



Ministry
of Justice

Official Statistics

Annex A

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

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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 summer 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 began publishing interim re-conviction figures for cohort 1 of both of these pilots from June 2013. In both cases, this was the earliest opportunity after MoJ statisticians judged the number of offenders being reported on to be large enough to provide robust interim figures. This Annex includes updates to these cohort 1 interim reconviction figures and, for first time, interim re-conviction figures for cohort 2 of the Doncaster pilot.

These figures are updated in this dedicated annex to each edition of the MoJ’s quarterly *Proven Re-offending Statistics* bulletin.

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.

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 includes all eligible offenders released from 1 October 2011 to 30 September 2012 and cohort 2 includes all eligible offenders released from 1 October 2012 to 30 September 2013.

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 the 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

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

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

In publishing these interim figures MoJ aims to give the most useful figures for as much of each cohort as possible at each point in time.

Initially, this is done by providing figures based on periods half the length of those that will be used for the final results, for an increasing proportion of each cohort. These cover 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).

Subsequently, when the data become available, we provide figures based on the full period used for the final results: covering 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, again for an increasing proportion of the cohort.

These figures are updated on a quarterly basis. See Table A3 in the *Appendix* for a timeline of the publication of these results.

The figures for Peterborough in this bulletin are 12 month re-conviction figures. They cover all offenders released in the 22 months that comprise the cohort 1 period. However, these are not final results of cohort 1, as explained in the next section *Interpreting interim re-conviction figures*.

For Doncaster, the figures presented here cover offenders released from prison in the first 9 months of the cohort 1 period (the full cohort comprises 12 months) and 12 month re-conviction rates. Also, for first time, the figures will show the first 6 months of the cohort 2 period with 6 month re-conviction rates.

Interpreting interim re-conviction figures

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

Doncaster:

- Figures for both cohorts of the Doncaster pilot are based on incomplete cohorts (three quarters of cohort 1 and half of cohort 2); and
- The Doncaster cohort 2 figures measure re-convictions within the 6 months after release from prison rather than 12 months.

Therefore the interim figures for Doncaster cohort 1 presented below are close to a complete measure of the final outcome, whereas the interim figures for cohort 2 are much less complete at this stage. Users should bear this in mind when interpreting these figures.

Peterborough:

- 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 results.

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

Results

Peterborough

The interim figures presented in this statistical bulletin are 12 month re-conviction figures for offenders released from Peterborough in the entire cohort 1 period of 22 months. These are the full measurement periods but they do not constitute the final results on which the outcome for cohort 1 will be assessed.

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% 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 periods³. The national figures are based on other local⁴ prisons which exclude Peterborough and Doncaster.

³ Figures for Sep09-Jun11 overlap with the pilot cohort 1 period itself; therefore they should not be used as a baseline for comparison. They have been included in the published figures for transparency.

⁴ 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. See Annex D for a definition of local prison.

Table 1 and Figure 1: Peterborough (and national equivalent) interim re-conviction figures using the entire (22 month) cohort 1 and a 12 month re-conviction period

Discharge Period	Peterborough			National		
	No. of offenders	Re-conviction Rate	12 month frequency of re-conviction events per 100 offenders	No. of offenders	Re-conviction Rate	12 month frequency of re-conviction events per 100 offenders
Sep05-Jun07	835	56.6%	147	32,912	55.9%	131
Sep06-Jun08	1,025	57.2%	155	33,609	56.4%	139
Sep07-Jun09	1,169	55.8%	152	36,533	55.9%	142
Sep08-Jun10	1,088	54.0%	159	36,508	54.5%	143
Sep09-Jun11	940	52.7%	150	34,349	55.0%	151
Sep10-Jun12	1,006	51.7%	141	33,599	55.1%	156

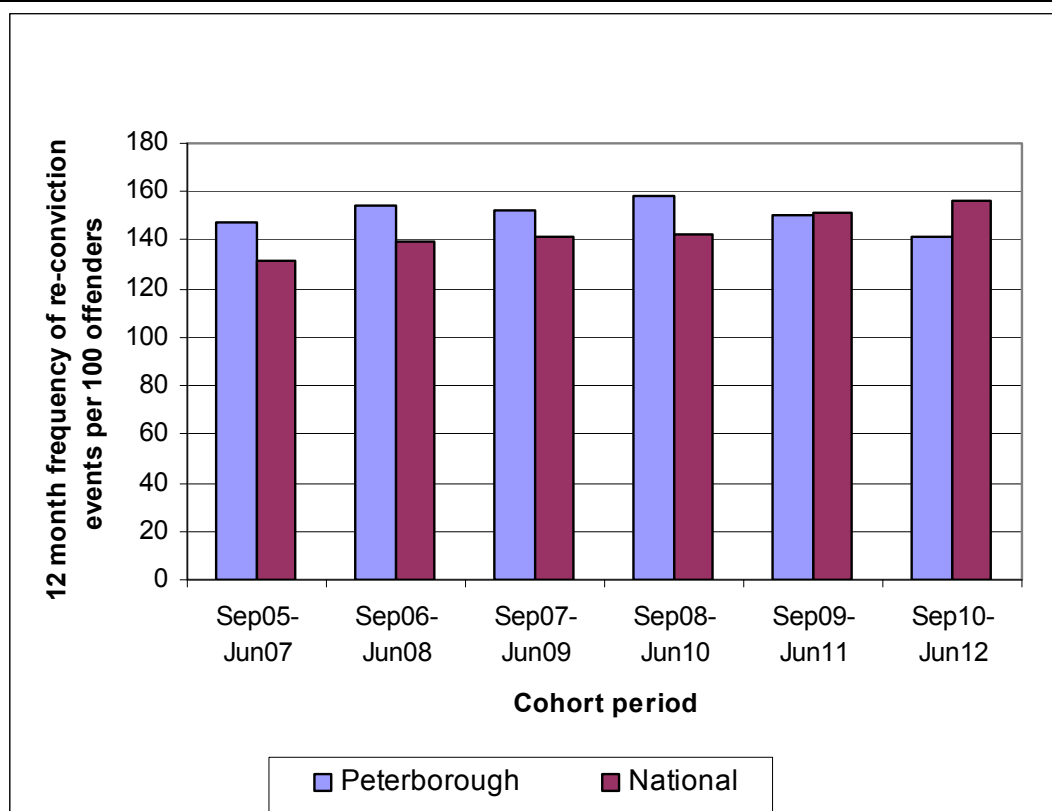


Table 1 above shows that for offenders released from Peterborough between 9 September 2010 and 1 July 2012 (the entire cohort 1), there were an average of 141 re-conviction events per 100 offenders. This compares to an average of 159 re-conviction events per 100 offenders released from Peterborough between September 2008 and June 2010; a fall of 11%.

Nationally, the equivalent figures show a rise of 10% from 143 to 156 re-conviction events per 100 offenders.

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 the section *Interpreting interim re-conviction figures*). The final results will be available in summer 2014.

Doncaster

The interim figures presented in this statistical bulletin cover both cohort 1 and cohort 2. They are presented separately because the lengths of the cohort periods and the re-offending period that are measured for each of the cohorts are different.

The interim figures for cohort 1 are now close to a complete measure of the final outcome, whereas the interim figures for cohort 2 are much less complete at this stage. Users should bear this in mind when interpreting these figures.

Cohort 1

The interim figures for cohort 1 in this bulletin are 12 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 five years prior to the pilot and equivalent national figures for the same periods. The national figures are based on other local⁵ prisons which exclude Peterborough and Doncaster.

Success of the Doncaster pilot will be measured against a baseline of calendar year 2009 which is 58.0%⁶, with the target met if the re-conviction rate for cohort 1 is 5 percentage points lower than it was in 2009.

⁵ Since HMP Doncaster is a local prison, the underlying characteristics of the prison and its offenders will be more similar to those of local prisons. See Annex D for a definition of local prison.

⁶ This 58% is the 12 month re-conviction rate for the 12 month cohort period of 2009.

Table 2 and Figure 2: Doncaster (and national equivalent) interim 12-month re-conviction figures for offenders released in the first 9 months of the cohort 1 period

Discharge period	Doncaster		National	
	No. of offenders	12 month re-conviction rate	No. of offenders	12 month re-conviction rate
Oct06-Jun07	1,028	59.0%	17,997	55.8%
Oct07-Jun08	905	62.0%	19,954	57.0%
Oct08-Jun09	961	59.4%	20,567	55.0%
Oct09-Jun10	1,007	57.0%	20,207	54.4%
Oct10-Jun11	972	54.3%	19,941	54.4%
Oct11-Jun12	1,014	52.6%	20,113	53.7%

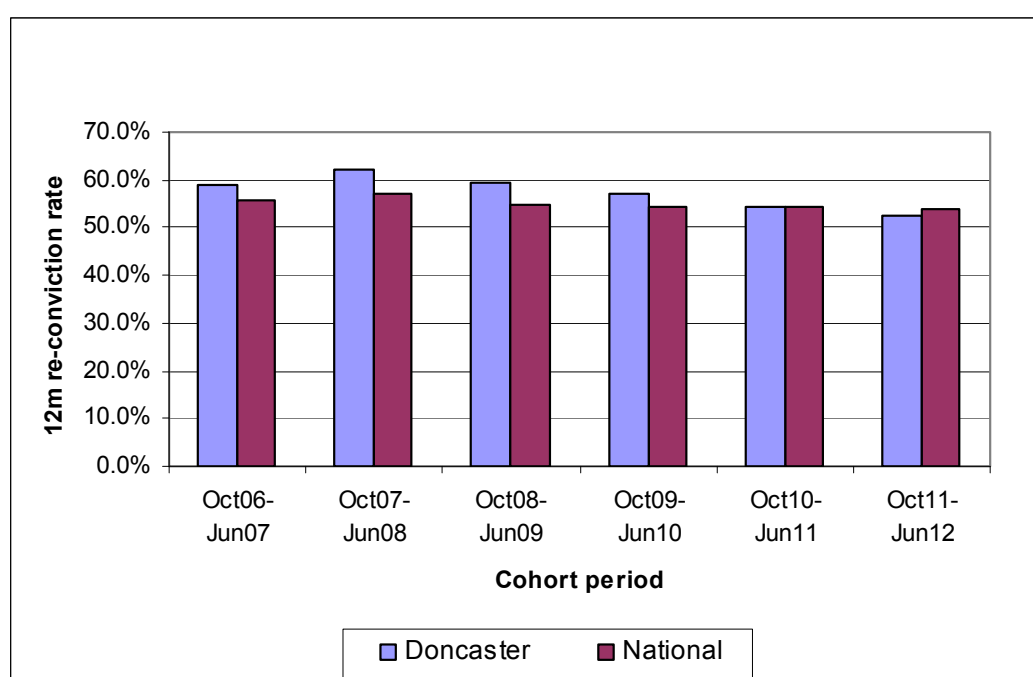


Table 2 above shows a 12 month re-conviction rate of 52.6% for offenders released from Doncaster between October 2011 and June 2012 (the first 9 months of cohort 1).

This compares to 59.4% for offenders released between October 2008 and June 2009 (a fall of 6.9 percentage points), and to 57.0% for those released between October 2009 and June 2010 (a fall of 4.4 percentage points). We have compared to these figures as they are the closest comparable periods to the baseline period of calendar year 2009.

Nationally the equivalent figures show a re-conviction rate of 53.7% for offenders released between October 2011 and June 2012. This represents a fall of 1.3 percentage points compared with offenders released between October 2008 and June 2009 (55.0%) and a fall of 0.7 percentage points compared with those released from October 2009 to June 2010 (54.4%).

These interim figures show our best assessment of change at this point in time (see the section *Interpreting interim re-conviction figures*). The final results will be available in summer 2014.

Cohort 2

This annex presents the first set of early interim figures for Cohort 2. These are 6 month re-conviction figures for offenders released from Doncaster in the first 6 months of the cohort 2 period (the full cohort comprises 12 months). For comparison, we have provided equivalent figures for the five previous years and equivalent national figures for the same periods. The national figures are based on other local⁷ prisons which exclude Peterborough and Doncaster.

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 2 is 5 percentage points lower than it was in 2009.

Table 3 and Figure 3: Doncaster (and national equivalent) interim 6-month re-conviction figures for offenders released in the first 6 months of the cohort 2 period

Discharge period	Doncaster		National	
	No. of offenders	6 month re-conviction rate	No. of offenders	6 month re-conviction rate
Oct07-Mar08	636	48.7%	13,867	41.9%
Oct08-Mar09	669	45.6%	14,315	41.6%
Oct09-Mar10	718	41.2%	14,176	39.8%
Oct10-Mar11	674	39.5%	13,707	41.0%
Oct11-Mar12	718	40.4%	13,906	40.1%
Oct12-Mar13	580	43.1%	13,733	40.6%

⁷ Since HMP Doncaster is a local prison, the underlying characteristics of the prison and its offenders will be more similar to those of local prisons. See Annex D for a definition of local prison.

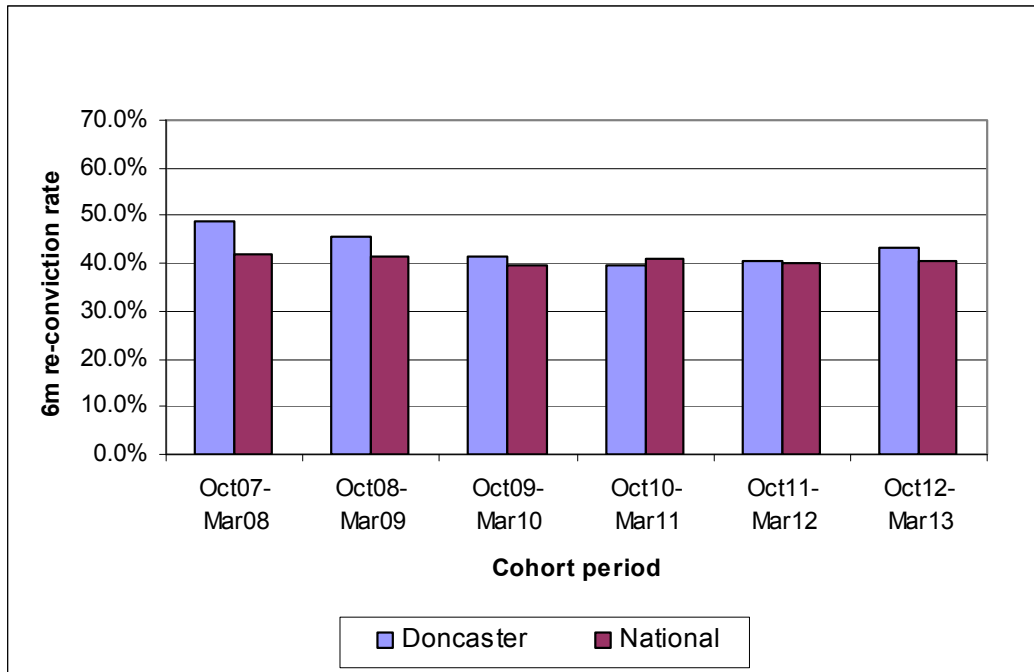


Table 3 above shows a 6 month re-conviction rate of 43.1% for offenders released from Doncaster between October 2012 and March 2013 (the first 6 months of cohort 1).

This compares to 45.6% for offenders released between October 2008 and March 2009 (a fall of 2.5 percentage points), and 41.2% for those released between October 2009 and March 2010 (a rise of 1.9 percentage points). We have compared to these figures as they are the closest comparable periods to the pilot’s baseline period of calendar year 2009.

Nationally the equivalent figures show a re-conviction rate of 40.6% for offenders released between October 2011 and March 2012. This represents a fall of 1.0 percentage points compared with offenders released between October 2008 and March 2009 (41.6%) and a rise of 0.8 percentage points compared with those released from October 2009 to March 2010 (39.8%).

These interim figures show our best assessment of change at this point in time (see the section *Interpreting interim re-conviction figures*). The final results will be available in summer 2015.

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 & cohort 2)
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 (cohort 1) or 1 October 2012 and 30 September 2013 (cohort 2) 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)⁶ 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.

Tables A2a, A2b and A2c show the average OGRS scores for each of the offender groups that are measured in the tables above. These include offenders released from Peterborough and Doncaster prisons as well as those for the equivalent national groups of offenders. The figures are approximate because a small minority of offenders from each group are not included due to some data being unavailable.

Table A2a: Peterborough (and national equivalent) OGRS scores for offenders released in the first 22 months of the cohort 1 period

Discharge Period	Average OGRS score	
	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

⁶ 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 A2b: Doncaster (and national equivalent) OGRS scores for offenders released in the first 9 months of the cohort 1 period

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

Table A2c: Doncaster (and national equivalent) OGRS scores for offenders released in the first 6 months of the cohort 2 period

Discharge period	Average OGRS score	
	Doncaster	National
Oct07-Mar08	0.59	0.53
Oct08-Mar09	0.58	0.53
Oct09-Mar10	0.56	0.52
Oct10-Mar11	0.57	0.52
Oct11-Mar12	0.54	0.52
Oct12-Mar13	0.57	0.52

Table A3: Timeline for publication of re-conviction figures

	July 2014	October 2014	January 2015
Peterborough	Partial cohort 2 (6 month re-conviction figures for a 12 month cohort)	Partial cohort 2 (6 month re-conviction figures for a 15 month cohort)	Partial cohort 2 (6 month re-conviction figures for a 18 month cohort)
Doncaster	Final results for cohort 1 (12 month re-conviction figures for a 12 month cohort), and 6 month re-conviction figures for 9 months of cohort 2 (a 12 month cohort)	6 month re-conviction figures for entire cohort 2 (a 12 month cohort)	12 month re-conviction figures for the first 6 months of cohort 2 (a 12 month cohort)

Table A4: Other information on the pilots

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 ⁹	769 ¹⁰
HMP Doncaster	1 October 2011	Four years	1,472 ¹¹	1,230 ¹²

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

¹⁰ Eligible participants from Cohort 2 from 2 July 2012 to 31 December 2013.

¹¹ Eligible participants from Cohort 1 from 1 October 2011 to 30 September 2012.

¹² Eligible participants from Cohort 2 from 1 October 2012 to 30 September 2013. This is the entire Doncaster pilot cohort 2 period, but the figure is provisional at this stage and subject to revision.

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