



**This analysis looked at the re-offending behaviour of 142 people who took part in the Leeds Integrated Offender Management (IOM) programme after receiving a custodial or non-custodial sentence. The overall results show that more people would need to complete the programme and be available for analysis in order to determine the way in which the programme affects a person's re-offending behaviour, but this should not be taken to mean that the programme fails to affect it.**

The Leeds IOM programme is a multi-agency intervention that targets prolific and priority offenders. It aims to monitor and restrict behaviour linked to offending, and to provide support to address the issues that lead to this behaviour. It takes place both in prison and in the community.

This analysis of the Leeds IOM programme measured proven re-offences in a one-year period for a 'treatment group' of 142 offenders who took part in the programme some time between 2010 and 2015, and for a much larger 'comparison group' of similar offenders who did not take part. These measurements were used to estimate the impact that the programme would be expected to have on the re-offending behaviour of any people who are similar to those in the analysis.

The 142 people who were eligible to be included in the main analysis were from a group of 203 records submitted to the Justice Data Lab. The programme may have a different impact on the people who were not analysed.

### Overall measurements of the treatment and comparison groups

For any **100** typical people in the **treatment** group:

↑ **60** of the 100 people committed a proven re-offence in a one-year period (a rate of 60%),  
↑ **4 people more** than in the comparison group

⚖️ **197** proven re-offences were committed by  
↓ the 100 people during the year (a frequency of slightly under 2.0 offences per person), **8 offences fewer** than in the comparison group

📅 **142** days was the average time before a re-offender committed their first proven re-offence, **12 days later** than in the comparison group

For any **100** typical people in the **comparison** group:




**56** of the 100 people committed a proven re-offence in a one-year period (a rate of 56%)

**205** proven re-offences were committed by the 100 people during the year (a frequency of slightly over 2.0 offences per person)

**130** days was the average time before a re-offender committed their first proven re-offence

## Overall estimates of the impact of the intervention

For any **100** typical people who would receive the intervention, compared with any **100** similar people who would not receive it:

-  The number of people who would commit a proven re-offence during one year after release could be **lower by as many as 4 people, or higher by as many as 12 people.**
-  The number of proven re-offences committed during the year could be **lower by as many as 55 offences, or higher by as many as 40 offences.**
-  On average, the time before a re-offender committed their first proven re-offence could be **shorter by as many as 9 days, or longer by as many as 32 days.**

More people would need to be analysed in order to determine the directions of these differences. For the re-offending rate, it is estimated that a treatment group of 1,797 people would be needed.

### What you can say about the one-year re-offending rate:

- ✓ "This analysis provides evidence that, for every 100 participants, the Leeds IOM programme may decrease the number of proven re-offenders during a one-year period by up to 4 people, or may increase it by up to 12 people."

### What you cannot say about the one-year re-offending rate:

- ✗ "This analysis shows that the Leeds IOM programme increases/decreases/has no effect on the one-year proven re-offending rate of its participants."

### What you can say about the one-year re-offending frequency:

- ✓ "This analysis provides evidence that, for every 100 participants, the Leeds IOM programme may decrease the number of proven re-offences during a one-year period by up to 55 offences, or may increase it by up to 40 offences."

### What you cannot say about the one-year re-offending frequency:

- ✗ "This analysis shows that the Leeds IOM programme increases/decreases/has no effect on the one-year proven re-offending frequency of its participants."

### What you can say about the time to first re-offence:

- ✓ "This analysis provides evidence that, for participants who re-offend during a one-year period, the Leeds IOM programme may decrease the average time to first proven re-offence by up to 9 days, or may increase it by up to 32 days."

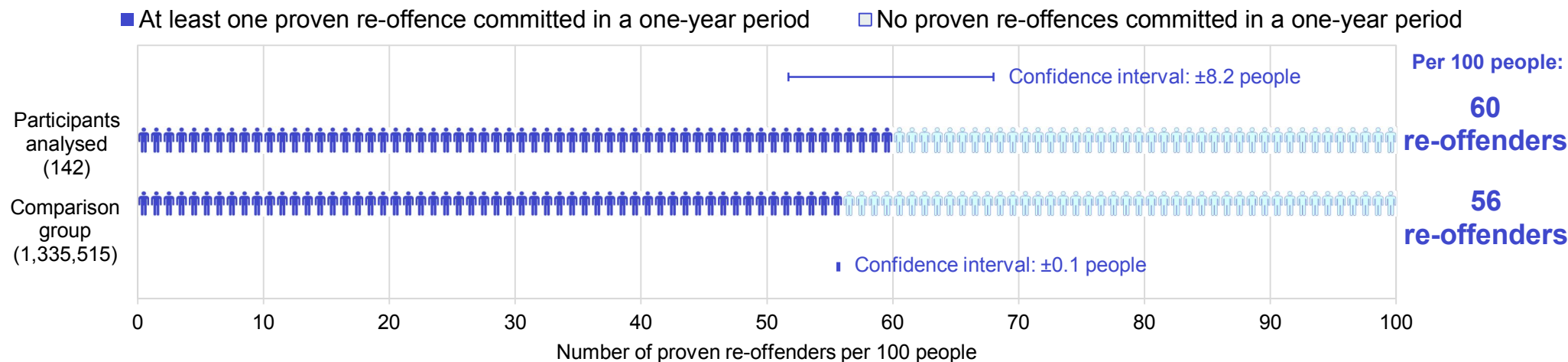
### What you cannot say about the time to first re-offence:

- ✗ "This analysis shows that the Leeds IOM programme increases/decreases/has no effect on the average time to first re-offence among its participants."

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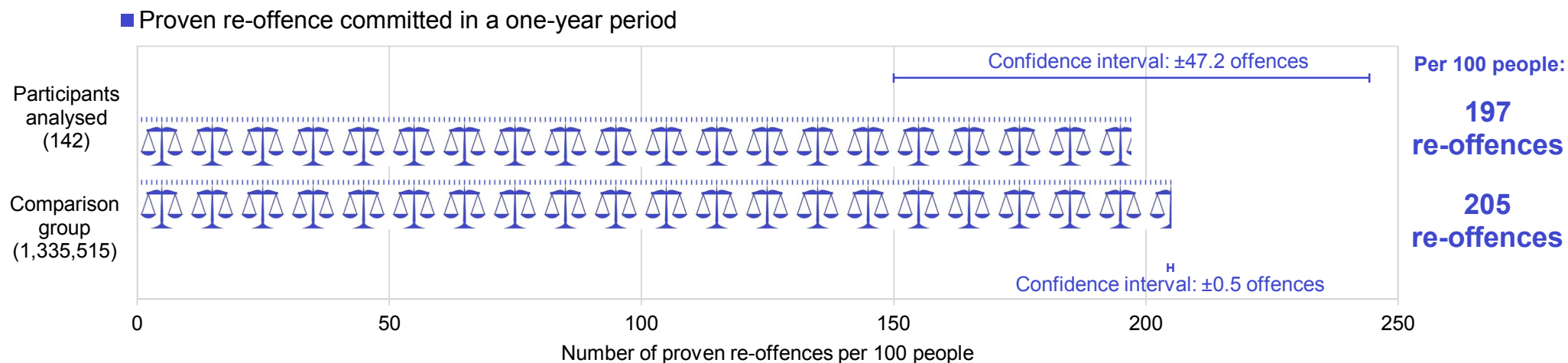
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# One-year proven re-offending rate after participation in Leeds Integrated Offender Management programme



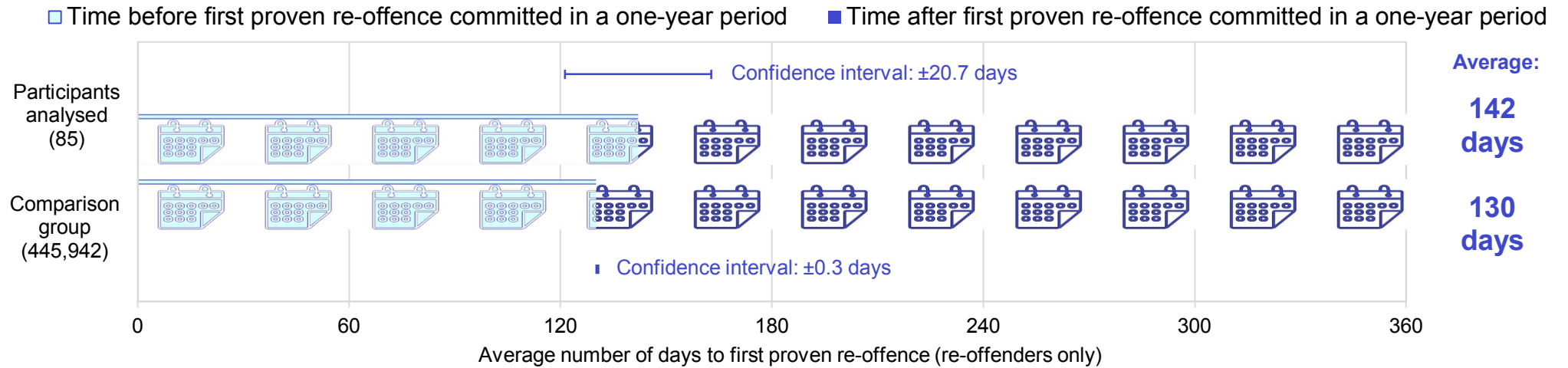
Non-significant difference between groups

# One-year proven re-offending frequency after participation in Leeds Integrated Offender Management programme



Non-significant difference between groups

## Average time to first proven re-offence after participation in Leeds Integrated Offender Management programme



Non-significant difference between groups

## **Leeds IOM programme: in their own words**

“ The Integrated Offender Management service is made of three core strands: prevent and deter, catch and control, and rehabilitate and resettle. The IOM partnership combines a number of agencies performing different roles to monitor and address offending behaviour, and the service is targeted at priority offenders across Leeds who cause the most harm to communities in the city. Service users are targeted depending on offence type and volume via a multi-agency partnership led by West Yorkshire Police. They are managed within the partnership irrespective of their level of engagement, but their motivation to engage will determine which strand of IOM they sit in. The police and statutory agencies focus on monitoring and restricting behaviour linked or potentially linked to offending, while CGL and other commissioned services offer the more supportive rehabilitative element.

The charity Change, Grow, Live (CGL) operates in the rehabilitate and resettle strand, offering service users support to address their outstanding support needs and reduce their offending behaviour. CGL staff will offer appointments at home addresses, community locations or CGL offices. Interventions are delivered one-to-one or as three-way appointments with partner agencies, with service users and CGL staff working to a support plan focussed on offending behaviour and other contributory factors. They will work with service users for as long as required, up to a maximum of two years.

The service covers Leeds, West Yorkshire and spans prison and the community. Where clients are identified as suitable for the IOM cohort and serving a custodial sentence, pre-release assessments will be undertaken by CGL co-ordinators, ideally with IOM police officers. The purpose of the initial appointment is to explain the IOM programme and the support available to them. CGL co-ordinators will work with service users to identify issues they feel may be contributing to their continued offending behaviour, as well as some of the issues that are preventing them from ceasing offending. If they are interested in accessing support, an assessment will take place at that appointment and a support plan will be agreed.

The plan allows service users and workers to identify goals and actions to be in place/completed before or soon after release, with the overall aim of reducing offending behaviour. This is achieved through structured interventions utilising motivational interviewing and cognitive behavioural therapy alongside support planning, risk assessment and offence-focussed work, carried out predominantly in the community.

Participants' details have been submitted for analysis regardless of their level of engagement following the initial appointment. ”

## The results in detail

Four analyses were conducted in total. Each analysis controlled for offender demographics, criminal history, accommodation status, employment history, relationships, drug and alcohol use, mental health and attitudes towards offending.

### Overall analyses

The treatment groups in the overall analyses contain all participants whose details could be matched to suitable sentences.

1. **Overall national analysis:** treatment group matched to offenders across England and Wales.
2. **Overall regional analysis:** treatment group matched to offenders based in Yorkshire and the Humber only.

### Over-12-week analyses

The treatment groups in the over-12-week analyses contain only people who participated in the Leeds IOM programme for more than 12 weeks.

3. **Over-12-week national analysis:** treatment group matched to offenders across England and Wales.
4. **Over-12-week regional analysis:** treatment group matched to offenders based in Yorkshire and the Humber only.

The headline results in this report refer to the overall national analysis

The sizes of the treatment and comparison groups for the re-offending rate, frequency and time to first re-offence measures are provided below:

Analysis		Controlled for region	Treatment Group Size	Re-offenders in treatment group	Comparison Group Size	Re-offenders in comparison group
Overall	National		142	85	1,335,515	445,942
	Regional	X	141	84	143,261	52,377
Over-12-week	National		123	72	1,406,860	453,111
	Regional	X	122	71	149,797	53,455

In each analysis, the **three headline measures** of one-year re-offending were analysed, as well as five additional measures (see results in Tables 1-8):

1. **Re-offending rate**
2. **Re-offending frequency**
3. **Average time to first re-offence**
4. Rate of first re-offence in three tiers of severity
5. Frequency of re-offences in three tiers of severity
6. Severity of first re-offence compared to original offence
7. Rate of custodial sentencing for first re-offence
8. Frequency of custodial sentencing

## Significant results

**One measure shows a significant result in all four analyses. One other measure shows a significant result in the overall analyses only.**

- All four analyses provide significant evidence that, **for those who re-offend within a one-year period, participants receive fewer custodial sentences** than non-participants (Table 8).
- The overall analyses provide significant evidence that, **for those who re-offend within a one-year period, participants are more likely to commit a first re-offence of greater severity than their original offence** when compared to non-participants (Table 6). This result is not significant in the over-12-week analyses.



Tables 1-3 show the headline measures of re-offending. Rates are expressed as percentages and frequencies expressed per person. The average time to first re-offence includes re-offenders only.

*Table 1: Proportion of participants in the Leeds IOM programme who committed a proven re-offence in a one-year period, compared with similar non-participants*

Analysis	Number in treatment group	Number in comparison group	One-year proven re-offending rate				
			Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
Overall							
National	142	1,335,515	59.9	55.7	-4 to +12	No	0.31
Regional	141	143,261	59.6	54.0	-3 to +14	No	0.18
Over-12-week							
National	123	1,406,860	58.5	55.4	-6 to +12	No	0.48
Regional	122	149,797	58.2	54.1	-5 to +13	No	0.36

*Table 2: Number of proven re-offences committed in a one-year period by participants in the Leeds IOM programme, compared with similar non-participants*

Analysis	Number in treatment group	Number in comparison group	One-year proven re-offending frequency (offences per person)				
			Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
Overall							
National	142	1,335,515	1.97	2.05	-0.5 to +0.4	No	0.75
Regional	141	143,261	1.96	1.95	-0.5 to +0.5	No	0.99
Over-12-week							
National	123	1,406,860	1.80	2.03	-0.7 to +0.2	No	0.33
Regional	122	149,797	1.78	1.93	-0.6 to +0.3	No	0.54

*Table 3: Average time to first proven re-offence for participants in the Leeds IOM programme, compared with similar non-participants (re-offenders only)*

Area	Number in treatment group	Number in comparison group	Average time to first proven re-offence within a one-year period, for re-offenders only (days)				
			Treatment group time	Comparison group time	Estimated difference	Significant difference?	p-value
Overall							
National	85	445,942	142.0	130.5	-9 to +32	No	0.27
Regional	84	52,377	141.5	127.5	-7 to +35	No	0.19
Over-12-week							
National	72	453,111	147.4	130.3	-6 to +40	No	0.14
Regional	71	53,455	146.9	129.2	-5 to +41	No	0.13

Tables 4-6 show measures of the severity of re-offending, for re-offenders only. Tier 1 offences are the most severe and tier 3 offences are the least severe.

*Table 4: Proportion of participants in the Leeds IOM programme who committed their first proven re-offence in each tier of severity, compared with similar non-participants (re-offenders only; tier 1 is excluded as low numbers prevent a reliable estimate of difference)*

Analysis	Number in treatment group	Number in comparison group	One-year proven re-offending rate by severity tier of first re-offence, for re-offenders only					
			Severity tier	Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
Overall								
National	85	438,033	2	22.4	16.7	-3 to +15	No	0.21
			3	76.5	82.3	-15 to +3	No	0.21
Regional	84	51,367	2	22.6	17.2	-4 to +15	No	0.24
			3	76.2	81.7	-15 to +4	No	0.25
Over-12-week								
National	72	445,035	2	20.8	16.3	-5 to +14	No	0.35
			3	77.8	82.7	-15 to +5	No	0.33
Regional	71	52,406	2	21.1	18.6	-7 to +12	No	0.60
			3	77.5	80.4	-13 to +7	No	0.56

*Table 5: Number of proven re-offences committed in a one-year period in each tier of severity by participants in the Leeds IOM programme, compared with similar non-participants (re-offenders only; tier 1 is excluded as low numbers prevent a reliable estimate of difference)*

Analysis	Number in treatment group	Number in comparison group	One-year proven re-offending frequency by severity tier, for re-offenders only (offences per person)					
			Severity tier	Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
Overall								
National	85	438,033	2	0.4	0.5	-0.2 to +0.1	No	0.77
			3	2.8	3.2	-1.0 to +0.3	No	0.31
Regional	84	51,367	2	0.4	0.5	-0.2 to +0.1	No	0.71
			3	2.8	3.1	-1.0 to +0.4	No	0.42
Over-12-week								
National	72	445,035	2	0.4	0.4	-0.2 to +0.1	No	0.44
			3	2.6	3.2	-1.2 to +0.2	No	0.13
Regional	71	52,406	2	0.4	0.5	-0.2 to +0.0	No	0.18
			3	2.6	3.0	-1.1 to +0.3	No	0.27

Table 6: Proportion of participants in the Leeds IOM programme who committed their first proven re-offence in each tier of severity relative to their index offence, compared with similar non-participants (re-offenders only)

Analysis	Number in treatment group	Number in comparison group	One-year proven re-offending rate by severity tier of first re-offence relative to index offence, for re-offenders only					
			Relative severity	Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
Overall								
National	85	438,033	Less	25.9	32.4	-16 to +3	No	0.18
			Same	58.8	60.7	-13 to +9	No	0.73
			More	15.3	7.0	+1 to +16	Yes	0.04
Regional	84	51,367	Less	26.2	31.1	-14 to +5	No	0.32
			Same	58.3	61.9	-14 to +7	No	0.51
			More	15.5	7.0	+1 to +16	Yes	0.04
Over-12-week								
National	72	445,035	Less	29.2	33.4	-15 to +7	No	0.43
			Same	56.9	60.1	-15 to +9	No	0.59
			More	13.9	6.4	-1 to +16	No	0.07
Regional	71	52,406	Less	29.6	32.0	-13 to +8	No	0.66
			Same	56.3	61.1	-17 to +7	No	0.42
			More	14.1	6.9	-1 to +15	No	0.09

Tables 7-8 show measures of custodial sentencing, for re-offenders only. Rates are expressed as percentages and frequencies expressed per person.

*Table 7: Proportion of participants in the Leeds IOM programme who received a custodial sentence for their first proven re-offence, compared with similar non-participants (re-offenders only)*

Analysis	Number in treatment group	Number in comparison group	One-year rate of custodial sentencing for first proven re-offence, for re-offenders only				
			Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
Overall							
National	85	438,033	44.7	47.7	-14 to +8	No	0.59
Regional	84	51,367	45.2	49.2	-15 to +7	No	0.47
Over-12-week							
National	72	445,035	40.3	47.0	-18 to +5	No	0.25
Regional	71	52,406	40.8	50.5	-21 to +2	No	0.11

*Table 8: Number of custodial sentences received in a one-year period by participants in the Leeds IOM programme, compared with similar non-participants (re-offenders only)*

Area	Number in treatment group	Number in comparison group	One-year frequency of custodial sentencing, for re-offenders only (sentences per person)				
			Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
Overall							
National	85	438,033	1.4	1.9	-0.8 to -0.1	Yes	0.02
Regional	84	51,367	1.4	1.9	-0.9 to -0.1	Yes	0.02
Over-12-week							
National	72	445,035	1.2	1.8	-1.0 to -0.2	Yes	<0.01
Regional	71	52,406	1.2	1.9	-1.0 to -0.3	Yes	<0.01

## Profile of the treatment group

The Leeds IOM programme is delivered both in prison and in the community, to offenders who have received either a custodial or non-custodial sentence. Participants' details were submitted for analysis regardless of whether those people engaged with the programme or not.

### Participants included in analysis (142 offenders)

- 93% male, 7% female
- 92% white, 6% black, 1% Asian
- 72% UK nationals, 27% unknown nationality, 1% non-UK nationals
- Aged 18 to 57 at the time of the index offence (mean age 27 years)
- Year of release from custody or of receiving a non-custodial sentence:
  - 2010 1%
  - 2011 6%
  - 2012 30%
  - 2013 47%
  - 2014 15%
- Sentence type:
  - Custodial 69%
  - Community order or suspended sentence order 19%
  - Fine, discharge or other court sentence 10%
  - Caution 2%

### Participants not included in analysis (60 offenders)

- 92% male, 8% female
- 93% white, 7% black
- 55% UK nationals, 45% unknown nationality

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Information on index offences is not available for this group, as they could not be linked to a suitable sentence.

For **1 person** without any records in the re-offending database, no personal information is available.

Information on individual risks and needs was available for 120 people in the overall treatment group (85%), recorded near to the time of their original conviction. Among these people, it is estimated that:

- At least 75% were unemployed at the time of conviction or were expected to be unemployed upon release (the definition of employment includes full-time, part-time, temporary and casual employment)
- At least 61% used drugs weekly or had some or substantial problems with alcohol use
- At least 57% had some or substantial problems with family relationships
- At least 31% had some or substantial psychological problems

## **Matching the treatment and comparison groups**

Each of the four analyses matched a comparison group to the relevant treatment group. A summary of the matching quality is as follows:

- In the two overall analyses, most variables were well matched. A small number of variables were reasonably well matched, including some offence types.
- The matching quality was slightly lower in the two over-12-week analyses. Most variables were well matched, but a small number of offence types were poorly matched.

Further details of group characteristics and matching quality, including risks and needs recorded by the Offender Assessment System (OASys), can be found in the Excel annex accompanying this report.

This report is also supplemented by a general annex, which answers frequently asked questions about Justice Data Lab analyses and explains the caveats associated with them.

## Numbers of people in the treatment and comparison groups

203 records were submitted for analysis by Leeds IOM, corresponding to 203 people. Details of all 203 participants were found on the Police National Computer (PNC).

**203**

39 people (19%) were excluded because they did not have a record in the re-offending database that corresponded to their time period of participation in the programme.

**164**

6 people (3%) were excluded because they had committed at least one proven sexual offence before starting the programme. They were removed because the offending patterns of sex offenders are generally very different to those of non-sex offenders.

**158**

16 people (8%) were excluded because they re-offended before starting the programme.

**142**

19 people (9%) who participated in the programme for 12 weeks or less were excluded from the over-12-week groups but remain in the overall groups. 1 person (<1%) was excluded from the regional analyses because they could not be matched to anyone in the regional comparison groups.

The overall national treatment group contained 70% of the participants originally submitted.

**142**

**141**

**123**

**122**

**Overall treatment group** (national comparison group: 1,335,515 records)

**Overall treatment group** (regional comparison group: 143,261 records)

**Over-12-week treatment group** (national comparison group: 1,406,860 records)

**Over-12-week treatment group** (regional comparison group: 149,797 records)

## Contact points

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