

Annex A

Interim re-conviction figures for Peterborough and Doncaster Payment by Results pilots

Background

The Ministry of Justice (MoJ) published “Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders” in December 2010. This Green Paper included a commitment for the MoJ to commission a series of initial ‘payment by results’ (PbR) pilot projects to test the principle that PbR can result in service improvements by delivering better outcomes for the public at the same or less cost.

The MoJ currently has two prison based PbR pilots operating in HMP Peterborough and HMP Doncaster. The Peterborough pilot began on 9 September 2010 and the Doncaster pilot on 1 October 2011.

There are a number of differences in the design of the two pilots to enable different PbR approaches to be tested. These differences (as set out below in the *Methodology* section and also in Table A1 of the *Appendix*) mean that the interim figures for the two pilots cannot be directly compared.

The final results for both pilots will be based on a 12 month re-conviction measure which counts offences committed in the 12 months following release from prison, and resulting in conviction at court either in those 12 months or in a further 6 month period (allowing time for cases to progress through the courts). As a consequence of this necessary time lag, final results will not be available until 2014 (for cohort¹ 1 of both pilots, with final results for subsequent cohorts to follow in later years).

However, given the high level of public interest in relation to the reforms set out in the MoJ publication “*Transforming Rehabilitation – a strategy for reform*”, the MoJ published for the first time in an ad-hoc publication on 13 June 2013 the “*Interim re-conviction figures for the Peterborough and Doncaster Payment by Results pilots*”. These figures were published at the earliest opportunity after MoJ statisticians judged the number of offenders being reported on to be large enough to provide robust interim figures.

The interim re-conviction figures being published in this statistical bulletin are based on periods half the length of those that will be used for the final results. They report on offences committed in the 6 months following release from prison, and resulting in conviction at court either in those 6 months or in a further 3 month period (allowing time for cases to progress through the courts). These interim 6 month re-conviction figures are available for the

¹ A cohort is the group of offenders included in the pilot, and for whom the reduction in re-convictions will be measured. See Table A1 in the Appendix for more details on which offenders are included in the cohorts.

entire Peterborough cohort 1 (just over 1000 offenders) and around three quarters of Doncaster cohort 1 (close to 1,000 offenders). Interim re-conviction figures will be updated quarterly and continue to be published in this annex of the MoJ's Proven Re-offending Statistics Quarterly Bulletin.

As reported in previous quarterly bulletins, latest outturn figures for the number of offenders participating in these pilots can now be found in Table A4 of the *Appendix*.

Methodology

Offenders enter the PbR pilots after their first eligible release from the prison within the cohort period. For Peterborough, cohort 1 closed at the end of the month in which the 1000th eligible offender was released. For the purposes of this statistical bulletin, cohort 1 is all eligible offenders released between 9 September 2010 and 1 July 2012. For Doncaster, cohort 1 included all eligible offenders released from 1 October 2011 to 30 September 2012.

Both PbR prison pilots use a 12 month re-conviction measure which differs from the National Statistics proven re-offending measure. The key difference is that re-convictions only count offences for which the offender was convicted at court, whereas the National Statistics proven re-offending measure also includes out of court disposals (cautions). However, the time periods used for both measures are the same – offences committed within 12 months of release from prison and convicted at court (or cautioned for the proven re-offending measure) either in those 12 months, or in a further 6 month period (allowing time for cases to progress through the courts).

There are a number of differences in the design of the two pilots to enable different PbR approaches to be tested. The Peterborough pilot includes offenders released from custodial sentences of less than 12 months, whereas the Doncaster pilot includes all offenders released from custody regardless of sentence length. Although both pilots will be assessed using a 12 month re-conviction measure, the exact measures used are different in the two pilots (see the next section, *Final re-conviction measures*, for more details).

Additionally, there are a number of other differences between the pilots and the National Statistics proven re-offending measure in terms of which offenders are counted within the cohort. These differences were set out in PbR contracts; see Table A1 in the *Appendix* for more details.

Final (outcome) re-conviction measures for the prison pilots

For **Peterborough** prison the outcome measure is the frequency of re-conviction events² (based on offences committed within 12 months of release from prison and convicted at court within those 12 months or a further 6 month period). This is often referred to as a frequency measure. Success of each Peterborough cohort will be determined by comparison with a control group (of comparable offenders from across the country), and the results will be published separately.

For **Doncaster** prison the outcome measure is the proportion of offenders who commit one or more offences in the 12 months following release from prison and are convicted at court in those 12 months or in a further 6 months. This is often referred to as a binary measure. Success will be determined by comparison with the re-conviction rate in the baseline year of 2009.

Interim re-conviction measures for the prison pilots

The interim re-conviction figures will be based on periods half the length of those used for the final results: covering offences committed in the 6 months following release from prison, and resulting in conviction at court either in those 6 months or in a further 3 month period (allowing time for cases to progress through the courts). The interim figures will be provided for as much of each cohort as possible. At this stage they include all offenders in cohort 1 of the Peterborough pilot, but only about three quarters of the offenders in cohort 1 of the Doncaster pilot. This is because some offenders were released from prison too recently to be measured on this basis (the 6 month re-offending window and 3 month waiting period have not yet elapsed).

The MoJ will continue to provide updates on a quarterly basis. This will include the 6 month re-conviction figures for an increasing proportion of the cohort (for Doncaster) and, in due course, 12 month re-conviction figures for a partial cohort. The first 12 month re-conviction figures will be available in October 2013, based on the first 12 months (of a 22 month cohort) of the Peterborough pilot. See Table A3 in the *Appendix* for a timeline of the publication of these results.

Interpreting interim re-conviction figures

The interim 6 month re-conviction figures presented in this statistical bulletin give an indication of progress in the pilots to date. However, care should be taken when interpreting these interim figures for the following reasons:

- For both pilots they measure re-convictions within the 6 months after release from prison, rather than 12 months;
- Doncaster figures are based on a partial cohort;

² If an offender is re-convicted of multiple offences on one sentencing occasion, this counts as one re-conviction event.

- For the Peterborough pilot, success will be determined based on comparison with a control group of comparable offenders from across the country, which is not available for these interim figures;
- For the Doncaster pilot, success will be determined by comparison with a baseline of calendar year 2009³. Whereas in this publication, to eliminate the risk of seasonality and enable a consistent comparison over time, all figures relate to offenders released in the 6 month period from October to March.

We can be more confident in the Peterborough interim figures because they are based on the full cohort.

Users should therefore be aware that the figures presented provide our best assessment of change at this point in time. The final results showing the actual changes will be available in 2014.

Results

The MoJ published for the first time on 13 June 2013 the “*Interim re-conviction figures for the Peterborough and Doncaster Payment by Results pilots*” which are available at:

www.gov.uk/government/publications/interim-re-conviction-figures-for-the-peterborough-and-doncaster-payment-by-results-pilots

Peterborough

The interim figures presented here are 6 month re-conviction figures for offenders released from Peterborough in the cohort 1⁴ period (it comprises 22 months). For comparison, we have provided equivalent figures for the 5 years prior to the pilots⁵.

Success of the Peterborough pilot will be measured against a control group of similar offenders released from other prisons, with the target met if the frequency of re-conviction events is 10 per cent lower for the Peterborough cohort than for the control group. It is not possible to replicate that comparison for these interim figures. Instead, in order to provide some context for the Peterborough figures, we have provided equivalent national figures for the same periods. These national figures apply the same criteria as used for the

³ Doncaster cohort 1 will be compared against a 2009 baseline; this was chosen as the baseline as it was the most recent calendar year data available at the time the contract was signed.

⁴ For the purposes of this bulletin, cohort 1 is all eligible offenders released between 9 September 2010 and 1 July 2012.

⁵ Figures for Sep09-Jun11 overlap with the pilot cohort 1 period; therefore they should not be used as a baseline for comparison. They have only been included for completeness.

pilot to offenders released from all local⁶ prisons (excluding Peterborough and Doncaster). The national comparisons included with the previous interim figures published on 13 June 2013 included all prisons, not just local prisons. However, because Peterborough is a local prison, using national figures for other local prisons provides a better comparison.

Table 1 and Figure 1: Peterborough (and national equivalent) interim re-conviction figures of cohort 1 with a 6 month re-conviction period⁷

Discharge Period	Peterborough			National local prisons		
	Cohort Size	Re-conviction rate	Frequency of re-conviction events per 100 offenders	Cohort Size	Re-conviction rate	Frequency of re-conviction events per 100 offenders
Sep05-Jun07	837	40.4%	74	32,946	38.9%	66
Sep06-Jun08	1028	40.6%	81	33,633	39.9%	71
Sep07-Jun09	1170	41.0%	85	36,565	40.2%	74
Sep08-Jun10	1088	40.3%	84	36,555	39.2%	75
Sep09-Jun11	941	37.6%	79	34,407	39.7%	79
Sep10-Jun12	1006	38.6%	78	33,660	40.4%	84

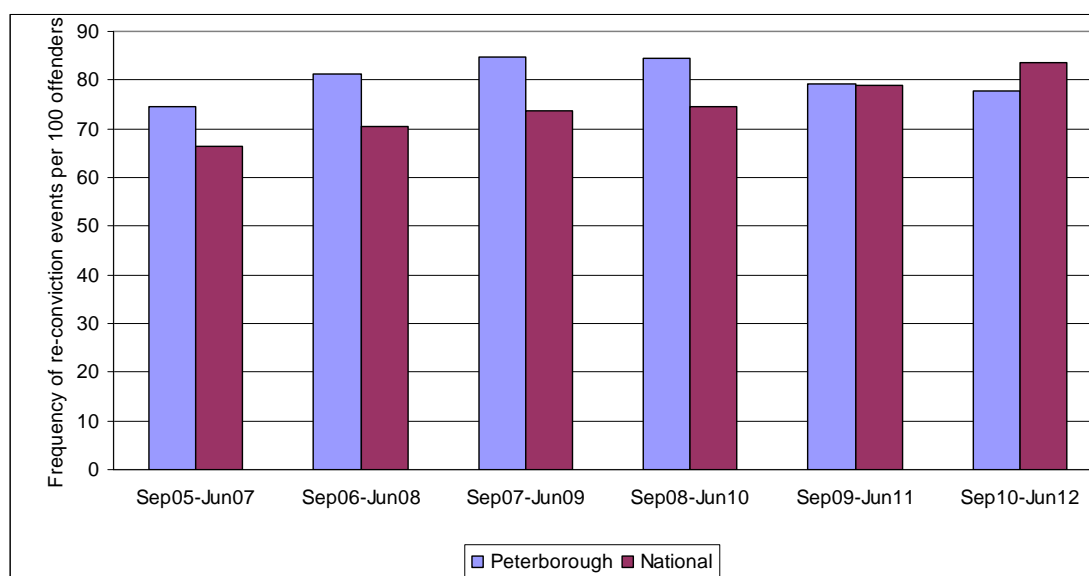


Table 1 above shows that for offenders released from Peterborough between 9 September 2010 and 1 July 2012 (i.e. cohort 1) there were an average of 78 re-conviction events per 100 offenders. This compares to an average of 84 re-conviction events per 100 offenders released from Peterborough in September 2008 to June 2010; a fall of 8 per cent.

Nationally the equivalent figures show a rise of 12 per cent from 75 to 84 re-conviction events per 100 offenders.

⁶ Since HMP Peterborough is a local prison, the underlying characteristics of the prison and its offenders will be more similar to those of local prisons. A local prison is a prison to which people are sent whilst remanded in custody before trial or direct from court after conviction.

⁷ Figures for Sep09-Jun11 overlap with the pilot cohort 1 period; therefore they should not be used as a baseline for comparison. They have only been included for completeness.

These interim figures show a fall in the frequency of re-conviction events at Peterborough while nationally there has been a substantial rise which is our best assessment of change at this point in time (see section *Interpreting interim re-conviction figures*). The final results will be available in 2014.

Re-offending is related to the characteristics of offenders, for example offenders with a large number of previous convictions are more likely to re-offend than those with fewer previous convictions, and changes in re-conviction rates over time can be related to changes in the mix of offenders being worked with rather than a real change in the level of their re-offending.

The Offender Group Reconviction Scale (OGRS)⁸ is a predictor of re-offending, and the average OGRS scores for offenders released from Peterborough and nationally are relatively stable over time. This means we can be reasonably confident that the fall in frequency of re-conviction events for Peterborough and corresponding rise nationally are unlikely to be due to changes in the types of offenders coming through the system. See the *Appendix* for more information.

⁸ For more details on OGRS see Ministry of Justice Research Summary 7/09 *OGRS 3: the revised Offender Group Reconviction Scale* at webarchive.nationalarchives.gov.uk/20110201125714/http://www.justice.gov.uk/publications/offender-assessment-system.htm

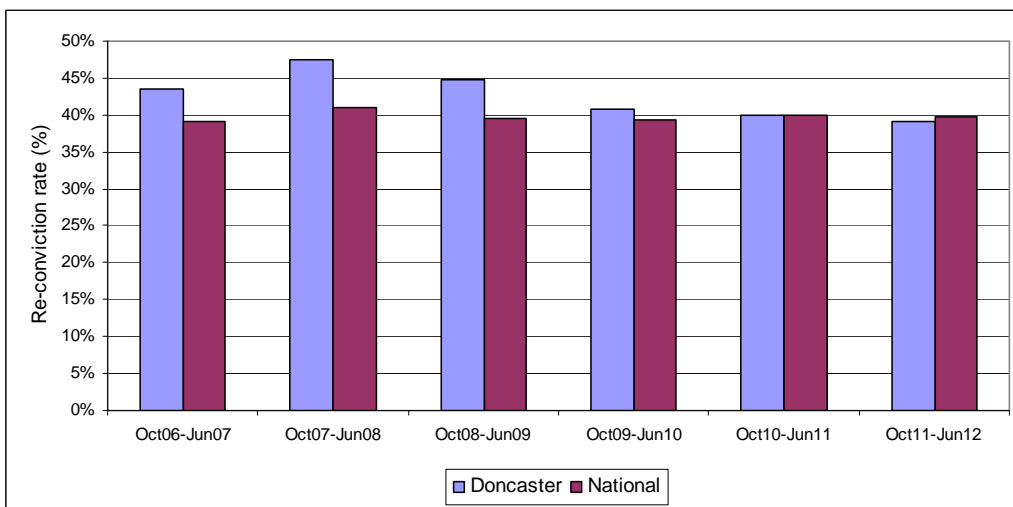
Doncaster

The interim figures presented here are 6 month re-conviction figures for offenders released from Doncaster in the first 9 months of the cohort 1 period (the full cohort comprises 12 months). For comparison, we have provided equivalent figures for the 5 years prior to the pilot and equivalent national figures for the same periods. These national figures apply the same criteria as used for the pilot to offenders released from all local⁹ prisons (excluding Peterborough and Doncaster). The national comparisons included with the previous interim figures published on 13 June 2013 included all prisons, not just local prisons. However, because Doncaster is a local prison, using national figures for other local prisons provides a better comparison.

Success of the Doncaster pilot will be measured against a baseline of calendar year 2009, with the target met if the re-conviction rate for cohort 1 is 5 percentage points lower than it was in 2009.

Table 2 and Figure 2: Doncaster (and national equivalent) interim re-conviction figures using a partial (9 month) cohort and a 6 month re-conviction period

Discharge Period	Doncaster		National local prisons	
	Cohort Size	Re-conviction rate	Cohort Size	Re-conviction rate
Oct06-Jun07	1019	43.5%	17,004	39.0%
Oct07-Jun08	898	47.6%	18,945	41.1%
Oct08-Jun09	953	44.7%	19,655	39.5%
Oct09-Jun10	997	40.7%	18,920	39.4%
Oct10-Jun11	951	40.0%	18,894	40.0%
Oct11-Jun12	984	39.0%	19,010	39.8%



⁹ Since HMP Peterborough is a local prison, the underlying characteristics of the prison and its offenders will be more similar to those of local prisons. A local prison is a prison to which people are sent whilst remanded in custody before trial or direct from court after conviction.

Table 2 above shows a 6 month re-conviction rate of 39.0 per cent for offenders released from Doncaster between October 2011 and June 2012 (the first 9 months of cohort 1). This compares to 40.7 per cent for offenders released in October 2009 to June 2010 (a fall of 1.7 percentage points) and 44.7 per cent for offenders released in October 2008 to June 2009 (a fall of 5.7 percentage points). We have compared to these two figures as they are the closest October to June periods to the baseline period of calendar year 2009.

Nationally the equivalent figures show a small increase from 39.5 per cent in October 2008 to June 2009 and 39.4 per cent in October 2009 to June 2010 to 39.8 per cent in October 2011 to June 2012 (an increase of 0.2 and 0.3 percentage points respectively).¹⁰

These interim figures show a fall in the re-conviction rate at Doncaster in the cohort period compared to the two periods covering the baseline year which is our best assessment of change at this point in time (see section *Interpreting interim re-conviction figures*). The final results will be available in 2014.

Re-offending is related to the characteristics of offenders, for example offenders with a large number of previous convictions are more likely to re-offend than those with fewer previous convictions, and changes in re-conviction rates over time can be related to changes in the mix of offenders being worked with rather than a real change in the level of their re-offending.

The Offender Group Reconviction Scale (OGRS)¹¹ is a predictor of re-offending, and the average OGRS scores for offenders released from Doncaster are relatively stable over time. This means we can be reasonably confident that any changes in the Doncaster re-conviction rate are unlikely to be due to changes in the types of offenders coming through the system. See the *Appendix* for more information.

¹⁰ All percentage point changes are based on unrounded re-conviction rates.

¹¹ For more details on OGRS see Ministry of Justice Research Summary 7/09 *OGRS 3: the revised Offender Group Reconviction Scale* at webarchive.nationalarchives.gov.uk/20110201125714/http://www.justice.gov.uk/publications/offender-assessment-system.htm

Appendix

Table A1: Comparison of PbR re-conviction and National Statistics proven re-offending measures

	National Statistics measure of proven re-offending (for any prison)	PbR prison pilot re-conviction measures	
		Peterborough (cohort 1)	Doncaster (cohort 1)
The cohort	All offenders who were discharged from custody, over a 12 month period, regardless of sentence length. Excludes those in prison for breach	Male offenders aged 18 or over discharged from Peterborough prison between 9 September 2010 and 1 July 2012 after serving sentences of less than 12 months. Differences from National Statistics: <ul style="list-style-type: none"> Excludes those who serve the whole of their custodial sentence on remand Excludes foreign national offenders recorded as having been deported on release from prison Includes those in prison for breach 	Male offenders aged 18 or over discharged from Doncaster prison between 1 October 2011 and 30 September 2012 regardless of sentence length. Differences from National Statistics: <ul style="list-style-type: none"> Excludes those who serve the whole of their custodial sentence on remand Excludes foreign national offenders recorded as having been deported on release from prison
The period to measure re-convictions/re-offending	12 months for offences to occur and a further 6 months for offences to be proven (through conviction at court or a caution)	12 months for offences to occur and a further 6 months for offences to be re-convicted Note: excludes cautions	12 months for offences to occur and a further 6 months for offences to be re-convicted Note: excludes cautions
The headline measure	Proportion of offenders who commit one or more proven re-offences	Frequency of re-conviction events	Proportion of offenders re-convicted of one or more offences
What counts	Offences committed in the 12 months following release from prison, and proven by conviction at court or a caution either in those 12 months or in a further 6 months	Any re-conviction event (sentencing occasion) relating to offences committed in the 12 months following release from prison, and resulting in conviction at court either in those 12 months or in a further 6 months Note: excludes cautions	Offences committed in the 12 months following release from prison, and resulting in conviction at court either in those 12 months or in a further 6 months Note: excludes cautions

OGRS score data

Re-offending is related to the characteristics of offenders, for example offenders with a large number of previous convictions are more likely to re-offend than those with fewer previous convictions, and changes in re-conviction rates over time can be related to changes in the mix of offenders being worked with rather than a real change in the level of their re-offending.

The Offender Group Reconviction Scale (OGRS)¹² is a predictor of re-offending based on age, gender and criminal history, which are risk factors known to be associated with the likelihood of re-offending. OGRS scores range from 0 to 1, with a lower score representing a lower likelihood of re-offending. The scores can be used to compare the relative likelihood of re-offending either over time or between different groups of offenders, with a higher/lower rate meaning a group of offenders who are more/less likely to re-offend. For example, if Offender Group A have an average OGRS score of 0.44, and Offender Group B have an average OGRS score of 0.58, this means that Offender Group A are less likely to re-offend.

Table A2a shows that the average OGRS scores for offenders released from Peterborough (and nationally for the equivalent group of offenders) were similar in the cohort period and the comparison period immediately prior to the pilot. This means we can be reasonably confident that the fall in frequency of re-conviction events for Peterborough and corresponding rise nationally are unlikely to be due to changes in the types of offenders coming through the system.

Table A2b shows that the average OGRS scores for offenders released from Doncaster are relatively stable over time. This means we can be reasonably confident that any changes in the Doncaster re-conviction rate are unlikely to be due to changes in the types of offenders coming through the system.

¹² For more details on OGRS see Ministry of Justice Research Summary 7/09 *OGRS 3: the revised Offender Group Reconviction Scale* at webarchive.nationalarchives.gov.uk/20110201125714/http://www.justice.gov.uk/publications/offender-assessment-system.htm

Table A2a: Peterborough (and national equivalent) OGRS scores

Average OGRS Score		
Discharge		
Period	Peterborough	National
Sep05-Jun07	0.50	0.52
Sep06-Jun08	0.50	0.52
Sep07-Jun09	0.50	0.52
Sep08-Jun10	0.49	0.51
Sep09-Jun11	0.49	0.51
Sep10-Jun12	0.48	0.52

Table A2b: Doncaster (and national equivalent) OGRS scores

Average OGRS Score		
Discharge		
Period	Doncaster	National
Oct06-Jun07	0.57	0.53
Oct07-Jun08	0.58	0.52
Oct08-Jun09	0.58	0.52
Oct09-Jun10	0.56	0.51
Oct10-Jun11	0.56	0.51
Oct11-Jun12	0.54	0.51

Table A3: Timeline for publication of interim 6 month and 12 month re-conviction figures

	Oct-13	Jan-14	Apr-14	Jul-14
Peterborough	12 month re-conviction figures for 16 months of cohort 1	12 month re-conviction figures for 19 months of cohort 1	12 month re-conviction figures for entire cohort 1	
Doncaster	6 month re-conviction figures for entire cohort 1	12 month re-conviction figures for 6 months of cohort 1	12 month re-conviction figures for 9 months of cohort 1	12 month re-conviction figures for entire cohort 1

Table A4: Latest outturn figures

Prison / Area	Start date of pilot	Length of pilot	Number of eligible participants for Cohort 1	Number of eligible participants to date for Cohort 2
Peterborough Social Impact Bond (SIB)	9 September 2010	Six years	1,034 ¹³	415 ¹⁴
HMP Doncaster	1 October 2011	Four years	1,503 ¹⁵	740 ¹⁶

13 Eligible participants from Cohort 1 from 9 September 2010 to 1 July 2012.

14 Eligible participants from Cohort 2 from 2 July 2012 to 31 March 2013.

15 Eligible participants from Cohort 1 from 1 October 2011 to 30 September 2012.

16 Eligible participants from Cohort 2 from 1 October 2012 to 31 March 2013.