



Ministry  
of Justice



# **Proven Re-offending Statistics Quarterly Bulletin**

January to December 2012,  
England and Wales

Ministry of Justice  
Statistics Bulletin

30 October 2014

# Contents

Introduction .....	3
Key findings .....	6
Main report.....	9
Adult and juvenile offenders .....	9
Gender .....	11
Age.....	12
Disposal (sentence) type .....	13
Adult offenders released from custody or commencing a court order .....	13
Adult offenders released from custody .....	13
Juvenile offenders released from custody .....	14
Adult offenders commencing a court order .....	14
Comparing the effectiveness of sentences.....	15
Adult offenders by individual prison.....	16
Adult offenders by probation trust.....	16
Index offence.....	18
Previous offences.....	19
List of quarterly tables.....	20
Annex A Interim re-conviction figures for Peterborough and Doncaster Payment by Results pilots.....	23
Annex B Measuring proven re-offending.....	34
Annex C Impact of removing adults who test positive for Class A drugs on arrest from the offender cohort .....	37
Annex D Proven re-offending rates for restricted patients .....	39
Annex E Serious further offences .....	46
Annex F Glossary of terms .....	49
Explanatory notes .....	58
Contact points.....	59

## Introduction

The Proven Re-offending Statistics Quarterly Bulletin provides key statistics on proven re-offending in England and Wales. It gives proven re-offending figures for adult and juvenile offenders, who were released from custody, received a non-custodial conviction at court, received a caution, or received a reprimand or warning between January and December 2012. A proven re-offence is defined as any offence committed in a one year follow-up period that leads to a court conviction, caution, reprimand or warning in the one year follow-up or within a further six month waiting period to allow the offence to be proven in court.

This quarterly bulletin presents the proportion of offenders who re-offend (proven re-offending rate) and the number of proven re-offences those offenders commit by age group, gender, criminal history and offence type. Also included are proven re-offending rates for serious proven re-offending, different types of sentence, and for individual prisons, probation trusts, local authorities and youth offending teams.

**As announced in the previous quarterly publication in this series<sup>1</sup>, adults who test positive for Class A drugs alone (without receiving a conviction or caution) are no longer included in the publication. This reflects changes to the way drug testing data are collected centrally. All relevant tables have been back dated to reflect this change, and Table 15 for drug misusing offenders has been removed from the publication. Further information on the impact of this change on the proven re-offending rates plus a full set of tables based on the measure including positive drug testers have been provided in Annex C. Also, as previously announced, due to the inconsistency of the recording of the available data for Prolific and other Priority Offenders (PPOs), we will no longer be publishing re-offending rates for this group in future publications.**

**Furthermore, as a result of these changes, we will no longer have all the offender characteristics needed to produce the current predicted rate of re-offending model. Therefore, the next publication will no longer contain references to a predicted rate. We will consult on a replacement method for this, one option being version 4 of the Offender Group Reconviction Scale (OGRS4) score as used by the Transforming Rehabilitation (TR) programme as a predictor of re-offending based on age, gender and criminal history. Further information on OGRS4 is available in Annex A of this report.**

**Also included in this bulletin for the first time are two additional annexes. Annex D presents the one year re-offending rates of restricted**

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<sup>1</sup> [Statistical notice](#) pre-announcing a number of planned changes to the bulletin.

patients, and Annex E presents the number of Serious Further Offence (SFO) notifications under the Probation SFO Review Process which resulted in a conviction for a serious further offence. These statistics were previously reported in the 'Compendium of Re-offending Statistics and Analysis'.

Latest figures are provided with comparisons to January to December 2011 and the year 2002 in order to highlight long-term trends. Note that 2000 is the earliest year for which proven re-offending data exist on a comparable basis and re-offending data for this period can be found in previous issues of the bulletin. The full set of results is provided separately in Excel tables at:

[www.gov.uk/government/collections/proven-reoffending-statistics](http://www.gov.uk/government/collections/proven-reoffending-statistics)

The accompanying 'Definitions and Measurement' document, which is available at the same link, provides more detailed information.

Users interested in the latest findings from the Peterborough and Doncaster Payment by Results pilots can find the latest interim re-conviction figures in Annex A.

This bulletin is published alongside three inter-related bulletins:

- **Offender Management Statistics Quarterly Bulletin, April to June 2014:** provides key statistics relating to offenders who are in prison or under Probation Service supervision. It covers flows into these services (receptions into prison or probation starts) and flows out (discharges from prison or probation terminations) as well as the caseload of both services at specific points in time. It also includes information on returns to custody following recall.
- **Safety in Custody Statistics Quarterly update to June 2014, England and Wales:** provides statistics on death, self harm and assault incidents whilst in prison custody.
- **MAPPA (Multi Agency Public Protection Arrangements) Annual Report 2013/14:** this annual publication presents the number of MAPPA eligible offenders in England and Wales, and information related to these offenders, including a summary of the information provided in the MAPPA reports published by each of the areas.

Taken together, these publications present users with a more coherent overview of offender management including MAPPA eligible offenders, re-offending among adults and young people and the safety of offenders whilst in prison custody.

Additional analyses on proven re-offending that are not covered by this bulletin are presented in the 'Compendium of re-offending statistics and analysis'. The 2013 edition of this publication, which was published by the

MoJ on 11 July 2013, includes a comprehensive analysis on the impact of sentencing on proven re-offending for adult offenders.

[www.gov.uk/government/publications/2013-compendium-of-re-offending-statistics-and-analysis](http://www.gov.uk/government/publications/2013-compendium-of-re-offending-statistics-and-analysis)

**If you have any feedback, questions or requests for further information about this statistical bulletin, please direct them to the appropriate contact given at the end of this report.**

# Key findings

## Overview – latest 12 month period compared to the previous 12 month period and 2002

	2002	2011	2012	Percentage change 2002 to 2012 <sup>1</sup>	Percentage change 2011 to 2012 <sup>1</sup>
<b>All offenders</b>					
Proportion of offenders who re-offend (%)	28.9	26.7	26.0	-2.9pp ↓	-0.7pp ↓
Average number of re-offences per re-offender	3.51	2.91	2.97	-15.5% ↓	1.9% ↑
Proportion of offenders who re-offend - Adjusted to baseline <sup>2</sup> (%)	25.9	27.3	27.3	-	-
Average number of re-offences per offender	1.01	0.78	0.77	-23.9% ↓	-0.9% ↓
Number of re-offences	641,321	471,946	428,198	-33.2% ↓	-9.3% ↓
Number of re-offenders	182,485	161,982	144,209	-21.0% ↓	-11.0% ↓
Number of offenders in cohort	632,065	605,925	554,521	-12.3% ↓	-8.5% ↓
<b>Adult offenders</b>					
Proportion of offenders who re-offend (%)	27.6	25.4	24.9	-2.7pp ↓	-0.5pp ↓
Average number of re-offences per re-offender	3.59	2.92	2.97	-17.2% ↓	1.8% ↑
Proportion of offenders who re-offend - Adjusted to baseline <sup>2</sup> (%)	24.1	26.1	26.3	-	-
Average number of re-offences per offender	0.99	0.74	0.74	-25.3% ↓	-0.3% ↓
Number of re-offences	491,373	394,542	368,628	-25.0% ↓	-6.6% ↓
Number of re-offenders	136,943	135,163	124,007	-9.4% ↓	-8.3% ↓
Number of offenders in cohort	495,664	531,241	497,996	0.5% ↑	-6.3% ↓
<b>Juvenile offenders</b>					
Proportion of offenders who re-offend (%)	33.4	35.9	35.7	2.4pp ↑	-0.2pp ↓
Average number of re-offences per re-offender	3.29	2.89	2.95	-10.4% ↓	2.2% ↑
Proportion of offenders who re-offend - Adjusted to baseline <sup>2</sup> (%)	32.4	35.5	35.7	-	-
Average number of re-offences per offender	1.10	1.04	1.05	-4.1% ↓	1.7% ↑
Number of re-offences	149,948	77,404	59,570	-60.3% ↓	-23.0% ↓
Number of re-offenders	45,542	26,819	20,202	-55.6% ↓	-24.7% ↓
Number of offenders in cohort	136,401	74,684	56,525	-58.6% ↓	-24.3% ↓

1. pp = percentage point and percentage changes may not add up due to rounding of raw figures  
2. See the definitions and measurement paper for an explanation on how to use and interpret the baseline rate

## Overall - adult and juvenile offenders

Between January and December 2012, around 555,000 adult and juvenile offenders<sup>2</sup> were cautioned<sup>3</sup>, convicted (excluding immediate custodial sentences) or released from custody. Around 144,000 of these offenders committed a proven re-offence within a year. This gives an overall proven re-offending rate of 26.0%, which is the lowest level in over 10 years. This represents a small drop of 0.7 percentage points compared to the previous 12 months and a fall of 2.9 percentage points since 2002. Since 2002, the overall proven re-offending rate for adult and juvenile offenders has remained fairly stable, fluctuating between around 26% and 29% (Table 1). In addition:

- Around 428,000 proven re-offences were committed over the one year follow-up period, with those that re-offended committing, on average, 3.0 re-offences each (both adults and juveniles) (Table 1);

<sup>2</sup> A certain proportion of offenders who could not be matched to the Police National Computer (PNC) are excluded from the offender cohort. Therefore, this number does not represent all proven offenders. Please refer to the 'Definitions and Measurement' document for more detail at [www.gov.uk/government/collections/proven-reoffending-statistics](http://www.gov.uk/government/collections/proven-reoffending-statistics). This means that the number of offenders in this bulletin will be different from the numbers published in the Offender Management Quarterly Statistics Bulletin available at [www.gov.uk/government/collections/offender-management-statistics-quarterly](http://www.gov.uk/government/collections/offender-management-statistics-quarterly) and the Criminal Justice Statistics report available at [www.gov.uk/government/collections/criminal-justice-statistics-quarterly](http://www.gov.uk/government/collections/criminal-justice-statistics-quarterly).

<sup>3</sup> Includes reprimands and warnings for juveniles.

- Unsurprisingly, offenders with 11 or more previous offences have a higher re-offending rate than those with no previous offences – 47.0% compared to 10.3% in the most recent figures and the same pattern can be seen for previous years (Table 6c); and
- Less than 1% of all proven re-offences committed over the one year follow-up period were serious violent or sexual offences with very little change since 2002 (Table 8).

### **Adult offenders**

Around 498,000 adult offenders were cautioned, convicted or released from custody between January and December 2012 and around 124,000 of them committed a re-offence. This gives a proven re-offending rate of 24.9%, representing a small decrease of 0.5 percentage points compared to the previous 12 months and a fall of 2.7 percentage points since 2002. Proven re-offending rates for adult offenders have remained fairly flat since 2002 fluctuating between around 24% and 28% and since 2004 have remained steady at around 25% (Table 1).

### **Adult offenders released from custody**

The proven re-offending rate for adult offenders released from custody between January and December 2012 was 45.2%, the lowest level since 2002 when the re-offending rate was 7.4 percentage points higher, and a fall of 1.2 percentage points compared to the previous 12 months. In addition:

- since 2005, the overall rate for those released from custody has remained relatively stable at around 45% to 49%;
- adults who served sentences of less than 12 months re-offended at a rate of 57.6%, compared to 34.2% for those who served sentences of 12 months or more<sup>4</sup>;
- the trends for those released from short and long sentences have both also remained broadly flat since 2005 and are consistent with the overall trend; and
- the rate for those released from short sentences has been consistently higher compared to those released from longer sentences (Table 19a).

### **Adult offenders starting a court order**

The proven re-offending rate for adult offenders starting a court order (Community Order or Suspended Sentence Order) was 33.5%, the lowest level since 2002 when the re-offending rate was 6.3 percentage points higher,

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<sup>4</sup> Excludes indeterminate sentences for public protection and life sentence prisoners.

and a drop of 0.9 percentage points compared to the previous 12 months (Table 18a).

### **Juvenile offenders**

Around 57,000 juvenile offenders were cautioned, convicted or released from custody between January and December 2012 and around 20,000 of them committed a re-offence. This gives a proven re-offending rate of 35.7%, down 0.2 percentage points from the previous 12 months (Table 1).

### **Juvenile offenders released from custody**

The proven re-offending rate for juvenile offenders released from custody between January and December 2012 was 68.2%, the lowest re-offending rate since 2002. This represents a fall of 2.5 percentage points compared to the previous 12 months and a fall of 6.6 percentage points since 2002 (Table 19b).



## Main report

This report provides key statistics on proven re-offending in England and Wales. It gives proven re-offending figures for adult and juvenile offenders<sup>1</sup> who were released from custody, received a non-custodial conviction at court, received a caution, or received a reprimand or warning, between January and December 2012. A proven re-offence is defined as any offence committed in a one year follow-up period that leads to a court conviction, caution, reprimand or warning in the one year follow-up. Following this one year follow-up, a further six month waiting period is allowed for the offence to be proven in court.

### Overall - adult and juvenile offenders (*Table 1*)

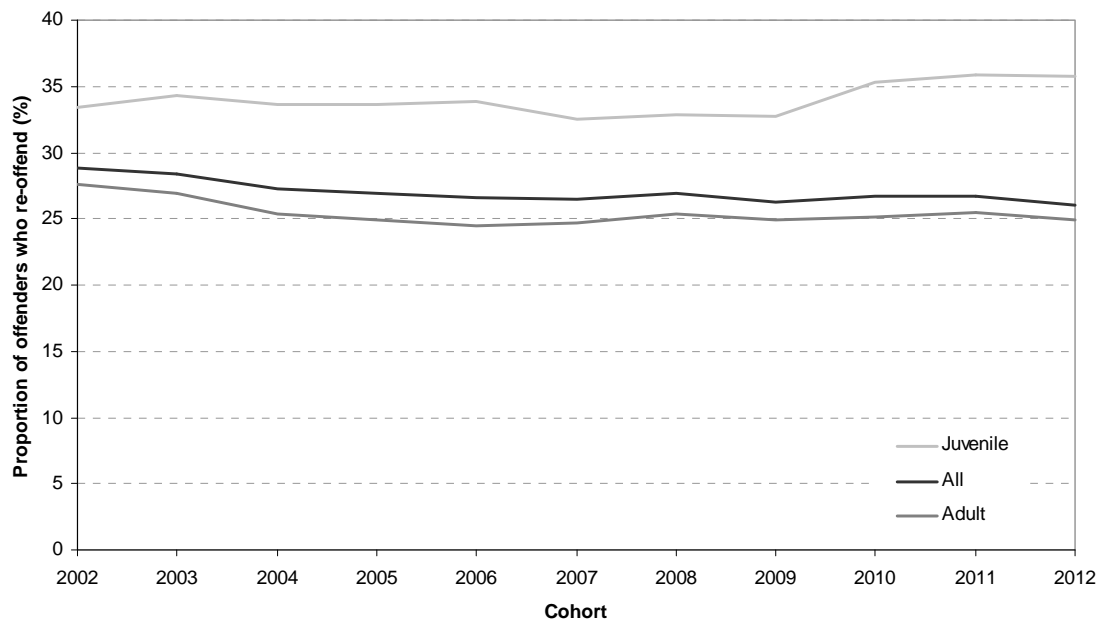
Adult offenders accounted for 90% (around 498,000) of the January to December 2012 offender cohort, and juvenile offenders, 10% (around 57,000).

Around 124,000 of all **adult offenders** were proven to have committed a re-offence within a year. This gives a proven re-offending rate of 24.9% which represents a slight decrease of 0.5 percentage points compared to the previous 12 months. Since 2002, there has been little change in this rate, as illustrated in Figure 1. Over this time it has ranged from around 24% to 28% and since 2004 it has remained steady at around 25%.

The proven re-offending rate for **juvenile offenders** is higher, but in the last 12 months it has decreased slightly from 35.9% in the 12 months ending December 2011 to 35.7% in the 12 months ending December 2012, a drop mainly driven by a decrease in the rate for 15 to 17 year olds. Since 2002, the rate has remained fairly flat at around 33% to 36%.

While the juvenile re-offending rate has seen an increase of 2.4 percentage points since 2002, the total number of juvenile offenders in the cohort has fallen by 59%, with particular reductions among those with no previous offences and those receiving a reprimand or final warning. Due to this, juvenile offenders in the criminal justice system are, on balance, more challenging to work with. This is reflected in the higher average number of previous offences per juvenile offender. In spite of this, the re-offending rate for juveniles released from custody continues to fall, meaning the overall increase in juvenile re-offending has been driven by those who re-offend after receiving a reprimand or warning (Table 18b).

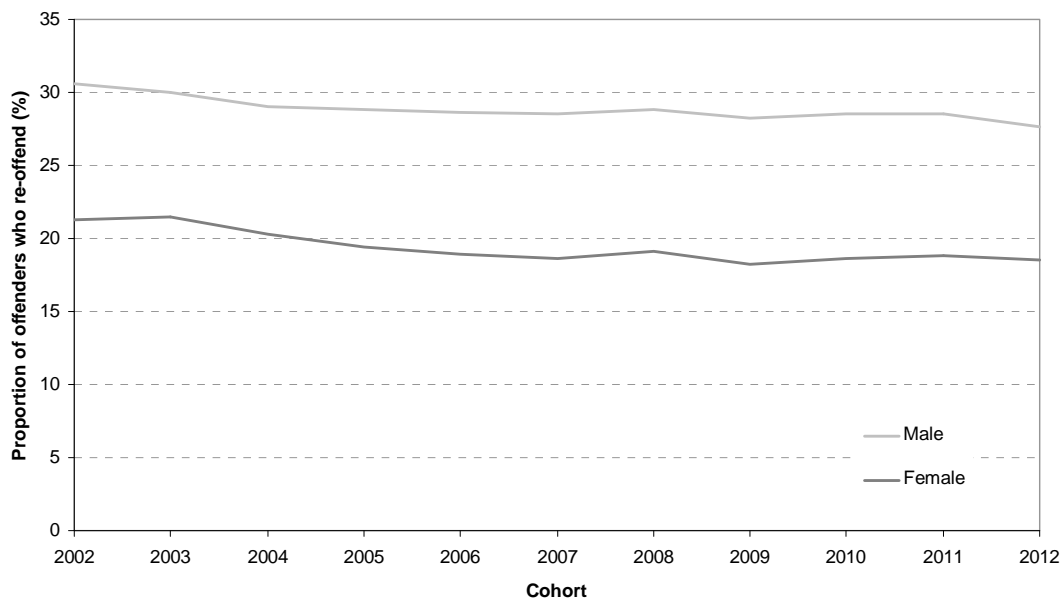
**Figure 1: Proportion of adult and juvenile offenders in England and Wales who commit a proven re-offence, 2002 to 2012**



## Gender (Table 2)

In the January to December 2012 cohort, 82% were male and 18% were female – a gender split that has changed little since 2002. Male offenders from the January to December 2012 cohort re-offended at a higher rate of 27.7% compared to female offenders who re-offended at a rate of 18.5%, and, as shown in Figure 2, both rates have remained broadly stable since 2002, although the latest data does show the lowest levels for males in over 10 years. Between 2002 and 2012, the proven re-offending rate for male and female offenders decreased by 2.9 and 2.8 percentage points respectively.

**Figure 2: Proportion of adult and juvenile offenders in England and Wales who commit a proven re-offence, by gender, 2002 to 2012**



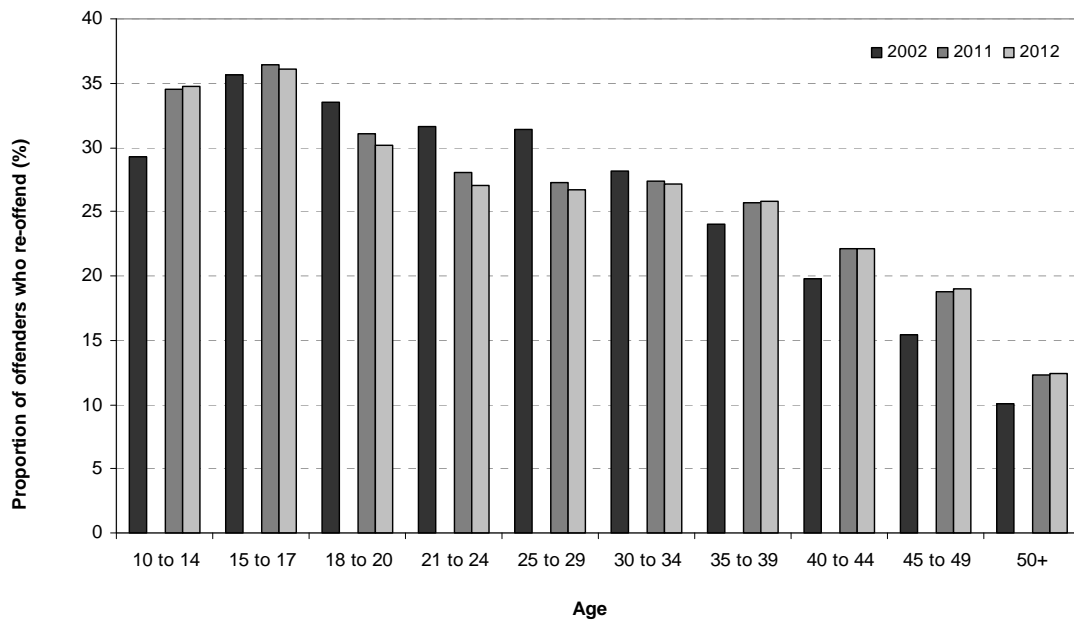
## Age (Table 3)

Since 2002, the proven re-offending rate for offenders aged 15 to 17 has been consistently higher than the rate in any other age group. In the 12 months ending December 2012, the rate among offenders in this age group fell from 36.4% in the previous 12 months to 36.0%, the first decrease in re-offending rates seen in this group since 2007. At 34.8%, rates for 10 to 14 year olds are the second highest and, along with the rates for those aged 35 and over, have reached their highest levels since 2002.

Compared to 2002, the proven re-offending rate for offenders in the cohort for January to December 2012 rose for 10 to 17 year olds and for those aged 35 and over, but fell for offenders aged 18 to 34.

Figure 3 shows that the proven re-offending rate for those aged 18 and over generally falls with increasing age.

**Figure 3: Proportion of adult and juvenile offenders in England and Wales who commit a proven re-offence, by age, 2002, 2011 and 2012**



## **Disposal (sentence) type**

### **Adult offenders released from custody or commencing a court order (Table 18a)**

Between January and December 2012, around 183,000 adult offenders were released from custody or commenced a court order. Around 65,000 of these offenders were proven to have committed a re-offence within a year. This gives a proven re-offending rate of 35.2%.

Since 2005, the rate has remained fairly flat at around 35% to 38%.

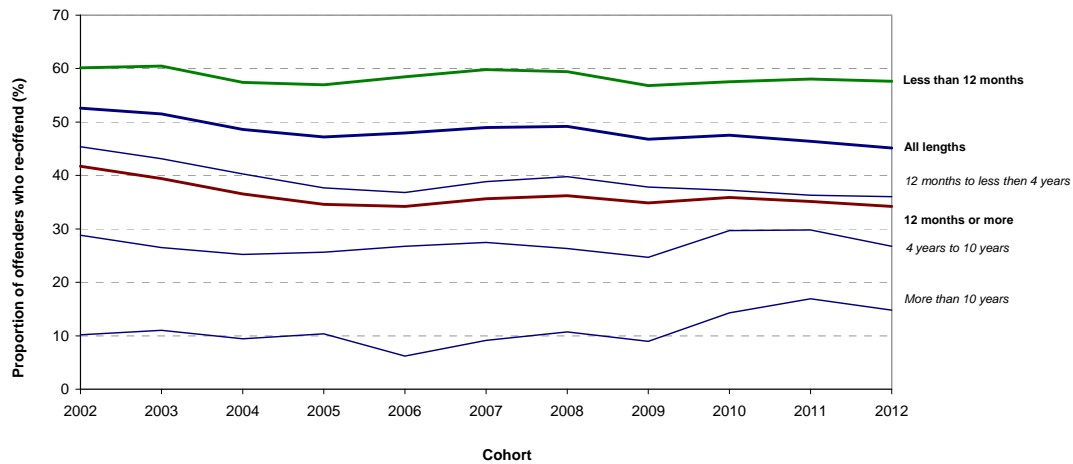
### **Adult offenders released from custody (Table 19a)**

Between January and December 2012, around 62,000 adult offenders were released from custody and around 28,000 of these (45.2%) were proven to have committed a re-offence within a year. The rate has decreased by 7.4 percentage points since 2002, and has remained fairly stable since 2005.

Just under half of the adult offenders released from custody between January and December 2012 were released from a custodial sentence of less than 12 months. These offenders had a proven re-offending rate of 57.6% compared to 34.2% for those who served sentences of 12 months or more<sup>4</sup>.

Since 2005, the rate for those released from short sentences has been consistently higher compared to those released from long sentences, as shown in Figure 4.

**Figure 4: Proportion of adult offenders released from custody who commit a proven re-offence, by custodial sentence length, 2002 to 2012**



**Juvenile offenders released from custody (Table 19b)**

Between January and December 2012, around 1,800 juvenile offenders were released from custody and around 1,200 of these (68.2%) were proven to have committed a re-offence within a year. This represents a fall of 2.5 percentage points compared to the previous 12 months and fall of 6.6 percentage points since 2002.

**Adult offenders commencing a court order (Table 18a)**

Between January and December 2012, around 130,000 adult offenders started a court order and around 44,000 of these (33.5%) committed a proven re-offence within a year. This represents a fall of 0.9 percentage points compared to the previous 12 months, and a fall of 6.3 percentage points since 2002.

## Comparing the effectiveness of sentences

Proven re-offending rates by index disposal (sentence type) should not be compared to assess the effectiveness of sentences, as there is no control for known differences in offender characteristics and the type of sentence given. The '2013 Compendium of Re-offending Statistics and Analysis' compares like for like offenders which enables a more reliable comparison of proven re-offending rates between offenders receiving different sentences. The findings from the Compendium show that offenders sentenced to less than 12 months in custody had a higher proven re-offending rate than similar, matched offenders receiving:

- a community order, of 6.4 percentage points for 2010;
- a suspended sentence order, of 8.6 percentage points for 2010;
- a 'court order' (either a community order or a suspended order), of 6.8 percentage points for 2010.

Non-custodial sentences were also compared:

- Suspended sentence orders had a lower re-offending rate than community orders (3.2 percentage points for 2010);
- Community orders had a higher re-offending rate than fines, though the difference was small (0.9 percentage points in 2010);
- Conditional discharges had a lower re-offending rate than: Community orders (5.1 percentage points for 2010); and Fines (5.5 percentage points for 2010).

[www.gov.uk/government/publications/2013-compendium-of-re-offending-statistics-and-analysis](http://www.gov.uk/government/publications/2013-compendium-of-re-offending-statistics-and-analysis)

## **Adult offenders by individual prison (*Tables 22a and b*)**

Among prisons which released 30 or more offenders between January and December 2012, proven re-offending rates varied considerably from 10.3% to 84.4% for offenders with a sentence of less than 12 months and from 4.0% to 66.7% for offenders with a sentence of 12 months or more. A large part of this variability reflects the mix of offenders who are held in different prisons and, therefore, comparisons between prisons should not be made using these raw re-offending rates.

To account for this variability in the mix of prisoners, a model has been developed to help explain if re-offending rates are affected by the specific prison they are released from or if the rate of re-offending reflects the mix of offenders. For example, a group of prisoners with a high number of previous offences is more likely to re-offend than a group with a low number of previous offences.

### **Less than 12 month sentences**

Among prisons releasing offenders serving sentences of less than 12 months, four prisons (Ford, Leyhill, Sudbury and Usk/Prescoed) had significantly lower proven re-offending rates than expected and two (Hindley and Wetherby) had significantly higher.

### **12 month or more sentences**

Among prisons releasing offenders serving sentences of 12 months or more, one prison had a significantly lower proven re-offending rate (Kirklevington Grange) than expected and none were significantly higher.

## **Adult offenders by probation trust (*Tables 24 and 25*)**

For the period this report covers, offenders given a court order were managed by the Probation Service which comprised of 35 probation trusts. Proven re-offending rates for these offenders are presented by probation trust in Table 24. This takes the first court order commencement from within each probation trust as the start point for measuring re-offending and subsequent events as proven re-offences.

Proven re-offending rates varied considerably between probation trusts from 27.1% to 42.9%. A large part of this variability reflects the mix of offenders who are given a court order and, therefore, comparisons between probation trusts should not be made using these raw re-offending rates.

For probation trusts an adjusted proven re-offending rate to control for differences in the composition of the offender group in each trust has been developed from the national model. Twelve probation trusts showed significantly lower proven re-offending rates than expected. These were



Cambridgeshire and Peterborough, Cumbria, Devon and Cornwall, Essex, Gloucestershire, London, Northamptonshire, Staffordshire and West Midlands, Thames Valley, Warwickshire, West Yorkshire, and York and North Yorkshire. None showed significantly higher proven re-offending rates than expected.

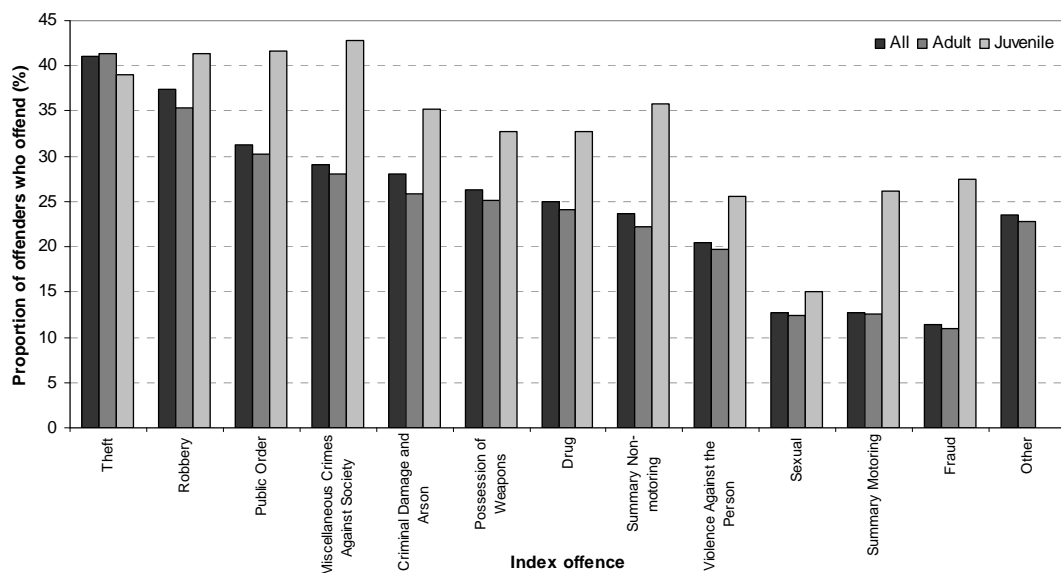
Proven re-offending rates for adult offenders released from prison on licence are also presented by probation trust in Table 25. The figures presented in this table do not represent all offenders commencing licence supervision as offenders released from custody were matched to the probation caseload to obtain the probation trust responsible for their supervision and not all offenders could be matched.

Proven re-offending rates for probation trusts supervising offenders released from prison on licence ranged from between 25.7% and 45.9%.

## Index offence (Table 5c)

The offence that leads to an offender being included in the offender cohort is called the index offence. In the January to December 2012 cohort, offenders with an index offence of 'Theft' had the highest proven re-offending rate of 41.1%. This was closely followed by those with an index offence of 'Robbery' with a rate of 37.5%. Those with the lowest rate (excluding the 'Other' category) had an index offence of 'Fraud' and re-offended at a rate of 11.4%. Additionally, with a fall of 11.6 percentage points, the 'Fraud' index offence category saw the largest decrease between 2002 and 2012. In contrast, the largest increase over the same period occurred for those with an index offence of 'Public Order'.

**Figure 5: Proportion of adult and juvenile offenders in England and Wales who commit a proven re-offence, by index offence, 12 months ending December 2012**

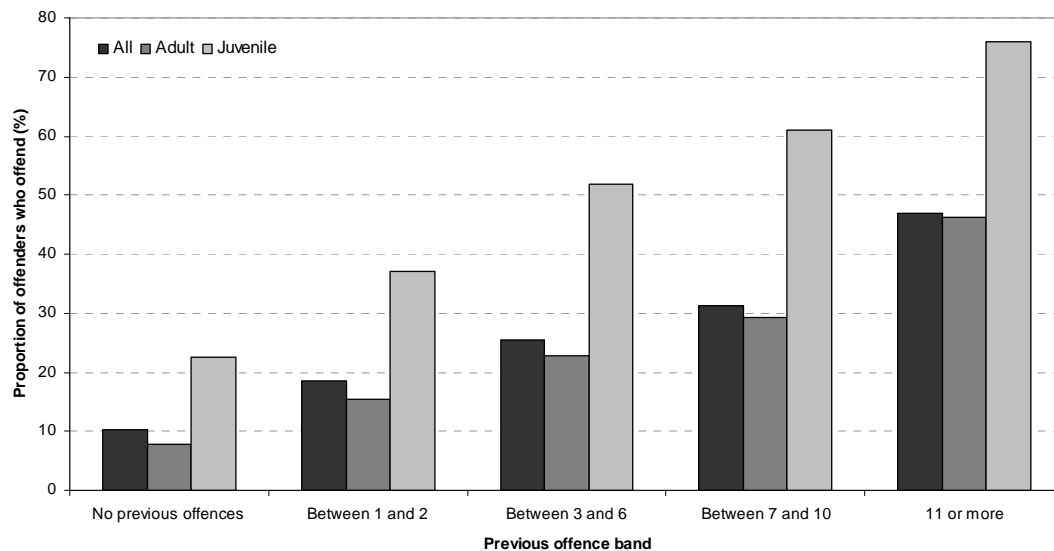


## Previous offences (Table 6a, b and c)

Generally, offenders with a large number of previous offences have a higher rate of proven re-offending and this is true for both adults and juveniles. In the January to December 2012 cohort, the proven re-offending rates ranged from 10.3% for offenders with no previous offences to 47.0% for offenders with 11 or more previous offences. Between 2002 and 2012, the largest decrease in the proven re-offending rate was among offenders with seven to ten previous offences.

Adult offenders with 11 or more previous offences represented just under a third of all adult offenders in the 2012 cohort, but committed two thirds of all adult proven re-offences. Juvenile offenders with 11 or more previous offences had a proven re-offending rate of 75.9%. This group make up only 6% of all juvenile offenders, but committed a fifth (20%) of all juvenile proven re-offences.

**Figure 6: Proportion of adult and juvenile offenders in England and Wales who commit a proven re-offence, by previous offence band, 12 months ending December 2012**



## List of quarterly tables

### Proven re-offending – overview

<b>Table 1</b>	Summary proven re-offending data, by adults and juveniles 2002 to 2012
<b>Table 2</b>	Proven re-offending data, by gender, 2002 to 2012
<b>Table 3</b>	Proven re-offending data, by age, 2002 to 2012
<b>Table 4a</b>	Adult proven re-offending data, by ethnicity, 2002 to 2012
<b>Table 4b</b>	Juvenile proven re-offending data, by ethnicity, 2002 to 2012
<b>Table 4c</b>	Adult and juvenile proven re-offending data, by ethnicity, 2002 to 2012
<b>Table 5a</b>	Adult proven re-offending data, by index offence, 2002 to 2012
<b>Table 5b</b>	Juvenile proven re-offending data, by index offence, 2002 to 2012
<b>Table 5c</b>	Adult and juvenile proven re-offending data, by index offence, 2002 to 2012
<b>Table 6a</b>	Adult proven re-offending data, by number of previous offences, 2002 to 2012
<b>Table 6b</b>	Juvenile proven re-offending data, by number of previous offences, 2002 to 2012
<b>Table 6c</b>	Adult and juvenile proven re-offending data, by number of previous offences, 2002 to 2012
<b>Table 7a</b>	Adult proven re-offending data, by number of previous custodial sentences, 2002 to 2012
<b>Table 7b</b>	Juvenile proven re-offending data, by number of previous custodial sentences, 2002 to 2012
<b>Table 8</b>	Serious proven re-offending data, 2002 to 2012
<b>Table 9</b>	Proven re-offences committed in the one year follow-up period, by month of offence, 2002 to 2012

- Table 10** Proven re-offences committed in the one year follow-up period, by re-offence group (based on new ONS crime classifications), 2002 to 2012
- Table 11** Proven re-offences committed in the one year follow-up period, by index offence group and re-offence group (based on new ONS crime classifications), 2012
- Table 12** Proven re-offenders, by index offence disposal and first re-offence disposal, 2012
- Table 13a** Proven re-offending of adult offenders, by upper-tier local authority, 2005 to 2012 rolling quarters
- Table 13b** Proven re-offending of juvenile offenders, by upper-tier local authority, 2005 to 2012 rolling quarters
- Table 13c** Proven re-offending of adult and juvenile offenders, by upper-tier local authority, 2005 to September 2012 rolling quarters
- Table 14a** Proven re-offending of adult offenders, by lower-tier local authority, 2005 to 2012 rolling quarters
- Table 14b** Proven re-offending of juvenile offenders, by lower-tier local authority, 2005 to 2012 rolling quarters
- Table 14c** Proven re-offending of adult and juvenile offenders, by lower-tier local authority, 2005 to 2012 rolling quarters
- Table 16** Proven re-offending of adult and juvenile prolific and other priority offenders, by upper-tier local authority, 2005 to 2012 rolling quarters
- Table 17** Juvenile proven re-offending data, by Youth Offending Team and upper-tier local authority, 2005 to 2012 rolling quarters

**Proven re-offending by index disposal, probation trust and prison**

- Table 18a** Adult proven re-offending data, by index disposal, 2002 to 2012
- Table 18b** Juvenile proven re-offending data, by index disposal, 2002 to 2012
- Table 19a** Adult proven re-offending data, by custodial sentence length, 2002 to 2012
- Table 19b** Juvenile proven re-offending data, by custodial sentence length, 2002 to 2012

- Table 20** Adult proven re-offending data, by most frequently-used combinations of requirements for offenders starting Community Orders, 2005 to 2012
- Table 21** Adult proven re-offending data, by most frequently-used combinations of requirements for offenders starting Suspended Sentence Orders, 2005 to 2012
- Table 22a** Proven re-offending of adult offenders given sentences of less than 12 months, by individual prison, based on first release from each prison, 2007 to 2012
- Table 22b** Proven re-offending of adult offenders given sentences of 12 months or more, by individual prison, based on first release from each prison, 2007 to 2012
- Table 23** Juvenile proven re-offending data, by individual prison or secure accommodation, based on first release from each prison or secure accommodation, 2007 to 2012
- Table 24** Adult proven re-offending data by probation trust based on first commencement from each trust, 2005 to 2012
- Table 25** Proven re-offending data for adult offenders released from prison on licence, by probation trust, 2008 to 2012
- Table 26** Proven re-offending data for adult offenders commencing a court order, by National Probation Service Division, 2012
- Table 27** Proven re-offending data for adult offenders released from prison on licence, by National Probation Service Division, 2012

## 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 or final results 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).

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, interim re-conviction figures for cohort 2 of the Doncaster pilot in April 2014 and we are now in a position to publish interim re-conviction figures for cohort 2 of the Peterborough pilot. These were the earliest opportunities that MoJ statisticians judged the number of offenders being reported on to be large enough to provide robust interim figures.

The cohort 1 results of both pilots were published on 7 August 2014<sup>5</sup>.

As a consequence of the necessary time lag, final results for Doncaster cohort 2 will be available in summer 2015 and final results for Peterborough cohort 2 will be available in summer 2016.

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<sup>5</sup> [www.gov.uk/government/statistics/final-results-for-cohorts-1-payment-by-results-prison-pilots](http://www.gov.uk/government/statistics/final-results-for-cohorts-1-payment-by-results-prison-pilots)

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

## Methodology

Offenders enter the PbR pilots after their first eligible release from the prison within the cohort period. For Peterborough, cohort 2 contains all eligible offenders released between 2 July 2012 and 1 July 2014. For Doncaster, 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 events<sup>6</sup> (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).

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.

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<sup>6</sup> If an offender is re-convicted of multiple offences on one sentencing occasion, this counts as one re-conviction event.



This is often referred to as a binary measure. Success will be determined by comparison with the re-conviction rate at Doncaster prison 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 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 becomes 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 figures.

The interim figures for Peterborough in this bulletin are 6 month re-conviction figures. They cover offenders released in the first 15 months of the cohort 2 period (the entire cohort 2 comprises 24 months).

For Doncaster, this bulletin presents interim figures corresponding to 6 months re-conviction rates for the entire 12 months of cohort 2.

### **Interpreting interim re-conviction figures**

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

#### **Peterborough**

- Figures for cohort 2 are based on 15 months of the cohort 2 period (the full cohort comprises 24 months);
- These figures measure re-convictions within the 6 months after release from prison rather than 12 months; and
- Success for Peterborough 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.

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 2016.

## **Doncaster**

- These figures measure re-convictions within the 6 months after release from prison rather than 12 months.

Therefore the interim figures for Doncaster cohort 2 are still far from being complete. Users should bear this in mind when interpreting these figures. The final results will be available in summer 2015.

## **Interim figures**

### **Peterborough – Cohort 2**

The cohort 2 figures presented in this statistical bulletin are 6 month re-conviction figures for offenders released from Peterborough in the first 15 months of the cohort 2 period (the entire cohort 2 comprises 24 months).

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 10.0% lower for the Peterborough cohort 2 than for the control group, or 7.5% lower across Peterborough cohort 1 and cohort 2 combined. 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. The national figures are based on other local<sup>7</sup> prisons which exclude Peterborough and Doncaster.

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<sup>7</sup> 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 F for a definition of local prison.

**Table 1 and Figure 1: Peterborough (and national equivalent) interim 6 month re-conviction figures for offenders released in the first 15 months of the cohort 2 period**

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
Jul07-Sep08	836	40.0%	82	27,469	42.0%	78
Jul08-Sep09	841	41.6%	90	28,203	41.1%	78
Jul09-Sep10	729	37.6%	81	27,070	40.5%	80
Jul10-Sep11	634	37.7%	80	25,440	42.2%	88
Jul11-Sep12	693	40.3%	79	25,504	41.7%	89
Jul12-Sep13	681	41.6%	88	24,225	41.8%	90

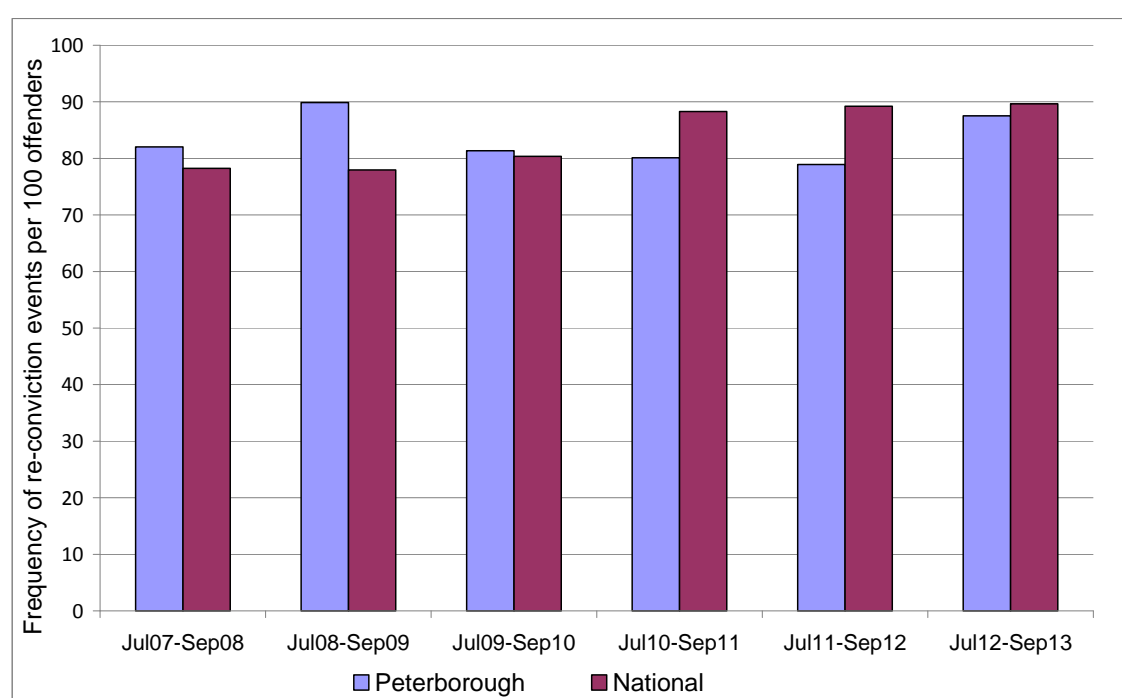


Table 1 shows that for offenders released from Peterborough between 2 July 2012 and 30 September 2013 (the first 15 months of cohort 2), there were an average of 88 re-conviction events per 100 offenders. This shows a fall of 3%<sup>8</sup> compared to an average of 90 re-conviction events per 100 offenders released from Peterborough between July 2008 and September 2009<sup>9</sup>.

Nationally, the equivalent figures show a rise of 15% from 78 to 90 re-conviction events per 100 offenders.

<sup>8</sup> Due to a rounding effect  $88 \div 90 = 3\%$  fall.

<sup>9</sup> July 2008 – September 2009 is used for comparison as it is the most recent period that does not overlap with the pilot cohort 1 period.

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 2016.

### **Doncaster – Cohort 2**

The interim figures for Cohort 2 presented here are 6 month re-conviction figures for offenders released from Doncaster in the 12 months of the entire cohort 2 period. For comparison, we have provided equivalent figures for the six previous years and equivalent national figures for the same periods. The national figures are based on other local<sup>10</sup> prisons which exclude Peterborough and Doncaster.

Success for cohort 2 of the Doncaster pilot will be measured against a baseline of calendar year 2009, with the target met if the re-conviction rate is 5 percentage points lower than it was in 2009.

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<sup>10</sup> 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 F for a definition of local prison.

**Table 2 and Figure 2: Doncaster (and national equivalent) interim 6-month re-conviction figures for offenders released in full 12 months of the cohort 2 period**

Discharge period	Doncaster		National local prisons	
	Cohort size	Re-conviction rate	Cohort size	Re-conviction rate
Oct07-Sep08	1,177	47.4%	26,928	39.9%
Oct08-Sep09	1,253	42.4%	27,569	38.2%
Jan09-Dec09	1,282	41.0%	27,827	37.5%
Oct09-Sep10	1,244	39.5%	26,694	38.2%
Oct10-Sep11	1,274	37.8%	26,808	38.8%
Oct11-Sep12	1,281	37.8%	26,855	38.3%
Oct12-Sep13	1,111	40.0%	26,315	38.7%

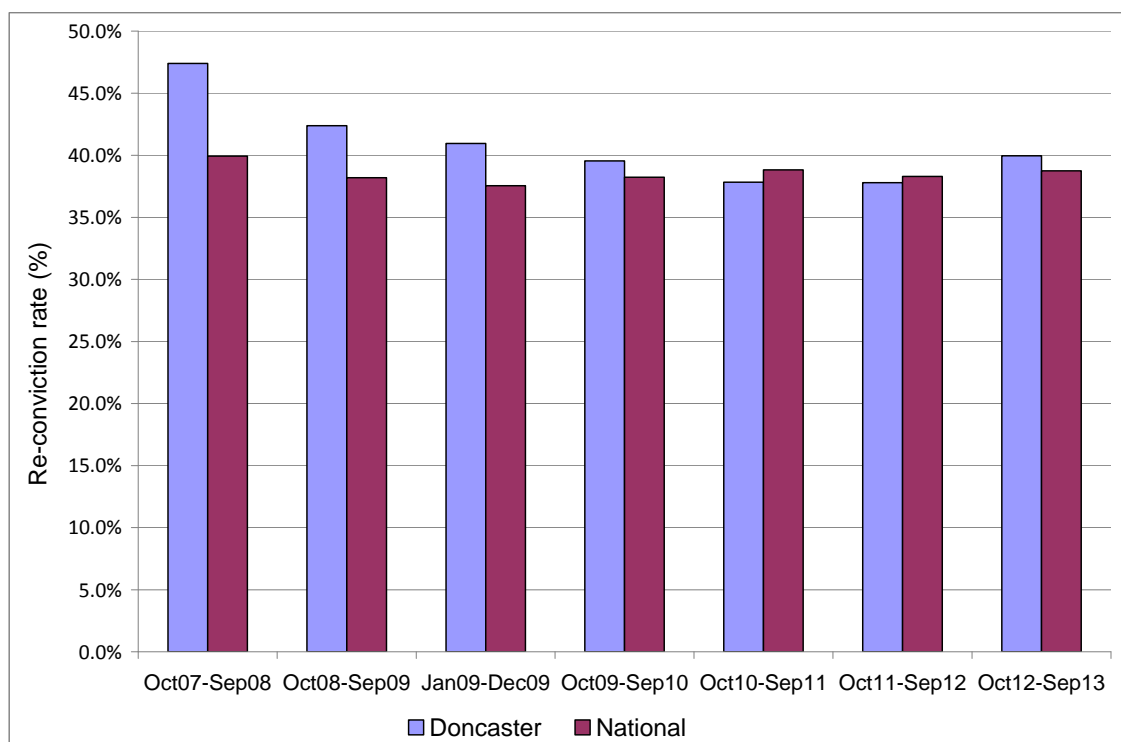


Table 2 above shows a 6 month re-conviction rate of 40.0% for offenders released from Doncaster between October 2012 and September 2013 (cohort 2).

This compares to 41.0% for offenders from the baseline period of calendar year 2009 (a fall of 1.0 percentage point).

Nationally the equivalent figures show an increase from 37.5% in the baseline period of calendar year 2009 to 38.7% for offenders released between October 2012 and September 2013 (an increase of 1.2 percentage points).

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 to Annex A

**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	Doncaster
<b>The cohort</b>	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 (cohort 1) or 2 July 2012 and 1 July 2014 (cohort 2), after serving sentences of less than 12 months. Differences from National Statistics: <ul style="list-style-type: none"> <li>Excludes those who serve the whole of their custodial sentence on remand</li> <li>Excludes foreign national offenders recorded as having been deported on release from prison</li> <li>Includes those in prison for breach</li> </ul>	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"> <li>Excludes those who serve the whole of their custodial sentence on remand</li> <li>Excludes foreign national offenders recorded as having been deported on release from prison</li> </ul>
<b>The period to measure re-convictions/re-offending</b>	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
<b>The headline measure</b>	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
<b>What counts</b>	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)<sup>11</sup> 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 and A2b 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 portion 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 15 months of the cohort 2 period**

<b>Discharge period</b>	<b>Average OGRS score</b>	
	<b>Peterborough</b>	<b>National</b>
Jul07-Sep08	0.50	0.53
Jul08-Sep09	0.50	0.53
Jul09-Sep10	0.50	0.52
Jul10-Sep11	0.49	0.53
Jul11-Sep12	0.49	0.53
Jul12-Sep13	0.51	0.53

<sup>11</sup> 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](http://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 full 12 months of the cohort 2 period**

<b>Discharge period</b>	<b>Average OGRS score</b>	
	<b>Doncaster</b>	<b>National</b>
Oct07-Sep08	0.58	0.52
Oct08-Sep09	0.57	0.51
Jan09-Dec09	0.56	0.51
Oct09-Sep10	0.55	0.51
Oct10-Sep11	0.55	0.51
Oct11-Sep12	0.53	0.51
Oct12-Sep13	0.54	0.51

**Table A3: Timeline for publication of re-conviction figures**

	<b>January 2015</b>	<b>April 2015</b>	<b>July 2015</b>
Peterborough	Partial cohort 2 (6 month re-conviction figures for a 18 month cohort)	6 month re-conviction figures for the entire cohort 2 (a 24 month cohort)	12 month re-conviction figures for the first 12 months of cohort 2 (a 12 month cohort)
Doncaster	12 month re-conviction figures for the first 6 months of cohort 2 (a 12 month cohort)	12 month re-conviction figures for the first 9 months of cohort 2 (a 12 month cohort)	

**Table A4: Other information on the pilots**

<b>Prison / Area</b>	<b>Start date of pilot</b>	<b>Length of pilot</b>	<b>Number of eligible participants for Cohort 1</b>	<b>Number of eligible participants to date for Cohort 2</b>
Peterborough Social Impact Bond (SIB)	9 September 2010	Six years	1,034 <sup>12</sup>	999 <sup>13</sup>
HMP Doncaster	1 October 2011	Four years	1,472 <sup>14</sup>	1,232 <sup>15</sup>

<sup>12</sup> Eligible participants from Cohort 1 from 9 September 2010 to 1 July 2012.

<sup>13</sup> Eligible participants from Cohort 2 from 2 July 2012 to 30 June 2014. This is the entire Peterborough pilot cohort 2 period, but the figure is provisional at this stage and subject to revision.

<sup>14</sup> Eligible participants from Cohort 1 from 1 October 2011 to 30 September 2012.

<sup>15</sup> 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.

## Annex B

### Measuring proven re-offending

There is no agreed international standard for measuring and reporting re-offending. An offender's journey through the criminal justice system can be a complex one; offenders can appear on numerous occasions.

Measuring true re-offending is complex. Official records are taken from either the police or courts, but they will underestimate the true level of re-offending because only a proportion of crime is reported and/or detected and not all crimes are recorded on one central system. Furthermore, other methods for measuring re-offending, such as self-report studies, which do not identify the offender, are likely to be unreliable. Therefore, this report aims to estimate proven re-offending for a specified group of offenders using data mainly from the Police National Computer.

Since this report measures re-offending on a consistent basis across all groups, it is possible to tailor analysis of re-offending to meet specific requirements. This quarterly bulletin and the accompanying 'Early estimates of proven re-offending' present measures on four different levels to meet users' needs:

- The headline measure – this is the overall measure of re-offending and is presented for different demographic groups and by offence. To provide this **overview of proven re-offending**, offenders are tracked and their proven re-offending behaviour is recorded, taking the **first event**<sup>16</sup> in the **relevant period** as the start point and subsequent events as proven re-offences. Users should refer to tables 1 to 11 and 13 to 17 for the headline measure<sup>17</sup>.
- A headline measure where the first event is related to criminal justice and offender management – this provides a realistic and relevant view of proven re-offending by disposal (sentence type), prison and probation trust. Offenders are tracked and their proven re-offending behaviour is recorded **within** each disposal (caution, court order, release from custody, etc.) or operational unit (prison or probation trust<sup>18</sup>) taking the first event **within** each as the start point and subsequent events as re-offences. Users should refer to tables 12 and 18 to 27 for this headline measure<sup>17</sup>.

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<sup>16</sup> An event is one of the following: a release from custody, convicted at court with a non-custodial sentence, received a caution, reprimand, warning or tested positive for opiates or cocaine.

<sup>17</sup> Tables 4, 7, 9 to 12, 16, 20, 21, 25 and 27 are published annually in October.

<sup>18</sup> Probation Trusts ceased to exist on 1 June 2014, and were replaced with the National Probation Service and 21 Community Rehabilitation Companies. However, since the reporting period for this bulletin covers January to December 2012, we have continued to publish statistics at Probation Trust level in the accompanying tables. Changes to relevant tables will be consulted on in due course.

- Early estimates of proven re-offending – these use shorter follow-up and waiting periods, but otherwise measure re-offending in exactly the same way as the headline measure. This provides an earlier indication of proven re-offending trends so offender managers can adjust or build on offender management operational policy. These tables are published as management information for probation trusts and youth offending teams alongside the accompanying proven re-offending tables.
- A re-conviction measure for use by payment by results pilots – this is the measure used in the prison pilots at HMP Peterborough and HMP Doncaster which measures court convictions. For more details, please refer to Annex A.

For a more detailed explanation, please see the accompanying ‘Definitions and Measurement’ document at:

[www.gov.uk/government/collections/proven-reoffending-statistics](http://www.gov.uk/government/collections/proven-reoffending-statistics)

## Consultation

This quarterly bulletin was developed in response to a consultation in late 2010 and early 2011 by the Ministry of Justice (MoJ) on “Improvements to Ministry of Justice Statistics”.

## Users

The contents of this bulletin will be of interest to Government policy makers, the agencies responsible for offender management at both national and local levels, providers, practitioners and others who want to understand more about proven re-offending.

In particular there are two MoJ impact indicators<sup>19</sup> which will be monitored using results from this bulletin:

- Adult and juvenile re-offending – the percentage of adult and juvenile offenders who re-offend.
- The percentage of adults released from custody who re-offend.

Government policy makers also use these statistics to develop, monitor and evaluate key elements of its policies including those on payments by results, legal aid and sentencing guidelines. Offender management agencies use these statistics to gain a local understanding of the criminal justice system, understand performance and to highlight best practice. Key agencies include: the National Offender Management Service, the Youth Justice Board, private

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<sup>19</sup> [www.gov.uk/government/publications?departments%5B%5D=ministry-of-justice](http://www.gov.uk/government/publications?departments%5B%5D=ministry-of-justice)

and voluntary sector providers of prison and probation services and local authorities.

As proven re-offending is related to the characteristics of offenders, the actual rate of proven re-offending will depend, in part, on the characteristics of offenders coming into the system. This actual rate provides users with sufficient information on what the level of re-offending is (e.g. in their local area) and how it is changing over time. Some of the tables in this bulletin also present an adjusted proven re-offending rate to control for differences in the composition of the offender group which is one of many approaches used to understand how changes in types of offenders coming through the justice system drive re-offending rates.

## Annex C

# Impact of removing adults who test positive for Class A drugs on arrest from the offender cohort

## Introduction

In July 2014 the MoJ published a statistical notice<sup>20</sup> setting out the rationale behind a number of planned changes to the October bulletin. One of these changes includes the removal of adults who test positive for Class A drugs on arrest from the offender cohort.

The inclusion of adults who tested positive for Class A drugs following an arrest not resulting in a conviction or caution was intended to give an insight into drug related offending for those receiving treatment and support through the Drug Intervention Programme (DIP)<sup>21</sup>. However, as the statistical notice explains, producing re-offending data for this group of individuals is no longer possible due to changes in the way information for those on the DIP programme is being collected. Previously this information was supplied by the Home Office. However, since October 2013 information on positive drug tests recorded by the police has not been collated centrally. This means that from October 2013 it will not be possible for the MoJ to identify adults in the offender cohort who test positive for Class A drugs at the point of arrest (without conviction or caution). While the Home Office and Public Health England continue to work together over the arrangements for reinstating the central collection of this data, the MoJ has taken the decision to stop reporting on the re-offending of this particular group of individuals. This decision was made in order to preserve the integrity and continuity of the re-offending data series.

## Impact

The tables below illustrate the impact of excluding adults who test positive for drugs on the re-offending data series since 2004<sup>22</sup>. The effect of removing this group of individuals from the offender cohort is to reduce the cohort sizes for adults and all offenders (adults and juveniles) by around 1%.

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<sup>20</sup> [Statistical notice](#) pre-announcing a number of planned changes to the bulletin.

<sup>21</sup> Note that following the introduction of Police and Crime Commissioners (PCCs) in 2012, a number of Home Office funding streams ring-fenced for drugs (including DIP), crime and community safety came to an end and were replaced in April 2013 by the Home Office Community Safety Fund (CSF) grant to PCCs in each local area. The CSF grant is not ring-fenced so PCCs have the flexibility to use the funding according to their assessment of local needs.

<sup>22</sup> Drug testing on arrest to identify drug misusing offenders as part of the drug interventions programme (DIP) commenced in 2004.

Consequently, there is little change in the re-offending rates for all offenders following the exclusion of this group, as shown in Table 1. For example, in the latest period for 2012, the re-offending rate for all offenders remains the same at 26.0%, with and without adult positive drug testers. However, while still small, the impact of this change on the re-offending rates for adult offenders only is slightly greater. Table 2 shows that, in all years since 2004, the re-offending rate for adult offenders is reduced by 0.1% percentage points after adult positive drug testers are removed from the cohort.

Note that a full set of results including positive drug testers has been provided separately, for information, in Excel tables at:

[www.gov.uk/government/collections/proven-reoffending-statistics](http://www.gov.uk/government/collections/proven-reoffending-statistics)

**Table 1: Proven re-offending data for all (adult and juvenile) offenders in England and Wales, 2004 to 2012<sup>22</sup>**

Cohort	Number of offenders in cohort				Proportion of offenders who re-offend (%)		
	Includes positive drug testers	Excludes positive drug testers	Actual difference	Percentage change	Includes positive drug testers	Excludes positive drug testers	Percentage point change
2004	662,052	660,172	-1,880	-0.3	27.3	27.3	0.0
2005	695,590	693,284	-2,306	-0.3	27.0	26.9	0.0
2006	742,519	735,267	-7,252	-1.0	26.7	26.6	-0.1
2007	766,474	757,665	-8,809	-1.1	26.5	26.5	-0.1
2008	735,527	726,445	-9,082	-1.2	26.9	26.9	0.0
2009	697,362	690,059	-7,303	-1.0	26.3	26.3	0.0
2010	648,822	641,080	-7,742	-1.2	26.7	26.6	-0.1
2011	613,438	605,925	-7,513	-1.2	26.8	26.7	0.0
2012	561,149	554,521	-6,628	-1.2	26.0	26.0	0.0

**Table 2: Proven re-offending data for adult offenders in England and Wales, 2004 to 2012<sup>22</sup>**

Cohort	Number of offenders in cohort				Proportion of offenders who re-offend (%)		
	Includes positive drug testers	Excludes positive drug testers	Actual difference	Percentage change	Includes positive drug testers	Excludes positive drug testers	Percentage point change
2004	512,600	510,720	-1,880	-0.4	25.5	25.4	-0.1
2005	532,045	529,739	-2,306	-0.4	24.9	24.9	-0.1
2006	571,458	564,206	-7,252	-1.3	24.6	24.4	-0.1
2007	595,020	586,211	-8,809	-1.5	24.8	24.7	-0.1
2008	589,948	580,866	-9,082	-1.5	25.4	25.4	-0.1
2009	576,255	568,952	-7,303	-1.3	24.9	24.9	-0.1
2010	555,656	547,914	-7,742	-1.4	25.3	25.2	-0.1
2011	538,754	531,241	-7,513	-1.4	25.5	25.4	-0.1
2012	504,624	497,996	-6,628	-1.3	25.0	24.9	-0.1

## Annex D

### Proven re-offending rates for restricted patients

#### Introduction

This annex presents statistics on the re-offending of restricted patients absolutely or conditionally discharged from detention in high secure or other psychiatric hospitals<sup>23</sup>.

Previously, statistics on the re-offending of restricted patients were reported within the 'Compendium of Re-offending Statistics and Analysis (2010 Edition)'<sup>24</sup>, but in July 2014 the MoJ announced its decision to publish these statistics within the 'Proven Re-offending Statistics Quarterly Bulletin'<sup>25</sup>.

The definition of re-offending used in this bulletin for restricted patients is consistent with that used in the rest of the bulletin, but differs to the definition used in the Compendium. Therefore, re-offending statistics for restricted patients between the two publications are not directly comparable. Changes to the definition of re-offending were made following a public consultation launched in late 2010 by the MoJ on proposals to improve the transparency and accessibility of its information<sup>26</sup>. Further details on the differences between the old and new definition are provided below in the 'Methodology' section.

An offender can become a restricted patient by one of two main routes. An offender convicted for a serious offence may be ordered to receive hospital treatment instead of a prison sentence. When making the hospital order, the Court has the option of adding a restriction order for offenders posing a risk of serious harm to others. "Restricted patients" are subject to risk management by the Secretary of State for Justice. Alternatively, if the Court passes a prison sentence, it can simultaneously direct the offender's admission to hospital, or the offender can subsequently be transferred to hospital by the Secretary of State. These prisoners are usually made subject to restrictions. In addition, there are other groups of restricted patients, such as offenders transferred from prison service establishments while unsentenced or untried, or offenders who are unfit to plead or found not guilty by reason of insanity.

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<sup>23</sup> There are three high security hospitals in England and Wales – Ashworth, Broadmoor and Rampton. 'Other' psychiatric hospitals refer to any other psychiatric hospitals in England and Wales which admit restricted patients as well as other patients. These include 'medium secure' and 'low secure' hospitals.

<sup>24</sup> [Compendium of Re-offending Statistics and Analysis](#), Ministry of Justice, November 2010.

<sup>25</sup> [Statistical notice](#) pre-announcing the Department's intention to publish statistics on re-offending of restricted patients within the 'Proven Re-offending Statistics Quarterly Bulletin'.

<sup>26</sup> [Response to consultation on improvements to Ministry of Justice Statistics](#).

The term “restricted patients” in this bulletin refers to persons who have been compulsorily admitted to hospital under Part V of the Mental Health Act 1959, Part III of the Mental Health Act 1983, or the Criminal Procedure (Insanity) Act 1964 as amended by the Criminal Procedure (Insanity and Unfitness to Plead) Act 1991, or the Domestic Violence, Crime and Victims Act 2004 (whose provisions came into force on 31 March 2005) and who are subject to a Restriction Order, Restriction Direction or Limitation Direction.

Restricted patients are liable for detention in psychiatric hospitals. Three high secure hospitals are available for those restricted patients who pose a grave and immediate risk.

The term discharge refers to release into the community, by whatever means, with or without conditions. Discharges can be ordered by either the Secretary of State or the First-Tier Tribunal (Mental Health) for England or the Mental Health Tribunal for Wales (which are independent bodies with discharge powers separate from those of the Secretary of State).

## **Methodology**

The methodology used to measure the re-offending of restricted patients is consistent with that used in the main bulletin, using a one year follow-up period and six month waiting period for cases to be proven in court. This means that a re-offence will only count if it is committed within one year of discharge and results in a court conviction, caution, reprimand or warning within 18 months of discharge. This differs to the approach used in the Compendium which is based on a two-year reconviction measure, i.e. the re-offence must be committed in the two years after discharge resulting in a court conviction within 30 months of discharge. More detailed information on the proven re-offending measure is provided in the ‘Definitions and Measurement’ document which is published alongside this bulletin at the same link.

In addition to the difference in how re-offending is measured between the two publications, the figures in the Compendium only cover restricted patients conditionally discharged from detention in hospital, whereas this bulletin also covers absolute discharges directly from detention in hospital.

The re-offending data for restricted patients are based on information sourced from the MoJ’s extract of the Police National Computer (PNC) and the Public Protection Unit Database (PPUD) owned by the National Offender Management Service (NOMS).

Caution should be exercised when interpreting the figures, which only represent the re-offending of restricted patients who can be matched to the PNC following their first discharge from hospital between 2010 and 2012. Therefore, the figures do not capture all restricted patients discharged into the community in a given year, or take into account recalls.



## Results

**Table 1: Proven re-offending data for restricted patients discharged<sup>27</sup> from hospital in England and Wales between 2010 and 2012**

<b>Cohort</b>	<b>Number of offenders<sup>28</sup></b>	<b>Number of re-offenders</b>	<b>Number of re-offences</b>	<b>Proportion of offenders who re-offend (%)</b>	<b>Average number of re-offences per re-offender</b>	<b>Average number of re-offences per offender</b>
2010	398	21	48	5.3	2.29	0.12
2011	416	19	49	4.6	2.58	0.12
2012	361	13	29	3.6	2.23	0.08

In the 12 months ending December 2012, 361 restricted patients<sup>29</sup> were absolutely or conditionally discharged from detention in hospital for the first time. Of these, 13 committed a proven re-offence within a year of discharge. This gives an overall proven re-offending rate of 3.6% which represents a fall of one percentage point compared to the previous 12 months and a fall of 1.7 percentage points compared to 2010.

<sup>27</sup> Includes absolute and conditional discharges from detention in hospital. Absolute discharges following a conditional discharge are excluded. Discharges are based on first discharges. Therefore, conditional discharges following a recall are not counted.

<sup>28</sup> The group of offenders for whom re-offending is measured does not represent all proven offenders. Restricted patients discharged from hospital are matched to the police national computer database and a certain proportion of these offenders cannot be matched. These unmatched offenders are, therefore, excluded from the proven re-offending measure.

<sup>29</sup> For the reasons explained in footnote 6, this number does not represent the total number of restricted patients absolutely or conditionally discharged in 2012. In 2012, 467 restricted patients were discharged. Of these 361 were matched to the PNC. In 2010, 564 were discharged of which 398 were matched. In 2011, 593 were discharged of which 416 were matched.

**Table 2: Proven re-offending data for restricted patients discharged<sup>27</sup> from hospital in England and Wales between 2010 and 2012, by gender**

Cohort	Gender	Number of offenders <sup>28</sup>	Number of re-offenders	Number of re-offences	Proportion of offenders who re-offend (%)	Average number of re-offences per re-offender	Average number of re-offences per offender
2010	Female	56	3	7	5.4	2.33	0.13
	Male	342	18	41	5.3	2.28	0.12
	<i>All</i>	398	21	48	5.3	2.29	0.12
2011	Female	58	3	8	5.2	2.67	0.14
	Male	358	16	41	4.5	2.56	0.11
	<i>All</i>	416	19	49	4.6	2.58	0.12
2012	Female	61	2	4	3.3	2.00	0.07
	Male	300	11	25	3.7	2.27	0.08
	<i>All</i>	361	13	29	3.6	2.23	0.08

Males accounted for 83% of the total number of restricted patients discharged in the 12 months ending December 2012, and females 17%. Since 2010, the number of male restricted patients discharged has decreased by 12% to 300 in the 12 months ending December 2012, and the number of females has increased by 9% to 61 over the same period. In the 12 months ending December 2012, males re-offended at a slightly higher of 3.7% compared to 3.3% for females. The proven re-offending rate for males has seen a drop of 1.6 percentage points since 2010 and this compares to a slightly higher drop of 2.1 percentage points for females.

**Table 3: Proven re-offending data for restricted patients discharged<sup>27</sup> from hospital in England and Wales between 2010 and 2012, by age**

Cohort	Age	Number of offenders <sup>28</sup>	Number of re-offenders	Number of re-offences	Proportion of offenders who re-offend (%)	Average number of re-offences per re-offender	Average number of re-offences per offender
2010	10 to 14	0	-	-	-	-	-
	15 to 17	1	*	*	*	*	*
	18 to 20	5	0	0	*	*	*
	21 to 24	17	2	2	*	*	*
	25 to 29	44	2	13	4.5	6.50	0.30
	30 to 34	49	2	3	4.1	1.50	0.06
	35 to 39	60	3	4	5.0	1.33	0.07
	40 to 44	72	8	17	11.1	2.13	0.24
	45 to 49	77	2	6	2.6	3.00	0.08
	50+	73	2	3	2.7	1.50	0.04
	<i>All</i>		398	21	48	5.3	2.29
2011	10 to 14	0	-	-	-	-	-
	15 to 17	0	-	-	-	-	-
	18 to 20	9	1	1	*	*	*
	21 to 24	18	3	6	*	*	*
	25 to 29	53	2	3	3.8	1.50	0.06
	30 to 34	72	8	22	11.1	2.75	0.31
	35 to 39	61	0	0	0.0	-	0.00
	40 to 44	69	3	11	4.3	3.67	0.16
	45 to 49	58	1	5	1.7	5.00	0.09
	50+	76	1	1	1.3	1.00	0.01
	<i>All</i>		416	19	49	4.6	2.58
2012	10 to 14	0	-	-	-	-	-
	15 to 17	0	-	-	-	-	-
	18 to 20	2	*	*	*	*	*
	21 to 24	14	1	1	*	*	*
	25 to 29	47	0	0	0.0	-	0.00
	30 to 34	69	3	5	4.3	1.67	0.07
	35 to 39	54	3	6	5.6	2.00	0.11
	40 to 44	66	2	10	3.0	5.00	0.15
	45 to 49	49	3	5	6.1	1.67	0.10
	50+	60	1	2	1.7	2.00	0.03
	<i>All</i>		361	13	29	3.6	2.23

The volatility in the re-offending rates by age group is a consequence of the small numbers involved. It is, therefore, difficult to discern a trend or pattern in the re-offending rates of restricted patients by age group.

**Table 4: Proven re-offending data for restricted patients discharged<sup>27</sup> from hospital in England and Wales between 2010 and 2012, by number of previous offences**

Cohort	Number of previous offences	Number of offenders <sup>28</sup>	Number of re-offenders	Number of re-offences	Proportion of offenders who re-offend (%)	Average number of re-offences per re-offender	Average number of re-offences per offender
2010	0	82	0	0	0.0	-	0.00
	1 to 2	52	1	1	1.9	1.00	0.02
	3 to 6	63	4	7	6.3	1.75	0.11
	7 to 10	39	3	4	7.7	1.33	0.10
	11 or more	162	13	36	8.0	2.77	0.22
	All	398	21	48	5.3	2.29	0.12
2011	0	83	0	0	0.0	-	0.00
	1 to 2	59	2	5	3.4	2.50	0.08
	3 to 6	75	5	5	6.7	1.00	0.07
	7 to 10	44	2	8	4.5	4.00	0.18
	11 or more	155	10	31	6.5	3.10	0.20
	All	416	19	49	4.6	2.58	0.12
2012	0	71	0	0	0.0	-	0.00
	1 to 2	39	0	0	0.0	-	0.00
	3 to 6	69	2	3	2.9	1.50	0.04
	7 to 10	40	0	0	0.0	-	0.00
	11 or more	142	11	26	7.7	2.36	0.18
	All	361	13	29	3.6	2.23	0.08

Restricted patients with a large number of previous offences, generally, have a higher rate of proven re-offending. In the 12 months ending December 2012, the proven re-offending rates ranged from 0% for offenders with no previous offences to 7.7% for offenders with 11 or more previous offences. Additionally, while those with 11 or more previous offences represented 39% of all restricted patients, they were responsible for committing 90% of all proven re-offences.

**Table 5: Serious proven re-offending data for restricted patients discharged<sup>27</sup> from hospital in England and Wales between 2010 and 2012**

<b>Cohort</b>	<b>Re-offence type</b>	<b>Number of offenders<sup>28</sup></b>	<b>Number of serious re-offenders</b>	<b>Number of serious re-offences</b>	<b>Proportion of offenders who commit a serious re-offence (%)</b>	<b>Average number of serious re-offences per re-offender</b>	<b>Average number of serious re-offences per offender</b>
2010	Serious violent/sexual re-offences	398	0	0	0.00	0.00	0.00
	Serious acquisitive re-offences	398	2	4	0.50	0.19	0.01
	All serious re-offences	398	2	4	0.50	0.19	0.01
2011	Serious violent/sexual re-offences	416	3	3	0.72	0.16	0.01
	Serious acquisitive re-offences	416	3	3	0.72	0.16	0.01
	All serious re-offences	416	6	6	1.44	0.32	0.01
2012	Serious violent/sexual re-offences	361	1	1	0.28	0.08	0.00
	Serious acquisitive re-offences	361	2	2	0.55	0.15	0.01
	All serious re-offences	361	3	3	0.83	0.23	0.01

Only one of the restricted patients discharged in the 12 months ending December 2012 committed a serious violent or sexual offence re-offence in the 12 months after discharge. This is equivalent to a serious violent or sexual proven re-offending rate of 0.28%.

## Annex E

### Serious further offences

#### Background

This note provides management information on the total number of Serious Further Offences (SFOs) as collected from the SFO Review Process.

This is an update and extension to the information that was published in Paper 6 of the '2012 Compendium of Re-offending Statistics and Analysis', which was published on 12 July 2012 and covered the period to 2010/11.

[www.gov.uk/government/publications/compendium-of-reoffending-statistics-and-analysis](http://www.gov.uk/government/publications/compendium-of-reoffending-statistics-and-analysis)

Since 1 December 2008, an offence listed in Schedule 15 to the Criminal Justice Act 2003 might attract a review if committed within the probation supervision period or within 28 working days of the supervision period terminating.

Mandatory SFO reviews are triggered in the following circumstances:

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

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

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

In 2008, the SFO Review Process was changed. The changes outlined in Probation Circular 22/2008 reflect the general finding that the procedures were working well but that, given that the majority of cases were found to have been managed to a sufficient standard, the Review Process needed to

be better focused on learning lessons in the cases of the most serious re-offending and the most serious offenders.

Users should refer to the '2012 Compendium of Re-offending Statistics and Analysis' for further definitions of the terms used in this notice, and for commentary to help interpret these.

Care must be taken when interpreting the figures in 2012/13 as a number of cases are pending. Additionally, changes in the number of SFOs are likely to occur as this is an operational measure.

The table in this statistical notice provides the numbers of SFO notifications under the Probation SFO Review Process which resulted in a conviction for a serious further offence between 2009/10 and 2012/13.

The table reflects the number of offenders who received an SFO notification up to 2012/13 and who were subsequently convicted of an SFO, up to 20 October 2014. Some offenders are eventually convicted of offences lesser than the offences with which they were charged and which triggered the SFO notification.

**Table 1: SFO notifications received under the NPD / NOMS SFO Review Process which resulted in a conviction for England and Wales**

<b>Type of offence</b>	<b>2009/10</b>	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13<sup>3</sup></b>
Murder	56	49	59	41
Attempted murder	15	8	9	9
Manslaughter	30	16	13	14
Rape / Assault by penetration	67	87	63	85
Arson with intent to endanger life	8	4	7	6
Kidnapping / False imprisonment	14	2	12	13
Attempted kidnapping / abduction	0	0	0	0
Other serious sexual or violent offences <sup>1</sup>	81	55	50	55
<b>All SFO convictions</b>	<b>271</b>	<b>221</b>	<b>213</b>	<b>223</b>
Offences which did not meet the SFO criteria <sup>2</sup>	50	57	43	53
<b>All Convictions</b>	<b>321</b>	<b>278</b>	<b>256</b>	<b>276</b>

*NPD – National Probation Directorate*

1. Any other serious violent or sexual offence which carries a maximum custodial penalty of more than 10 years.
2. Offenders who had been charged with an offence which met with the SFO criteria, but were convicted of a less serious offence.
3. Provisional figures subject to change as outstanding cases are completed.

Data has been drawn from administrative IT systems. Although care is taken when processing and analysing the data, the level of detail collected is subject to the inaccuracies inherent in any large-scale recording system.



## Annex F

### Glossary of terms

#### Re-offending terms

**Cohort** – this is the group of individuals whose re-offending is measured.

**Index offence** – the index offence is the proven offence that leads to an offender being included in the cohort.

**Index disposal** – the index disposal of the offender is the type of sentence the offender received for their index offence.

**Start point (also known as the index date)** – this is the set point in time from when re-offences are measured.

**Follow-up period** – this is the length of time proven re-offending is measured over.

**Waiting period** – this is the additional time beyond the follow-up period to allow for offences committed towards the end of the follow-up period to be proved by a court conviction, caution, reprimand or final warning.

**Adjusted to baseline** – proven re-offending is related to the characteristics of offenders which means that any overall rate of proven re-offending will depend, in part, on the characteristics of offenders coming into the system (just as the examination pass rate of a school will be related to the characteristics of its pupils). We use a modelling technique to produce a baseline figure adjusted to match the characteristics of the cohort we are comparing. Please refer to the ‘Definitions and Measurement’ document for more detail at: [www.gov.uk/government/collections/proven-reoffending-statistics](http://www.gov.uk/government/collections/proven-reoffending-statistics).

**Re-conviction** – where an offender is convicted at court for an offence committed within a set follow-up period and convicted within either the follow-up period or waiting period.

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

**Cohort used in the Proven Re-offending Statistics Quarterly Bulletin** – the proven re-offending cohort consists of all offenders released from custody, otherwise sanctioned at court, receiving a caution, reprimand or warning or tested positive for opiates or cocaine in each year. This cohort’s

criminal history is collated and criminal behaviour is tracked over the following one year. Any offence committed in this one year period which is proven by a court conviction or out-of-court disposal (either in the one year period, or in a further six months waiting period) counts as a proven re-offence.

**Cohort used in the Local Adult Re-offending Quarterly Bulletin** – the local adult re-offending measure took a snapshot of all offenders, aged 18 or over, who were under probation supervision at the end of a quarter, and combined four such snapshots together. This cohort's criminal history was collated and criminal behaviour was tracked over the following three months. Any offence committed in this three month period which was proven by a court conviction or out-of-court disposal (either in the three month period or in a further three months waiting period) counted as a proven re-offence. The final publication on Local Adult Re-offending covering the period 1 January 2013 to 31 December 2013 was published by the Ministry of Justice on 20 May 2014.

[www.gov.uk/government/collections/local-adult-reoffending](http://www.gov.uk/government/collections/local-adult-reoffending)

### **Disposal (sentence type)**

**Fine** – a financial penalty imposed following conviction.

**Court orders** – court orders include community sentences, community orders and suspended sentence orders supervised by the Probation Service. They do not include any pre or post release supervision.

**Criminal Justice Act 2003 (CJA03)** – for offences committed on or after 4 April 2005, the new community order replaced all existing community sentences for adults. The Act also introduced a new suspended sentence order for offences which pass the custody threshold. It also changed the release arrangements for prisoners. See Appendix A of Offender Management Caseload Statistics 2009 for more information.

**Community order** – for offences committed on or after 4 April 2005, the new community order introduced under the CJA 2003 replaced all existing community sentences for those aged 18 years and over. This term refers to all court orders except suspended sentence orders and deferred sentences which may have a custodial component to the sentence. The court must add at least one, but could potentially add all 12 requirements depending on the offences and the offender. The requirements are:

- unpaid work (formerly community service/community punishment) – a requirement to complete between 40 and 300 hours' unpaid work;
- activity – for example, to attend basic skills classes;
- programme – there are several designed to reduce the prospects of re-offending;

- prohibited activity – a requirement not do so something that is likely to lead to further offence or nuisance;
- curfew – which is electronically monitored;
- exclusion – this is not used frequently as there is no reliable electronic monitoring yet available;
- residence – requirement to reside only where approved by probation officer;
- mental health treatment (requires offender's consent);
- drug rehabilitation (requires offender's consent);
- alcohol treatment (requires offender's consent);
- supervision – meetings with probation officer to address needs/offending behaviour; and
- attendance centre – between a minimum of 12 hours and a maximum of 36 in total which includes three hours of activity.

Typically, the more serious the offence and the more extensive the offender's needs, the more requirements there will be. Most orders will comprise of one or two requirements, but there are packages of several requirements available where required. The court tailors the order as appropriate and is guided by the Probation Service through a pre-sentence report.

**Suspended sentence order (SSO)** – the CJA 2003 introduced a new suspended sentence order which is made up of the same requirements as a community order and, in the absence of breach is served wholly in the community supervised by the Probation Service. It consists of an 'operational period' (the time for which the custodial sentence is suspended) and a 'supervision period' (the time during which any requirements take effect). Both may be between six months and two years and the 'supervision period' cannot be longer than the 'operational period', although it may be shorter. Failure to comply with the requirements of the order or commission of another offence will almost certainly result in a custodial sentence.

### **Pre CJA03 Court Orders – Community sentences**

**Community punishment order (CPO)** – the offender is required to undertake unpaid community work.

**Community rehabilitation order (CRO)** - a community sentence which may have additional requirements such as residence, probation centre attendance or treatment for drug, alcohol or mental health problems.

**Community punishment and rehabilitation order (CPRO)** – a community sentence consisting of probation supervision alongside community punishment, with additional conditions like those of a community rehabilitation order.

**Drug treatment and testing order (DTTO)** – a community sentence targeted at offenders with drug-misuse problems.

**Custody** – the offender is awarded a sentence to be served in prison or a Young Offenders Institute (YOI). If the offender is given a sentence of 12 months or over, or is aged under 22 on release, the offender is supervised by the Probation Service on release. It is important to note that the sentence lengths and youth disposals awarded will be longer than the time served in custody. For more information please refer to Appendix A of Offender Management Caseload Statistics 2009.

**Short sentences (under 12 months)** – those sentenced to under 12 months (made under the Criminal Justice Act 1991) spend the first half of their sentence in prison and are then released and considered ‘at risk’ for the remaining period. This means they are under no positive obligations and do not report to the Probation Service, but if they commit a further imprisonable offence during the ‘at risk’ period, they can be made to serve the remainder of the sentence in addition to the punishment for the new offence. The exception to this is those aged 18 to 20 who have a minimum of three month’s supervision on release.

**Sentences of 12 months or over** – the CJA03 created a distinction between standard determinate sentences and public protection sentences. Offenders sentenced to a standard determinate sentence serve the first half in prison and the second half in the community on licence.

### **Youth disposal (sentence type)**

**Reprimand or warning** – a reprimand is a formal verbal warning given by a police officer to a juvenile offender who admits they are guilty for a minor first offence. A final warning is similar to a reprimand, but can be used for either the first or second offence, and includes an assessment of the juvenile to determine the causes of their offending behaviour and a programme of activities is designed to address them.

### **First-tier penalties**

**Discharge** – a juvenile offender is given an absolute discharge when they admit guilt, or are found guilty, with no further action taken. An offender given a conditional discharge also receives no immediate punishment, but is given a set period during which, if they commit a further offence, they can be brought back to court and re-sentenced.

**Fine** – the size of the fine depends on the offence committed and the offender’s financial circumstances. In the case of juveniles under 16, the fine is the responsibility of the offender’s parent or carer.

**Referral order** – this is given to juveniles pleading guilty and for whom it is their first time at court (unless the offence is so serious it merits a custodial sentence or it is of a relatively minor nature).

The offender is required to attend a Youth Offender Panel to agree a contract, aimed to repair the harm caused by the offence and address the causes of the offending behaviour.

**Reparation order** – the offender is required to repair the harm caused by their offence either directly to the victim or indirectly to the community.

**Youth Rehabilitation Order** – a community sentence for juvenile offenders, which came into effect on 30 November 2009 as part of the Criminal Justice and Immigration Act 2008. It combines a number of sentences into one generic sentence and is the standard community sentence used for the majority of children and young people who offend. The following requirements can be attached to a Youth Rehabilitation Order (YRO):

- activity requirement
- curfew requirement
- exclusion requirement
- local authority residence requirement
- education requirement
- mental health treatment requirement
- unpaid work requirement
- drug testing requirement
- intoxicating substance misuse requirement
- supervision requirement
- electronic monitoring requirement
- prohibited activity requirement
- drug treatment requirement
- residence requirement

- programme requirement
- attendance centre requirement
- intensive supervision and surveillance
- intensive fostering

The following community sentences are replaced by the YRO, but will continue to exist for those that committed an offence before 30 November 2009. The YRO is only available for those that committed an offence on or after the 30 November 2009.

- action plan order
- curfew order
- supervision order
- supervision order and conditions
- community punishment order
- community punishment and rehabilitation order
- attendance centre order
- drug treatment and testing order
- exclusion order
- community rehabilitation order

### **Prison categories**

**Category B and category C prisons** hold sentenced prisoners of their respective categories, including life sentenced prisoners. The regime focuses on programmes that address offending behaviour and provide education, vocational training and purposeful work for prisoners who will normally spend several years in one prison.

**High security prisons** hold category A and B prisoners. Category A prisoners are managed by a process of dispersal, and these prisons also hold a proportion of category B prisoners for whom they provide a similar regime to a category B prison. The category B prisoners held in a High Security Prison are not necessarily any more dangerous or difficult to manage than those in category B prisons.

**Female prisons**, as the name implies, hold female prisoners. Because of the smaller numbers, they are not divided into the same number of categories although there are variations in security levels.

**Local prisons** serve the courts in the area. Historically their main function was to hold un-convicted and un-sentenced prisoners and, once a prisoner had been sentenced, to allocate them on to a category B, C or D prison as appropriate to serve their sentence.

However, pressure on places means that many shorter term prisoners serve their entire sentence in a local prison, while longer term prisoners also complete some offending behaviour and training programmes there before moving on to lower security conditions. All local prisons operate to category B security standards.

**Open prisons** have much lower levels of physical security and only hold category D prisoners. Many prisoners in open prisons will be allowed to go out of the prison on a daily basis to take part in voluntary or paid work in the community in preparation for their approaching release.

### **Prisoner categories**

These categories are based on a combination of the type of crime committed, the length of sentence, the likelihood of escape, and the danger to the public if they did escape. The four categories are:

**Category A** prisoners are those whose escape would be highly dangerous to the public or national security.

**Category B** prisoners are those who do not require maximum security, but for whom escape needs to be made very difficult.

**Category C** prisoners are those who cannot be trusted in open conditions, but who are unlikely to try to escape.

**Category D** prisoners are those who can be reasonably trusted not to try to escape and are given the privilege of an open prison.

### **Miscellaneous terms**

#### **Drug-misusing offenders**

There are four ways a drug-misusing offender can be identified:

- Individuals who have tested positive for heroin or crack/cocaine following an arrest or charge for 'trigger' offences (largely acquisitive crime offences) as part of the Drug Interventions Programme (DIP) are included as adult proven offenders.

- Any offender that received an OASys assessment whilst on licence or on a community sentence and are either recorded as being subject to a current Drug Treatment and Testing Order (DTTO) or Drug Rehabilitation Requirement (DRR), or are assessed as having a criminogenic drug need.
- Any offender identified as requiring further drug interventions by Counselling, Assessment, Referral, Advice, Throughcare (CARAT) teams in prison, and now being released into the community.
- Any offender identified by local Criminal Justice Integrated Teams (CJITs) as requiring further intervention for their drug use and offending as part of DIP.

**National Probation Service** – the National Probation Service generally deals with those aged 18 years and over. (Those under 18 are mostly dealt with by Youth Offending Teams, answering to the Youth Justice Board.) They are responsible for supervising offenders who are given community sentences and suspended sentence orders by the courts, as well as offenders given custodial sentences, both pre and post their release.

**Police National Computer** – the Police National Computer (PNC) is the police's administrative IT system used by all police forces in England and Wales and managed by the National Policing Improvement Agency. As with any large scale recording system the PNC is subject to possible errors with data entry and processing. The MoJ maintains a database based on weekly extracts of selected data from the PNC in order to compile statistics and conduct research on re-offending and criminal histories. The PNC largely covers recordable offences – these are all indictable and triable-either-way offences plus many of the more serious summary offences. All figures derived from the MoJ's PNC database, and in particular those for the most recent months, are likely to be revised as more information is recorded by the police.

**Prolific and other priority offenders** – the Prolific and other Priority Offenders Programme (PPO) aims to use a multi-agency approach to focus on a very small, but hard core group of prolific/persistent offenders who commit disproportionate amounts of crime and cause disproportionate harm to their local communities. The identification of a PPO is undertaken at a local level involving police, local authorities, prison and probation services and youth offending teams. The factors that influence the decision of whether an offender is included in the PPO programme are:

- the nature and volume of crimes they commit;
- the nature and volume of other harm they cause; and
- the detrimental impact they have on their community.



**Recordable offences** – recordable offences are those that the police are required to record on the PNC. They include all offences for which a custodial sentence can be given plus a range of other offences defined as recordable in legislation. They exclude a range of less serious summary offences, for example television licence evasion, driving without insurance, speeding and vehicle tax offences.

**Indictable and summary offences** – summary offences are triable only by a magistrates' court. This group includes motoring offences, common assault and criminal damage up to £5,000. More serious offences are classed either as triable-either-way (these can be tried either at the Crown Court or at a magistrates' court and include criminal damage where the value is £5,000 or greater, theft and burglary) or indictable-only (the most serious offences that must be tried at the Crown Court; these 'indictable-only' offences include murder, manslaughter, rape and robbery). The term indictable offences is used to refer to all triable-either-way and 'indictable-only' offences.

**Offence group (based on new ONS crime classifications)** – offences classified into 13 separate offence categories using the new Office for National Statistics (ONS) crime classifications. For further information on the new classification, please refer to: [www.ons.gov.uk/ons/guide-method/method-quality/specific/crime-statistics-methodology/presentational-changes-on-police-recorded-crime-in-england-and-wales.pdf](http://www.ons.gov.uk/ons/guide-method/method-quality/specific/crime-statistics-methodology/presentational-changes-on-police-recorded-crime-in-england-and-wales.pdf).

## Explanatory notes

The United Kingdom Statistics Authority has designated these statistics as National Statistics, in accordance with the Statistics and Registration Service Act 2007 and signifying compliance with the Code of Practice for Official Statistics.

Designation can be broadly interpreted to mean that the statistics:

- meet identified user needs;
- are well explained and readily accessible;
- are produced according to sound methods; and
- are managed impartially and objectively in the public interest.

Once statistics have been designated as National Statistics it is a statutory requirement that the Code of Practice shall continue to be observed.

### Symbols used

..	Not available
0	Nil or less than half the final digit shown
-	Not applicable
*	One or both of the comparison figures are less than 30
(p)	Provisional data

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General information about the official statistics system of the United Kingdom is available from [www.statistics.gov.uk](http://www.statistics.gov.uk).

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