



Ministry  
of Justice

*Official Statistics*

## **Annex A**

# **Interim Proven Reoffending Statistics for the Community Rehabilitation Companies and National Probation Service**

October to December 2015,  
England and Wales

Ministry of Justice  
Statistics Bulletin

27 October 2016

# Contents

<b>Contents</b> .....	2
<b>Introduction</b> .....	3
<b>Methodology</b> .....	5
Final reoffending results.....	5
Interim reoffending results .....	5
<b>Interpreting the interim results</b> .....	7
What we can say.....	7
What we cannot say.....	7
<b>Interim results</b> .....	9
Table 1: Interim proven reoffending results for the October to December 2015 payment by results cohorts, by Community Rehabilitation Company (CRC) .....	9
Figure 1: Interim binary rates for the October to December 2015 payment by results cohorts, by Community Rehabilitation Company (CRC).....	10
Figure 2: Interim frequency rates for the October to December 2015 payment by results cohorts, by Community Rehabilitation Company (CRC).....	10
Table 2: Interim proven reoffending results for the October to December 2015 performance measure cohorts, by National Probation Service (NPS) division .....	11
<b>Appendix to Annex A</b> .....	12
<b>Background</b> .....	12
<b>Offender Group Reconviction Scale</b> .....	14
Table A1: Average OGRS4/G scores for the October to December 2015 payment by results cohorts, by Community Rehabilitation Company (CRC) .....	15
<b>Table A2: Timetable for publication of interim and final results</b> .....	16
<b>Contact points</b> .....	17

## Introduction

The first set of statistics based on **one year proven reoffending** for adult offenders being managed in the community in England and Wales by **Community Rehabilitation Companies** (CRCs) under **Payment by Results**<sup>1</sup> (PbR) arrangements, and by the **National Probation Service** (NPS), will be published in **October 2017**. This is the measure against which CRCs will be assessed for the PbR element of the Transforming Rehabilitation reforms.

To address this interim gap in knowledge, the Ministry of Justice (MoJ) included proposals in its July 2015 consultation on “*Changes to the reoffending statistics following the introduction of the Rehabilitation Programme*”<sup>2</sup> to provide early insights into CRC and NPS performance in reducing reoffending. Respondents to the consultation supported these proposals and opted for a **reoffending-to-date-based interim measure**.

This annex was developed in response to the consultation and will provide **interim proven reoffending statistics** for the following offender cohorts until final results for these cohorts become available.

- PbR eligible<sup>3</sup> offenders managed by CRCs; and
- Offenders managed by the NPS who meet the same eligibility criteria as those in the CRC PbR cohorts.

This issue of the quarterly bulletin presents interim proven reoffending statistics for the **October to December 2015** offender cohorts<sup>4</sup>.

**It is important to note that, while interim results help to address the information gap until final results are published, they will only give a broad indication of progress and, therefore, care should be taken when interpreting them. The measure against which CRCs will be assessed for PbR will be based on the final results published in October 2017, compared against a 2011 baseline**<sup>5</sup>.

The programme of reforms that led to opening up probation services to private and third sector rehabilitation providers through 21 CRCs, and the creation of the new public sector NPS, is further explained in the *Background* section in the *Appendix* at

---

<sup>1</sup> PbR is paid for the achievement of statistically significant reductions in reoffending against the baseline year of 2011 as set out in Transforming Rehabilitation contracts with CRCs.

<sup>2</sup> The consultation and response to consultation are available at: [www.gov.uk/government/consultations/changes-to-reoffending-statistics-following-the-introduction-of-the-rehabilitation-programme](http://www.gov.uk/government/consultations/changes-to-reoffending-statistics-following-the-introduction-of-the-rehabilitation-programme)

<sup>3</sup> A full list of PbR eligible offenders is provided in the *Definitions and Measurement* document.

<sup>4</sup> Note that while CRCs (under public ownership until February 2015) and the NPS began operating in June 2014, a bedding-in period was allowed before assessing performance against targets.

<sup>5</sup> The 2011 PbR baselines and associated methodology documents are available at: [www.gov.uk/government/collections/transforming-rehabilitation](http://www.gov.uk/government/collections/transforming-rehabilitation)

the end of this annex; and a timetable for the publication of interim and final results can be found in *Table A2* of the *Appendix*.

Interim results will be provided in this dedicated annex to each edition of the MoJ's quarterly bulletin on *Proven Reoffending Statistics*.

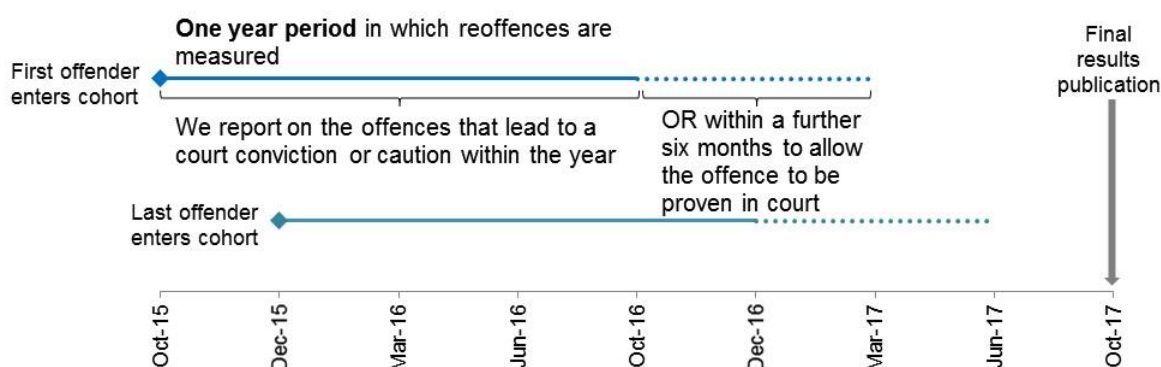
The *Definitions and Measurement* document, published alongside this bulletin, provides more detailed information about the interim measure.

**If you have any feedback, questions or requests for further information about this report, please direct them to [statistics.enquiries@justice.gsi.gov.uk](mailto:statistics.enquiries@justice.gsi.gov.uk).**

# Methodology

## Final reoffending results

The final reoffending results for the CRC and NPS offender cohorts will be based on a **one year proven reoffending measure**. One year proven reoffending 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 period or within a further six month waiting period to allow the offence to be proven in court as shown in the diagram below.



The following two reoffending measures will be used to assess CRC and NPS performance:

- the **binary** rate (proportion of offenders who reoffend); and
- the **frequency** rate (the average number of reoffences per reoffender).

The performance of each CRC in reducing reoffending, on both the binary and frequency measures, will be assessed against a baseline year of 2011. Furthermore, the binary rate for each CRC will be adjusted for changes in the case mix of offenders being supervised, using the Offender Group Reconviction Scale, version 4/G<sup>6</sup> (OGRS4/G), before performance is assessed against the baseline.

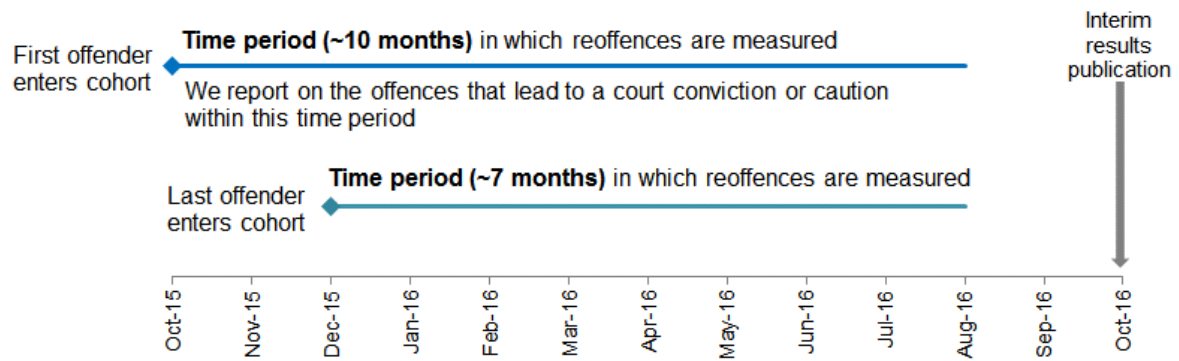
## Interim reoffending results

The interim reoffending results will cover any **proven reoffending-to-date** as recorded on the MoJ extract of the Police National Computer (PNC). Interim statistics for the October to December 2015 offender cohorts will, therefore, include any proven reoffences committed between 1 October 2015 and the 4 August 2016. This will mean that some offenders in the three-month cohort will have had a longer

<sup>6</sup> Further information on the Offender Group Reconviction Scale 4/G can be found in the *Definitions and Measurement* document, and in the *Offender Group Reconviction Scale*

section in the *Appendix*.

follow-up period in which to reoffend, e.g. an ‘offender start’ on the 1 October 2015 will have had up to 10 months to reoffend, whereas an ‘offender start’ on the 31 December 2015 will have had up to seven months to reoffend as shown in the diagram below.



While the binary rate for CRC final results will be adjusted using OGRS4/G, this will not be possible for the interim results - OGRS4/G only offers a one and two year prediction of reoffending and interim results are based upon a reoffending-to-date measure. Average OGRS4/G scores have, however, been provided in *Table A1* of the *Appendix* for individual CRCs. *Table A1* also includes the corresponding scores from the baseline year of 2011 which will enable users of this report to assess whether or not CRC cohorts are more or less likely to reoffend than offenders from the baseline year.

## Interpreting the interim results

Tables 1 and 2 should be interpreted with caution for two main reasons:

1. **They are interim estimates which are based on provisional data and a reoffending-to-date measure, rather than a measure with defined follow-up and waiting periods.** As a result, they are susceptible to availability of data and are more volatile than the one year reoffending measure. The one year proven reoffending measure (by which PbR will be assessed) allows 12 months for reoffending to occur, and then a further six months for cases to progress through the courts, and an additional one month for police forces to enter and validate the data.
2. **These figures have not been adjusted for the mix of offenders in the cohort.** The final set of results for each cohort will be adjusted for changes in the case mix of offenders being supervised (using OGRS4/G) before performance is assessed against the 2011 baseline.

It is too early to assess whether CRCs are meeting their targets. These results are intended to provide a broad indication of progress only.

### What we can say

1. The interim results provide a broad indication of progress at this point in time.
2. These results do not necessarily reflect what the final results will show in October 2017. (Interim results are based on a reoffending-to-date measure and have not been OGRS4/G-adjusted. Final results will be based on a one year reoffending measure and will be adjusted for changes in the case mix of offenders being supervised (using OGRS) before performance is assessed against the baseline year of 2011.)
3. The average OGRS4/G scores show that, in all but two cases (London CRC and South Yorkshire CRC), each CRC is managing offenders that are less likely to reoffend compared to the baseline year of 2011.

### What we cannot say

1. CRC A is on target / not on target to achieve statistically significant reductions in reoffending against the baseline year of 2011.
2. The interim results show that CRC A is performing better or worse than CRC B. (Interim results have not been OGRS4/G-adjusted, therefore, comparisons between different CRCs will not be possible.)
3. The interim results show that CRCs are performing better or worse than the NPS. (Due to differences in the types of offender being managed between the

CRCs (low to medium risk offenders) and the NPS (high risk offenders), comparisons between CRCs and the NPS should not be made.)

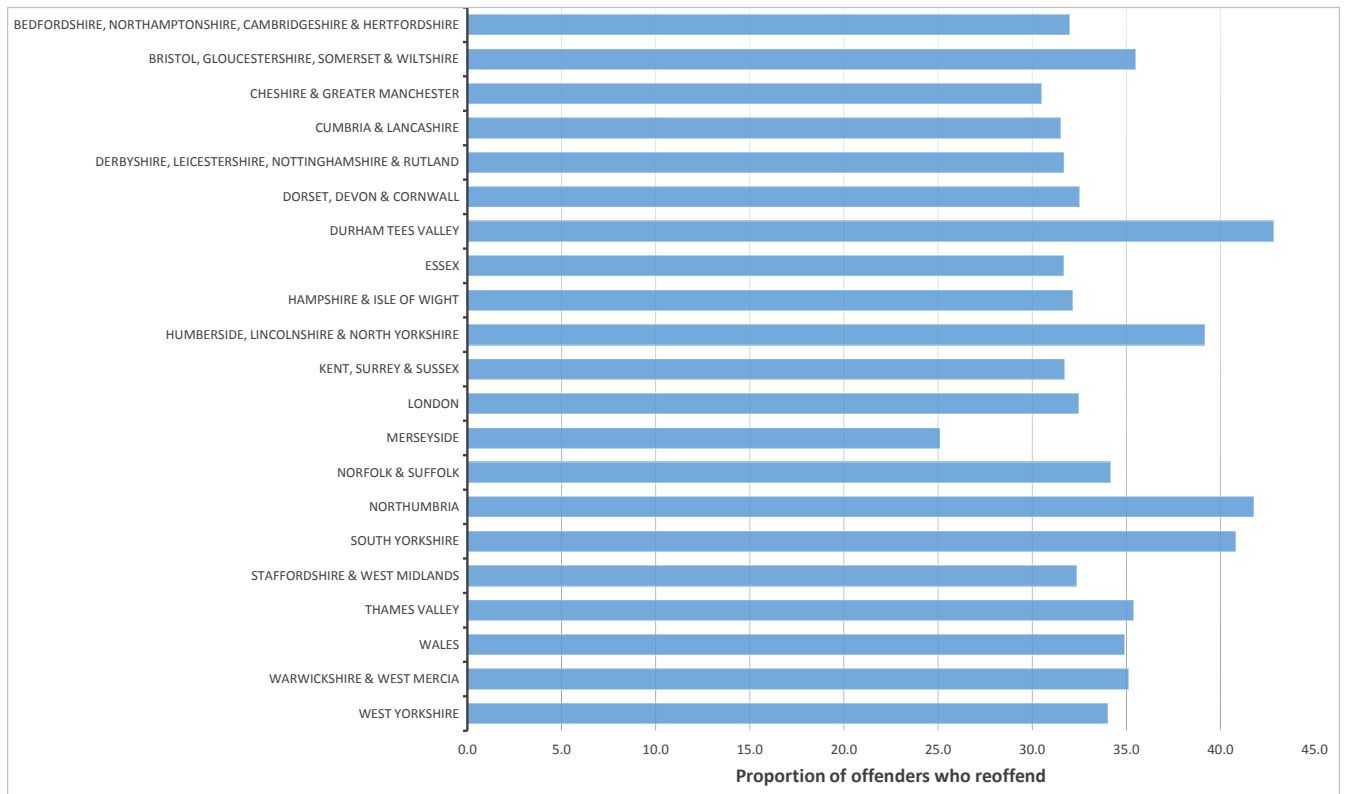


## Interim results

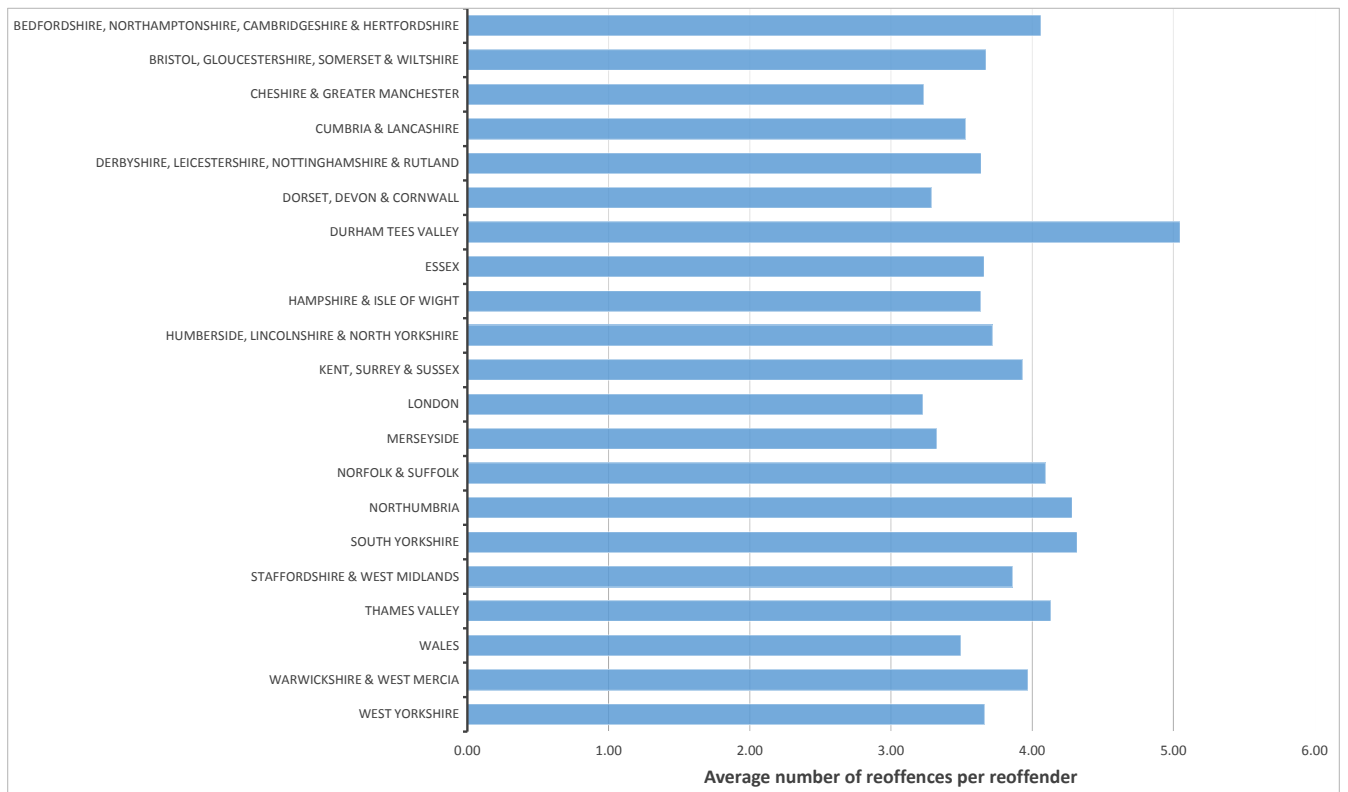
**Table 1: Interim proven reoffending results for the October to December 2015 payment by results cohorts, by Community Rehabilitation Company (CRC)**

CRC name	Number of offenders in the eligible cohort	Number of offenders in the measurable cohort	Number of reoffenders	Number of reoffences	Proportion of offenders who reoffend (%)	Average number of reoffences per reoffender
Bedfordshire, Northamptonshire, Cambridgeshire & Hertfordshire	1,315	1,269	406	1,649	32.0	4.06
Bristol, Gloucestershire, Somerset & Wiltshire	1,206	1,138	404	1,484	35.5	3.67
Cheshire & Greater Manchester	2,290	2,184	666	2,152	30.5	3.23
Cumbria & Lancashire	1,107	1,050	331	1,168	31.5	3.53
Derbyshire, Leicestershire, Nottinghamshire & Rutland	1,892	1,773	562	2,046	31.7	3.64
Dorset, Devon & Cornwall	881	849	276	907	32.5	3.29
Durham Tees Valley	875	852	365	1,843	42.8	5.05
Essex	726	688	218	798	31.7	3.66
Hampshire & Isle of Wight	763	743	239	869	32.2	3.64
Humbly Grove, Lincolnshire & North Yorkshire	1,201	1,169	458	1,703	39.2	3.72
Kent, Surrey & Sussex	1,499	1,409	447	1,757	31.7	3.93
London	4,439	4,126	1,340	4,324	32.5	3.23
Merseyside	1,108	1,043	262	871	25.1	3.32
Norfolk & Suffolk	585	559	191	782	34.2	4.09
Northumbria	797	773	323	1,384	41.8	4.28
South Yorkshire	883	850	347	1,499	40.8	4.32
Staffordshire & West Midlands	2,773	2,625	850	3,282	32.4	3.86
Thames Valley	846	811	287	1,186	35.4	4.13
Wales	2,246	2,160	754	2,635	34.9	3.49
Warwickshire & West Mercia	723	692	243	965	35.1	3.97
West Yorkshire	1,420	1,331	453	1,659	34.0	3.66

**Figure 1: Interim binary rates for the October to December 2015 payment by results cohorts, by Community Rehabilitation Company (CRC)**



**Figure 2: Interim frequency rates for the October to December 2015 payment by results cohorts, by Community Rehabilitation Company (CRC)**



**Table 2: Interim proven reoffending results for the October to December 2015 performance measure cohorts, by National Probation Service (NPS) division**

<b>NPS division</b>	<b>Number of offenders</b>	<b>Number of reoffenders</b>	<b>Number of reoffences</b>	<b>Proportion of offenders who reoffend (%)</b>	<b>Average number of reoffences per reoffender</b>
London	1,099	267	793	24.3	2.97
Midlands	1,343	363	1,124	27.0	3.10
North East	1,635	478	1,690	29.2	3.54
North West	1,616	424	1,314	26.2	3.10
South East and Eastern	1,217	274	910	22.5	3.32
South West and South Central	1,005	250	838	24.9	3.35
Wales	728	224	682	30.8	3.04

# Appendix to Annex A

## Background

In “*Transforming Rehabilitation: A Strategy for Reform*”<sup>7</sup>, published in 2013, the Secretary of State for Justice set out plans to introduce a new system for the management and rehabilitation of offenders in the community across England and Wales.

The programme, which was fully implemented in February 2015, aims to bring down reoffending rates while continuing to protect the public. The reforms included:

- opening up the market to a diverse range of rehabilitation providers from the private, voluntary and social sectors (including public service mutuals) through 21 CRCs;
- using a ‘payment by results’ approach to develop and implement effective ways of rehabilitating offenders and rewarding providers that devise and deliver the most effective rehabilitation programmes;
- extending statutory rehabilitation to around 45,000 short sentenced offenders released from prison every year, who have the highest reoffending rates and yet previously received no supervision after release;
- reorganising our prisons to resettle offenders ‘through the gate’, with continuous support from custody to community. This means the majority of prisoners will be moved to a resettlement prison close to their community at least three months before release; and
- creating a new public sector NPS to manage high risk offenders.

Until the implementation of these reforms, most of the probation services were delivered by 35 Probation Trusts under contract to the National Offender Management Service (NOMS) on behalf of the Secretary of State.

Through these reforms, 21 CRCs are now providing services in their Contract Package Areas (CPAs). The CRCs are owned and run by successful bidders<sup>8</sup> from the 2014 competition and now deliver services under contract to NOMS.

The NPS is a delivery arm of NOMS and delivers services under a service level agreement (SLA) within seven NPS divisions.

---

<sup>7</sup> The Ministry of Justice paper “*Transforming Rehabilitation: A Strategy for Reform*” is available at: [www.gov.uk/government/publications/transforming-rehabilitation-a-strategy-for-reform](http://www.gov.uk/government/publications/transforming-rehabilitation-a-strategy-for-reform)

<sup>8</sup> A list of the successful bidders is available at: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/389727/table-of-new-owners-of-crcs.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/389727/table-of-new-owners-of-crcs.pdf)

CRCs manage the majority of offenders in the community sentenced to Community Orders (COs), Suspended Sentence Orders (SSOs) and those subject to licence conditions or supervision requirements, and deliver rehabilitative support to offenders. The NPS directly manage offenders who pose a high risk of serious harm to the public (including those whose risk has escalated to high during the course of their sentence) or those released from custody who have committed the most serious offences. It has a key role at certain stages of the process for all offenders, for example in advising the courts on sentencing, determining the allocation of offenders and dealing with enforcement action, working closely with CRCs.

## **Offender Group Reconviction Scale**

As proven reoffending is related to the characteristics of offenders, the actual rate of proven reoffending 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 reoffending is and how it is changing over time.

In addition to the actual rate, the OGRS4/G score is used to control for some differences in offender characteristics across different offender groups. OGRS4/G is based on a well-established, peer-reviewed methodology for assessing and representing reoffending risk.

OGRS4/G uses age, gender and criminal history to assess the reoffending risk of a given group of offenders by producing a score between 0 and 1. These scores can be used to compare the relative likelihood of reoffending either over time or between different groups of offenders, with a higher rate meaning a group of offenders who are more likely to reoffend.

In the final results, the binary rate for each CRC will be adjusted by using OGRS4/G, to take account of the influence that differences in offender mix can have on binary rates. OGRS4/G adjusted rates will be used to determine final PbR outcomes. The frequency rate will not be adjusted.

The OGRS4/G adjusted reoffending rate for a given CRC cohort will be calculated as the observed reoffending rate for that cohort plus any difference between the OGRS4/G score in that cohort and the 2011 CRC baseline cohort. This calculation standardises the mix of offenders in each cohort of a given CRC to the 2011 mix for that same CRC.

**Table A1: Average OGRS4/G scores for the October to December 2015 payment by results cohorts, by Community Rehabilitation Company (CRC)**

CRC name	Average OGRS4/G score	
	2011 baseline year	October to December 2015 cohort
Bedfordshire, Northamptonshire, Cambridgeshire & Hertfordshire	44.12	43.87
Bristol, Gloucestershire, Somerset & Wiltshire	49.10	47.64
Cheshire & Greater Manchester	47.67	44.49
Cumbria & Lancashire	48.73	47.58
Derbyshire, Leicestershire, Nottinghamshire & Rutland	46.86	45.43
Dorset, Devon & Cornwall	48.69	46.59
Durham Tees Valley	52.95	51.74
Essex	46.57	44.76
Hampshire & Isle of Wight	48.20	46.08
Humberside, Lincolnshire & North Yorkshire	49.45	48.28
Kent, Surrey & Sussex	46.43	44.69
London	43.86	44.01
Merseyside	47.08	40.08
Norfolk & Suffolk	48.56	43.36
Northumbria	53.51	52.75
South Yorkshire	50.78	51.19
Staffordshire & West Midlands	45.42	44.14
Thames Valley	47.82	45.66
Wales	48.79	45.60
Warwickshire & West Mercia	46.71	44.29
West Yorkshire	49.45	47.91

**Table A2: Timetable for publication of interim and final results**

<b>Publication date</b>	<b>Interim reoffending results Quarterly cohort</b>	<b>One year reoffending results Quarterly cohort</b>
October 2016	Oct15 to Dec15	-
January 2017	Jan16 to Mar16	-
April 2017	Apr16 to Jun16	-
July 2017	Jul16 to Sep16	-
October 2017	Oct16 to Dec16	Oct15 to Dec15
January 2018	Jan17 to Mar17	Jan16 to Mar16
April 2018	Apr17 to Jun17	Apr16 to Jun16
July 2018	Jul17 to Sep17	Jul16 to Sep16
October 2018	Oct17 to Dec17	Oct16 to Dec16



## Contact points

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

Tel: 020 3334 3536

Email: [newsdesk@justice.gsi.gov.uk](mailto:newsdesk@justice.gsi.gov.uk)

Other enquiries about these statistics should be directed to:

### **Nick Mavron**

Ministry of Justice  
Justice Statistics Analytical Services  
7th Floor  
102 Petty France  
London  
SW1H 9AJ

General enquiries about the statistical work of the Ministry of Justice can be emailed to: [statistics.enquiries@justice.gsi.gov.uk](mailto:statistics.enquiries@justice.gsi.gov.uk)

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

Alternative formats are available on request from [statistics.enquiries@justice.gsi.gov.uk](mailto:statistics.enquiries@justice.gsi.gov.uk).



© Crown copyright 2015

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit [nationalarchives.gov.uk/doc/open-government-licence/version/3](http://nationalarchives.gov.uk/doc/open-government-licence/version/3) or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or email: [psi@nationalarchives.gsi.gov.uk](mailto:psi@nationalarchives.gsi.gov.uk).