

# Final and Interim Proven Reoffending statistics for the Community Rehabilitation Companies and the National Probation Service

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## 1. Introduction

This publication provides the final results for the fifth offender cohort, October to December 2016, under payment by results arrangements. These figures reflect the recently announced changes to Community Rehabilitation Companies (CRC) contracts<sup>1</sup>, which require us to also publish revised CRC results for the four earlier final cohorts (October to December 2015, January to March 2016, April to June 2016 and July to September 2016).

The one-year proven reoffending measures used to assess CRC performance are:

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

The binary rate for each CRC has been and continues to be subject to adjustment for changes in the case mix of offenders being supervised, using the Offender Group Reconviction Scale (OGRS), version 4/G<sup>2</sup>, to allow performance to be assessed against the baseline year 2011<sup>3</sup>. This is referred to as the **adjusted binary reoffending rate**.

### Contract variations

Owing to CRC contract variations, two changes have been made to the binary and frequency measures, for assessing CRC performance;

1. An additional adjustment has been made to the **adjusted binary reoffending rate** to account for a change in data source in October 2015, as explained in the published technical note<sup>4</sup>.

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<sup>1</sup> VEAT notices for all CRCs were published in July and August 2018. Please see example: <https://ted.europa.eu/udl?uri=TED:NOTICE:335172-2018:TEXT:EN:HTML&src=0>

<sup>2</sup> Further information on the Offender Group Reconviction Scale 4/G can be found in the guide to proven reoffending statistics.

<sup>3</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)

<sup>4</sup> <https://www.gov.uk/government/publications/changes-to-community-rehabilitation-companies-contracts>

2. As announced in the 'Strengthening probation, building confidence' consultation document<sup>5</sup>, the baseline year, against which CRC performance on the frequency of reoffending is compared, has now changed. All CRCs are now compared against a 2015/16 baseline, with the exception of Merseyside CRC, which has retained the 2011 baseline.

Both of these adjustments have been applied retrospectively to all final CRC cohorts from October 2015 onwards and are published in this bulletin. To aid the user, and in the interests of transparency, we publish the actual binary rates in the accompanying tables before any adjustments alongside the adjusted binary rates. Further information on these changes is available in **Annex A**.

Results for the National Probation Service (NPS) have not changed since they are not compared against a baseline threshold in the same way.

### Interim statistics

In addition to the final results, the publication also includes **interim** proven reoffending statistics for the January to March 2017, April to June 2017, July to September 2017 and October to December 2017 offender cohorts<sup>6</sup>. The Ministry of Justice (MoJ) included proposals in its July 2015 consultation<sup>7</sup>, to provide early insights into CRC and NPS performance in reducing reoffending. These have been produced since October 2016 and are based on a reoffending-to-date measure.

This bulletin was developed in response to the consultation and will provide **final results** and **interim proven reoffending statistics** for the following offender cohorts:

- PbR eligible<sup>8</sup> offenders managed by CRCs
- Offenders managed by the NPS who meet the same eligibility criteria as those in the CRC PbR cohorts

**It is important to note that, while interim results provide useful and timely information, 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, compared against a 2011 baseline for binary, and a 2015/16 baseline for frequency (with the exception of Merseyside CRC).**

**Final results for the January to March 2017, April to June 2017, July to September 2017 and October to December 2017 CRC offender cohorts will be published in January 2019, April 2019, July 2019 and October 2019 respectively.**

For technical detail on how final and interim proven reoffending are measured, please refer to the accompanying guide to proven reoffending statistics<sup>9</sup>.

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<sup>5</sup> <https://consult.justice.gov.uk/hm-prisons-and-probation/strengthening-probation-building-confidence>

<sup>6</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>7</sup> [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/519644/proven-reoffending-consultation-response.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/519644/proven-reoffending-consultation-response.pdf)

<sup>8</sup> A full list of PbR eligible offenders is provided in the guide to proven reoffending statistics.

<sup>9</sup> [www.gov.uk/government/statistics/payment-by-results-statistics-october-2015-to-december-2017](http://www.gov.uk/government/statistics/payment-by-results-statistics-october-2015-to-december-2017)

For feedback related to the content of this publication, please email us at [statistics.enquiries@justice.gsi.gov.uk](mailto:statistics.enquiries@justice.gsi.gov.uk).

## 2. Final reoffending rates for CRC and NPS – October to December 2016 quarterly cohort

This publication contains the **fifth set of final results**, for the **October to December 2016** quarterly offender cohort. Final results for the four earlier cohorts (October to December 2015 through to July to September 2016) have been revised following the contract changes and are presented in section 3.

The results are based on a **cohort of offenders being managed in the community under Payment by Results arrangements by CRCs following probation reforms**. All offenders have been subject to the full one-year follow-up period and the additional six-month waiting period as detailed in the guide to proven reoffending statistics<sup>10</sup>. **Comparisons of performance between different CRCs and previous cohorts can now be made by comparing the adjusted binary rates.**

### Key results:

1. There have been statistically significant **reductions** in the adjusted binary reoffending rate for **nine of the 21 CRCs** in the **October to December 2016** cohort when compared to the 2011 baseline reoffending rates.
2. There has been no statistically significant **increase** in the adjusted binary reoffending rates for any of the CRCs for the **October to December 2016 cohort**.

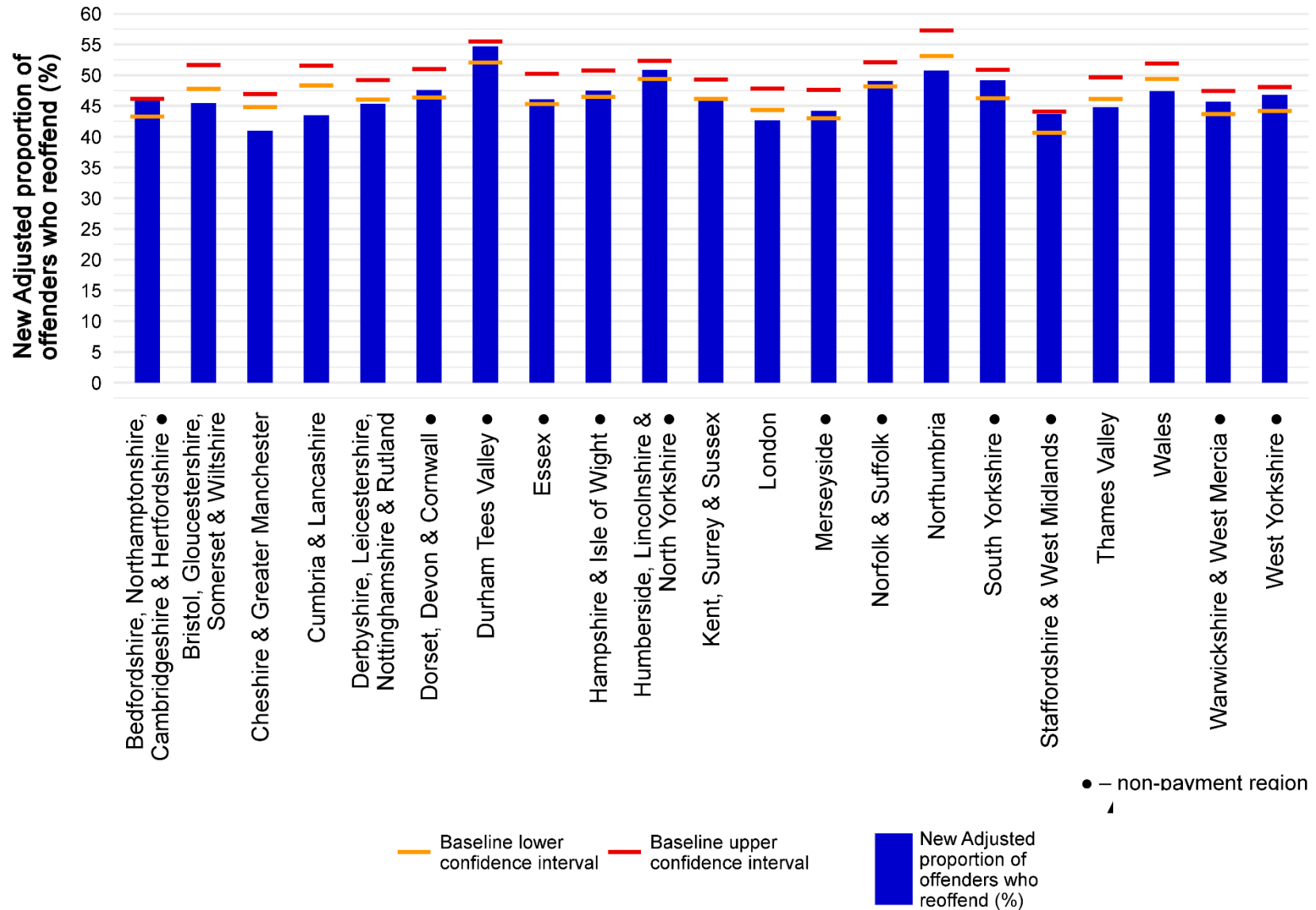
### Further information:

1. We cannot say which CRCs are meeting their frequency targets from a single quarterly cohort, as frequency targets are based on annual cohorts.
2. The next annual cohort is the **2016/17 annual cohort**, with **final results** due to be published in January 2019.
3. An **interim assessment of the 2016/17 annual cohort** is provided in section 4.
4. It remains the case that **comparisons cannot be made between CRCs and NPS** due to the difference in the nature of offenders being managed.

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<sup>10</sup> A full description of the measure of reoffending is provided in the guide to proven reoffending statistics, <http://www.gov.uk/government/statistics/payment-by-results-statistics-october-2015-to-december-2017>.

**Figure 1:** Final rates for 2018 contract adjusted proportion of offenders who reoffend for the **October to December 2016** payment by results cohorts, by CRC (Source: Final Proven Reoffending Statistics for the Community Rehabilitation Companies and National Probation Service, October to December 2016, England and Wales)



### 3. Revised final results for CRC and NPS – October to December 2015 to July to September 2016 quarterly cohorts and 2015/16 annual cohort

1. As described in **Annex A**, there have been contract changes which have resulted in an adjustment to the binary measure and a change in the frequency baseline against which CRCs are compared. These adjustments have been applied retrospectively.
2. For the quarterly cohorts October to December 2015 to July to September 2016 there have **been no changes to those CRCs in the deduction region** as a result of the contract changes. There are more CRCs achieving a **statistically significant reduction in reoffending** and **moving into the payment region** in each quarterly cohort. See Figure 2.

#### Quarterly Results

##### **October to December 2015:**

3. There were statistically significant **reductions** in the adjusted binary reoffending rate for **14 of the 21 CRCs** in the **October to December 2015** cohort when compared to the 2011 baseline reoffending rates. This compares to 13 CRCs before the contract changes, with Durham Tees Valley moving into the payment region.
4. For **two** CRCs, there has been a statistically significant **increase** in the binary reoffending rate (South Yorkshire and Warwickshire & West Mercia).

##### **January to March 2016:**

5. **Fourteen** CRCs achieved statistically significant reductions in the adjusted binary reoffending rate in the **January to March 2016** cohort, when compared to the 2011 baseline. This compares to **nine** CRCs achieving a statistically significant reduction before the contract changes, with Bristol, Gloucestershire, Somerset & Wiltshire, Durham Tees Valley, Essex, Merseyside and Thames Valley moving into the payment region.
6. There were no CRCs in the non-payment region, meaning no CRCs had increased the reoffending rate in the **January to March 2016** cohort.

##### **April to June 2016:**

7. There were statistically significant reductions in the adjusted binary reoffending rate for **13 of the 21 CRCs** in the **April to June 2016** cohort. This compares to 11 before the contract variations, with Humberside, Lincolnshire & North Yorkshire and Thames Valley moving into the payment region.
8. Warwickshire & West Mercia were in the deduction region in **April to June 2016**, as they had a statistically significant increase in the binary reoffending rate compared to the baseline.

##### **July to September 2016:**

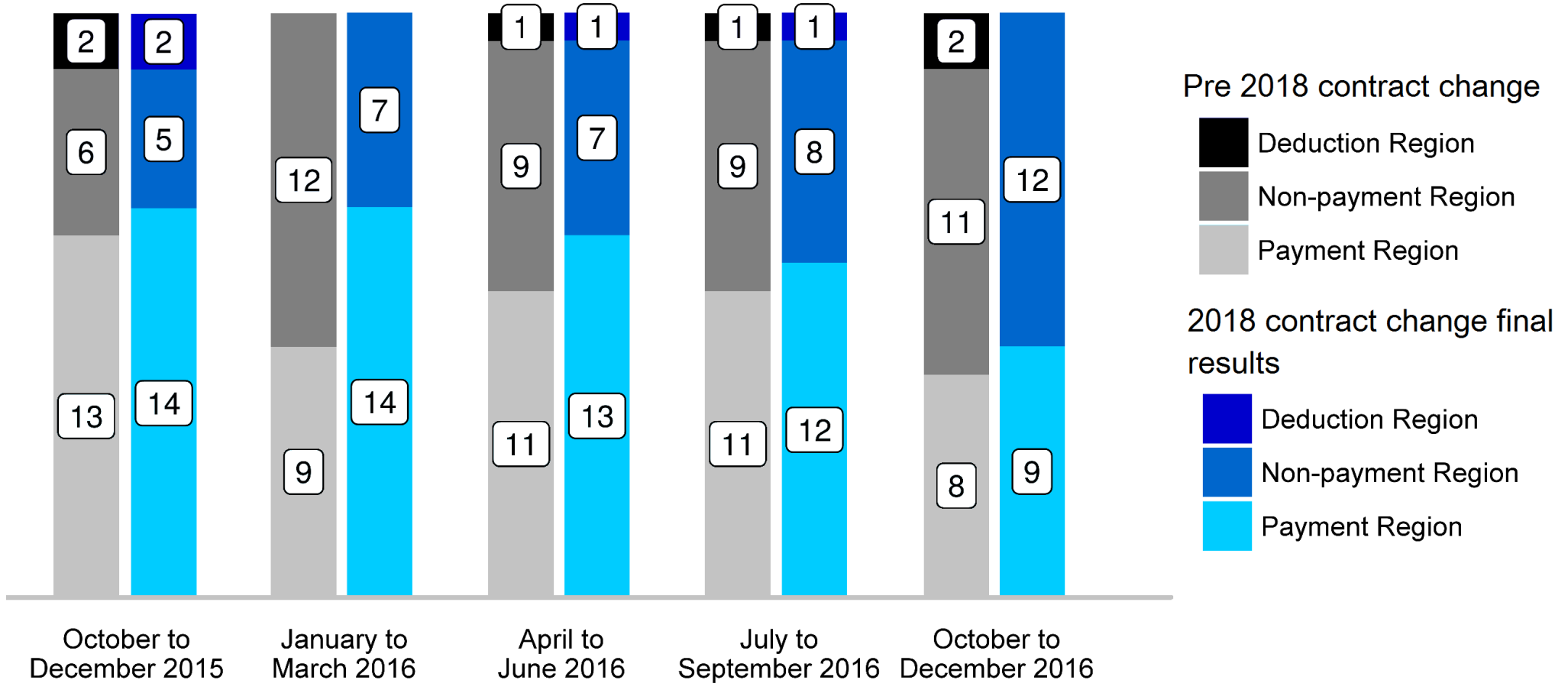
9. There were statistically significant reductions in the adjusted binary reoffending rate for **12 of the 21 CRCs** in the **July to September 2016** cohort when compared to the 2011 baseline reoffending rates. This compares to **11 CRCs** before the contract changes, with Derbyshire, Leicestershire, Nottinghamshire & Rutland moving into the payment region.

10. Warwickshire & West Mercia were in the deduction region in the **July to September 2016** cohort, as they had a statistically significant increase in the binary reoffending rate compared to the baseline.

### **2015/16 Annual Cohort Results**

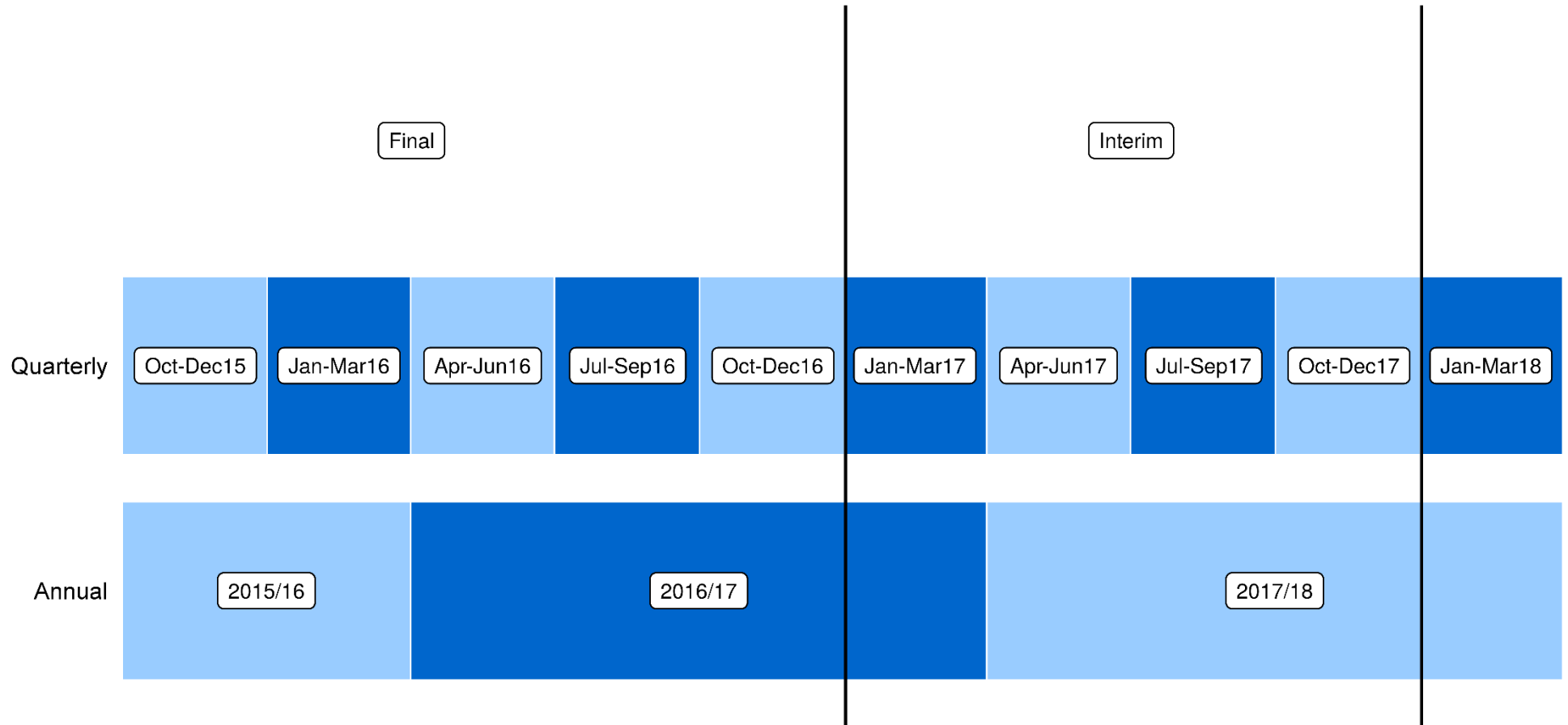
1. Following the contract variations, the results for the **2015/16 annual cohort** for the frequency measure now form the new contractual baseline for all CRCs except Merseyside. Therefore, all CRCs (except Merseyside) have met their frequency rate target, and the impact is payment neutral.
2. Merseyside CRC retained its 2011 frequency baseline, and has **exceeded its frequency rate targets**.
3. The binary rate for Merseyside is lower than the 2011 baseline binary rate. This is sufficient to allow them to receive **payment for meeting their frequency target**.
5. There were no annual binary top-up targets set for the first annual cohort (2015/16).

**Figure 2:** Number of CRCs in payment, non-payment and deduction regions for each cohort for which final results have been published (Source: Final Proven Reoffending Statistics for the Community Rehabilitation Companies and National Probation Service, October to December 2016, England and Wales)





**Figure 3:** Timeline illustrating quarterly and annual cohorts (See guide to proven reoffending statistics for publication schedule)



## 4. Interim results

1. The **second final annual cohort** for the 2016/17 year is due for publication in **January 2019**.
2. The **2016/17 annual cohort** is made up of four quarterly cohorts, three of which are now final (April to June 2016, July to September 2016 and October to December 2016) and one which is interim (January to March 2017). This is now deemed an appropriate time to comment on likely performance – **and an interim assessment** of the annual cohort is provided below.
3. The **quarterly interim results** are two adjustments away from the final results (OGRS adjustments and data source adjustment). The results are provided in the accompanying tables.

### 2016/17 Annual Cohort Interim Results

#### Binary result:

1. The first set of payments for the annual binary targets will be based on the four quarterly cohorts, April to June 2016, July to September 2016, October to December 2016 and January to March 2017. Final results are now available for the first three of these cohorts. By combining them with the interim results for January to March 2017 an interim assessment of the 2016/17 Annual cohort can be made.
2. Based on current results, this assessment shows that 17 CRCs would be in the payment region.
3. A further three CRCs, South Yorkshire, Warwickshire & West Mercia, and West Yorkshire would be in the non-payment region.
4. One CRC, Staffordshire & West Midlands, would be in the deduction region.
5. These results may yet change as the January to March 2017 cohort has not yet had the entire follow-up period due, the results for this cohort have not yet been OGRS adjusted, and the data change adjustment has yet to be applied.

#### Frequency result:

6. An interim frequency assessment has been made on the same basis as the binary interim assessment.
7. Based on these interim results, three CRCs, Merseyside; Thames Valley; and West Yorkshire would be in the payment region.
8. The remaining 18 CRCs would be in the deduction region.
9. Again, the full follow-up period for the January to March 2017 cohort has not yet elapsed so the interim results may differ from the final results.

#### Further information

The interim results provide a broad indication of progress. The figures presented in the tables should be interpreted with caution for three 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.**
2. **The binary results have not been adjusted for the mix of offenders in the cohort.** Before performance is assessed against the 2011 baseline, the final set of binary results for each cohort will be adjusted for changes in the case mix of offenders being supervised using the OGRS4/G.

### **3. The binary results have not been adjusted for the data source change.**

Furthermore, the number of offenders identified in the measurable<sup>11</sup> cohort may still change and, hence, change the characteristics of the cohort. This could impact both the binary rate and the frequency rate. It, therefore, remains the case that no conclusions can be drawn until final results are published. For more information about how the measurable cohort is defined, please see the sections on “Cohort” and “Matching to the PNC” under “Definitions for the measurement of interim proven reoffending for Community Rehabilitation Companies and the National Probation Service” of the guide to proven reoffending statistics<sup>12</sup>.

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<sup>11</sup> The measurable cohort consists of PbR eligible offenders who can be matched to the Police National Computer database, the data source used for measuring reoffending.

<sup>12</sup> [www.gov.uk/government/statistics/payment-by-results-statistics-october-2015-to-september-2017](http://www.gov.uk/government/statistics/payment-by-results-statistics-october-2015-to-september-2017)

## 5. ANNEX A - Changes to the CRC contracts and implications for the final results

### Adjustment to the binary result

1. The data source for offender starts in each PbR cohort changed between the procurement process for CRC contracts and the measurement of outcomes for the first PbR cohort: moving from pNOMIS (prison releases) and Form 20 (community order / suspended sentence starts) to nDelius (the case management system for probation).
2. The Ministry of Justice (MoJ) explored the reoffending results, and found a difference in the overall binary reoffending measures of changing data source<sup>13</sup>. Further analysis found this would have had a subsequent impact on the PbR mechanism, i.e. the “adjusted” binary rate that incorporates OGRS4/G adjustments.
3. As a consequence, MoJ decided to make an adjustment to the binary reoffending rate for all CRCs. The adjustment is a reduction in the binary reoffending rate of 0.44. Further information on the data source adjustment and the analysis is available in the PbR Technical note.<sup>14</sup>

### Adjustment to the frequency result

4. In July 2018 MoJ launched a public consultation about the future of probation services<sup>15</sup>. In order to stabilise probation delivery in the immediate term MoJ announced an adjustment to the baseline year against which we compare performance on the frequency of reoffending. This was to better reflect the performance of providers since contracts began.
5. As a result, all CRCs are now compared against a 2015/16 frequency baseline, with the exception of Merseyside which has retained its 2011 baseline.

Both the adjustment to the frequency and binary have been applied retrospectively and new results for cohorts from October 2015 to December 2015 through to July 2016 to September 2016 are discussed in section 3.

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<sup>13</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/658380/how-the-measure-of-reoffending-has-changed-and-the-effect-of-these-changes.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/658380/how-the-measure-of-reoffending-has-changed-and-the-effect-of-these-changes.pdf)

<sup>14</sup> <https://www.gov.uk/government/publications/changes-to-community-rehabilitation-companies-contracts>

<sup>15</sup> <https://consult.justice.gov.uk/hm-prisons-and-probation/strengthening-probation-building-confidence/>

## 6. Further information

Interim data presented in this publication is provisional. Final figures are based on a one-year reoffending rate. Upcoming publications of final data are listed in the following table.

Final data for cohort	Published in
January to March 2017	January 2019
April to June 2017	April 2019
July to September 2017	July 2019
October to December 2017	October 2019

## Accompanying files

As well as this bulletin, the following products are published as part of this release:

- A technical document providing detail on how reoffending is measured, information on how the data is collected and processed, and background information on the Transforming Rehabilitation reforms
- A set of tables.

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