



This analysis looked at the reoffending behaviour of 1,282 adults who participated in Her Majesty's Prison and Probation Service's (HMPPS) Co-Financing Organisation (CFO) programme. The overall results show that those who took part in the programme were less likely to reoffend than those who did not, and had a lower frequency of reoffending. More people would need to be available for analysis in order to determine the effect on the time to first reoffence. However, this should not be taken to mean that the programme fails to affect it.

HMPPS CFO intervention is based on one-to-one case management, with the aim of increasing the employability of participants. The programme operates both in custody and the community. The headline analysis in this report measured proven reoffences in a one-year period for a 'treatment group' of 1,282 offenders who received support some time between 2015 and 2016, and for a much larger 'comparison group' of similar offenders who did not receive it. The support may have had a different impact on the other participants whose details were submitted but who did not meet the minimum criteria for analysis.

Overall measurements of the treatment and comparison groups

For **100** typical people in the **treatment** group, the equivalent of:



35 of the 100 people committed a proven reoffence within a one-year period (a rate of 35%), **6 people fewer** than in the comparison group.



137 proven reoffences were committed by these 100 people during the year (a frequency of 1.4 offences per person), **35 offences fewer** than in the comparison group.



132 days was the average time before a reoffender committed their first proven reoffence, **2 days later** than the comparison group.



For **100** typical people in the **comparison** group, the equivalent of:

41 of the 100 people committed a proven reoffence within a one-year period (a rate of 41%).

172 proven reoffences were committed by these 100 people during the year (a frequency of 1.7 offences per person).

130 days was the average time before a reoffender committed their first proven reoffence.

Overall estimates of the impact of the intervention

For **100** typical people who receive support, compared with **100** similar people who do not receive it:



The number of people who commit a proven reoffence within one year after release could be **lower by between 3 and 8 people. This is a statistically significant result.**



The number of proven reoffences committed during the year could be **lower by between 19 and 50 offences. This is a statistically significant result.**



On average, the time before an offender committed their first proven reoffence could be **shorter by as many as 7 days, or longer by as many as 12 days.** More people would need to be analysed in order to determine the direction of this difference.

- ✓ **What you can say about the one-year reoffending rate:**

“This analysis provides evidence that support from HMPPS CFO may decrease the number of proven reoffenders during a one-year period.”
- ✗ **What you cannot say about the one-year reoffending rate:**

“This analysis shows that support from HMPPS CFO increases/has no effect on the reoffending rate of its participants.”
- ✓ **What you can say about the one-year reoffending frequency:**

“This analysis provides evidence that support from HMPPS CFO may decrease the number of proven reoffences during a one-year period.”
- ✗ **What you cannot say about the one-year reoffending frequency:**

“This analysis shows that support from HMPPS CFO increases/has no effect on the number of reoffences committed by its participants.”
- ✓ **What you can say about the time to first reoffence:**

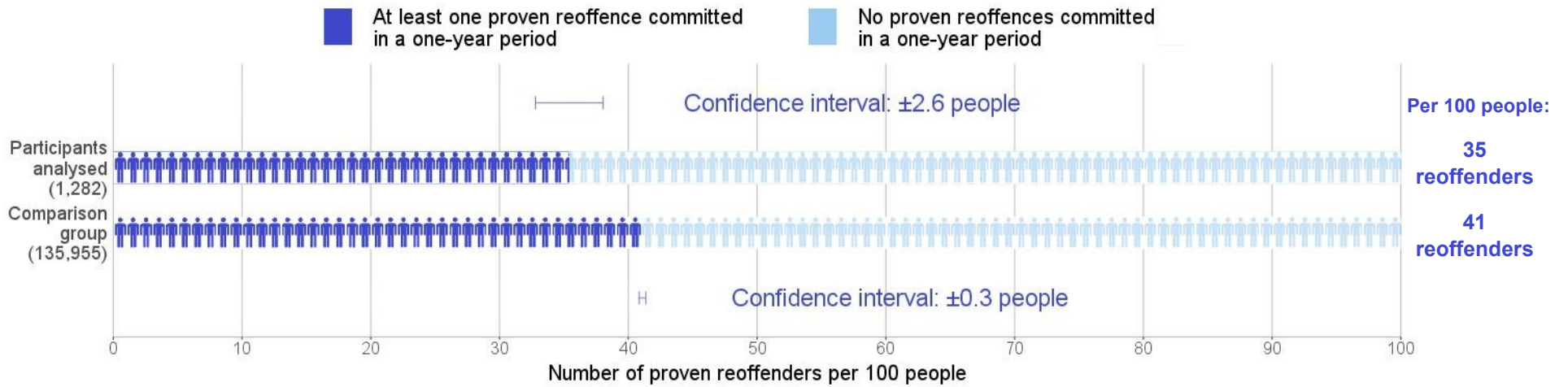
“This analysis would need more participants in order to show whether support from HMPPS CFO shortens or lengthens the average time to first proven reoffence.”
- ✗ **What you cannot say about the time to first reoffence:**

“This analysis shows that support from HMPPS CFO shortens/lengthens/has no effect on the average time to first reoffence for its participants.”

Table of Contents

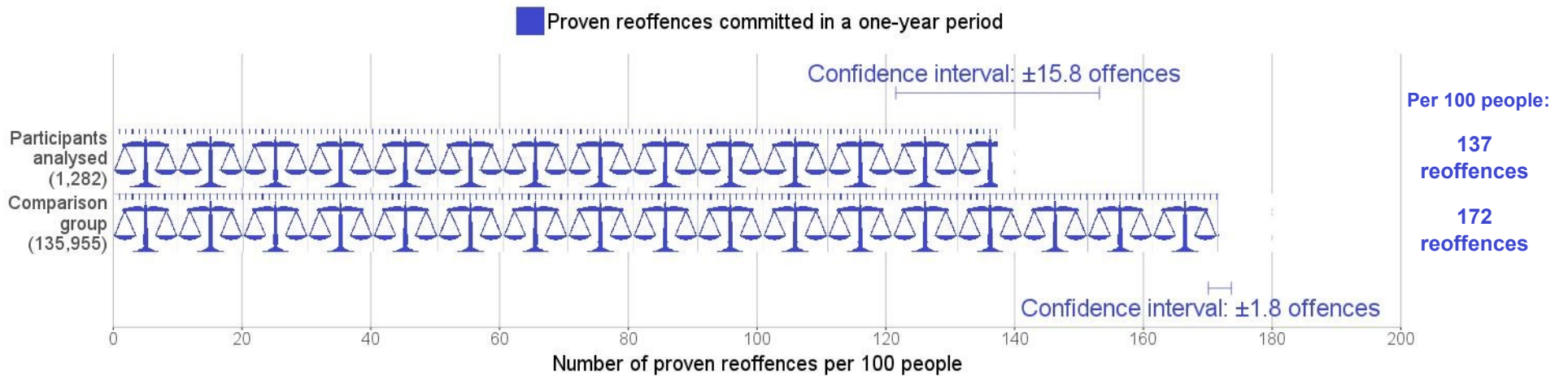
Key findings	1
Charts	4
HMPPS CFO in their own words	6
HMPPS CFO response to the Justice Data Lab analysis	7
The results in detail	8
Profile of the treatment group	13
Matching the treatment and comparison groups	14
Numbers of people in the treatment and comparison groups	15
Contact points	16

One-year proven reoffending rate after support from HMPPS CFO



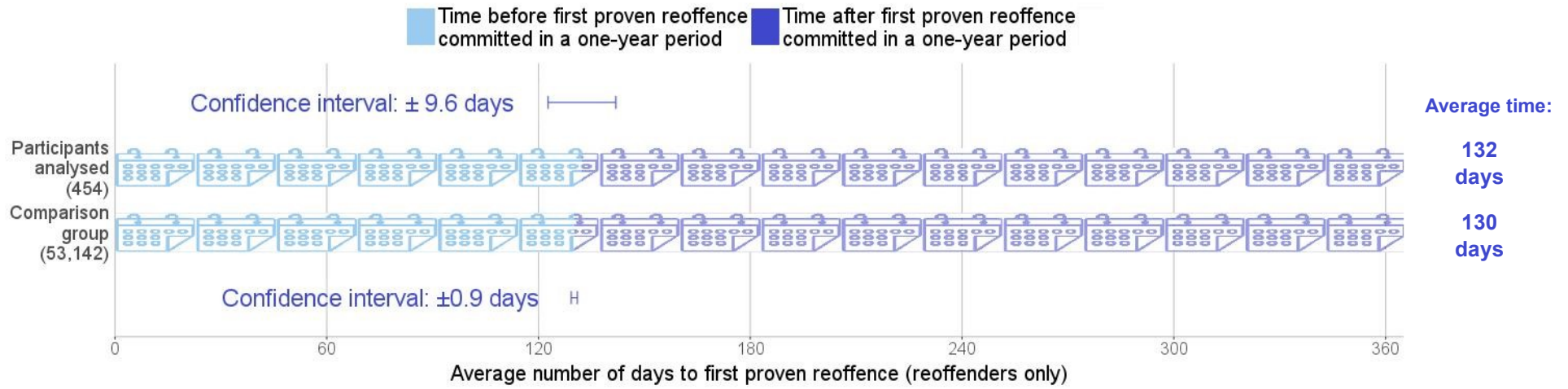
Significant difference between groups

One-year proven reoffending frequency after support from HMPPS CFO



Significant difference between groups

Average time to first proven reoffence after support from HMPPS CFO



Non-significant difference between groups

HMPPS CFO in their own words

“ HMPPS CFO is an European Social Fund (ESF) project based in over 80 English prisons and every English Probation Area. The current iteration of the project has been running since June 2015 and will run until August 2023.

The CFO intervention model is based on one-to-one case management, with the aim to increase the employability of participants. Participants take part in the programme both in custody and in the community. The majority of participants begin the programme in custody with many continuing the programme delivery in the community. The programme is designed to have seamless deliverance through from custody to the community.

Participants are selected based on a needs assessment conducted by HMPPS CFO. All participants must have employment needs, and additionally a combination of other serious needs: for example, substance misuse, accommodation, education, or extensive criminal histories. The Case Manager assesses and enrolls the participant, then sets up objectives and action plans based on the individual needs identified in the assessment. The activity with the participant is set along a specific pathway, with core activity prominent throughout the participant's time on the programme. Core activity takes place as and when required by the participant and includes: motivation, financial advice, disclosure advice, CVs and Industry Specific Cards and certificates such as Health and Safety and Construction Site Certification Scheme (CSCS). At the start of the pathway, the Case Manager provides specialist support referrals (and ensures attendance), mentoring and/or work placements. This is followed by up-skilling the participants with training, educational and/or vocational courses and/or voluntary employment. Finally, the Case Manager aims to broker a job interview and employment for the participant. Once the participant is supported into employment, the Case Manager ceases to work with the participant.

The participants are eligible for CFO support for a significant period (as long as they are in the Criminal Justice System (CJS) and in a location where there is CFO delivery) - there is no set amount of time the participant can be worked with on a daily/weekly basis nor the length of time they spend on the programme. CFO delivery and the pathway described above is consistent across all CFO providers with one case record for each participant which is transferred around providers as the participant moves around the CJS estate in England. This promotes a seamless transition with regards to delivery as the participants transfer from prison to prison and through the gate into the community. A record of the participant's initial assessment, outstanding and completed objectives and the provision given is accessible and updated by each Case Manager working with each participant. ”

Response from HMPPS CFO to the Justice Data Lab analysis

“ HMPPS CFO would like to thank The Justice Data Lab for conducting this analysis. The results are encouraging and are a testament to the hard work conducted to help offenders break the cycle of reoffending by the HMPPS CFO management staff and their supply chain. This analysis will be used as an evidence base to further improve the project and help with the continual funding of external (non-CJS) money being secured to procure provision for the hardest-to-help offenders. ”

Results in detail

One analysis was conducted, controlling for offender demographics and criminal history and the following risks and needs: employment, education, financial management, relationships, drug and alcohol use, mental health, thinking skills, and attitudes.

Analyses

1. **National analysis:** treatment group matched to offenders across England and Wales using demographics, criminal history and individual risks and needs.

The sizes of the treatment and comparison groups for reoffending rate and frequency analyses are provided below.

Treatment Group Size	Comparison Group Size	Reoffenders in treatment group	Reoffenders in comparison group
1,282	135,955	454	53,142

Three headline measures of one-year reoffending were analysed, as well as four additional measures (see results in Tables 1-7):

1. **Rate of reoffending**
2. **Frequency of reoffending**
3. **Time to first reoffence**
4. Rate of first reoffence by court outcome
5. Frequency of reoffences by court outcome
6. Rate of custodial sentencing for first reoffence
7. Frequency of custodial sentencing

Significant results

Six measures show a statistically significant result. These provide significant evidence that:

Nationally

- **Participants are less likely to commit a reoffence** than non-participants
- **Participants commit fewer reoffences** than non-participants
- **Participants who reoffend within a one-year period are more likely to commit an indictable-only offence for their first reoffence** than non-participants
- **Participants who reoffend within a one-year period commit more indictable-only offences** than non-participants
- **Participants who reoffend within a one-year period commit fewer triable-either-way offences** than non-participants
- **Participants who reoffend within a one-year period are more likely to receive a custodial sentence for their first reoffence** than non-participants

Tables 1-7 show the overall measures of reoffending. Rates are expressed as percentages and frequencies expressed per person. Tables 3 to 7 include reoffenders only.

Table 1: Proportion of people who committed a proven reoffence in a one-year period after support from HMPPS CFO, compared with a matched comparison group

Number in treatment group	Number in comparison group	One-year proven reoffending rate				
		Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
1,282	135,955	35	41	-8 to -3	Yes	<0.01

Table 2: Number of proven reoffences committed in a one-year period by people who received support from HMPPS CFO, compared with a matched comparison group

Number in treatment group	Number in comparison group	One-year proven reoffending frequency (offences per person)				
		Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
1,282	135,955	1.37	1.72	-0.50 to -0.19	Yes	<0.01

Table 3: Average time to first proven reoffence in a one-year period for people who received support from HMPPS CFO, compared with a matched comparison group

Number in treatment group	Number in comparison group	Average time to first proven reoffence in a one-year period, for reoffenders only (days)				
		Treatment group time	Comparison group time	Estimated difference	Significant difference?	p-value
454	53,142	132	130	-7 to 12	No	0.66

Table 4: Proportion of people supported by HMPPS CFO with first proven reoffence in a one-year period by court outcome, compared with similar non-participants (reoffenders only)

Number in treatment group	Number in comparison group	One-year proven reoffending rate by court outcome of first reoffence, for reoffenders only					
		Court outcome	Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
454	52,996	Indictable	6	3	1 to 5	Yes	0.01
		Either way	67	69	-6 to 3	No	0.56
		Summary	26	28	-6 to 2	No	0.36

Note, each court outcome is only shown if the number of offenders in both the treatment and comparison groups is greater than 10 for that outcome.

Table 5: Number of proven reoffences in a one-year period by court outcome for people supported by HMPPS CFO, compared with similar non-participants (reoffenders only)

Number in treatment group	Number in comparison group	One-year proven reoffending frequency by court outcome, for reoffenders only					
		Court outcome	Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
454	52,996	Indictable	0.15	0.08	0.00 to 0.13	Yes	0.04
		Either way	2.57	2.87	-0.61 to -0.01	Yes	0.05
		Summary	1.16	1.22	-0.22 to 0.11	No	0.50

Note, each court outcome is only shown if the number of offenders in both the treatment and comparison groups is greater than 10 for that outcome.

Table 6: Proportion of people who received a custodial sentence for their first proven reoffence after support from HMPPS CFO compared with similar non-participants (reoffenders only)

Number in treatment group	Number in comparison group	One-year rate of custodial sentencing, for reoffenders only				
		Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
454	52,996	56	48	4 to 13	Yes	<0.01

Table 7: Number of custodial sentences received in a one-year period by people who received support from HMPPS CFO, compared to similar non-participants (reoffenders only)

Number in treatment group	Number in comparison group	One-year frequency of custodial sentencing, for reoffenders only (sentences per person)				
		Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
454	52,996	2.26	2.23	-0.25 to 0.31	No	0.84

Profile of the treatment group

The programme is delivered throughout the whole of England (except Cornwall), with delivery occurring in custody and in the community, and in some cases through the gate. The majority of the treatment group begin their programme in custody. The programme is designed to have seamless deliverance through from custody to the community. Participants are selected based on a needs assessment conducted by HMPPS CFO. All participants must have employment needs, and additionally a combination of other serious needs: for example, substance misuse, accommodation, education, or extensive criminal histories.

Participants included in analysis (1,282 offenders)

- Male 87%, Female 13%
- White 81%, Black 13%, Asian 5%, Other 1%, Unknown 1%
- UK nationality 94%, Foreign nationality 4%, Unknown nationality 2%
- Aged 16 to 66 years at the beginning of their one-year period (average age 31)
- Index Disposal:
 - Community Order 12%
 - Suspended Sentence Order 7%
 - Out-of-court disposal 1%
 - Conditional discharge 3%
 - Fine 5%
 - Other 2%
 - Prison 70%
 - Youth Rehab Order 1%

Participants not included in analysis (1,129 offenders with available data)

- Male 91%, Female 9%
- White 78%, Black 14%, Asian 5%, Other 1%, Unknown ethnicity 2%
- UK nationality 95%, Foreign nationality 3%, Unknown nationality 2%

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

For **13 people** without any records in the reoffending database, no personal information is available.

Please note totals may not appear to equal the sum of the component parts due to rounding.

Information on individual risks and needs was available for 1,080 people in the overall treatment group (84%), recorded near to the time of their original conviction.

- 62% had some or significant problems solving problems
- 45% had some or significant problems with work skills
- 40% were unemployed

Matching the treatment and comparison groups

The analysis matched a comparison group to the treatment group. A summary of the matching quality is as follows:

- All variables in the national model were well 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

2,424 people were submitted for analysis by HMPPS



2,424

13 people (1%) were excluded from the analyses because they could not be identified on the Police National Computer (PNC)



2,411

993 people (41%) were excluded because they did not have a record in the reoffending database that corresponded to their period of participation with HMPPS



1,418

83 people (3%) were excluded from the analyses because their linked offence was a sexual offence



1,335

48 people (2%) were excluded because they offended before the intervention began, had a start date more than 6 months after their index date, or had missing data



1,287

5 people (<1%) were excluded as they did not match during PSM



1,282

National treatment group: 53% of the participants submitted
(Comparison group: 135,955 records)

Contact Points

Press enquiries should be directed to the Ministry of Justice press office: 02033 343 536

Other enquiries about the analysis should be directed to:

Annie Sorbie

Justice Data Lab Team

Justice Statistical Analytical Services

Ministry of Justice

7th Floor

102 Petty France

London

SW1H 9AJ

Tel: 07967 592178

E-mail: justice.datalab@justice.gov.uk

General enquiries about the statistical work of the Ministry of Justice can be e-mailed to:

statistics.enquiries@justice.gov.uk

General information about the official statistics system of the United Kingdom is available from

www.statisticsauthority.gov.uk/about-the-authority/uk-statistical-system

© Crown copyright 2019

Produced by the Ministry of Justice

Alternative formats are available on request from justice.datalab@justice.gov.uk