



Ministry
of Justice



Proven Reoffending Statistics Quarterly Bulletin

October 2013 to September 2014,
England and Wales

Ministry of Justice
Statistics Bulletin

28 July 2016

Contents

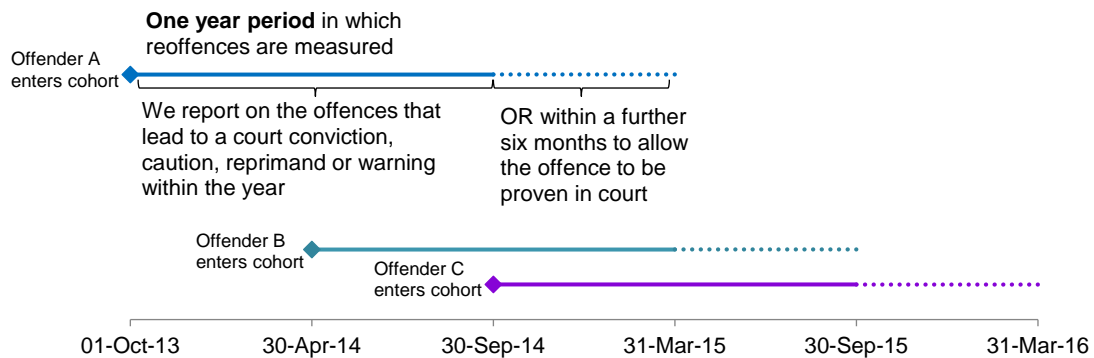
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Introduction

This quarterly bulletin provides key statistics on Proven Reoffending for adult and juvenile offenders who were released from custody, received a non-custodial conviction at court, or received a caution in the period October 2013 to September 2014. It presents the proportion of offenders who reoffend (proven reoffending rate) and the number of proven reoffences by offender history, demographics, individual prisons, probation regions, local authorities and youth offending teams.

How is proven reoffending measured?

A proven reoffence is defined as any offence committed in a one year follow-up period that leads to a court conviction or caution in the one year follow-up or within a further six month waiting period to allow the offence to be proven in court as shown in the diagram below.



An offender enters cohort if they are released from custody, received a non-custodial conviction at court, or received a caution in the period July 2013 to June 2014.

Latest figures are provided with comparisons to October 2012 to September 2013, and the calendar year 2003 in order to highlight long-term trends. The full set of results is published separately in a set of Excel tables which provide headline Proven Reoffending statistics, and data tools which provide more detailed breakdowns.

Publication of National Probation Service Community Rehabilitation Companies and proven reoffending rates

Probation Trusts ceased to exist on 1 June 2014, and were replaced with the National Probation Service (NPS) and 21 Community Rehabilitation Companies (CRC). On 1 February 2015, new providers took ownership of, and began running, the 21 Community Rehabilitation Companies.

This publication provides proven reoffending measures by region for offenders starting a court order and managed by NPS or CRCs in the period from June 2014 to September 2014.

Serious proven reoffences

Proven reoffending statistics quarterly has included a table (B1.1) on serious sexual/violent proven reoffences and serious acquisitive proven reoffences. Another way to classify the seriousness of an offence is to classify the offence as 'summary', 'triable-either-way' or 'indictable-only'.

We have published an additional table (B1.2) showing the number of reoffences by these three categories. In future editions of this publication, table B1.1 will be discontinued and replaced by B1.2. This will bring proven reoffending statistics in line with how other publications on the Criminal Justice System report the type of offences committed.

Summary offences are triable only by a magistrates' court. This group includes motoring offences, common assault and criminal damage up to £5,000. Triable-either-way offences are more serious offences; 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. Indictable-only offences cover the most serious offences that must be tried at the Crown Court; these 'indictable-only' offences include murder, manslaughter, rape and robbery.

Next Release: Annual publication – October 2016

The October publication will be accompanied by Interim Payment by Results (PbR) by individual CRC and NPS division. Details on interim results can be found in the [consultation outcome](#) published in April.

Ad-hoc analyses including restricted patients and Serious Further Offences will also accompany the October publication.

If you have any feedback, questions or requests for further information about this statistical bulletin, please direct them to statistics.enquiries@justice.gsi.gov.uk.

Key findings

Overall - adult and juvenile offenders

In October 2013 to September 2014 around 496,000 adult and juvenile offenders¹ were cautioned, received a non-custodial conviction at court or released from custody. Around 128,000 of these offenders committed a proven reoffence within a year.

This gives an overall proven reoffending rate of 25.7%. This is a decrease of 0.7% percentage points compared to the previous 12 months and a fall of 2.7% percentage points since 2003. This rate has remained fairly stable, fluctuating between around 26% and 28% since 2003.

Around 403,000 proven reoffences were committed over the one year follow-up period, with those that reoffended committing, on average, 3.16 reoffences each.

The highest reoffending rate by age group is 39.5%, for offenders aged 10 to 14, the number of offenders in this cohort has fallen by 81% since 2003. The reoffending rate for offenders aged 15 to 17 is second highest, at 37.3%.

Less than 1% of all proven reoffences committed over the one year follow-up period were indictable only² a small fall from 2003.

Adult offenders

Adult offenders had a proven reoffending rate of 24.7%, representing a small decrease of 0.7 percentage points compared to the previous 12 months and a fall of 2.2 percentage points since 2003, this rate has been fairly flat since 2004 fluctuating between 24.5% and 25.5%.

Around 356,000 proven reoffences were committed by adults over the one year follow-up period. Those that reoffended committed on average 3.16 reoffences each.

Adult offenders with 11 or more previous offences have a higher reoffending rate than those with no previous offences – 45.6% compared to 7.6%.

In the October 2013 to September 2014 cohort, adult offenders with an index offence of 'Theft' had the highest proven reoffending rate of 42.5%. Those with the lowest rate had an index offence of 'Fraud' and reoffended at a rate of 10.3%.

¹ 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. This means that the number of offenders in this bulletin will be different from the numbers published in [Offender Management Statistics Quarterly](#) and [Criminal Justice Statistics](#). Please refer to the ['Definitions and Measurement' document](#) for further information.

² Indictable-only offences cover the most serious offences that must be tried at the Crown Court; these 'indictable-only' offences include murder, manslaughter, rape and robbery.

Adult offenders starting a court order

The proven reoffending rate for adult offenders starting a court order (Community sentence or Suspended Sentence Order) was 33.2%, a fall of 6.7 percentage points since 2003, and a decrease of 1.0 percentage points compared to the previous 12 months.

Adult offenders released from custody

The proven reoffending rate for adult offenders released from custody in October 2013 to September 2014 was 45.5%. This represents a fall of 6.0 percentage points since 2003 and a small increase of 0.1 percentage points compared to the previous 12 months. Since 2004, the overall rate for those released from custody has remained relatively stable at around 45% to 49%;

The rate for those released from short sentences has been consistently higher compared to those released from longer sentences. Adults who served sentences of less than 12 months reoffended at a rate of 59.7%, compared to 33.4% for those who served determinate sentences of 12 months or more. The trends for those released from short and long sentences have both remained broadly flat since 2005 and are consistent with the overall trend.

Juvenile offenders

Around 39,000 juvenile offenders were cautioned, convicted or released from custody in October 2013 to September 2014 and around 15,000 of them committed a reoffence.

This gives a proven reoffending rate of 37.8%, up 0.4 percentage points from the previous 12 months and an increase of 3.5 percentage points since 2003, the cohort has fallen by 71% since 2003.

Around 48,000 proven reoffences were committed by juveniles over the one year follow-up period. Those that reoffended committed on average 3.19 reoffences each. Juvenile offenders with 11 or more previous offences have a higher reoffending rate than those with no previous offences – 75.0% compared to 24.7%.

Juvenile offenders (disposal type)

The reoffending rate for juvenile offenders given a youth caution, reprimand or warning was 30.8% an increase of 2.6 percentage points from the previous year and 5.4 percentage points from 2003.

Around 1,100 juvenile offenders were released from custody in October 2013 to September 2014; their proven reoffending rate was 68.0%.

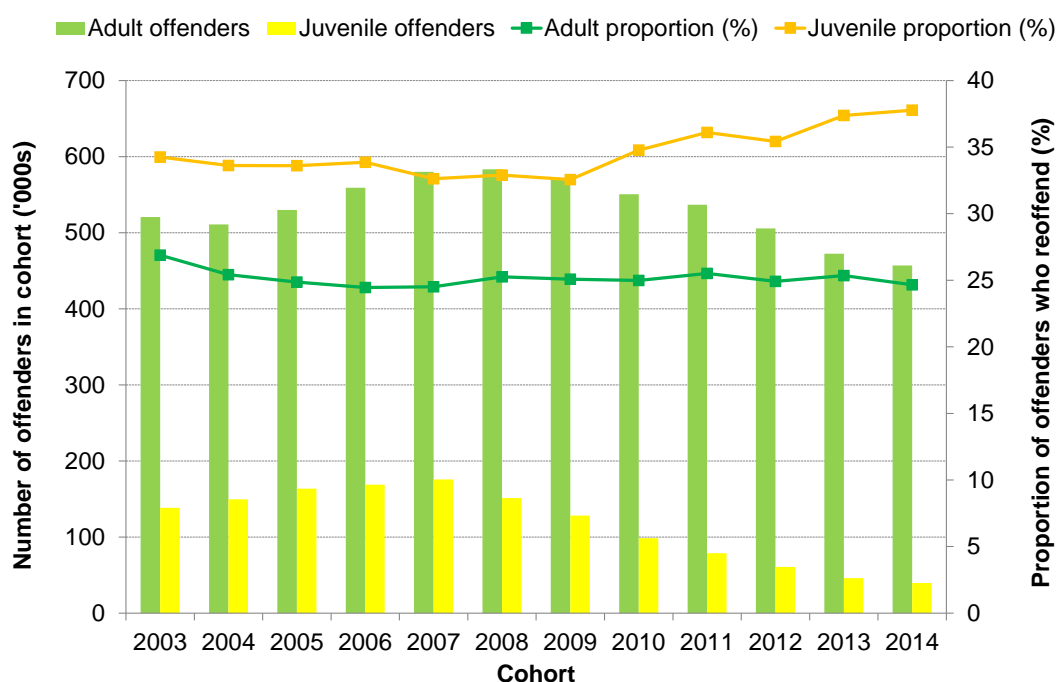
The reoffending rate for juveniles released from custody shows a fall of 6.9 percentage points since 2003, but an increase of 1.5 percentage points compared to the previous 12 months.

Main report

Overall - adult and juvenile offenders (Table A1)

Adult offenders accounted for 92% (around 457,000) of the October 2013 to September 2014 offender cohort, and juvenile offenders accounted for 8% (around 39,000). 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.

Figure 1: Proportion of adult and juvenile offenders in England and Wales who commit a proven reoffence, 2003 to September 2014



For 2006 to 2014, data are for the 12 months ending September

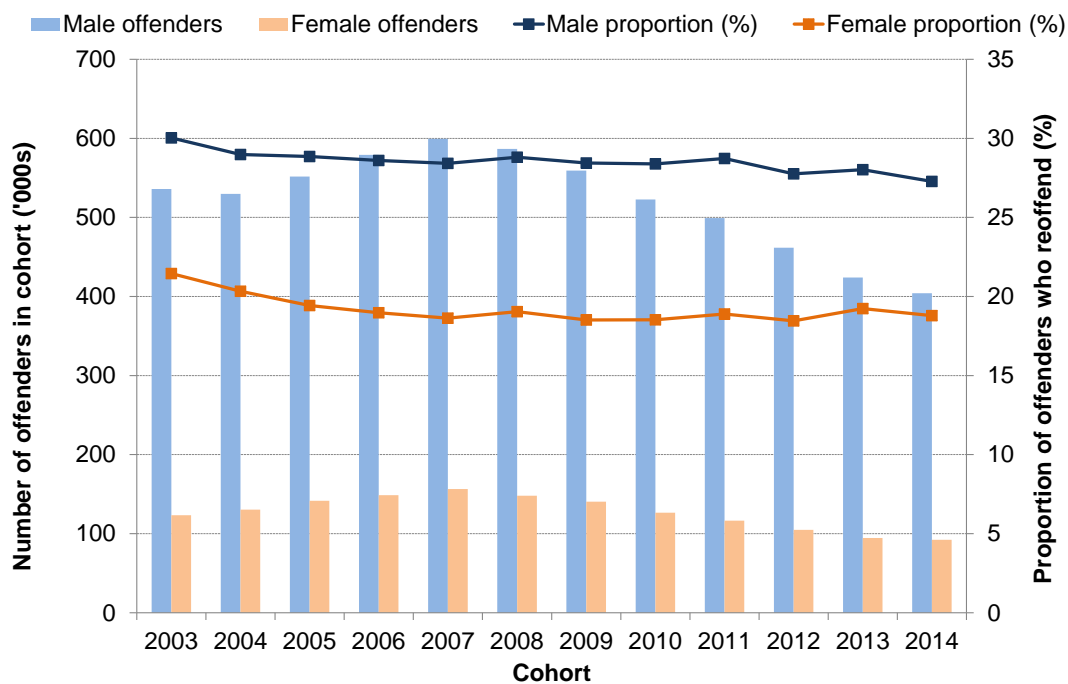
Around 113,000 of all **adult offenders** were proven to have committed a reoffence within a year. This gives a proven reoffending rate of 24.7% which represents a decrease of 0.7 percentage points compared to the previous year. Since 2004, there has been little change in this rate, as illustrated in Figure 1. Over this time it has remained steady at around 25%.

The proven reoffending rate for **juvenile offenders** is higher, and in the last 12 months it has increased from 37.4% for the year ending September 2013 to 37.8% for the year ending September 2014. While the juvenile reoffending rate has seen an increase of 3.5 percentage points since 2003, the cohort has fallen by 71%. The average number of previous offences per juvenile offender was 2.52 in October 2013 to September 2014 and 1.83 in 2003.

Males and Females (Table A2)

In the October 2013 to September 2014 cohort, 81% were male and 19% were female – a split that has changed little since 2003. Male offenders from the October 2013 to September 2014 cohort reoffended at a higher rate of 27.3% compared to female offenders who reoffended at a rate of 18.8%. Both rates have remained broadly stable since 2003 (Figure 2). Between 2003 and October 2013 to September 2014, the proven reoffending rate for male and female offenders decreased by 2.8 and 2.7 percentage points respectively.

Figure 2: Proportion of adult and juvenile offenders in England and Wales who commit a proven reoffence, by sex, 2003 to September 2014



For 2006 to 2014, data are for the 12 months ending September

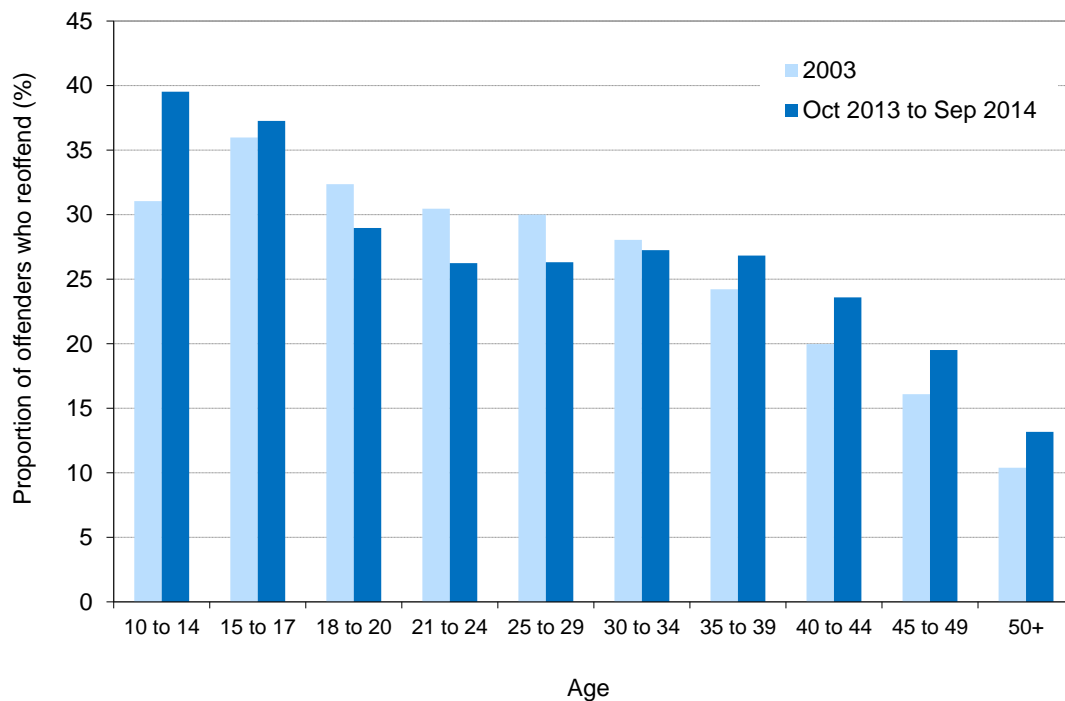
A [summary report](#) was published by Ministry of Justice in November 2014 which related to the experience of women in the criminal justice system.

Age (Table A3)

The highest reoffending rate by age group is 39.5%, for offenders aged 10 to 14, this cohort has fallen by 81% since 2003. The age group with the second highest reoffending rate was for those offenders aged 15 to 17, at 37.3%.

Figure 3 shows that the proven reoffending rate generally falls with increasing age. Since 2003 the distribution of proven reoffending by age group has changed. Compared to 2003, the proven reoffending rate has increased for 10 to 17 year olds and for those aged 35 and over, but has fallen for offenders aged 18 to 34.

Figure 3: Proportion of adult and juvenile offenders in England and Wales who commit a proven reoffence, by age, 2003 and October 2013 to September 2014

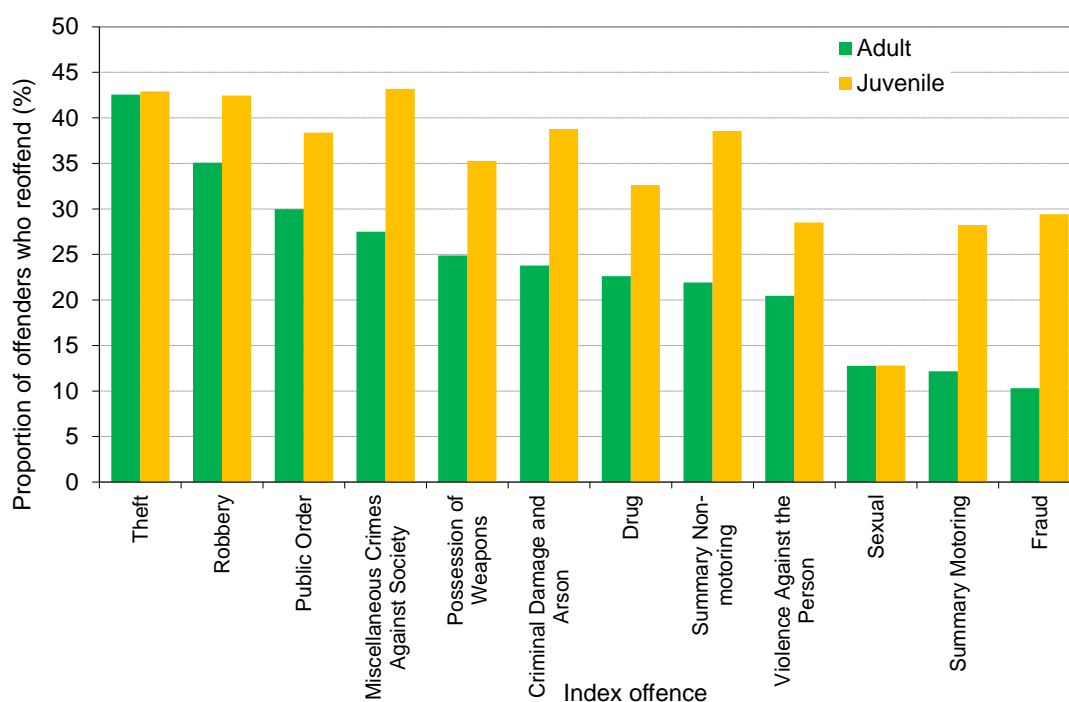


Index offence (Table A4a,b)

The offence that leads to an offender being included in the offender cohort is called the index offence. In the October 2013 to September 2014 cohort, adult offenders with an index offence of 'Theft' had the highest proven reoffending rate of 42.5%. This was followed by those with an index offence of 'Robbery' with a rate of 35.1%. Those with the lowest rate had an index offence of 'Fraud' and reoffended at a rate of 10.3%. Additionally, with a fall of 11.0 percentage points, the 'Fraud' index offence category saw the largest decrease between 2003 and October 2013 to September 2014. In contrast, the largest increase of 6.6 percentage points over the same period occurred for those with an index offence of 'Public Order' with a reoffending rate of 30.0%.

In the October 2013 to September 2014 cohort, juvenile offenders with an index offence of 'Miscellaneous crimes against society'³ had the highest proven reoffending rate of 43.2%. Those with the lowest rate had a 'sexual' index offence and reoffended at a rate of 12.8%. The 'Summary Motoring' index offence category had the largest decrease between 2003 and October 2013 to September 2014 with a fall of 18.4 percentage points to a reoffending rate of 28.2%. The largest increase over the same period occurred for those with an index offence of 'Theft', up by 10.2 percentage points to a reoffending rate of 42.9%.

Figure 4: Proportion of adult and juvenile offenders in England and Wales who commit a proven reoffence, by index offence, October 2013 to September 2014



³ Miscellaneous crimes against society comprises a variety of offences. The largest volume offences include: handling stolen goods, threat to commit criminal damage and perverting the course of justice.

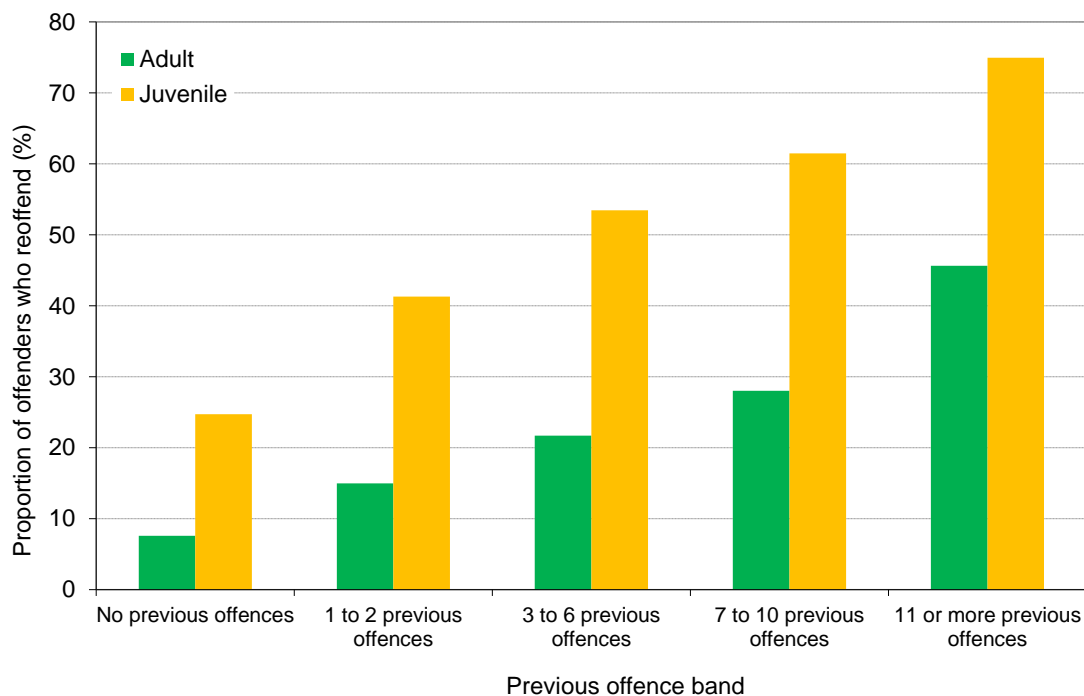
Previous offences (Table A5a, b)

Generally, offenders with a large number of previous offences have a higher rate of proven reoffending than those with fewer previous offences and this is true for both adults and juveniles. In the October 2013 to September 2014 cohort, for adults, the proven reoffending rates ranged from 7.6% for offenders with no previous offences to 45.6% for offenders with 11 or more previous offences. For juveniles these figures were 24.7% and 75.0% respectively.

Between 2003 and October 2013 to September 2014 the proven reoffending rate for adults who had committed 11 or more previous offences decreased by 5.9 percentage points. For juveniles who had committed 11 or more previous offences, and over the same period, the proven reoffending rate decreased by 7.3 percentage points.

Adult offenders with 11 or more previous offences represented just under a third of all adult offenders in the October 2013 to September 2014 cohort, but committed more than two thirds of all adult proven reoffences. For juvenile offenders this group made up only 6% of all juvenile offenders, but committed just over a sixth (18%) of all juvenile proven reoffences.

Figure 5: Proportion of adult and juvenile offenders in England and Wales who commit a proven reoffence, by number of previous offences, October 2013 to September 2014



Index disposal (sentence) type (Table C1a, b)

The index disposal of the offender is the type of sentence the offender received for their index offence. For the Proven Reoffending Statistics Quarterly Bulletin, this is defined as custody, court order, or other disposal resulting from a conviction at court, such as a fine or discharge, or caution.

Adult offenders released from custody or commencing a court order

Between October 2013 and September 2014, around 170,000 adult offenders were released from custody or commenced a court order. Around 59,000 of these offenders were proven to have committed a reoffence within a year. This gives a proven reoffending rate of 34.8%, a fall of 7.6 percentage points since 2003.

Adult offenders commencing a court order

Between October 2013 and September 2014, around 124,000 adult offenders started a court order and around 41,000 of these (33.2%) committed a proven reoffence within a year. This represents a decrease of 1.0 percentage points compared to the previous 12 months, and a fall of 6.7 percentage points since 2003.

The Legal Aid, Sentencing and Punishment of Offenders Act 2012 introduced Suspended Sentence Orders (SSOs) without requirements attached. Offenders sentenced to such SSOs are not supervised by the Probation Service. There have been increasing numbers of such orders given since they were introduced in December 2012. The reoffending rate for these SSOs without requirements is 35.7%. The reoffending rate for SSOs with requirements is 30.0%.

These figures should not be compared to assess the effectiveness of different types of SSOs, as there is no control for known differences in offender characteristics and the type of sentence given. Please refer to the chapter 'Comparing the effectiveness of sentences' on page 15 for more details.

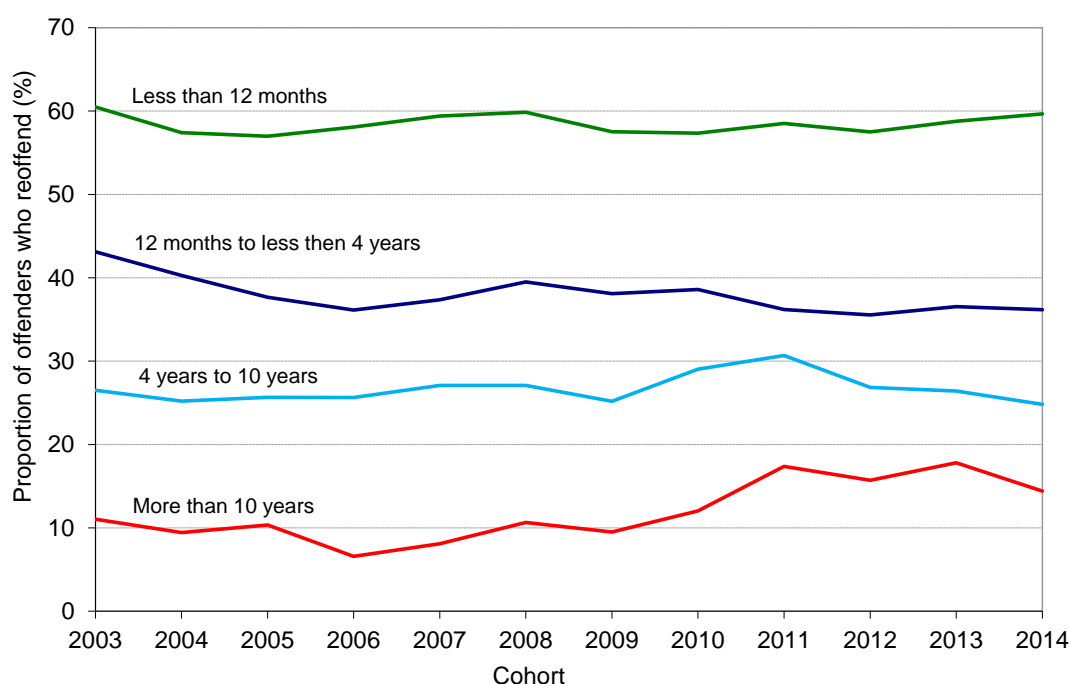
Adult offenders released from custody

Between October 2013 and September 2014, around 56,000 adult offenders were released from custody and around 26,000 of these (45.5%) were proven to have committed a reoffence within a year. The rate has decreased by 6.0 percentage points since 2003, and has increased slightly by 0.1 percentage points to since the same period 12 months ago.

Just under half (47%) of the adult offenders released from custody in October 2013 to September 2014 were released from a custodial sentence of less than 12 months. These offenders had a proven reoffending rate of 59.7% compared to 33.4% for those who served determinate sentences of 12 months or more. The rate for those released from short sentences has been consistently higher compared to those released from long sentences, as

shown in Figure 6. The reoffending rate for those released from custody have generally remained relatively flat, however the reoffending rate of offenders who were released from determinate sentences of more than 10 years saw a general upward trend since year ending September 2006, and now stands at 14.4%.

Figure 6: Proportion of adult offenders released from custody who commit a proven reoffence, by sentence length, 2003 to September 2014



For 2006 to 2014, data are for the 12 months ending September

Juvenile offenders given a reprimand, warning or youth caution (Table C1b)

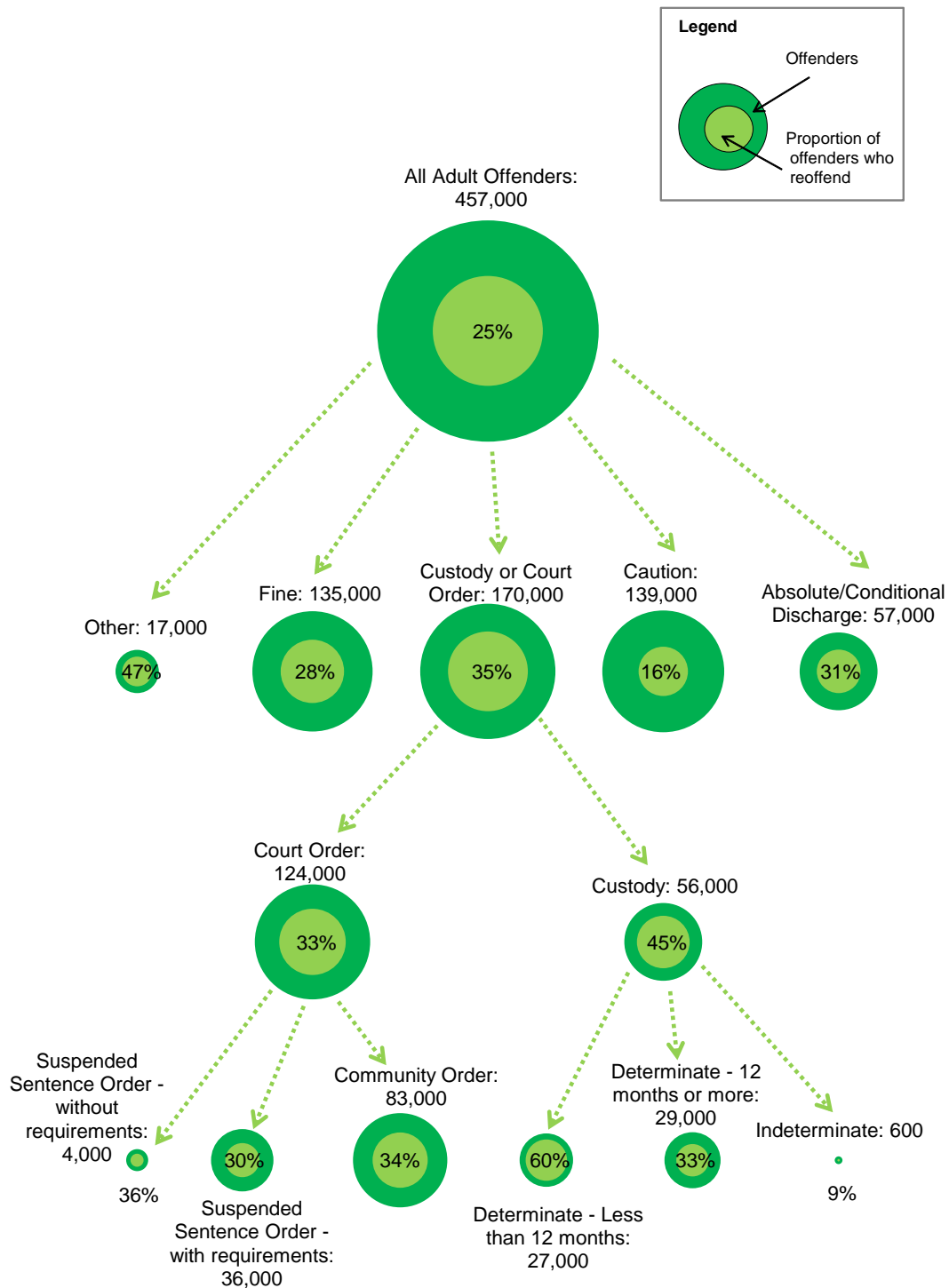
The reoffending rate for juvenile offenders given a youth caution was 30.8% an increase of 2.6 percentage points from the previous year and 5.4 percentage points from 2003. Reprimands and warnings for youths were abolished under Legal Aid Sentencing and Punishment of Offenders Act 2012 with effect from 8 April 2013 and replaced with youth cautions.

Youth cautions are a formal out-of-court disposal that can be used as an alternative to prosecution for juvenile offenders in certain circumstances. A youth caution may be given for any offence where the young offender admits an offence, there is sufficient evidence for a realistic prospect of conviction but it is not in the public interest to prosecute.

Juvenile offenders released from custody (Table C1b)

In October 2013 to September 2014 around 1,100 juvenile offenders were released from custody and around 800 of these (68.0%) were proven to have committed a reoffence within a year. This represents an increase of 1.5 percentage points compared to the previous 12 months and fall of 6.9 percentage points since 2003.

Figure 7: Proven adult reoffending: Offenders, reoffenders and proportion of offenders who reoffend by index disposal and custodial sentence length, October 2013 to September 2014



The first event within each disposal is taken as the start point. Therefore, some offenders will appear in more than one disposal category and number of offenders in each disposal category do not sum to the total number of offenders. Please see the definitions and measurement paper for more information.

Data are rounded to the nearest 1,000; except for indeterminate sentences which are rounded to the nearest 100.

Comparing the effectiveness of sentences

Proven reoffending 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 [‘The impact of short custodial sentences, Community Orders and Suspended Sentence Orders on reoffending’](#) compares like for like offenders which enables a more reliable comparison of proven reoffending rates between offenders receiving different sentences.

Short-term custody (less than 12 months in prison, without supervision on release) for the 2008 to 2011 cohorts was consistently associated with higher rates of proven reoffending than community orders and suspended sentence orders (‘court orders’).

Over a one year follow-up period, a higher proportion of people reoffended having been sentenced to short term custody than other, similar people given:

- a community order, of 3 percentage points higher;
- a suspended sentence order, of 7 percentage points higher.

Short term custody was associated with up to one more reoffence per person on average than both community and suspended sentence orders.

In the [‘2013 Compendium of Reoffending Statistics and Analysis’](#), non-custodial sentences were also compared:

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

Adult offenders by individual prison (*Prison/youth secure accommodation/probation region data tool*)

Among prisons that released 30 or more offenders in October 2013 to September 2014, proven reoffending rates varied considerably from 8.8% to 78.0% for offenders with a sentence of less than 12 months and from 1.4% to 59.2% 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 reoffending rates.

Adult offenders by probation area (*Prison/youth secure accommodation/probation region data tool*)

This publication provides proven reoffending measures by region for offenders starting a court order and managed by NPS or CRCs in the period from June 2014 to September 2014.

Proven reoffending rates for offenders starting a court order varied from 32.4% to 38.9% between the seven regions. A large part of this variability reflects the mix of offenders who are given a court order and, therefore, comparisons between regions should not be made using these raw reoffending rates.

Measuring proven reoffending

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

Measuring true reoffending is complex. Official records are taken from either the police or courts, but they will underestimate the true level of reoffending 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 reoffending, such as self-report studies, which do not identify the offender, are likely to be unreliable. Therefore, this report aims to estimate proven reoffending for a specified group of offenders using data mainly from the Police National Computer.

Since this report measures reoffending on a consistent basis across all groups, it is possible to tailor analysis of reoffending to meet specific requirements.

The headline measure

This is the overall measure of reoffending and is presented for different demographic groups and by offence. To provide this **overview of proven reoffending**, offenders are tracked and their proven reoffending behaviour is recorded, taking the **first event**⁴ in the **relevant period** as the start point and subsequent events as proven reoffences. Users should refer to tables A1 to A6, B1 to B4 and the proven reoffending overview data tool for these statistics.

Index disposal

In this measure offenders are tracked and their proven reoffending behaviour is recorded **within** each disposal (caution, court order, release from custody, etc.) Users should refer to tables C1 to C2b for these statistics and the proven reoffending by index disposal data tool for these statistics.

Prison/Probation Area

In this measure offenders are tracked and their proven reoffending behaviour is recorded **within** each operational unit (prison or probation area) taking the first event **within** each as the start point and subsequent events as reoffences.

Consultations

The publication in its current form is a result of a statistical consultation on improvements to the transparency and accessibility of our information launched in 2010 and a response to the consultation was published in March 2011.

⁴ An event is one of the following: a release from custody, convicted at court with a non-custodial sentence, received a caution.

From 30 July 2015 to 30 October 2015, a more recent consultation on changes to the proven reoffending statistical publication was launched. The key change that was proposed was to align the existing reoffending measure with those measures necessary for assessing progress against the rehabilitation reforms.

The [consultation outcome](#) published in April summarises the responses received to that consultation. Having considered the responses to the consultation, details of the post consultation position are:

- Proven reoffending measures will be published using the proposed 3 month cohorts;
- The new publication will contain a chapter on Community Rehabilitation Companies (CRC) Payment by Results and National Probation Service (NPS) division proven reoffending performance measure;
- For assessing the likelihood of reoffending OGRS4/G will be used for adult cohorts and for juvenile cohorts the Youth Offender Group Reconviction Scale (YOGRS) will be used;
- From October 2016 we will provide interim Payment by Results.

The existing adult and juvenile reoffending statistics will continue in their current form until the reoffending outcomes for the first Payment by Results cohort become available in October 2017.

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 reoffending.

In particular there are two MoJ impact indicators which will be monitored using results from this bulletin:

- Adult and juvenile reoffending – the percentage of adult and juvenile offenders who reoffend.
- The percentage of adults released from custody who reoffend.

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

Contact points

Press enquiries should be directed to the Ministry of Justice press office:

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General information about the official statistics system of the United Kingdom is available from statisticsauthority.gov.uk/about-the-authority/uk-statistical-system

Alternative formats are available on request from statistics.enquiries@justice.gsi.gov.uk.



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