Justice Data Lab analysis: Reoffending behaviour after support from ICO (Second Analysis)

April 2020

This is the second Justice Data Lab analysis for the Greater Manchester Intensive Community Order (ICO) programme. It explores the reoffending behaviour of 69 males who began the programme between October 2015 and March 2016 (the first analysis covered a separate cohort who began between January 2013 and December 2015). The results show that more people would need to have completed the programme and be available for analysis in order to determine the way in which the programme affects a person's reoffending behaviour, but this should not be taken to mean that it fails to affect it.

ICO works with young male offenders, who have received community orders in place of short custodial sentences. The headline analysis in this report measured proven reoffences in a one-year period for a 'treatment group' of 69 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 analysis estimates the impact of the support from ICO on the reoffending behaviour of people who are similar to those in the treatment group. The support may have had a different impact on 12 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 men in the **treatment** group, the equivalent of:

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

41 of the 100 men committed a proven reoffence within a one-year period (a rate of 41%), **2 men more** than in the comparison group.

38 of the 100 men committed a proven reoffence within a one-year period (a rate of 38%).

97 proven reoffences were committed by these 100 men during the year (a frequency of 1.0 offences per person), **10 offences fewer** than in the comparison group.

107 proven reoffences were committed by these 100 men during the year (a frequency of 1.1 offences per person).

Time to first reoffence has not been included as a headline result due to low numbers of reoffenders, which could give misleading results.

Overall estimates of the impact of the intervention

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

The number of men who commit a proven reoffence within one year after release could be **lower by as many as 9 men, or higher by as many as 14 men.** More men would need to be available for analysis in order to determine the direction of this difference.

The number of proven reoffences committed during the year could be **lower by as many as 46 offences, or higher by as many as 27 offences.** More men would need to be available for analysis in order to determine the direction of this difference.

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

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

"This analysis does not provide clear evidence on whether support from ICO increases or decreases the number of participants who commit a proven reoffence in a one-year period. There may be a number of reasons for this and it is possible that an analysis of more participants would provide such evidence."

✗ **What you cannot say about the one-year reoffending rate:**

"This analysis provides evidence that support from ICO increases/decreases/has no effect on the reoffending rate of participants."

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

"This analysis does not provide clear evidence on whether support from ICO increases or decreases the number of proven reoffences during a one-year period. There may be a number of reasons for this and it is possible that an analysis of more participants would provide such evidence."
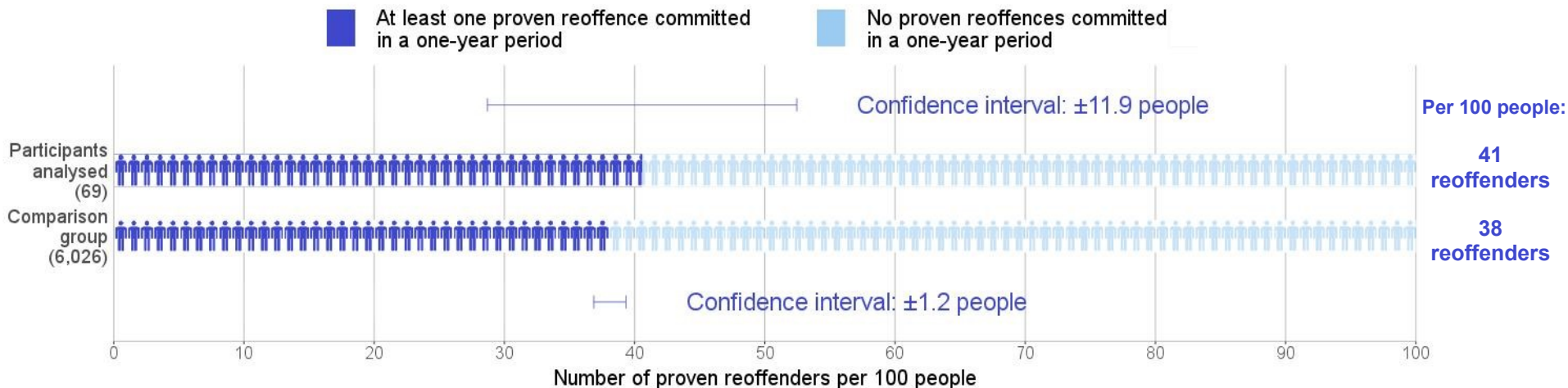
✗ **What you cannot say about the one-year reoffending frequency:**

"This analysis provides evidence that support from ICO increases/decreases/has no effect on the number of proven reoffences committed during a one-year period by its participants."
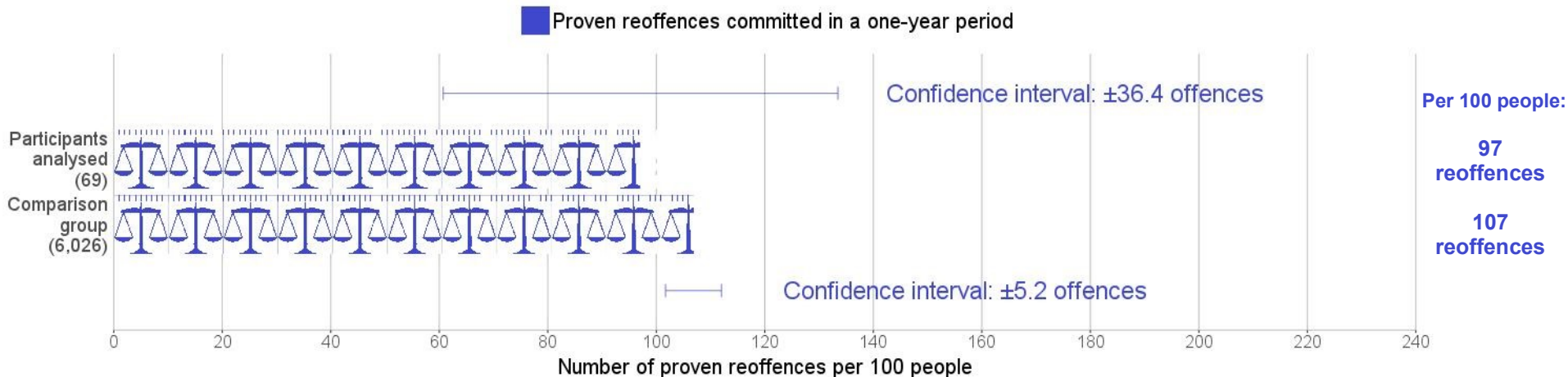
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One-year proven reoffending rate after support from ICO

At least one proven reoffence committed in a one-year period

No proven reoffences committed in a one-year period

Confidence interval: ±11.9 people

Per 100 people:

Participants analysed (69)

41 reoffenders

Comparison group (6,026)

38 reoffenders

Confidence interval: ±1.2 people

0　10　20　30　40　50　60　70　80　90　100

Number of proven reoffenders per 100 people

Non-significant difference between groups

One-year proven reoffending frequency after support from ICO

Proven reoffences committed in a one-year period

Confidence interval: ±36.4 offences

Per 100 people:

Participants analysed (69)

97 reoffences

Comparison group (6,026)

107 reoffences

Confidence interval: ±5.2 offences

0　20　40　60　80　100　120　140　160　180　200　220　240

Number of proven reoffences per 100 people

Non-significant difference between groups

ICO in their own words

" The Greater Manchester Intensive Community Order (ICO) programme targets 18-25 aged males at risk of a custodial sentence of less than 12 months, along with the following issues:

• Identity, self-esteem and maturity issues

• Learning needs, difficulties and disabilities

• Care leavers

• Young fathers or young males acting as a father within a household

• Poor or no history of employment

They receive support covering housing benefits, referrals to specialist services and there is additional support for care leavers. Family support is also provided by POPs (Partners of Prisoners) who help families recognise issues influencing the behaviour of those being managed on the ICO programme, and how this affects themselves and their wider family and they support families on the Children Protection or Child in Need registers. Intensive Community Order does not mean that it is difficult or punitive. Intensive refers to the package of support offered. The intervention staff are trained to tailor the community order requirements to a young adult's needs and maturity levels. All individuals receive family, communication screening assessment, a maturity assessment, enhanced victim sessions including reparation support and advice, age appropriate group work, and a Employment Training & Education (ETE) Pathway plan. "

Response from ICO to the Justice Data Lab analysis

" We wish to thank the Justice data lab team for the producing the re-offending analysis relating to the cohort of young men on our Intensive Community Order programme between October 2015 and March 2016.

This is the second cohort of ICO clients we have submitted to the JDL for analysis. Since the first cohort, Transforming Rehabilitation and the introduction of Rehabilitation Activity requirements (RAR) have been introduced and so the ICO process has been reviewed and evolved. Previously, court orders had to specify the exact nature of an activity (i.e. ICO) to be undertaken by the Probation Service. Now RAR allows for the precise activity to be determined following a more comprehensive assessment post sentence by the offender's case manager. This means that ICO does not exist as an order of the court in the way that it once did. We have also changed the support offered to ICO clients due to a change in funding so we were keen to assess whether this had impacted on re-offending between the two cohorts.

Whilst the results did not determine any clear evidence whether fewer people in the ICO cohort re-offended this was mainly due to the small cohort size and we welcome the fact that this doesn't mean the programme fails to affect it. "

Results in detail

Two analyses were conducted in total, controlling for offender demographics and criminal history and the following risks and needs: mental health, thinking skills, attitudes, education, employment, financial management, relationships and alcohol use.

Analyses
1.   **Regional analysis:** treatment group matched to offenders in North West using demographics, criminal history and individual risks and needs.
2.   **National analysis:** treatment group matched to offenders across England and Wales using demographics, criminal history and individual risks and needs.

The headline results in this report refer to the <u>regional analysis</u>.

The sizes of the treatment and comparison groups for reoffending rate and frequency analyses are provided below. To create a comparison group that is as similar as possible to the treatment group, each person within the comparison group is given a weighting proportionate to how closely they match the characteristics of individuals in the treatment group. The calculated reoffending rate uses the weighted values for each person and therefore does not necessarily correspond to the unweighted figures.

Analyses	Controlled for Region	Treatment Group Size	Comparison Group Size	Reoffenders in treatment group	Reoffenders in comparison group
North West	✓	69	6,026	28	2,016
National		70	41,862	29	14,890

In each analysis, **two headline measures** of one-year reoffending were analysed (see results in Tables 1-2):

1.   Rate of reoffending

2.   Frequency of reoffending

Tables 1-2 show the overall measures of reoffending. Rates are expressed as percentages and frequencies expressed per person.

Table 1: Proportion of men who committed a proven reoffence in a one-year period after support from ICO, compared with matched comparison groups

Analysis	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
North West	69	6,026	41	38	-9 to 14	No	0.68
National	70	41,862	41	42	-12 to 11	No	0.92

Table 2: Number of proven reoffences committed in a one-year period by men who received support from ICO, compared with matched comparison groups

Analysis	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
North West	69	6,026	0.97	1.07	-0.46 to 0.27	No	0.60
National	70	41,862	1.00	1.32	-0.68 to 0.04	No	0.08

Profile of the treatment group

The ICO programme works with male offenders aged 18-25, living in the Greater Manchester area, who have received community sentences, having been at risk of custodial sentence of under 12 months. The courts at time of sentencing impose orders for individuals that fit these criteria.

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Participants included in analysis
(69 offenders in North West analysis)

- Male 100%
- White 81%, Black 4%, Asian 14%
- UK national 93%, Non-UK nationality 7%

- Aged 18 to 25 years at the beginning of their one-year period (average age 21)

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Participants not included in analysis
(11 offenders with available data)

- Male 100%
- White 82%, Black 9%, Asian 9%
- UK nationality 82%, non-UK nationality 18%

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 reoffending database, no personal information is available.

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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 66 people in the regional treatment group (96%), recorded near to the time of their original conviction.

- 83% had some or significant problems solving problems
- 67% had some or significant problems finding and remaining in employment
- 59% had some or significant problems with financial management

Matching the treatment and comparison groups

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

- All variables in the regional model were well matched
- 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

81 men were submitted for analysis by ICO (2015-16)

81
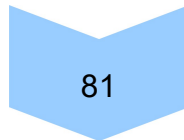
2 men (2%) were excluded from the analyses because they could not
be identified on the Police National Computer (PNC), or because they
were under 18 and/or had previously been convicted of sex offences

79
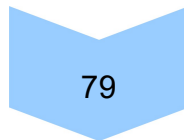
9 men (11%) were excluded for not meeting other inclusion criteria

70
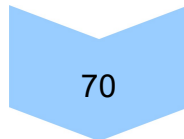
National treatment group: 86% of the participants submitted
(Comparison group: 41,862 records)

69
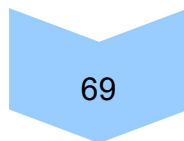
Regional treatment group: 85% of the participants submitted, 1 man
(1%) excluded because he did not match during the propensity score
matching stage
(Comparison group: 6,026 records)