



Ministry of
JUSTICE

Consultation on publication of reoffending data and analysis not covered in the main National Statistics publications

December 2009

Contents

| | |
|--|---|
| Foreword by the Ministry of Justice's Head of Profession | 2 |
| Summary of the proposals | 3 |
| The proposals | 4 |
| Detailed proposals on tables in the annual publication | 8 |
| Contact details and further information | 9 |

Foreword by the Ministry of Justice's Head of Profession

On 14 September 2009, the Rt Hon Jack Straw issued a Written Ministerial Statement on statistics about reoffending of offenders on a Home Detention Curfew (HDC). This reflected the fact that these statistics, and a range of other reoffending related statistics are not covered by the main National Statistics releases on adult and juvenile reoffending. The Statement noted that we would be holding a consultation on future plans to publish data on a routine basis on this topic.

In considering how the Ministry places a range of new reoffending statistics into the public domain regularly, we need to ensure that they fit coherently alongside our existing reoffending publications.

The review has, therefore, looked at the various requests for extra reoffending statistics we have received and how the Ministry can best meet its commitment, and statistical best practice, to give a coherent overview of all statistics related to reoffending.

This document sets out and seeks views on two key issues:

- a. proposal for an annual publication of statistical information on reoffending which is not covered by the existing National Statistics;
- b. proposals for the inclusion of topics for this publication over the next three years and their relative priority (the proposed years for inclusion reflect the likely volume of work needed to enable publication and current progress).

This package of proposals represents a significant improvement in terms of:

- a wider range of data available;
- presentation of a coherent overview of reoffending statistics to help understanding;
- simplifying access to information in line with the Code of Practice.

Views are invited from all users of reoffending statistics. In order to ensure we can develop these proposals and publish statistics in a timely fashion, we are asking for responses by 22 January 2010.

Summary of the proposals

We are proposing to publish a new annual bulletin on a range of content around reoffending statistics. We propose that we continue to publish the existing National Statistics publications as separate bulletins, to mark a clear delineation between headline measures of reoffending, and wider information.

We propose that this new publication will include the routine annual publication of series of interest in relation to reoffending which are not currently routinely published (such as reoffending whilst on Home Detention Curfew and reoffending whilst on End of Custody Licence). The publication will also include information on reoffending of Mentally Disordered Offenders, which is currently included in a separate bulletin. The publication would also include new analysis and developments in reoffending statistics (such as reoffending following a Penalty Notice for Disorder) and provide customers with the opportunity to comment on emerging work and plans for future work.

Key questions for consultation

Question 1 - Does the package of additional statistics proposed for publication on reoffending fully cover users' needs?

Question 2 – Do users support the introduction of an annual publication, separate from the National Statistics bulletins?

Question 3 – Are users content with the planned priorities over the next three years for inclusion in the publication?

The proposals

National Statistics on adult and juvenile reoffending

1. These adult and juvenile annual reoffending bulletins will continue in their current form.
2. A separate consultation on any changes to the headline measures of reoffending will be conducted in 2010 following work on reviewing the current National and Local measures of reoffending, although any comments on the current measures are welcomed and will feed into options for this later consultation.

Criminal History Bulletin

3. This consultation does not cover the Criminal History bulletin, which will be published in 2010, as it does not cover reoffending data.

New publication on reoffending statistics not covered by the main National Statistics bulletins

4. The new publication would comprise four main sections:
 - a. An overview of reoffending statistics available; a brief summary of the National Statistics and the differences in methodology/coverage from those presented in this publication;
 - b. Regular statistics that would be updated annually (including reoffending whilst on Home Detention Curfew);
 - c. New analysis and developments in reoffending statistics (such as reoffending following a Penalty Notice for Disorder);
 - d. A short overview of the published research evidence on reducing reoffending, and where these reports can be found;
5. The regular statistics we plan to include are:
 - a. For offenders released on Home Detention Curfew, reoffending rates whilst on the scheme (we may also look at reoffending whilst on release from a juvenile Detention and Training Order)
 - b. For offenders released on End of Custody Licence, reoffending rates whilst on the scheme – this would be different to statistics currently published which cover ‘alleged reoffending’, see link for more information on what is currently published (and will continue to be published). These statistics would be published to cover the duration of the ECL scheme.

- c. More generally, we would look to produce reoffending rates for all offenders whilst under supervision, either on licence, or on court order under probation supervision – however, due to the potentially long time lag, we would need to explore the best way of measuring this. We could also consider in this section, offenders who were under the MAPPA scheme. This section may be partially explored in 2010 publication, and then improved on for the 2011 onwards publications.
 - d. Reoffending rates of Mentally Disordered Offenders. To date this has been published in the Mentally Disordered Offenders bulletin, however, this bulletin is being discontinued, and the majority of the content moved to the Offender Management Caseload Statistics bulletin.
 - e. Others depending on emerging issues over time
6. The new analysis and developments we plan to include (along with year of introduction) are:

Additional breakdowns of published National Statistics

2010

- a. Geographic breakdowns of the published National Statistics on adult and juvenile reoffending (2010 for England and Wales and Government Office regions, and for 2011 onwards more detailed breakdowns to local authority level)
- b. Providing a complete breakdown of reoffending by each requirement type and combination for Community Orders and Suspended Sentence Orders (and when available, the new Youth Rehabilitation Order) which gives more detail than table A5 in the published National Statistics

2011

- c. Reoffending by length of sentence for Community Orders and Suspended Sentence Orders (and when available, the new Youth Rehabilitation Order)
- d. Impact of breaches on reoffending
- e. More detailed analysis of the reoffending of offenders classed as Multiple offender entries (MoE's) – see pages 56-7 of 2007 adult reoffending report for more information on MoE's

Other groups of offenders or definitions of reoffending specifically requested (these will be a combination of data and outlines of planned developments)

2010

- f. Reoffending rates for those issued with a Penalty Notice for Disorder

- g. Comparison of reoffending rates for those issued with a caution, fine or discharge when analysing offenders matched on basic characteristics
- h. Comparison of reoffending rates for those commencing a Court Order under probation supervision and those discharged from short custodial sentences when analysing offenders matched on basic characteristics [depending on response to this and point above, this may be repeated for other adult and youth disposals in future publications]
- i. Impact on frequency rates of reoffending accounting for time spent in prison during the one year follow up period
- j. Reoffending rates for those discharged from custody by individual prison (including juvenile detention as well if sufficient numbers for analysis)
- k. Reoffending rates over longer time periods than published 1 year follow ups. Earliest cohort for use is the 2000 cohort.
- l. An article outlining changes in methods of measuring reoffending from the 1950's, including explanation of reasons for and (where possible) impact of changes
- m. An article outlining work to establish a way of comparing reoffending rates across countries

2011

- n. Reoffending rates of 'lifers' (part of this work would be clarifying what sentences should be included within this definition – there is also a problem of small numbers of cases that limit the usefulness of analysis of this group) – this would also consider juveniles if there are sufficient numbers for robust analysis.
- o. Reoffending rates by length of prison sentence, for juveniles (adult data is already published in main National Statistics)
- p. Reoffending rates following a Youth Restorative Disposal (this would depend on data quality/availability on the Police National Computer)
- q. Reoffending rates of offenders who 'complete' their community sentence, as opposed to reoffending rates of those starting community sentences
- r. Reoffending rates of offenders from start of custodial sentence, rather than from release from custody [sections 'q' and 'r' are to enable comparison of reoffending rates from date of sentence, to demonstrate incapacitation effect of imprisonment compared to main measure of reoffending]
- s. Analysis of imprisonment rates as an alternative measure of reoffending [i.e. we would only count reoffending in this context if the offender was imprisoned as a result]

- t. Analysis of alternative ways of measuring severity of reoffending
- u. Analysis of links between crime and reoffending statistics

2012

- v. Reoffending rates of offenders convicted of 'terrorism' offences
 - w. Assessing improvements to the methodology for Mentally Disordered Offenders reoffending rates, looking at issues around recall to hospitals or prisons; also considering whether we should only look at reoffending following 1st release.
 - x. Reoffending rates by 'other' groups, classified either by offence committed, or some other shared characteristic (depends on request)
7. The publication will provide clear guidance on how reoffending statistics are presented and where methods differ, will provide customers with a clear understanding of why these different methods have been employed.

Detailed proposals on tables in annual publication

The table below sets out the proposed coverage of the new bulletin.

| Proposed table | Description |
|----------------|--|
| | Overview section |
| 1 | Headline statistics from published National Statistics on adult and juvenile reoffending |
| | Regular statistics |
| 2 | Number of offenders released on Home Detention Curfew (HDC) each year, number of these offenders who reoffended whilst on HDC, and the number and type of offences they committed whilst on HDC [this information would be updated each year with any extra information available on the Police National Computer] |
| 3 | Number of offenders released on End of Custody Licence (ECL) each year, number of these offenders who reoffended whilst on ECL, and the number and type of offences they committed whilst on ECL |
| 4 | Number of Mentally disordered offenders on 1 st discharge and matched to PNC, number of these offenders who have reoffended within 1 and 2 years, and a summary analysis of the number and type of offences committed |
| | New analysis and developments |
| | Detail to be established based on customer response to the consultation |
| | Overview of published research evidence on reducing reoffending |
| | No tables would be included in this section |

Contact details and further information

For queries, comments or further information on the issues set out in this note, please contact:

Justice Statistics Analytical Services

Ministry of Justice

7th floor

102 Petty France

London SW1H 9AJ

Email: statistics.enquiries@justice.gsi.gov.uk