



HM Government

# Social Justice Outcomes Framework April 2013

April 2013

Copies of this document can be made available  
in alternative formats if required.  
Please email  
[dwp.socialjustice@dwp.gsi.gov.uk](mailto:dwp.socialjustice@dwp.gsi.gov.uk)

Department for Work and Pensions  
Caxton House  
Tothill Street  
London SW1H 9NA

Publication date: April 2013

© Crown copyright 2013

You may re-use this information (not including logos)  
free of charge in any format or medium, under the  
terms of the Open Government Licence.

To view this licence, visit [www.nationalarchives.gov.uk/doc/open-government-licence/](http://www.nationalarchives.gov.uk/doc/open-government-licence/)  
or write to the Information Policy Team,  
The National Archives, Kew, London TW9 4DU,  
or e-mail: [psi@nationalarchives.gsi.gov.uk](mailto:psi@nationalarchives.gsi.gov.uk).

Any enquiries regarding this document/publication  
should be sent to us at  
[dwp.socialjustice@dwp.gsi.gov.uk](mailto:dwp.socialjustice@dwp.gsi.gov.uk)

This publication is available for download at  
[www.gov.uk](http://www.gov.uk)

ISBN: 978-1-78153-474-8



# Contents

Introduction	3
Key indicator 1: Supporting families	6
Key indicator 2: Realising potential in the education system	11
Key indicator 3: Stopping young people from falling into a pattern of reoffending	15
Key indicator 4: Tackling entrenched worklessness	17
Key indicator 5: Helping those receiving treatment for drug or alcohol addiction turn their lives around	21
Key indicator 6: Improved outcomes for offenders	24
Key indicator 7 The social investment market	27



# Introduction

1. In October 2012, the Government published a draft *Social Justice Outcomes Framework*.<sup>1</sup> This represented an important step in developing and articulating the Government's Social Justice vision. It highlighted our priorities, how we plan to measure progress, and, together with *Social Justice: transforming lives*,<sup>2</sup> defines what we want to achieve.
2. This document, which accompanies the publication of *Social Justice: transforming lives - One year on*, presents a more detailed picture of the disadvantage the Social Justice strategy seeks to address. It also provides an update on our work to finalise the indicators that make up the Outcomes Framework. We would like to thank all those, inside and outside of government, who have provided us with their thoughts and expertise to develop the Framework.
3. It is important to reiterate that these indicators are not a set of targets. Rather, they have been designed to help the Government shape future policy by highlighting priorities and identifying where good progress is being made and where more work needs to be done.
4. The Framework is divided into five areas that represent the five themes in *Social Justice: transforming lives*. For each of these themes, we have either one or two indicators of progress. These indicators represent the Government's priority in each of these areas:

Social Justice themes	Indicator	Key findings
Supporting families	<p>1a. The percentage of all children who are not living with both of their birth parents, by age of the child.</p> <p>1b. The percentage of children in low income households not living with both birth parents compared to the percentage of children in middle to higher income households.</p>	<p>By the age of 16, nearly half (47 per cent) of all children do not live with both birth parents.</p> <p>Children growing up in low income households are twice as likely not to be living with both birth parents as children in middle to high income households.</p>

<sup>1</sup> HM Government, 2012, *Social Justice Outcomes Framework*, Department for Work and Pensions

<sup>2</sup> HM Government, 2012, *Social Justice: transforming lives*, Department for Work and Pensions

<p>Keeping young people on track</p>	<p>2. The extent to which children from disadvantaged households achieve the same educational outcomes as their more advantaged peers (in development).</p> <p>Interim indicator: Proportion of children achieving level 4 in both English and maths at the end of Key Stage 2, by free school meal eligibility AND Proportion of children achieving grades A*–C in English and maths at GCSE, by free school meal eligibility (available).</p>	<p>In 2011- 2012 the gap in attainment at age 11 was 16.8 per cent and 26.2 per cent at age 16.</p>
	<p>3. The percentage of offenders aged under 18 who go on to reoffend.</p>	<p>In 2011, 35.8 per cent of offenders aged under 18 years of age committed another offence within 12 months of conviction, caution or release from custody.</p>
<p>The importance of work</p>	<p>4. The proportion of benefit claimants who have received working-age benefits for at least 3 out of the past 4 years (focusing on those capable of work or work-related activity).</p>	<p>On 31st March 2012, there were 2.3 million claims for benefits that indicate a capacity for work or work-related activity. 1 million of those were from people who had been claiming one or more of the main working-age benefits for at least three out of the preceding four years.</p>

Supporting the most disadvantaged groups	<p>5. Of those who first presented for drug or alcohol treatment during the course of a three year period:</p> <p>a. The proportion who have exited successfully and not returned by the end of that period (available);</p> <p>b. The proportion who had achieved sustained employment by the date that period ended (in development);</p> <p>c. The proportion who had not been convicted with a criminal offence by the date that period ended (in development);</p> <p>d. The proportion who achieved all three of the above (in development)</p>	<p>39 per cent of all people who first started drug treatment in 2009-12 successfully completed treatment for their drug of dependency and had not returned by March 31st 2012.</p>
	<p>6. The proportion of adult offenders:</p> <ul style="list-style-type: none"> <li>- who do not reoffend within 12 months (available) <b>and</b></li> <li>- the proportion who are in work 12 months later (in development)</li> </ul>	<p>74.6 per cent of adult offenders do not commit a proven reoffence within 12 months.</p>
Delivering social justice	<p>7. The size of the social investment market.</p>	<p>A survey on the size of the social investment will be published shortly.</p> <p>In 2011, an estimated £165 million of social investments were made<sup>3</sup></p>

Note: See relevant sections in this document for further details on sources and definitions.

<sup>3</sup> Boston Consulting Group, 2012, The First Billion: A Forecast of Social Investment Demand, Big Society Capital.



# Key Indicator 1: Supporting families

## Rationale

5. It is crucial that children are brought up in a secure and stable family environment that is characterised by a good quality<sup>4</sup> and sustained parental relationship.<sup>5</sup>

## Indicator definition

### *Family Stability*

6. A stable family environment will be influenced by a number of complex factors. This can include: whether and how often parental relationships change; the quality of the relationships within the family, particularly the absence of intense conflict; and the ability of parents to provide a safe and nurturing environment for their children to develop. No single indicator can capture all of these elements and we are constrained in what we can measure by the data available.
7. However, given that family stability is crucial to a child's development, we intend to measure progress in this area through the following indicators:
  - 1a. The percentage of children not living with both of their birth parents, by age of child.
  - 1b. The percentage of children in low income households not living with both parents, compared to the percentage of children in middle to high income households.
8. It is important to emphasise that this choice of indicator should not be interpreted as saying lone parents and step families cannot provide high levels of love and support – all types of family structure have the potential to provide the stability that is vital for enabling good outcomes.
9. The indicator picks out the numbers of children who live with their "natural" parents. This is not an ideal measure because it cannot reliably capture those families where two parents have had parental responsibility for their child since birth, but either one or both is not genetically related to the child. We would prefer to use an indicator which recognises the increasing number of complex genetic relationships that may exist in long term stable families, but none is currently available. Over time we will work with research partners to develop a more sophisticated indicator that does not pose these problems.

---

<sup>4</sup> Kristin A. Moore, Ph.D., Andrea Kinghorn, and Tawana Bandy, B.S., 2011, *Parental Relationship Quality and Child Outcomes across subgroups*

<sup>5</sup> Martinez, J. and Forgatch, M., 2002, *Adjusting to Change: Linking Family Structure Transitions with Parenting and Boys' Adjustment*. *Journal of Family Psychology*. 16:2, 107-177.

10. Children in low income households are defined as the bottom 20% of children living in households with the lowest income, and children in the middle to high income group are the 80% of children living in households with an income above this; based on relative gross household income, before housing costs.
11. This is measured using a nationally representative sample of children and families, taken from the survey Understanding Society,<sup>6</sup> covering the UK.

### *The Quality of Parental Relationships*

12. The quality of the relationship between parents, and between parents and their children, is also important in providing children with a stable environment in which to grow up and thrive.
13. There are a number of factors that can distinguish a high quality relationship between a child's parents, making it difficult to construct a comprehensive indicator of how relationship quality within families is changing.
14. We believe that the Understanding Society survey is currently the best source of regular, nationally representative data on relationship quality. We use the question it contains on parents' self-reported levels of happiness with their relationship (all things considered) to estimate the proportion of children living with both birth parents, whose parents report an unhappy parental relationship.
15. As the survey contains a significant number of cases where no answer is given to the question on relationship happiness in the survey, we present our estimates in quite broad ranges to reflect this uncertainty.

### **Aim of family stability indicator**

16. To reduce the proportion of children affected by family breakdown.

### **Status**

17. Live. Latest data available from Understanding Society relates to 2010-11.

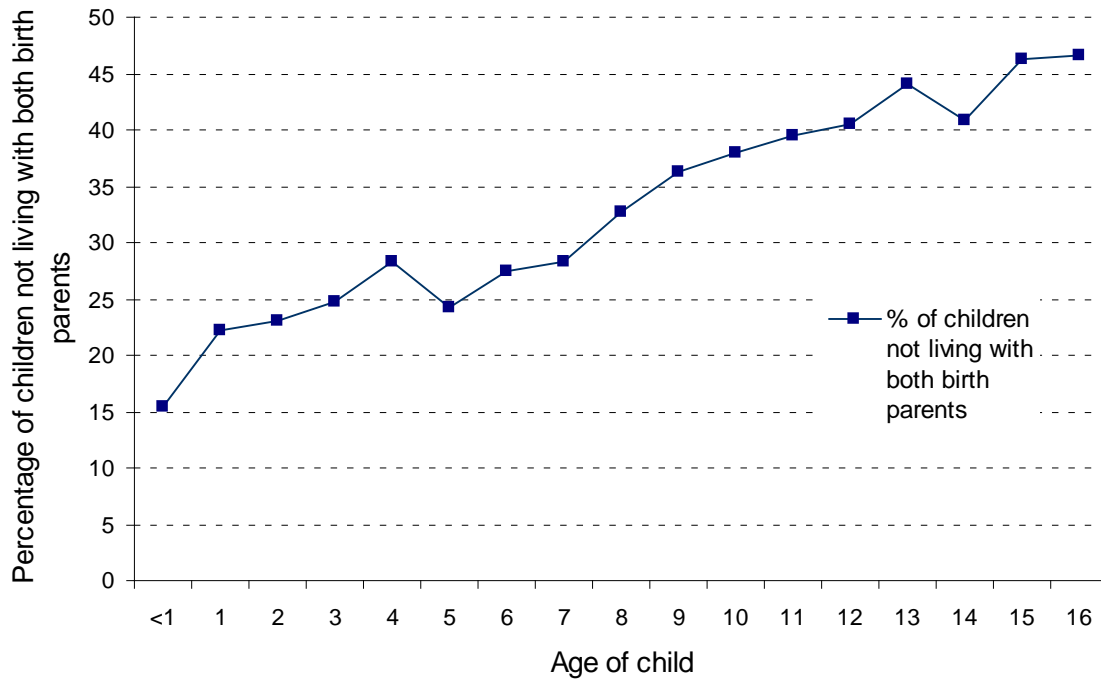
---

<sup>6</sup> <https://www.understandingsociety.ac.uk/>

## How are we performing?

### Family Stability

**Figure 1: The proportion of children not living with both birth parents by age group, UK**



Base: 14,587 children aged 0-16

Note: Percentage includes children born into or living in lone-parent families, step-families, adoptive families, foster families or those who are in the care of relatives.

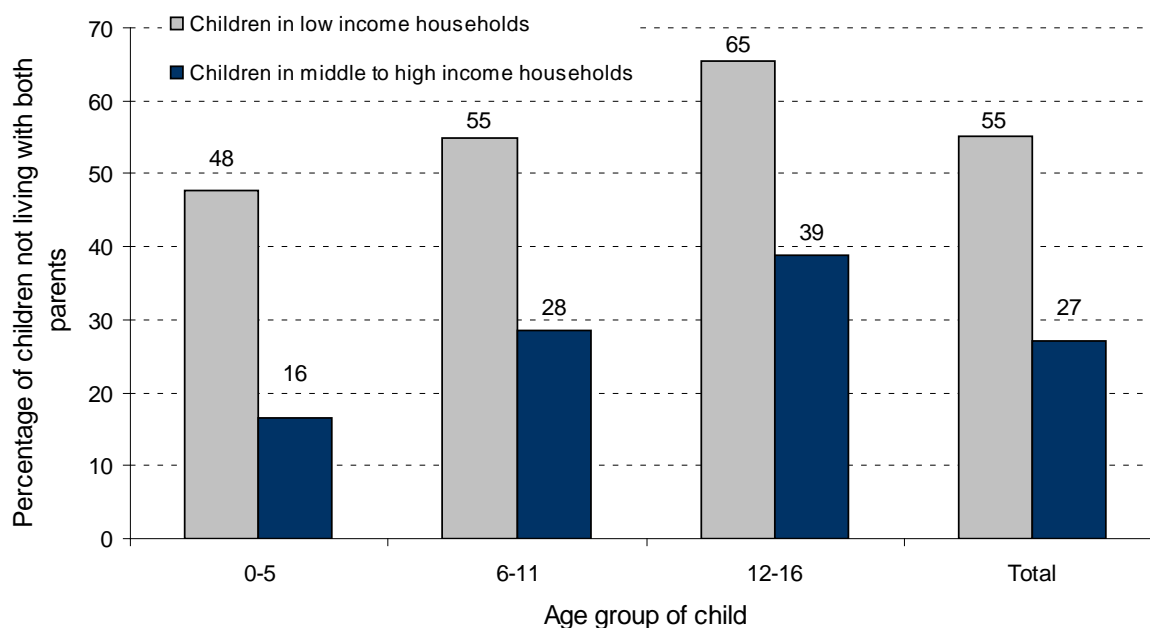
Source: Understanding Society wave 2 (2010–11)

**Table 1: The proportion of children not living with both birth parents by age group, UK**

Age group	Percentage of children not living with both of their birth parents	Sample size (unweighted)
0-5	23	5,180
6-11	34	5,008
12-16	44	4,399
All children	33	14,587

Source: Understanding Society Wave 2 (2010-11)

**Figure 2: The proportion of children in low income households not living with both parents compared to the percentage of children in middle to high income household by age group, UK**



Base: 14,583 children aged 0-16

Note: Children in low income are defined as the 20% of children living in households with the lowest income, and children in the middle to high income group are the 80% of children living in households with an income above this; based on relative gross household income, before housing costs.

Source: Understanding Society wave 2 (2010–11)

**Table 2: The proportion of children in low income households not living with both parents compared to the percentage of children in middle to high income household by age group, UK**

Age group	Children in low income households	Children in middle to high income households	Sample size (unweighted)
0-5	48	16	5,180
6-11	55	28	5,007
12-16	65	39	4,396
All children	55	27	14,583

Source: Understanding Society Wave 2 (2010-11)

### *The Quality of Parental Relationships*

18. We estimate that between 11-28 per cent of children living with both birth parents live in families where parents report some level of unhappiness within their relationship<sup>7</sup> (understanding Society Wave 1 2009-2010).<sup>8</sup>

### **Data source and further information**

19. Data are drawn from the Understanding Society Survey. Family stability and relationship quality tables are published on the DWP website as ad hoc analysis - [http://statistics.dwp.gov.uk/asd/index.php?page=adhoc\\_analysis](http://statistics.dwp.gov.uk/asd/index.php?page=adhoc_analysis). This also contains a more detailed explanation of our methodology.

---

<sup>7</sup> There is an issue of missing data in Understanding Society for the relationship quality question. 21 per cent of children living with both birth parents have no data for parental relationship happiness available. In providing a range the low estimate assumes all parents of those children with missing data have a happy relationship and the high estimate assumes all parents of those children with missing data have an unhappy relationship.

<sup>8</sup> <https://www.understandingsociety.ac.uk/>

## Key Indicator 2: Realising Potential in the Education System

### Rationale

20. Schools and the education system have a crucial role to play in offering disadvantaged children the structure and support they lack at home where family life is unstable, ensuring that all children - irrespective of their background - have the positive foundation they need to fulfil their potential.

### Indicator definition

21. Our intention is to capture the extent to which disadvantaged children are able to realise their potential by comparing their attainment, at key school ages, with that of their more advantaged peers who showed similar levels of cognitive development before they entered the school system.

22. Children's development will be measured by the new Department of Health outcome measure on child development at age 2-2½. We plan to then link this new data with the National Pupil Database held by Department for Education, to track attainment at key school ages. The measure will be produced at national and local levels

### Aim

23. To reduce the gap in attainment so that children from disadvantaged background are as able to realise their potential as their more advantaged peers.

### Status

24. In development. There is currently no national indicator or nationally collated data on child development. The Public Health Outcomes Framework<sup>9</sup>, set out the Government's intention to develop an indicator on child development at 2-2½.

25. Preliminary baseline data for the Department of Health Child Development indicator will be collected in 2015-2016 and published in 2016-2017. Given the necessary lag between recording a child's pre-school cognitive development and their reaching the first age of assessment (at age five), we hope to be able to report on this new measure from 2016-2017.

---

<sup>9</sup>Department of Health, 2011, *Healthy lives, healthy people: Improving outcomes and supporting transparency*

## Interim indicator

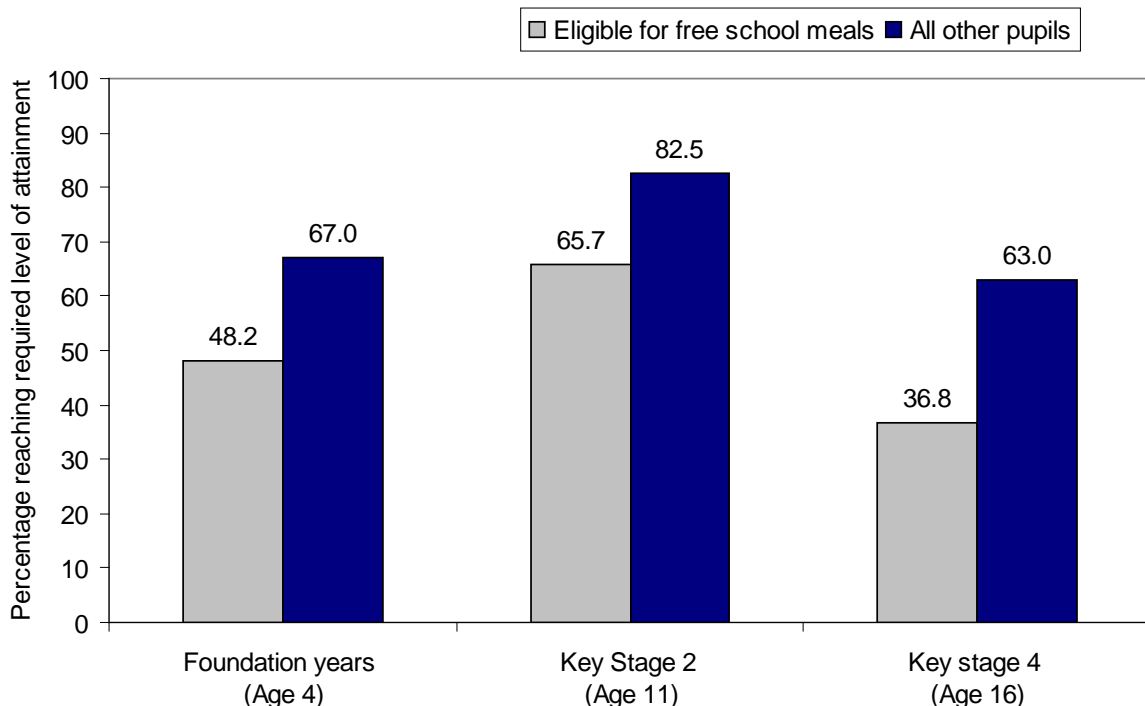
26. In the interim, we will monitor progress by comparing the attainment gap between those children who receive free school meals and the rest at Key Stage Two in English and Maths, and in achieving the Basics at Key Stage Four. Attainment at age 11 (Key Stage Two) is closely related to GCSE attainment (Key Stage Four). Good performance at GCSE is required if children are to be successful in post-16 education and the labour market.<sup>10</sup>

27. The measures will be produced at national (England) and local levels (Local Authority). The indicator definitions are:

- Proportion of children achieving level 4 in both English and Maths at the end of Key Stage Two, by free school meal eligibility.
- Proportion of children achieving grades A\*–C in English and Maths at GCSE (Key Stage Four), by free school meal eligibility.

## How are we performing?

**Figure 3. The proportion of pupils reaching required level of attainment at age 4, 11 and 16 by free school meal eligibility (2011- 2012)**



Source: National Pupil Database, 2011 - 2012

<sup>10</sup> HM Government, 2012, *Opening Doors, Breaking Barriers: A Strategy for Social Mobility*

**Table 3. Attainment Gap at age 11 by free school meal eligibility (2007- 2008 to 2011- 2012).** Percentage of pupils achieving Level 4 in English and Mathematics at Key Stage Two.

*Coverage: England, state-funded schools (including academies and CTCs)*

	2007–08	2008–09	2009–10	2010–11	2011-2012
Free school meals	54.1%	53.6%	55.9%	57.9%	65.7%
All Other Pupils	76.3%	75.8%	77.1%	77.9%	82.5%
Gap	22.2%	22.0%	21.2%	20.0%	16.8%

Source: National Pupil Database

**Table 4. Attainment gap at age 16 by free school meal eligibility (2007- 2008 to 2011- 2012).** Percentage of pupils achieving an A\*-C grade in English and Mathematics GCSEs.

*Coverage: England, state-funded schools (including academies and CTCs)*

	2007–08	2008–09	2009–10	2010–11	2011-2012
Free school meals	24.4%	27.1%	31.8%	35.1%	36.8%
All Other Pupils	52.4%	54.8%	59.3%	62.5%	63.0%
Gap	28.0%	27.6%	27.6%	27.4%	26.2%

Source: National Pupil Database

28. For the purposes of the *Social Justice: transforming lives - One year on*, we also look at attainment for 4-year-olds in 2011- 2012 to provide a more complete picture of educational attainment throughout the school years.<sup>11</sup> However, going forward, recent changes to the assessment of the Early Years Foundation Stage profile mean attainment gaps for the academic year 2012-2013 will not be comparable with the figures presented here.

29. The indicators show that children from disadvantaged backgrounds have consistently performed less well than their more advantaged peers at age 11 and age 16. The gap in attainment for 11 year olds has been decreasing over time, from 22.2 per cent in 2007-2008 to 16.8 per cent in 2011-2012. The gap in attainment for 16 year olds has decreased more slowly, from 28 per cent in 2007-2008 to 26.2 per cent in 2011-2012.

<sup>11</sup> <http://www.education.gov.uk/researchandstatistics/statistics/keystatistics/b00221154/school-readiness-at-age-5>



## Data source and further information

30. The key indicator is still being developed. Our interim indicator is based on the following data sources:

- Attainment gap at age 11 by free school meal eligibility: Data are available annually by the Department for Education in National Curriculum Assessments at Key Stage 2 in England.<sup>12</sup>
- Attainment gap at age 16 by free school meal eligibility: Data are published annually by Department for Education in GCSE and Equivalent Results in England.<sup>13</sup>

---

<sup>12</sup> <http://www.education.gov.uk/rsgateway/DB/SFR/s001104/index.shtml>

<sup>13</sup> <http://www.education.gov.uk/researchandstatistics/datasets/a00219200/gcse-and-equivalent-attainment->

## Key Indicator 3: Stopping young people from falling into a pattern of re-offending

### Rationale

31. Strong, stable families and supportive, effective schools provide young people with the structure they need to achieve their potential. Where this is missing, young people may be vulnerable to becoming involved with violent gangs and possibly criminal activity. When young peoples' lives begin to go off course, we must do everything we can to offer an alternative to criminal activity and help them to break free of damaging cycles of offending.

### Indicator definition

32. The proportion of offenders, aged under 18 years, who were released from custody, received a non-custodial conviction at court or received a reprimand or warning over a 12 month period, who went on to commit a proven re-offence within a one year follow-up period.

33. A proven re-offence is defined as any offence committed in a one year follow-up period and receiving a court conviction, caution, reprimand or warning in the one year follow-up. Following this one year period, a further six month waiting period is allowed for cases to progress through the courts.

### Aim

34. The aim is to see the re-offending rate for those aged under 18 years of age reduce over time.

### Status

35. Live. National statistics produced by Ministry of Justice.<sup>14</sup>

---

<sup>14</sup> Ministry of Justice, 2012, *Proven re-offending statistics: definitions and measurement*

## How are we performing?

36. Around 88,000 young offenders (under 18) were cautioned, convicted or released from custody between April 2010 and March 2011. Around 32,000 of them committed a re-offence. This gives a proven re-offending rate of 35.8 per cent. This is a 0.5 percentage point increase in relation to January 2010 until December 2010 and a rise of 2.1 percentage points since 2000.
37. However, the cohort of young offenders has changed considerably over the period since 2000 and is 36.6 per cent smaller than in 2000 and is comprised of offenders whose characteristics mean they are more likely to re-offend than those in the 2000 cohort.<sup>15</sup> In order to account for this, we can control for changes in offender characteristics to give a more consistent view of changes over time. After controlling for these changes, the proven re-offending rate has actually decreased by 1.1 percentage points since 2000.
38. The average number of re-offences per re-offender was 2.87, an increase of 3.2 per cent compared to the previous 12 months and down 13.4 per cent since 2000.

**Table 5. Proven re-offending rate by offenders under 18, 2000, 2002 to March 2011**

Year (Jan - Dec)	Proportion of young offenders who re-offend (per cent)
2000	33.7
2002	33.4
2003	34.3
2004	33.6
2005	33.6
2006	33.9
2007	32.5
2008	32.9
2009	32.8
2010	35.3
April 2010 - March 2011	35.8

Data are not available for 2001 due to a problem with the archived data on Court Orders  
See definitions and measurement paper for further details <sup>16</sup>

## Data source and further information

39. Data are published by Ministry of Justice (MoJ) on their website:  
<http://www.justice.gov.uk/statistics/reoffending/proven-re-offending>

<sup>15</sup> Ministry of Justice, 2012, *Proven re-offending statistics: definitions and measurement*

<sup>16</sup> *ibid*

## Key Indicator 4: Tackling entrenched worklessness

### Rationale

40. Entrenched worklessness can leave children without a role model and contribute to and compound problems experienced by adults: mental health problems are more common among people who are out of work than those in employment,<sup>17</sup> whilst large numbers of those claiming benefit experience problematic drug and alcohol use or have a history of offending.
41. Work is undeniably the best and most sustainable route out of poverty; about two-thirds of parents in poverty who enter work subsequently move out of poverty.<sup>18</sup> Apart from its obvious economic benefits, for people recovering from problems such as drug dependency or mental ill-health, work can provide a stable environment to support their ongoing recovery.<sup>19</sup>

### Indicator definition

42. The proportion of the working-age population who are claiming working-age benefits and have been for at least three out of the past four years, focusing on those capable of work or work-related activity.
43. The indicator will cover Great Britain, in line with standard benefit data reporting. It will look at the number of claims made for working-age benefits on March 31<sup>st</sup> of each year, for whom the claimant has been on a benefit which indicates a capacity for work or work-related activity on that date, and who has been in receipt of one of the main Department for Work and Pension (DWP) working-age benefits for at least three of the preceding four years. The benefits treated as indicating a capacity for work or work-related activity are Jobseeker's Allowance (JSA), Employment and Support Allowance Work-Related Activity Group (ESA WRAG), ESA assessment phase, or Income Support (IS) for lone parents.

---

<sup>17</sup> At any one time, about 1 in 6 (18 per cent) of the general population of adults has a mental health problem compared with almost a quarter (23 per cent) for Jobseeker's Allowance claimants. Sources: McManus, S., et al (eds), 2009, *Adult psychiatric morbidity in England, 2007. Results of a household survey*. Leeds: The NHS Information Centre for health and social care; McManus, S. et al., 2012, *Mental health in context: the national study of work-search and wellbeing*. DWP Research Report 810.

<sup>18</sup> Browne, J and Paull, G., 2010, *Parents' work entry, progression and retention, and child poverty*, Department for Work and Pensions Research Report No. 626

<sup>19</sup> Waddell G. and Burton, K.A., 2006, *Is work good for your health and wellbeing?*; Black, C., 2008, *Working for a healthier tomorrow*; Perking, R. et al, 2009, *Realising ambitions, better employment support for people with mental health conditions*; Marmot, M., 2010, *Fair Society, Healthy Lives*, The Marmott Review

44. This indicator has been revised since the draft Social Justice Outcomes Framework was published in October 2012<sup>20</sup> following further analysis. Instead of measuring the indicator as a proportion of all benefit claimants, we now measure it as the proportion of the working-age population. This is to ensure that the indicator is not influenced by changes in short-term unemployment - a rise in short-term unemployment could, paradoxically, reduce such a measure of entrenched worklessness.
45. This is supplemented with the equivalent figure for all those who have been on any of the other main DWP out-of-work benefits for at least three of the preceding four years. These benefits are ESA Support Group, Incapacity Benefit (IB), Severe Disability Allowance (SDA) and Income Support excluding IS for lone parents. People on these benefits are treated as less likely to be capable of work or work-related activity.

### **Aim**

46. To reduce this proportion over time.

### **Status**

47. Live. Though as the development of this indicator comes at a time of significant reforms to the benefit system, we will explore how it will map onto Universal Credit when it is introduced later this year.

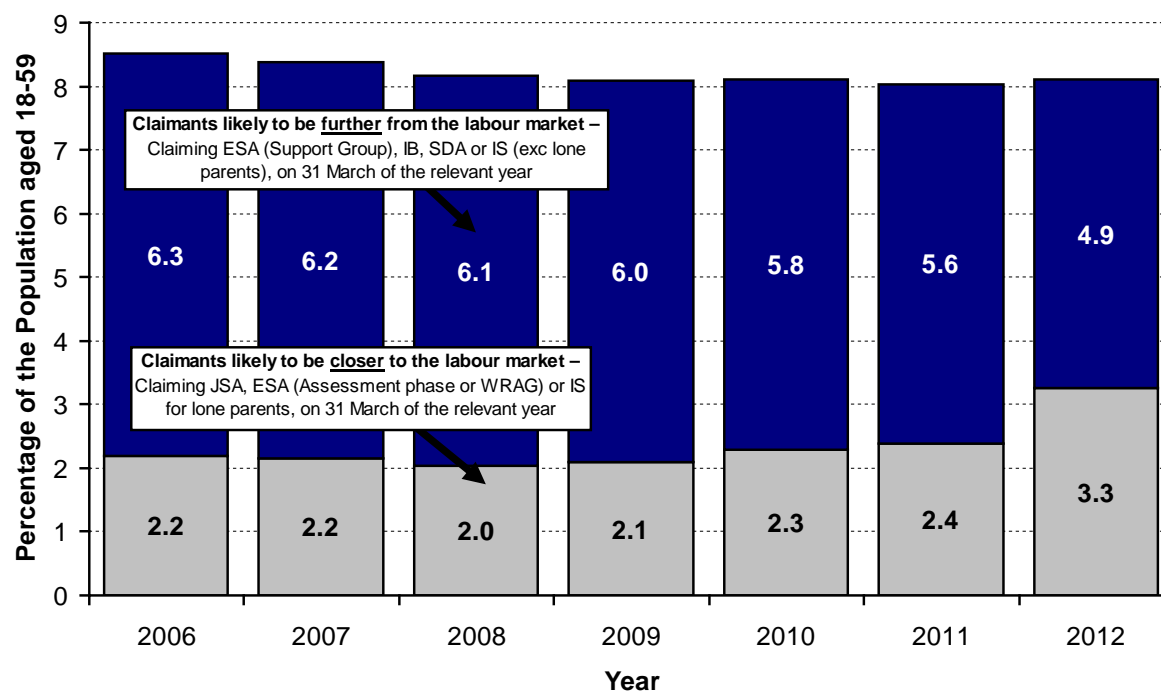
### **How are we performing?**

48. Of the 2.3 million working-age benefit claimants on 31<sup>st</sup> March 2012, focusing on those capable of work or work-related activity (JSA, ESA WRAG & assessment phase, IS for lone parents), one million had been claiming one of the main DWP working-age benefits for at least three out of the past four years. This represented 3.3 per cent of the working-age population.
49. Figure 4 provides the figures for the indicator going back to 2006. It also shows the proportion of the working-age population who had been claiming the main DWP working-age benefits which are less associated with the capacity for work or work-related activity.

---

<sup>20</sup> HM Government, 2012, *Social Justice Outcomes Framework*, Department for Work and Pensions

**Figure 4: Proportion of the population aged 18 – 59 over the preceding four years who had been claiming benefits for at least three of those four years.**



Source: National Benefits Database for claimant information and; Labour Force Survey for working-age population estimates.

50. Following a period of stability, the indicator increased gradually between 2008 and 2011 before rising further to 3.3 per cent in 2012. This increase marks the introduction of ESA, and the gradual transition of claimants receiving predecessor incapacity benefits to the ESA work-related activity group and, in some cases, JSA. As can be seen by the top bars, the total proportion of people in entrenched worklessness, including those further from the labour market, has been following a downward trend since 2006.

### Data source and further information

51. The indicator is created from the National Benefits Database (NBD), for claimant information, and the Labour Force Survey (LFS), for working-age population estimates. The NBD is updated monthly and the LFS quarterly. The indicator will be published annually, looking at all claims which are active on the 31<sup>st</sup> March.

52. It should be noted that the indicator considers benefit claims, not individuals. This means that where there is a joint claim with a partner, the partner and their previous benefit history is not captured by the indicator. We are working to improve upon this as we transition to Universal Credit.

53. Across all IS claims, 12 per cent were joint claims. For JSA, the equivalent figure is 11 per cent. No figures are available for ESA claims.

54. As the indicator looks at a four year period, and as few 16 and 17 year olds are eligible for such benefits, we have restricted our analysis to all those who were

aged at least 18 throughout the preceding four years. This means that the numerator and denominator are restricted to people aged at least 22 years on March 31<sup>st</sup>. At the upper end, we have restricted our analysis to people under the age of 60 to avoid capturing claimants who would have been treated as pension-age in the past. We will be refining future analysis to account for changes in the qualifying age for state pension credit.

55. Additional tables and further details are published on the DWP website as ad hoc analysis - [http://statistics.dwp.gov.uk/asd/index.php?page=adhoc\\_analysis](http://statistics.dwp.gov.uk/asd/index.php?page=adhoc_analysis)

## Key Indicator 5: Helping those receiving treatment for drug or alcohol addiction turn their lives around

### Rationale

56. *Social Justice: Transforming Lives*<sup>21</sup> noted that drug and alcohol dependency are often at the heart of wider problems such as family breakdown, entrenched worklessness and offending.

57. The Government believes that support for people facing drug and/or alcohol dependency should focus on a clear set of end goals.<sup>22</sup> This indicator is designed to reflect: progress in these areas; the links between treatment, offending and employment, and; the importance of sustained recovery to leading an independent productive life.

### Indicator Definition

58. Of those who first presented for drug or alcohol treatment during the course of a three year period:

- The proportion who had exited successfully and not returned by the end of that period;
- The proportion who were in employment by the date that period ended;
- The proportion who had not been convicted of a criminal offence by the date that period ended;
- The proportion who achieved all three of the above.

59. The wording of this indicator has been revised since the draft *Social Justice Outcomes Framework* was published in October 2012,<sup>23</sup> the new wording specifies the time period the measures refer to and focuses on those presenting for drug or alcohol treatment for the first time. These changes ensure that the

---

<sup>21</sup> HM Government, 2012, *Social Justice: transforming lives*, Department for Work and Pensions

<sup>22</sup> See also the Government's Drug and Alcohol Strategies:  
<https://www.gov.uk/government/policies/reducing-drugs-misuse-and-dependence>

<sup>23</sup> HM Government, 2012, *Social Justice Outcomes Framework*, Department for Work and Pensions



indicators give the most reliable, up-to-date indication of the impact of any recent changes to the treatment sector.

## Aim

60. To increase these proportions over time

## Status

61. The first sub-indicator is live.

62. To provide a more refined focus on full recovery, we continue to develop these indicators to draw out the links between drug and alcohol treatment, rates of offending and employment outcomes. The second and third sub-indicators will require data matches to be set up. Initial exploratory work to develop these data shares and sub-indicators between the relevant departments is ongoing. However, due to the complexity of this work, the proposed sub-indicators are subject to change.

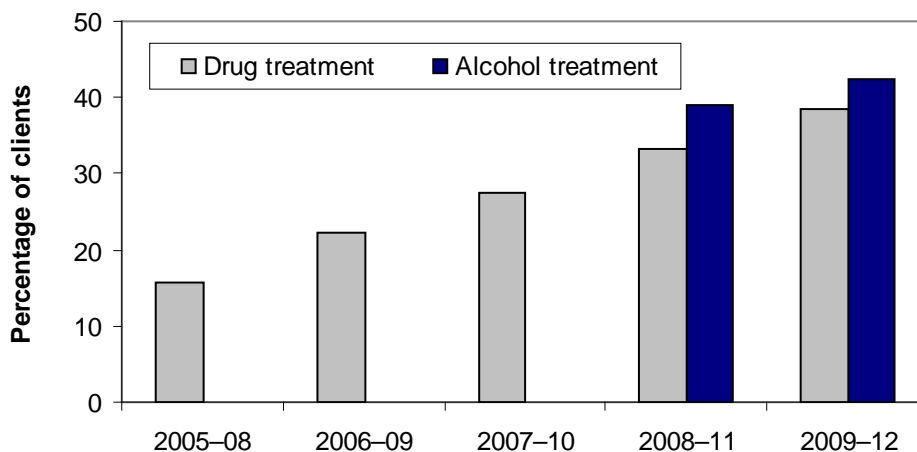
63. The final sub-indicator requires these data matches in order to be calculated.

## How are we performing?

64. Of the 86,000 individuals who first presented for drug treatment in 2009 – 2012, 33,000 successfully completed treatment and had not re-presented by March 31<sup>st</sup> 2012. This represents 39 per cent of all people who first started treatment during that period.

65. Of the 153,000 individuals who first presented for alcohol treatment in 2009 – 2012, 65,000 successfully completed treatment and had not re-presented by March 31<sup>st</sup> 2012. This represents 42 per cent of all people who first started treatment during that period.

**Figure 5: Of those presenting for drug or alcohol treatment for the first time over a three year period, the proportion who successfully exited treatment and had not returned by the end of that period**



66. There has been a clear increase over time for both the alcohol and drug indicators, indicating that the treatment sector is becoming more successful at getting first time presenters through to a successful exit from treatment. Further analysis on re-presenting figures will provide an insight as to whether this trend is matched in lasting recovery from dependence.

### Data source and further information

67. As noted in the *Social Justice Outcomes Framework*, the development of this indicator is a complex and ambitious task. It will take time and a considerable level of coordination across several public organisations to be able to report across all sub-indicators. However, we see this indicator as an important development in understanding the experiences of those suffering from drug and alcohol dependency.

68. As data are collected separately in each of the devolved administrations, the figures reported currently only capture treatment in England. Departments continue to explore options to extend or supplement coverage to capture the devolved administrations.

69. For the live indicator, data are drawn from the National Drugs Treatment Monitoring System (NDTMS) and the National Alcohol Treatment Monitoring System (NATMS). Those presenting for treatment for the first time are captured over a three year cohort, with all those exiting successfully (free from dependence) and not returning by the end of the period forming the numerator. The underlying figures in respect of treatment for dependency are already published annually by Public Health England (formerly the National Treatment Agency) as Official Statistics.<sup>24</sup>

70. The use of a three year cohort reduces the effect of year-on-year variance; increases the volume of cases available for analysis; and requires many clients to have spent a substantial period of time following their successful exit without a return to treatment. Following clients only until the end of the three year period enables more timely figures to be produced.

71. All figures relate to financial years. Therefore, where a cohort is expressed as 2009-12, for example, the period captured is April 1<sup>st</sup> 2009 – March 31<sup>st</sup> 2012.

---

<sup>24</sup> The latest statistics from the National Drug Treatment Monitoring System (NDTMS) 1 April 2011–31 March 2012 are available at <http://www.nta.nhs.uk/uploads/statisticsfromndtms201112vol1thenumbersfinal.pdf>

## Key Indicator 6: Improved outcomes for offenders

### Rationale

72. We want to provide people with a second chance to rebuild their lives when their lives go off track. Sustained employment is central to this - evidence shows moving into employment after release from prison results in less re-offending a year later.<sup>25</sup> This indicator therefore looks at the proportion of adult offenders in England and Wales who do not re-offend. In the future, to reflect the importance of employment to breaking the cycle of offending, we also plan to measure the rate at which offenders enter employment.

### Indicator definition

73. Adult offenders, who were released from custody, received a non-custodial conviction at court, received a caution or tested positive for opiates or cocaine over a 12 month period:

- who did not go on to commit a proven re-offence within a one year follow-up period (available) and
- the proportion who are in work 12 months later (in development)

74. A proven re-offence is defined as any offence committed in a one year follow-up period and receiving a court conviction or caution in the one year follow-up. Following this one year period, a further six month waiting period is allowed for cases to progress through the courts. This indicator covers England and Wales.

### Aim

75. To see the proportions increase over time.

### Status

76. Live. Re-offending statistics are produced as National Statistics by the Ministry of Justice.<sup>26</sup>

---

<sup>25</sup> Ministry of Justice, 2013, *Analysis of the impact of employment on re-offending following release from custody*.

<sup>26</sup> MoJ publish the reoffending rate, on their website, showing the proportion of offenders who reoffend in a 12 month follow up period. Our indicator and tables show the inverse of these figures – those that do not go on to reoffend in a 12 month follow up period.

77. A data share between MoJ and DWP has been established and preliminary statistics showing the proportion of offenders in employment has been produced, resulting in a joint DWP and MoJ report showing data for offenders released from prison in 2008. We are currently in the process of updating and improving the data available and so have used the original figures as an indicator for offenders in employment.

## How are we performing?

### *Re-offending rate*

78. The latest statistics available are for between April 2010 and March 2011. Approximately 550,000 adult offenders were cautioned, convicted or released from custody between April 2010 and March 2011. Around 410,000 of them did not go on to re-offend. This means that almost three-quarters (74.6 per cent) of adult offenders did not go on to reoffend. This is a decrease of 0.1 percentage points compared to January – December 2010. The average number of reoffences per reoffender was 2.88, a rise of 2.9 per cent compared to the previous 12 months and a fall of 15.1 per cent compared to 2000.

**Table 6. Proportion of adults who do not reoffend in a 12 month follow up period (2000, 2002 to March 2011)**

Year (Jan - Dec)	Proportion of offenders who do not reoffend (per cent)
2000	73.8
2002	72.4
2003	73.1
2004	74.5
2005	75.1
2006	75.4
2007	75.2
2008	74.6
2009	75.1
2010	74.7
April 2010 - March 2011	74.6

Data are not available for 2001 due to a problem with the archived data on Court Orders

See definitions and measurement paper for further details <sup>27</sup>

### *Employment statistics*

79. The proportion of adult offenders who are in employment 12 months later, is currently in development and dependent on continuing and improving data shares between DWP, HM Revenue and Customs and MoJ. In the meantime, as highlighted above, we can use results from an earlier MoJ and DWP datashare for an indication of employment trends for adult offenders in a 12 month follow up

<sup>27</sup> Ministry of Justice, 2012, *Proven re-offending statistics: definitions and measurement*

period. Results from the datashare<sup>28</sup> have shown that 12 months after leaving custody, approximately 11 per cent of offenders were recorded as being in work according to P45 records.

### **Data source and further information**

80. Reoffending statistics are published by MoJ on their website:

<http://www.justice.gov.uk/statistics/reoffending/proven-re-offending>

Link to joint publication (figure 3.1 relates):

[http://statistics.dwp.gov.uk/asd/asd1/adhoc\\_analysis/2011/offending\\_employment\\_and\\_benefits.pdf](http://statistics.dwp.gov.uk/asd/asd1/adhoc_analysis/2011/offending_employment_and_benefits.pdf)

Link to joint publication statistics (data for figure 3.1 relates):

[http://statistics.dwp.gov.uk/asd/asd1/adhoc\\_analysis/2011/offending\\_employment\\_and\\_benefits\\_\(tables\).xls](http://statistics.dwp.gov.uk/asd/asd1/adhoc_analysis/2011/offending_employment_and_benefits_(tables).xls)

---

<sup>28</sup> The in-work assessment from the DWP and MoJ datashare is based on experimental statistics and may not be robust enough to measure performance, it should be considered a work in progress

## Key Indicator 7: The social investment market

### Rationale

81. Social investment is key to delivering social justice as it allows private capital to increase the capacity of front line organisations to help tackle our deepest social problems.

### Indicator definition

82. The size of the social investment market. This will be measured as the value, in £m, of social investments made each year. This will have national coverage, and will be disaggregated to the regional level.

### Aim

83. We want to see this grow over time; to increase the effectiveness of organisations working with disadvantaged groups by drawing in social finance.

### Status

84. A survey has been commissioned by the Department for Work and Pensions, Cabinet office, the Big Lottery Fund, Big Society Capital and the City of London to measure the size of the social investment market and its economic impacts.

### How are we performing?

85. To be confirmed as data becomes available. A recent study predicted that the demand for social investment could rise from £165million of deals in 2011 to a potential demand of £1 billion by 2016.<sup>29</sup>

### Data source and further information

86. Newly commissioned survey – results will be available in June 2013 and published by the City of London.

---

<sup>29</sup> Boston Consulting Group, 2012, *The First Billion: A Forecast of Social Investment Demand*, Big Society Capital.