




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


January to March 2017 and 2016/17 annual cohort

## Main points


This publication provides the **final** proven reoffending results for the **January to March 2017** and the **2016/17** offender cohorts being managed by Community Rehabilitation Companies (CRC) under payment by results (PbR) arrangements.


### January to March 2017


**Ten CRCs achieved significant reductions in the binary rate**  **Ten CRCs** in the January to March 2017 cohort will receive a **payment** for statistically significant reductions in the **binary rate** compared to the 2011 baseline


**None of the CRCs saw significant increases in the binary rate**  None of the CRCs in the January to March 2017 cohort saw statistically significant increases in the binary rate compared to the 2011 baseline

### 2016/17

**Sixteen CRCs achieved significant reductions in the binary rate**  **Sixteen CRCs** in the 2016/17 annual cohort will receive a **payment** for statistically significant reductions in the **binary rate** compared to the 2011 baseline

There were **significant increases in the binary rate** for **two CRCs**  **Two CRCs** in the 2016/17 cohort saw statistically significant increases in the **binary rate** compared to the 2011 baseline. **Deductions** will, therefore, apply

**Two CRCs met their frequency rate targets and passed the binary hurdle**  **Two CRCs** will receive a **payment** for meeting their **frequency rate targets** **and** achieving an improvement in the binary rate compared to the 2011 baseline (binary hurdle)

**One CRC met its frequency rate target, but did not pass the binary hurdle**  One CRC met its frequency rate target, but did not achieve an improvement in the binary rate compared to the 2011 baseline (binary hurdle)

**Eighteen CRCs did not meet their frequency rate targets**  **Eighteen CRCs** did not meet their **frequency rate targets**. **Deductions** will, therefore, apply

# 1. Introduction

This publication provides the **final** proven reoffending results for the **January to March 2017** and **2016/17** offender cohorts that are being managed by CRCs under PbR arrangements. These results reflect the changes to the CRC contracts<sup>1</sup>, announced in 2018, which resulted in an adjustment to the binary measure and a change to the frequency baseline<sup>2</sup> against which CRCs are compared.

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

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

The binary rate for each CRC is subject to an adjustment for changes in the case mix of offenders being supervised, using the Offender Group Reconviction Scale (OGRS), version 4/G<sup>3</sup>, to allow performance to be assessed against the baseline year of 2011<sup>4</sup>. This is referred to as the **OGRS4/G-adjusted binary reoffending rate**.

The publication also includes final results for the National Probation Service (NPS). Though, please note that final results for the NPS have not changed as a result of the contract variations since they are not compared against a baseline threshold in the same way.

## Contract variations

Under contract variations, the following changes have been made to the binary and frequency measures, for assessing CRC performance:

1. An additional adjustment has been made to the **OGRS4/G-adjusted binary reoffending rate** to account for a change in the data source in October 2015, as explained in the published technical note<sup>5</sup>.
2. As announced in the 'Strengthening probation, building confidence' consultation document<sup>6</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.

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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> All CRCs are now compared against a 2015/16 frequency baseline, with the exception of Merseyside CRC which has retained its 2011 baseline.

<sup>3</sup> Further information on the Offender Group Reconviction Scale 4/G can be found in the guide to proven reoffending statistics, which is available at: <http://www.gov.uk/government/statistics/payment-by-results-statistics-october-2015-to-march-2018>

<sup>4</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>5</sup> [www.gov.uk/government/publications/changes-to-community-rehabilitation-companies-contracts](http://www.gov.uk/government/publications/changes-to-community-rehabilitation-companies-contracts)

<sup>6</sup> <https://consult.justice.gov.uk/hm-prisons-and-probation/strengthening-probation-building-confidence>

Both adjustments were applied retrospectively to all final CRC cohorts in the October 2018 bulletin<sup>7</sup>.

To aid the user, and in the interests of transparency, the accompanying tables include the actual binary rates before any adjustments alongside the **OGRS4/G-adjusted binary rates** and **2018 contract-adjusted binary rates**. Further information on these changes is available in section 4.

From this point forward, the **2018 contract-adjusted binary rate** will be referred to as the **adjusted binary rate**.

## Interim statistics

In addition to the final results, this publication also includes **interim** proven reoffending statistics for the April to June 2017, July to September 2017, October to December 2017, and January to March 2018 offender cohorts<sup>8</sup>.

The Ministry of Justice (MoJ) included proposals in its July 2015 consultation<sup>9</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 provides **final** and **interim proven reoffending statistics** for the following offender cohorts:

- PbR eligible<sup>10</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 April to June 2017, July to September 2017, October to December 2017, and January to March 2018 CRC offender cohorts will be published in January 2019, April 2019, July 2019, October 2019, and January 2020, respectively.**

For technical detail on how final and interim proven reoffending are measured, please refer to the accompanying guide to proven reoffending statistics<sup>11</sup>.

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).

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<sup>7</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)

<sup>8</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>9</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>10</sup> A full list of PbR eligible offenders is provided in the guide to proven reoffending statistics.

<sup>11</sup> [www.gov.uk/government/statistics/payment-by-results-statistics-october-2015-to-march-2018](http://www.gov.uk/government/statistics/payment-by-results-statistics-october-2015-to-march-2018)

## 2. Final results

**Final results** are based on a **cohort of offenders being managed by CRCs in the community under PbR arrangements 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>12</sup>.

**Comparisons of performance between different CRCs and previous cohorts can now be made by comparing the adjusted binary rates**. It remains the case, however, that **comparisons cannot be made between CRCs and the NPS** due to differences in the offenders being managed.

### January to March 2017

#### Binary:

1. Payments on the binary rate will be made only for achieving statistically significant reductions in reoffending compared to the 2011 baseline reoffending rate. Deductions will be applied for statistically significant increases.
2. **Ten of the 21 CRCs** in the **January to March 2017 cohort** will receive a **payment** for achieving statistically significant **reductions** in the adjusted binary reoffending rate when compared to the 2011 baseline reoffending rates.
3. **None** of the CRCs in the **January to March 2017 cohort** saw a statistically significant **increase** in the adjusted binary reoffending rate when compared to the 2011 baseline reoffending rates.
4. The remaining **11 CRCs** in the **January to March 2017 cohort** will not receive a payment or deduction on the adjusted binary reoffending rate.

#### Frequency:

1. We cannot say which CRCs have met their frequency rate targets from a single quarterly cohort as frequency rate targets are based on annual cohorts only.

### 2016/17

The results for the 2016/17 cohort combine the final results from the quarterly cohorts: April to June 2016, July to September 2016, October to December 2016 and January to March 2017.

#### Binary:

1. Annual top-up payments are available on the binary rate for statistically significant improvements against the 2011 baseline reoffending rate. Deductions will be applied for statistically significant increases.
2. **Sixteen of the 21 CRCs** in the **2016/17 cohort** will receive a **payment** for achieving statistically significant **reductions** in the adjusted binary reoffending rate when compared to the 2011 baseline reoffending rates.

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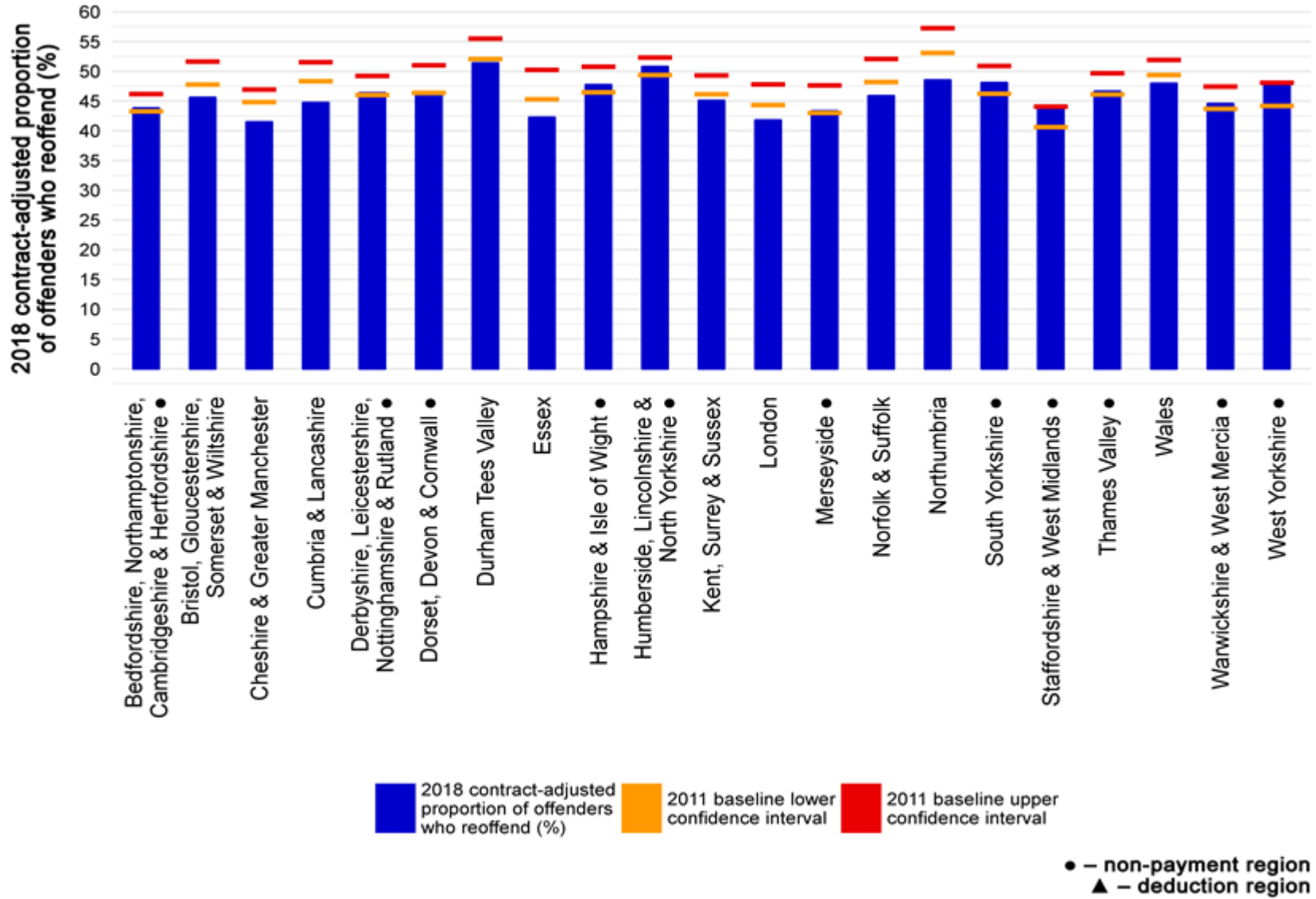
<sup>12</sup> A full description of the measure of reoffending is provided in the guide to proven reoffending statistics, which is available at: <http://www.gov.uk/government/statistics/payment-by-results-statistics-october-2015-to-march-2018>

3. **Two CRCs** in the **2016/17 cohort**, Staffordshire & West Midlands and Warwickshire & West Mercia, saw a statistically significant **increase** in the adjusted binary reoffending rate when compared to the 2011 baseline reoffending rates, and will, therefore, be subject to **deductions**.
4. The remaining **three CRCs** in the **2016/17 cohort** will not receive a payment or deduction on the adjusted binary reoffending rate.

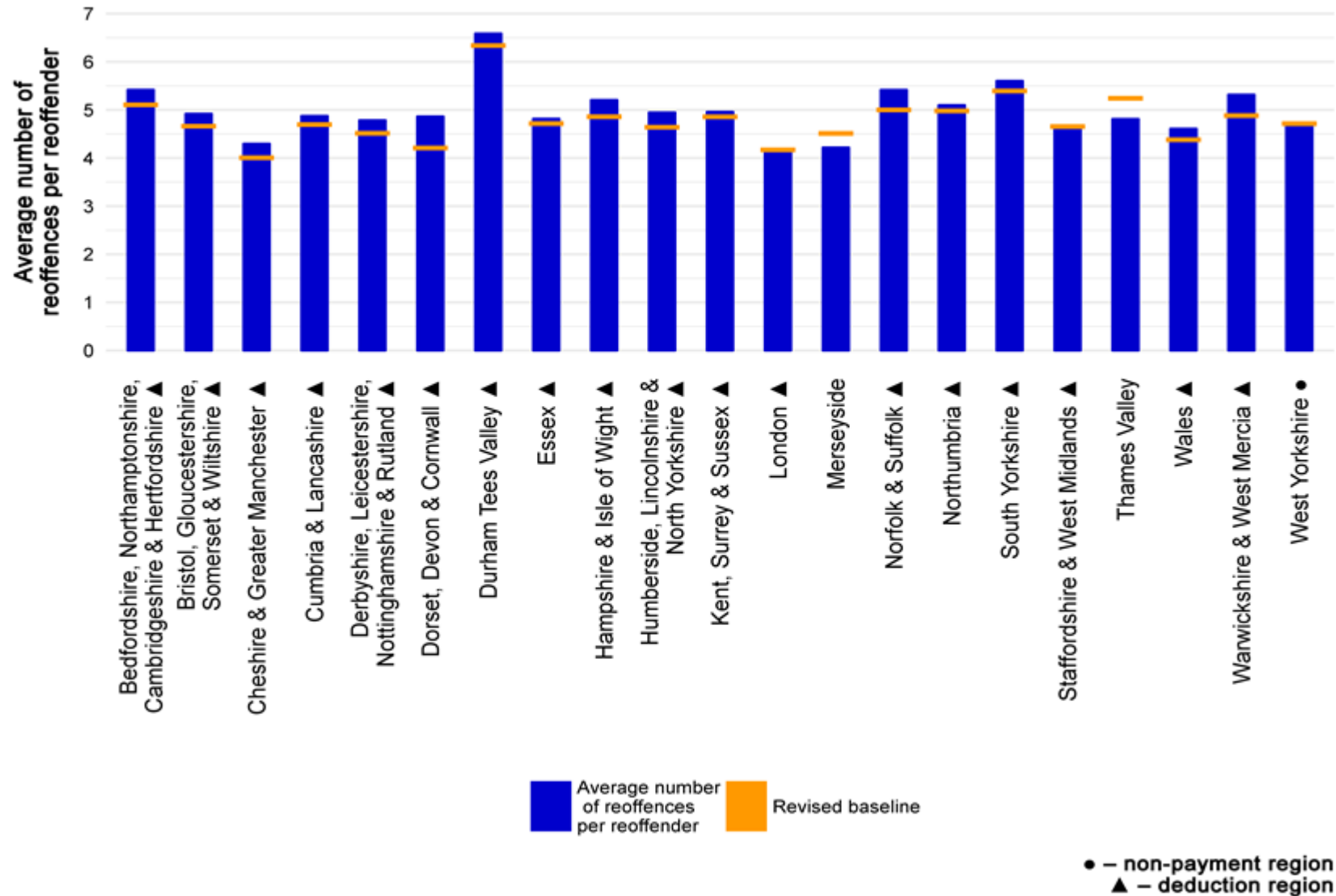
**Frequency:**

1. Payments or deductions on the frequency rate are made on the annual cohort only.
2. Payments will only be made for improvements on the frequency rate if the adjusted binary rate is lower than the 2011 baseline reoffending rate (the binary hurdle).
3. **Three CRCs** (Merseyside, Thames Valley, and West Yorkshire) in the **2016/17 cohort** have **met their frequency rate targets**. However, only **two** of these (Merseyside and Thames Valley) have adjusted binary reoffending rates that are lower than the 2011 baseline and will, therefore, receive a **payment**. West Yorkshire CRC will not receive a payment or deduction.
4. **Deductions** will be made for the remaining **18 CRCs** in the **2016/17 cohort** since they **did not meet their frequency rate targets**.

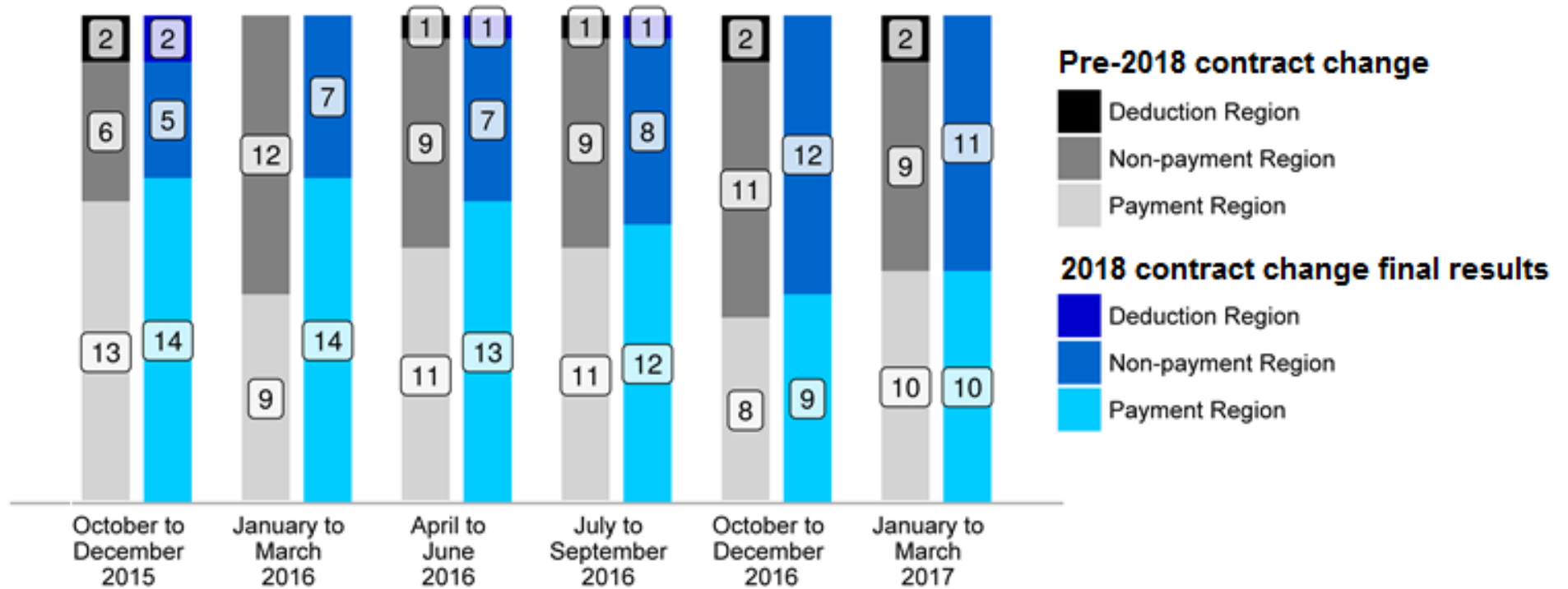
**Figure 1:** Final adjusted binary rates for the **January to March 2017** payment by results cohort, by CRC (Source: Table A1, Final Proven Reoffending Statistics for the CRCs and NPS, January to March 2017 and the 2016/17 annual cohort, England and Wales)



**Figure 2:** Final frequency rates for the **2016/17** payment by results cohort, by CRC (Source: Table C2, Final Proven Reoffending Statistics for the CRCs and NPS, January to March 2017 and the 2016/17 annual cohort, England and Wales)

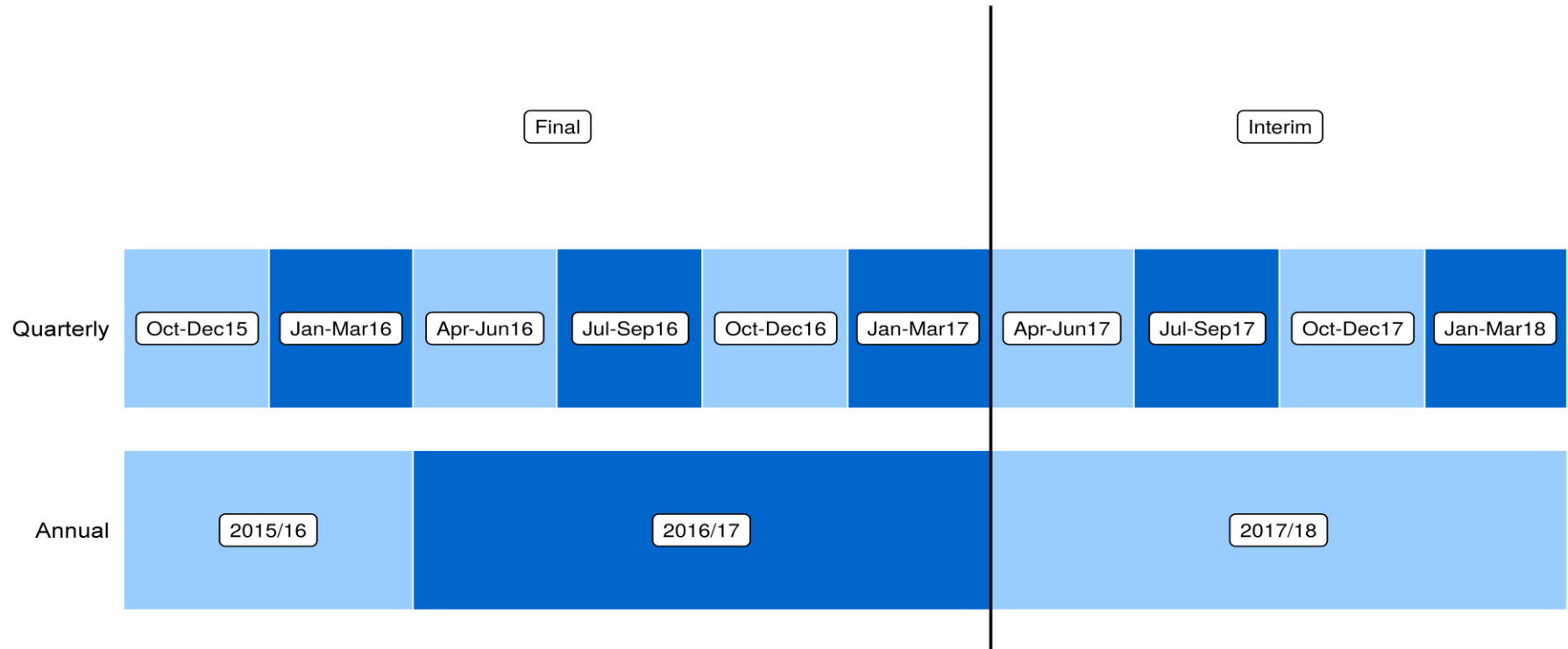


**Figure 3:** Number of CRCs in payment, non-payment and deduction regions for the binary measure in each final cohort (Source: Tables A1 to A6, Final Proven Reoffending Statistics for the CRCs and NPS, January to March 2017 and the 2016/17 annual cohort, England and Wales)





**Figure 4:** Timeline illustrating quarterly and annual cohorts (see section 5 for publication schedule)



### 3. Interim results

The interim results provide a broad indication of progress. The figures presented in the accompanying 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>13</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 final and interim proven reoffending for Community Rehabilitation Companies and the National Probation Service” of the guide to proven reoffending statistics<sup>14</sup>.

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<sup>13</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>14</sup> [www.gov.uk/government/statistics/payment-by-results-statistics-october-2015-to-march-2018](http://www.gov.uk/government/statistics/payment-by-results-statistics-october-2015-to-march-2018)

## 4. 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 MoJ explored the reoffending results and found a difference in the overall binary reoffending measure resulting from the change in the data source<sup>15</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. Consequently, the MoJ decided to make an adjustment to the OGRS4/G-adjusted 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 published technical note<sup>16</sup>.

### Adjustment to the frequency result

1. In July 2018, the MoJ launched a public consultation about the future of probation services<sup>17</sup>. In order to stabilise probation delivery in the immediate term, the MoJ announced an adjustment to the baseline year against which performance on the frequency of reoffending is compared. This was to better reflect the performance of providers since contracts began.
2. As a result, all CRCs are now compared against a 2015/16 frequency baseline, with the exception of Merseyside CRC which has retained its 2011 baseline.

Both the adjustment to the frequency and binary were applied retrospectively and revised results for cohorts October to December 2015 through to July to September 2016 were published in October 2018.

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<sup>15</sup> [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](http://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>16</sup> [www.gov.uk/government/publications/changes-to-community-rehabilitation-companies-contracts](http://www.gov.uk/government/publications/changes-to-community-rehabilitation-companies-contracts)

<sup>17</sup> <https://consult.justice.gov.uk/hm-prisons-and-probation/strengthening-probation-building-confidence/>

## 5. Further information

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

<b>Final data for cohort</b>	<b>Published in</b>
April to June 2017	April 2019
July to September 2017	July 2019
October to December 2017	October 2019
January to March 2018	January 2020

### 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 providing final and interim proven reoffending data for the CRCs and NPS.
- A data tool providing final proven reoffending data for the CRCs and NPS, by age group and gender.

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**Next update: 25 April 2019**

**URL:** [www.gov.uk/government/collections/payment-by-results-statistics](http://www.gov.uk/government/collections/payment-by-results-statistics)

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