rate for offenders commencing community sentences, 1987 to 2006**



As well as longer time series, there is often interest in the number of offenders that are reconvicted after different follow up years. Of the offenders who were discharged from custody or commenced a court order between January and March 2000:

- 20 per cent had been reconvicted within three months;

- 43 per cent within a year;
- 55 per cent within two years;
- 68 per cent within five years; and
- 74 per cent had been reconvicted within nine years.

## **2. Effectiveness of different disposals and interventions**

A comparison of all short custodial sentences (under twelve months) and court order commencements under probation supervision in 2007 showed that court orders were more effective (by 7 percentage points) at reducing one-year proven reoffending rates than custodial sentences of less than twelve months for similar offenders.

A comparison of cautions, fines and conditional discharges between 2005 and 2007 showed that cautions were slightly more effective at reducing one-year proven reoffending rates when compared with similar offenders who received a fine or a conditional discharge. The one-year proven reoffending rates were up to 2.7 percentage points lower for those offenders receiving a caution.

The Enhanced Thinking Skills programme is a cognitive-behavioural programme targeted at prisoners between 2006 and 2008 which addresses thinking and behaviour associated with offending with the objective of reducing reoffending. The programme was effective at reducing the one-year reconviction rate by 6 percentage points when compared with a group of similar offenders who were not on the programme.

## **3. Reoffending rates not previously reported**

Individual prison reconviction rates in 2007 varied considerably from 26.7 per cent to 76.6 per cent for offenders sentenced to under twelve months and 2.0 per cent to 54.9 per cent for offenders sentenced to more than twelve months. A large part of this variability is likely to reflect the mix of offenders who are held in different prisons and therefore comparisons between prisons should not be made using these figures.

Penalty notices for disorder are not included in the Reoffending in England and Wales publications<sup>3</sup> as the recording of these are known to be incomplete by some police forces. In 2008, 24.5 per cent of adults and 32.5 per cent of juveniles receiving a penalty notice for disorder reoffended within one year.

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<sup>3</sup> Latest adult publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010. Latest juvenile publication: [Reoffending of juveniles: results from the 2008 cohort](#); Ministry of Justice, March 2010.

#### 4. Reconviction and prisoners' lives and needs

Surveying Prisoner Crime Reduction allows us to fully look at reconvictions by prisoner needs for the first time.

**Early years, family life and schooling:** Reconviction rates were higher for prisoners who experienced violence in the home, emotional, sexual or physical abuse as a child, who had been expelled or permanently excluded from school, or who had no qualifications.

Forty-one per cent of the sample reported having observed violence in the home as a child. These offenders had a higher one-year reconviction rate than those who did not (58 per cent compared with 48 per cent).

- Forty-one per cent of the sample reported having observed violence in the home as a child. These offenders had a higher one-year reconviction rate than those who did not (58 per cent compared with 48 per cent).
- Twenty-nine per cent of offenders reported experiencing emotional, sexual, or physical abuse as a child. These offenders had a higher one-year reconviction rate than those who did not (58 per cent compared with 50 per cent).
- Forty-two per cent of prisoners had been expelled or permanently excluded from school. Sixty-three per cent of offenders who had been expelled or permanently excluded from school were reconvicted for an offence within a year, compared with 44 per cent of offenders who were not.
- Just over half (53 per cent) of the sample reported to have at least one qualification<sup>4</sup>. Around 85 per cent of the general population has at least one qualification. Sixty per cent of those with no qualifications were reconvicted within a year of leaving prison compared with 45 per cent of those with qualifications.

**Accommodation and employment:** Prisoners were less likely to have worked in the year before custody and were more likely to have been homeless than the general population.

- Fifty-one per cent of prisoners had been in employment in the year before custody. This is lower than the UK general employment rate, which was 75 per cent in 2006 for those of working age. Forty per cent of offenders who were in employment in the year before prison were reconvicted within a year of leaving prison compared with 65 per cent of those who had not been in employment.
- Fifteen per cent of offenders were homeless prior to custody. Seventy-nine per cent of offenders who had been homeless prior to custody were

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<sup>4</sup> This includes GCSE/ 'O' Levels or equivalent and higher qualifications, and trade apprenticeships.

reconvicted within a year compared with 47 per cent of those who had accommodation.

**Drugs and alcohol:** Eighty-one per cent of the sample reported that they had used drugs at any point prior to custody.

- Fifty-eight per cent of the sample reported to have been poly-drug<sup>5</sup> users at some point prior to custody. Seventy-one per cent reported using drugs in the year before custody. The British Crime Survey in England and Wales (2007/08) found that around 13 per cent of men aged 16-59 and 6 per cent of women in the general population had used illicit drugs in the past year.
- The highest reconviction rate was observed for the 33 per cent of the sample who reported being poly-drug users in the four weeks before custody. Of these prisoners, 71 per cent were reconvicted compared with 48 per cent of those who only used Class B and/or C drugs in the four weeks before custody.
- Twenty-two per cent of the sample drank alcohol every day in the four weeks before custody. These prisoners were more likely to be reconvicted compared with those who did not drink every day in the four weeks before custody (62 per cent compared with 49 per cent).

**Mental health:** Seventeen per cent of offenders reported having been treated/ counselled for a mental health or emotional problem in the year before custody. Offenders reporting to have received treatment/ counselling for a mental health or emotional problem in the year before custody had a similar reconviction rate (54 per cent) to those who did not (52 per cent).

## 5. Adult and Juvenile comparisons

Juveniles receiving a reprimand or warning between 2000 and 2008 have a higher proven reoffending rate than adult offenders receiving a caution. In 2008, 25.5 per cent of juveniles receiving a reprimand or warning and 19.2 per cent of adults receiving a caution reoffended within one year.

An offender enters the Criminal Justice System on the day they received their first reprimand, warning, caution or conviction. In 2008, 21 per cent of juveniles and 9 per cent of adults entering the Criminal Justice System reoffended within a year.

## 6. International comparisons

Raw reoffending rates between countries should not be directly compared – there are a range of underlying differences in the justice systems and the methods of calculation. This should be considered when reviewing international

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<sup>5</sup> A poly-drug user is defined as one who used Class A drugs and Class B drugs, or Class A and Class C, or Class A and Class B and Class C drugs.



evidence on what works to reduce reoffending. The raw reoffending rates in 2004 for England and Wales, Scotland and The Netherlands were 54.7 per cent, 44.6 per cent and 29.3 per cent respectively. After harmonising these definitions the apparent gap narrowed and the harmonised reoffending rates were 45.1 per cent, 44.3 per cent and 38.0 per cent.

## **7. Other reoffending analyses**

To be eligible for the home detention curfew scheme, offenders need to be serving a prison sentence between three months and four years and may be discharged up to 135 days earlier, dependent on the length of their sentence. During 2008/09, 4.6 per cent of offenders on home detention curfew reoffended whilst on the scheme.

An offender can become a restricted patient at the time of a conviction if he or she is ordered by a court to receive hospital treatment instead of a prison sentence. Between 1999 and 2007, 5.8 per cent of offenders discharged from a psychiatric hospital were reconvicted within two years of their discharge.

The Compendium also includes papers on the reoffending rates of offenders with varying requirement combinations when commencing a community order or a suspended sentence order, the time spent in prison for adult offenders in a one-year follow up period, and a comparison of reoffending rates for two different definitions of serious reoffending.

**Iain Bell**

**Chief Statistician**

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## Overview

The Compendium of reoffending statistics and analysis is a new Ministry of Justice publication which contains a selection of papers summarising analysis carried out within the Ministry of Justice on reoffending statistics. The papers included are designed to answer frequent requests by the general public, policy makers, academic researchers, media and practitioners but to date have either not been published or have not been routinely available.

The Compendium includes comparisons between different disposal types, reoffending rates by individual prisons, breakdowns of published data, long term reoffending rates and international comparisons.

The Criminal Justice System uses a wide range of specific technical terms. To guide the reader through these terms, a glossary (Appendix A) has been included to define technical terms used throughout this Compendium.

### Existing reoffending publications

The Ministry of Justice currently publishes the following National Statistics on a regular basis:

- [Reoffending of adults in England and Wales](#): An annual report which contains reoffending statistics covering adults discharged from custody or commencing a court order under probation supervision in the first quarter of each year. The latest published report contains reoffending statistics for the first quarter of 2008 and statistics are available from 2000 to 2008.
- [Reoffending of juveniles in England and Wales](#): An annual report which contains reoffending statistics covering juveniles discharged from custody or commencing a non-custodial court disposal or given a reprimand or warning in the first quarter of each year. As with adults, the latest published report contains reoffending statistics for the first quarter of 2008 and statistics are available from 2000 to 2008.

These National Statistics focus on providing figures for England and Wales on an annual basis for main sub groups of offenders, but are not able to cover all areas of interest. Therefore, in addition to the National Statistics there are other statistical publications which were introduced to cover different sub groups of offenders and to be more timely and specific. These are:

- [Local adult reoffending](#): A quarterly report published by the Ministry of Justice to provide more timely performance data on trends in reoffending of adult offenders under probation supervision at regional and local levels. The latest publication covers the period 1 April 2009 to 31 March 2010 and these results are available from 1 October 2007 to 31 March 2010.
- [Prolific and other Priority Offenders](#): An annual report published by the Home Office which provides further offending information on offenders

who are included on the Prolific and Priority offender scheme. The latest publication contains statistics based on a 2008 cohort.

- [Drug misusing offenders](#): An annual report produced by the Home Office which provides further offending information on offenders who are identified as drug misusing. The latest publication contains statistics based on a 2008 cohort.

### Future reoffending publications

In the near future, the Ministry of Justice will launch a statistical consultation on improvements to the transparency and accessibility of our information. This will include plans to consolidate and improve the existing measures and reports on reoffending into one measure where adult and juvenile data are provided at both a national and local level on a consistent basis. This consultation will be accessible from [www.justice.gov.uk/publications/statistics-comment.htm](http://www.justice.gov.uk/publications/statistics-comment.htm) where your feedback would be appreciated.

### Measures of reoffending

The basic concept of reoffending (or recidivism, which is the most commonly used term internationally) is that someone who has received some form of criminal justice sanction (such as a conviction or a caution) goes on to commit another offence within a set time period.

Measuring true reoffending is difficult. Official records are taken from either the police or courts, but they will underestimate the true level of reoffending because only a proportion of crime is detected and sanctioned and not all crimes and sanctions are recorded on one central system. Other methods of measuring reoffending, such as self report studies rely on offenders being honest about their offending behaviour and are therefore likely to be unreliable.

In the National Statistics publication for adults, the term proven reoffending is used to measure offences which result in a court conviction. For juveniles, the term proven reoffending is used to measure offences which results in either a court conviction or a reprimand or warning. The Compendium seeks to clarify this potential confusion by using two concepts as proxies to measure actual reoffending:

- **Reconviction** – where an offender is convicted at court for an offence committed within a set follow up period and convicted within either the follow up period or waiting period; and,
- **Proven reoffence** – where an offender is convicted at court or receives some other form of criminal justice sanction for an offence committed within a set follow up period and disposed of within either the follow up period or waiting period.

The key parameters in any measure of reoffending are:

- The **cohort** – this is the group of individuals for who reoffending is to be measured. The adult National Statistics publications include all offenders discharged from custody or commencing a court order under probation

supervision in January to March of each year. The juvenile cohort is formed of all offenders discharged from custody, otherwise sanctioned at court, or receiving a reprimand or warning in January to March of each year.

- The **start point** (also known as the **index date**) – this is the set point in time where reoffending is measured from. For example, this could be an offenders conviction date or the date of the end of a prison sentence. The National Statistics adult publication defines the start point as the date of prison discharge or the commencement of a community order for each offender. Typically, there is an offence that results in a conviction. This offence is referred to as the index offence throughout this Compendium.
- The **follow up period** – this is the length of time reoffending is measured over. The follow up period is one year from the start point for the National Statistics publications.
- The **waiting period** – this is the additional time beyond the follow up period to allow for offences committed towards the end of the follow up period to be proved by a court conviction or any other sanction. The National Statistics publications use a six month waiting period.
- The type of **sentences/disposals** that count as a reoffending event – the adult National Statistics publication counts offences which are dealt with by a court conviction. The juvenile National Statistics publication counts offences which are dealt with by a court conviction or a reprimand or warning.
- The type of **offences** that count as reoffending – for example, whether to include all offences (including the most minor summary offences); recordable offences (which cover all indictable and triable either way offences and the most serious summary offences) or just indictable offences only. The National Statistics publications count recordable offences that are committed in England and Wales.

Given the two concepts and all these parameters there are many alternative ways to measure reoffending. The Compendium includes papers that show the impact on reoffending statistics by changing some of these parameters. The differences between the Compendium and existing National Statistics publications have been clearly stated at the relevant parts of the Compendium along with the reasons for choosing an alternative way of measuring reoffending.

In the Compendium rates are expressed in the following ways:

- The proportion of offenders that are reconvicted (known as the **reconviction rate**);
- The proportion of offenders that commit a proven reoffence (known as the **proven reoffending rate**);

- The number of offences that result in a conviction per 100 offenders (known as the **reconviction frequency rate**);
- The number of offences that result in a conviction per 100 reoffenders (known as the **reconviction frequency rate for reoffenders**);
- The number of proven reoffences per 100 offenders (known as the **proven reoffending frequency rate**);
- The number of reoffences per 100 reoffenders committed (known as the **proven reoffending frequency rate for reoffenders**);
- The number of serious<sup>6</sup> offences that result in a conviction per 100 offenders (known as the **reconviction severity rate**); and,
- The number of serious proven reoffences per 100 offenders (known as the **proven reoffending severity rate**).

## Compendium of reoffending

The papers in this Compendium are organised in five chapters:

**Chapter 1 Sentencing effectiveness and out of court disposals.** This chapter covers sentencing effectiveness and also looks at reoffending rates following different disposals.

**Chapter 2 Prisons.** This chapter covers reoffending rates broken down by individual prison; reoffending rates for offenders on the home detention curfew scheme; and the time spent in prison for an offender in a one-year follow up period.

**Chapter 3 Offender groups.** This chapter covers reoffending rates for mentally disordered offenders and offenders entering the Criminal Justice System for the first time.

**Chapter 4 Measurement.** This chapter covers different ways of measuring reoffending by changing some of the existing parameters used in the existing National Statistics publications, and explores the impact of these changes upon reoffending rates.

**Chapter 5 Surveying Prisoner Crime Reduction.** This chapter covers the effectiveness of the HM Prison Service Enhanced Thinking Skills programme and also provides initial reconviction results on the Surveying Prisoner Crime Reduction longitudinal survey carried out in 2008.

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<sup>6</sup> Most serious offences are offences involving death (e.g. murder), serious violence against the person (e.g. grievous bodily harm) and some sexual offences. For the full list of most serious offences please consult Appendix B at the end of this report.

There are also three appendices which provide the reader with some background information to the Compendium.

**Appendix A** contains a glossary of key reoffending terms which have been used throughout this Compendium.

**Appendix B** contains a list of most serious (severe) offences.

**Appendix C** contains information on a range of reoffending statistics and research carried out by the Ministry of Justice or other organisations.

A summary of the time periods and measures used in the papers are given in Table 1 below.



**Table 1: Summary of the time period and reoffending measures used in each paper**

Paper	Time period	Reoffending measure
1.1 Comparison of reoffending rates for offenders commencing court orders under probation supervision or discharged from short custodial sentences	2007	Proven reoffending rate
1.2 Reconviction rates of offenders with different requirement combinations on court orders under probation supervision	2006 to 2008	Reconviction rate, reconviction frequency rate, reconviction frequency rate for reoffenders
1.3 A comparison of reoffending following a caution, a conditional discharge or a fine in 2005, 2006 and 2007 in England and Wales	2005 to 2007	Proven reoffending rate
1.4 Reoffending following cautions, reprimands or warnings	2000 to 2009	Proven reoffending rate, proven reoffending frequency rate
1.5 Reoffending rates following a penalty notice for disorder	2004 to 2008	Proven reoffending rate, proven reoffending frequency rate
2.1 Reconviction rates by individual prison	2007	Reconviction rate
2.2 Reoffending of offenders on home detention curfew	2003/04 to 2008/09	Proven reoffending rate, proven reoffending frequency rate, proven reoffending frequency rate for reoffenders
2.3 Time spent in prison: analysis on the number of days an offender spends in prison in their one year follow up period	2007	Reconviction frequency rate
3.1 Reoffending rates for mentally disordered offenders	1999 to 2007	Reconviction rate (two year follow up period)
3.2 Reoffending rates for offenders entering the justice system for the first time	2000 to 2009	Proven reoffending rate
4.1 Comparison of serious reoffending and serious further offences	2000 to 2008	Reconviction rate, severity rate (as defined in the paper)
4.2 Reconviction rates over different follow up years	2000 to 2009	Reconviction rate, reconviction frequency rate, reconviction frequency rate for reoffenders, reconviction severity rate
4.3 Comparison of reoffending rates across countries	2004	Original and harmonised reoffending rates (as defined in the paper)
4.4 History of reoffending rates and long run data	1971 to 2006	Raw and break-adjusted reoffending rates with a two year follow up period (as defined in the paper)
5.1 Evaluation of the impact of the HM Prison Service Enhanced Thinking Skills programme on reoffending (summary)	2006 to 2008	Reconviction rate, proven reoffending frequency rate, reconviction severity rate
5.2 Prisoners' backgrounds and reconviction	2005 to 2006	Reconviction rate

## Chapter 1 Sentencing effectiveness and out of court disposals

This chapter contains five papers which cover effectiveness of different disposal types in reducing reoffending rates and reoffending following disposal types which are not routinely published, such as cautions and penalty notices for disorder.

The papers and main findings in this chapter are:

- 1.1. **Comparison of reoffending rates for offenders commencing court orders under probation supervision or discharged from short custodial sentences** – A comparison of all short custodial sentences (under twelve months) and court order commencements under probation supervision in 2007 showed that court orders were more effective (by 7 percentage points) at reducing one-year proven reoffending rates than custodial sentences of less than twelve months for similar offenders.
- 1.2. **Reconviction rates of offenders with different requirement combinations on court orders under probation supervision** – There is wide variation in reconviction rates for different requirement combinations given to an offender under probation supervision. The reconviction frequency rate ranges from 46.4 for unpaid work only (suspended sentence order) and 360.3 for accredited programme, drug rehabilitation and supervision orders (community order). This variation is mainly a reflection of the differing characteristics of offenders receiving these requirement combinations.
- 1.3. **A comparison of reoffending following a caution, a conditional discharge or a fine in 2005, 2006 and 2007 in England and Wales** – Offenders who were cautioned had a slightly lower proven reoffending rate (ranging from 0.6 to 2.7 percentage points) than similar offenders who were conditionally discharged or fined.
- 1.4. **Reoffending following cautions, reprimands or warnings** – Juveniles receiving a reprimand or warning between 2000 and 2008 have a higher proven reoffending rate than adult offenders receiving a caution. In 2008, the proven reoffending rates were 19.2 per cent and 25.5 per cent for adults and juveniles respectively. However, the proven reoffending rate for adult offenders given a caution has steadily increased since 2004, whereas for juveniles it has fallen back since 2006.
- 1.5. **Reoffending rates following a penalty notice for disorder** – In 2008, 24.5 per cent of adults and 32.5 per cent of juveniles receiving a penalty notice for disorder reoffended within one year. Since 2004, the proven reoffending rates for both juveniles and adults receiving a penalty notice for disorder have fallen.

## 1.1 Comparison of reoffending rates for offenders commencing court orders under probation supervision or discharged from short custodial sentences

### Summary

This paper aims to reliably compare proven reoffending rates between offenders receiving short custodial sentences (sentences under twelve months) and offenders commencing a court order under probation supervision.

The results show that when controlling for static offender characteristics, such as age, gender, offence type and criminal career, offenders receiving short term custodial sentences reoffend at a rate 7 percentage points<sup>7</sup> higher than similar offenders commencing a court order under probation supervision. The results are also consistent across a range of offender sub groups including both male and female offenders.

The direction and the magnitude are consistent for the two methodologies used in this paper: propensity score matching and matching by variable. However, these methods used do not control for dynamic characteristics such as offender employment needs or accommodation status that are likely to influence sentencing decisions and also the likelihood of proven reoffending. These unobserved characteristics may introduce bias into the estimates.

### Introduction

The Ministry of Justice publishes National Statistics on reoffending that enable the assessment of progress in reducing reoffending by sentence type<sup>8</sup>. However, a direct comparison of reoffending rates between short term custodial sentences (defined as custodial sentences under twelve months) and community or suspended sentence orders cannot be carried out reliably, since there is no control for known differences in offender characteristics or other factors that affect proven reoffending.

For example, as can be seen in Table 1, the one-year reconviction rates for custodial sentences are substantially higher than the reconviction rates for either Community Orders (COs) or Suspended Sentence Orders (SSOs). However, offenders that receive each disposal type are not similar and vary in a wide range of offender specific characteristics, such as age, gender and previous criminality.

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<sup>7</sup> This difference is statistically significant, p-value < 0.001.

<sup>8</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010.

**Table 1: Published reconviction rates for under twelve month custodial sentences, community orders and suspended sentence orders for England and Wales, first quarter 2008**

Disposal type	Number of offenders	One year reconviction rate	Average number of previous offences
Custody (under 12M)	10,251	61.1%	39.3
Community Orders (COs)	27,504	36.8%	17.5
Suspended Sentence Orders (SSOs)	9,875	34.3%	21.4

This paper aims to construct comparable groups of offenders from these disposal types taking individual offender characteristics into account to enable a more robust comparison than a simple comparison of proven reoffending rates. To reliably construct these groups with the available administrative data held by the Ministry of Justice (for example, prison data, Police National Computer and probation caseload) we use two quasi-experimental techniques: matching by variable and propensity score matching.

The difference in proven reoffending rates from these matched groups will give us a more reliable assessment of the effectiveness in reducing reoffending of one sentence type versus another.

Other offender characteristics (often dynamic) are taken into account at sentencing decisions as well as more specific information on the detail of the offence, which we currently do not collect sufficient data on. Therefore, it is not possible to take these into account in this analysis. However, this paper explores the robustness of the findings by undertaking 'sensitivity analysis' to assess the impact in different sub groups under different analytical assumptions. Nevertheless, the analyses carried out in this paper cannot completely rule out the impact of unobserved characteristics.

## Methodology

The dataset used for this analysis consists of all offenders in England and Wales discharged from custody or commencing court orders under probation supervision during 2007. More specifically, for this analysis, it includes discharges from short term custody and offenders commencing their Community Orders (COs) or Suspended Sentence Orders (SSOs). Each offender is only included once based on their first entry in the 2007 year. The data was matched to the Police National Computer to retrieve proven reoffending (including cautions as well as court convictions) and full criminal careers. Table 2 shows the number of offenders and proven reoffending rates by disposal type for the 2007 whole year data. Table 2 also shows the differences in the number of previous offences for an offender under supervision of the probation service when compared with those receiving a short term custody sentence.

**Table 2: Number of offenders, proven reoffending rates and average number of previous offences by disposal type, 2007**

Disposal type	Number of offenders	One year proven reoffending rate	Average number of previous offences
Custody (under 12M)	24,988	54.8%	36.1
COs & SSOs	111,783	32.0%	16.0
Suspended Sentence Orders (SSO)	28,788	30.3%	18.7
Community Orders (CO)	82,995	32.5%	15.0

The proven reoffending rate was determined by the actual number of offenders within each sentence type that reoffended at least once during a one-year follow up period, where the offence results in a conviction at court or a out of court disposal within the one-year follow up period with a further six months waiting period.

The proven reoffending rates are lower for each disposal type than the published 2007 adult reoffending figures<sup>9</sup>, because the published data is only based on data from the first quarter of 2007, which over samples prolific offenders compared with taking a full year dataset. Additionally, the proven reoffending rates in Table 2 further differ from the published 2007 adult reoffending figures by including out of court disposals as reoffences.

An experimental design that achieves a robust comparison between two different sentence types would be to randomly assign offenders to short term custodial sentences or to court orders under probation supervision. The random assignment of offenders to each sentence type would allow us to control not only for observable and unobservable offender characteristics but also underlying systematic differences in sentencing and offender management. However, randomised assignment of offenders is difficult to implement in a criminal justice context where issues of fairness are important. The reality is that there is little choice other than to use a range of experimental designs to deal with the data and Criminal Justice System limitations<sup>10</sup>.

An alternative to the randomised approach is to construct a well-matched comparison group taking relevant factors into consideration<sup>11</sup>. This is implemented in this paper using two methodological techniques:

- **Matching by variable** where each offender within each sentencing outcome group is perfectly matched to an offender in the other group using some of their offender characteristics. This method has the advantage that the match is perfect on the selected offender characteristics and it is relatively easy to understand by a non-technical

<sup>9</sup> [Reoffending of adults: results from the 2007 cohort](#); Ministry of Justice; March 2009.

<sup>10</sup> There are some examples of successful randomised control trials within the criminal justice system, for example "[Does restorative justice affect reconviction? The fourth report from the evaluation of three schemes](#)".

<sup>11</sup> Harper G. and Chitty C "[The impact of corrections on re-offending: a review of 'what works'](#)".

audience. However, this approach is restrictive, lowering the number of offenders in the possible final matched group and also lowering the number of characteristics used in the matching.

- **Propensity Score Matching (PSM)** where each offender within each sentencing outcome is matched to an offender in the other group using a statistical model based on offender characteristics. The advantage of this method is that all observed offender characteristics can be used to match the two groups, given that the most similar match will be selected. This ensures that most offenders in a group will have a corresponding matched offender in the comparison group. However, this statistical matching methodology relies heavily on the model specification and robustness, which can lead to inferior matching quality. For more information on PSM see the Annex A to this paper.

Both approaches have the same substantial drawback: they do not contain all relevant offender and case characteristics which may explain both variation in sentencing and variation in reoffending, thus any results from such techniques should be taken with caution. Examples of these characteristics would be aggravating or mitigating factors, offender needs (such as employment or accommodation status), and geographical location. There is some evidence that adding dynamic variables have only relatively moderate effects in predicting reoffending in general<sup>12</sup> when added to static characteristics.

### **Results – matching by variable**

Matching by variable is carried out on five offender characteristics: exact age (in years), gender, offence type (based on a detailed list of Home Office offence codes), ethnicity (White North/South European, Black, Asian, Chinese, Japanese or South East Asian, and Middle Eastern) and the number of previous convictions. If one offender from a disposal group has the same age, gender, detailed offence type, ethnicity and number of previous convictions as another offender from a different disposal group, then they are a match. If there is more than one offender that matches on these characteristics, one is picked at random.

Table 3 shows the results from the matching by variable method. Offenders with short term custodial sentences have a higher proven reoffending rate than any court order disposal (around 7 percentage points). The effect is similar when comparing short term custodial sentences with custodial sentences between twelve months and two years (short term custodial sentences have higher rates). The table also shows that the number of matches using this technique is lower than 50 per cent of the maximum possible matches, which is to be expected when only allowing exact matches on five variables. The

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<sup>12</sup> Min Yang, Yuanyuan Liu and Jeremy Coid [Applying Neural Networks and other statistical models to the classification of serious offenders and the prediction of recidivism.](#)

difference in proven reoffending rates between community orders and suspended sentence orders is 0.6 percentage points.

**Table 3: Comparisons between sentencing groups using matching by variable method, 2007**

Group 1		Group 2		Number of matches	Percentage points difference
Sentence type	Proven reoffending rate	Sentence type	Proven reoffending rate		
Custody (under 12M)	53.2%	Probation supervision (CO & SSO)	45.8%	12,892	7.4 <sup>†</sup>
Custody (under 12M)	53.2%	Community orders	45.8%	10,909	7.4 <sup>†</sup>
Custody (under 12M)	47.1%	Suspended sentence orders	40.4%	6,809	6.6 <sup>†</sup>
Custody (under 12M)	49.3%	Custody (over 12M and under 24M)	41.5%	1,667	7.8 <sup>†</sup>
Community orders	30.4%	Suspended sentence orders	31.0%	14,274	-0.6

<sup>†</sup> A statistical significant test should not be carried out in this data as it is non-randomly selected data. However, if such a test was to be carried out all the percentage points differences would be statistically significant at the 0.001 level with the exception of the CO vs SSO comparison.

Table 4 shows that short sentence custodial releases have consistently higher proven reoffending rates when compared with offenders commencing a court order under probation supervision for a range of offender characteristics. The effect disappears for offenders with one or no previous court convictions. The effect is greater for prolific offenders.

**Table 4: Proven reoffending rate comparison across offender characteristics using the matching by variable method, 2007**

	Number of offenders in each group	Custody (<12M)	COs & SSOs	Percentage points difference
<b>Gender</b>				
Females	877	53.6%	47.3%	6.3
Males	12,015	53.1%	45.7%	7.4
<b>Age</b>				
18-20	2,062	61.1%	53.9%	7.2
21-24	2,792	54.3%	48.9%	5.5
25-29	2,892	55.9%	48.8%	7.1
30-34	2,036	55.9%	47.0%	8.9
35-39	1,535	47.6%	40.8%	6.7
40-49	1,335	41.1%	30.1%	11.0
50+	240	18.8%	13.8%	5.0
<b>Top 6 Offence Types</b>				
Shoplifting	2,399	80.5%	74.2%	6.3
Common assault & battery	1,731	50.4%	35.9%	14.5
Driving whilst disqualified	1,672	46.1%	41.9%	4.2
Malicious wounding	920	32.5%	28.4%	4.1
Driving in excess of the prescribed limit	748	25.4%	21.0%	4.4
Burglary in a building other than a dwelling	540	74.6%	63.3%	11.3
<b>Previous Court Convictions</b>				
0	774	11.1%	9.7%	1.4
1	617	18.3%	18.6%	-0.3
2	619	27.8%	24.7%	3.1
3	650	33.1%	27.7%	5.4
4	664	39.5%	31.9%	7.5
5	683	44.1%	38.9%	5.1
6-10	3,078	52.9%	44.2%	8.7
11+	5,807	70.2%	61.0%	9.2

Another potential source of bias is the number of previous custodial sentences that offenders have received (this not shown in Table 4 as it was not a matched variable). For the matched groups, the average number of previous custodial sentences is 2.4 for offenders commencing a court order under probation supervision and 3.2 for offenders with short term custodial sentences. This also shows that even after exact matching on five characteristics, the two offender groups are not identical. However, to put this difference in previous custodial sentences in context, using the established adult reconviction predictive rate<sup>13</sup> that takes offender characteristics into account, this difference of 0.8 previous custodial sentences would mean an expected difference of 0.7 percentage points in proven reoffending rates, which is much less than the differences of 7 percentage points seen in this analysis. We can therefore conclude that differences in previous custodial sentences are unlikely to account for the differences in proven reoffending rates for short custodial sentences and community orders set out in Table 4.

<sup>13</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010



## Results – Propensity Score Matching (PSM)

Propensity scores were derived using a logistic regression model using age, age of first offence, gender, ethnicity, offence type, Copas rate<sup>14</sup>, length of criminal career and number of previous offences, conviction and prison spells. These offender characteristics were selected to the PSM model based on the predictive rate of reconviction in the published National Statistics with only the significant variables included in the final model. For more detailed information on the implementation of the PSM methodology to these data see the PSM Annex at the end of this paper.

The PSM approach ensures that the majority of offenders from the short term custodial group are matched to at least one offender from the group of offenders under the supervision of the probation service. Table 5 shows the results of the PSM approach and they are broadly similar to the matching by variable approach detailed above.

**Table 5: Comparisons between sentencing groups using propensity score matching, 2007**

Group 1		Group 2		Number of matches	Percentage points difference	p-value <sup>†</sup>
Sentence type	Proven reoffending rate <sup>1</sup>	Sentence type	Proven reoffending rate <sup>1</sup>			
Custody (under 12M)	54.7%	Probation supervision (CO & SSO)	48.2%	24,978	6.5	< 0.001
Custody (under 12M)	54.7%	Community orders	46.4%	24,986	8.4	< 0.001
Custody (under 12M)	54.7%	Suspended sentence orders	46.4%	24,962	8.3	< 0.001
Custody (under 12M)	46.5%	Custody (over 12M and under 24M)	37.7%	8,125	8.9	< 0.001
Community orders	30.9%	Suspended sentence orders	31.8%	27,055	-0.9	0.016

<sup>1</sup> Reoffending rates change for the same group of offenders depending on the matching group.

<sup>†</sup> A statistical significant test can be carried out in this data because the matching arises from a statistical model and thus we are testing whether the uncertainty in the model would be the reason for the difference.

## Sensitivity Analysis

To give additional assurance that the findings are robust, this paper investigates the impact on the proven reoffending rate by re-running the matching by variable methodology on the following variation of assumptions:

- controlling for court area to take account of local variability in sentencing.** This was done by considering only matching offenders that were sentenced in the same court. The results still shows a difference of 5.2 percentage points, with higher proven reoffending rates for short term custodial sentences. The trade off is that this additional matching criterion reduced the overall number of matches to only 557 offenders (a match rate of only 2.2 per cent);

<sup>14</sup> The Copas rate controls for the rate at which an offender has built up convictions throughout their criminal career. The higher the rate, the more convictions an offender has in a given amount of time, and the more likely it is that an offender will reoffend within one year. The Copas rate formula is:

$$\text{copas rate} = \log_e \left( \frac{\text{Number of court appearances or cautions} + 1}{\text{Length of criminal career in years} + 10} \right).$$

- **including time spent in prison when calculating the proven reoffending rate for offenders in prison for very short sentences (those under three months).** Proven reoffending is measured from discharge from custody and commencement of a community or suspended sentence orders. Adding time in prison to the one-year proven reoffending window effectively shortens offenders' available time for reoffending. This analysis enabled us to take account of any 'incapacitation effect' for short term sentences which would potentially reduce the difference in proven reoffending rates for short custodial and community sentences;
- **running the analysis on the published 2008 reoffending of adults data<sup>15</sup>** to verify the findings on a different dataset;
- **matching offenders that were convicted for a single offence** to control for multiple sentence effects. Offenders can receive a single conviction for multiple offences and matching only on offenders that were convicted for a single offence improves the robustness of the matching;
- **comparing offenders sentenced to custody from courts with low custodial propensity with offenders sentenced to COs/SSOs from courts with high custodial propensity.** The propensities used were derived from the PSM methodology (see Annex to this paper for more detail on the model). Courts with propensities lower than 26 per cent (213 courts) were selected as low custodial propensity courts; and, courts with propensities higher than 30 per cent (188 courts) were selected as high custodial propensity courts. This left 158 courts out of this analysis and enabled 1,983 matched offenders out of a maximum of 5,473 offenders left when 158 courts were excluded; and,
- **adding a randomly generated factor** that is linearly correlated by 0.57<sup>16</sup> with the outcome measure (proven reoffending rate in this case) and is also linearly correlated by 0.10 with the type of sentencing an offender receives. The level of correlation of 0.57 with reoffending was set to be higher than the linear correlation of any existing variable with proven reoffending – in this case the Copas rate has the highest linear correlation with proven reoffending (0.44). After the inclusion of this factor, short term custody offenders reoffended 4.4 percentage points more than SSOs/COs. As expected, this effect is smaller if these two linear correlations increase and, in particular, if the correlation with type of sentencing is substantially greater than 0.15 the effect disappears.

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<sup>15</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010.

<sup>16</sup> Derived by multiplying reoffending by 0.7 and adding random error normally distributed with mean equal to zero and standard deviation equal to the reoffending variable.

Table 6 below summarises these six sensitivity checks, and shows that in each case proven reoffending rates for custodial sentences remain at least four percentage points higher than for community orders and suspended sentence orders. For example, when the matching by variable approach was applied to the 2008 reoffending published cohort the difference between short term prisoners and offenders commencing a court order under probation supervision is 8.1 percentage points. However, the matched cohort is significantly smaller (3,722 offenders). Taken together the findings of the sensitivity analysis give us confidence in our overall conclusion that short custodial sentences are less effective, in terms of proven reoffending, than community orders or suspended sentence orders for equivalent groups of offenders.

**Table 6: Control for additional factors when comparing proven reoffending rates between short term custody and commencements of a court order**

Sensitivity checks	Number of matched offenders	Custody <12M proven reoffending rate	COs & SSOs proven reoffending rate	Percentage points difference
Controlling for court area	557	46.0%	40.8%	5.2%
Time in prison counts for reoffending period (custody under 3 months only)	5,270	56.4%	51.8%	4.6%
2008 Q1 reoffending cohort	3,722	65.5%	57.5%	8.1%
Convicted for just one offence	3,279	45.6%	38.5%	7.1%
Low/high custodial rates	1,983	43.8%	39.5%	4.2%
Randomly generated factor with 0.57 correlation with reoffending <sup>1</sup>	24,977	54.7%	50.3%	4.4%

<sup>1</sup> Analysis carried out using propensity score matching

## References

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Sekhon, Jasjeet S. "Multivariate and Propensity Score Matching Software with Automated Balance Optimization." *Journal of Statistical Software*.

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## **Annex Propensity score matching**

To illustrate this technique, this Annex will show the results for the comparison of custodial sentences under twelve months (the experimental group) and sentences commencing a court order under probation supervision (the control group).

Propensity score matching is different from the matching by variable approach, because it matches offenders on the probability of being given a custodial sentence conditional on observed characteristics – the propensity score. This is constructed using a logistic regression model based on offender characteristics such as gender, age, offence type and previous criminal history as explanatory variables. This model aims at controlling for selection effects by achieving balance on the observed offender characteristics between the experimental and control group.

Table A shows the output of the logistic regression that enables us to estimate the propensity score for each individual offender. The model's ability to discriminate between offenders custodial sentences under twelve months or court orders under probation supervision (75.4 per cent accurate discrimination) indicates that these characteristics influence sentencing decisions and they need to be controlled for.

**Table A: Logistic regression model with statistically significant offender characteristics affecting offenders receiving a short term custodial sentence, a community order or a suspended sentence order**

Offender characteristic	Coefficient	SE	P-Value
Male	0.325	0.026	< 0.001
Age	0.543	0.269	0.044
Age (Squared)	0.025	0.008	< 0.001
Age of First Offence	-0.344	0.242	0.155
Age of First Offence (Squared)	-0.036	0.007	< 0.001
Number of previous offences	0.186	0.029	< 0.001
Number of previous offences (Squared)	-0.038	0.004	< 0.001
Number of previous convictions	-0.653	0.039	< 0.001
Number of previous convictions (Squared)	0.048	0.005	< 0.001
Number of previous custodial sentences	0.554	0.018	< 0.001
Number of previous custodial sentences (squared)	-0.026	0.002	< 0.001
Copas rate	0.962	0.023	< 0.001
Career Length (in days)	-0.428	0.246	0.083
<b>Offence Category</b>			
Violence	<i>reference category</i>		
Robbery	0.571	0.108	< 0.001
Public order or riot	-0.272	0.037	< 0.001
Sexual	0.660	0.072	< 0.001
Sexual (child)	1.379	0.082	< 0.001
Domestic burglary	-0.125	0.052	0.015
Other burglary	-0.064	0.042	0.126
Theft	-0.043	0.025	0.081
Handling	-0.303	0.058	< 0.001
Fraud and forgery	0.506	0.040	< 0.001
Absconding or bail offences	0.441	0.041	< 0.001
Taking and driving away and related offences	0.134	0.050	0.007
Theft from vehicles	-0.139	0.063	0.029
Other motoring offences	0.241	0.026	< 0.001
Drink driving offences	-0.370	0.035	< 0.001
Criminal or malicious damage	-0.579	0.050	< 0.001
Drugs import/export/ production/supply	-0.521	0.080	< 0.001
Drugs possession/small scale supply	-0.830	0.047	< 0.001
Other	0.786	0.043	< 0.001
<b>Ethnicity</b>			
Unknown	<i>reference category</i>		
White North European	-0.195	0.058	< 0.001
White South European	0.443	0.080	< 0.001
Black	0.176	0.062	0.004
Asian	0.142	0.066	0.031
Chinese, Japanese or SE Asian	1.585	0.115	< 0.001
Middle Eastern	0.696	0.108	< 0.001
Constant	-1.859	0.063	< 0.001

Most offender characteristics significantly influence the chance of being sentenced to a short term custodial sentence. From this model we can ascertain that, for example, the odds for male offenders to be sentenced to short term custody versus commencing a court order under probation supervision are 1.4 times higher than that for female offenders. Squared terms

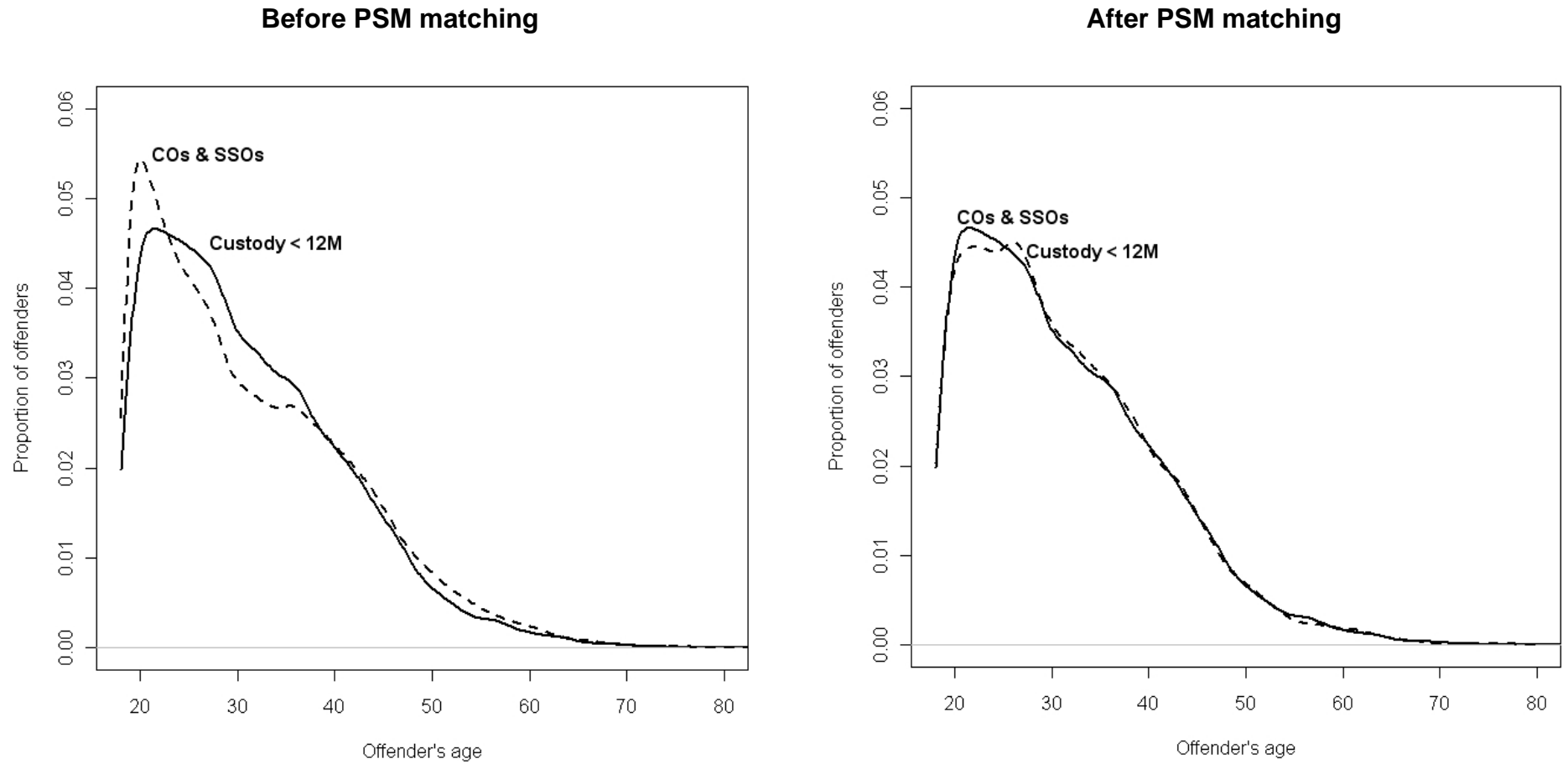
were included to take non-linear effects into account and left in the final model if found to be statistically significant.

Offenders from the experimental group are then matched one by one, with replacement (i.e. the same offender from one group can be matched to more than one offender from the other group), to offenders from the control group with a comparable propensity score using a caliper<sup>17</sup> of 0.05. This approach matches 24,978 offenders, who share the same propensity of receiving a short term custodial sentence given their individual characteristics. Ten offenders were not matched, and thus dropped from this analysis. The effect of this matching is to ensure that the experimental and control groups have similar distributions for all the characteristics included in the logistic regression model. For an example of a before and after matching comparison for the distribution of the offender's ages (see Figure A).

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<sup>17</sup> Caliper is the distance which is acceptable for any match. The calliper is in standardised standard deviation units. In this case, 0.05 means that a match needs to be within 0.05 standard deviations of each covariate.

**Figure A: Effect on the age distribution before and after propensity score matching**



## 1.2 Reconviction rates for different requirement combinations on court orders under probation supervision

### Summary

There is wide variation in the reconviction rates for different requirement combinations given to an offender under probation supervision between 2006 and 2008. For community orders, the lowest reconviction frequency rate existed for curfew and unpaid work (73.0 reconvictions per 100 offenders) and the highest rate for accredited programme, drug rehabilitation and supervision (of 360.3 per 100 offenders). For suspended sentence orders the lowest reconviction frequency rate exists for unpaid work only (46.4 reconvictions per 100 offenders) and the highest rate exists for accredited programme, drug rehabilitation and supervision (of 302.6 per 100 offenders). This variation is mainly a reflection of the differing characteristics of offenders receiving a specific requirement combination rather than evidence of the effectiveness of different requirement combinations.

### Introduction

Community orders and suspended sentence orders were introduced under the Criminal Justice Act 2003 and came into force from April 2005. Community orders replaced all existing community sentences for adults. Under this order, one or more of twelve possible requirements must be added to the sentence, such as supervision, unpaid work and drug treatment (see Appendix A for the full list of requirements).

Suspended sentence orders were introduced for offences which pass the custody threshold, but time in custody is suspended subject to compliance with one or more of the same set of twelve possible requirements which must be added to this order and served in the community.

This paper provides data which gives a further breakdown of Table A5 in the Reoffending of adults in England and Wales publication<sup>18</sup> to show reconviction rates for all requirement combinations with more than fifty offenders. This provides a more detailed breakdown and insight for various requirement combinations.

### Methodology

These results contain reconviction data covering adults commencing a court order under probation supervision in the first quarter of the cohort year. A reconviction is defined as a conviction at court for any offence committed in the one-year follow up period proven by a court conviction in the waiting period. This method is in line with the Reoffending of adults in England and Wales

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<sup>18</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010.



publication.

The average number of previous offences for each requirement combination is provided to give an indication of the difference between offenders. The number of previous offences is a measure of the offending history and includes all offences committed prior to the index offence which are proven by a court conviction or an out-of-court disposal.

The measures used in this paper are:

- Reconviction rate (the proportion of offenders who are reconvicted);
- Reconviction frequency rate (the number of reconvictions committed per 100 offenders);
- Reconviction frequency rate for reoffenders (the number of offences committed per 100 reoffenders).

This paper does not make an assessment of the effectiveness of different requirements as in the previous paper because offender characteristics that affect the likelihood of reoffending are not taken into consideration.

These figures have been drawn from the probation administrative IT system and the Police National Computer. Care is taken when processing and analysing the returns, but the detail collected is subject to the inaccuracies inherent in any large scale recording system, and so although shown to the last individual, the figures may not be accurate at that level.

## Results

There is wide variation in the reconviction frequency rates, depending on the requirements given. For community orders, the lowest reconviction frequency rate existed for curfew and unpaid work (73.0 reconvictions per 100 offenders) and the highest rate for accredited programme, drug rehabilitation and supervision (of 360.4 per 100 offenders). For suspended sentence orders the lowest reconviction frequency rate exists for unpaid work (46.4 reconvictions per 100 offenders) and the highest rate exists for accredited programme, drug rehabilitation and supervision (of 302.6 per 100 offenders). This variation is likely to reflect the differing characteristics of offenders receiving each requirement combination, each year. Tables 1 and 2 show the reconviction rates for all requirement combinations for both community orders and suspended sentence orders with more than 50 offenders. Requirement combinations with less than fifty offenders for all years have been grouped together in the final row of the table ('All other requirement combinations').

**Table 1: Part 1 – Community orders detail: Reconviction rates, reconviction frequency rates and average number of previous offences, by requirement type, 2006 to 2008 cohorts**

		Number of offenders	Reconviction rate	Reconviction frequency rate	Reconviction frequency rate of reoffenders	Average number of previous offences
<b>Community orders</b>	2006	26,918	36.4%	123.6	339.9	17.7
	2007	27,593	36.6%	123.9	338.5	17.3
	2008	27,504	36.8%	128.5	349.1	17.5
Unpaid work	2006	8,693	24.7%	73.2	296.4	9.6
	2007	9,515	25.8%	73.8	285.8	9.6
	2008	9,710	25.3%	76.2	301.3	9.9
Supervision	2006	3,365	41.0%	146.8	357.8	20.7
	2007	3,431	40.4%	144.4	357.7	21.9
	2008	3,377	42.1%	162.8	386.6	22.6
Accredited programme and supervision	2006	4,491	35.5%	117.0	329.5	19.2
	2007	3,437	35.1%	109.5	312.2	17.9
	2008	3,116	35.3%	115.1	326.4	18.1
Unpaid work and supervision	2006	2,097	32.4%	97.4	300.9	13.1
	2007	2,317	33.8%	99.6	295.1	13.1
	2008	2,200	33.5%	110.5	330.3	14.0
Drug rehabilitation and supervision	2006	1,326	65.5%	270.7	413.6	39.6
	2007	1,331	65.3%	295.6	452.8	38.9
	2008	1,513	66.4%	294.6	443.6	40.1
Accredited programme, unpaid work and supervision	2006	1,786	37.3%	116.3	312.0	16.4
	2007	1,554	36.7%	106.7	290.9	15.5
	2008	1,085	35.3%	110.9	314.1	15.2
Curfew	2006	433	40.2%	142.5	354.6	23.2
	2007	605	45.0%	156.7	348.5	25.0
	2008	918	42.9%	156.3	364.2	22.8
Specified activity and supervision	2006	461	42.1%	151.8	360.8	20.2
	2007	624	43.3%	145.7	336.7	19.2
	2008	568	46.1%	161.1	349.2	19.5
Curfew and unpaid work	2006	335	27.5%	70.1	255.4	11.6
	2007	382	34.0%	103.9	305.4	11.9
	2008	508	31.3%	73.0	233.3	11.0
Curfew and supervision	2006	330	49.1%	172.4	351.2	27.8
	2007	402	46.8%	161.7	345.7	23.9
	2008	493	46.7%	155.0	332.2	23.5
Accredited programme, drug rehabilitation and supervision	2006	720	70.0%	300.4	429.2	43.4
	2007	664	68.7%	302.9	441.0	48.3
	2008	442	73.5%	360.4	490.2	46.4
Alcohol treatment and supervision	2006	220	40.5%	108.6	268.5	17.1
	2007	283	43.8%	152.7	348.4	20.0
	2008	425	44.5%	148.7	334.4	19.7
Accredited programme, curfew and supervision	2006	283	37.5%	118.4	316.0	20.7
	2007	275	42.9%	183.3	427.1	23.4
	2008	264	48.9%	168.9	345.7	22.1
Accredited programme, specified activity and supervision	2006	281	45.2%	174.4	385.8	22.8
	2007	308	47.7%	191.6	401.4	23.7
	2008	256	52.0%	178.9	344.4	20.5

*Italics mean less than or equal to 50 offenders - treat the data with caution.*

\* Data based on less than or equal to 50 offenders or offences are removed as they make the data unreliable for interpretation.

**Table 1: Part 2 – Community orders detail: Reconviction rates, reconviction and average number of previous offences, by requirement type, 2006 to 2008 cohorts**

		Number of offenders	Reconviction rate	Reconviction frequency rate	Reconviction frequency rate of reoffenders	Average number of previous offences
Specified activity, unpaid work and supervision	2006	177	35.6%	101.7	285.7	15.0
	2007	310	38.4%	125.5	326.9	15.2
	2008	238	41.6%	125.6	302.0	12.8
Specified activity and unpaid work	2006	120	43.3%	132.5	305.8	12.7
	2007	167	36.5%	91.0	249.2	10.6
	2008	170	38.2%	100.6	263.1	10.6
Curfew, unpaid work and supervision	2006	113	45.1%	184.1	407.8	16.1
	2007	141	44.7%	180.1	403.2	18.7
	2008	162	46.3%	123.5	266.7	16.9
Accredited programme, alcohol treatment and supervision	2006	113	39.8%	120.4	302.2	17.6
	2007	91	40.7%	147.3	362.2	21.3
	2008	161	41.6%	110.6	265.7	20.4
Drug rehabilitation	2006	183	65.6%	250.3	381.7	35.5
	2007	111	62.2%	217.1	349.3	30.7
	2008	135	70.4%	317.8	451.6	38.1
Drug rehabilitation, specified activity and supervision	2006	62	62.9%	306.5	487.2	34.6
	2007	112	64.3%	272.3	423.6	36.4
	2008	131	71.8%	333.6	464.9	33.6
Mental health and supervision	2006	105	37.1%	133.3	359.0	15.1
	2007	94	33.0%	121.3	367.7	14.1
	2008	109	32.1%	106.4	331.4	16.6
Alcohol treatment, unpaid work and supervision	2006	50	36.0%	76.0	211.1	10.5
	2007	68	33.8%	104.4	308.7	14.6
	2008	102	41.2%	82.4	200.0	11.1
Drug rehabilitation, curfew and supervision	2006	45	*	*	*	*
	2007	62	72.6%	283.9	391.1	33.9
	2008	75	77.3%	326.7	422.4	45.1
Curfew, specified activity and supervision	2006	32	*	*	*	*
	2007	76	42.1%	161.8	384.4	16.0
	2008	65	40.0%	150.8	376.9	21.5
Accredited programme, specified activity, unpaid work and supervision	2006	90	47.8%	180.0	376.7	28.1
	2007	87	47.1%	197.7	419.5	18.2
	2008	61	27.9%	95.1	341.2	19.0
Accredited programme, curfew, unpaid work and supervision	2006	96	47.9%	161.5	337.0	20.0
	2007	76	53.9%	181.6	336.6	17.7
	2008	60	50.0%	181.7	363.3	18.0
Accredited programme, drug rehabilitation, specified activity and supervision	2006	65	61.5%	292.3	475.0	44.8
	2007	58	84.5%	429.3	508.2	52.0
	2008	44	*	*	*	*
All other requirement combinations	2006	846	46.5%	167.0	359.5	24.4
	2007	1,012	43.8%	156.8	358.2	21.3
	2008	1,116	42.2%	141.8	336.1	19.7

*Italics mean less than or equal to 50 offenders - treat the data with caution.*

\* Data based on less than or equal to 50 offenders or offences are removed as they make the data unreliable for interpretation.

**Table 2: Part 1 – Suspended sentence orders detail: Reconviction rates, reconviction frequency rates and average number of previous offences, by requirement type, 2006 to 2008 cohorts**

		Number of offenders	Reconviction rate	Reconviction frequency rate	Reconviction frequency rate of reoffenders	Average number of previous offences
<b>Suspended sentence orders</b>	2006	5,279	37.9%	125.2	330.6	25.2
	2007	9,062	35.6%	115.5	324.9	21.8
	2008	9,875	34.3%	108.5	316.0	21.4
Unpaid work	2006	778	22.0%	64.7	294.2	13.3
	2007	1,480	19.2%	49.7	258.8	10.5
	2008	1,836	17.5%	46.4	265.4	10.9
Accredited programme and supervision	2006	1,214	39.9%	122.5	307.2	26.9
	2007	1,675	38.2%	125.7	329.1	24.7
	2008	1,589	34.2%	101.7	297.1	22.1
Supervision	2006	923	40.6%	135.2	332.8	27.4
	2007	1,323	35.0%	113.7	324.8	23.8
	2008	1,295	34.5%	118.1	342.1	24.8
Unpaid work and supervision	2006	508	27.6%	76.6	277.9	18.2
	2007	1,031	28.5%	91.6	321.1	14.9
	2008	1,141	25.6%	67.4	263.4	14.9
Accredited programme, unpaid work and supervision	2006	405	40.0%	132.1	330.2	23.2
	2007	730	35.6%	98.1	275.4	19.0
	2008	654	38.8%	107.8	277.6	19.7
Drug rehabilitation and supervision	2006	208	71.2%	266.3	374.3	51.1
	2007	398	64.8%	253.8	391.5	45.1
	2008	510	69.0%	277.3	401.7	47.6
Curfew and unpaid work	2006	80	25.0%	83.8	335.0	13.1
	2007	170	27.6%	75.3	272.3	10.2
	2008	267	24.0%	60.7	253.1	8.8
Curfew and supervision	2006	97	43.3%	149.5	345.2	34.5
	2007	179	45.8%	149.2	325.6	27.8
	2008	266	42.1%	133.5	317.0	23.3
Curfew	2006	60	35.0%	91.7	261.9	31.2
	2007	134	41.8%	141.8	339.3	29.4
	2008	227	39.2%	127.3	324.7	25.3
Accredited programme, drug rehabilitation and supervision	2006	127	68.5%	256.7	374.7	52.6
	2007	249	67.5%	271.9	403.0	46.9
	2008	193	71.0%	302.6	426.3	57.7
Alcohol treatment and supervision	2006	54	35.2%	122.2	347.4	24.2
	2007	114	42.1%	144.7	343.8	25.2
	2008	174	42.5%	113.8	267.6	22.9
Specified activity and supervision	2006	70	37.1%	180.0	484.6	29.2
	2007	175	41.1%	138.3	336.1	27.4
	2008	159	35.8%	110.7	308.8	19.9
Accredited programme, curfew and supervision	2006	122	43.4%	163.9	377.4	26.8
	2007	167	43.7%	150.3	343.8	25.3
	2008	155	43.2%	135.5	313.4	23.5
Curfew, unpaid work and supervision	2006	50	36.0%	90.0	250.0	19.2
	2007	82	31.7%	90.2	284.6	12.2
	2008	130	33.8%	83.8	247.7	14.1

*Italics mean less than or equal to 50 offenders - treat the data with caution.*

\* Data based on less than or equal to 50 offenders or offences are removed as they make the data unreliable for interpretation.

**Table 2: Part 2 – Suspended sentence orders detail: Reconviction rates, reconviction frequency rates and average number of previous offences, by requirement type, 2006 to 2008 cohorts**

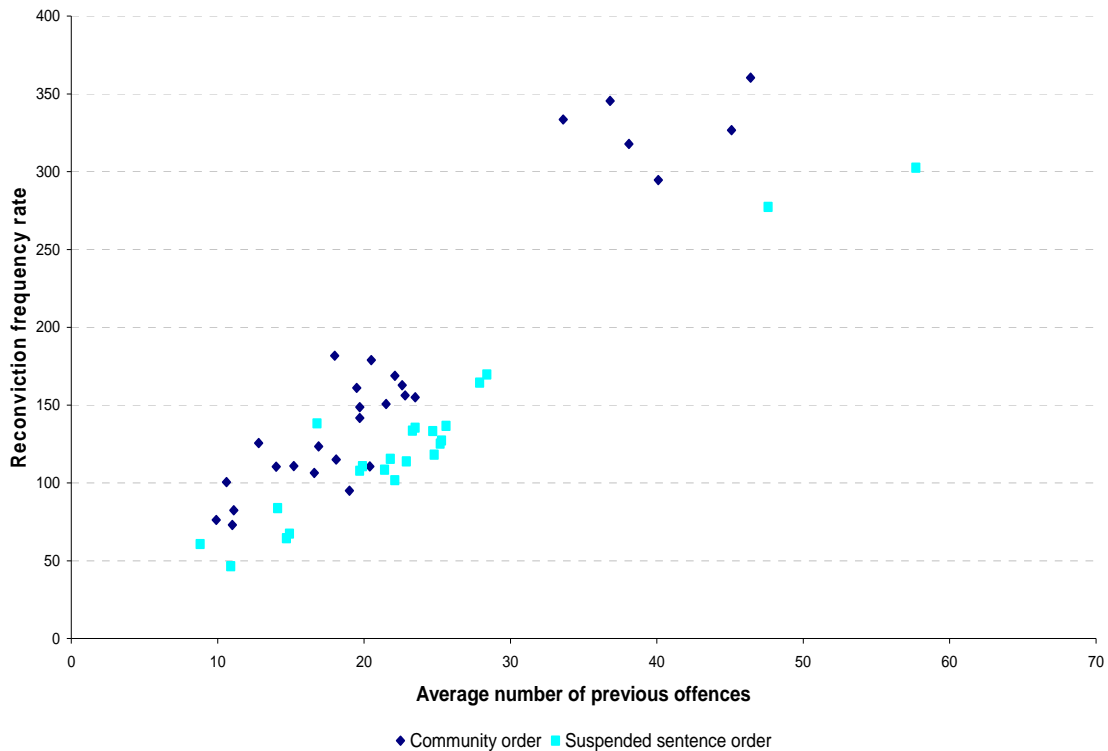
		Number of offenders	Reconviction rate	Reconviction frequency rate	Reconviction frequency rate of reoffenders	Average number of previous offences
Accredited programme, specified activity and supervision	2006	65	43.1%	133.8	310.7	24.6
	2007	125	45.6%	156.0	342.1	25.4
	2008	109	48.6%	169.7	349.1	28.4
Accredited programme, alcohol treatment and supervision	2006	33	*	*	*	*
	2007	65	32.3%	110.8	342.9	17.9
	2008	87	46.0%	133.3	290.0	24.7
Specified activity, unpaid work and supervision	2006	36	*	*	*	*
	2007	85	37.6%	131.8	350.0	18.2
	2008	73	24.7%	64.4	261.1	14.7
Residential	2006	4	*	*	*	*
	2007	46	*	*	*	*
	2008	73	35.6%	164.4	461.5	27.9
Accredited programme, curfew, unpaid work and supervision	2006	31	*	*	*	*
	2007	58	41.4%	115.5	279.2	21.2
	2008	55	52.7%	138.2	262.1	16.8
All other requirement combinations	2006	414	38.2%	154.3	404.4	26.6
	2007	776	39.2%	124.2	317.1	24.0
	2008	882	42.2%	136.7	324.2	25.6

*Italics mean less than or equal to 50 offenders - treat the data with caution.*

\* Data based on less than or equal to 50 offenders or offences are removed as they make the data unreliable for interpretation.

Figure 1 below shows a scatter plot of each combination of requirements, comparing reconviction frequency rates to the number of previous offences. The scatter plot highlights the strong positive relationship between reconviction frequency rate and average number of previous offences. The higher the number of previous offences, the higher the reconviction frequency rate is for offenders commencing community orders and suspended sentence orders. Overall differences in offender characteristics are likely to explain most of the variation seen between different requirement combinations.

**Figure 1: Scatter plot showing relationship between reconviction frequency rate and average number of previous offences for different combinations of requirements**



### Number of requirements

The reconviction frequency rate increases as the number of requirements given increases for both community orders and suspended sentence orders. This is accompanied by an increase in the average number of previous offences as the number of requirements increases.

Table 3 shows that the reconviction frequency rate for community orders for all number of requirements has increased between 2006 and 2008, apart from those receiving four requirements where the frequency rate has decreased from 206.8 to 202.2 reconvictions per 100 offenders.

Table 4 shows that the reconviction frequency rate for suspended sentence orders has decreased for all numbers of requirements.

**Table 3: Community orders: Reconviction rates, reconviction frequency rates and average number of previous offences, by number of requirements, 2006 to 2008 cohorts**

		Number of offenders	Reconviction rate	Reconviction frequency rate	Reconviction frequency rate of reoffenders	Average number of previous offences
1 requirement	2006	12,779	30.3%	98.1	323.9	13.4
	2007	13,791	30.7%	96.9	315.7	13.6
	2008	14,310	31.0%	104.6	338	14.0
2 requirements	2006	9,699	39.6%	136.2	344	20.7
	2007	9,320	40.2%	139.1	345.6	19.7
	2008	9,424	41.3%	146.7	354.8	20.5
3 requirements	2006	3,960	45.8%	165.2	360.8	23.3
	2007	4,017	46.0%	170.2	369.8	23.9
	2008	3,379	47.3%	171.3	362.3	22.3
4 requirements	2006	414	54.3%	206.8	380.4	26.9
	2007	426	58.0%	225.6	389.1	25.0
	2008	359	53.8%	202.2	376.2	25.6
5 requirements	2006	31	*	*	*	*
	2007	18	*	*	*	*
	2008	22	*	*	*	*
6 requirements	2006	1	*	*	*	*
	2007	-	-	-	-	-
	2008	-	-	-	-	-

*Italics mean less than or equal to 50 offenders - treat the data with caution.*

\* Data based on less than or equal to 50 offenders or offences are removed as they make the data unreliable for interpretation.

- Nil values.

Note: Columns do not add up to total number or requirements given due to a recording error for a small number of people.

**Table 4: Suspended sentence orders: Reconviction rates, reconviction frequency rates and average number of previous offences, by number of requirements, 2006 to 2008 cohorts**

		Number of offenders	Reconviction rate	Reconviction frequency rate	Reconviction frequency rate of reoffenders	Average number of previous offences
1 requirement	2006	1,820	32.5%	104.3	320.6	22.1
	2007	3,059	27.6%	84.2	305.6	17.6
	2008	3,528	26.2%	82.5	314.8	17.7
2 requirements	2006	2,320	38.8%	125.5	323.2	26.6
	2007	3,913	38.1%	127.8	335.8	23.5
	2008	4,304	36.1%	113.8	315.1	22.2
3 requirements	2006	944	45.4%	155.5	342.2	27.7
	2007	1,767	42.0%	137.7	327.5	24.4
	2008	1,769	44.3%	142	320.4	25.9
4 requirements	2006	89	46.1%	164	356.1	28.7
	2007	208	47.6%	140.9	296	26.9
	2008	226	48.7%	150	308.2	25.8
5 requirements	2006	6	*	*	*	*
	2007	18	*	*	*	*
	2008	16	*	*	*	*
6 requirements	2006	1	*	*	*	*
	2007	2	*	*	*	*
	2008	1	*	*	*	*

*Italics mean less than or equal to 50 offenders - treat the data with caution.*

\*Data based on less than or equal to 50 offenders or offences are removed as they make the data unreliable for interpretation.

Note: Columns do not add up to total number or requirements given due to a recording error for a small number of people.

## **1.3 A comparison of reoffending following a caution, a conditional discharge or a fine in 2005, 2006 and 2007 in England and Wales**

### **Summary**

A comparison of cautions, fines and conditional discharges between 2005 and 2007 where offenders were selected to be identical in terms of five key offender characteristics showed a slightly higher percentage of offenders who were conditionally discharged or fined reoffended than offenders who were cautioned. The differences were small (ranging from 0.6 to 2.7 percentage points).

### **Introduction**

A police caution is given by, or on the instructions of, a senior police officer to a person who admits to having committed a criminal offence which could have led to a prosecution. Fines and conditional discharges are both common low-level sentences given by courts in England and Wales.

This paper aims to better understand differences in reoffending following out of court disposals and less serious court sentences to provide evidence on effectiveness of the disposals.

### **Methodology**

The approach adopted uses information both about offences and offenders. In order to compare the level of offending following these three disposals it is necessary to construct groups of offenders that are similar in terms of their characteristics. The approach relied on taking pairs of offenders from the Police National Computer (PNC) that matched exactly on five key variables: gender, age, ethnicity, offence (detailed offence code) and number of previous convictions or cautions.

The order of the offenders in the source datasets was randomised and matches were found by working sequentially down both lists in order to ensure that matching offenders were paired at random. Once offenders had been matched they were excluded from further matching. In order to construct comparable datasets, offenders that committed other offences on the same occasion were excluded from the study. Where an offender received more than one caution, more than one fine or more than one conditional discharge on separate occasions during the year only the latest occasion was taken, and all earlier occasions in that year were excluded. A single occasion was selected to avoid prolific offenders being over-represented in the analyses. The latest offence was chosen in order to capture the offender's full criminal history during that period.

Three comparisons were conducted between:

- Cautions and conditional discharges;



- Cautions and fines; and
- Conditional discharges and fines.

For each of the comparisons, matched datasets were obtained for offenders for the years 2005, 2006 and 2007. Proven reoffending by these offenders was measured in terms of the proportion of offenders who reoffended, this allowed comparisons of the proven reoffending rates of groups of offenders who were identical for the five key variables but who had received different sanctions. In order to count as a reoffence an offence must have been committed within twelve months of the date of index offence (when the original caution, fine or discharge was given) and must have resulted in a further caution or conviction within eighteen months from the start point (also known as the index date). These time periods are the same as those used in the Reoffending of adults in England and Wales publication<sup>19</sup>. However the measure used here also includes cautions which were not counted as a reoffence in the Reoffending of adults in England and Wales publication.

When considering the results presented it is necessary to bear in mind the limitations of the PNC data in terms of the detail it provides about offenders and their offences. It is also important to consider that the results are derived from cases where only one offence was dealt with on that occasion and from matched data sets that are not representative of all such offences recorded on the PNC.

## Results

The figures for the original PNC datasets for the three disposal types before matching are summarised in Table 1. For each of the three years the caution datasets before matching were the largest and had much lower one-year proven reoffending rates than the other two disposal types.

**Table 1: Number of offences and proven reoffending rates for the original datasets taken from the Police National Computer database before matching**

Year	Number of offences			Proven reoffending rate		
	Fine	Conditional discharge	Caution <sup>1</sup>	Fine	Conditional discharge	Caution <sup>1</sup>
2005	116,474	57,604	270,917	26.4%	35.1%	17.9%
2006	112,577	54,990	304,819	26.1%	35.2%	18.3%
2007	113,255	56,752	312,669	26.9%	35.5%	17.6%

<sup>1</sup> The figures for cautions include juveniles who received reprimands or warnings.

Table 2 shows the total number of matched pairs for each of the three comparisons and the one-year proven reoffending rates after matching.

<sup>19</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010.

**Table 2: Comparison of proven reoffending rates of matched pairs of offenders who had been cautioned, conditionally discharged or fined, 2005 to 2007**

Year	Number of matched pairs of offenders	Disposal received			Difference in proven reoffending rate (percentage points)
		Fine	Conditional discharge	Caution <sup>1</sup>	
Fines compared with cautions					
2005	24,452	26.9%	.	25.9%	1.0
2006	24,263	28.6%	.	27.5%	1.1
2007	25,099	30.5%	.	27.8%	2.7
Conditional discharges compared with cautions					
2005	27,109	.	25.7%	24.1%	1.6
2006	27,458	.	26.9%	26.3%	0.6
2007	28,244	.	27.3%	26.3%	1.0
Fines compared with conditional discharges					
2005	24,675	36.1%	36.3%	.	-0.2
2006	22,564	36.5%	35.8%	.	0.7
2007	23,009	37.5%	36.3%	.	1.2

. Data is not applicable

<sup>1</sup> The figures for cautions include juveniles who received reprimands or warnings.

In the comparison between fines and cautions the proven reoffending rates for those given a fine were slightly higher than for those cautioned for all three years: there were differences in the proven reoffending rates of 1.0 and 1.1 percentage points in 2005 and 2006 respectively. In 2007 there was a slightly larger difference of 2.7 percentage points.

The comparison between conditional discharges and cautions gave similar results with the proven reoffending rate following a discharge slightly higher than following a caution. The difference was 1.6 percentage points in 2005, 0.6 in 2006 and 1.0 in 2007.

When proven reoffending rates following a discharge and a fine were compared the results were closer: the proven reoffending rate following a fine was 0.2 percentage points lower than following a discharge in 2005. In 2006 the position was reversed with the proven reoffending rate following a fine being 0.7 percentage points higher, and this remained the case in 2007 with the proven reoffending rate following a fine 1.2 percentage points higher.

The matched datasets were also used to separately compare the proven reoffending rates for males, females, particular age groups and offenders convicted or cautioned for particular kinds of offences. The findings from these comparisons were broadly similar to those shown above.

Whilst the method used to obtain the matched datasets results in a perfect match on the selected offender and offence characteristics the approach has the drawback of reducing the number of offences in the final matched groups, since many offences in the original datasets are not matched. Furthermore the approach is limited to the small number of data items available and cannot draw upon other relevant offender and offence characteristics which may be related to both the outcome of the case and to any subsequent reoffending.

Such factors include aggravating or mitigating circumstances, offender needs (for example employment, accommodation or health status) and geographical location.

The results outlined suggest that when PNC data was used to construct datasets that are identical in terms of gender, age, ethnicity, offence and number of previous convictions or cautions, the proven reoffending rates for offenders who were cautioned, conditionally discharged or fined were broadly similar. Offenders who had been prosecuted and then discharged or fined reoffended at a slightly higher rate than those cautioned, however this difference may reflect differences in the characteristics of the offenders that are not captured on the PNC. There is no evidence that conditional discharges or fines lead to lower proven reoffending rates in the one-year follow up period than cautions (including reprimands and warnings) for similar offenders.

## 1.4 Reoffending following cautions, reprimands or warnings

### Summary

Juveniles receiving a reprimand or warning between 2000 and 2008 have a higher proven reoffending rate than adult offenders receiving a caution. However, the proven reoffending rate for adult offenders given cautions has steadily increased since 2004, whereas for juveniles it has fallen back since 2006.

In 2008, 25.5 per cent of juveniles receiving a reprimand or warning reoffended in the following twelve months, a decline from 26.1 per cent in 2007 and 28.1 per cent in 2006. The proven reoffending rate for juvenile males in 2008 was 28.3 per cent compared with 19.4 per cent for females.

For adults receiving cautions in 2008, 19.2 per cent reoffended – an increase from 18.6 per cent in 2007. The proven reoffending rates for adult males and females in 2008 were 21.0 per cent and 13.3 per cent respectively.

Adults receiving a caution have on average three previous offences. Juveniles receiving a reprimand or warning have on average 0.4 previous offences.

### Introduction

A police caution is given by, or on the instruction of, a senior police officer to a person who admits to having committed a criminal offence which could have led to a prosecution. The Crime and Disorder Act 1998 introduced reprimands and warnings to replace cautions for juvenile offenders and was implemented nationally from 1st June 2000. Figures presented from 2000 for juveniles therefore include cautions as well as reprimands and warnings. Further details about the numbers of cautions, reprimands and warnings issued can be found in Chapter 3 of the Criminal Statistics annual report<sup>20</sup>.

The figures reported in Criminal Statistics are based on data provided directly by police forces to the Ministry of Justice. They show a 10 per cent fall in the number of cautions (including reprimands and warnings) between 2007 and 2008.

This paper uses data held by the Ministry of Justice taken from the Police National Computer (PNC) to look at reoffending following a caution/reprimand and warning. The PNC data excludes some cautions given for non-recordable offences.

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<sup>20</sup> [Criminal Statistics: England and Wales](#); Ministry of Justice, January 2010.

## Methodology

The PNC data was used to identify all occasions when an offender received a caution, reprimand or warning; these are referred to as the index offences. Where an offender received more than one caution, reprimand or warning on different occasions each occasion has been counted so that some offenders will be represented in the figures several times.

An offence was counted as a reoffence if it was committed within twelve months of the date when the caution, reprimand or warning was issued for the index offence and if it resulted in a conviction, caution, reprimand or warning given within eighteen months of that date. Reoffending has been counted following each occasion. An offender receiving more than one caution, reprimand or warning in a year will be counted on each occasion.

The time periods used in this paper are the same as those used in the Reoffending of adults in England and Wales publication<sup>21</sup>. However the measure used here includes cautions which were not counted as a reoffence in the Reoffending of adults in England and Wales publication.

The figures presented for previous offences cover any offence recorded on the PNC for which the offender received a conviction, caution, reprimand or warning before the date of the index offence. The figures presented for all offenders include offences with an unrecorded gender on the PNC.

## Results

Table 1 shows proven reoffending figures for juvenile offenders following a reprimand or warning by gender, between 2000 and 2008. In 2008, 25.5 per cent of occasions where a reprimand or warning was given were followed by a reoffence. This is a decline from 26.1 per cent in 2007 and 28.1 per cent in 2006. The proven reoffending rate for juvenile males in 2008 was 28.3 per cent compared with 19.4 per cent for females. The final column of the table shows that the average number of previous offences for juveniles receiving a reprimand or warning remained stable at 0.4 (and 0.3 for females) between 2000 and 2008.

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<sup>21</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010.

**Table 1: Proven reoffending following a reprimand or warning given to a juvenile offender, 2000 to 2008**

Year	Number of occasions	Number of occasions that were followed by reoffending	Proven reoffending rate	Proven reoffending frequency rate	Average number of previous offences per occasion
All offenders					
2000 <sup>1</sup>	102,300	27,467	26.8%	69.7	0.4
2001	103,726	26,361	25.4%	63.2	0.4
2002	95,616	24,515	25.6%	63.6	0.4
2003	98,996	26,455	26.7%	66.1	0.4
2004	109,960	30,006	27.3%	66.0	0.4
2005	124,738	34,485	27.6%	64.8	0.4
2006	132,835	37,345	28.1%	65.9	0.4
2007	130,670	34,078	26.1%	59.1	0.4
2008	104,789	26,757	25.5%	56.8	0.4
Males					
2000 <sup>1</sup>	75,433	22,397	29.7%	78.9	0.5
2001	75,974	21,305	28.0%	70.3	0.4
2002	70,053	19,841	28.3%	71.1	0.4
2003	71,835	20,905	29.1%	72.7	0.4
2004	77,640	23,280	30.0%	72.8	0.4
2005	86,693	26,538	30.6%	72.9	0.4
2006	92,589	28,988	31.3%	74.0	0.4
2007	89,918	26,294	29.2%	66.6	0.4
2008	72,281	20,486	28.3%	63.4	0.4
Females					
2000 <sup>1</sup>	26,841	5,070	18.9%	44.0	0.3
2001	27,691	5,054	18.3%	43.7	0.3
2002	25,499	4,672	18.3%	43.2	0.3
2003	27,089	5,542	20.5%	48.7	0.3
2004	32,206	6,715	20.9%	49.7	0.2
2005	37,872	7,925	20.9%	46.4	0.3
2006	39,905	8,316	20.8%	47.3	0.3
2007	40,302	7,701	19.1%	42.6	0.3
2008	32,081	6,210	19.4%	42.6	0.3

<sup>1</sup> Figures for 2000 include juvenile offenders given a caution.

Table 2 shows proven reoffending figures for adult offenders following a caution by gender, for the years 2000 to 2008. In 2008, 19.2 per cent of occasions where a caution was given were followed by a reoffence. This is an increase from 18.6 per cent in 2007. The proven reoffending rates for males and females in 2008 were 21.0 per cent and 13.3 per cent.

The proven reoffending rate for males decreased between 2000 and 2004 and then began to increase, reaching its highest point in 2008. For females the proven reoffending rate decreased between 2000 and 2005 and then began to increase steadily up to 2008 but remains below the level achieved in 2000. The final column of Table 2 shows that the average number of previous offences committed by adult offenders receiving cautions fell between 2000 and 2001 but, like their proven reoffending rates, rose from 2004 onwards.

**Table 2: Proven reoffending following a caution given to an adult offender, 2000 to 2008**

Year	Number of occasions	Number of occasions that were followed by reoffending	Proven reoffending rate	Proven reoffending frequency rate	Average number of previous offences per occasion
All offenders					
2000	142,817	25,444	17.8%	48.6	3.2
2001	139,654	24,492	17.5%	49.1	3.0
2002	148,796	26,344	17.7%	47.4	3.0
2003	160,360	26,851	16.7%	42.2	3.1
2004	156,967	25,361	16.2%	40.1	3.3
2005	186,247	32,000	17.2%	42.5	3.7
2006	224,254	41,058	18.3%	45.5	4.3
2007	241,657	44,977	18.6%	45.6	4.5
2008	233,999	44,842	19.2%	46.8	4.7
Males					
2000	108,145	20,597	19.0%	52.0	3.7
2001	105,261	19,684	18.7%	51.8	3.4
2002	112,447	21,216	18.9%	49.9	3.5
2003	121,255	21,724	17.9%	45.0	3.6
2004	115,866	20,202	17.4%	43.5	3.9
2005	138,431	26,237	19.0%	47.2	4.4
2006	169,401	34,078	20.1%	50.7	5.0
2007	182,936	37,398	20.4%	51.0	5.2
2008	179,082	37,548	21.0%	51.7	5.4
Females					
2000	34,600	4,845	14.0%	38.0	1.7
2001	34,312	4,806	14.0%	40.8	1.6
2002	36,211	5,119	14.1%	40.0	1.7
2003	38,940	5,124	13.2%	33.4	1.7
2004	40,869	5,148	12.6%	30.4	1.7
2005	47,550	5,748	12.1%	28.7	1.8
2006	54,462	6,944	12.8%	29.3	2.1
2007	58,275	7,549	13.0%	28.9	2.3
2008	54,464	7,261	13.3%	30.9	2.5

## 1.5 Reoffending rates following a penalty notice for disorder

### Summary

In 2008, 32.5 per cent of juveniles receiving a penalty notice for disorder reoffended in the following twelve months, a decline from 34.2 per cent in 2007 and 36.8 per cent in 2006. The proven reoffending rate for juvenile males in 2008 was 37.6 per cent compared with 20.7 per cent for females.

For adults receiving a penalty notice for disorder in 2008, 24.5 per cent reoffended a decrease from 25.2 per cent in 2007. The proven reoffending rates for adult males and females in 2008 were 26.5 per cent and 18.5 per cent respectively.

### Introduction

Penalty Notices for Disorder (PNDs), often referred to as ‘on the spot fines’, were introduced under the Criminal Justice and Police Act 2001 to tackle low-level, anti-social and nuisance offending. The scheme was rolled out nationally in April 2004. Police can issue a fixed penalty of £50 or £80 for a specified range of minor disorder offences, either on the spot or at a police station. They can be issued to adult offenders or to juveniles aged sixteen or seventeen. The main offences for which PNDs are given are: behaviour likely to cause harassment alarm or distress; shoplifting; drunk and disorderly; and criminal damage.

More details about the numbers of PNDs issued can be found in Chapter 2 of the Criminal Statistics annual report<sup>22</sup>. The figures reported in the Criminal Statistics publication are based on data provided directly by police forces to the Ministry of Justice. The Criminal Statistics figures show a fall of 15 per cent in the total number of PNDs given between 2007 and 2008, the first fall since they were introduced in 2004.

This paper uses data held by the Ministry of Justice taken from the Police National Computer (PNC) to look at reoffending following a PND. The PNC does not provide a complete picture of all PNDs issued. Small numbers of PNDs are given for non-recordable offences which for this reason may not be entered on to the PNC. In addition, the recording of PNDs for recordable offences on the PNC by some police forces is known to be incomplete. For these reasons, PNDs are not included in the Reoffending in England and Wales publications<sup>23</sup>.

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<sup>22</sup> [The Criminal Statistics annual report](#); Ministry of Justice, January 2010.

<sup>23</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice; March 2010. [Reoffending of juveniles: results from the 2008 cohort](#); Ministry of Justice, March 2010.



## Methodology

The PNC data was used to identify all occasions when an offender received a PND. Where an offender received more than one PND on different occasions, each occasion has been counted so that some offenders will be represented in the figures more than once.

An offence is counted as a reoffence if it was committed within twelve months of the date when the PND was issued and if it resulted in a conviction, caution, reprimand or warning given within eighteen months of that date. To enable comparison with other reoffending measures, offences resulting in a further PND are not counted as a reoffence.

The figures presented for previous offences cover any offence recorded on the PNC for which the offender received a conviction, caution, reprimand or warning before the date of the PND.

## Results

Table 1 shows proven reoffending figures for juvenile offenders following a PND by gender, for the years 2004 to 2008. In 2008, 32.5 per cent of occasions where a PND was given to a juvenile were followed by a reoffence. This is a decline from 34.2 per cent in 2007 and 36.8 per cent in 2006. The proven reoffending rate for juvenile males in 2008 was 37.6 per cent compared with 20.7 per cent for females. The final column of the table shows that the average number of previous offences for juveniles receiving a PND fell between 2004 and 2008.

**Table 1: Proven reoffending following a penalty notice for disorder given to a juvenile offender, 2004 to 2008**

Year	Number of occasions	Number of occasions that were followed by reoffending	Proven reoffending rate	Proven reoffending frequency rate	Average number of previous offences per occasion
<b>All offenders<sup>1</sup></b>					
2004	3,289	1,212	36.9%	114.8	2.4
2005	12,537	4,533	36.2%	107.8	2.1
2006	19,042	7,010	36.8%	111.9	1.9
2007	20,454	6,986	34.2%	96.1	1.8
2008	16,072	5,224	32.5%	89.1	1.7
<b>Males</b>					
2004	2,731	1,057	38.7%	120.6	2.5
2005	9,859	3,876	39.3%	118.1	2.2
2006	14,275	5,909	41.4%	127.8	2.1
2007	14,945	5,808	38.9%	111.6	2.0
2008	11,432	4,293	37.6%	104.2	1.9
<b>Females</b>					
2004	552	153	27.7%	87.3	1.7
2005	2,595	653	25.2%	71.7	1.5
2006	4,280	1,048	24.5%	69.3	1.4
2007	5,092	1,137	22.3%	56.9	1.2
2008	4,385	909	20.7%	54.0	1.2

<sup>1</sup> This includes those with an unrecorded gender.

Table 2 shows proven reoffending figures for adult offenders following a PND by gender, for the years 2004 to 2008. In 2008, 24.5 per cent of occasions where a PND was given were followed by a reoffence. This is a decrease from 25.2 per cent in 2007. The proven reoffending rates for males and females in 2008 were 26.5 per cent and 18.5 per cent respectively.

**Table 2: Proven reoffending following a penalty notice for disorder given to an adult offender, 2004 to 2008**

Year	Number of occasions	Number of occasions that were followed by reoffending	Proven reoffending rate	Proven reoffending frequency rate	Average number of previous offences per occasion
All offenders <sup>1</sup>					
2004	48,102	12,475	25.9%	80.4	8.6
2005	119,427	30,946	25.9%	77.9	8.3
2006	150,489	38,969	25.9%	75.4	8.0
2007	163,581	41,282	25.2%	73.6	7.7
2008	143,406	35,132	24.5%	68.6	7.4
Males					
2004	40,447	10,917	27.0%	83.0	9.1
2005	96,838	26,396	27.3%	82.2	8.9
2006	119,351	32,908	27.6%	80.6	8.8
2007	126,646	34,381	27.1%	79.3	8.6
2008	108,561	28,806	26.5%	75.1	8.3
Females					
2004	7,494	1,551	20.7%	67.8	5.6
2005	22,189	4,530	20.4%	60.0	5.6
2006	30,231	6,022	19.9%	56.9	5.2
2007	36,074	6,874	19.1%	55.3	4.9
2008	34,025	6,295	18.5%	49.3	4.6

<sup>1</sup> This includes those with an unrecorded gender.

The proven reoffending rate for males increased between 2004 and 2006 and then began to decrease. For females the proven reoffending rate decreased steadily between 2004 and 2008. The proven reoffending rates for both males and females were at their lowest in 2008. The final column of Table 2 shows that the average number of previous offences committed by adult offenders receiving a PND fell between 2004 and 2008.

## Chapter 2 Prisons

This chapter contains three papers which cover reconviction rates broken down by individual prisons, an update on reoffending rates for offenders on the home detention curfew scheme and an analysis of the impact that the time spent in prison has on reoffending measures.

The papers and main findings in this chapter are:

- 2.1. **Reconviction rates by individual prison** – Individual prison reconviction rates in 2007 varied considerably from 26.7 per cent to 76.6 per cent for offenders sentenced to under twelve months and 2.0 per cent to 54.9 per cent for offenders sentenced to more than twelve months. A large part of this variability is likely to reflect the mix of offenders who are held in different prisons and therefore comparisons between prisons should not be made using these figures.
- 2.2. **Reoffending of offenders on home detention curfew** – During 2008/09, 4.6 per cent of adults on a home detention curfew scheme reoffended whilst on the scheme. This is a slightly higher proven reoffending rate than recorded during the previous two years, but below the figure of 6 per cent for 2003/04.
- 2.3. **Time spent in prison: analysis on the number of days an offender spends in prison in their one year follow up period** – In 2007, approximately 20.1 per cent of offenders spent some time in prison during a one-year follow up period and the average time in prison was 81 days. Of those that spent some time in prison, 22.7 per cent went into prison more than once. The impact on the reconviction frequency rate measure would be an additional 7 offences per 100 offenders.

## 2.1 Reconviction rates by individual prison

### Summary

Individual prison reconviction rates for 2007 in England and Wales are published in this paper for the first time. Individual prison reconviction rates in 2007 varied considerably from 26.7 per cent to 76.6 per cent for offenders sentenced to under twelve months and 2.0 per cent to 54.9 per cent for offenders sentenced to more than twelve months. A large part of this variability is likely to reflect the mix of offenders who are held in different prisons and therefore comparisons between prisons should not be made using these figures.

This paper includes reconviction rates using two methods: one based on the discharging prison and another based on a proportionate method using the offenders' time spent at each prison (if they spent time at more than one prison during their sentence).

As part of this analysis, it was found that 56.0 per cent of offenders on short term custodial sentences and 13.6 per cent of offenders on long term custodial sentences do not move prison during their custodial sentence. The majority of long term custodial sentence offenders move one or two times, although a quarter move three to six times during their sentence.

These findings relate to reconviction rates for prisons in year 2007, and as such may not reflect changes in prison functions or regimes in more recent years.

### Introduction

The Ministry of Justice currently publishes one-year adult reconviction rates for those discharged from custody between January to March of a given year, broken down by sentence length in the National Statistics reoffending publication<sup>24</sup>. This paper presents reconviction rates broken down for individual prisons in England and Wales for all offenders discharged from prison in 2007.

### Methodology

The dataset used for this analysis consists of all movements for prisoners discharged from prison in 2007 in England and Wales. Prisoner movements are recorded on the prison IT system from which the Ministry of Justice receives an extract each month containing all movements for prisoners who have been discharged that month. The movements data covers the duration of the prisoners time served in prison and, from this the exact number of individual prisoner moves is calculated. These files are mainly used for operational purposes and are subject to some errors and omissions, which lead to prisoners being removed from the analysis; in this case around 20,000 of the

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<sup>24</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010.

85,500 offenders in 2007 were removed because there was no movement information.

Table 1 shows that 56.0 per cent of offenders on short term custodial sentences and 13.6 per cent of offenders on long term custodial sentences do not move prison during their sentence. The majority of long term custodial sentence offenders move one or two times, although a quarter move three to six times during their sentence.

**Table 1: Number of moves that offenders have during their entire custodial sentence, for offenders discharged in 2007**

Sentence length	Number of moves	Percentage of the total population
Under 12 months	No moves	56.0%
	1	30.4%
	2	8.5%
	Between 3 and 6	4.3%
	Between 7 and 10	0.5%
	More than 10	0.3%
12 months and over	No moves	13.6%
	1	34.9%
	2	19.0%
	Between 3 and 6	25.5%
	Between 7 and 10	5.1%
	More than 10	1.9%

There are many possible reasons behind offenders' moves, such as operational management decisions relating to prison capacity or meeting particular offender needs to access training programmes and interventions, or for disciplinary reasons or to move the offender to a prison closer to home. To capture the potential impact of these movements on individual prisons, reconviction rates were calculated using two methodologies:

1. **Discharging method:** this is a simple method that associates the reconviction rate of an individual to the prison from which they were discharged and ignores time spent at other institutions during that sentence.
2. **Proportionate method:** this method allocates reconviction proportionately to each prison in which an offender spent time throughout their sentence. See the Annex to this paper for a worked example on how this proportional allocation actually works.

Both these approaches have some drawbacks. The discharging prison method, while simple in its approach, assumes that only the discharging prison has an impact on the reoffending behaviour of the prisoner upon release. This may not be the fairest way to allocate reoffending as, for example, a prisoner may only spend one week in the discharging prison, out of a year-long sentence. The proportionate method assumes each day in prison has an equal impact on reoffending behaviour after release.

Reconviction rates in this paper are calculated in the same way as in the adult

National Statistics<sup>25</sup>. It excludes offenders who:

- were deported upon discharge,
- spent any part of their sentence (for which they appear in the cohort) in a Young Offender Institution<sup>26</sup>, and,
- could not be matched to the Police National Computer or for whom full prison movements data were not available

After excluding these offenders we are left with a dataset of around 54,000 offenders.

The current methodology does not allow us to make statements or permit conclusions about the best and worst performing prisons. Comparing reconviction rates from different prisons can lead to the wrong conclusions given that prisons have different functions (see the Compendium glossary in Appendix A for more information on prison categories) and hold offenders that have varying likelihoods of being reconvicted.

It should also be noted that some prisons will have changed their function and/or role since 2007. These figures therefore do not necessarily represent the current situation.

## Results

Tables 2-7 show the number of offenders associated with each prison who were sentenced to a short sentence (less than twelve months) and to a long sentence (twelve months or more) and their respective reconviction rates based on both methodologies: by discharge prison and using the proportionate method.

For a number of prisons, reconviction rates and contextual offender data are not provided as small number of offenders discharged makes the data unreliable for analysis. This has been denoted by the use of asterisks in the tables that follow. The prison size column used in these tables represents the operating capacity of the prisons.

To give an indication of how individual prison populations differ the tables also provide three contextual offender characteristics:

1. the average number of previous offences;
2. the average number of previous custodial sentences; and,

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<sup>25</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice; March 2010.

<sup>26</sup> Young Offender Institutions are run in a different way to adult prisons and the factors affecting reoffending are likely to be different. Thus, their inclusion in this analysis could lead to misleading conclusions.

3. the average age.

These varying offender characteristics are presented as examples of the differences in offenders characteristics between prisons. Previous analysis has shown these variables to be strong predictors of the likelihood to reoffend<sup>27</sup>. For example, offenders with high levels of previous offences and previous custodial sentences are much more likely to reoffend than offenders with low levels of previous offending history. There are many other variables which might also affect an individual's propensity to reoffend, including prison level factors that may influence the offender's behaviour on release.

The proven reoffending rates for prisons are broken down by 6 different prison categories:

1. Category B prisons (Table 2);
2. Category C prisons (Table 3);
3. High Security prisons, but excluding core locals (Table 4);
4. Female prisons (Table 5);
5. Male local prisons including the three Core Local prisons with a high security function (Belmarsh, Manchester and Woodhill) (Tables 6a and 6b); and,
6. Open prisons (Table 7).

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<sup>27</sup> See Annex F in [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010.

**Table 2: Reconviction rates and offender characteristics for prisons where the main function is Category B, 2007**

**Category B prisons**

Under 12 months sentences

Prison	Prison size	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age	Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age
<b>All</b>		<b>12</b>	*	*	*	*	<b>22.4</b>	*	*	*	*
Albany	524	1	*	*	*	*	0.8	*	*	*	*
Dovegate	830	1	*	*	*	*	4.6	*	*	*	*
Garth	606	1	*	*	*	*	4.8	*	*	*	*
Gartree	543	0	*	*	*	*	0.0	*	*	*	*
Grendon	223	1	*	*	*	*	0.1	*	*	*	*
Kingston (Portsmouth)	193	0	*	*	*	*	0.0	*	*	*	*
Lowdham Grange	547	2	*	*	*	*	3.2	*	*	*	*
Parkhurst	506	5	*	*	*	*	5.5	*	*	*	*
Rye Hill	606	1	*	*	*	*	2.6	*	*	*	*
Swaleside	776	0	*	*	*	*	0.8	*	*	*	*

12 months and over sentences

Prison	Prison size	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age	Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age
<b>All</b>		<b>200</b>	<b>26.5%</b>	<b>38</b>	<b>5</b>	<b>39</b>	<b>389.8</b>	<b>20.1%</b>	<b>32.5</b>	<b>4.1</b>	<b>35.6</b>
Albany	524	18	*	*	*	*	51.6	12.3%	12.6	1.6	44.6
Dovegate	830	40	*	*	*	*	63.3	24.0%	41.2	5.2	34.1
Garth	606	41	*	*	*	*	66.3	27.0%	43.3	5.1	33.2
Gartree	543	0	*	*	*	*	8.2	*	*	*	*
Grendon	223	6	*	*	*	*	14.5	*	*	*	*
Kingston (Portsmouth)	193	0	*	*	*	*	4.5	*	*	*	*
Lowdham Grange	547	39	*	*	*	*	56.0	21.5%	38.2	4.5	34.1
Parkhurst	506	26	*	*	*	*	42.8	*	*	*	*
Rye Hill	606	26	*	*	*	*	52.4	22.5%	30.1	3.9	35.6
Swaleside	776	4	*	*	*	*	30.2	*	*	*	*



**Table 3: Reconviction rates and offender characteristics for prisons where the main function is Category C, 2007**

<b>Category C prisons</b>											
<b>Under 12 months sentences</b>											
Prison	Prison size	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age	Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age
<b>All</b>		<b>4,858</b>	<b>57.1%</b>	<b>42.7</b>	<b>5.5</b>	<b>31.8</b>	<b>3,609.1</b>	<b>57.2%</b>	<b>42.6</b>	<b>5.5</b>	<b>31.4</b>
Acklington	844	90	61.1%	61.6	7.5	32.7	62.2	60.3%	65.2	8.1	31.5
Ashwell	541	54	51.9%	45.9	5.9	31.3	44.5	*	*	*	*
Blundeston	460	40	*	*	*	*	28.3	*	*	*	*
Brockhill	134	124	46.0%	42.3	5.7	32.5	81.1	49.2%	42.8	5.7	31.8
Buckley Hall	381	32	*	*	*	*	24.2	*	*	*	*
Bullwood Hall	147	75	38.7%	9.8	1.5	33.0	42.9	*	*	*	*
Camp Hill	587	96	62.5%	53.7	6.0	30.7	72.7	61.4%	51.6	6.1	30.9
Canterbury	280	85	38.8%	8.5	1.1	33.6	71.5	44.4%	12.7	1.6	33.2
Channings Wood	658	128	53.1%	51.2	6.3	32.3	99.2	52.2%	50.7	6.3	31.3
Coldingley	389	8	*	*	*	*	6.6	*	*	*	*
Dartmoor	616	86	47.7%	60.2	6.5	34.8	66.6	51.9%	58.1	6.6	33.1
Edmunds Hill	358	429	55.2%	34.2	5.0	33.5	277.8	53.3%	33.4	4.8	32.9
Elmley	984	418	73.9%	41.4	6.1	32.5	443.2	69.5%	39.3	5.7	32.0
Erlestoke	421	59	55.9%	54.1	6.2	29.9	45.3	*	*	*	*
Everthorpe	664	322	59.6%	44.2	5.2	30.5	240.4	61.1%	45.3	5.3	30.1
Featherstone	609	50	*	*	*	*	38.2	*	*	*	*
Guys Marsh	569	232	65.9%	46.9	5.2	29.8	171.4	64.0%	45.4	5.1	29.8
Haverigg	563	185	60.5%	46.1	5.5	31.4	138.3	59.0%	45.6	5.4	30.8
Highpoint	809	136	61.0%	32.3	5.3	31.8	100.7	62.6%	36.6	6.0	31.5
Kenet	342	53	56.6%	46.9	6.2	32.2	34.6	*	*	*	*
Lancaster	229	48	*	*	*	*	31.6	*	*	*	*
Lindholme	934	325	63.7%	46.1	5.5	31.9	221.8	61.3%	44.3	5.3	31.5
Littlehey	694	26	*	*	*	*	20.0	*	*	*	*
Maidstone	584	10	*	*	*	*	6.7	*	*	*	*
Moorland	745	97	55.7%	44.0	5.2	27.9	68.5	56.4%	42.9	5.1	27.9
Mount	717	6	*	*	*	*	10.6	*	*	*	*
Onley	598	246	65.0%	39.2	5.0	27.6	179.3	64.5%	39.0	4.8	27.6
Ranby	1,032	440	62.3%	51.4	6.8	31.9	328.4	61.7%	51.0	6.7	31.5
Risley	1,074	125	55.2%	50.6	7.2	30.0	95.0	53.2%	50.2	7.1	29.8
Shepton Mallet	186	0	*	*	*	*	0.1	*	*	*	*
Stafford	672	78	43.6%	37.6	4.8	33.5	58.9	45.2%	38.2	4.9	32.7
Stocken	616	109	56.0%	48.2	6.0	32.7	75.2	56.4%	50.4	6.4	31.7
Usk	235	9	*	*	*	*	6.1	*	*	*	*
Verne	586	5	*	*	*	*	6.7	*	*	*	*
Wayland	697	108	51.9%	43.0	6.6	33.2	71.4	54.8%	43.4	6.5	32.3
Wealstun	808	371	43.4%	31.4	3.2	31.6	229.2	40.6%	28.3	2.8	31.1
Weare	398	0	*	*	*	*	0.6	*	*	*	*
Wellingborough	622	47	*	*	*	*	34.5	*	*	*	*
Whatton	726	21	*	*	*	*	14.4	*	*	*	*
Wolds	340	22	*	*	*	*	17.5	*	*	*	*
Wymott	1,045	63	33.3%	38.1	4.8	34.2	42.8	*	*	*	*
<b>12 months and over sentences</b>											
Prison	Prison size	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age	Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age
<b>All</b>		<b>7,560</b>	<b>26.5%</b>	<b>30.8</b>	<b>3.7</b>	<b>34.6</b>	<b>6,470.2</b>	<b>26.1%</b>	<b>29.7</b>	<b>3.6</b>	<b>33.4</b>
Acklington	844	377	25.2%	33.8	3.7	36.0	292.8	23.4%	30.6	3.3	35.0
Ashwell	541	167	23.4%	26.7	3.0	32.6	159.8	23.7%	27.6	3.3	32.6
Blundeston	460	103	31.1%	28.1	3.5	32.0	108.3	28.0%	28.2	3.6	31.8
Brockhill	134	69	20.3%	25.5	3.1	31.9	50.6	*	*	*	*
Buckley Hall	381	117	23.9%	41.3	5.5	33.3	90.8	24.7%	37.7	4.6	32.3
Bullwood Hall	147	22	*	*	*	*	20.5	*	*	*	*
Camp Hill	587	217	26.3%	31.9	3.9	32.4	191.4	28.1%	30.2	3.8	32.2
Canterbury	280	30	*	*	*	*	50.4	*	*	*	*
Channings Wood	658	258	27.9%	35.7	4.1	36.8	231.2	24.9%	34.9	4.1	35.6
Coldingley	389	37	*	*	*	*	60.5	27.9%	33.1	4.5	33.9
Dartmoor	616	249	27.7%	34.4	4.2	37.2	212.7	28.1%	32.3	3.8	36.3
Edmunds Hill	358	221	33.5%	29.1	4.3	33.3	143.2	31.1%	26.7	3.9	33.3
Elmley	984	177	35.6%	29.5	3.6	36.0	213.4	27.6%	25.5	3.1	34.7
Erlestoke	421	115	22.6%	38.4	4.1	33.0	110.7	27.8%	40.6	4.0	32.3
Everthorpe	664	359	34.8%	38.3	4.1	29.8	288.6	34.7%	36.7	4.1	30.2
Featherstone	609	198	24.2%	31.9	4.0	32.9	174.0	26.6%	32.5	4.1	32.5
Guys Marsh	569	213	39.0%	38.5	4.4	33.3	170.0	33.5%	34.8	3.7	32.1
Haverigg	563	221	37.6%	42.7	5.1	32.2	199.3	34.5%	40.7	5.0	31.4
Highpoint	809	208	29.8%	24.9	3.6	32.8	206.9	27.0%	23.7	3.3	32.1
Kenet	342	17	*	*	*	*	6.1	*	*	*	*
Lancaster	229	109	33.9%	52.9	7.1	33.8	81.1	36.1%	48.7	6.8	32.8
Lindholme	934	365	35.3%	38.6	4.5	31.2	285.2	34.4%	36.4	4.2	30.8
Littlehey	694	201	9.0%	17.7	2.3	44.3	180.2	12.8%	18.6	2.3	40.7
Maidstone	584	81	19.8%	16.1	1.9	41.0	100.2	19.4%	20.2	2.7	37.2
Moorland	745	245	31.8%	32.9	3.7	29.2	212.8	33.5%	30.0	3.2	29.0
Mount	717	58	25.9%	27.4	3.6	35.0	88.2	24.0%	25.9	3.5	33.3
Onley	598	216	32.9%	28.2	3.6	29.4	150.8	31.9%	25.6	3.1	29.1
Ranby	1,032	414	33.1%	34.7	4.2	32.1	327.8	31.4%	31.9	3.8	31.4
Risley	1,074	387	30.7%	33.6	4.3	33.4	331.5	27.4%	30.6	3.9	32.1
Shepton Mallet	186	1	*	*	*	*	0.6	*	*	*	*
Stafford	672	250	23.2%	24.0	2.9	38.7	195.5	23.2%	25.4	3.0	35.7
Stocken	616	207	25.6%	35.9	4.6	32.2	175.3	29.4%	36.2	4.4	31.5
Usk	235	98	11.2%	10.9	1.1	45.5	73.6	6.8%	10.2	0.9	43.8
Verne	586	55	18.2%	30.4	4.1	38.5	68.1	25.6%	36.6	4.8	36.7
Wayland	697	183	21.3%	27.3	3.4	34.8	169.0	22.9%	25.6	3.4	33.8
Wealstun	808	388	16.2%	25.4	2.9	34.9	280.4	16.7%	25.7	2.9	33.6
Weare	398	0	*	*	*	*	3.1	*	*	*	*
Wellingborough	622	186	26.9%	28.7	3.3	31.6	169.8	29.7%	30.3	3.5	31.4
Whatton	726	245	2.0%	9.0	1.0	47.1	171.0	2.8%	8.7	1.0	45.3
Wolds	340	118	27.1%	39.2	4.7	32.3	103.6	25.5%	37.7	4.1	32.6
Wymott	1,045	378	17.7%	24.3	3.0	39.6	321.3	17.8%	25.5	3.2	36.9

**Table 4: Reconviction rates and offender characteristics for prisons where the main function is High Security, 2007**

**High security prisons**

Under 12 months sentences

Prison	Prison size	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age	Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age
<b>All</b>		<b>0</b>	*	*	*	*	<b>3.8</b>	*	*	*	*
Frankland	711	0	*	*	*	*	1.8	*	*	*	*
Full Sutton	577	0	*	*	*	*	0.1	*	*	*	*
Long Lartin	435	0	*	*	*	*	1.4	*	*	*	*
Wakefield	733	0	*	*	*	*	0.3	*	*	*	*
Whitemoor	444	0	*	*	*	*	0.2	*	*	*	*

12 months and over sentences

Prison	Prison size	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age	Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age
<b>All</b>		<b>76</b>	<b>2.6%</b>	<b>29.4</b>	<b>3.9</b>	<b>47.9</b>	<b>131.8</b>	<b>9.6%</b>	<b>30.3</b>	<b>4.0</b>	<b>38.7</b>
Frankland	711	32	*	*	*	*	49.5	*	*	*	*
Full Sutton	577	24	*	*	*	*	32.3	*	*	*	*
Long Lartin	435	3	*	*	*	*	21.3	*	*	*	*
Wakefield	733	11	*	*	*	*	16.9	*	*	*	*
Whitemoor	444	6	*	*	*	*	12.0	*	*	*	*

**Table 5: Reconviction rates and offender characteristics for female prisons, 2007**

**Female prisons**

Under 12 months sentences

Prison	Prison size	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age	Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age
<b>All</b>		<b>4,021</b>	<b>66.5%</b>	<b>41.9</b>	<b>4.4</b>	<b>31.0</b>	<b>4,029.8</b>	<b>66.4%</b>	<b>41.8</b>	<b>4.4</b>	<b>31.2</b>
Bronzefield	423	541	66.9%	39.2	4.5	32.3	587.4	65.2%	38.5	4.3	32.2
Cookham Wood	179	54	51.9%	36.2	4.1	35.3	33.2	*	*	*	*
Downview	345	54	50.0%	32.0	3.3	33.3	35.5	*	*	*	*
Drake Hall	272	200	47.5%	30.0	2.8	32.3	115.4	46.5%	32.2	3.0	32.3
Eastwood Park	335	587	70.2%	41.3	4.2	29.5	620.1	69.4%	41.6	4.2	29.7
Foston Hall	230	230	67.8%	45.7	4.6	30.8	233.8	67.8%	44.5	4.5	31.0
Holloway	453	636	62.1%	34.2	4.6	30.6	674.8	61.4%	33.9	4.5	31.2
Low Newton	265	241	75.5%	52.9	4.8	29.6	227.1	74.9%	51.6	4.6	29.1
Morton Hall	343	33	*	*	*	*	21.7	*	*	*	*
New Hall	357	435	76.6%	42.8	4.4	30.1	421.5	75.0%	41.3	4.1	30.2
Peterborough Female	370	502	62.9%	36.4	3.4	30.6	475.5	63.1%	36.3	3.4	31.1
Send	210	13	*	*	*	*	10.1	*	*	*	*
Styal	440	495	72.3%	61.7	6.5	32.1	573.7	70.8%	59.0	6.2	32.2

12 months and over sentences

Prison	Size of prison	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age	Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age
<b>All</b>		<b>1,083</b>	<b>24.1%</b>	<b>23.1</b>	<b>1.9</b>	<b>32.0</b>	<b>1,112.0</b>	<b>22.7%</b>	<b>22.0</b>	<b>1.8</b>	<b>31.9</b>
Bronzefield	423	35	*	*	*	*	77.1	19.1%	18.5	1.4	32.3
Cookham Wood	179	44	*	*	*	*	56.5	19.5%	17.2	1.5	32.2
Downview	345	108	20.4%	16.9	1.6	34.5	76.7	16.8%	15.4	1.4	32.9
Drake Hall	272	161	8.7%	16.4	0.9	33.7	103.1	9.5%	16.2	1.0	33.9
Eastwood Park	335	68	22.1%	15.6	0.8	29.9	89.9	23.2%	17.7	1.1	30.8
Foston Hall	230	64	23.4%	20.9	2.4	32.1	72.8	22.5%	18.6	1.7	32.1
Holloway	453	80	37.5%	26.1	2.2	28.0	92.6	31.0%	26.2	2.3	30.8
Low Newton	265	100	36.0%	30.4	2.4	29.1	99.6	33.6%	27.4	2.2	29.6
Morton Hall	343	79	7.6%	11.5	0.8	38.4	51.8	9.3%	11.7	0.7	37.4
New Hall	357	88	39.8%	36.6	3.3	29.3	108.4	28.7%	27.6	2.6	30.3
Peterborough Female	370	102	34.3%	22.0	1.6	31.0	101.9	25.3%	20.4	1.4	31.8
Send	210	46	*	*	*	*	45.8	*	*	*	*
Styal	440	108	28.7%	34.3	3.3	30.7	135.9	26.4%	32.2	2.9	31.3

**Table 6a: Reconviction rates and offender characteristics for male local prisons (under twelve month sentences), 2007**

**Male local prisons**

Under 12 months sentences

Prison	Prison size	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average	Average number	Average age	Number of offenders	Reconviction rate	Average	Average number	Average age
				number of previous offences	of previous custodial sentences				number of previous offences	of previous custodial sentences	
<b>All</b>		<b>24,311</b>	<b>67.3%</b>	<b>48.0</b>	<b>6.5</b>	<b>32.0</b>	<b>26,560.4</b>	<b>66.0%</b>	<b>47.1</b>	<b>6.4</b>	<b>31.9</b>
Altcourse	1,032	1,138	66.3%	48.2	6.3	31.5	1,109.7	65.0%	48.5	6.3	31.4
Bedford	481	647	59.5%	34.8	5.1	32.8	654.1	59.3%	35.1	5.1	32.4
Belmarsh	922	508	65.2%	37.0	6.5	33.3	568.2	64.8%	37.7	6.5	32.8
Birmingham	1,441	1,136	67.9%	47.5	6.8	32.1	1,222.5	68.3%	47.2	6.8	31.9
Blakenhurst	1,059	985	67.1%	46.9	6.7	32.1	1,161.5	65.0%	45.6	6.3	31.8
Bristol	601	481	71.5%	63.0	7.6	33.3	565.1	69.9%	61.6	7.4	32.3
Brixton	804	661	66.1%	37.3	6.6	34.4	777.5	65.3%	35.8	6.3	33.9
Bullingdon	961	608	66.4%	46.0	5.5	32.4	664.9	65.2%	44.1	5.3	32.5
Cardiff	749	460	67.2%	61.4	7.3	32.1	505.1	65.8%	60.8	7.2	31.3
Chelmsford	613	689	69.7%	41.0	6.2	30.4	772.5	66.4%	38.6	5.8	30.3
Doncaster	1,118	1,204	68.9%	46.2	5.4	29.2	1,279.6	67.7%	45.2	5.2	29.7
Dorchester	250	237	74.7%	60.6	9.8	33.9	312.0	68.7%	55.7	8.7	32.8
Durham	909	747	70.4%	61.9	7.1	31.7	744.0	69.9%	60.8	6.9	31.5
Exeter	505	755	70.3%	48.2	6.1	31.5	788.4	70.0%	47.9	6.0	31.3
Forest Bank	1,053	861	67.4%	55.5	8.1	31.9	942.8	66.7%	54.7	7.9	31.6
Gloucester	303	295	74.6%	59.3	7.2	32.4	343.6	69.0%	53.4	6.4	31.6
High Down	747	542	71.2%	40.9	5.6	30.9	582.4	69.0%	40.0	5.6	31.2
Holme House	990	743	71.5%	61.9	7.9	31.4	732.1	71.1%	63.0	8.1	31.3
Hull	1,008	546	73.8%	51.8	6.7	29.2	634.3	71.9%	50.6	6.5	29.9
Leeds	1,107	810	74.0%	56.1	7.5	32.2	954.1	71.0%	53.2	7.0	31.6
Leicester	342	435	64.8%	46.7	6.2	32.2	510.1	64.0%	46.4	6.2	31.7
Lewes	533	420	69.3%	49.9	6.3	33.1	454.5	67.9%	48.9	6.1	33.1
Lincoln	480	551	67.0%	48.7	5.9	32.5	620.4	65.7%	48.5	5.9	32.0
Liverpool	1,325	1,515	64.2%	49.4	6.7	33.1	1,471.4	62.8%	49.0	6.6	32.7
Manchester	1,241	889	64.6%	52.0	7.6	33.1	968.7	62.3%	51.7	7.6	32.5
Norwich	713	454	68.1%	37.8	4.6	28.1	485.0	66.6%	38.2	4.5	28.9
Nottingham	523	444	69.6%	54.5	8.1	33.1	546.6	66.6%	53.1	8.0	32.8
Parc	1,058	605	67.4%	40.4	4.6	25.2	569.5	66.7%	40.1	4.5	25.7
Pentonville	1,084	766	69.2%	35.1	6.1	33.8	933.7	67.0%	34.2	5.9	32.9
Peterborough Male	493	544	62.9%	45.7	6.9	32.8	566.2	62.3%	44.8	6.6	32.5
Preston	676	510	69.4%	61.7	8.0	33.6	586.6	67.9%	59.4	7.7	32.6
Shrewsbury	337	276	64.9%	43.0	5.9	32.0	334.3	62.1%	42.6	5.7	31.8
Swansea	424	359	65.7%	60.3	7.2	31.4	382.9	66.2%	59.2	7.0	31.3
Wandsworth	1,467	630	65.7%	41.7	7.5	34.6	717.9	63.5%	40.5	7.4	34.1
Winchester	661	398	65.3%	53.8	6.0	34.0	441.0	63.9%	53.9	6.0	33.4
Woodhill	769	541	62.3%	44.0	5.6	31.6	642.5	59.8%	43.2	5.4	31.3
Wormwood Scrubs	1,252	921	59.4%	31.6	5.3	34.4	1,014.7	59.3%	31.1	5.1	33.7

**Table 6b: Reconviction rates and offender characteristics for male local prisons (sentences of twelve months and over), 2007**

**Male local prisons**

12 months and over sentences

Prison	Prison size	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age	Number of offenders	Reconviction rate	Average number of previous offences	Average number of previous custodial sentences	Average age
<b>All</b>		<b>5,360</b>	<b>38.0%</b>	<b>37.0</b>	<b>4.4</b>	<b>33.3</b>	<b>7,525.0</b>	<b>32.3%</b>	<b>33.7</b>	<b>4.0</b>	<b>32.9</b>
Altcourse	1,032	327	26.9%	30.3	3.6	31.7	387.3	27.9%	30.4	3.6	32.2
Bedford	481	68	35.3%	28.3	3.4	33.1	112.4	27.3%	28.6	3.4	32.8
Belmarsh	922	81	37.0%	30.2	4.6	32.7	131.0	24.8%	26.5	3.9	33.3
Birmingham	1,441	290	33.1%	33.9	4.5	33.0	399.8	27.0%	31.2	4.1	32.6
Blakenhurst	1,059	136	41.9%	35.3	3.8	31.6	270.0	30.3%	29.6	3.4	33.0
Bristol	601	66	47.0%	51.2	5.6	35.5	127.2	41.1%	40.3	4.4	33.3
Brixton	804	57	54.4%	40.3	6.7	39.3	136.2	34.5%	28.8	5.0	34.3
Bullingdon	961	208	29.3%	26.7	2.9	34.8	241.6	30.4%	26.9	2.8	33.5
Cardiff	749	138	36.2%	48.3	5.1	32.0	188.1	34.9%	44.6	4.9	32.7
Chelmsford	613	90	33.3%	30.6	4.4	31.4	106.0	28.6%	26.8	3.7	32.0
Doncaster	1,118	198	39.9%	40.1	4.3	31.3	285.0	34.9%	35.1	3.7	30.3
Dorchester	250	31	*	*	*	*	55.1	34.9%	34.5	4.2	36.6
Durham	909	178	43.8%	43.9	4.8	33.0	272.7	36.3%	40.2	4.2	32.7
Exeter	505	70	44.3%	39.4	4.6	33.5	119.4	37.5%	37.2	4.3	34.3
Forest Bank	1,053	196	46.4%	45.7	5.9	32.1	217.5	39.7%	45.3	6.1	31.7
Gloucester	303	51	45.1%	52.7	6.2	34.7	65.5	33.6%	39.7	4.1	32.8
High Down	747	95	26.3%	35.2	4.4	34.8	158.7	25.5%	29.6	3.9	33.3
Holme House	990	259	40.2%	39.5	4.5	31.5	318.2	37.4%	39.0	4.5	32.0
Hull	1,008	200	30.0%	34.7	3.6	38.6	290.1	28.9%	36.4	3.9	33.2
Leeds	1,107	173	50.9%	46.1	5.8	33.1	301.2	35.0%	39.5	4.9	31.4
Leicester	342	42	*	*	*	*	83.9	27.4%	29.7	3.8	31.9
Lewes	533	142	54.9%	48.5	5.9	33.1	175.2	45.1%	43.1	5.2	33.8
Lincoln	480	126	45.2%	45.9	4.9	34.5	136.2	35.4%	42.0	4.5	33.1
Liverpool	1,325	339	38.3%	39.4	4.9	32.9	379.0	32.1%	34.2	4.1	33.3
Manchester	1,241	175	34.9%	35.7	4.9	33.3	303.3	27.2%	32.0	4.3	33.3
Norwich	713	141	33.3%	29.3	3.4	31.6	176.1	34.9%	30.4	3.2	32.6
Nottingham	523	60	48.3%	47.9	5.2	33.7	129.8	32.5%	40.0	4.6	32.9
Parc	1,058	364	40.4%	31.1	3.2	28.7	342.5	37.7%	27.2	2.7	30.6
Pentonville	1,084	84	31.0%	19.5	3.1	34.3	167.1	28.2%	19.4	3.1	33.6
Peterborough Male	493	140	35.0%	32.5	3.9	34.0	141.4	26.2%	28.0	3.3	34.6
Preston	676	171	45.6%	52.5	5.6	32.8	266.3	39.3%	47.3	5.1	33.0
Shrewsbury	337	38	*	*	*	*	86.9	27.7%	33.0	4.0	32.5
Swansea	424	108	37.0%	46.9	4.5	32.3	146.2	35.0%	44.1	4.5	32.5
Wandsworth	1,467	148	25.0%	24.1	3.8	40.0	257.0	25.3%	23.4	3.7	34.9
Winchester	661	133	30.8%	33.7	4.0	36.7	203.0	28.0%	34.2	4.0	35.1
Woodhill	769	96	40.6%	34.6	4.2	33.9	165.8	28.6%	26.7	3.1	31.3
Wormwood Scrubs	1,252	141	40.4%	26.9	4.5	35.0	182.2	32.4%	22.6	3.4	33.0

**Table 7: Reconviction rates and offender characteristics for open prisons, 2007**

**Open prisons**

Under 12 months sentences

Prison	Prison size	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average	Average number	Average age	Number of offenders	Reconviction rate	Average	Average number	Average age
				number of previous offences	of previous custodial sentences				number of previous offences	of previous custodial sentences	
<b>All</b>		<b>3,126</b>	<b>38.3%</b>	<b>26.1</b>	<b>2.9</b>	<b>33.3</b>	<b>2,105.5</b>	<b>35.8%</b>	<b>24.2</b>	<b>2.6</b>	<b>32.8</b>
Askham Grange	109	12	*	*	*	*	6.0	*	*	*	*
Blantyre House	121	1	*	*	*	*	0.6	*	*	*	*
East Sutton Park	93	11	*	*	*	*	4.7	*	*	*	*
Ford	427	410	41.7%	27.8	3.0	34.0	290.3	39.0%	26.2	2.7	33.5
Hewell Grange	168	123	32.5%	27.2	3.3	34.1	82.4	29.0%	25.1	2.8	33.0
Hollesley Bay	284	276	36.6%	18.7	1.9	31.7	182.4	35.6%	18.2	1.7	31.0
Kirkham	469	573	36.1%	28.0	3.3	32.9	411.0	34.3%	25.9	2.9	32.4
Kirklevington	221	8	*	*	*	*	3.6	*	*	*	*
Latchmere House	193	1	*	*	*	*	1.0	*	*	*	*
Leyhill	375	396	40.9%	30.2	3.3	34.5	262.4	37.4%	28.0	3.0	34.4
Moorland Open	245	56	28.6%	24.5	1.9	32.7	36.8	*	*	*	*
North Sea Camp	267	436	40.1%	26.5	2.9	32.8	307.2	37.1%	23.9	2.6	32.6
Prescoed	167	107	40.2%	28.8	3.1	31.9	73.6	38.3%	26.6	2.7	32.5
Spring Hill	317	172	26.7%	21.1	2.1	35.6	121.3	27.4%	21.0	2.0	34.6
Standford Hill	413	397	41.8%	22.9	3.0	33.5	238.2	37.7%	20.8	2.5	32.8
Sudbury	525	147	42.2%	29.4	3.4	31.1	83.7	38.2%	24.4	2.6	31.3

12 months and over sentences

Prison	Prison size	Discharging method					Proportional method				
		Number of offenders	Reconviction rate	Average	Average number	Average age	Number of offenders	Reconviction rate	Average	Average number	Average age
				number of previous offences	of previous custodial sentences				number of previous offences	of previous custodial sentences	
<b>All</b>		<b>2,950</b>	<b>9.2%</b>	<b>15.4</b>	<b>1.7</b>	<b>35.7</b>	<b>1,598.2</b>	<b>10.6%</b>	<b>15.4</b>	<b>1.6</b>	<b>35.0</b>
Askham Grange	109	91	6.6%	13.2	0.9	33.7	54.9	6.1%	14.9	1.0	33.5
Blantyre House	121	26	*	*	*	*	19.3	*	*	*	*
East Sutton Park	93	70	5.7%	5.9	0.3	36.2	34.6	*	*	*	*
Ford	427	269	6.3%	13.9	1.4	35.7	177.2	8.2%	14.3	1.6	35.4
Hewell Grange	168	130	6.9%	16.4	1.7	35.5	62.8	8.2%	12.9	1.4	34.9
Hollesley Bay	284	238	9.2%	14.9	1.7	35.2	116.2	12.6%	14.0	1.5	34.4
Kirkham	469	390	9.7%	16.9	1.9	35.4	216.8	13.2%	17.7	2.0	34.1
Kirklevington	221	122	6.6%	13.6	1.3	34.3	62.3	8.7%	14.8	1.6	34.0
Latchmere House	193	95	5.3%	12.8	1.9	40.0	35.2	*	*	*	*
Leyhill	375	242	12.0%	17.1	1.6	37.3	128.0	11.3%	17.3	1.6	36.7
Moorland Open	245	192	10.9%	17.7	2.0	34.0	93.9	10.6%	17.5	1.9	33.3
North Sea Camp	267	179	15.1%	17.7	1.8	35.7	111.4	14.7%	17.1	1.7	34.8
Prescoed	167	107	9.3%	18.4	1.7	35.2	57.9	13.0%	18.1	1.7	34.8
Spring Hill	317	195	5.6%	14.7	1.5	35.4	113.8	8.6%	13.8	1.4	35.3
Standford Hill	413	263	10.3%	14.0	1.8	36.0	145.1	10.6%	13.9	1.7	35.3
Sudbury	525	341	11.1%	16.0	1.7	35.5	168.8	11.1%	15.9	1.7	35.1

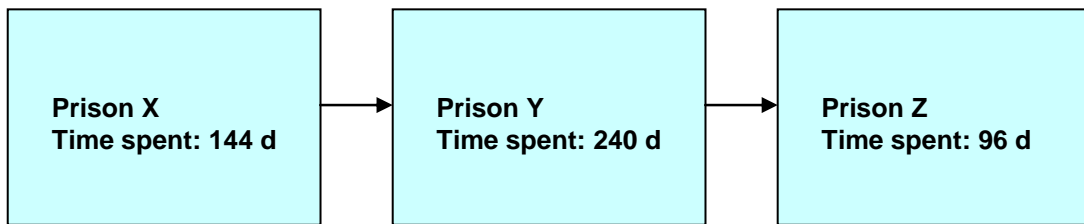
## Annex Explanation of the proportionate method for allocating reconviction rates to prison

Example of proportionately allocating reconviction rates

Prisoner A

Total time spent in prison: 480 days

Number of prisons during sentence: 3



### Prisoner A spent:

30% of sentence at Prison X

50% of sentence at Prison Y

20% of sentence at Prison Z

The reconviction rate (for which a prisoner will be allocated 1 if they are reconvicted and 0 if they do not) and the number of offenders allocated to each prison is done according to the proportion of time spent in each establishment:

### Number of offenders

Prison X:  $30\% * 1 = 0.3$  offenders

Prison Y:  $50\% * 1 = 0.5$  offenders

Prison Z:  $20\% * 1 = 0.2$  offenders

### Reconviction rate

Prison X:  $30\% * 1 = 0.3$  reconviction rate

Prison Y:  $50\% * 1 = 0.5$  reconviction rate

Prison Z:  $20\% * 1 = 0.2$  reconviction rate

NB. If an offender did not offend, the prison would be allocated the number of offenders in the same proportionate way, but would all receive '0' for the reconviction rate.

Using the same method as above, the table below shows what the data look like at the offender level, and Table 2 shows what the offender level data looks like when aggregated up to the prison level.

**Table 1: Example of the data available at offender level**

Prisoner	Prison	Proportion of sentence	Reconvicted (1=Yes)	Proportion allocated to the reconviction rate
A	W	1.0	1	1.0
B	X	0.5	0	0.0
B	W	0.2	0	0.0
B	Z	0.3	0	0.0
C	Y	0.4	1	0.4
C	Z	0.6	1	0.6
D	W	1.0	1	1.0
E	X	0.2	1	0.2
E	Y	0.1	1	0.1
E	W	0.4	1	0.4
E	X	0.3	1	0.3
F	Z	0.5	0	0.0
F	X	0.1	0	0.0
F	W	0.4	0	0.0
G	Y	0.6	0	0.0
G	X	0.3	0	0.0
G	Z	0.1	0	0.0
H	Y	1.0	1	1.0
I	W	1.0	1	1.0
J	X	0.8	0	0.0
J	Y	0.2	0	0.0

**Table 2: Example of what the offender level aggregated up to the prison level**

Prison	Number of offenders	Number who were reconvicted	Reconviction rate
W	4.0	3.4	85.0
X	2.2	0.5	22.7
Y	2.3	1.5	65.2
Z	1.5	0.6	40.0

## 2.2 Reoffending by offenders on home detention curfew

### Summary

During 2008/09, 4.6 per cent of offenders who started the home detention curfew scheme reoffended while on the scheme and committed an average of 1.7 offences each. This is a slightly higher proven reoffending rate than recorded during the previous two years but below the figure of 6.0 per cent for those who started the scheme during 2003/04.

### Introduction

The Home Detention Curfew (HDC) scheme came into effect in England and Wales on 28 January 1999. To be eligible for the scheme, prisoners need to be primarily serving between three months and less than four years and may be discharged up to 135 days earlier than they would be otherwise, depending on the length of their sentence. Prisoners discharged on HDC are subject to an electronically monitored curfew in their home, usually for twelve hours a day.

The most recent statistics on the number of offenders on HDC were published in Offender Management Caseload Statistics 2009<sup>28</sup>. Previous figures on reoffending by offenders on HDC were published as a written Ministerial Statement<sup>29</sup>.

### Methodology

The HDC start and end dates used in this paper are taken from data recorded by the Prison Service. Where no end date has been recorded or where the end date gives a HDC period longer than the maximum of 135 days the duration of the HDC period has been derived as follows: for offenders recorded as receiving a custodial sentence of eighteen months or longer the HDC period has been set to 135 days; for sentences of less than eighteen months the HDC period has been calculated as a quarter of the sentence length.

The reoffending data of these offenders is taken from an extract of the Police National Computer (PNC) held by the Ministry of Justice. Offenders recorded in the prison data that cannot be found on the PNC due to discrepancies of recording between two different systems are excluded from the figures. The figures relate to offenders starting on home detention curfew in each quarter. An offender is considered to have reoffended if, during their period on HDC, he or she committed an offence that was recorded on the PNC as resulting in a caution or conviction; for the offence to count the caution or conviction has to be given within nine months of the end of the quarter in which the offender

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<sup>28</sup> The [Offender Management Caseload Statistics](#); Ministry of Justice, July 2010.

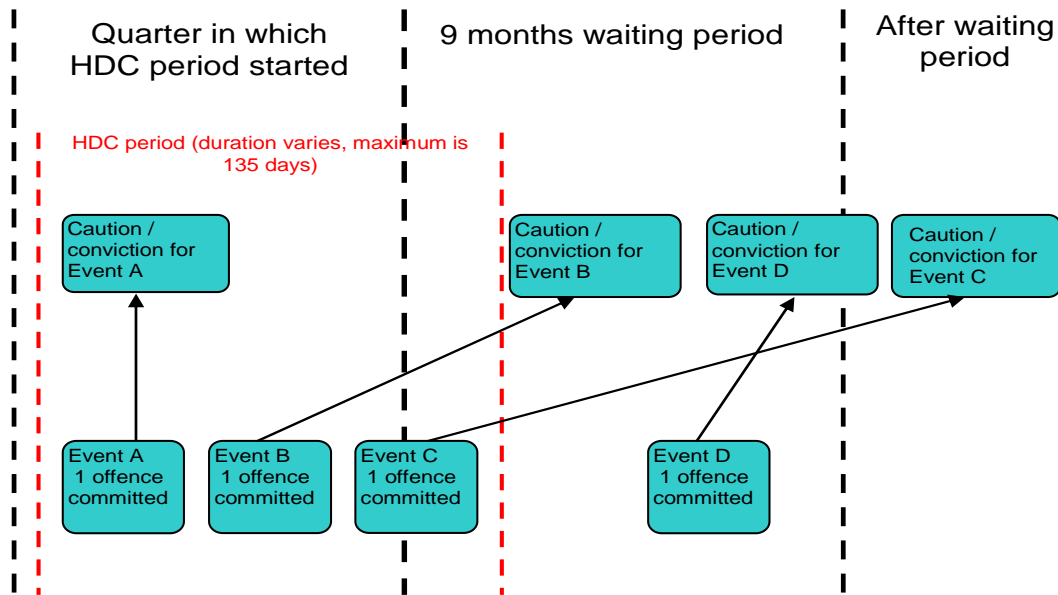
<sup>29</sup> The written [Ministerial Statement](#); House of Commons Hansard Ministerial Statements; 14 September 2009.



started on HDC (see Figure 1).

This approach is not consistent with the measures of reoffending used in the main Reoffending in England and Wales publications<sup>30</sup>. This is because we are interested in measuring proven reoffending whilst on the HDC scheme, and not in measuring reoffending over a fixed period from point of discharge from custody or commencement of a court order under probation supervision.

**Figure 1: Offences counted as proven reoffences**



Offences A and B count as proven reoffences because they were committed during the HDC period and resulted in a caution or conviction during the HDC period, or during the nine months waiting period. Offence C does not count as a proven reoffence as the caution or conviction was given after the waiting period. Offence D does not count as it was committed after the HDC period.

## Results

Reoffending figures for those on HDC from April 2003 to March 2009 are shown in Table 1 below. 4.6 per cent of those offenders who started on HDC during 2008/09 reoffended while on HDC and committed an average of 1.7 offences each. This is a slightly higher proven reoffending rate than recorded during the previous two years but below the figure of 6.0 per cent for those who started on HDC during 2003/04. Analysis shows that the proportion of those offenders on HDC who have a substantial criminal record has fallen since 2003/04 while the proportion of female offenders on HDC has risen slightly. Both these changes may explain, at least in part, the general downward trend in reoffending by these offenders since 2003/04.

<sup>30</sup> There are three main reoffending publications produced by the Ministry of Justice. The latest publications are the [Reoffending of adults: results from the 2008 cohort](#); [Reoffending of juveniles: results from the 2008 cohort](#), and [Local adult reoffending 1 April 2009 to 31 March 2010](#).

**Table 1: Proven reoffending rates while on HDC and the number of offences per offender in England and Wales, 2003/04 to 2008/09**

Financial Year	Number of offenders on HDC	Number of offenders who reoffended whilst on HDC	Proven reoffending rates	Number of proven reoffences	Proven reoffending frequency rate for reoffenders	Proven reoffending frequency rate
2003/04	20,802	1,244	6.0%	2,307	1.9	11.1
2004/05	18,587	839	4.5%	1,533	1.8	8.2
2005/06	15,443	688	4.5%	1,176	1.7	7.6
2006/07	12,626	484	3.8%	822	1.7	6.5
2007/08	11,316	486	4.3%	820	1.7	7.2
2008/09	11,417	526	4.6%	890	1.7	7.8

<sup>1</sup> The total number offences committed whilst on HDC that resulted in a conviction or caution within nine months of the end of the quarter. Breach offences have been excluded.

Looking at the underlying quarterly data for offenders on HDC, the proven reoffending rate varies in the range of 3.4 per cent to 6 per cent. Since 2004/05, the rate has remained broadly stable at about 4 to 5 per cent. Figure 2 shows the proven reoffending rates for offenders commencing HDC in each quarter, while on HDC.

**Figure 2: Proven reoffending rates of offenders while on home detention curfew in England and Wales, 2003/04 to 2008/09**

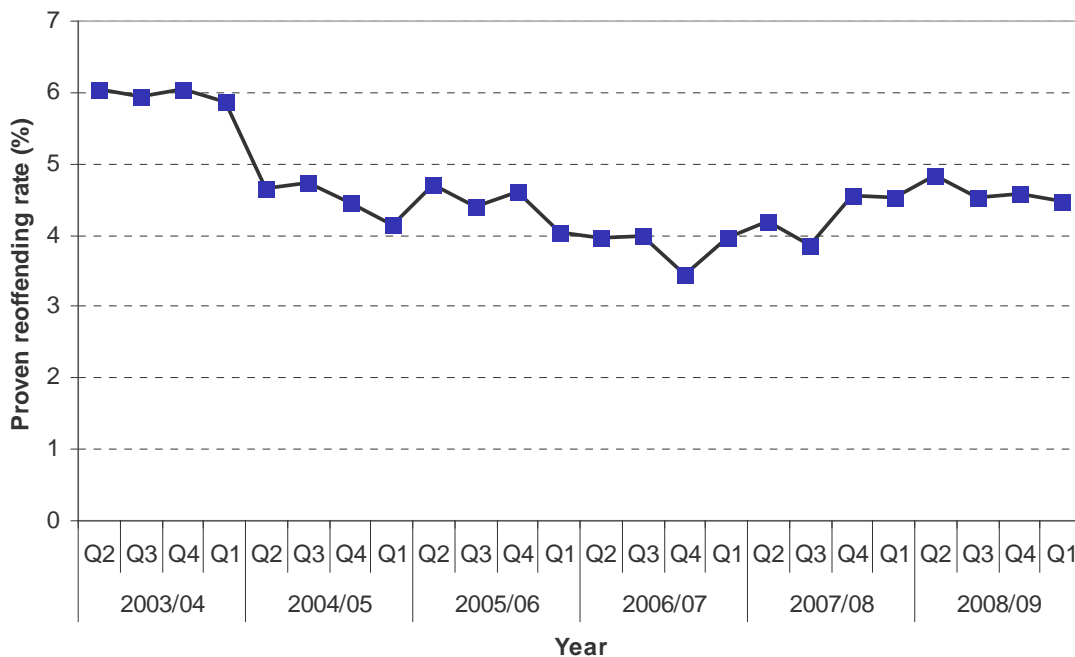


Table 2 shows the types of offences committed whilst on HDC. In 2008/09, 38 per cent of the proven reoffences were summary offences of various kinds including summary motoring offences, 28 per cent related to theft and handling offences while 12 per cent were fraud and forgery offences. Violent offences made up 5 per cent of the total.

**Table 2: Proven reoffences committed while on home detention curfew by offence category in England and Wales, 2003/04 to 2008/09**

Offence Category	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09
	<b>Number</b>					
Violence against the person	74	47	50	40	60	43
Sexual offences	3	2	0	0	1	0
Burglary	120	82	81	60	54	70
Robbery	19	19	14	19	7	13
Theft and handling stolen goods	519	331	282	204	206	252
Criminal damage	15	21	5	9	4	1
Drug offences	210	142	108	77	88	36
Fraud and forgery	103	38	35	30	32	104
Indictable motoring offences	18	21	9	7	6	8
Other indictable offences	172	96	62	35	35	28
Summary motoring offences	658	398	294	172	128	147
Summary offences excluding motoring	396	336	236	169	199	188
<b>All offences</b>	<b>2,307</b>	<b>1,533</b>	<b>1,176</b>	<b>822</b>	<b>820</b>	<b>890</b>
	<b>Percentage</b>					
Violence against the person	3.2%	3.1%	4.3%	4.9%	7.3%	4.8%
Sexual offences	0.1%	0.1%	0.0%	0.0%	0.1%	0.0%
Burglary	5.2%	5.3%	6.9%	7.3%	6.6%	7.9%
Robbery	0.8%	1.2%	1.2%	2.3%	0.9%	1.5%
Theft and handling stolen goods	22.5%	21.6%	24.0%	24.8%	25.1%	28.3%
Criminal damage	0.7%	1.4%	0.4%	1.1%	0.5%	0.1%
Drug offences	9.1%	9.3%	9.2%	9.4%	10.7%	4.0%
Fraud and forgery	4.5%	2.5%	3.0%	3.6%	3.9%	11.7%
Indictable motoring offences	0.8%	1.4%	0.8%	0.9%	0.7%	0.9%
Other indictable offences	7.5%	6.3%	5.3%	4.3%	4.3%	3.1%
Summary motoring offences	28.5%	26.0%	25.0%	20.9%	15.6%	16.5%
Summary offences excluding motoring	17.2%	21.9%	20.1%	20.6%	24.3%	21.1%
<b>All offences (100%)</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

*Italics mean less than or equal to 50 offenders - treat the data with caution.*

## **2.3 Time spent in prison: analysis on the number of days an offender spends in prison in their one year follow up period**

### **Summary**

Approximately 20.1 per cent of the 2007 cohort of the Reoffending of adults in England and Wales publication spent some time in prison during the one-year follow up period and the average time in prison was 81 days (nearly three months). Of the offenders who spent some time in prison, 22.7 per cent went into prison more than once.

Adjusting the reconviction frequency rate for the 2007 cohort to be based on each offender spending 365 days in the community, the rate would increase from 147.3 to 154.2 offences per 100 offenders. It may be useful to take into account time spent in prison when comparing effectiveness of sentencing for different sub groups of offenders, especially as for some smaller sub groups, the impact on rates of reoffending may be considerably higher than the one observed for the overall rates.

### **Introduction**

The current method used to measure reoffending is the reconviction frequency rate. This reconviction frequency rate counts the number of offences which result in a conviction at court for offences committed within follow up period and convicted within the follow up period plus the waiting period. Although this provides an understanding of the volume of offences an offender may have committed, it does not fully explain how many offenders spend time in prison during this follow up period and for how long.

If offenders spend time in prison in the one-year follow up period they are not in the community to reoffend and therefore the current measure may be an under estimation of the number of reoffences the cohort would commit if they were out in the community for the whole follow up period. Therefore this paper aims to look at the number of offenders that spent time in prison and to provide an estimation on the impact that the time an offender spends in their one-year follow up period, has upon the reconviction frequency rate.

### **Methodology**

The 2007 cohort from the Reoffending of adults in England and Wales publication<sup>31</sup> was used for these analyses. The list of offenders from the 2007 cohort was matched<sup>32</sup> to the Accommodation and Occupation (A&O) dataset, to

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<sup>31</sup> [Reoffending of adults: results from the 2007 cohort](#); Ministry of Justice, May 2009.

<sup>32</sup> The dataset was formed by matching the PSA 2007 cohort to the prison accommodation weekly snapshots. The data was matched on PNC ID or Prison number, date of birth and surname.

obtain information on which of the offenders had spent time in prison and the length of their stay. The A&O is a weekly snapshot of the prison population which provides information about offenders in prison. Only those snapshots with dates before the end date of the reoffending follow up period were included.

By looking at offenders in each of the weekly snapshots, the number of days each offender had spent in prison can be estimated. As the A&O data is weekly, there was a margin of error when calculating the number of days in prison. To overcome this, the maximum and the minimum number of days an offender could spend in prison were calculated, and an average of these two values was taken. This average value has been used as an estimate of the number of days an offender has spent in prison throughout this analysis.

To estimate the impact the number of days an offender has spent in prison has upon the reconviction frequency rate, an adjusted reconviction frequency rate was calculated, based on the average number of reoffences committed per day in the community by the cohort. This number was then multiplied up to the full year. This estimation makes the assumption that the rate of reoffending per day is constant throughout the year although in reality this is unlikely to be the case.

## Results

Table 1 shows that 20.1 per cent of the cohort spent some time in prison during the follow up period. It also shows that 44.7 per cent of all reoffenders spent time in prison. Interestingly, 4.5 per cent of offenders that did not reoffend spent time in prison. This could be due to an offender being recalled to prison or for being imprisoned for offences committed before the index date but which were resulted in a conviction after the index date.

**Table 1: Number of offenders that spent time in prison during the one-year follow up**

	Total number in cohort	Number who spent time in prison	Proportion who spent time in prison
<b>Total</b>	50,085	10,091	20.1%
Reoffenders	19,524	8,728	44.7%
Non-reoffenders	30,561	1,363	4.5%

Of those offenders who spent time in prison, the average number of days in prison was 81 days (approximately three months). Approximately 22.7 per cent of offenders that spent time in prison went into prison more than once during the one-year follow up period. This figure increases to 31.4 per cent when looking at the prison cohort (those that were discharged from prison from the adult cohort used in the Reoffending of adults publication<sup>33</sup>) and is only 18.2

<sup>33</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice; March 2010.

per cent when looking at the community order cohort (those that commenced a community order from the adult cohort used in the publication).

### **Reconviction frequency**

The frequency of reconvictions for the 2007 published cohort was 147.3 offences per 100 offenders. After taking into account time spent in prison by the cohort in the follow up year, the reconviction frequency increased to 153.5 offences per 100 offenders. This was an increase of 4.7 per cent. However for smaller sub groups this effect was more substantive. For example for those offenders with more than 20 previous offences the reconviction frequency rate increased from 274.8 (published rate) to 300.8 offences per 100 offenders which is an increase of 9.5 per cent. Therefore, it may be useful to take into account time spent in prison, particularly when comparing effectiveness of sentencing for different sub groups of offenders.

## Chapter 3 Offender groups

This chapter contains two papers which cover reoffending rates by mentally disordered offenders and offenders entering the Criminal Justice System for the first time.

The papers and main findings in this chapter are.

- 3.1. **Reoffending rates for mentally disordered offenders** – Between 1999 and 2007, 5.8 per cent of restricted patients discharged from psychiatric hospitals were reconvicted within two years of discharge.
- 3.2. **Reoffending rates for offenders entering the justice system for the first time** – In 2008, 21 per cent of juvenile and 9 per cent of adult first time entrants reoffended within twelve months. Since 2006, the proven reoffending rate for juvenile first time entrants has fallen by about 3 percentage points, but the rate for adults has been relatively stable during this period. Between 2008 and 2009, the number of juveniles entering the Criminal Justice System fell by 20 per cent compared with an 8 per cent fall for adults.

## 3.1 Reoffending rates for mentally disordered offenders

### Summary

Between 1999 and 2007, 5.8 per cent of restricted patients discharged from psychiatric hospitals were reconvicted within two years of their discharge. Almost all of these offenders had spent over a year during this time in prison or hospital and over 50 per cent had spent more than four years in prison or hospital.

The equivalent reconviction rate for sexual or violent offences only was 1.5 per cent.

### Introduction

Statistics on reoffending by restricted patients conditionally discharged from psychiatric hospitals (high secure and other hospitals in England and Wales which admit mentally disordered offenders) were previously published in the Statistics of Mentally Disordered Offenders publication<sup>34</sup>. The definition of reoffending used in the publication is referred to as the reconviction rate in this paper.

An offender can become a restricted patient at the time of conviction if he or she is ordered by a court to receive hospital treatment instead of a prison sentence. When making the hospital order, the court has the option of adding a restriction order for offenders posing a risk of serious harm to others. Alternatively, if the court passes a prison sentence, it can simultaneously direct the offender's admission to hospital, or the offender can subsequently be transferred to hospital by the Secretary of State.

These prisoners are also usually made subject to restrictions. Discharge can be ordered by either the Secretary of State or the Mental Health Review Tribunal. A conditional discharge means that the patient remains liable to detention in hospital and may be recalled by the Secretary of State.

### Methodology

Reconvictions have been measured in the two years following the discharge rather than one-year follow up period used in the Reoffending in England and Wales publications<sup>35</sup>. This means the reoffence must be committed within two years of discharge resulting in a conviction within thirty months of their discharge date. A two-year measure was adopted when these statistics were previously published in the Statistics of mentally disordered offenders<sup>36</sup> and

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<sup>34</sup> The [Statistics of mentally disordered offenders](#); Ministry of Justice; January 2010.

<sup>35</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice; March 2010. [Reoffending of juveniles: results from the 2008 cohort](#); Ministry of Justice, March 2010.

<sup>36</sup> The [Statistics of mentally disordered offenders](#); Ministry of Justice; January 2010.



this approach has been retained here. The relatively low level of reconvictions by these offenders makes a two-year reconviction rate measure more informative than the standard one-year measure.

Caution should be exercised when interpreting the reconviction figures provided in this paper, which represent only those patients first discharged and matched on the Police National Computer and therefore do not capture all patients discharged into the community in a given year or take into account recalls.

## Results

Table 1 shows figures for the numbers of restricted patients who were discharged from hospital for the first time between 1999 and 2007 and who were subsequently reconvicted. The table shows reconviction data for patients' first discharged only under Section 66 of the Mental Health Act 1959 or Section 42 or 73 of the Mental Health Act 1983. The yearly breakdowns have been combined in the table because in any single year the number of patients discharged for the first time and who went on to be reconvicted is too small for robust analysis.

The figures show the number of offenders who were convicted of committing either 'grave' or 'sexual or violent' offences as well as the number who were convicted of any kind of reoffence. 'Grave' offences are defined as all indictable-only offences for which the maximum sentence is life imprisonment plus arson not endangering life (which is triable either way). The main 'grave' offences are homicide, serious wounding, rape, buggery, robbery, aggravated burglary and arson. The category of 'sexual or violent' offences is defined in Appendix 5 of The Criminal Statistics publication<sup>37</sup> under the headings of sexual offences and violence against the person. They include homicide, endangering life, robbery, kidnapping, child abduction, cruelty or neglect of children, abandoning child, concealment of birth, buggery, rape, indecent assault, incest, procurement, abduction, bigamy, and gross indecency with children.

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<sup>37</sup> The [Criminal Statistics: England and Wales 2009 Statistics Bulletin](#); Ministry of Justice; October 2010.

**Table 1: Restricted patients who were discharged for the first time and were reconvicted within two years, 1999 to 2007**

	Number of offenders first discharged		Number of offenders who were reconvicted by committing:			Percentage of total number of offenders first released and matched who committed:		
	Total	Number matched on the PNC	Grave offences	Sexual or violent offences	Any offence <sup>1</sup>	Grave offences	Sexual or violent offences	Any offence <sup>1</sup>
All first discharges	1,719	1,550	14	24	90	0.9%	1.5%	5.8%
of which:								
discharged by Mental Health Review Tribunal	1,472	1,336	13	23	84	1.0%	1.7%	6.3%
discharged with consent of Secretary of State	247	214	1	1	6	0.5%	0.5%	2.8%

*Italics mean less than or equal to 50 offenders - treat the data with caution.*

<sup>1</sup> All offences recorded on the Police National Computer PNC including all grave, sexual or violent offences. The PNC covers recordable offences which are all offences that can attract a custodial sentence plus a number of other offences which have been defined by legislation as recordable offences.

Just over 1,700 restricted patients were discharged for the first time between 1999 and the end of 2007. Of these, 1,550 offenders were found in the Police National Computer data held by the Ministry of Justice, and 5.8 per cent of these were found to have been reconvicted within two years of their discharge. The equivalent reconviction rate for grave offences only was 0.9 per cent and for sexual or violent offences only was 1.5 per cent.

## 3.2 Reoffending rates for offenders entering the justice system for the first time

### Summary

In 2008, 21 per cent of juvenile first time entrants into the Criminal Justice System and 9 per cent of adult first time entrants reoffended within twelve months. Since 2006, the proven reoffending rate for juvenile first time entrants has fallen by about 3 percentage points but the rate for adults has been relatively stable during this period.

Reoffending figures are not yet available for 2009, but this paper shows that 261,000 offenders entered the Criminal Justice System in England and Wales in 2009, one quarter of who were juveniles. When expressed as a rate per 100,000 of the population the number of juveniles entering the Criminal Justice System fell by 20 per cent between 2008 and 2009 compared with an 8 per cent fall for adults.

### Introduction

An offender is considered to have entered the Criminal Justice System on the day they received their first reprimand, warning, caution or conviction<sup>38</sup>. This paper shows that in 2009, 261,000 offenders entered the Criminal Justice System for the first time, a fall of 11 per cent since 2008.

### Methodology

A first time entrant is considered to have reoffended if he or she committed a further offence within twelve months of the date of their first disposal and that offence resulted in a reprimand, warning, caution or conviction within eighteen months of their first disposal.

The figures are based on analysis<sup>39</sup> by the Ministry of Justice using an extract of data taken from the Police National Computer (PNC), and include offenders recorded on the PNC by an English or Welsh police force as having received their first conviction, caution, reprimand or warning. Offences resulting in penalty notices for disorder are not counted.

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<sup>38</sup> Receipt of a Penalty Notice for Disorder is not included.

<sup>39</sup> Analysis based on data as recorded on the PNC at 2 July 2010. Numbers of juvenile first time entrants are consistent with those published by the DfE on 14 October 2010; the Department for Education (DfE) figures are derived from the same data as used here but are presented for financial years rather than calendar years. The figures are provisional and subject to revision as more information is recorded by the police.

## Results

Around a quarter of all offenders enter the Criminal Justice System as juveniles. Juveniles are over three times more likely to become FTEs than adults. When expressed as a rate per 100,000 of the population the number of juveniles entering the Criminal Justice System fell by 20 per cent between 2008 and 2009 compared with a 7 per cent fall for adults (see Figure 1). Over the same period, there were overall falls in the numbers of offenders cautioned or convicted in England and Wales (see the Criminal Statistics publication<sup>40</sup>).

**Figure 1: Numbers of juvenile and adult first time entrants in England and Wales, 2000 to 2009**

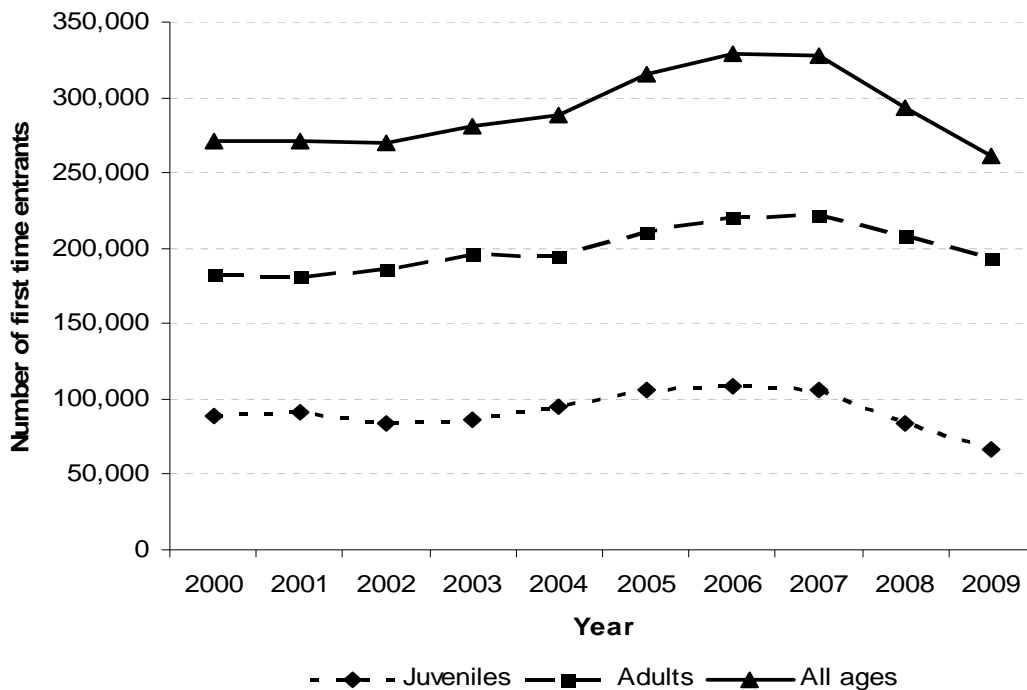


Table 1 shows the one-year proven reoffending rates for first time entrants. The proven reoffending rate shown is the proportion of First Time Entrants (FTEs) who reoffended at least once. Offenders who received an immediate custodial sentence as their first disposal have been excluded from these reoffending figures as their reoffending cannot be reliably measured from the date of their conviction because of their period in custody. The most recent reoffending figures that can be calculated at present relate to those offenders who became FTEs during 2008.

Table 1 and Figure 2 show figures for FTEs expressed as a rate per 100,000 of the population, which is calculated as the number of first time entrants in a given age group divided by the number of people in the population in that age group (and multiplied by 100,000). The population data used were the mid-year

<sup>40</sup> The [Criminal Statistics: England and Wales 2009 Statistics Bulletin](#); Ministry of Justice; October 2010.

estimates for England and Wales supplied by the Office for National Statistics in June 2010.

**Table 1: Proven reoffending of first time entrants to the Criminal Justice System in England and Wales by gender and age group, 2000 to 2009**

	Number of first time entrants								
	Males and females <sup>1</sup>			Males			Females		
	Juveniles	Adults	All ages	Juveniles	Adults	All ages	Juveniles	Adults	All ages
2000	88,600	182,500	271,100	64,300	136,200	200,500	24,300	44,800	69,100
2001	90,600	180,700	271,400	65,700	134,200	199,800	24,900	45,100	70,000
2002	83,400	186,500	269,900	60,300	138,500	198,800	23,000	46,800	69,800
2003	85,700	195,700	281,300	61,400	145,200	206,600	24,100	48,900	73,000
2004	94,600	194,400	288,900	65,900	141,800	207,700	28,500	50,700	79,300
2005	105,600	210,300	315,900	72,400	152,300	224,700	33,000	56,000	89,000
2006	108,800	220,500	329,200	74,600	159,900	234,500	33,800	58,800	92,600
2007	105,400	222,400	327,800	71,300	160,100	231,400	33,600	60,400	94,100
2008	84,200	208,800	293,000	57,300	151,100	208,500	26,400	55,700	82,100
2009	66,700	194,000	260,700	44,300	139,000	183,300	22,000	52,900	75,000

	First time entrants per 100,000 of the population								
	Males and females <sup>1</sup>			Males			Females		
	Juveniles	Adults	All ages	Juveniles	Adults	All ages	Juveniles	Adults	All ages
2000	1,664	453	594	2,355	703	907	935	214	294
2001	1,675	446	590	2,366	687	896	943	214	296
2002	1,522	457	583	2,143	704	884	864	221	293
2003	1,558	477	604	2,174	733	912	902	230	305
2004	1,720	470	617	2,334	709	911	1,066	238	330
2005	1,928	504	669	2,572	754	976	1,238	260	368
2006	2,004	524	693	2,672	784	1,011	1,282	271	380
2007	1,956	524	685	2,574	777	990	1,282	277	384
2008	1,581	488	609	2,097	726	885	1,016	253	334
2009	1,271	449	538	1,647	661	773	862	239	303

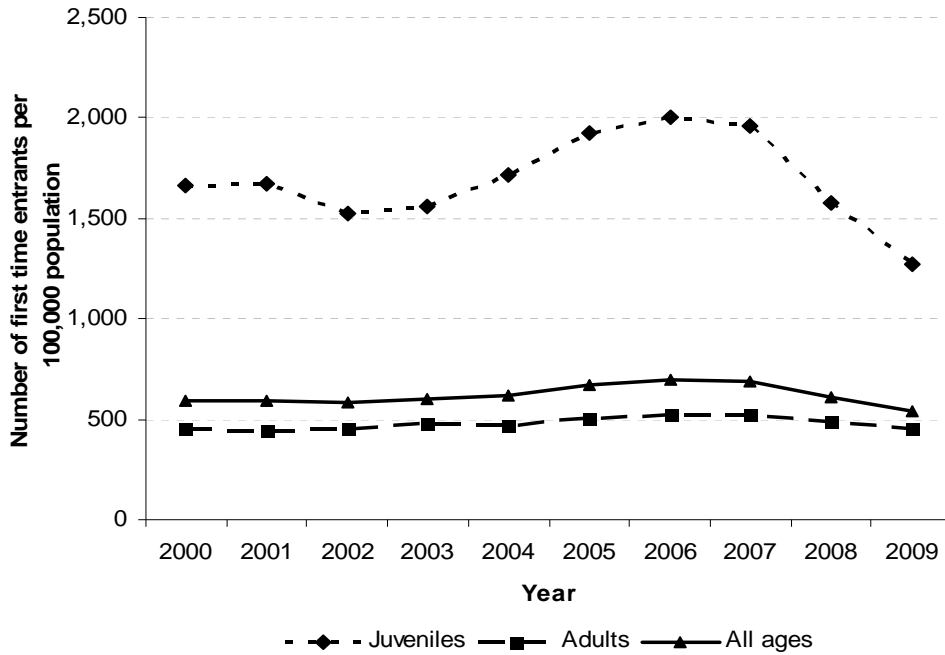
  

	One year proven reoffending rates for first time entrants								
	Males and females <sup>1</sup>			Males			Females		
	Juveniles	Adults	All ages	Juveniles	Adults	All ages	Juveniles	Adults	All ages
2000	22.8	10.3	14.5	25.3	11.0	15.7	16.1	8.4	11.2
2001	21.6	10.2	14.1	24.0	10.9	15.4	15.5	8.2	10.9
2002	22.1	10.4	14.1	24.5	11.2	15.4	15.9	8.1	10.8
2003	23.2	10.0	14.1	25.3	10.8	15.3	17.8	7.9	11.2
2004	23.5	9.4	14.2	25.8	10.3	15.4	18.1	7.3	11.3
2005	24.0	9.7	14.6	26.6	10.8	16.1	18.3	7.0	11.2
2006	24.0	9.6	14.5	26.9	10.6	16.0	17.7	7.0	11.0
2007	21.8	9.5	13.6	24.6	10.5	15.0	16.0	7.0	10.3
2008	21.3	9.4	12.9	23.7	10.4	14.2	16.2	6.8	9.9

The number of offenders in this table are rounded to nearest 100.

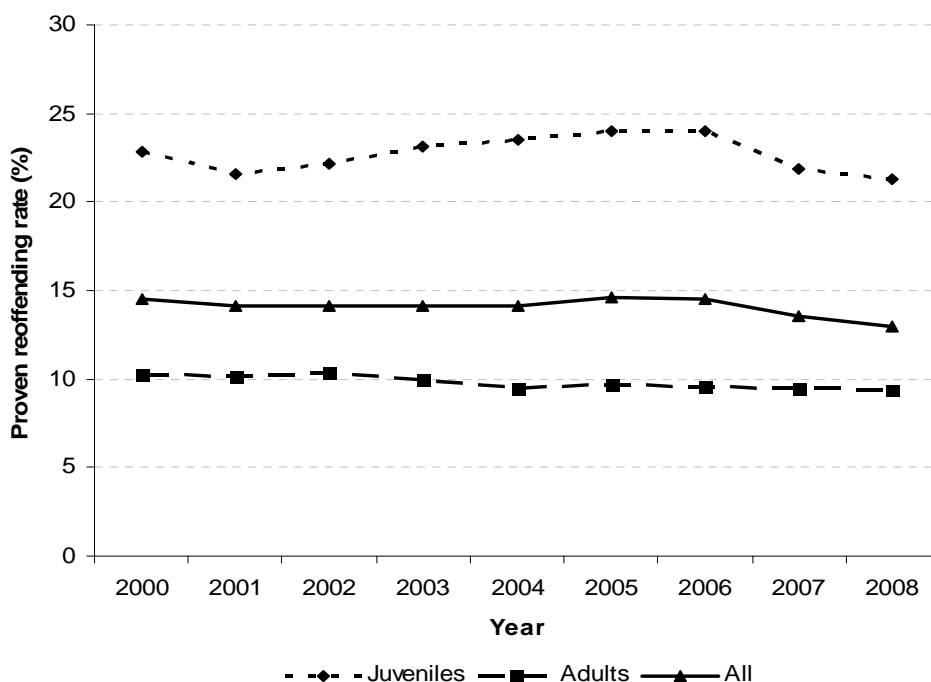
<sup>1</sup> Including offenders whose gender is not recorded on the PNC.

**Figure 2: Numbers of juvenile and adult first time entrants per 100,000 of the population, 2000 to 2009**



Juvenile FTEs tend to reoffend at a higher rate than adult offenders (Figure 3). In 2008, 21.3 per cent of juvenile FTEs reoffended in the following twelve months compared with 21.8 per cent in 2007. The rate of proven reoffending by juvenile FTEs increased slightly between 2001 and 2005 but has since fallen. Reoffending by adults has been relatively stable since 2000. 9.4 per cent of adult FTEs in 2008 reoffended within twelve months compared with 10.3 per cent in 2000.

**Figure 3: Proven reoffending rates of juvenile and adult first time entrants, 2000 to 2008**



## Chapter 4 Measurement

This chapter contains four papers which cover alternative ways of measuring reoffending by changing some of the parameters used in the National Statistics publications and the impact this has upon reoffending rates. It compares the rate of serious reoffending using two different definitions, it looks at changes to the reoffending follow up period, comparability across countries, and long term reoffending trends.

The papers and main findings in this chapter are:

- 4.1. **Comparison of serious reoffending and serious further offences** – Although different definitions of serious reoffending exist, they show the same broad trend over time, which shows a low but stable level of serious reoffending between 2000 and 2008, with the exception of a dip in 2006.
- 4.2. **Reconviction rates over different follow up years** – Within a nine-year follow up, 74 per cent of offenders had committed at least one proven offence (the majority of which had committed a proven offence within a one-year follow up period). 75 per cent of reoffences committed in each of the years after the initial one-year follow up period were committed by offenders who committed a reoffence in the one-year follow up period.
- 4.3. **Comparison of reoffending rates across countries** – Raw reoffending rates between countries should not be directly compared – there are a range of underlying differences in the justice systems and methods of calculation. This should be considered when reviewing international evidence on what works to reduce reoffending.
- 4.4. **History of reoffending rates and long run data** – The measurement of reoffending has changed significantly over time, with a number of changes which make consistent measurement before 2000 difficult. These changes have reflected improvements in the data sources and methodology employed to measure reoffending. Using the available evidence an adjusted time series is presented from the earliest available data.

## 4.1 Comparison of serious reoffending and serious further offences

### Summary

The severity rate based on the list of offences published in the National Statistics adult reoffending publication has the same long term trend as rates constructed using offences based on the list for the purposes of the National Probation Serious Further Offence (SFO) Review Process. The severity list includes grievous bodily harm offences which do not attract a mandatory review under the current Probation SFO Review Process. As a consequence, the severity rate is roughly twice the rate based on the SFO Review Process list.

### Introduction

There are currently two sources of data which the Ministry of Justice holds on serious reoffending by offenders who are or have been under statutory supervision: a count of Serious Further Offences (SFO) which attracts a review under the SFO Review Process and a reconviction severity rate based on the National Statistics publication<sup>41</sup> (known as the severity rate). These two sources are different in many ways, principally because they are based on different data sources and on a different group of offences.

This paper will produce a severity rate between 2000 and 2008 using the SFO Review qualifying offence list and using the data for the Reoffending of adults National Statistics publications<sup>42</sup>. The paper will then compare the trend and magnitude of the SFO list severity rate with the published severity rate for offenders under the supervision of the Probation Service. This will aim to ascertain whether both measures are capturing serious reoffending in a comparable way. For completeness with previously published National Statistics, this paper will also publish the latest data on the total number of SFOs collected from the SFO Review Process, which have previously been published in Offender Management Caseload Statistics (OMCS)<sup>43</sup>.

Historically, SFO data collected from Probation Areas by means of the SFO Review Process was an attempt to capture those occasions where an offender under the supervision of the Probation Service was charged with having committed a serious violent or sexual offence<sup>44</sup>. In instances where Probation

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<sup>41</sup> For more information Annex G of the publication "Reoffending of adults: results from the 2008 cohort" that can be found at [www.justice.gov.uk/publications/docs/reoffending-adults-2008-cohort.pdf](http://www.justice.gov.uk/publications/docs/reoffending-adults-2008-cohort.pdf)

<sup>42</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](http://www.justice.gov.uk/publications/docs/reoffending-adults-2008-cohort.pdf); Ministry of Justice, March 2010.

<sup>43</sup> For detailed SFO statistics published in the Offender Management Caseload Statistics between 2006 and 2008 please visit [www.justice.gov.uk/publications/prisonandprobation-archive.htm](http://www.justice.gov.uk/publications/prisonandprobation-archive.htm); Ministry of Justice; July 2009.

<sup>44</sup> This is based on a list of SFO Review offences as outlined in the Probation Circular 22/2008, which updated the previous list which had included in the Probation Circular 41/2006. The SFO list consists of



Areas notified first the National Probation Directorate and later the National Offender Management Service (NOMS) of such an occurrence, the notifying Probation Area was required to undertake an SFO review<sup>45</sup>. The data has been used within the Ministry of Justice to monitor the number and type of SFO reviews. Published SFO data in OMCS was broken down into those cases which led to a conviction for an SFO Review offence, those that led to a conviction for less serious offences, and those that did not lead to a conviction of any kind.

Prior to April 2006, whilst there were SFO review procedures, it is known that there was very significant under-reporting of serious further offending by Probation Areas, in large part due to the fact that there was no common view on how to treat grievous bodily harm offences. From 1 April 2006 to 30 November 2008, the NOMS SFO Review Process required Probation Areas to undertake a review *whenever* an offender under supervision was charged with murder or one of the offences listed in Schedule 15 to the Criminal Justice Act 2003 (including Section 18 assault or grievous bodily harm), *provided that* a victim impact test was met. This was the closest that the SFO Review Process had ever come to providing an accurate guide to the rate of serious further offending by offenders during their statutory supervision in the community. The requirements of the SFO Review Process changed from 1 December 2008 (see below under Methodology).

For these reasons, under each manifestation of the Probation SFO Review Process, where a review is conducted on the basis of charge, data on SFO reviews were not used as a measure of serious reoffending even once the outcome of the prosecution and trial processes has been taken into account. Since the requirements of the SFO Review process changed from 1 December 2008, there is even less reason to use data from the SFO Reviews to measure the rate of serious further offending.

## Methodology

Since 1 December 2008, an offence listed in Schedule 15 to the 2003 Act *might* attract a review (referred to in this paper as the SFO Review offence list – details of the Home Office codes used can be found in the Annex to this paper), if committed within the probation supervision period plus 28 working days after the supervision is terminated.

*Mandatory* SFO reviews are triggered in the following circumstances:

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specified violent or specified sexual offences that carry a prison sentence of at least 10 years. The specified offences are detailed in Schedule 15 to the Criminal Justice Act 2003.

<sup>45</sup> An SFO review process is conducted by the relevant probation trust. The SFO review assesses the quality of management including implementation of conditions and requirements of orders and licences over the current supervision period. As part of the review, Trusts will identify an action plan that contains recommendations for dissemination of good practice and areas for improvement.

1. any eligible offender who has been charged with one of the most serious SFOs – murder, manslaughter, other offence causing death, rape or sexual offence against a child under 13 years (including attempted offences); and,
2. any eligible offender who has been charged with another offence on the SFO list and is or has been assessed as high/very high risk of serious harm during their current supervision period or has not been subject to a risk assessment during that period.

A review may be carried out on a *discretionary* basis in the following circumstances:

3. any eligible offender who has been charged with an offence, irrespective of whether that offence is a qualifying offence, and NOMS and the supervising area/trust have identified public interest reasons for conducting a review.

The Ministry of Justice also publishes a severity rate included in the National Statistics publication based on the severity offence list<sup>46</sup>. This severity rate shows the number of the most serious offences committed by offenders released from custody or commencing court orders during a one-year follow up period. The severity rate includes only offenders released from custody or commencing court orders in January to March of each year; thus, it is not intended to be a complete count of all serious offences.

For the purposes of this paper, the published data on adult reoffending was applied to the two different offence lists – the SFO Review offence list and the severity offence list – and to the two different follow up periods to generate two different rates of serious further offending:

1. **SFO Review list severity rate (with SFO operational follow up period):** number of SFO convictions per 100 offenders based on offences committed during probation supervision plus 28 working days<sup>47</sup>. The offenders with unknown probation period are excluded from this analysis (this represents around 8 per cent of the 2008 cohort)
2. **SFO Review list severity rate (with one-year follow up period):** number of SFO convictions per 100 offenders using a one-year follow up period – on the assumption that this should be a good proxy of overall SFO cases and is directly comparable with the published severity rate.

These two SFO measures are compared with each other to assess whether changing the SFO period has an effect on the rate. Additionally, the SFO

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<sup>46</sup> For more information Annex G of the publication “Reoffending of adults: results from the 2008 cohort” that can be found at [www.justice.gov.uk/publications/docs/reoffending-adults-2008-cohort.pdf](http://www.justice.gov.uk/publications/docs/reoffending-adults-2008-cohort.pdf)

<sup>47</sup> Periods of probation supervision have been estimated using data on the Police National Computer on length of supervision. This is known to not be 100 per cent accurate.

Review list severity rate with a one-year follow up period can be compared with the published severity rate based on the offenders under supervision of the probation service. To do this, a third rate is defined as:

3. **Severity rate (for offenders under probation supervision with one-year follow up period):** number of serious reconvictions per 100 offenders as defined in the Reoffending of adults National Statistics publication. This rate uses a one-year follow up but it is slightly different from the published severity rate in the adult reoffending publication since offenders not under probation supervision are excluded from the analysis because the SFO Review is only applicable to offenders under probation supervision.

Please note that for all three rates all offences must be convicted at court within 18 months.

There are 97 offence codes that are common to both these two offence lists with the majority being sexual offences (74 out of 97 common offences). This represents 57 per cent of the 169 offences in the SFO Review offence list and 64 per cent of the 152 offences the severity offence list.

## Results

The numbers of SFO notifications under the Probation SFO Review Process **which resulted in a conviction** for a serious further offence between 2004 and 2008 are shown in Table 1 as an update on the total number of SFOs convictions from the SFO Review Process, which have previously been published in Offender Management Caseload Statistics (OMCS). There are three issues with this data: first, the significant under-reporting which occurred prior to April 2006; second, the method of counting SFO changed between April 2006 to November 2008 and then from December 2008 onwards; and, third these figures do not take the size of the initial cohort into account.

**Table 1: Number of SFO notifications received under the NOMS SFO Review Process which resulted in a conviction for England and Wales, financial years 2004 to 2008**

Year	Number of SFO convictions	Notes
2004 - 2005	326	These numbers are under-reported because of flawed HMI Probation review.
2005 - 2006	349	More details can be found in Offender management caseload statistics 2006.
2006 - 2007	605	These numbers are based on the offences in line with Probation Circular 41/2006.
2007 - 2008	672	
2008 - 2009	592	The cases submitted after 30th November 2008 are in line with the revised criteria in Probation Circular 22/2008 which provides an amended list of eligible offences which excludes section 18 wounding. Caution should be exercised in comparing data for 2008-2009 and for previous years.

All three severity rates between 2000 and 2008 are shown in Table 2 below. The two severity rates based on the SFO Review offence list are consistently lower than the severity rate based on the published reoffending figures. However the trends are similar (see Figure 1 for a graphical representation). The severity rate based on the reoffending National Statistics is roughly twice the rates based on SFO Review offence lists due to the inclusion of grievous

bodily harm which account for around 70 per cent of the offences in the severe list.

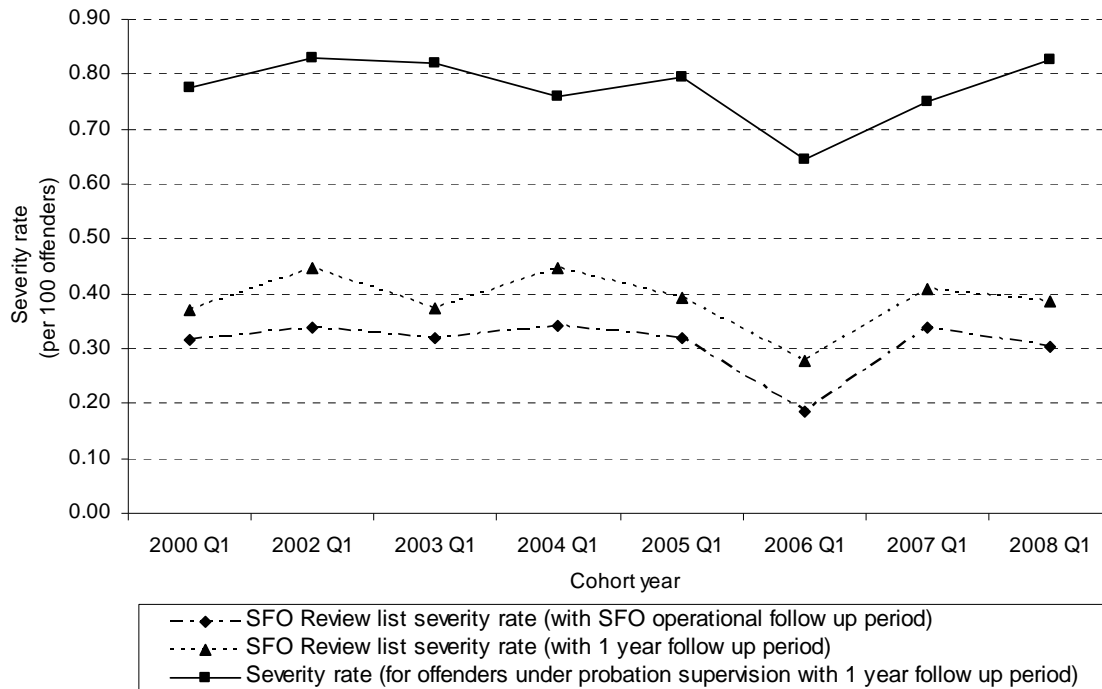
The lowest rate for SFO Review list severity rate with SFO operational follow up period is mainly due to the shorter follow up period, because many of the offenders have probation supervision of less than one year (43 per cent for 2008). The data for the SFO operational follow up period was also incomplete for a small proportion of the cases (this figure represented 8 per cent of the 2008 cohort).

**Table 2: Numbers of offences and severity rates for SFO Review and severity offence lists for England and Wales, 2000 to 2008**

Year	Number of offenders commencing probation supervision	Number of SFO Review list offences (with SFO operational follow up period) <sup>1</sup>	SFO Review list severity rate (with SFO operational follow up period) <sup>1</sup>	Number of SFO Review list offences (with 1 year follow up period)	SFO Review list severity rate (with 1 year follow up period)	Number of severity list offences (with 1 year follow up period)	Severity rate (for offenders under probation supervision with 1 year follow up period)
2000 Q1	34,894	105	0.31	129	0.37	271	0.78
2002 Q1	35,010	111	0.34	156	0.45	290	0.83
2003 Q1	36,913	112	0.32	138	0.37	303	0.82
2004 Q1	38,016	123	0.34	170	0.45	289	0.76
2005 Q1	35,565	107	0.32	140	0.39	283	0.80
2006 Q1	42,845	74	0.19	119	0.28	276	0.64
2007 Q1	43,557	138	0.34	178	0.41	327	0.75
2008 Q1	45,387	129	0.30	175	0.39	375	0.83

<sup>1</sup> Offenders with unknown length of probation period are removed from the calculation. In 2008 Q1 data, 2,643 offenders are removed due to unknown length of probation period.

**Figure 1: The time series for severity rates based on SFO Review and severe offence lists for England and Wales, 2000 to 2008**



The consistency between all three measures over time suggests that the severity rate based on the reoffending figures would be a good proxy to check fluctuation in the overall rate based on SFO Review offence list. However, the majority of offences that contribute to the SFO Review list based rates are not present in the severe offence list and vice-versa (see Table 3 below). The main reason for this is that the SFO Review list based rates are driven by aggravated burglary and arson endangering life offences, whilst the severity list rate is

driven by grievous bodily harm which contributes to about 70 per cent of the offences.

**Table 3: Percentage of offences committed by the adult reoffending cohort that are common in both SFO Review and severe offence lists for England and Wales, 2000 to 2008**

Year	Percentage of offences in SFO Review list that are also in severity list	Percentage of offences in severity list that are also in the SFO list
2000 Q1	23%	11%
2002 Q1	15%	8%
2003 Q1	25%	11%
2004 Q1	42%	25%
2005 Q1	46%	23%
2006 Q1	37%	16%
2007 Q1	30%	17%
2008 Q1	30%	14%

Table 4 shows the number of offences committed by four broad offence categories (grievous bodily harm, sexual offences, murder/manslaughter and other) for all three severity measures. Both SFO Review offence lists show no grievous bodily harm offences<sup>48</sup> and a high number of other offences (such as aggravated burglary, possession of firearm and arson endangering life). The SFO measure based on the one-year follow up period shows slightly higher numbers than the SFO Review measure based on the SFO operational period. Figures in Table 4 are total numbers of offences for SFO Review and severe offence lists and do not take the 30 per cent increase in the size of the cohort from 2000 into account (34,894 in 2000 to 45,387 in 2008).

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<sup>48</sup> However, the SFO Review Process between April 2006 and November 2008 did require a review for grievous bodily harm offences where the victim impact test was met.

**Table 4: Number of offences committed by the adult reoffending cohort by category in both SFO Review and severe offence list for England and Wales, 2000 to 2008**

Year	Offence Category	Number of SFO Review list offences (with SFO operational follow up period)	Number of SFO Review list offences (with 1 year follow up period)	Number of severity list offences (with 1 year follow up period)
2000 Q1	Grievous bodily harm	.	.	198
	Sexual offences	12	12	46
	Murder/Manslaughter	10	14	14
	Other	83	103	13
2002 Q1	Grievous bodily harm	.	.	222
	Sexual offences	9	13	49
	Murder/Manslaughter	8	11	11
	Other	94	132	8
2003 Q1	Grievous bodily harm	.	.	237
	Sexual offences	8	10	36
	Murder/Manslaughter	16	19	19
	Other	88	109	11
2004 Q1	Grievous bodily harm	.	.	187
	Sexual offences	25	42	63
	Murder/Manslaughter	15	22	22
	Other	83	106	17
2005 Q1	Grievous bodily harm	.	.	189
	Sexual offences	28	37	61
	Murder/Manslaughter	14	19	19
	Other	65	84	14
2006 Q1	Grievous bodily harm	.	.	206
	Sexual offences	16	28	47
	Murder/Manslaughter	8	13	13
	Other	50	78	10
2007 Q1	Grievous bodily harm	.	.	228
	Sexual offences	23	29	69
	Murder/Manslaughter	18	20	20
	Other	97	129	10
2008 Q1	Grievous bodily harm	.	.	276
	Sexual offences	26	30	69
	Murder/Manslaughter	11	17	17
	Other	92	128	13

\* Data is not applicable because grievous bodily harm is not on the SFO list.

## Annex Home Office codes and descriptions used in the latest SFO Review offences list

### Part 1: Violent serious offence list

Offence code	Offence description
1.	Murder
1.01	Murder of persons aged 1 year or over
1.02	Murder of infants under 1 year of age
2.	Attempted murder
3.02	Conspiracy or soliciting etc to commit murder
4.01	Manslaughter
4.02	Infanticide
4.03	Child destruction
4.04	Causing death by dangerous driving
4.06	Causing death by careless driving when under the influence of drink or drugs
4.07	Causing or allowing the death of a child or vulnerable person
5.04	Attempting to choke suffocate etc with intent to commit an indictable offence
5.05	Using chloroform etc to commit or assist in committing an indictable offence
5.06	Burning, maiming etc by explosion
5.07	Causing explosion or casting corrosive fluids with intent to do grievous bodily harm
5.09	Placing explosives in or near ships or buildings with intent to do bodily harm etc.
5.13	Making, possessing or controlling explosive substance with intent to endanger life
5.14	Possession of firearm with intent to endanger life (Group I)
5.15	Possession of firearm with intent to endanger life (Group II)
5.16	Possession of firearm with intent to endanger life (Group III)
5.17	Using firearms or imitation firearms to resist arrest (Group I)
5.18	Using firearms or imitation firearms to resist arrest (Group II)
5.19	Using firearms or imitation firearms to resist arrest (Group III)
5.26	Endangering safety at aerodromes
5.27	Torture
6.01	Endangering railway passengers by placing etc anything on railway, taking up rails, changing points and signals etc.
6.04	Destroying, damaging etc a Channel Tunnel train or the Tunnel system or committing acts of violence likely to endanger safety of operation
7.14	Destroying ships or fixed platforms endangering their security
7.15	Other acts endangering or likely to endanger safe navigation
8.13	Possessing firearms or imitation fire arm at time of committing or being arrested for an offence specified in schedule 1 of the Act
8.14	Possessing firearm or imitation firearm at time of committing or being arrested for an offence specified in schedule 1 of the Act
8.15	Possessing firearm or imitation firearm at time of committing or being arrested for an offence specified in schedule 1 of the Act
8.16	Possessing firearm or imitation firearm with intent to commit an indictable offence or resist arrest
8.17	Possessing firearm or imitation firearm with intent to commit an indictable offence or resist arrest
8.18	Possessing firearm or imitation firearm with intent to commit an indictable offence or resist arrest
8.52	Excise, infibulate or otherwise mutilate the whole or any part of a girl's labia majora, labia minora or clitoris. Aid, abet, counsel or procure a girl to excise, infibulate or otherwise mutilate the whole or any part of her own labia majora, labia minora
28.01 <sup>1</sup>	Burglary in a dwelling with intent to commit or the commission of an offence triable only on indictment.
28.02 <sup>1</sup>	Burglary in a dwelling with the commission of an offence triable only on indictment or with violence or the threat of violence
29.	Aggravated burglary in a dwelling (including attempts)
31.	Aggravated burglary in a building other than a dwelling (including attempts)
36.	Kidnapping
36.01	Kidnapping (Common Law)
36.02	Hijacking. Person on board aircraft in flight by unlawful use of force or threats seizes the aircraft. Destroying, damaging or endangering safety of aircraft. Other acts endangering or likely to endanger safety of aircraft.
36.03	False imprisonment
36.04	Detaining and threatening to kill or injure a hostage
37.01	Aggravated taking where, owing to the driving of the vehicle, an accident occurs causing the death of any person
56.01	Arson endangering life
57.	Other criminal damage endangering life excluding arson. Causing explosion likely to endanger life . Doing act with intent to cause, or conspiring to cause, explosion likely to endanger life. Criminal damage endangering life (excluding arson) while travel
66.44	Compelling by threatening to destroy or damage ship or sea platform or property used in navigation
34.01	Robbery with firearm or imitation (ACPO code = TH68134, CCCJS = 0050100102 <sup>2</sup> )

<sup>1</sup> Offence codes 28.01 and 28.02 covers violent SFO "Burglary with intent to inflict grievous bodily harm on a person" and sexual SFO "Burglary with intent to commit rape"

<sup>2</sup> The ACPO (Association of Chief Police Officers standard) code is unique to the specific type of offence recorded. The CCCJS (Co-ordination of Computerisation in the Criminal Justice System) an offence coding that uniquely describes the offence.

**Part 2.1: Sexual serious offence list**

Offence code	Offence description
19.	Rape
19.07	Rape of a female aged under 16
19.08	Rape of a female aged 16 or over
19.09	Rape of a male aged under 16
19.10	Rape of a male aged 16 or over
19.11	Attempted rape of a female aged under 16
19.12	Attempted rape of a female aged 16 or over
19.13	Attempted rape of a male aged under 16
19.14	Attempted rape of a male aged 16 or over
19.16	Rape of a female child under 13 by a male
19.17	Rape of a male child under 13 by a male
20.03	Assault on a female by penetration
20.04	Assault of a female child under 13 by penetration
20.06	Sexual assault of a female child under 13
21	Unlawful sexual intercourse with girl under 13
21.02	Causing or Inciting a female child under 13 to engage in sexual activity – penetration
21.03	Causing or Inciting a female child under 13 to engage in sexual activity – no penetration
21.04	Causing or Inciting a male child under 13 to engage in sexual activity – penetration
21.05	Causing or Inciting a male child under 13 to engage in sexual activity – no penetration
21.06	Sexual activity with a female child under 13 – offender aged 18 or over – penetration
21.07	Sexual activity with a male child under 13 – offender aged 18 or over – penetration
21.08	Causing or Inciting a female child under 13 to engage in sexual activity offender aged 18 or over – penetration
21.09	Causing or Inciting a male child under 13 to engage in sexual activity offender aged 18 or over – penetration
21.12	Sexual activity with a female child under 13 – offender aged under 18
21.13	Sexual activity with a male child under 13 – offender aged under 18
21.14	Causing or Inciting a female child under 13 to engage in sexual activity – offender under 18
21.15	Causing or Inciting a male child under 13 to engage in sexual activity – offender under 18
21.18	Sexual activity with a female child under 13 – offender aged 18 or over – no penetration
21.19	Sexual activity with a male child under 13 – offender aged 18 or over – no penetration
21.22	Sexual activity with a female child under 13 – offender aged under 18 – no penetration
21.23	Sexual activity with a male child under 13 – offender aged under 18 – no penetration
21.24	Causing or Inciting a female child under 13 to engage in sexual activity offender aged under 18 – no penetration
21.25	Causing or Inciting a male child under 13 to engage in sexual activity offender aged under 18 – no penetration
22.02	Causing a female person to engage in sexual activity without consent – penetration
22.03	Causing a male person to engage in sexual activity without consent – penetration
22.06	Sexual activity with a female child under 16 (offender aged 18 or over) – penetration
22.07	Sexual activity with a male child under 16 (offender aged 18 or over) – penetration
22.08	Causing or inciting a female child under 16 to engage in sexual activity (offender aged 18 or over) – penetration
22.09	Causing or inciting a male child under 16 to engage in sexual activity (offender aged 18 or over) – penetration
22.12	Sexual activity with a female child under 16 (offender under 18)
22.13	Sexual activity with a male child under 16 – offender under 18
22.14	Causing or inciting a female child under 16 to engage in sexual activity – offender under 18
22.15	Causing or inciting a male child under 16 to engage in sexual activity – offender under 18
22.18	Sexual activity with a female child under 16 offender aged 18 or over – no penetration
22.19	Sexual activity with a male child under 16 offender aged 18 or over – no penetration
22.2	Causing or inciting a female child under 16 to engage in sexual activity (offender aged 18 or over) – no penetration
22.21	Causing or inciting a male child under 16 to engage in sexual activity (offender aged 18 or over) – no penetration
22.22	Sexual activity with a female child under 16 (offender aged under 18) – no penetration
23.01	Incest with girl under 13 years old
23.02	Other incest
23.04	Sexual activity with a female child family member – offender aged 18 or over at time of offence & victim 13 – 17 – penetration
23.05	Sexual activity with a male child family member – offender aged 18 or over at time of offence & victim 13 – 17 – penetration
23.06	Sexual activity with a female child family member – offender not 18 or over at time of offence & victim 13 – 17 – no penetration
23.07	Sexual activity with a male child family member – offender not 18 or over at time of offence & victim 13 – 17 – no penetration
23.08	Inciting a female child family member to engage in sexual activity – offender aged 18 or over at time of offence & victim 13 – 17 – penetration
23.09	Inciting a male child family member to engage in sexual activity – offender aged 18 or over at time of offence & victim 13 – 17 – penetration
23.1	Inciting a female child family member to engage in sexual activity – offender not 18 or over at time of offence & victim 13 – 17 – no penetration
23.11	Inciting a male child family member to engage in sexual activity – offender not 18 or over at time of offence & victim 13 – 17 – no penetration
23.14	Sexual activity with a female child family member – offender aged 18 or over at time of offence & victim under 13 – penetration
23.15	Sexual activity with a male child family member – offender aged 18 or over at time of offence & victim under 13 – penetration
23.16	Sexual activity with a female child family member – offender not 18 or over at time of offence & victim under 13 – no penetration
23.17	Sexual activity with a male child family member – offender not 18 or over at time of offence & victim under 13 – no penetration



**Part 2.2: Sexual serious offence list**

Offence code	Offence description
23.18	Inciting a female child family member to engage in sexual activity – offender aged 18 or over at time of offence & victim under 13 – penetration
23.19	Inciting a male child family member to engage in sexual activity – offender aged 18 or over at time of offence & victim & under 13 – penetration
23.2	Inciting a female child family member to engage in sexual activity – offender not 18 or over at time of offence & victim under 13 – no penetration
23.21	Inciting a male child family member to engage in sexual activity – offender not 18 or over at time of offence & victim under 13 – no penetration
23.22	Sexual activity with a female child family member – offender aged 18 or over at time of offence & victim 13 – 17 – no penetration
23.23	Sexual activity with a male child family member – offender aged 18 or over at time of offence & victim 13 – 17 – no penetration
23.24	Sexual activity with a female child family member – offender aged 18 or over at time of offence & victim under 13 – no penetration
23.25	Sexual activity with a male child family member – offender aged 18 or over at time of offence & victim under 13 – no penetration
23.26	Inciting a female child family member to engage in sexual activity – offender aged 18 or over at time of offence & victim 13 – 17 – no penetration
23.27	Inciting a male child family member to engage in sexual activity – offender aged 18 or over at time of offence & victim 13 – 17 – no penetration
23.28	Inciting a female child family member to engage in sexual activity – offender aged 18 or over at time of offence & victim under 13 – no penetration
23.29	Inciting a male child family member to engage in sexual activity – offender aged 18 or over at time of offence & victim & under 13 – no penetration
23.3	Sexual activity with a female child family member under 13 – offender U.18 – penetration of anus, vagina, mouth by penis /part of body
23.31	Sexual activity with a male child family member under 13 – offender U.18 – penetration of anus, vagina, mouth by penis /part of body
23.32	Sexual activity with a female child family member 13 to 17 – offender U.18 – penetration of anus, vagina, mouth by penis /part of body
23.33	Sexual activity with a male child family member 13 to 17 – offender U.18 – penetration of anus, vagina, mouth by penis /part of body
23.34	Incite a female child family member under 13 to engage in sexual activity – offender U.18 – penetration of anus, vagina, mouth by penis/part of body
23.35	Incite a male child family member under 13 to engage in sexual activity – offender U.18 – penetration of anus, vagina, mouth by penis/part of body
23.36	Incite a female child family member 13 to 17 to engage in sexual activity – offender U.18 – penetration of anus, vagina, mouth by penis/part of body
23.37	Incite a male child family member 13 to 17 to engage in sexual activity – offender U.18 – penetration of anus, vagina, mouth by penis/part of body
25.01	Abduction of female having interest in property
25.02	Abduction of female by force
28.01 <sup>1</sup>	Burglary in a dwelling with intent to commit or the commission of an offence triable only on indictment
28.02 <sup>1</sup>	Burglary in a dwelling with the commission of an offence triable only on indictment or with violence or the threat of violence
70.01	Sexual activity with a male person with a mental disorder impeding choice – penetration
70.02	Sexual activity with a female person with a mental disorder impeding choice – penetration
70.03	Sexual activity with a male person with a mental disorder impeding choice – no penetration
70.04	Sexual activity with a female person with a mental disorder impeding choice – no penetration
70.05	Causing or inciting a male person with a mental disorder impeding choice to engage in sexual activity – penetration
70.06	Causing or inciting a female person with a mental disorder impeding choice to engage in sexual activity – penetration
70.07	Causing or inciting a male person with a mental disorder impeding choice to engage in sexual activity – no penetration
70.08	Causing or inciting a female person with a mental disorder impeding choice to engage in sexual activity – no penetration
70.11	Inducement, threat or deception to procure sexual activity with a person with a mental disorder– penetration
70.12	Inducement, threat or deception to procure sexual activity with a person with a mental disorder– no penetration
70.13	Causing a person with a mental disorder to engage in sexual activity by inducement, threat or deception – penetration
70.14	Causing a person with a mental disorder to engage in sexual activity by inducement, threat or deception – no penetration
70.17	Care workers: Sexual activity with a male person with a mental disorder – penetration
70.18	Care workers: Sexual activity with a female person with a mental disorder – penetration
70.21	Care workers: causing or inciting sexual activity (person with a mental disorder) – penetration
71.01	Arranging or facilitating the commission of a child sex offence
71.02	Paying for sex with a female child under 13 – penetration
71.03	Paying for sex with a male child under 13 – penetration
71.04	Paying for sex with a female child under 16 – no penetration
71.05	Paying for sex with a male child under 16 – no penetration
71.06	Paying for sex with a female child 16 or 17
71.07	Paying for sex with a male child 16 or 17
71.08	Causing or inciting child prostitution or pornography – child 13 – 17
71.09	Controlling a child prostitute or a child involved in pornography – child 13 – 17
71.1	Arranging or facilitating child prostitution or pornography – child 13 – 17
71.11	Causing or inciting child prostitution or pornography – child under 13
71.12	Controlling a child prostitute or a child involved in pornography – child under 13
71.13	Arranging or facilitating child prostitution or pornography – child under 13
71.14	Paying for sex with a female child under 16 – penetration
71.15	Paying for sex with a male child under 16 – penetration
72.01	Arrange/facilitate arrival into the UK of a person for sexual exploitation (Trafficking)
72.02	Arrange/facilitate travel within the UK of a person for sexual exploitation (Trafficking)
72.03	Arrange/facilitate departure from the UK of a person for sexual exploitation (Trafficking)
24.02	Owner / occupier permit premises to be used for unlawful sexual intercourse with girl under 13 (ACPO code = SX 56044, CCCJS = 0020400701 <sup>2</sup> )

<sup>1</sup> Offence codes 28.01 and 28.02 covers violent SFO "Burglary with intent to inflict grievous bodily harm on a person" and sexual SFO "Burglary with intent to commit rape"

<sup>2</sup> The ACPO (Association of Chief Police Officers standard) code is unique to the specific type of offence recorded. The CCCJS (Co-ordination of Computerisation in the Criminal Justice System) an offence coding that uniquely describes the offence.

## 4.2 Reconviction rates over different follow up years

### Summary

Using the 2000 cohort for the Reoffending of adults in England and Wales publication, 74.0 per cent of offenders have been reconvicted at least once after a nine-year follow up period, with 43.0 per cent of the cohort being reconvicted at least once within one year. In contrast more severe offences are committed in the second and third years of the follow up period partially reflecting that severe reoffences may take longer to occur and/or convict than non-severe reoffences. The majority of severe reoffences are not committed by those who commit a severe reoffence in the first year.

Using a one-year follow up period provides a good proxy for measuring reconvictions over longer follow up periods, particularly as 75 per cent of offences committed within nine years are committed by offenders who are reconvicted in the first year.

### Introduction

The current measure of reoffending is detailed in the Reoffending of adults in England and Wales publication<sup>49</sup>. The Reoffending of adults in England and Wales National Statistics publication measures the percentage of adults who are discharged from custody or start a court order who are reconvicted at court within one year. This is referred as reoffending rate in the National Statistics publication, but will be referred in this Compendium publication as reconviction rate as it only includes court convictions.

Based on this measure, any offence committed in the one-year follow up period which is proven by a court conviction (either in the one-year period or in a further six months) counts as a reconviction.

The aim of this report is to gain a greater understanding of what happens to reconviction rates as you extend the follow up period and to consider what this additional information adds to our understanding of reconviction patterns.

Using offenders in the 2000 cohort and the latest data available on the Police National Computer (PNC) allows us to calculate reconviction rates for follow up periods of up to nine years.

### Methodology

The measures used in this report are:

- Reconviction rate (the proportion of offenders that are reconvicted);

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<sup>49</sup> Latest publication: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010.

- Reconviction frequency rate (the number of offences that result in a conviction per 100 offenders);
- Reconviction frequency rate for reoffenders (the number of offences that result in a conviction per 100 reoffenders);
- Reconviction severity rate (the number of severe offences that result in a conviction per 100 offenders).

### **Producing reconviction rates for three months to nine years**

The starting cohort of offenders is the same as the 2000 cohort used in the Reoffending in England and Wales publications<sup>50</sup> which consists of all offenders discharged from custody or commencing a court order under probation supervision (aged eighteen and over at discharge or commencement) in the first quarter of 2000. This cohort was then matched to the latest PNC database and their criminal history was collated and criminal behaviour was tracked over nine years.

There will be a slight discrepancy between the published one-year rates and the rates produced in this report due to the criminal behaviour being tracked from a later version of the PNC<sup>51</sup>. This does not have a substantive impact on the results.

For each follow up period, offences were counted only where they were proven by a court conviction either within this period or in a further waiting period of six months. For example, when calculating the three-year reconviction rate the offender was allowed three years to commit a reoffence and a further six months for the offence to be convicted. Throughout the report references to the follow up period include the further six months waiting period for the offence to be convicted.

### **Reconvictions committed in each year of the follow up periods**

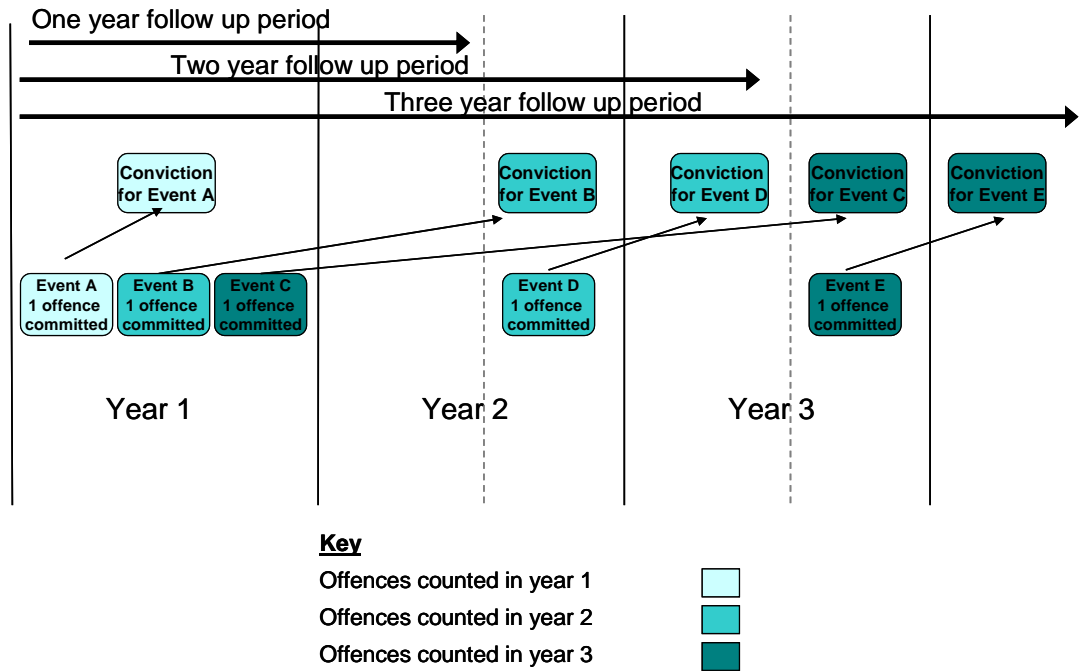
The number of offences committed in each year will include those offences committed and convicted in that follow up year as well as offences committed in a previous year but which were convicted after the previous years follow up period. Figure 1 gives an example of how reconvictions are counted in each year.

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<sup>50</sup> Latest publications: [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010.

<sup>51</sup> The PNC is continually updated as more information is recorded by the police therefore a later extract of the PNC will contain more offences and updated sentences. The rates in this report are produced from a later version of the PNC to ensure all offences committed in the nine-year follow up period were captured.

**Figure 1: Diagram summarising which reoffences are included in different follow up years**



From Figure 1, it can be seen that there is only one offence counted in the first year (Event A). Despite three offences having been committed, the offender has only been convicted for Event A. Events B and D are counted in the second year and Events C and E are counted in the third year.

Although Events B and C are committed in the first year they are not convicted until the second and third years respectively. Therefore offences B and C would not be included in the one-year reconviction rate but would be included in the two-year rate and the three-year reconviction rate respectively.

## Results

### Reconviction rate

Table 1 and Figure 2 show that after a three month follow up period, 19.9 per cent of offenders have been reconvicted. This compares with 43.0 per cent who were reconvicted within one year and 74.0 per cent who were reconvicted within nine years.

Over half those offenders who were reconvicted within the nine years follow up period are convicted within the first year.

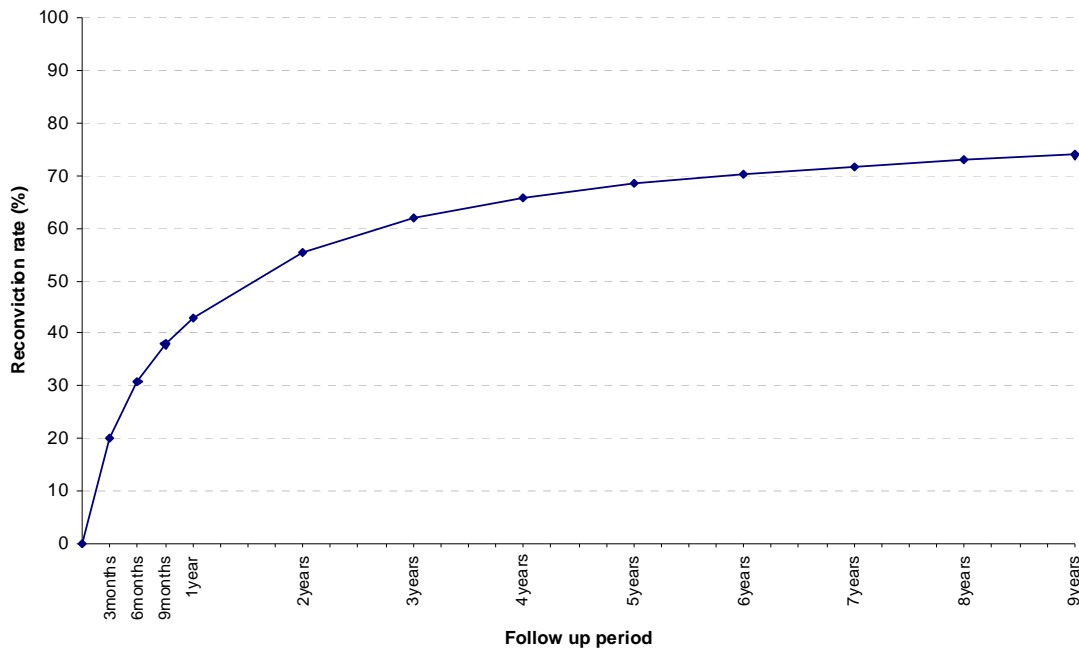
In terms of comparisons between one-year and two-year rates, 77.9 per cent of all offenders who were reconvicted within the two-year follow up period were convicted in the one-year follow up period.

Even in the ninth year, 4 per cent of offenders who have not been reconvicted up to this point go on to be reconvicted. There may still be a number of offenders who have not been reconvicted in nine years that may do so after this period.

**Table 1: Reconviction rate, frequency rates and severity rates for different follow up periods, n=42,721**

Follow up period	Reconviction rate	Reconviction frequency rate	Reconviction frequency rate of reoffenders	Reconviction severity rate
3 month	19.9%	50.3	252.3	0.2
6 month	30.8%	98.9	320.6	0.4
9 month	37.9%	142.6	376.5	0.6
1 Year	43.0%	185.1	430.2	0.8
2 Year	55.2%	347.5	628.9	1.6
3 Year	61.9%	498.5	805.4	2.5
4 Year	65.8%	632.9	961.3	3.1
5 Year	68.4%	741.7	1,083.5	3.8
6 Year	70.4%	833.9	1,184.8	4.4
7 Year	71.8%	912.3	1,270.4	5.0
8 Year	73.0%	986.4	1,351.1	5.5
9 Year	74.0%	1,057.5	1,429.8	6.0

**Figure 2: Reconviction rate for different follow up periods**

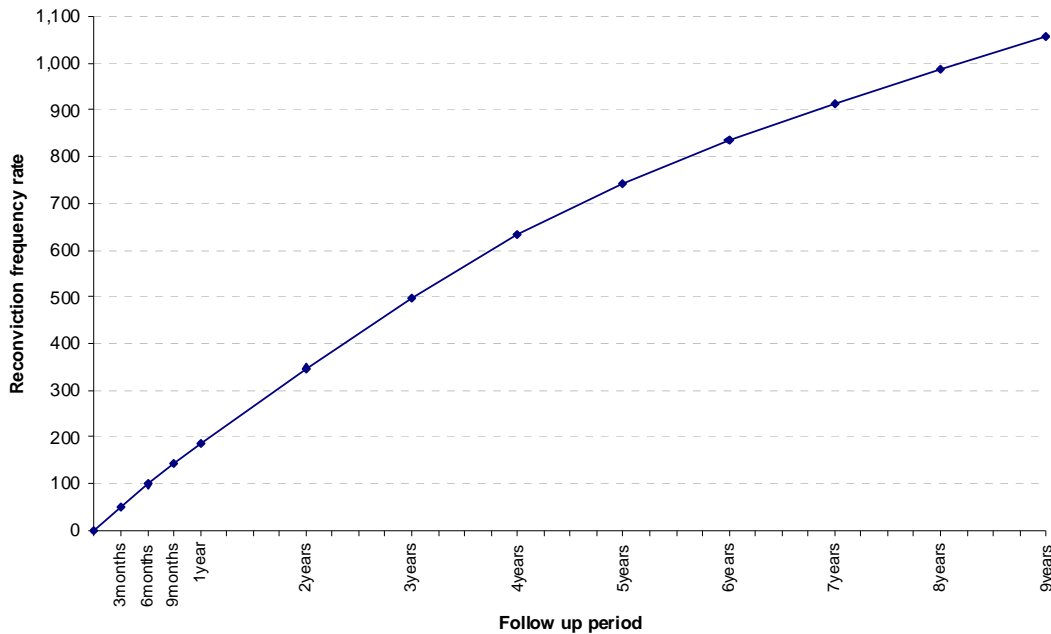


**Frequency of reconvictions**

Figure 3 shows the reconviction frequency rate with longer follow up periods. After nine years the reconviction frequency rate per 100 offenders is 1,057.5 for the 2000 cohort, compared with 185.1 after one year. The chart shows that offenders continue to be convicted for substantial numbers of offences after the first year, although there is a clear rate of decline in the number of reconvictions committed in each year.

No adjustment has been made for factors that may lead to a decline in the number of offences over time such as time in prison, death or migration.

**Figure 3: Reconviction frequency rate for different follow up periods**



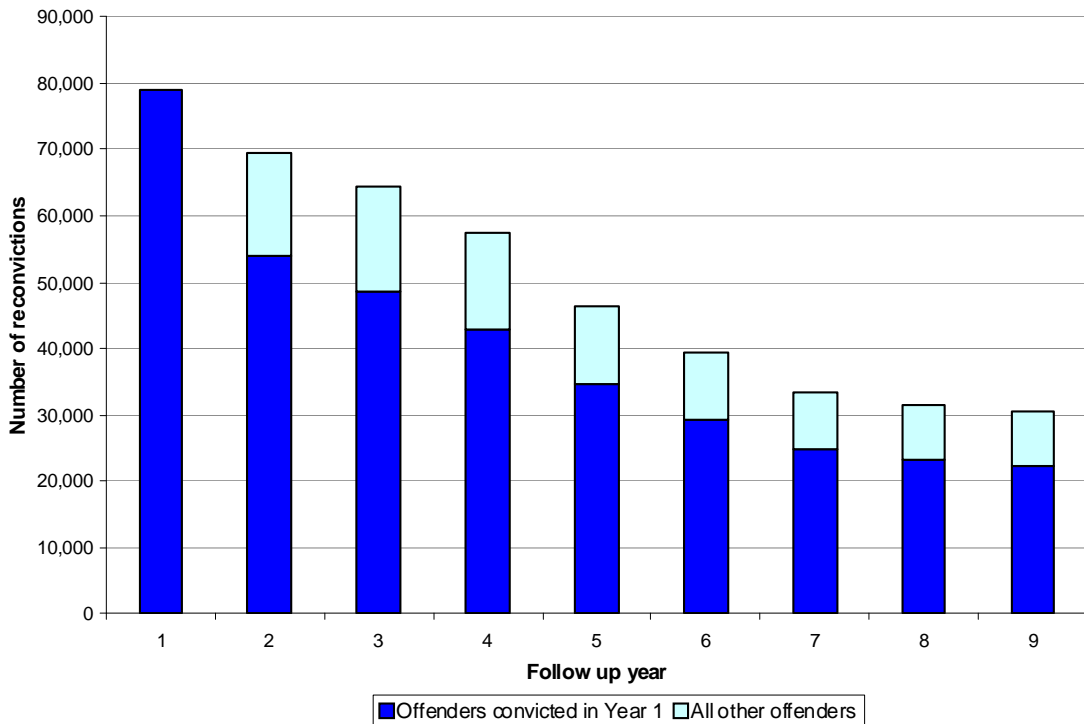
The next section considers the number of reconvictions committed in each year over the nine-year follow up period.

### Reconvictions

In the nine-year follow up period 452,000 offences were convicted. Figure 4 shows the offences convicted in each of the follow up years. 79,000 offences were convicted in the first year, dropping to 69,000 offences in year two to 30,000 offences in year nine. This illustrates the gradual decline in the frequency of reconvictions over nine years.

The chart also shows that those offenders who are reconvicted in the first year go on to commit the majority of convicted offences in future years. For each year following year one between 73 per cent and 77 per cent of convicted offences are committed by those who were convicted in the one-year follow up period.

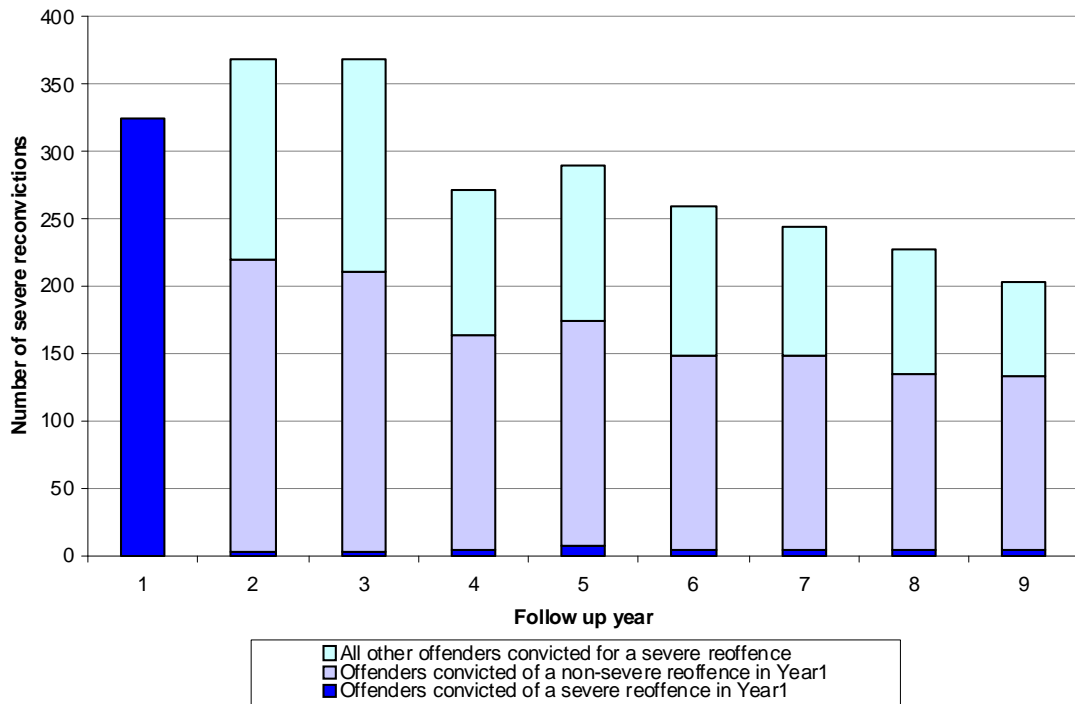
**Figure 4: Number of reconvictions in each of the follow up years by offenders who were reconvicted in the first year of the follow up period**



In contrast, the data on severe reconvictions (Figure 5) shows that more severe reconvictions occur in the second and third years of the follow up period for the 2000 cohort. Of all severe reconvictions in the nine-year follow up period, 30 per cent occur in years two and three. Severe reoffences may take longer to occur or take longer to convict than non-severe reoffences.

The chart also shows that the majority of convicted severe reoffences are not committed by those who were convicted of a severe reoffence in the first year follow up period. On average 2 per cent of convicted severe reoffences in each year after the initial one-year follow up period were committed by offenders who were convicted for a severe reoffence in the first year follow up period. Sixty-six per cent of convicted severe reoffences were committed by offenders who had any reconviction in the first year.

**Figure 5: Number of proven severe reconvictions in each of the follow up years by offenders who were convicted for a severe reoffence in the first year**



**Analysis by index disposal**

Table 2a shows that court orders and custody follow a similar trend to the full cohort. For court orders, 76.0 per cent of offenders who have been reconvicted in two years have done so within one year. For offenders discharged from custody, 80.3 per cent who have been reconvicted in two years have done so within one year.



**Table 2a: Reconviction rates, frequency and severity rates for different follow up periods by index disposal**

Index Disposal	Follow up period	Number of offenders	Reconviction rate	Reconviction frequency rate	Reconviction frequency rate of reoffenders	Reconviction severity rate
<b>Court Orders</b>	3 month	27,008	17.6%	42.2	240.0	*
	6 month	27,008	27.1%	81.2	299.5	0.3
	9 month	27,008	33.5%	115.8	346.0	0.4
	1 Year	27,008	38.2%	149.8	392.5	0.6
	2 Year	27,008	50.2%	281.2	560.3	1.3
	3 Year	27,008	56.8%	403.4	710.0	2.1
	4 Year	27,008	60.9%	512.2	840.5	2.7
	5 Year	27,008	63.7%	601.9	944.8	3.2
	6 Year	27,008	65.8%	677.9	1,030.3	3.7
	7 Year	27,008	67.4%	741.4	1,100.0	4.2
8 Year	27,008	68.7%	801.7	1,167.5	4.7	
9 Year	27,008	69.7%	859.2	1,232.5	5.1	
<b>Custody</b>	3 month	15,713	24.0%	64.1	267.7	*
	6 month	15,713	37.2%	129.1	346.9	0.5
	9 month	15,713	45.5%	188.7	415.2	0.8
	1 Year	15,713	51.4%	245.7	478.4	1.1
	2 Year	15,713	63.9%	461.4	721.6	2.1
	3 Year	15,713	70.6%	661.9	937.3	3.2
	4 Year	15,713	74.2%	840.2	1,131.8	3.9
	5 Year	15,713	76.6%	981.9	1,281.9	4.9
	6 Year	15,713	78.3%	1,102.0	1,408.1	5.6
	7 Year	15,713	79.4%	1,206.2	1,518.9	6.2
8 Year	15,713	80.5%	1,303.9	1,620.2	7.0	
9 Year	15,713	81.3%	1,398.3	1,720.8	7.5	
<b>Total</b>	3 month	42,721	19.9%	50.3	252.3	0.2
	6 month	42,721	30.8%	98.9	320.6	0.4
	9 month	42,721	37.9%	142.6	376.5	0.6
	1 Year	42,721	43.0%	185.1	430.2	0.8
	2 Year	42,721	55.2%	347.5	628.9	1.6
	3 Year	42,721	61.9%	498.5	805.4	2.5
	4 Year	42,721	65.8%	632.9	961.3	3.1
	5 Year	42,721	68.4%	741.7	1,083.5	3.8
	6 Year	42,721	70.4%	833.9	1,184.8	4.4
	7 Year	42,721	71.8%	912.3	1,270.4	5.0
8 Year	42,721	73.0%	986.4	1,351.1	5.5	
9 Year	42,721	74.0%	1,057.5	1,429.8	6.0	

\* Data has been removed as it is unreliable for interpretation

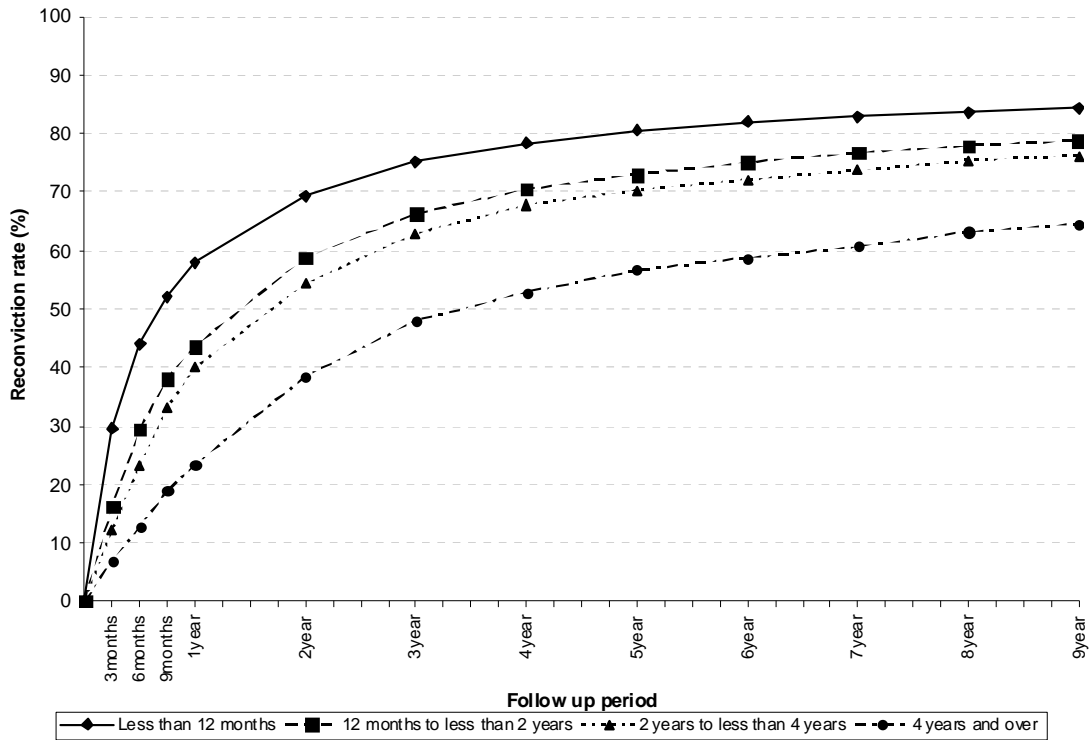
Table 2b and Figure 6 show offenders discharged from a short custodial sentence (less than twelve months) reoffend at a faster rate than longer sentenced prisoners. For short sentenced prisoners 83.6 per cent of offenders who have been reconvicted in two years have done so within one year, for long sentences prisoners (four years and over) this is only 60.7 per cent.

**Table 2b: Reconviction rates, frequency and severity rates for different follow up periods by index disposal and custodial sentence length**

Index Disposal	Follow up period	Number of offenders	Reconviction rate	Reconviction frequency rate	Reconviction frequency rate of reoffenders	Reconviction severity rate
<b>Custody</b>	3 month	15,713	24.0%	64.1	267.7	*
	6 month	15,713	37.2%	129.1	346.9	0.5
	9 month	15,713	45.5%	188.7	415.2	0.8
	1 Year	15,713	51.4%	245.7	478.4	1.1
	2 Year	15,713	63.9%	461.4	721.6	2.1
	3 Year	15,713	70.6%	661.9	937.3	3.2
	4 Year	15,713	74.2%	840.2	1,131.8	3.9
	5 Year	15,713	76.6%	981.9	1,281.9	4.9
	6 Year	15,713	78.3%	1,102.0	1,408.1	5.6
	7 Year	15,713	79.4%	1,206.2	1,518.9	6.2
8 Year	15,713	80.5%	1,303.9	1,620.2	7.0	
9 Year	15,713	81.3%	1,398.3	1,720.8	7.5	
Less than 12 months	3 month	10,329	29.6%	80.7	272.6	*
	6 month	10,329	44.0%	159.9	363.5	0.5
	9 month	10,329	52.1%	230.1	442.0	0.8
	1 Year	10,329	58.0%	296.9	512.1	1.0
	2 Year	10,329	69.4%	547.3	788.8	2.0
	3 Year	10,329	75.2%	776.8	1,032.5	2.9
	4 Year	10,329	78.3%	980.9	1,252.0	3.7
	5 Year	10,329	80.5%	1,142.5	1,419.1	4.6
	6 Year	10,329	82.0%	1,278.5	1,559.1	5.4
	7 Year	10,329	82.9%	1,397.5	1,685.9	6.0
8 Year	10,329	83.7%	1,507.1	1,801.3	6.6	
9 Year	10,329	84.4%	1,613.0	1,912.2	7.2	
12 months to less than 2 years	3 month	2,475	16.3%	42.3	259.8	*
	6 month	2,475	29.4%	89.8	305.2	*
	9 month	2,475	38.0%	136.6	359.6	*
	1 Year	2,475	43.7%	179.9	411.9	*
	2 Year	2,475	58.8%	356.1	605.8	2.7
	3 Year	2,475	66.2%	521.6	787.6	3.7
	4 Year	2,475	70.5%	669.5	949.0	4.2
	5 Year	2,475	73.0%	784.2	1,074.2	5.4
	6 Year	2,475	75.1%	887.4	1,181.4	6.1
	7 Year	2,475	76.7%	970.8	1,265.3	6.8
8 Year	2,475	77.9%	1,052.1	1,350.6	7.7	
9 Year	2,475	78.8%	1,131.6	1,435.5	8.5	
2 years to less than 4 years	3 month	1,937	12.2%	28.3	232.6	*
	6 month	1,937	23.4%	64.0	273.5	*
	9 month	1,937	33.1%	102.0	308.1	*
	1 Year	1,937	40.0%	142.3	356.2	*
	2 Year	1,937	54.3%	279.2	514.2	2.1
	3 Year	1,937	62.9%	421.7	670.1	3.6
	4 Year	1,937	67.8%	550.0	811.4	4.4
	5 Year	1,937	70.3%	654.2	930.4	5.4
	6 Year	1,937	72.1%	740.9	1,027.3	6.3
	7 Year	1,937	73.7%	818.7	1,111.4	6.8
8 Year	1,937	75.4%	894.1	1,185.4	7.8	
9 Year	1,937	76.2%	969.3	1,272.1	8.3	
4 years and over	3 month	972	7.0%	15.1	216.2	*
	6 month	972	12.8%	32.1	251.6	*
	9 month	972	18.9%	54.6	288.6	*
	1 Year	972	23.4%	75.3	322.5	*
	2 Year	972	38.5%	179.6	466.8	*
	3 Year	972	48.0%	276.4	575.4	*
	4 Year	972	52.9%	358.5	678.0	*
	5 Year	972	56.7%	431.7	761.5	*
	6 Year	972	58.7%	492.5	838.4	5.7
	7 Year	972	60.7%	544.7	897.3	6.2
8 Year	972	63.2%	601.7	952.6	7.0	
9 Year	972	64.6%	649.8	1,005.7	7.2	

\* Data has been removed as it is unreliable for interpretation

**Figure 6: Reconviction rates for different follow up periods, by sentence length**

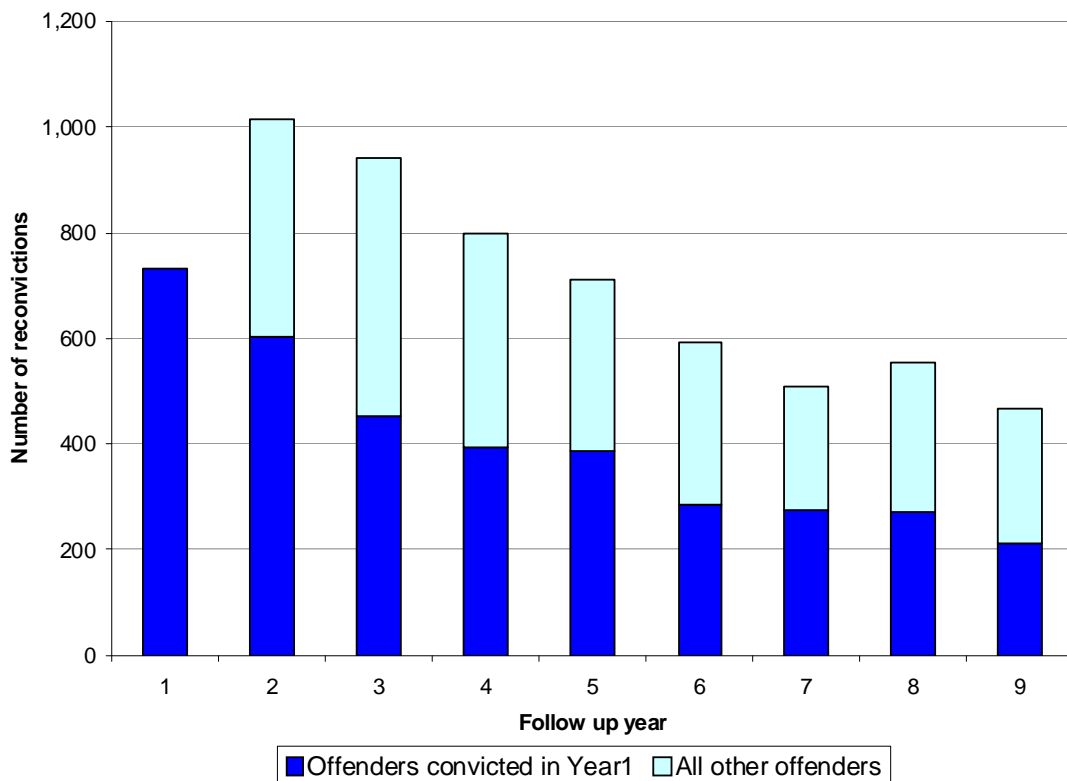


Short sentenced offenders (less than twelve months) form 24.2 per cent of the cohort but commit 36.9 per cent of all the convicted reoffences over the nine-year follow up period (167,000 out of 452,000), this is similar to the proportion of all convicted reoffences the short sentence group commit over a one-year follow up period (38.8 per cent).

Long sentence prisoners have more reconvictions in two, three and four years than in the first year follow up period (Figure 7).

The chart also shows that fewer convicted reoffences committed by long sentence prisoners are committed by those who are reconvicted in the first year follow up period. Of the convicted reoffences committed in each of the years following the initial one-year follow up period, roughly 50 per cent of them were committed by offenders who commit a convicted reoffence in the first year follow up period.

**Figure 7: Number of reconvictions in each of the follow up years by offenders who were reconvicted in the first year and have been released from a prison sentence of more than four years**



**Trends in the frequency of reconvictions from 2000**

We can also use longer follow up periods to explore whether the trends in reconvictions using a one-year measure are similar to trends using a longer follow up period.

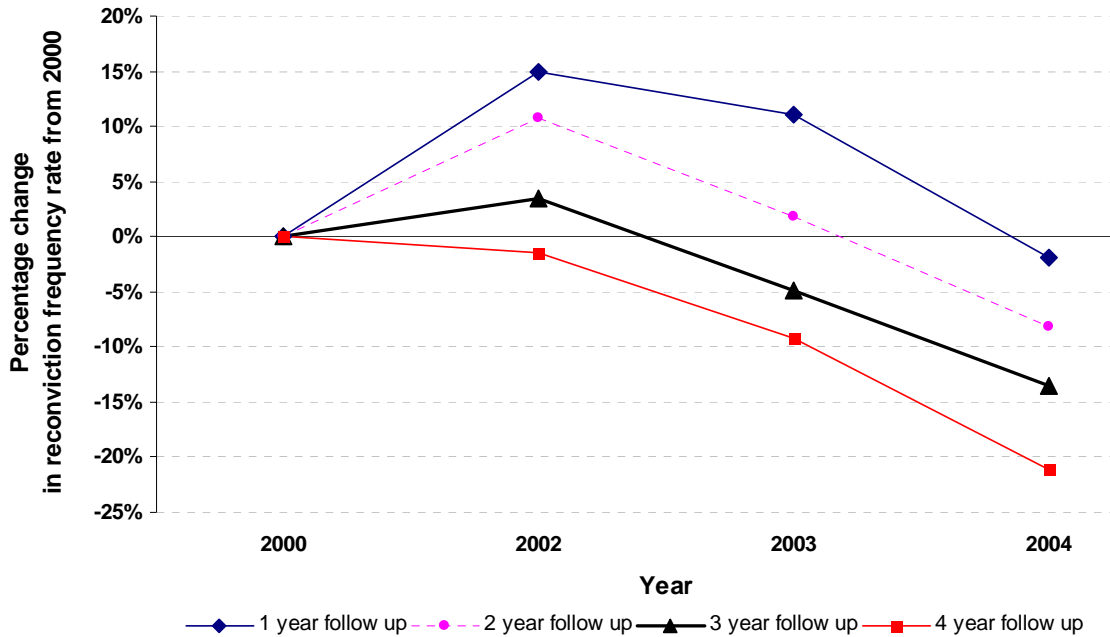
An obvious difficulty of longer follow up periods, is that the further you move away from the index date (whether this is a disposal or intervention) the less relevant the results become to the original action, as a range of other factors may have had an impact on the offender since that point. A significant proportion of offenders from the 2000 cohort for example will appear in later year cohorts and the action taken at this later point may influence the longer run reconviction frequency rates of the earlier cohorts.

Figure 8 uses the same cohorts of offenders as the published National Statistics for 2000, 2002, 2003 and 2004, but longer time periods were allowed for reconvictions to occur varying between two to four years. These cohorts were looked at to give an idea of the change in reconvictions over time using different follow up periods.

The general trend of reconvictions over time is seen for all follow up periods. There was an increase between 2000 and 2002 for all follow up periods apart from the 4 year follow up period which fell slightly between 2000 and 2002. All follow up periods then show a fall between 2002 and 2003 cohorts, and again between 2003 and 2004 cohorts.

The longer the follow up period, the greater the fall in the reconviction frequency rate between 2000 and 2004. This will reflect to some extent the fact that one-year reconviction rates in general fell between 2004 and 2006, so the longer follow up periods would be expected to show larger falls between 2000 and 2004 cohorts than the shorter follow up periods.

**Figure 8: Percentage change in frequency of reconvictions using one to four year reoffending rates, from 2000**



## 4.3 Comparison of reoffending rates across countries

### Summary

This paper compares reoffending rates from three countries, England and Wales, Scotland and The Netherlands as a pilot to assess whether national reoffending data can be compared.

We have shown that a significant part of the difference in reoffending rates between countries in this pilot is due to the different measurement techniques, rather than any real difference in the level of reoffending with particular groups of offenders. Therefore, it is important to understand and take into account underlying differences in the particular ways reoffending rates are calculated before any meaningful comparisons between countries can be made, and when making use of international evidence on what works to reduce reoffending.

### Introduction

This article shows the main findings of a pilot to investigate whether reoffending rates can be compared between countries. We carried out this investigation using data from three countries – England and Wales, Scotland and The Netherlands – and assessed how data could be compared by gradually aligning the available data. In particular, differences between countries can exist for the following reasons:

- which offender groups are included in the studies (for example, custodial offenders only, or wider groups of offenders);
- different age groups (for example, adults only, or adults and young people); and,
- the start point – sentencing date or discharge from custody;
- the length of the follow up period – one year or two years or longer;
- what is being measured – police contact, reconviction or proven reoffending; and,
- the range of offences that count (for example, serious offences only, or all offences).

Unlike many economic statistics, few comparisons have been published of reoffending rates between countries. This is mainly because of the limited number of countries which collect and analyse such data on a regular basis, but also because of the different methods used to calculate these rates.

### Methodology/Results

The pilot exercise followed a seven step plan to try to investigate differences in measurement of reoffending rates for adult offenders between the three countries. Then we looked at how these differences could be reconciled.

**Step 1: Check data availability and document the measure**

The first step was to check the availability of data for adult offenders in each country and fully document how each country treated the methodological issues noted in the introduction.

We noted in this step that the latest available data common to all three countries was for adult offenders in 2004. We therefore decided to use this as the basis for the study.

A summary of the main points collected on the different methodological issues is included in Table 2 below. It demonstrates some clear sources of differences between the pilot countries:

- how we select the cohorts/samples of offenders we use to measure reoffending;
- which disposals/sentences we include as counting towards a reoffending event; and,
- which offences we include.

This provided some promising areas to start investigating, as the 2004 data for the three pilot countries (shown in Table 1) held two key questions:

1. Why did England and Wales have a smaller sample of offenders than Scotland and The Netherlands when they have a much bigger population?
2. Why does The Netherlands have a rate of reoffending almost half that of England and Wales?

**Table 1: Number of offenders and reoffending rates for pilot countries, 2004**

	England and Wales	Scotland	Netherlands
Number of offenders	46,532	49,052	170,904
Reoffending rate	54.7%	44.6%	29.3%

**Table 2: Summary of main methodological differences between pilot countries**

	<b>England and Wales</b>	<b>Scotland</b>	<b>Netherlands</b>
General definition of recidivism	An offence committed in the follow up period (either one or two years) which is proved by a court conviction within the follow up period or in a extra six months.	A further court conviction during the follow period (two years).	An offence committed in the follow up period (two years) which is registered with the public prosecutor whether or not it has been disposed of.
Cohort selection period	Offenders with qualifying index offence in January to March.	Offenders with qualifying index offence in whole year.	Offenders with qualifying index offence in whole year.
Disposals which include offender in the cohort	Either a custodial sentence or a court order under probation supervision (Community sentences and Suspended Sentence orders).	Either a custodial sentence or a non-custodial court sentence.	Either a custodial sentence, non-custodial court sentence or a disposal from the public prosecutors office <sup>1</sup> .
Start of follow up period	Release from custody, or commencement of court order under probation supervision.	Estimated release date from custody, or conviction date for non-custodial sentences.	Estimated release date from custody, or registration date of the index offence.
Data source and offences included	The Police National Computer (extract from the operational police system), includes all indictable, triable either way, and serious summary offences.	The Scottish Offenders Index. Based on data from Scottish courts, includes all indictable, triable either way, and some serious summary offences.	Research and policy database for judicial documentation, includes all offences dealt with by either the Public prosecutor or the court.

<sup>1</sup> The Public Prosecutor may dispose of cases without referring to the court system, through either fines or community service or training programmes – these are usually for minor offences such as shoplifting and minor property damage.



## **Step 2: Agree first set of decisions on how to reconcile methods**

The second step was to select the most suitable cohort selection period; an acceptable follow up period, clarify age of entry and appropriate outcome measure.

The pilot group agreed that in principle the cohort should be based on all adult offenders (aged 18 or greater at the date of conviction for which they entered the cohort) from a year selection period.

We agreed there should be only one entry per unique offender in the cohort. Therefore, where an offender qualified more than once, their earliest entry would be the one used.

We agreed to use a two-year follow up period from the date of an offender's entry into the cohort, and to use a reconviction rate<sup>52</sup> as the outcome measure.

Each of these decisions meant at least one country would have to adjust their cohort to reflect the new method.

## **Step 3: Recalculate the cohorts and the associated reoffending rates**

The changes are summarised below and shown in Table 3.

### **Adjustment 1. Impact of clarifying age**

There was a small loss in the number of offenders in England and Wales due to offenders discharged from prison aged 18 or more who were sentenced aged under 18. The loss in the number of offenders in Scotland was greater as their original cohort included offenders aged 16 or over. The number of offenders increased in The Netherlands cohort, as age was previously determined at the point of the registration of the offence not the conviction date.

However, the age changes did not have a substantial impact on reoffending rates.

### **Adjustment 2. Impact of using full year selection period for the cohort**

England and Wales data is based on offenders with an index offence in January to March, whereas Scotland and The Netherlands already base their cohorts on a full year selection period. It is estimated that the impact of moving to a full year selection period would be to reduce the reoffending rate in England and Wales by about 5 percentage points - as the January to March selection period over samples prolific offenders who have a higher than average rate of reoffending (this was based on some provisional work looking at a full year cohort for 2007 data). There would also be a significant increase in cohort size.

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<sup>52</sup> Offence date within the follow up period, and proved by a court conviction within either the follow up period or a further six months

For the purposes of this study, England and Wales could not recalculate their data for this step, but could carry through the estimated impact of 5 percentage points for the reconciliation at the end of the process.

### Adjustment 3. Impact of using a two-year follow up and measure of proven reoffending

Scotland cannot directly calculate reoffending committed in a two-year follow up period and proven in either that period or a further six months waiting period. This is because their data is based on conviction dates, and offence date information is not readily available. Best estimations are that the removal of pseudo reconvictions (where the conviction date relates to an offence that took place before the index date) would lower the Scottish rate by 7 percentage points, but the addition of an extra six months to allow for convictions of offences committed late on in the follow up period would add back up to 3 percentage points (this work was based on a combination of some exploratory work done by the Scottish on impacts of pseudo reconvictions, and estimates from England and Wales on the impact of removing the extra six month period from their dataset). Overall estimation is therefore a 4 percentage point reduction in reoffending.

Similar to England and Wales for the full year cohort adjustment, this adjustment could not be directly made, but the estimate can be carried through to the reconciliation at the end of the process.

**Table 3: Initial adjustments to reoffending rates by assuming common definitions of cohort period, follow up period and reoffending measure**

	England and Wales		Scotland		The Netherlands	
	Number of offenders	Reoffending rate	Number of offenders	Reoffending rate	Number of offenders	Reoffending rate
<b>Original data</b>	46,532	54.7%	49,052	44.6%	170,904	29.3%
<b>Adjustments</b>						
1. Age 18 year or more at conviction date	46,316	54.6%	45,328	43.4%	173,331	29.5%
2. Use full year cohort selection.	..	(49.7%)	.	.	.	.
3. Offence date within 2 years and an decision date within 2.5 years.	.	.	..	(40.6%)	170,904	26.0%

*Italic* and bracketed figures in brackets show the estimated impact where direct adjustments could not be made

This initial set of changes did not seem to address the initial questions on cohort size (although it provided some insight into why the England and Wales original cohort was so much lower, even assuming it was up-rated to reflect a full year cohort, it would still not seem large enough compared with The Netherlands given their relative populations) and on differences in reoffending rates.

The next step saw the first major areas where these questions were addressed

#### **Step 4: Harmonising use of disposals in cohort definition and counting reoffending events**

It was clear from the initial work in Step 1 that The Netherlands and Scotland included a wider range of qualifying disposals than England and Wales for selection into the cohort.

For measuring reoffending, England and Wales only include offenders in the cohort if they have been discharged from custody or are commencing a court order under probation supervision – this reflects a historical interest in offenders who are actively managed either in the community or in prison.

Scotland and The Netherlands include offenders who received any form of court conviction, and The Netherlands also include offenders who were disposed of via the Public Prosecutors Service.

Figure 1 at the end of this article show a simplified view of how crimes and offences flow through the Criminal Justice Systems in England and Wales and The Netherlands.

To move to a more harmonised approach, Scotland and The Netherlands removed cases from the cohort where the offender had not been discharged from custody or commenced some form of probation supervision (in the main this related to court fines, but also absolute discharges, and in Scotland, admonishments). This led to a huge reduction in the numbers in their cohorts, and also significantly increased the reoffending rates of this remaining group, as the offenders who had been removed were on average less prolific.

In a similar approach, when considering what disposals would show that an offence should count as a proven reoffending event, The Netherlands removed offences that had been dealt with outside the courts.

In each case, where an index case would be removed, if there was another qualifying index case in 2004 for that offender they were kept in the cohort.

The impact of these changes can be seen in Table 4 below, which shows the cumulative impact of each stage of the process

#### **Step 5: Harmonising use of offences in cohort selection and counting reoffending events**

Step 5 was to harmonise the countries as far as possible in terms of the offences that are included in the measure.

Whilst it would be impossible to compare offences by name or coding structure (as it would be different in each country), colleagues from The Netherlands proposed a simple severity index to allow us to compare offences. This was based on the index offences of offenders in each of the cohorts and looked at the proportion that received a custodial sentence for the offence, and the average sentence length awarded for those who got a custodial sentence.

There was a high degree of consistency in terms of offences that came out as most severe, and the results also highlighted offences at the lowest level of

severity which we could compare. We only focussed on offences with a significant number of offenders and only one significant source of difference emerged. Scotland did not include some motoring offences that were included in the England and Wales and The Netherlands data (drink/drug driving; driving without insurance; driving whilst disqualified).

England and Wales and The Netherlands removed index cases relating to these offences, and replaced those cases where the offender had another qualifying offence.

England and Wales and The Netherlands then removed any reoffending events where the offence was one of the specified motoring offences. As above, if there was another qualifying reoffending event, then this was counted instead.

Whilst this does not ensure complete reconciliation in terms of offences being included, it does remove the most significant differences.

Overall, this step did not have such a large impact on either cohort sizes or reoffending rates.

#### **Step 6: Adjustments to reoffending rates by assuming common definitions of disposals and offences**

This step involved bringing all the previous steps together to provide a more coherent overall picture of the impacts of the reconciliation of the pilot group we have attempted.

Table 4 below shows how the adjusted rates (and cohort sizes) look after these changes and estimations (where actual changes were not possible) were carried out.

**Table 4: Cumulative adjustments to cohort size and reoffending rates from Steps 1 to 5**

	England & Wales		Scotland		The Netherlands	
	Number of offenders	Percentage reconvicted	Number of offenders	Percentage reconvicted	Number of offenders	Percentage reconvicted
<b>Original data</b>	46,532	54.7%	49,266	44.6%	170,904	29.3%
<b>Offender group adjustment (cumulative)</b>						
Step 1. Age 18+ at index conviction	46,316	54.6%	45,328	43.4%	173,331	29.5%
Step 2a. Cohort selection for full year 2004	*	*				
Step 2b. Proven reoffending in 2 years + 6 months			**	**		26.1%
Step 4a. Harmonise disposals for cohort selection			12,763	48.3%	63,274	46.2%
Step 4b. Harmonise disposals for counting recidivism						38.2%
Step 5a. Harmonise offences for cohort selection	39,801	53.8%			57,966	38.9%
Step 5b. Harmonise offences for counting recidivism		50.1%				38.0%
Step 6. Combined impacts + impacts of missing steps	*	45.1% <sup>1</sup>	12,763	44.3% <sup>1</sup>	57,966	38.0%

<sup>1</sup> These rates are estimated.

\* Estimated that the England & Wales reconviction rate will drop 5 percentage points if they would change over to a one-year selection period.

\*\* Scotland were not able to provide fully adjusted data here which removed pseudo reconvictions and used offence date and extra six month waiting period. Best estimate of combined impact would be to reduce reoffending rate by 4 percentage points

This demonstrates that after adjusting for a range of clear differences in the way reoffending is measured across countries, the pilot group found that the large differences in published rates were significantly narrowed. However, there are still quite sizeable differences between the rates.

Step 7 looked at identifying any remaining possible sources of difference.

### Step 7: Characteristics of offenders from the reconciled cohorts

This step focussed on the main characteristics (which are known to be highly correlated to reoffending) of the offenders in each country which were left in the final reconciled cohorts. Table 5 below shows the main differences.

This demonstrated that even after the reconciliation work was completed, the offenders included in the cohorts still looked somewhat different:

- Offenders in The Netherlands sample were on average much older.
- Offenders in The Netherlands were more likely to be first time offenders.
- Offenders in England and Wales had a more extensive criminal history. Although some of this will be explained by the fact that this analysis was based on the January – March sample, which contains a higher proportion of prolific offenders than a full year sample. Definitions of previous contacts have not been reconciled between countries, so is only of limited use here.

**Table 5: Main differences in offender characteristics in reconciled datasets**

	England & Wales	Scotland	Netherlands
Percentage of male offenders	85.4%	88.4%	86.9%
Percentage of offenders aged under 22	36.3%	17.2%	35.4%
Average offender's age	29.7	33.8	29.9
Percentage of first time offenders	12.4%	19.7%	..
Percentage with more than 5 previous contacts	65.0%	49.3%	56.4%
Average number of previous contacts	22.8	14.4	10.2

**Overall**

The seven step process which was applied to the three countries in the pilot revealed that raw reoffending rates should not be compared between countries, as there are major differences in measurement. The main sources of difference in rates in the pilot were due to selection of the cohort and types of qualifying disposals in the reoffending outcome measure.

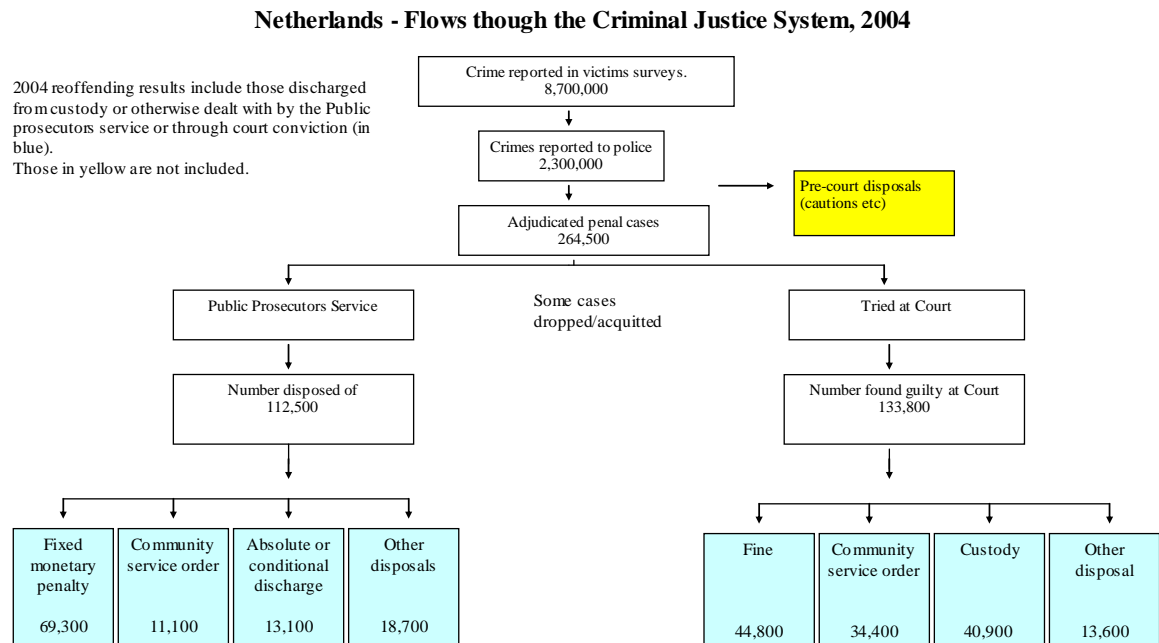
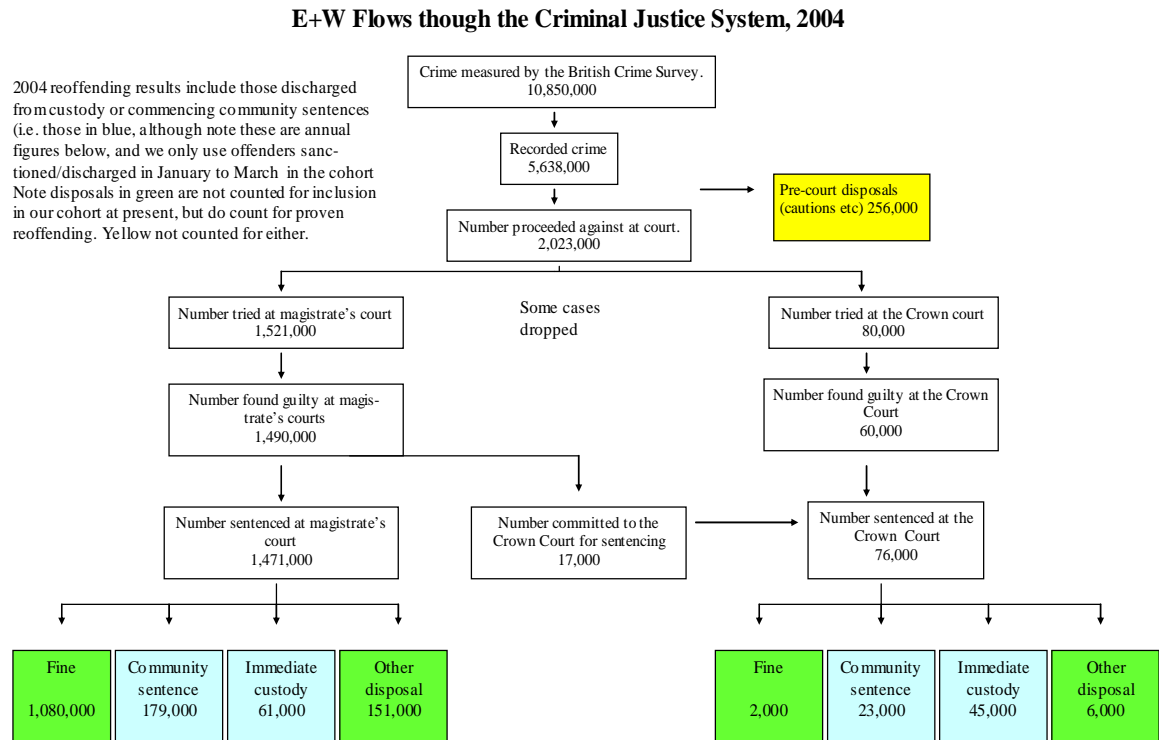
The pilot approach does not produce fully comparable data between countries, but it helps to suggest ways in which countries could move towards more comparable statistics on reoffending.

Further refinements could be made, and we need to bear in mind that we have not necessarily removed all sources of measurement or justice system differences. For example, although all pilot countries are now measuring only offenders who were discharged from custody or commencing probation supervision, how offenders get these sentences may differ significantly between countries (for example for what offences, and in what circumstances).

This article also does not propose a best method of measuring reoffending, it merely shows what can be achieved based on available data in each of the pilot countries.

When comparing 'What works' evidence between countries, users should be particularly aware of the issues addressed in this pilot and consider whether evidence from another country is applicable (based on the offender groups, disposals and offences the evidence is based on).

**Figure 1: Simplified view of criminal justice flows in England and Wales and Netherlands, 2004**



## 4.4 History of adult reoffending rates and long run data

### Summary

This paper provides an adjusted time series for reoffending of offenders discharged from prison from 1971 and from community sentences from 1987. However, the measurement of reoffending has changed significantly over time, with a number of breaks which make consistent measurement across a time series difficult. These changes have reflected improvements in the data sources and methodology employed to measure reoffending. Consistent data on reoffending is available from 2000 onwards.

The paper also recognises that there are potentially gaps in the knowledge of what impact the various changes in measurement have had over time and that there are potentially some historical changes that we are not aware of.

### Introduction

This paper provides the historical background to the way reoffending has been measured in England and Wales, and offers some guidance on what use can be made of the data over time by illustrating the impact of the major breaks in the time series.

Reoffending data is used in a variety of contexts and by a wide ranging group of users. However, the way the data is used often tries to make comparisons of changes in reoffending over long time periods, without consideration of the changes in the way reoffending has been measured which have serious implications on the interpretation of the time series.

### Methodology

There have been four main phases in the production of reoffending statistics.

#### Phase 1: Late 1940s to Mid 1970s

In this period statistics on **reconvictions** of prisoners appeared in the Report for the Commissioners of Prisons. This was not a regular publication and was not standardised between publication times. The studies and the subsequent reconviction rates that were produced were normally from sub groups, such as the Borstal trainees study (Mannheim and Williams, 1955). In many of these reports there was no consistent follow up period. This lack of consistency in approach meant it was hard to make comparisons between different groups of offenders. In this paper, no data is presented for this period as it is deemed impossible to produce a useful time series that is comparable with later data.

#### Phase 2: Mid 1970s to 1986

From 1978 information on **reconvictions** for prisoners began to be more consistent and until 1990 it was published annually in the Prison Statistics bulletin. This was based on the Offenders Index, a database of criminal convictions which was sourced from court records (see Glossary for further



information). A standard follow up time of two years was used, which enable rates to be compared. The cohort of offenders was also standardised to include both adult and juvenile offenders.

Additionally, from 1980 onwards, the cohort used included offenders who had been discharged from custodial sentences of less than three months, who had previously been excluded.

### **Phase 3: 1987 to 2000**

During this period the computerisation of the Home Office Offenders Index took place. The move from microfiche retrieval to a computerised database had an effect on the reconviction rate; previously where an offender could not be found on a microfiche it was assumed there was no reconviction, from this point on they were just excluded from the study. The shift from searching individual convictions to being able to access criminal histories meant that the reconviction rate rose by 5 to 6 percentage points compared with the older methodology in the Phase 2 period. This is the reason behind such a noticeable change in the rates from 1987 onwards.

Another change occurred within Phase 3 – more specifically, between July 1995 and January 1996 – several offences were added to the Standard Offence list (which dictated the offences recorded on the Offenders Index). As a result of this addition of offences, reconviction rates are likely to have risen by between 1 and 2 percentage points.

During Phase 3 the reoffending statistics for offenders commencing community sentences began.

### **Phase 4: 2000 onwards**

Since 2000 there has been an improvement in the availability of statistics of reoffending, and although undergoing further changes, there is now a consistent set of data from 2000 to the present.

Prior to 2000, cohorts included both juveniles and adults, whereas from 2000 onwards, these were split up and reported on separately.

In 2004, an extract of the Police National Computer (PNC) replaced the Offenders Index as the primary data source for reoffending statistics as it covered a wider range of offences, and included offences dealt with by cautions/reprimands and final warnings which were not covered by the Offenders Index. This change also saw a departure from older measures of **reconviction** (based on a conviction date within the follow up period) to measures of **proven reoffending** (based on an offence date within the follow up period and a conviction date within the follow up period, or a further six month period).

There are three main areas of change compared with older measures of reoffending:

1. Removing pseudo reconvictions (where the offence occurred before the index date even though the conviction occurred afterwards).

2. Allowing an extra six months waiting period for offences committed in the follow up period to be proved by court conviction. This had a similar impact on both custodial and community sentenced offenders to increase reoffending rates.
3. Moving from the Offenders Index to the Police National Computer, which included a wider range of offences, and improved the ability to detect and assign criminal histories to offenders. This led to increased reoffending rates for both custodial and community sentenced offenders.

Work was done in 2004 on data from 2000 which suggested the impact of this change on offenders discharged from custody was to increase the reoffending rate on a two-year follow up by about 6 percentage points. There were no similar estimates made for offenders on community sentences. However, by looking at Home Office data for 1997 to 1999 which excluded pseudo reconvictions<sup>53</sup>, and by looking at recent work on estimating the impact of the extra six months waiting period, we can estimate the broad impact of these changes. The impact is likely to be close to zero due to the much bigger impact of pseudo reconvictions on community sentence offenders.<sup>54</sup>

In 2007, the follow up period was reduced from two years to one year. This was done to enable the production of more timely statistics, and based on analysis which demonstrated that the majority of reoffending over a two-year period would be captured by a one-year measure.

At this point, data for all years from 2000 was recalculated to provide a consistent time series, with two-year follow up periods provided from 2000 to 2006.

### **Missing data**

Data in 1998 and 1999 has been estimated using the data from the Prime Home Office report which looked at reconviction rates between 1997 and 1999 excluding the impact of pseudo reconvictions. The data from the Prime report has only been used in terms of the percentage change in reconviction between 1997 and 1998, and 1998 and 1999. This percentage change was applied to the main data series that ended in 1997.

Data for 2001 using the current proven reoffending approach from the PNC is not available due to a problem with the archived data for probation commencements. However, this has been estimated using data from a Home

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<sup>53</sup> [Progress made against Home Office Public Service Agreement Target 10](#); Julian Prime, Home Office; 2002.

<sup>54</sup> Calculated by: 1) removing Pseudo reconvictions, estimated to have an impact of minus 9 percentage points (based on the Home Office Prime report); 2) Extra six months for offences committed in the follow up period to be proved, estimated to have an impact of plus 3 percentage points (based on work on comparing international reoffending data – see paper 4.3; and 3) Wider range of offences and better matching of offenders, estimated to have an impact of plus 6 percentage points, based on work done in 2004 looking at the impact of this component on the prison group.

Office report<sup>55</sup> which looked at reconviction rates between 2000 and 2001. As with the use of data from the Prime report, this has only been used in terms of the percentage change in reconviction rates, which has applied to the main time series data.

## Results

The table and charts below illustrates how the two-year reoffending data has changed over time and the key breaks in the series.

The current headline measure of reoffending published as National Statistics is based on a one-year measure from 2000 to 2008, but no attempt has been made to include this in the long run comparison here, as all data prior to 2000 are based on two-year rates.

Please note that the raw rates and explanations of breaks in the series have been combined to attempt to produce a time series which is adjusted for the various known breaks in the series. This should be treated with caution as some of the assumptions made on breaks in the series are quite broad and cannot be fully quantified. Where evidence is available, it usually only relates to the year of the break in the series, and therefore we have assumed that this impact would be the same on all preceding years. In addition, for the break in 2000, there is more confidence over the prison data than the community sentence data.

The adjustments are based on the three main breaks in the series:

**Break 1.** 1987 - The Computerisation of the Offenders Index. The estimated impact was that from 1987 onwards the rates were 5.5 percentage points higher than in previous years. Therefore rates prior to 1987 have been adjusted up by 5.5 percentage points.

**Break 2.** 1995/1996 - The addition of new offence codes to the Standard list which was used to count reconvictions. The estimated impact was that from 1995/6 the rates were 1.5 percentage points higher than in previous years. Therefore rates prior to 1995 have been adjusted up by 1.5 percentage points.

**Break 3.** 2000 - The move to the Police National Computer from the Offenders Index, and the move to measuring Proven reoffending rather than reconvictions. The estimated impact was that from 2000 the rates would be 6 percentage points higher for offenders discharged from custody than in previous years, but virtually unchanged for community sentences. Therefore, rates prior to 2000 have been adjusted up by 6 percentage points for custodial discharges, but not changed for community sentences.

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<sup>55</sup> [Adult reconviction: results from the 2001 cohort](#); Home Office; 2004.

Overall, for custodial discharges this means that the raw data has been adjusted up by 13 percentage points between 1971 and 1986; up by 7.5 percentage points between 1987 and 1994 and adjusted up by 6 percentage points between 1995 and 1999.

For community sentences this means that the raw data has been adjusted up by 1.5 percentage points between 1987 and 1994.

**Table 1: Reoffending rates for custodial and community sentences for England and Wales, 1971 to 2006**

	Custodial discharge	Adjusted custodial discharge	Community sentences	Adjusted community sentences
1971	52%	65%	.	.
1972	52%	65%	.	.
1973	54%	67%	.	.
1974	57%	70%	.	.
1975	60%	73%	.	.
1976	58%	71%	.	.
1977	59%	72%	.	.
1978	58%	71%	.	.
1979	58%	71%	.	.
1980	59%	72%	.	.
1981	58%	71%	.	.
1982	59%	72%	.	.
1983	56%	69%	.	.
1984	54%	67%	.	.
1985	52%	65%	.	.
1986	50%	63%	.	.
Break 1				
1987	57%	65%	54%	56%
1988	55%	63%	53%	55%
1989	53%	61%	55%	57%
1990	52%	60%	56%	58%
1991	53%	61%	59%	61%
1992	51%	59%	57%	59%
1993	53%	61%	57%	59%
1994	56%	64%	54%	56%
Break 2				
1995	56%	62%	56%	56%
1996	57%	63%	56%	56%
1997	57%	63%	55%	55%
1998	56%	62%	55%	55%
1999	55%	61%	53%	53%
Break 3				
2000	65%	65%	53%	53%
2001	64%	.	54%	.
2002	67%	.	53%	.
2003	66%	.	53%	.
2004	65%	.	50%	.
2005	62%	.	49%	.
2006	61%	.	48%	.

Figures in *italics* represent where raw data had to be calculated from other sources.

. indicates where data is not available.

Overall, Table 1, and Figures 1 and 2 show that the raw data over time is not directly comparable for offenders discharged from custody, but may be more comparable for offender commencing community sentences (noting there is

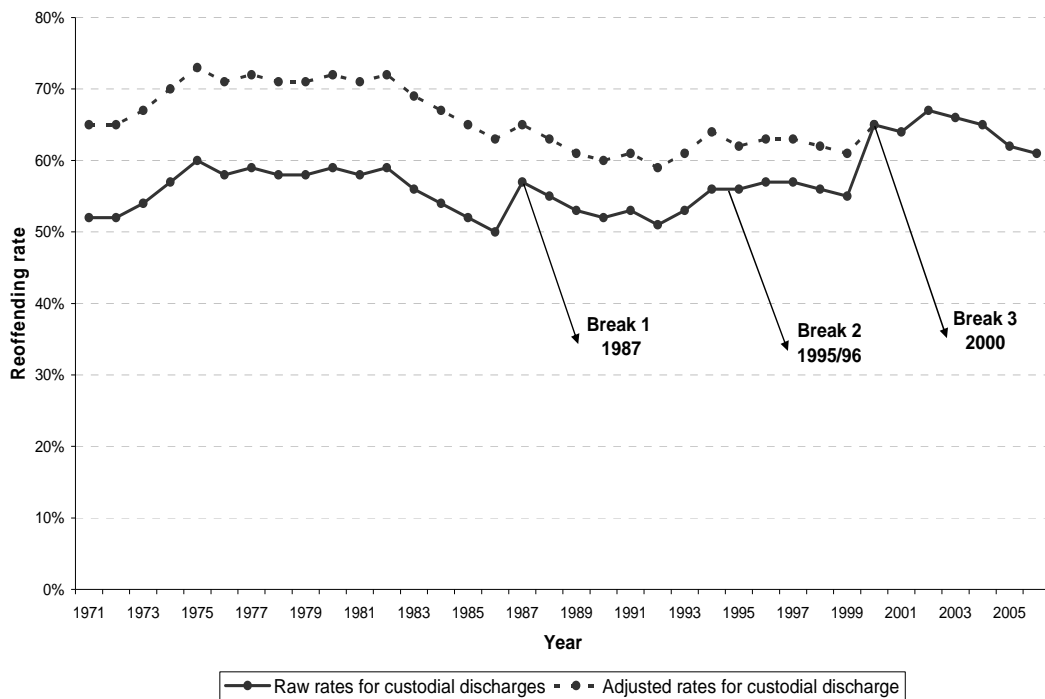
less evidence over what adjustments should be made to the community services data).

The adjusted data can be used to get a rough outline of how rates have moved over the longer run before 2000, but users should note there is likely to be a substantial margin of error around the estimated data presented here, based on the need to apply break adjustments back over time.

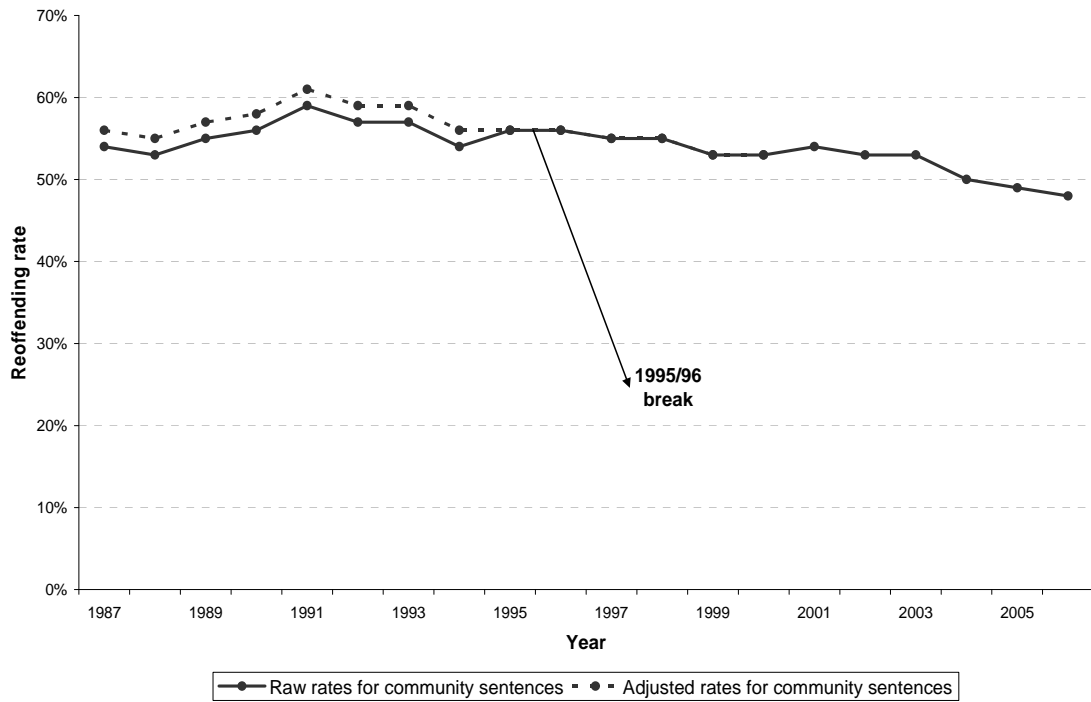
The other crucial factor in interpreting reoffending rates over time is to note that the adjusted series is not taking any account of changes in the mix of offenders being dealt with. For example, whether offenders have a more or less extensive criminal history than in previous years, or have a higher proportion of young male offenders.

Figures 1 and 2 below shows the raw and adjusted rates for offenders discharged from custody and offenders commencing community sentences.

**Figure 1: Raw and break adjusted reoffending rates for offenders discharged from custody, 1971 to 2006**



**Figure 2: Raw and break adjusted reoffending rates for offenders commencing community sentences, 1987 to 2006**



## Chapter 5 Surveying Prisoner Crime Reduction

Surveying Prisoner Crime Reduction (SPCR) is a large, general purpose longitudinal cohort survey of 3,849 prisoners. These prisoners were sentenced in 2005/6 to between one month and four years, and served their sentence in prisons in England and Wales. Sampled prisoners were administered (by interview) a detailed questionnaire on reception to prison (Wave 1), prior to release from prison (Wave 2), and post-release (Waves 3 and 4). The survey is made up of two samples, Sample 1 (1,435 offenders), which is largely representative of prison receptions of those sentenced to between one month and four years in England and Wales in 2005/06, and Sample 2 (2,414 offenders), which constitutes only longer-term (sentenced to between 18 months and four years) prisoners. Both samples were used in paper 5.1 and Sample 1 alone was used in paper 5.2. A summary of the general needs<sup>56</sup> and issues of Sample 1 prisoners and the survey methodology has already been published<sup>57</sup>.

Sample 1 is representative of prison receptions (in England and Wales, in 2005/06, and those sentenced to between one month and four years). Ninety-one per cent of the respondents were male and 9 per cent female. Eighty-four per cent were classified as white<sup>58</sup> whereas 16 per cent were black and minority ethnic<sup>59</sup> (BME). Eighty-eight per cent of the prisoners were 21 years old or above, and 12 per cent were young adults between 18 to 20 years old. The average age of prisoners in the sample was 30 years.

The majority of prisoners (76 per cent) were on short custodial sentences of less than a year. One in seven (14 per cent) were serving a sentence of less than three months, 40 per cent were serving between three and six months, 21 per cent between six and twelve months whilst the remaining 25 per cent were serving a sentence of a year or more but less than four years.

This chapter contains two papers:

- 5.1. Evaluation of the impact of the HM Prison Service Enhanced Thinking Skills programme on reoffending (summary)** – This evaluation matched a group of SPCR prisoners who had undergone the Enhanced Thinking Skills (ETS) prison programme to a group who were similar in many respects, who had not attended the intervention. The reconviction rates of each group were compared to assess the

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<sup>56</sup> The term “needs” is used throughout to refer to a wide range of factors which are generally understood to be related to offending, sometimes known as “criminogenic needs”.

<sup>57</sup> ([Stewart, 2008](#)). The report presented analysis based on an interim dataset of SPCR.

<sup>58</sup> Self-reported white British, white Irish, and “any other white background”.

<sup>59</sup> All categories except white British, white Irish, and “any other white background”.

effectiveness of the intervention. The main findings from this paper are that the HM Prison Service Enhanced Thinking Skills programme significantly reduced reoffending. However, allocating places on the ETS programme to the most suitable participants did not always occur. The full report can be found on the Ministry of Justice Research website [www.justice.gov.uk/publications/research.htm](http://www.justice.gov.uk/publications/research.htm).

**5.2. Prisoners' backgrounds and reconviction** – This paper discusses aspects of Sample 1 prisoners' self-reported backgrounds, and compares different reconviction rates associated with background factors such as childhood experiences. The paper uses data from the SPCR survey itself, and from the Police National Computer (PNC). The main findings are:

- Twenty-nine per cent reported experiencing emotional, sexual, or physical abuse as a child. These offenders had a higher reconviction rate than those who did not (58 per cent compared with 50 per cent).
- Forty-one per cent reported having observed violence in the home as a child. These offenders had a higher reconviction rate than those who did not (58 per cent compared with 48 per cent).
- Twenty-four per cent reported having been taken into care as a child. These offenders had a higher reconviction rate than those who did not report being taken into care (61 per cent compared with 49 per cent).
- Over a third (37 per cent) said that someone in their family (other than themselves) had been found guilty of a non-motoring criminal offence. Those with a convicted family member were more likely to be reconvicted (59 per cent compared with 48 per cent) than those without a convicted family member.
- Forty-two per cent had been expelled or permanently excluded from school. Sixty-three per cent of offenders who had been expelled or permanently excluded from school were reconvicted, compared with 44 per cent who were not.
- Fifty-three per cent had at least one qualification. Sixty per cent of those with no qualifications were reconvicted compared with 45 per cent of those with qualifications.
- Fifteen per cent were homeless prior to custody. Seventy-nine per cent of offenders who had been homeless prior to custody were reconvicted compared with 47 per cent of those who had accommodation.
- Fifty-one per cent had been in employment in the year before prison. Forty per cent of offenders who were in employment in the year before prison were reconvicted compared with 65 per cent of those who had not been in employment.



- Sixty-two per cent of those who used drugs in the four weeks before custody were reconvicted compared with 30 per cent of prisoners who had never used drugs.
- Almost one in five respondents (19 per cent) who had ever used heroin reported first using heroin in prison. This means that between 7 per cent and 8 per cent of all prisoners in the sample started using heroin whilst in custody.
- Twenty-two per cent reported having drunk alcohol every day in the four weeks prior to custody. These offenders had a higher rate of reconviction, with 62 per cent reconviction compared with those without (49 per cent).
- Seventeen per cent reported having been treated/ counselled for a mental health or emotional problem in the year before custody. These prisoners had a similar reconviction rate (54 per cent) than those who did not (52 per cent).
- The vast majority of prisoners expressed a desire to stop offending (97 per cent).
- The majority of prisoners did not think it was likely that they would return to prison in the future (70 per cent).
- Prisoners with addiction and employment needs were likely to have a worse attitude to crime than those without these needs.
- Nearly a third (30 per cent) of prisoners did not recognise the victims of their offence.

The summary of all SPCR Sample 1 Wave 1 (on reception to prison) results and the underlying figures behind the analysis for paper 5.2 are published in the website as 'SPCR Sample 1, Wave 1 questionnaire tables' and 'Full tables to paper 5.2 Prisoners' backgrounds and reconviction' respectively. The Wave 1 tables are a list of questions administered to prisoners, and the summary answers. In most cases this is reported as a percentage of prisoners answering "yes/no". Where appropriate, for continuous variables such as age, income, etc., averages (mean, median, and mode) are reported. All base sizes are included alongside the number of missing answers (when prisoners did not or could not answer).

## 5.1 Evaluation of the impact of the HM Prison Service Enhanced Thinking Skills programme on reoffending (summary)

### Summary

Enhanced Thinking Skills (ETS) is an accredited offending behaviour programme delivered in prison custody and the community. It addresses thinking and behaviour associated with offending, through which it aims to reduce levels of general reoffending<sup>60</sup> among participants. This research examined the impact of the prison-based programme on the one-year reconviction outcomes of 257 offenders who participated between 2006 and 2008.

Findings show that, in comparison to a group of matched offenders who did not participate in the programme, ETS participants showed a significantly reduced reconviction rate and frequency of general reoffending. The following were observed:

- A statistically significant reduction of six percentage points in the one-year reconviction<sup>61</sup> rate;
- A statistically significant reduction in the frequency of reoffending of 60 recordable offences per 100 released prisoners.
- No statistically significant impact was found on the severe reconviction rate.

The research also found that the programme was not always delivered to the most suitable prisoners. A stronger reduction in the rate and frequency of reoffending was found for participants who met the suitability criteria. This suggests that a stricter application of the targeting criteria could further enhance the effectiveness of the programme in reducing reoffending<sup>62</sup>. The fact that ETS has been found to significantly reduce the one-year reconviction rate and frequency of reoffending provides support for its use (and by extension its replacement, Thinking Skills Programme (TSP)) in custody.

National Offender Management Service practitioners report that the accuracy of targeting has improved over time, meaning that a similar evaluation of ETS in a

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<sup>60</sup> Whether the offender was reconvicted or not, and how many offences were committed.

<sup>61</sup> This rate is a “yes/no” measure, where offending at least once in the year after release from prison, and being convicted in court within 18 months of release, is considered a “yes”. It is referred to in this chapter as “reconviction” or “reconviction rate”.

<sup>62</sup> Research clearly demonstrates the importance of risk, need and responsivity targeting for effective treatment (Hollin, 1995; Taxman and Thanner, 2006; Palmer, *et al.*, 2009; Gendreau, *et al.*, 2009; Andrews and Bonta, 2010).

later period (post-2008), or of TSP, might find an even stronger treatment effect.

## Introduction

ETS is a cognitive-behavioural offending behaviour programme that addresses thinking and behaviour associated with offending and aims to reduce reoffending. It is targeted at male and female offenders who pose a medium-high/high risk of reoffending who also demonstrate a need for cognitive skills intervention. The programme consists of 20 two-hour interactive sessions, delivered three to five times per week for four to six weeks, with two facilitators and no more than ten participants.<sup>63</sup>

Evaluation of the effectiveness of interventions in reducing reoffending enables policy makers to prioritise and focus resources on the most productive programmes. The objective of the research was to evaluate the HM Prison Service Enhanced Thinking Skills accredited offending behaviour programme in terms of reconviction outcomes, whilst controlling for the different characteristics, needs and risk factors of offenders.

This research aims to provide some clarity to the discordant evidence base on the effectiveness of ETS in reducing reoffending. Early findings of a statistically significant reduction in reconviction (Friendship *et al.*, 2002<sup>64</sup>) following ETS participation were later tempered by research studies finding little or no statistical differences between ETS participants and non-participants (Falshaw *et al.*, 2003<sup>65</sup>; Cann *et al.*, 2003<sup>66</sup>; Cann, 2006<sup>67</sup>; McDougall *et al.*, 2009<sup>68</sup>). However, all evaluations of reconviction outcomes (Friendship *et al.*, 2002; Falshaw *et al.*, 2003; Cann *et al.*, 2003; Cann, 2006) note a common methodological limitation as a possible explanation of their findings: the inability to control for potential selection bias due to differences in unmeasured dynamic

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<sup>63</sup> In 2009, ETS was replaced by the Thinking Skills Programme (TSP), representing a refresh and update of the cognitive skills programme in line with advances in theory and practice. Evaluation of reoffending outcomes of TSP participants is not yet possible as not enough time has passed since its introduction.

<sup>64</sup> Friendship, C., Blud, L., Erikson, M. and Travers, R. (2002) *An evaluation of cognitive behavioural treatment for prisoners*. Home Office Research Study 161. London: Home Office.

<sup>65</sup> Falshaw, L., Friendship, C., Travers, R. and Nugent, F. (2003) *Searching for what works: An evaluation of cognitive skills programmes*. Home Office Research Study 206. London: Home Office.

<sup>66</sup> Cann, J., Falshaw, L., Nugent, F. and Friendship, C. (2003) *Understanding What Works: cognitive accredited skills programmes for adult men and young offenders*, Research Findings 226. London: Home Office.

<sup>67</sup> Cann, J. (2006) *Cognitive skills programmes: impact on reducing reconviction among a sample of female prisoners*, Home Office Research Study 276. London: Home Office.

<sup>68</sup> McDougall, C., Clabour, J., Perry, A. and Bowles, R. (2009) *Evaluation of HM Prison Service Enhanced Thinking Skills Programme: Report on the implementation of a randomised controlled trial*. London: Ministry of Justice; McDougall, C., Clabour, J., Perry, A. and Bowles, R. (2009) *Evaluation of HM Prison Service Enhanced Thinking Skills Programme: Report on the outcomes of a randomised controlled trial*. London: Ministry of Justice.

risk factors between the participants and their comparators. The key added value of the current study is the ability to match programme participants to comparison offenders on the basis of dynamic risk factors (for example, drug use, accommodation, motivation to stop offending, attitudes, education, marital status) and additional rich static risk factors (for instance, family criminal history) in addition to the standard static risk factors.

## Methodology

A retrospective quasi-experimental research design that matched programme and comparison offenders on dynamic and static risk factors was used to compare one-year reconviction outcomes between these groups.

As the source of the novel dynamic risk factor data, the base sample for the analysis is that of the Surveying Prisoner Crime Reduction (SPCR) prisoner survey.<sup>69</sup> The SPCR dataset was supplemented by data on offender treatment status from the offending behaviour programme interventions database (National Offender Management Service Rehabilitation Services Group), data on the assessed need and risk of prisoners from the Offender Assessment System (OASys) and criminal history and reconviction data from the Police National Computer (PNC).

The final sample size comprised 2,771 prisoners sentenced to between one month and four years, including 2,405 (87 per cent) men and 366 (13 per cent) women. The treatment sample comprised 257 (9 per cent) prisoners who participated in ETS between March 2006 and September 2008, including 20 (8 per cent of participants) who did not complete the programme. The remaining 2,514 prisoners did not participate in ETS and were used to select a matched comparison group.

Three outcome measures of proven reoffending<sup>70</sup> were considered (all within one year of release): the proportion of prisoners that were reconvicted; the frequency of reoffending; and the proportion that were reconvicted of a severe offence.

Propensity score matching<sup>71</sup> was used to select a comparison group that was statistically 'similar' to participants across a set of pre-selected characteristics. These are predictive of ETS participation and reoffending and are measured prior to treatment.

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<sup>69</sup> A large-scale longitudinal cohort study of nearly 4,000 newly sentenced adult prisoners in England and Wales.

<sup>70</sup> An offender is said to have committed a proven reoffence if the offender receives a conviction (by a caution or guilty verdict) at court for the reoffence. The reoffence must have been committed within the one-year follow up period, and the conviction must follow either within that one-year follow up, or in a further 6 months, which is to allow time for the offence to be proven at court.

<sup>71</sup> Technical note: Controls were matched using a radius matching algorithm (calliper = 0.05) based on the odds ratio of the propensity score, predicted using logistic regression.

- **ETS suitability criteria:** level of criminogenic need (factors associated with offending behaviour); risk of reoffending; and responsivity and readiness criteria.
- **Static risk factors:** age; gender; index offence type; Copas rate (a measure of criminal career length and intensity); sanctioning history (previous convictions and previous severe convictions); ethnicity; marital status; and family criminal history.
- **Dynamic risk factors:** motivation to stop offending; attitudes to offending; drug use; accommodation; educational attainment; and employment status before custody.

Equality of means testing confirmed no statistically significant difference between the treatment and matched control group across all matching characteristics. Any observed difference in the average reconviction rates between the two groups is therefore assumed to be the causal effect of the ETS intervention, known as the average treatment effect on the treated (ATT).

While every effort was made to remove the selection bias, it is possible that an unmeasured bias may still remain uncontrolled. Further checks revealed some differences between the treatment and control groups. The average sentence length of the treatment group (975 days) was longer than that for the control group (727 days). It was also found that 6 per cent of the treatment group versus 2 per cent of the control group had been on another accredited OBP during the SPCR sentence. It is also possible that prisoners may have participated in non-accredited OBPs or in substance misuse treatment during their SPCR sentence period, which may have contributed to the observed treatment effect. The potential for such multiple interventions has not been controlled for as the sample size did not permit such analysis. The standard caveat covering generalisability of findings from limited sample sizes applies.

## Results

The results of this evaluation demonstrate that ETS participants showed a significantly reduced reconviction rate and frequency of general reoffending in comparison to those of a matched control group of offenders.

- The proportion of ETS participants who were reconvicted within one year (27.2 per cent) was six percentage points lower (statistically significant) than the comparison group (33.5 per cent).
- ETS participants were convicted of 60 fewer recordable offences within one year per 100 released prisoners than comparators (60.7 versus 120.8 offences), a statistically significant reduction.
- No statistically significant impact was found on the severe reconviction rate (a reduction of 0.1 percentage points was not statistically significant).

Almost identical impacts were observed for programme completers only (i.e. drop-outs were removed from the sample). The same significant reduction in

frequency of reoffending was found, but the significance of the reduction in the rate of reconviction was lost due to the reduction in sample size (by excluding drop-outs). In any case, evaluation based on all participants, i.e. all those who started a programme, better captures the true effect of the intervention in practice (Colledge *et al.*, 1999).

A secondary finding of the research was a low adherence to the suitability targeting criteria among those prisoners that actually received the programme over the period 2006 to 2008, though caveats apply. Investigation revealed that only 58 per cent of ETS participants were suitable for ETS (met both need and risk requirements simultaneously). This suggests that the programme was not administered to the most suitable group of prisoners, which may have limited its effectiveness. The one-year reconviction rate for strictly suitable treatment offenders (17.2 per cent) was lower than that for not strictly suitable ones (32.9 per cent). Similarly, the frequency of reoffending of strictly suitable offenders (39.8 reoffences) was also lower than that of the not strictly suitable offenders (72.6 reoffences).

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## 5.2 Prisoners' backgrounds and reconviction

### Summary

Prisoners in the Surveying Prisoner Crime Reduction (SPCR) sample experienced many difficulties prior to entering custody, difficulties which often started in childhood. These include experiencing abuse, witnessing violence in the home, being expelled from school, and being arrested. Other problems included lack of employment and qualifications, drug and alcohol problems, mental health issues, and accommodation problems. Many of these issues were associated with higher reconviction rates upon release from prison, compared with prisoners without the problems, although cause and effect has not been established. The overwhelming majority (97 per cent) of the prisoners in the sample said they wanted to stop reoffending, however, about half (52 per cent) of them were reconvicted at least once within one year from release.

### Introduction

This analysis aims to give practitioners and policy-makers insights into prisoners' backgrounds, and how background and other factors can be associated with higher reoffending. To reduce reoffending and improve prisoners' lives these problems and experiences may need to be taken into account. Strategies to reduce reoffending may need to assess the effects of earlier experience as well as more immediate needs. This paper discusses the following areas of need: early years, family life and schooling; accommodation and employment; drugs and alcohol; mental health; attitudes to offending; and criminal backgrounds.

**Early years, family life and schooling:** Prisoners' years as children tended to be difficult, featuring violence, abuse, and early contact with the criminal justice system. These problems continued through schooling and employment, right up to reception to prison. Despite this, the majority of prisoners had successfully started their own families, and they reported that they valued them. Prisoners with fewer early life and family problems were less likely to be reconvicted than prisoners with more issues.

**Accommodation and employment:** Prisoners had a lot of difficulties with accommodation and employment before custody, displaying high rates of homelessness and unemployment. These issues were associated with higher reconviction rates upon release.

**Drugs and alcohol:** No formal diagnosis of drug/alcohol addiction was made for the purposes of this study. However, the vast majority of respondents were willing to disclose details of drug and alcohol use prior to custody. Drug usage was widespread amongst the sample, with most prisoners having a history of drug use. A small number of prisoners reported first using heroin whilst in custody previously. Alcohol was also a problem, but was far less widespread than drugs, with only a minority of the sample likely to be problematic alcohol users.



**Mental health:** No clinical diagnosis of mental health was made of any of the respondents for the purposes of this study. However, the prisoners were asked a number of questions which could indicate the presence of mental health problems. Prisoners self-reported a number of mental health issues before custody, but these were not necessarily associated with a higher rate of reconviction on release from prison.

**Attitudes to offending:** Prisoners' attitudes to offending varied. They underestimated the likelihood of getting into trouble with the police after release from prison, and a significant proportion tended not to show empathy towards the victims of their crimes.

**Criminal backgrounds:** Prisoners in the sample generally had long and varied criminal backgrounds, with only a small minority never being convicted of a crime previously. Just over half went on to be reconvicted again in the year after release from prison.

## Methodology

Surveying Prisoner Crime Reduction (SPCR) is a longitudinal cohort study of adult (over 18 years old) prisoners sentenced to between one month and four years in custody, in 2005/06. Sampled prisoners were administered (by interview) a detailed questionnaire on reception to prison (Wave 1), prior to release from prison (Wave 2), and post-release (Waves 3 and 4). A summary of the general needs<sup>72</sup> and issues of these newly-sentenced prisoners and the survey methodology has already been published<sup>73</sup> ([Stewart, 2008](#)).

Sampled prisoners were matched to the Police National Computer (PNC) in order to calculate reconviction rates. This report presents the association between pre-custody experiences and the one-year reconviction rate on release. This rate is a "yes/no" measure, where offending at least once in the year after release from prison, and being convicted in court within 18 months of release, is considered a "yes". It is referred to in this chapter as "reconviction" or "reconviction rate". Experiences prior to custody are mostly self-reported using Wave 1 (on reception to prison) of Sample 1 (the main sample of 1,435 prisoners)<sup>74</sup>, whilst the reconviction data and criminal backgrounds analysis are based on the PNC matched sub-sample of 1,331 prisoners. Sample 1 is representative of the prison reception population in 2005/06, sentenced to between one month and four years in prison.

The 'Full tables to paper 5.2 Prisoners' backgrounds and reconviction' published alongside this report provide all base numbers used to calculate

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<sup>72</sup> The term "needs" is used throughout to refer to a wide range of factors which are generally understood to be related to offending, sometimes known as "criminogenic needs".

<sup>73</sup> The report presented analysis based on an interim dataset of SPCR.

<sup>74</sup> Valid responses only, excludes missing/refused/don't know (where don't know was not a valid response). For details of numbers of missing/refused/don't know, please see Appendix Tables. All figures are rounded to the nearest whole number in the text.

percentages and other summary statistics in the paper, and also contain additional volume and reconviction data. The tables in 'SPCR Sample 1, Wave 1 questionnaire tables' support the whole chapter.

## Results

### Early Years, Family Life and Schooling

Prisoners' years as children tended to be difficult, featuring violence, abuse, and early contact with the criminal justice system. These problems continued through schooling and employment, right up to reception to prison. Despite this, the majority of prisoners had successfully started their own families, and they reported that they valued them. Prisoners with fewer early life and family problems were less likely to be reconvicted than prisoners with more issues.

In childhood, those factors associated with higher reconviction rates included being abused (emotionally, physically, or sexually), observing violence in the home, and being taken into care, including foster care and institutions. Table 1 shows the proportion of those in the sample reporting these experiences, and the proportion of those reconvicted.

**Table 1: Early childhood experiences and associated reconviction rates**

Issue	Percentage of sample	Reconviction rate
Abused as a child	29%	58%
Observed violence in the home	41%	58%
Taken into care	24%	61%

Those prisoners who were not abused as a child, did not observe violence in the home, and were not taken into care were reconvicted<sup>75</sup> at a rate of 50 per cent, 48 per cent and 49 per cent respectively, compared with the whole sample reconviction rate of 52 per cent.

Seventeen percent<sup>76</sup> were arrested for the first time before their 13th birthday. Just over half (54 per cent) were arrested for the first time before their 16th birthday. Ninety-six per cent of the sample had received a conviction or caution prior to the offence which led them to custody this time. Of these prisoners, 70 per cent had received their first conviction or caution before they turned 18 years old. Many of these first convictions would not have led to a community or custodial sentence; instead they would have received a fine or a discharge.

Over a third (37 per cent) said that someone in their family (other than themselves) had been found guilty of a non-motoring criminal offence. Of these convicted family members, 84 per cent had been in prison, a young offenders'

<sup>75</sup> Each group is not mutually exclusive and is reported separately.

<sup>76</sup> Not counting those who could not remember. Results in this paragraph refer to Police National Computer (matched) sample of 1.331 prisoners.

institution or borstal. Fifty-nine per cent of offenders with a family member convicted of a non-motoring criminal offence were reconvicted within a year after release compared with 48 per cent who did not have a convicted family member.

Nearly a fifth (18 per cent) reported having family members with a current alcohol problem. More than half the prisoners (53 per cent) who had a family member with an alcohol problem had also experienced some sort of abuse (emotional, physical, or sexual) as a child, in comparison to those who did not (23 per cent).

Fourteen per cent reported having family members with a current drug problem. Around two-fifths (42 per cent) of these respondents experienced abuse as a child, compared with only one quarter (26 per cent) of those who did not report having a family member with a current drug problem. Only a minority (approximately 5 per cent) of the whole sample had a family member with both a current drug and alcohol problem.

Over half (54 per cent) had children under the age of 18 at the time they entered prison<sup>77</sup>. About two fifths of these respondents reported being single (43 per cent). About three quarters of the whole sample (74 per cent) strongly agreed or agreed that they were close to their family. The vast majority felt that they have let their family down by being sent to prison (82 per cent).

The majority (59 per cent) of respondents reported having played truant at school. These respondents had a higher reconviction rate than those who did not (61 per cent compared with 39 per cent). Forty-two per cent of prisoners reported being expelled or permanently excluded from school. These respondents also had a higher reconviction rate than those who did not (63 per cent compared with 44 per cent).

Nearly half (49 per cent) had completed continuous schooling by the age of 15 and 85 per cent by the age of 16<sup>78</sup>. Just over half (53 per cent) of the sample reported to have at least one qualification<sup>79</sup>. Around 85 per cent of the general population has at least one qualification (ONS, 2003a). Of these prisoners with qualifications, less than half (45 per cent) were reconvicted within the year after release compared with 60 per cent of those reporting to have no qualifications.

## **Accommodation and Employment**

Prisoners had a lot of difficulties with accommodation and employment before custody, displaying high rates of homelessness and unemployment. These issues were associated with higher reconviction rates upon release.

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<sup>77</sup> It is estimated that around 125,000 (about one percent) of children under 18 have a parent in prison in England or Wales resulting in the intergenerational effects of custody (Home Office, 2004).

<sup>78</sup> The Social Exclusion report (ODPM, 2002) reported that for younger prisoners, 25 per cent had terminated their education by the age of 14. In the general population, in 1998, 49 per cent of 18 year-olds were still in education, although this figure includes part-time education (ONS, 1998b).

<sup>79</sup> This includes GCSE/ 'O' Levels or equivalent and higher qualifications, and trade apprenticeships.

Fifteen per cent of respondents were homeless prior to coming into custody<sup>80</sup>. Around 19 per cent of respondents who had served a previous custodial sentence were classified as homeless, compared with 6 per cent of those who had not been in prison before<sup>81</sup>. Those offenders who had been homeless prior to custody had a higher one-year reconviction rate than offenders who had been in accommodation (79 per cent compared with 47 per cent).

Over a third (34 per cent) of prisoners were living in accommodation rented by themselves or their partner prior to custody<sup>82</sup>. Of these prisoners, 44 per cent rented from their Local Authority, 17 per cent from a housing association and 36 per cent from a private landlord. Twelve per cent of all prisoners in the sample were in receipt of housing benefits at some point in the 12 months before they were taken into custody. Thirty-seven per cent of all prisoners stated that they would need help finding a place to live when released. Of those offenders who needed help with finding a place to live after custody, 65 per cent were reconvicted within one year of release, compared with 45 per cent of those who did not feel they required help.

Only around a third of prisoners (32 per cent) reported being in paid employment in the four weeks prior to custody<sup>83</sup> although the vast majority (87 per cent of the sample) had a job at some time in their lives before coming into custody. When asked about the 12 months prior to custody as well as the four weeks prior, the employment rate of participants increased to about half (51 per cent)<sup>84</sup>. This is still considerably lower than the UK general employment rate, which was 75 per cent in 2006 for those of working age (ONS, 2006). Those offenders in employment in the year before custody were less likely to be reconvicted (40 per cent) compared with those who had not been in employment (65 per cent).

Of those who had been in prison previously, 43 per cent were in employment in the year before custody, compared with 72 per cent who had not been in prison previously.

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<sup>80</sup> This includes seven per cent living in some form of temporary accommodation including hostels, night shelters, sheltered housing, and B&Bs; the other nine per cent were sleeping rough. This does not sum to 15 per cent due to rounding.

<sup>81</sup> The Department for Communities and Local Government estimate the number of rough sleepers in England to be 1,247. (CLG, 2010).

<sup>82</sup> The Social Exclusion Report (ODPM, 2002) highlights the difficulty that offenders face acquiring social housing or private rent al property on release.

<sup>83</sup> This is consistent with previous research findings on reported resettlement outcomes for 1,945 prisoners released from prison in 2003 (Niven & Stewart 2005) and those detailed in the Social Exclusion report (ODPM, 2002), that over two in three prisoners were *unemployed* at the time of imprisonment.

<sup>84</sup> This is still considerably lower than the UK general employment rate, which was 75 per cent in 2006 for those of working age (ONS, 2006).

Almost two thirds (64 per cent) said they had claimed benefits during the 12 months before they went to prison. The take-up of key benefits<sup>85</sup> in the UK, in 2003, by people of working age was approximately 14 per cent (ONS, 2003b). Those who reported having claimed benefits were more likely to be reconvicted (58 per cent compared with 41 per cent) than those who did not report having claimed benefits. Those who reported having claimed benefits in the 12 months before custody were asked which benefits they had claimed. A large number of claims (58 per cent) were connected with job seekers' allowance/unemployment benefits and income support.

### Drugs and Alcohol

No formal diagnosis of drug/alcohol addiction was made for the purposes of this study. However, the vast majority of respondents were willing to disclose details of drug and alcohol use prior to custody. Drug usage was widespread amongst the sample, with most prisoners having a history of drug use. A small number of prisoners reported first using heroin whilst in custody previously. Alcohol was also a problem, but was far less widespread than drugs, with only a minority of the sample likely to be problematic alcohol users.

Around four-fifths (81 per cent) of the respondents reported that they had used drugs of any kind at some point prior to custody. Seventy-one per cent reported using drugs in the year before custody. The British Crime Survey in England and Wales (2007/08) found that around 13 per cent of men aged 16-59 and 6 per cent of women in the general population had used illicit drugs in the past year (Hoare & Flatley, 2008). Nearly two-thirds (64 per cent) reported using drugs in the four weeks prior to custody. Reconviction rates for these offenders were nearly double the rates for those who had never taken drugs (see Table 2).

**Table 2: Drug usage and associated reconviction rates**

Drug Use	Percentage of sample	Reconviction rate
Never	19%	30%
More than a year ago	10%	33%
During the twelve months before custody (but not the four weeks before)	7%	47%
During the four weeks before custody	64%	62%

Illegal drugs are categorised<sup>86</sup> into three Classes (A, B, and C) according to the harm that they cause, with Class A drugs the most harmful. The majority of the

<sup>85</sup> Key benefits are: Jobseeker's Allowance (JSA), Incapacity Benefit (IB), Severe Disablement Allowance, Disability Living Allowance, Income Support and National Insurance credits only (through JSA or IB)). This figure does not include child benefit or tax credits and is therefore likely to be an underestimate.

<sup>86</sup> Misuse of Drugs Act 1971 and its amendments.

respondents (58 per cent) reported to be poly-drug users<sup>87</sup> at any point in time prior to custody, while a small minority of the respondents (6 per cent) limited themselves to Class A only. Table 3 shows the percentage of the sample reporting having ever used each type of drug<sup>88</sup>.

**Table 3: Drug usage ‘ever’ reported by sample, by drug class**

Drug	Percentage of sample	Drug class
Cannabis	71%	B
Cocaine	45%	A
Crack Cocaine	43%	A
Ecstasy	42%	A
Amphetamines	40%	B
Heroin	40%	A
LSD	29%	A
Unprescribed tranquilizers	28%	C
Unprescribed methadone	20%	A
None of these	19%	..

Almost one in five respondents (19 per cent) who had ever used heroin reported first using heroin in prison. This means that between 7 per cent and 8 per cent of all prisoners in the sample started using heroin whilst in custody.<sup>89</sup>

Reconviction rates varied depending on the types of drugs used. The highest reconviction rate was amongst those who were poly-drug users in the four weeks prior to custody. Of these users, nearly three quarters (71 per cent) were reconvicted within a year of release. In comparison, less than half (48 per cent) were reconvicted within a year of release amongst those who only used Class B or C drugs.

Almost half (46 per cent) of all respondents used cannabis four weeks prior to custody. Thirty per cent of all respondents used heroin in the four weeks prior to custody, and 28 per cent of the respondents used crack cocaine in the four weeks prior to custody.

Prisoners who had been taken into care as a child were more likely to have used drugs in the past year (84 per cent compared with 67 per cent of those who were not taken into care). Prisoners were also more likely to have taken drugs in the past year if they had experienced abuse as a child (80 per cent compared with 67 per cent of those who did not experience abuse) or observed

<sup>87</sup> A poly-drug user is defined as one who used Class A drugs and Class B drugs, or Class A and Class C, or Class A and Class B and Class C drugs.

<sup>88</sup> Groups are not mutually exclusive.

<sup>89</sup> These figures are similar to previous research findings including Gore et al (1995), Boys et al (2002) and Allwright et al (2000).

violence in the home (81 per cent compared with 64 per cent of those who did not witness violence).

Prisoners who had reported using drugs in the twelve months prior to custody were more likely (70 per cent compared with 45 per cent) to have been in receipt of benefits during the same period. Prisoners who stated that they needed help with a drug problem were more likely to also need help finding a place to live (58 per cent) compared with 28 per cent of those without a drug problem<sup>90</sup>.

Over three quarters (78 per cent) said they had drunk alcohol in the 12 months prior to custody. Twenty-two per cent had drunk alcohol every day in the four weeks prior to custody<sup>91</sup>. However, less than one in ten respondents (9 per cent) said they would need a lot of help for an alcohol problem, and a further 6 per cent said they needed a little help.

Almost a third (32 per cent) of the prisoners who said that they had a family member with an alcohol problem drank every day in the four weeks prior to custody. Daily-drinking prisoners (before custody) had a higher rate of reconviction, with 62 per cent reconvicted within a year after release compared with those who drank less (49 per cent). These prisoners were also less likely to have been employed during the same period than those who drank less frequently (24 per cent compared with 34 per cent).

## **Mental Health**

No clinical diagnosis of mental health was made of any of the respondents for the purposes of this study. However, the prisoners were asked a number of questions which could indicate the presence of mental health problems. Prisoners self-reported a number of mental health issues before custody, but these were not necessarily associated with a higher rate of reconviction on release from prison.

Table 4 shows the proportion of the whole sample reporting different indicators of mental health problems individually<sup>92</sup>.

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<sup>90</sup> This supports Niven, S. and Stewart, D. (2005) which stated that drug users were less likely to have accommodation arranged for their release than prisoners who had not taken drugs.

<sup>91</sup> It is not possible to judge whether this reported behaviour amounts to problematic drinking in each and every case. (Singleton et. al, 1998) found that 63 per cent of male sentenced prisoners reported hazardous drinking levels compared with 38 per cent of men in private households. The comparable figures for women were 39 per cent of female prisoners and 15 per cent of women in private households.

<sup>92</sup> Categories are not mutually exclusive.

**Table 4: Proportion of sample reporting mental health issues**

Issue	Percentage of Sample
Said they needed help for an emotional or mental health problem at the time of interview	20%
Treated/counselled for a mental health or emotional problem in the year before custody	17%
Suicidal thoughts in the year before custody	16%
Mental health illness or depression as a long-standing limiting illness	12%
Attempted suicide in the year before custody	9%
Heard voices saying "quite a few words or sentences" when there was noone around to account for it	9%
Self-harmed in the year before custody	6%
Prescribed anti-psychotic medication in the year before custody	2%

Reporting to have been treated/ counselled for a mental health or emotional problem in the year before custody was associated with a number of other factors, including reporting having been abused as a child, having not been in employment in the year before custody, or being female. It was not associated with a higher reconviction rate.

Amongst those who had been abused as a child, 28 per cent reported having been treated/ counselled for a mental health/ emotional problem in the year prior to custody compared with 12 per cent of those who had not experienced abuse.

Of those who were employed in the year before custody, 14 per cent reported treatment/ counselling for a mental health/ emotional problem during the same period, compared with 20 per cent of those who were not employed.

More than a quarter (26 per cent) of women reported having been treated/ counselled for a mental health/ emotional problem in the year before custody, compared with 16 per cent of men. Offenders reporting treatment/ counselling for a mental health/ emotional problem in the year before custody had a similar reconviction rate (54 per cent) to those who did not report a mental health/ emotional problem in the year before custody (52 per cent).

### **Attitudes to Offending**

Prisoners' attitudes to offending varied. They underestimated the likelihood of getting into trouble with the police after release from prison, and a significant proportion tended not to show empathy towards the victims of their crimes.

The survey questionnaire contains a number of questions relating to prisoners' attitudes to offending, including Crime-PICS II, an instrument used by probation service, prisons and other agencies to measure changes in offenders' attitudes to offending. It comprises 20 statements with which the respondents are asked whether they agree or disagree. Responses are collated into four scores, which provide a profile of the offender. The main score represents the offenders' 'General Attitudes to Offending' at the time that the questionnaire was completed (the average for the current sample is 41). The other three scores



provide specific measures of the offender's anticipation of reoffending; recognition of victims of crime; and evaluation of crime as worthwhile. On all these scales a higher score is considered to reflect a more negative attitude to crime. The prisoners who were reconvicted had a higher score on the General Attitudes to Offending scale than those who did not (46, compared with 37).

Nearly two-thirds (65 per cent) were hoping to get some help in prison to stop them reoffending on release. However, when asked more specifically about the likelihood of returning to crime, the prisoners were not wholly certain that they would succeed in their desire to stop their offending behaviour. Just over half (52 per cent) of the prisoners agreed with the statement 'I definitely won't get in trouble with the police after my release'. Eighteen per cent disagreed with this statement and 30 per cent felt that they could neither agree nor disagree. Of those who agreed, 38 per cent were reconvicted within a year of release. However, a larger proportion (66 per cent) of those who disagreed were reconvicted.

When asked how likely it was that they will return to prison at some point the majority (70 per cent) did not think it was likely (25 per cent thought it was likely and 5 per cent did not know).

Around a third of respondents showed a lack of awareness of the victims of their crimes. For example, 30 per cent of prisoners agreed with the statement 'There was no victim of my crime'. Respondents who committed all offence types, including violence against the person, fell into this category. Fifty-one per cent of those who had committed motoring offences agreed with the statement.

Those who took Class A drugs appeared to recognise the victims of their crimes more than those who did not use Class A drugs. For example, 69 per cent of those who had used Class A drugs in the last year disagreed with the statement 'There was no victim of my offences' compared with 45 per cent of those who had never used Class A drugs and 62 per cent of those who had used Class A drugs but not in the last year.

Nearly three-quarters of the whole sample (73 per cent) disagreed with the statement that 'In the end, crime does pay' (19 per cent agreed and 8 per cent were undecided). However 70 per cent of the prisoners believed that 'most people would commit a crime if they knew they could get away with it' (19 per cent disagreed and 11 per cent were undecided) which implies that the perception of the likelihood of being caught is a deterrent to crime.

Furthermore, nearly a third (29 per cent) agreed with the statement 'Crime can be a useful way of getting what you want' (11 per cent were undecided and 61 per cent disagreed) showing that for a notable minority crime is considered to be useful.

Some groups of prisoners showed different attitudes towards crime. Whilst, for example, there were no differences between men and women, or between those with or without mental health problems, addiction and employment needs appeared to affect the attitudes of prisoners towards crime.

Prisoners who took Class A drugs in the year prior to custody had a mean score on the General Attitude to Crime scale of 46, compared with 38 for those who had taken Class A drugs before, but not in the past year and 34 for those who had never taken Class A drugs.

Forty per cent of those using Class A drugs in the year before custody agreed with the statement 'Crime can be a useful way of getting what you want' compared with 11 per cent of those who had never used Class A drugs and 20 per cent of those who had used Class A drugs but not in the last year. Forty-seven per cent of those who had used Class A drugs in the last year disagreed with the statement compared with 85 per cent of those who had never used Class A drugs and 71 per cent of those who had used Class A drugs but not in the last year.

A third (33 per cent) of those who had used any drug in the four weeks prior to custody stated they needed a lot of help to tackle their offending behaviour compared with 8 per cent of those who had never taken drugs. This was predominately linked to use of Class A drugs.

The scores on the General Attitudes to Offending scales differed for those who have been employed in the year prior to custody compared with those who have been unemployed. Those who were in work at some point in the year prior to custody had a mean score of 38, compared with 45 for those who had not been in paid work during this time.

Almost half (47 per cent) of those who were unemployed in the year prior to custody agreed with the statement 'If things go wrong for me, I might offend again' compared with 20 per cent of those who were employed.

Thirty-nine per cent of the unemployed agreed with the statement 'Crime can be a useful way of getting what you want' compared with 20 per cent of those who have had a job in the year prior to custody.

The majority of offenders (97 per cent) expressed a desire to stop offending. When asked which factors would be important in stopping them from reoffending in the future, the majority gave importance primarily to "having a job" (68 per cent) and "having a place to live" (60 per cent). See Table 5 below.

**Table 5: Factors to help reduce reoffending in future**

Factors	Percentage of sample
Having a job	68%
Having a place to live	60%
Having enough money to support myself	52%
Avoiding certain people	47%
Not using drugs	46%
Fear of returning to prison	42%
Getting support from my family	40%
Seeing my children	36%
Not drinking too much alcohol	34%
Getting support from my friends	27%
Having treatment and support for my drug or alcohol problems	27%
Having access to healthcare	14%
Something else – specify	7%
None of these	5%

### **Criminal Backgrounds**

Prisoners in the sample generally had long and varied criminal backgrounds, with only a small minority never being convicted of a crime previously. Just over half went on to be reconvicted again in the year after release from prison.

Details on criminal background come both from self-report in the SPCR survey, and also from the Police National Computer (PNC). The SPCR Sample 1 (consisting of 1,435 offenders) is largely representative of prison receptions of those sentenced to between one month and four years in 2005/06. Only 1,331 of these prisoners make up the matched PNC sample. Therefore, although the criminal history patterns are similar to those of a representative sample of all types of offenders in this sentence length band, they may differ due to the differences in sampling.

The majority of offenders in the sample (94 per cent)<sup>93</sup> were convicted of an offence prior to their SPCR custodial sentence. The number of their previous convictions ranged from one to over one hundred.

Six per cent of the sample had never been convicted of a crime before<sup>94</sup> their current custodial offence. These offenders are more likely to have committed a serious crime and therefore have a longer prison sentence to serve and are largely prominent in some offences including violence, sexual offences and fraud and forgery.

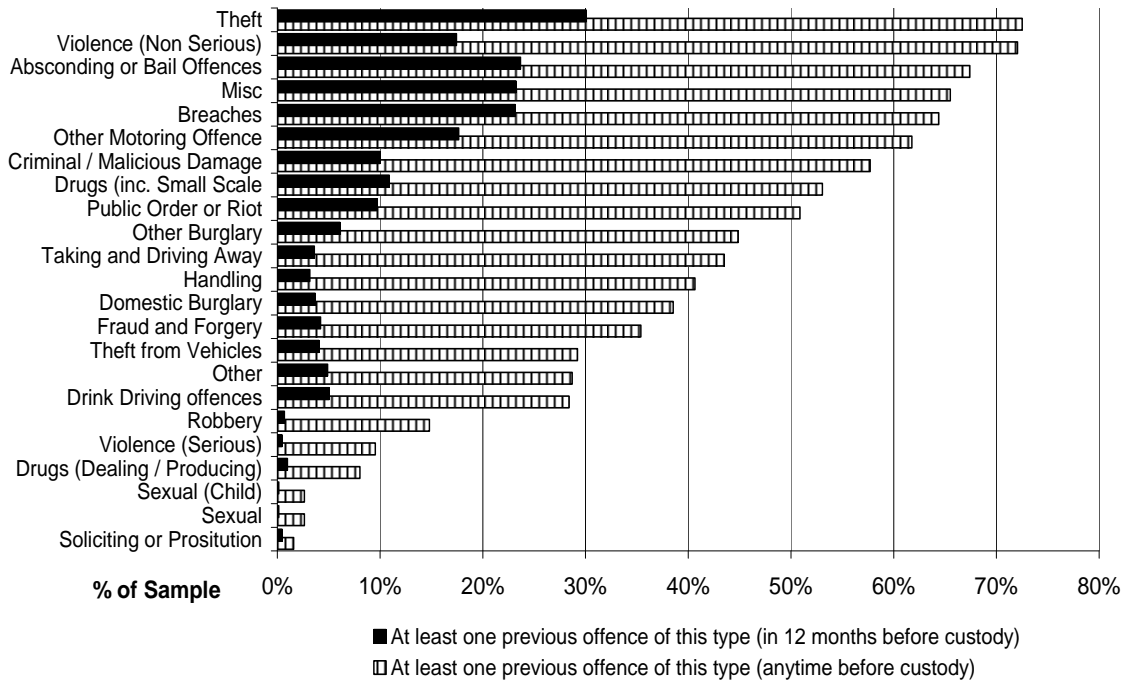
<sup>93</sup> Police National Computer matched sample of 1,331 offenders.

<sup>94</sup> Of these 80 people, 21 had received at least one caution before (but no conviction) and the remaining 59 (only 4 per cent of the sample) had never received a caution or conviction before.

Excluding their SPCR custodial sentence, 68 per cent were convicted or cautioned for another offence in the 12 months prior to custody. Following release from their SPCR sentence, 52 per cent went on to be reconvicted at least once within the subsequent year. Overall, 23 per cent returned to prison, 13 per cent got a community sentence and 8 per cent received a fine.

Less than a fifth (19 per cent) of the sample accounted for half of all the previous offences (50 per cent). Furthermore, 9 per cent of the sample accounted for nearly a third of the sample's offences<sup>95</sup>. This group of people had an average of 140 offences each before their current custodial offence. These offenders were generally older and tended to have committed less severe crimes. Half of the sample had been convicted or cautioned for at least 30 offences prior to their current custodial sentence.

**Figure 1: Previous convicted offence types - in the last twelve months and ever**



The most common previous offence was theft with 73 per cent of the sample entering prison with at least one previous theft conviction (see Figure 1). Thirty per cent had a conviction for theft in the year before custody.

The reconviction rate for men and women was similar (52 per cent and 54 per cent respectively), as it was for young adults and older prisoners (51 per cent and 52 per cent). Black and minority ethnic (BME) prisoners had a lower reconviction rate (42 per cent) compared with white prisoners (54 per cent).

When asked how likely it was that they will return to prison at some point, 70 per cent of offenders did not think it was likely. Of these 41 per cent were

<sup>95</sup> They accounted for 29 per cent of the sample's offences and 24 per cent of convictions and cautions.

reconvicted within the year after release. In contrast, of those who thought it was likely that they would return to prison (25 per cent), 80 per cent were reconvicted within the year after release.

## Appendix A Glossary of terms

### **Cohort definition used in the Reoffending of adults in England and Wales publication**

The adult reoffending cohort consists of adults discharged from custody or commencing a court order under probation supervision in the first quarter of each year. This cohort's criminal history is collated and criminal behaviour is tracked over the following one year. Any offence committed in this one-year period which is proven by a court conviction (either in the one-year period, or in a further six months waiting period) counts as a reconviction.

The latest available publication is the [Reoffending of adults: results from the 2008 cohort](#); Ministry of Justice, March 2010.

### **Cohort definition used in the Reoffending of juveniles in England and Wales publication**

The juvenile reoffending cohort is formed of all offenders discharged from custody, otherwise sanctioned at court, or receiving a reprimand or warning in January to March of each year. This cohort's criminal history is collated and criminal behaviour is tracked over the following one year. Any offence committed in this one-year period which is proven by a court conviction or out-of-court disposal (either in the one-year period, or in a further six months waiting period) counts as proven reoffending.

The latest available publication is the [Reoffending of juveniles: results from the 2008 cohort](#); Ministry of Justice, March 2010.

### **Community order**

For offences committed on or after 4 April 2005, the new community order introduced under the CJA 2003 replaced all existing community sentences for those aged 18 years and over. This term refers to all court orders except suspended sentence orders and deferred sentences which may have a custodial component to the sentence. The court must add at least one (but could potentially comprise of all 12) requirements depending on the offences and the offender. The requirements are:

- unpaid work (formerly community service/community punishment) – a requirement to complete between 40 and 300 hours' unpaid work;
- activity – for example, to attend basic skills classes;
- programme – there are several designed to reduce the prospects of reoffending;
- prohibited activity – a requirement not do so something that is likely to lead to further offender or nuisance;
- curfew – which is electronically monitored;

- exclusion – this is not used frequently as there is no reliable electronic monitoring yet available;
- residence – requirement to reside only where approved by probation officer;
- mental health treatment (requires offender's consent);
- drug rehabilitation (requires offender's consent);
- alcohol treatment (requires offender's consent);
- supervision – meetings with probation officer to address needs/offending behaviour; and,
- attendance centre – three hours of activity, between a minimum of 12 hours and a maximum of 36 in total.

Typically, the more serious the offence and the more extensive the offender's needs, the more requirements there will be. Most orders will comprise one or two requirements but there are packages of several requirements available where required. The court tailors the order as appropriate and is guided by the Probation Service through a pre-sentence report.

### **Court orders**

Court orders include community sentences, community orders and suspended sentence orders supervised by the Probation Service. They do not include any pre or post release supervision.

### **Criminal Justice Act 2003 (CJA03)**

For offences committed on or after 4 April 2005, the new community order replaced all existing community sentences for adults. The Act also introduced a new suspended sentence order for offences which pass the custody threshold. It also changed the release arrangements for prisoners. See Appendix A of Offender Management Caseload Statistics<sup>96</sup> for more information.

### **Custody**

The offender is awarded a sentence to be served in prison or YOI (Youth Offenders Institute). If the offender was given a sentence of 12 months or over, or was aged under 22 on release, the offender is supervised by the Probation Service on release. It is important to note that the sentence length awarded will be longer than the time served. For more information please refer to Appendix A of the Offender Management Caseload Statistics 2008<sup>96</sup>.

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<sup>96</sup> Latest publication: [Offender Management Caseload Statistics](#); Ministry of Justice, March 2010.

## **Fine**

A financial penalty imposed following conviction.

## **Indictable and summary offences**

Summary offences are triable only by a magistrates' court. This group includes motoring offences, common assault and criminal damage up to £5,000. More serious offences are classed either as **triable either way** (these can be tried either at the Crown Court or at a magistrates' court and include criminal damage where the value is £5,000 or greater, theft and burglary) or **indictable** (the most serious offences that must be tried at the Crown Court. These 'indictable-only' offences include murder, manslaughter, rape and robbery).

## **Measuring the Quality of Prison Life (MQPL) Survey**

MQPL is a measure of prisoners' perceptions of life in their establishments, consisting of a written questionnaire administered to randomly selected groups of prisoners and supplemented by discussion groups.

## **Offence Group**

A split of offences into twelve separate groups. A more detailed split of the ten indictable offence groups (violence against the person, sexual offences, burglary, robbery, theft and handling and stolen goods, fraud and forgery, criminal damage, drug offences, other indictable offences (excluding motoring), indictable motoring) and the two summary offence groups (summary non-motoring and summary motoring offence types).

## **Offenders Index**

The Offenders Index was a database of criminal histories compiled by the Home Office by linking together individual court records and used to provide statistics on reconvictions. In 2004, an extract of the Police National Computer replaced the Offenders Index as the primary data source for reoffending statistics as it covered a wider range of offences, and included offences dealt with by cautions/reprimands and final warnings which were not covered by the Offenders Index.

The Offenders Index user guide can be accessed from [rds.homeoffice.gov.uk/rds/pdfs/oiusers.pdf](https://rds.homeoffice.gov.uk/rds/pdfs/oiusers.pdf).

## **Police National Computer**

The Police National Computer (PNC) is the police's administrative IT system used by all police forces in England and Wales and managed by the National Policing Improvement Agency. As with any large scale recording system the PNC is subject to possible errors with data entry and processing. The Ministry of Justice maintains a database based on weekly extracts of selected data from the PNC in order to compile statistics and conduct research on reoffending and criminal histories. The PNC largely covers recordable offences – these are all indictable and triable-either-way offences plus many of the more serious summary offences. All figures derived from the Ministry of Justice's PNC



database, and in particular those for the most recent months, are likely to be revised as more information is recorded by the police.

### Pre CJA03 Court Orders - Community sentences

- **Community punishment order (CPO):** the offender is required to undertake unpaid community work.
- **Community rehabilitation order (CRO):** a community sentence which may have additional requirements such as residence, probation centre attendance or treatment for drug, alcohol or mental health problems.
- **Community punishment and rehabilitation order (CPRO):** a community sentence consisting of probation supervision alongside community punishment, with additional conditions like those of a community rehabilitation order.
- **Drug treatment and testing order (DTTO):** a community sentence targeted at offenders with drug misuse problems.

### Prison categories

- **Category B and Category C** prisons hold sentenced prisoners of their respective categories, including life sentenced prisoners. The regime focuses on programmes that address offending behaviour and provide education, vocational training and purposeful work for prisoners who will normally spend several years in one prison.
- **High Security Prisons hold Category A and B prisoners.** Category A prisoners are managed by a process of dispersal, and these prisons also hold a proportion of Category B prisoners for whom they provide a similar regime to a Category B prison. The Category B prisoners held in a High Security Prison are not necessarily any more dangerous or difficult to manage than those in category B prisons.
- **Female prisons.** As the name implies, they hold women prisoners. Because of the smaller numbers, they are not divided into the same number of categories although there are variations in security levels.
- **Local prisons** serve the courts in the area. Historically their main function was to hold unconvicted and unsentenced prisoners and, once a prisoner had been sentenced, to allocate them on to a Category B, C or D prison as appropriate to serve their sentence. However, pressure on places means that many shorter term prisoners serve their entire sentence in a local prison, while longer term prisoners also complete some offending behaviour and training programmes there before moving on to lower security conditions. All local prisons operate to category B security standards.
- **Open prisons** have much lower levels of physical security and only hold Category D prisoners. Many prisoners in open prisons will be allowed to

go out of the prison on a daily basis to take part in voluntary or paid work in the community in preparation for their approaching release.

### **Prisoner Categories**

These categories are based on a combination of the type of crime committed, the length of sentence, the likelihood of escape, and the danger to the public if they did escape. The four categories are:

- **Category A** prisoners are those whose escape would be highly dangerous to the public or national security
- **Category B** prisoners are those who do not require maximum security, but for whom escape needs to be made very difficult
- **Category C** prisoners are those who cannot be trusted in open conditions but who are unlikely to try to escape
- **Category D** prisoners are those who can be reasonably trusted not to try to escape, and are given the privilege of an open prison.

### **National Probation Service**

The National Probation Service generally deals with those aged 18 years and over. (Those under 18 are mostly dealt with by Youth Offending Teams, answering to the Youth Justice Board.) They are responsible for supervising offenders who are given community sentences and suspended sentence orders by the courts, as well as offenders given custodial sentences, both pre and post their release.

### **Pseudo reconvictions**

This occurs when measuring reconvictions, when an offender has a conviction date after the index date, but where the offence this conviction relates to omitted prior to the follow up period. This would imply that we are counting a reconviction, when the offender may have committed no new offences since the index date.

### **Recordable offences**

Recordable offences are those that the police are required to record on the Police National Computer. They include all offences for which a custodial sentence can be given plus a range of other offences defined as recordable in legislation. They exclude a range of less serious summary offences, for example television licence evasion, driving without insurance, speeding and vehicle tax offences.

### **Short sentences – under twelve months**

Those sentenced to **under twelve months** (made under the Criminal Justice Act 1991) spend the first half of their sentence in prison and are then released and considered '**at risk**' for the remaining period. This means they are under no positive obligations and do not report to the probation service but, if they

commit a further imprisonable offence during the at risk period, they can be made to serve the remainder of the sentence in addition to the punishment for the new offence. The exception to this is those aged 18 to 20 who have a minimum of three months' supervision on release.

### **Sentences of 12 months or over**

The Criminal Justice Act 2003 created a distinction between **standard determinate sentences** and **public protection sentences**. Offenders sentenced to a standard determinate sentence serve the first half in prison and the second half in the community on licence.

### **Suspended Sentence Order (SSO)**

The Criminal Justice Act 2003 introduced a new suspended sentence order which is made up of the same requirements as a community order and, in the absence of breach is served wholly in the community supervised by the Probation Service. It consists of an 'operational period' (the time for which the custodial sentence is suspended) and a 'supervision period' (the time during which any requirements take effect). Both may be between six months and two years and the 'supervision period' cannot be longer than the 'operational period', although it may be shorter. Failure to comply with the requirements of the order or commission of another offence will almost certainly result in a custodial sentence.

## Appendix B List of most serious (severe) offences

### Violence against the person

1. Murder:
  1. Of persons aged 1 year or over.
  2. Of infants under 1 year of age.
2. Attempted murder.
4. Manslaughter, etc:
  1. Manslaughter.
  2. Infanticide.
  3. Child destruction.
5. Wounding or other act endangering life:
  1. Wounding, etc. with intent to do grievous bodily harm, etc. or to resist apprehension.
  2. Shooting at naval or revenue vessels.
  4. Attempting to choke, suffocate, etc. with intent to commit an indictable offence (garrotting).
  5. Using chloroform, etc. to commit or assist in committing an indictable offence.
  6. Burning, maiming, etc. by explosion.
  7. Causing explosions or casting corrosive fluids with intent to do grievous bodily harm.
  8. Impeding the saving of life from shipwreck.
  9. Placing, etc. explosives in or near ships or buildings with intent to do bodily harm, etc.
  10. Endangering life or causing harm by administering poison.
  11. Causing danger by causing anything to be on road, interfering with a vehicle or traffic equipment.
  13. Possession, etc. of explosives with intent to endanger life.
  14. Possession of firearms, etc. with intent to endanger life or injure property, etc. (Group I).
  15. Possession of firearms, etc. with intent to endanger life or injure property, etc. (Group II).
  16. Possession of firearms, etc. with intent to endanger life or injure property, etc. (Group III).
  17. Using, etc. firearms or imitation firearms with intent to resist arrest, etc. (Group I).
  18. Using, etc. firearms or imitation firearms with intent to resist arrest, etc. (Group II).
  19. Using, etc. firearms or imitation firearms with intent to resist arrest, etc. (Group III).  
 [Group I - Firearms, etc. other than as described in Group II or III.  
 Group II - Shotguns as defined in s.1 (3)(a) of the Firearms Act 1968.  
 Group III - Air weapons as defined in s.1 (3)(b) of the Firearms Act 1968]
  20. Use etc. of chemical weapons.
  21. Use of premises or equipment for producing chemical weapons.
  22. Use, threat to use, production or possession of a nuclear weapon.
  23. Weapons related acts overseas.
  24. Use of noxious substances or things to cause harm or intimidate.
  25. Performing an aviation function or ancillary function when ability to carry out function is impaired because of drink or drugs.
  26. Endangering safety at sea/aerodromes.
  27. Torture.
8. Other wounding, etc:
  1. Wounding or inflicting grievous bodily harm (inflicting bodily injury with or without weapon).
  33. Racially aggravated wounding or inflicting grievous bodily harm (inflicting bodily injury with or without weapon).
  40. Religiously aggravated malicious wounding or GBH.
  46. Racially or religiously aggravated malicious wounding or grievous bodily harm.

## Sexual offences

17. Sexual assault on a male (previously indecent assault on a male):
  11. Indecent assault on male person under 16 years.
  12. Indecent assault on male person 16 years or over.
  13. Assault on a male by penetration.
  14. Assault of a male child under 13 by penetration.
  15. Sexual assault on a male.
  16. Sexual assault of a male child under 13.
  
19. Rape:
  2. Man having unlawful sexual intercourse with a woman who is a defective.
  3. Male member of staff of hospital or mental nursing home having unlawful sexual intercourse with female patient.
  4. Man having unlawful sexual intercourse with mentally disordered female patient who is subject to his care.
  7. Rape of a female aged under 16.
  8. Rape of a female aged 16 or over.
  9. Rape of a male aged under 16.
  10. Rape of a male aged 16 or over.
  11. Attempted rape of a female aged under 16.
  12. Attempted rape of a female aged 16 or over.
  13. Attempted rape of a male aged under 16.
  14. Attempted rape of a male aged 16 or over.
  16. Rape of female child under 13 by a male.
  17. Rape of a male child under 13 by a male.
  18. Attempted rape of a female child under 13 by a male
  19. Attempted rape of a male child under 13 by a male
  
20. Sexual assault on female (previously indecent assault on a female):
  1. On females under 16 years of age.
  2. On females aged 16 years and over.
  3. Assault on a female by penetration.
  4. Assault on a female child under 13 by penetration.
  5. Sexual assault on a female.
  6. Sexual assault on a female child under 13.
  
21. Sexual activity (male and female) (including with a child under 13) (previously unlawful intercourse with a girl under 13):
  2. Causing or inciting a female child under 13 to engage in sexual activity - penetration.
  3. Causing or inciting a female child under 13 to engage in sexual activity - no penetration.
  4. Causing or inciting a male child under 13 to engage in sexual activity - penetration
  5. Causing or inciting a male child under 13 to engage in sexual activity - no penetration.
  6. Sexual activity with a female child under 13 - offender aged 18 or over - penetration.
  7. Sexual activity with a male child under 13 - offender aged 18 or over - penetration.
  8. Causing or inciting a female child under 13 to engage in sexual activity - offender aged 18 or over - penetration
  9. Causing or inciting a male child under 13 to engage in sexual activity - offender aged 18 or over - penetration.
  10. Engaging in sexual activity in the presence of a child under 13 (offender aged 18 or over).
  11. Causing a child under 13 to watch a sexual act (offender aged 18 or over).
  12. Sexual activity with a female child under 13 - offender aged under 18.
  13. Sexual activity with a male child under 13 - offender aged under 18.
  14. Causing or inciting a female child under 13 to engage in sexual activity - offender under 18.

15. Causing or inciting a male child under 13 to engage in sexual activity - offender under 18.
  16. Engaging in sexual activity in the presence of a child under 13 - offender under 18.
  17. Causing a child under 13 to watch a sexual act - offender under 18.
  18. Sexual activity with a female under 13 - offender aged 18 or over - no penetration.
  19. Sexual activity with a male child under 13 - offender aged 18 or over - no penetration.
  20. Causing or inciting a female child under 13 to engage in sexual activity - offender aged 18 or over - no penetration.
  21. Causing or inciting a male child under 13 to engage in sexual activity - offender aged 18 or over - no penetration.
  22. Sexual activity with a female child under 13 - offender aged under 18 - no penetration.
  23. Sexual activity with a male child under 13 - offender aged under 18 - no penetration.
  24. Causing or inciting a female child under 13 to engage in sexual activity - offender aged under 18 - no penetration.
  25. Causing or inciting a male child under 13 to engage in sexual activity - offender aged under 18 - no penetration.
22. Sexual activity (male and female) (including with a child under 16) (previously unlawful sexual intercourse with a girl under 16):
0. Unlawful sexual intercourse with girl under 16 (offences committed prior to 1 May 2004).
  2. Causing a female person to engage in sexual activity without consent - penetration
  3. Causing a male person to engage in sexual activity without consent - penetration
  4. Causing a female person to engage in sexual activity without consent - no penetration.
  5. Causing a male person to engage in sexual activity without consent - no penetration.
  6. Sexual activity with a female child under 16 (offender aged 18 or over) - penetration
  7. Sexual activity with a male child under 16 (offender aged 18 or over) - penetration
  8. Causing or inciting a female child under 16 to engage in sexual activity (offender aged 18 or over) - penetration
  9. Causing or inciting a male child under 16 to engage in sexual activity (offender aged 18 or over) - penetration
  10. Engaging in sexual activity in the presence of a child under 16 (offender aged 18 or over).
  11. Causing a child under 16 to watch a sexual act (offender aged 18 or over).
  18. Sexual activity with a female child under 16 - offender aged 18 or over - no penetration.
  19. Sexual activity with a male child under 16 - offender aged 18 or over - no penetration.
  20. Causing or inciting a female child under 16 to engage in sexual activity (offender aged 18 or over) - no penetration.
  21. Causing or inciting a male child under 16 to engage in sexual activity (offender aged 18 or over) - no penetration.
70. Sexual activity etc. with a person with a mental disorder:
1. Sexual activity with a male person with a mental disorder impeding choice – penetration.
  2. Sexual activity with a female person with a mental disorder impeding choice – penetration.
  3. Sexual activity with a male person with a mental disorder impeding choice - no penetration.
  4. Sexual activity with a female person with a mental disorder impeding choice - no penetration.
  5. Causing or inciting a male person with a mental disorder impeding choice to engage in sexual activity – penetration.
  6. Causing or inciting a female person with a mental disorder impeding choice to engage in sexual activity – penetration.
  7. Causing or inciting a male person with a mental disorder impeding choice to engage in sexual activity – penetration.

8. Causing or inciting a female person with a mental disorder impeding choice to engage in sexual activity - no penetration.
  9. Engaging in sexual activity in the presence of a person with a mental disorder impeding choice.
  10. Causing a person with a mental disorder impeding choice to watch a sexual act.
  11. Inducement, threat or deception to procure sexual activity with a person with a mental disorder – penetration.
  12. Inducement, threat or deception to procure sexual activity with a person with a mental disorder - no penetration.
  13. Causing a person with a mental disorder to engage in sexual activity by inducement, threat or deception - penetration.
  14. Causing a person with a mental disorder to engage in sexual activity by inducement, threat or deception - no penetration.
  15. Engaging in sexual activity in the presence, procured by inducement, threat or deception, of a person with a mental disorder.
  16. Causing a person with a mental disorder to watch a sexual act by inducement, threat or deception.
  17. Care workers: Sexual activity with a male person with a mental disorder - penetration.
  18. Care workers: Sexual activity with a female person with a mental disorder - penetration.
  19. Care workers: Sexual activity with a male person with a mental disorder - no penetration.
  20. Care workers: Sexual activity with a female person with a mental disorder - no penetration.
  21. Care workers: Causing or inciting sexual activity (person with a mental disorder) - penetration.
  22. Care workers: Causing or inciting sexual activity (person with a mental disorder) - no penetration.
  23. Care workers: Sexual activity in the presence of a person with a mental disorder.
  24. Care workers: Causing a person with a mental disorder impeding choice to watch a sexual act.
71. Abuse of children through prostitution and pornography (previously child prostitution and pornography):
1. Arranging or facilitating the commission of a child sex offence.
  2. Paying for sex with a female child under 13 - penetration
  3. Paying for sex with a male child under 13 - penetration
  4. Paying for sex with a female child under 16 - no penetration
  5. Paying for sex with a male child under 16 - no penetration
  6. Paying for sex with a female child aged 16 or 17.
  7. Paying for sex with a male child aged 16 or 17.
  8. Causing or inciting child prostitution or pornography - child aged 13-17.
  9. Controlling a child prostitute or a child involved in pornography - child aged 13-17.
  10. Arranging or facilitating child prostitution or pornography - child aged 13-17.
  11. Causing or inciting child prostitution or pornography - child under 13.
  12. Controlling a child prostitute or child involved in pornography - child under 13.
  13. Arranging or facilitating child prostitution or pornography - child under 13.
  14. Paying for sex with a female child aged under 16 - penetration
  15. Paying for sex with a male child aged under 16 - penetration
72. Trafficking for sexual exploitation:
1. Arranging or facilitating arrival of a person into the UK for sexual exploitation (trafficking).
  2. Arranging or facilitating travel of a person within the UK for sexual exploitation (trafficking).
  3. Arranging or facilitating departure of a person from the UK for sexual exploitation (trafficking).

## **Taking and driving away and related offences**

37. Aggravated vehicle taking:

1. Where, owing to the driving of the vehicle, an accident occurs causing the death of any person.

### **Other motoring offences**

4. Manslaughter, etc:
  4. Causing death by dangerous driving.
  8. (Offences) Causing death by careless or inconsiderate driving (Offences due to commence in Autumn 2007).

### **Drink driving offences**

4. Manslaughter, etc:
  6. Causing death by careless driving when under the influence of drink or drugs.



## Appendix C Other reoffending statistics and research

In addition to the official and National Statistics published by the Ministry of Justice, there is a range of statistics and research on reoffending carried out by the Ministry and/or other external UK based organisations. Below is a list of some relevant research along with a brief description and summary of the main findings.

### Surveys

- [Offending, Crime and Justice Survey 2003 – 2006](#). The Offending, Crime and Justice Survey is a nationally representative, longitudinal, self-report survey which asks young people in England and Wales about their attitudes towards, and experiences of offending. Its aim was to cover the extent of offending, anti-social behaviour and drug use among the household population, particularly those aged between 10 and 25. The survey completed four annual sweeps from 2003 to 2006 and key publications can be accessed from [rds.homeoffice.gov.uk/rds/offending\\_survey.html](http://rds.homeoffice.gov.uk/rds/offending_survey.html).
- [Criminal careers up to age 50 and life success up to age 48: new findings from the Cambridge Study in Delinquent Development](#) (2006). The Cambridge Study in Delinquent Development is a longitudinal survey, which began in 1961, of 411 South London males from the age of 8 up to age 50. The main aim of the study was to advance knowledge about conviction careers and life success. Forty-one per cent of the males were convicted by age 50, with an average nine-year conviction career. The most important childhood risk factors for later reoffending were measures of family criminality, daring, low school attainment, poverty and poor parenting.
- [Factors linked to reoffending: a one-year follow-up of prisoners who took part in the Resettlement Surveys 2001, 2003 and 2004](#) (2008). The Resettlement Surveys Reoffending Analysis study looks at reoffending following release from prison with the aim to better understand links between resettlement factors and reoffending. The results of three surveys of prisoners in 2001, 2003 and 2004 shortly before their release from prison were combined and matched with criminal history and reoffending information from the Police National Computer. The results of this study confirm many of the links between offender characteristics, history and circumstances, and reoffending known from previous research and highlights which factors may play the most important role in decreasing the likelihood of reoffending within one year after release from prison.

### Evaluation of interventions

- [Initial evaluation of reconviction rates in Community Justice Initiatives](#) (2009). Community Justice is a method of addressing the problems of

offending in a local area by engaging with the local community, making the court more responsive to local people and working in partnership with criminal justice agencies, support groups and the local community. This project aimed to assess the initial impact of the Community Justice Initiatives in North Liverpool and Salford on the later measures of reoffending. Analysis showed that there was no significant (greater than 5 per cent) difference in reoffending within the first year for those who had passed through a community justice court and matched offenders from a comparison area who had not.

- [Does restorative justice affect reconviction? The fourth report from the evaluation of three schemes](#) (2008). A number of restorative justice schemes were piloted between 2001 and 2004. This fourth report focuses on whether restorative justice 'works', in the sense of reducing the likelihood of reoffending and for whom it 'works' in this way. It also covers whether the schemes were value for money, measured as whether the cost of running the scheme was balanced or outweighed by the benefit of less reoffending. The main findings of the report were that: summed over all restorative justice schemes, those offenders who participated in restorative justice committed statistically significantly fewer offences (in terms of reconvictions) in the subsequent two years than offenders in the control group. Looking only at the likelihood of reconviction over the next two years, though the overall result tended towards the positive direction (i.e. that restorative justice reduced reoffending), this result was not statistically significant (therefore, it could have been caused by chance). When considering the restorative justice schemes summed together in terms of severity of reconviction there were no significant differences between the restorative justice and the control groups. Some of the restorative schemes evaluated were also found to have produced value for money.
- [Reducing re-offending through social enterprise](#) (2009). The report aimed to provide evidence of what and where social enterprise activity is taking place within prisons and probation services in England. The report concludes that there is a lack of evidence of evaluation or social impact measurement taking place, and so it is unable to make an assessment to what extent social enterprises are helping to achieve its goals.
- [Interventions aimed at reducing reoffending in female offenders: a rapid evidence assessment](#) (2008). This review assesses three meta-analyses and 16 primary studies for evidence on the effect of interventions for female offenders on reducing reconviction. The review identifies gaps in the existing evidence base highlights shortcomings in existing research which should inform the planning of future research - such as addressing issues like victimisation, self-esteem and the effectiveness of community-based as opposed to prison-based services.
- [An evaluation of basic skills training for prisoners](#) (2005). This report describes the main findings from a study of 464 prisoners starting basic skills training between December 2001 and July 2002. The main aim of the study was to assess changes in prisoners' literacy and numeracy levels after training. It also examined the relationship between basic

skills education and post-release offending and employment outcomes. The main finding of the report was that under half of the follow-up sample reoffended after release.

- [Searching for 'What Works': an evaluation of cognitive skills programmes](#) (2003). Cognitive skills programmes are a specific type of cognitive behavioural intervention seeking to address the lack of appropriate cognitive skills among offenders to achieve their goals in a pro-social way by teaching new ways of thinking. The cognitive skills programme was assessed comparing two-year reconviction rates for a sample of adult male prisoners who had participated in a programme during the evaluation period of 1996 to 1998 and a matched group of offenders who had not participated in these programmes. The results showed no difference in the two-year reconviction rates between the two groups. This report explains a number of factors that may contribute to this result and suggests it should not be taken as evidence that these programmes are ineffective.
- [Understanding What Works: accredited cognitive skills programmes for adult men and young offenders](#) (2003). This paper assesses the effectiveness of prison-based cognitive skills programmes – Enhanced Thinking Skills and Reasoning and Rehabilitation – for two separate samples: adult men and young offenders. One- and two-year reconviction rates for participants were compared with those who had not participated in the programmes. It was found that the one-year reconviction rates for both adult men and young offenders who completed the programme were significantly lower than for the comparison group. However, the two-year rates showed no significant difference. This report also discusses factors which might explain these findings.
- [The impact of Drug Treatment and Testing Orders on Offending: two year reconviction results](#) (2003). Drug Treatment and Testing Orders (DTTOs) were designed as a response to the growing evidence of links between problem drug use and persistent acquisitive reoffending. This report summarises the impact of DTTOs on reconviction rates two years after the start of the order. Those who completed their orders had lower reconviction rates than those whose orders were revoked. However, it is not possible to attribute this difference entirely to the programme. The report also points out the challenges facing DTTOs and future improvement.
- [An evaluation of cognitive behavioural treatment for prisoners](#) (2002). The study assessed the effectiveness of a prison-based cognitive behavioural treatment programme in England and Wales on reconviction rates. The evaluation also examined the respective influence of treatment with other relevant variables such as sentence length and the risk of offending score. The main finding of this report was that reconviction fell considerably after the cognitive skills treatment - two-year reconviction rates for treatment groups were up to 14 percentage points lower than matched comparison groups.

- [National Treatment Outcome Research after five years: changes in substance use, health and criminal behaviour during the five years after intake](#) (2001). The National Treatment Outcome Research Study was established in 1995 to gather information in the UK of a large sample of drug misusers who had been treated over five years within the existing national system of treatment services. The study suggested that rates of abstinence from illicit drug use were increased, frequency of drug use was reduced, crime was reduced, and health was improved. In particular, the outcome on crime rates show reduction in rates of acquisitive crime and drug selling offences after the treatment.

### Reviews of relevant evidence

- [A rapid evidence assessment of the evidence on the effectiveness of interventions with persistent/prolific offenders in reducing re-offending](#) (2009). This research assesses the effectiveness of interventions in reducing offending behaviour for prolific offenders. A rapid evidence assessment was conducted to assess the state of the knowledge-base on the effectiveness of interventions. The overall results of this research suggest that some interventions for persistent and prolific offenders do reduce offending behaviour. More specifically, positive effects in reducing offending behaviour were shown with in-prison therapeutic communities and drug treatment programmes in the community.
- [Interventions aimed at reducing reoffending in female offenders: a rapid evidence assessment](#) (2008). This review assesses three meta-analyses and 16 primary studies for evidence on the effect of interventions for female offenders to reduce reconvictions and identify the gaps in the existing evidence base. A summary of effective interventions and methodological weaknesses are provided in the review. This review found that the existing findings in the evidence highlight some targets for intervention, but there are gaps in the evidence regarding issues like victimisation, self-esteem, and effectiveness of community-based versus prison based services.
- [A rapid evidence assessment of the impact of mentoring on re-offending: a summary](#) (2007). This review analyses 18 studies on mentoring to assess how successful mentoring is in reducing offending for individuals who were either 'at risk' of offending or had been apprehended by the police. Seven studies showed that mentoring had a statistically significant positive impact on reoffending. However, mentoring was only successful in reducing reoffending when it was one of a number of interventions given suggesting that mentoring on its own may not reduce reoffending.
- [Reducing Re-offending: Key Practice Skills](#) (2005). This literature review was commissioned by the Scottish Executive's Social Work Services Inspectorate which examines which disciplines might best encompass the requisite skills for reducing reoffending in the community. This study looked at the research evidence on effective work with offenders to reduce reoffending and then examines the skills required to promote this outcome. The main conclusion was that there are significant variations

between offenders' needs that necessitate the thoughtful tailoring of individual interventions if the effectiveness of practice is to be maximised. Also, the review claims that efficient practice and relationship skills in particular are at least as critical in reducing reoffending as programme content.

- [The impact of corrections on reoffending: a review of 'what works'](#) (2005). This report reviews the evidence available to assess the impact of corrections on adult offenders in reducing reoffending. Firstly, the report assesses the standards of research design, identifying the limitations and benefits of reconviction outcomes. It includes proposals for refining reconviction measures and incorporating non-reconviction benefits into an integrated model. Secondly, the report identifies factors associated with offending, including problems with education, employment, accommodation, drugs and alcohol, mental health and social networks. It identifies core principles for effective offender management to support the delivery and effectiveness of interventions to address these problems. Thirdly, the evidence on the effectiveness of offending behaviour programmes is reviewed. Fourthly, the evidence on alternative approaches to integrating offenders into the community is reviewed before discussing the evidence of what works in employment, education, accommodation, drug misuse and mental health to integrate offenders into the community.
- [Drug Use and Treatment: Seven Research Studies](#) (2003). This report is a collection of seven studies about prisoners' drug use and treatment in England and Wales. The seven studies presented here are primarily concerned with drug treatment in prisons, and with the prevalence of drug use before, during and after imprisonment. These studies provide further confirmation of the link between drug use and reoffending and a review on the effectiveness of treatment which concludes that good-quality treatment can be effective in reducing reoffending. The report also highlights the importance of aftercare and needs of different kinds of prisoners.
- [Reducing re-offending by ex-prisoners](#) (2002). The report was the result of a wide-ranging consultation by the Social Exclusion Unit which consisted of a written consultation and a series of seminars with practitioners, managers and a broad range of service users both inside and outside the criminal justice field education. The report identified nine key factors which influence reoffending as employment, drug and alcohol misuse, mental and physical health, attitudes and self-control, institutionalisation and life-skills, housing, financial support and debt; and family networks. These key factors can have a huge impact on the likelihood of a prisoner reoffending. The report also identified examples of good practice in reducing reoffending and recommended areas for the Government to focus policy and delivery.

### **Predicting reoffending**

- [Applying neural networks to the prediction of recidivism](#) (2010). This paper assesses different risk assessment tools by comparing the



predictive efficacy and performance of classification trees, neural networks and logistic regression models. The validity of these models was tested against different target populations (females, young adults, and prisoners with any personality disorder). The main finding of the paper is that the logistic regression model was consistently the most robust model. For the different target populations, the logistic regression and neural network models performed significantly better for female prisoners than males.

- [An examination of the predictive validity of the Risk Matrix 2000 in England and Wales](#) (2010). Risk Matrix 2000 predicts violent, sexual and combined violent/sexual recidivism by adult men convicted of sexual offences. The paper confirms that the sexual scale is moderately predictive, and the other two scales highly predictive, when used to predict reoffending among sexual offenders on the NOMS caseload. The higher risk groups offended more quickly and at a higher rate than the lower risk groups.
- [Comparing the validity of the RM2000 scales and OGRS3 for predicting recidivism by internet sexual offenders](#) (2010). This paper found similar predictive validity results among offenders convicted of an internet sexual offence. It also found that OGRS3 is a very good predictor of general reoffending among internet offenders. Sexual reoffending rates were very low overall among this group, and three-quarters of sexual reoffending was internet-related.
- [Predicting and understanding risk of reoffending: the Prisoner Cohort Study](#) (2007). The Prisoner Cohort Study examined the predictive accuracy of established risk assessment instruments for violent offenders; the prevalence of offenders potentially classifiable as Dangerous and Severely Personality Disordered (DSPD); their reconvictions after release; the element of risk attributable to DSPD; and the likely relationship between DSPD and indeterminate sentences. This study found that fifteen per cent of the prisoner cohort fulfilled criteria for DSPD and a comparison between DSPD and non-DSPD offenders in the cohort revealed statistically significant differences in age, ethnicity, socio-economic class, and marital status. Statistically significantly more DSPD offenders were reconvicted after release into the community and accounted for statistically significantly more major violent and acquisitive convictions.
- [Offender Assessment System and Offender Group Reconviction Scale: research summaries](#). The Offender Assessment System (OASys) is an IT-based risk and needs assessment tool. The Compendium of research and analysis on OASys present research and analysis conducted over a three-year period from 2006 to 2009. The Compendium can be accessed from [www.justice.gov.uk/publications/compendium-research-analysis-offender-mgt-system.htm](http://www.justice.gov.uk/publications/compendium-research-analysis-offender-mgt-system.htm). The Offender Group Reconviction Scale (OGRS) is a risk assessment measure used to predict the likelihood of reoffending for individual offenders over one-year as well as two-years (more information about OGRS can be found at

[www.justice.gov.uk/publications/docs/oasys-research-summary-07-09-ii.pdf](http://www.justice.gov.uk/publications/docs/oasys-research-summary-07-09-ii.pdf)).

## Explanatory notes

This publication has been produced by the Ministry of Justice and follows the National Statistics Code of Practice. They are produced free from any political interference.

## Symbols and conventions

Percentages have been rounded to one decimal place.

The following symbols have been used throughout the tables in this bulletin:

- Italics* = Treat data with caution
- \* = Data removed as it is unreliable for interpretation
- .
- .. = Data is not available
- = Nil

## Contact points for further information

The publication and spreadsheet files of the tables contained in this document are available for download at

<http://www.justice.gov.uk/publications/compendium-reoffending.htm>

Press enquiries should be directed to the Ministry of Justice press office newsdesk:

Tel: 020 3334 3536

Email: [press.office@justice.gsi.gov.uk](mailto:press.office@justice.gsi.gov.uk)

Other enquiries about these statistics should be directed to:

Justice Statistics Analytical Services

7<sup>th</sup> Floor, 102 Petty France, London SW1H 9AJ

Tel: 020 3334 3737

General enquiries about the statistical work of the Ministry of Justice can be e-mailed to: [statistics.enquiries@justice.gsi.gov.uk](mailto:statistics.enquiries@justice.gsi.gov.uk)

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