



Ministry
of Justice

Official Statistics

Annex A

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

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Statistics Bulletin

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Background

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

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

There are a number of differences in the design of the two pilots to enable different PbR approaches to be tested. These differences (as set out below in the methodology section and also in Table A1 of the *Appendix*) mean that the interim figures 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 interim re-conviction figures for cohort 2 of the Peterborough pilot in July 2014. 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 2014¹.

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.

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

¹ www.gov.uk/government/statistics/final-results-for-cohorts-1-payment-by-results-prison-pilots

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

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

Initially, this is done by providing figures based on re-conviction 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 re-conviction period used for the final results: covering offences committed in the 12

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

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 correspond to 6 month re-conviction figures. They cover offenders released in the first 21 months of the cohort 2 period (the entire cohort 2 comprises 24 months).

For Doncaster, this bulletin presents interim figures corresponding to 12 months re-conviction rates for the first 9 months of the cohort 2 period (the entire cohort 2 comprises 12 months).

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 21 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

- Figures for cohort 2 are based on 9 months of the cohort 2 period (the full cohort comprises 12 months)

Therefore the interim figures for Doncaster cohort 2 are still not 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 21 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 local³ prisons which exclude Peterborough and Doncaster.

Table 1 and Figure 1: Peterborough (and national equivalent) interim 6 month re-conviction figures for offenders released in the first 21 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-Mar09	1,144	40.8%	84	36,089	40.5%	74
Jul08-Mar10	1,106	40.7%	85	37,266	39.4%	74
Jul09-Mar11	964	36.8%	79	35,237	39.5%	78
Jul10-Mar12	892	38.6%	79	33,991	40.5%	83
Jul11-Mar13	920	39.3%	77	33,638	40.1%	84
Jul12-Mar14	904	40.4%	84	31,373	40.9%	86

³ 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 C for a definition of local prison.

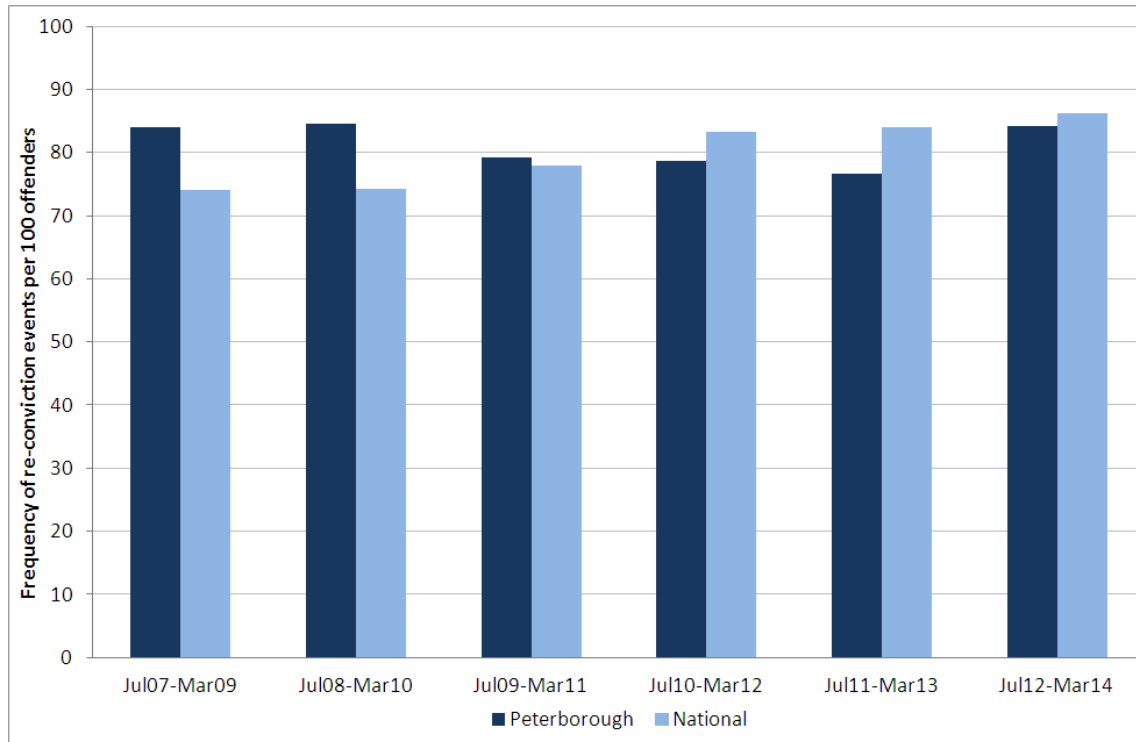


Table 1 shows that for offenders released from Peterborough between 2 July 2012 and 31 March 2014 (the first 21 months of cohort 2), there were an average of 84 re-conviction events per 100 offenders. This shows a fall of 0.4%⁴ compared to an average of 85 re-conviction events per 100 offenders released from Peterborough between July 2008 and March 2010⁵.

Nationally, the equivalent figures show a rise of 16% from 74 to 86 re-conviction events per 100 offenders.

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 12 month re-conviction figures for offenders released from Doncaster in the first 9 months of the cohort 2 period (the entire cohort 2 comprises 12 months). For comparison, we have provided equivalent figures for the five previous years and equivalent national figures over the same period. The national figures are based on other local⁶ prisons which exclude Peterborough and Doncaster.

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

⁴ Due to a rounding effect $84 \div 85 = 0.4\%$ fall

⁵ July 2008 – March 2010 is used for comparison as it is the most recent period that does not overlap with the pilot cohort 1 period

⁶ 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 C for a definition of local prison.

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

Discharge period	Doncaster		National local prisons	
	Cohort size	Re-conviction rate	Cohort size	Re-conviction rate
Oct07-Jun08	901	62.0%	20,482	57.0%
Oct08-Jun09	959	59.1%	21,133	55.0%
Oct09-Jun10	1,005	57.1%	20,908	54.4%
Oct10-Jun11	970	54.3%	20,703	54.4%
Oct11-Jun12	1,015	52.5%	20,813	53.5%
Oct12-Jun13	856	55.3%	20,625	53.7%

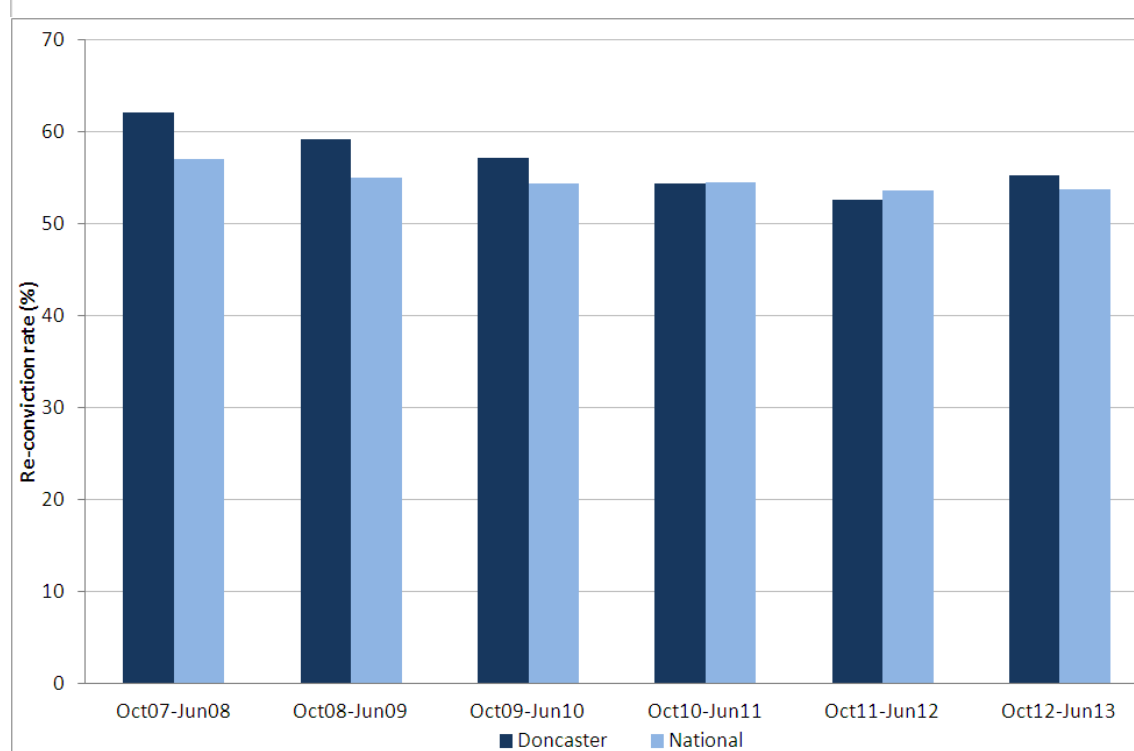


Table 2 above shows a 12 month re-conviction rate of 55.3% for offenders released from Doncaster between October 2012 and June 2013 (the first 9 months of cohort 2).

This compares to 59.1% for offenders released between October 2008 and June 2009 (a fall of 3.9⁷ percentage points), and 57.1% for those released between October 2009 and June 2010 (a fall of 1.9⁸ percentage points). We have compared to these figures as they are the closest comparable periods to the pilot's baseline period of calendar year 2009.

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.

⁷ Due to a rounding effect $55.3 - 59.1 = -3.9$

⁸ Due to a rounding effect $55.3 - 57.1 = -1.9$

Pre-announcement of Employment & Re-offending PbR pilot outcomes

The next edition of this annex, to be published on 30th July 2015, will contain re-offending outcomes from the “Employment & Re-offending” PbR pilot, which was terminated in June 2013.

Background

The Employment & Re-offending pilot was launched in September 2012 by MOJ and the Department for Work and Pensions (DWP) and saw short-sentenced offenders referred to a Work Programme provider. Some of these providers were incentivised by PbR on reconviction.

The pilot did not see the expected offender throughput and it was terminated in June 2013.

What is being published, and why?

Even though the pilot was terminated early, we do have results from the curtailed pilot and, in line with the Official Statistics Code of Practice, we intend to publish them for transparency. The results will contain 12 month re-conviction rates for treatment groups (those incentivised by PbR) and comparison groups in Wales and the West Midlands.

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
The cohort	All offenders who were discharged from custody, over a 12 month period, regardless of sentence length. Excludes those in prison for breach	Male offenders aged 18 or over discharged from Peterborough prison between 9 September 2010 and 1 July 2012 (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"> Excludes those who serve the whole of their custodial sentence on remand Excludes foreign national offenders recorded as having been deported on release from prison Includes those in prison for breach 	Male offenders aged 18 or over discharged from Doncaster prison between 1 October 2011 and 30 September 2012 (cohort 1) or 1 October 2012 and 30 September 2013 (cohort 2) regardless of sentence length. Differences from National Statistics: <ul style="list-style-type: none"> Excludes those who serve the whole of their custodial sentence on remand Excludes foreign national offenders recorded as having been deported on release from prison
The period to measure re-convictions/re-offending	12 months for offences to occur and a further 6 months for offences to be proven (through conviction at court or a caution)	12 months for offences to occur and a further 6 months for offences to be re-convicted Note: excludes cautions	12 months for offences to occur and a further 6 months for offences to be re-convicted Note: excludes cautions
The headline measure	Proportion of offenders who commit one or more proven re-offences	Frequency of re-conviction events	Proportion of offenders re-convicted of one or more offences
What counts	Offences committed in the 12 months following release from prison, and proven by conviction at court or a caution either in those 12 months or in a further 6 months	Any re-conviction event (sentencing occasion) relating to offences committed in the 12 months following release from prison, and resulting in conviction at court either in those 12 months or in a further 6 months Note: excludes cautions	Offences committed in the 12 months following release from prison, and resulting in conviction at court either in those 12 months or in a further 6 months Note: excludes cautions

OGRS score data

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

The Offender Group Reconviction Scale (OGRS)⁹ 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 21 months of the cohort 2 period

Discharge period	Average OGRS score	
	Peterborough	National
Jul07-Mar09	0.50	0.52
Jul08-Mar10	0.49	0.51
Jul09-Mar11	0.48	0.51
Jul10-Mar12	0.48	0.52
Jul11-Mar13	0.49	0.52
Jul12-Mar14	0.50	0.52

⁶ For more details on OGRS see Ministry of Justice Research Summary 7/09 *OGRS 3: the revised Offender Group Reconviction Scale* at: webarchive.nationalarchives.gov.uk/20110201125714/http://www.justice.gov.uk/publications/offender-assessment-system.htm

Table A2b: Doncaster (and national equivalent) OGRS scores for offenders released in the first 9 months of the cohort 2 period

Discharge period	Average OGRS score	
	Doncaster	National
Oct07-Jun08	0.58	0.53
Oct08-Jun09	0.57	0.52
Oct09-Jun10	0.56	0.51
Oct10-Jun11	0.56	0.52
Oct11-Jun12	0.54	0.52
Oct12-Jun13	0.55	0.51

Table A3: Timeline for publication of re-conviction figures

	July 2015	October 2015	January 2016
Peterborough	6 month re-conviction figures for the entire cohort 2 (a 24 month cohort)	12 month re-conviction figures for the first 18 months of cohort 2 (a 24 month cohort)	12 month re-conviction figures for the first 21 months of cohort 2 (a 24 month cohort)

Final results for Doncaster cohort 2 will be available in summer 2015.

Table A4: Other information on the pilots

Prison / Area	Start date of pilot	Number of eligible participants for Cohort 1	Number of eligible participants to date for Cohort 2
Peterborough Social Impact Bond (SIB)	9 September 2010	1,034 ¹⁰	1001 ¹¹
HMP Doncaster	1 October 2011	1,472 ¹²	1,232 ¹³

¹⁰ Eligible participants from Cohort 1 from 9 September 2010 to 1 July 2012.

¹¹ 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.

¹² Eligible participants from Cohort 1 from 1 October 2011 to 30 September 2012.

¹³ Eligible participants from Cohort 2 from 1 October 2012 to 30 September 2013. This is the entire Doncaster pilot cohort 2 period, but the figure is provisional at this stage and subject to revision.

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