Ministry of Justice

Guide to proven reoffending statistics

Published October 2025

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1 Introduction

Proven reoffending statistics are designated as Accredited Official Statistics as they are produced to the standards specified in the Code of Practice for Official Statistics.

The main statistics in this publication are based on quarterly offender cohorts, with tables and data tools also provided for annual offender cohorts. Each quarter, the latest offender cohort period for which proven reoffending has been measured will be published, so statistics will relate to the quarters ending March, June, September and December.

Proven reoffending statistics are usually released in January, April, July and October of each year. This document provides a comprehensive guide to the quarterly proven reoffending statistics bulletin. It covers:

- The concepts and definitions published in the Ministry of Justice (MoJ) statistics
- How proven reoffending is measured, and the counting procedures used to compile the statistics
- An explanation of the data sources and quality
- Revisions policy
- The users of the proven reoffending quarterly bulletin

Historical changes to proven reoffending measure

In February 2015, various reforms to the management and rehabilitation of offenders in the community in England and Wales were introduced.[1]

These included:

- Opening up the market to a diverse range of rehabilitation providers from the private voluntary and social sectors through 21 Community Rehabilitation Companies (CRCs).
- Using a 'payment by results' (PbR) approach to develop and implement effective ways of rehabilitating offenders and rewarding providers that devise and deliver the most effective rehabilitation programmes.
- Extending statutory rehabilitation to offenders, released from a short custodial prison sentence, who have the highest reoffending rates and yet previously received no supervision after release.
- Reorganising the prisons to resettle offenders 'through the gate',[2] with continuous support from custody to community.
- Creating a new public sector National Probation Service (NPS) to manage high-risk offenders.

[1] https://www.gov.uk/government/collections/transforming-rehabilitation

[2] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/387795/target-operating-model-3.pdf

Following implementation of these reforms, a public consultation was run in summer 2015, proposing various changes to the proven reoffending Accredited Offical Statistics in order to support the reforms to the system. This also ensured that the MoJ continued to meet its commitment of statistical best practice by giving a coherent overview of all statistics relating to reoffending.

Proven reoffending statistics are now based on the new methodology, as announced in April 2016 in the response to consultation on changes to proven reoffending statistics. The main changes to the methodology are:

- **Changing to a three-month cohort** instead of the previous twelve-month cohort. The publication reports on offenders who are released from custody, received a non-custodial conviction at court, or received a caution within a three-month period, for all measures of reoffending, including for children.
- Production of **adjusted reoffending rates** for adults (alongside the raw rates), using the Offender Group Reconviction Scale (OGRS4/G) to take account of the influence that differences in offender mix can have on the binary reoffending rates.
- A change from **calendar year to financial year for annual figures**. Annual figures are formed by taking the sum of the four three-month offender cohorts. Figures for financial year 2019/20 (i.e. April 2019 to March 2020) were published in January 2022.

In addition, **the data source** used to compile the statistics has changed from October 2015 following probation services reforms. For more information on the impact of these changes please see how the measure of proven reoffending has changed and the effect of these changes.

The provision of probation services was again reformed under the Probation Reform Programme. As part of these plans, the Probation Service (formerly the NPS) took on responsibility for managing all offenders on a community order or licence following their release from prison in England and Wales; with enhanced monitoring of terrorists, serious organised criminals and very high-risk offenders carried out by the new National Security Division (NSD). In addition, from April 2020, the process of shifting the NPS from its previous formation of seven divisions to 12 Probation Service regions began; this process was completed at the end of 2020.

Contracts for CRCs ended in June 2021 and management of offenders who were previously managed by CRCs transferred to one of the new Probation Service. The Payment by Results statistics, previously released on a quarterly basis, are no longer being published as the CRC contract payment mechanism ceased to be officially implemented for offenders supervised by CRCs from 1 December 2020 onwards. All proven reoffending statistics by probation region will now be included as part of this publication.

To note, given the time lags inherent in the proven reoffending measure as well as the gradual transition to the new areas, tables presenting breakdowns by probation region may still show figures for offenders being managed by the previous divisions as well as those supervised within the new regional structure. Where relevant, notes in the appropriate data tools will also indicate when transitions to new regions began.

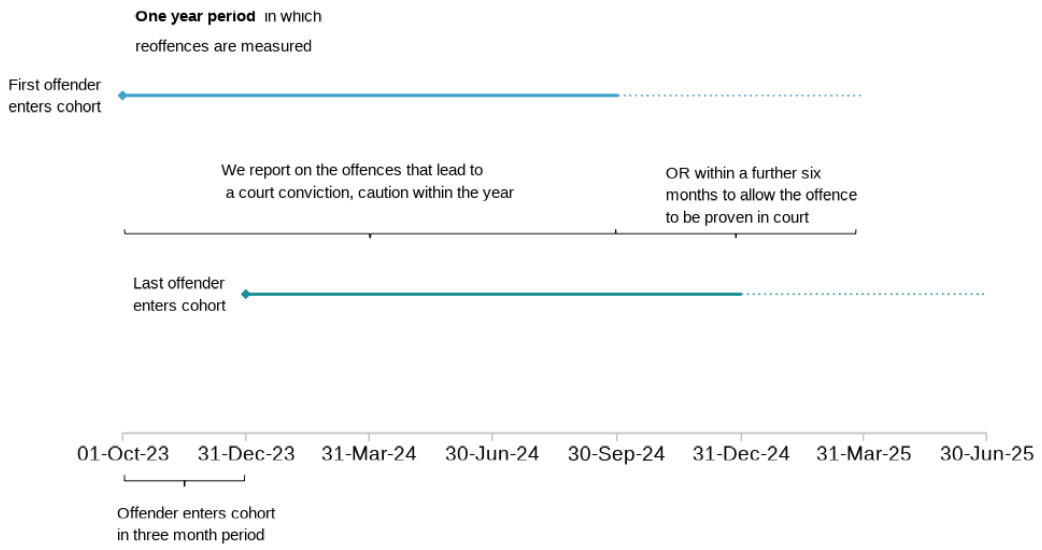
2 Measuring reoffending

The underlying principle of measuring reoffending (or recidivism, which is the most commonly used term internationally) is that someone who has received some form of criminal justice sanction (such as a conviction or a caution) goes on to commit another offence within a set time period.

Measuring true reoffending is difficult. Official records are taken from either the police or courts, but they will underestimate the true level of reoffending because only a proportion of crime is detected and sanctioned and not all crimes and sanctions are recorded on one central system. Other methods of measuring reoffending, such as self-report studies, are likely to also underestimate the rate.

Following the MoJ *Consultation on Improvements to Ministry of Justice Statistics*, a **proven reoffence** is defined as any offence committed in a one-year follow-up period that resulted in a court conviction or caution in this time frame or a further six-month waiting period (to allow time for cases to progress through the courts), as shown in the diagram below. The data source for reoffences is an extract of the Police National Computer (PNC) held by the MoJ. For example, an offender enters the cohort if they are released from custody, received a non-custodial conviction at court or received a caution in a given three-month period (the latest *quarterly proven reoffending statistics bulletin* is based on the October to December 2023 offender cohort).

Figure 1: Timeline of the measurement period of proven reoffending for the October to December 2023 cohort



The group of offenders whose offending behaviour is proven are likely to be a sub-group of all active offenders. The *Offending, Crime and Justice Survey (2003)*[3] estimated that around one in ten people in England and Wales aged between 10 and 65 had committed an offence in the previous 12 months, which translates into approximately 3.8 million people. This compares to around 629,000 offenders in the April 2005 to March 2006[4] cohort used to measure proven reoffending, underlining that the offenders whose proven reoffending behaviour is presented in the *Proven reoffending statistics quarterly bulletin* are a small and probably unrepresentative sample of the population of all active offenders.

[3]The Offending, Crime and Justice Survey (2003) was a random probability survey of 10,079 people aged from 10 to 65 and asked people about their offending history. Like any such survey, its accuracy is dependent upon the level of honesty with which respondents completed the survey.

[4]This annual figure is formed by taking the sum of the four three-month offender cohorts within this financial year.

Proven reoffending and offending histories statistics

As part of the Criminal Justice System statistics collection, the Ministry of Justice (MoJ) also produces figures on offenders' criminal histories. It is important to understand the distinction between these statistics and the proven reoffending ones. Whilst proven reoffending measures subsequent crimes committed over 12 months by individuals who have offended during a particular time period, the offending criminal history measure focusses on the number of occasions on which an offender has previously received a conviction, caution or youth caution for any offence which has been recorded on the PNC, including some offences committed outside of England and Wales.

In addition, tables on offending histories primarily relate to cautioning or sentencing occasions recorded on the PNC for indictable offences, although some figures are for summary offences that are recorded by the police. Where an offender has been cautioned or sentenced on more than one occasion the offender's criminal history on each occasion has been included. Where an offender has been cautioned or sentenced on the same occasion for several offences it is the primary offence that has been presented.

2.1 Definitions for the measurement of proven reoffending

Quarterly cohort

This is the group of offenders for whom reoffending is measured. For the *Proven reoffending statistics quarterly bulletin*, this is defined as all offenders in a given three-month period who received a caution, a final warning or reprimand (for children prior to April 2013), a non-custodial conviction or who were released from custody.

Offenders who were released from custody or secure accommodation (children only) or commenced a court order are matched to the PNC database. A proportion of cases are lost in this process because they cannot be matched (see section 3 Matching offender records for proven reoffending below for further details). Additionally, offenders who appear multiple times in the cohort are only counted once (see section Multiple offender entries below for further details).

Annual cohort

Annual figures are calculated by taking the sum of the four three-month offender cohorts in each year. Due to a data source change in October 2015 (see section 3 Data sources and quality for further details), users should be careful when using the April 2015 to March 2016 cohort and any subsequent annual figures to compare to the April 2014 to March 2015 cohort and earlier years.

Index disposal (i.e. sentence type)

The index disposal of the offender is the type of sentence the offender received for their index offence. For the Proven reoffending statistics quarterly bulletin, this is defined as those who were released from custody or who received a non-custodial conviction (i.e. court order, fine, or conditional or absolute discharge) or caution. Reprimands and warnings for youths were abolished under Legal Aid Sentencing and Punishment of Offenders Act 2012 with effect from 8 April 2013 and replaced with youth cautions. However, given figures in the Proven reoffending statistics quarterly bulletin span the period prior to their abolition, the historic disposals do appear in the timeseries.

Index offence

The index offence is the proven offence that leads to an offender being included in the cohort. An offence is only counted as an index offence if it is:

- Recordable (see the definition Proven reoffence below)
- Committed in England and Wales
- Prosecuted by the police
- Not a breach offence

Start point (index date)

This is the point in time from when proven reoffences are measured. For the Proven reoffending statistics quarterly bulletin, this is defined as the date of prison release, the date of court conviction for non-custodial sentences, or the date of receipt for a caution, reprimand or final warning.

Follow-up period

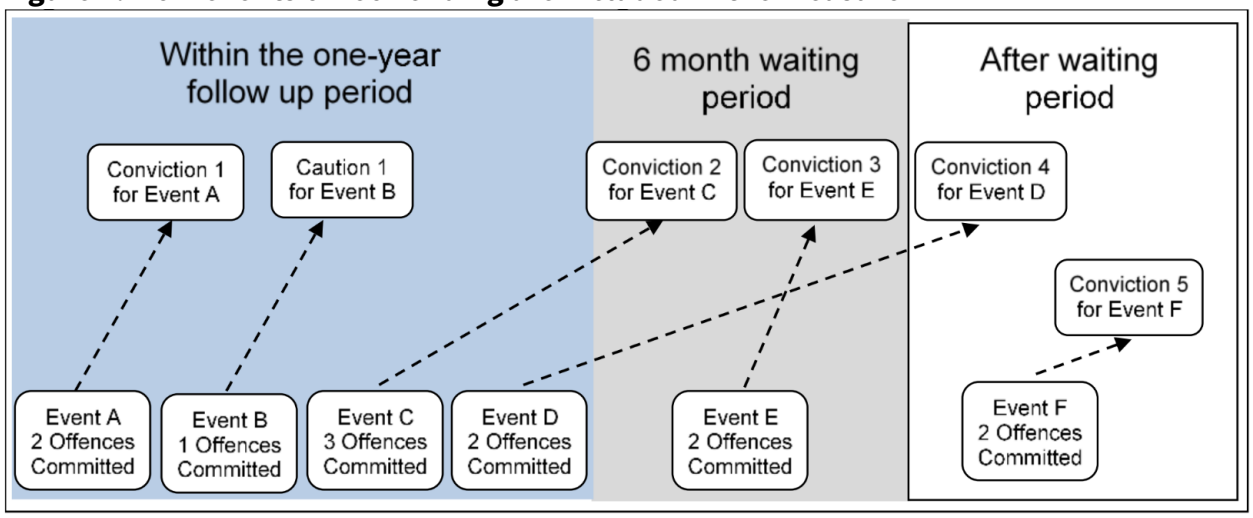
This is the length of time over which proven reoffending is measured. For the Proven reoffending statistics quarterly bulletin, this is defined as 12 months from the start point.

Waiting period

This is the additional time beyond the follow-up period to allow for offences which are committed towards the end of this timeframe to be proven by a court, resulting in a conviction, caution, reprimand or final warning. For the Proven reoffending statistics quarterly bulletin, this is six months.

Figure 2 illustrates why different offences for an example offender are included or excluded in the proven reoffending measure.

Figure 2: How events of reoffending are included in the measure



Events A to D all occur in the one-year follow-up period, but events E and F are outside this period, so would not be counted. Events A to C are all counted because they were all proven within the one-year follow-up period or the further six-month waiting period. Event D would not be counted as the conviction happened outside of the one-year follow-up, or the six-month waiting period. The offender has, therefore, committed six proven offences during the one-year follow-up period (two for event A, one for event B and, three for event C).

Proven reoffence

Offences are counted as proven reoffences if they meet all of the following criteria:

- They are recordable. Not all offences are on the PNC, and more recordable offences than non-recordable offences are entered. Analysis comparing offences proven at court with offences recorded on the PNC suggests the most common offences that are not recorded relate to motor vehicles, e.g. using a motor vehicle whilst uninsured against third-party risks, speeding offences or keeping a vehicle on the highway without a driving licence, or television-licence-fee evasion.
- They were committed in England or Wales.
- They are offences that were prosecuted by the police. PNC data are collected and entered by the police, and offences prosecuted by the police are likely to be recorded more comprehensively on the PNC than offences prosecuted by other organisations. For example, benefit fraud is prosecuted by the Department for Work and Pensions. Therefore, benefit fraud offences may be poorly represented on the PNC.
- Offences are only counted if they are proven through caution and court convictions. Offences that are not proven, or which are met with other responses from the Criminal Justice System, are not counted. For context, although 6.7 million offences were recorded by the police in the year ending December 2023, the Crime Survey for England and Wales (CSEW), a wider measure of the experience of victimisation, estimated 8.4 million crimes took place in the same period.[5]
- The offence is not a breach offence, i.e. breach of a court order, since we are only interested in new offences.

If an offender commits multiple offences on the same day, each offence will be counted separately. For example, if an offender commits three offences on the same day, this will count as three reoffences.

[5]To note, Crime Survey for England and Wales is a victimisation survey and does not cover all crime types recorded by the police.

OGRS4/G and the adjusted proven reoffending rates

As proven reoffending is related to the characteristics of offenders, the actual rate of proven reoffending will depend, in part, on the characteristics of offenders coming into the system. The actual reoffending rate provides users with sufficient information on what the level of reoffending is and how it is changing over time.

Additionally, though, the OGRS4/G has been used to adjust the raw reoffending rates for adults, to take account of the influence that differences in the offender mix can have on the binary reoffending rates. OGRS4/G uses age, gender and criminal history to assess the reoffending risk of a given group of offenders by producing a score between 0 and 1. These scores can be used to compare the relative likelihood of reoffending either over time or between different groups of offenders, with a higher score meaning a group of offenders are more likely to reoffend.

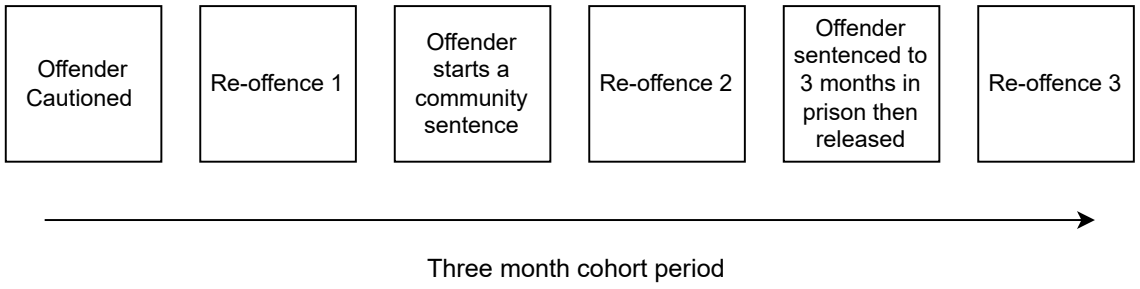
The adjusted proven reoffending rates (for adults only) are then calculated as the observed reoffending rate for a particular cohort plus any difference between the OGRS4/G score in that cohort and the 2011 baseline cohort.

OGRS4/G-adjusted rates were also used to determine PbR outcomes (see section 2.2 Definitions for the measurement of final proven reoffending during Transforming Rehabilitation reforms for further details). The consultation response suggested using the Youth Offender Group Reconviction Scale to adjust the reoffending rate for children, but this has not been possible to date.

Multiple offender entries

Each offender is tracked over a fixed period of time and any proven offence committed in this period is counted as a proven reoffence. A multiple offender entry refers to an offender who, after entering the cohort in a three-month period, commits a reoffence and is either cautioned, released from prison or gets a non-custodial conviction in the same period (Figure 3). This reoffence could also be included as a second entry for this offender into the cohort.

Figure 3: Example of an offender with multiple offender entries



To date, publications have avoided the double counting of these multiple offender entries (MOE) by only counting an individual once based on their first proven offence in the relevant time period. In the illustration above, the caution would be counted as the index disposal and the further two proven offences would be counted as reoffences. This avoids double counting of proven offenders.

Since the change from a twelve-month to a three-month cohort, annual cohorts are formed by combining the four quarterly cohorts of the relevant year. An individual offender can, therefore, appear up to four times within a single annual cohort (one from each quarter). This can lead to an increase of reoffending rates for the annual cohort compared to the old methodology based on a twelve-month cohort, since prolific offenders may be counted multiple times.

Additionally, since any individual three-month cohort contains fewer offenders than a twelve-month cohort would, three-month cohorts are subject to greater statistical fluctuations. Therefore, their results are likely to vary more than those of twelve-month cohorts.

Measures of proven reoffending

Proven reoffending data in the tables are presented in the following ways:

- Number of offenders
- Number of proven reoffenders
- Number of proven reoffences
- Proportion of offenders who are proven reoffenders (i.e. proportion of offenders who reoffend)
- Adjusted proven reoffending rate for adults
- OGRS4/G average score for adults
- Average number of proven reoffences among reoffenders (i.e. the average number of reoffences per reoffender)
- Proportion of proven offenders who committed a proven indictable reoffence

Publication tables

Main proven reoffending quarterly data tables

The main quarterly tables are broken into three main sections:

- 'A' tables provide information based on and about the offender, including demographics and offending history
- 'B' tables provide information based on and about the reoffences, such as their severity, when they occurred and what main reoffence group they fall into
- 'C' tables focus on disposal type and length

For many tables there is an 'a' table for adults and a 'b' table for children. 'A', 'B' and 'C' tables use different methodologies so care must be taken when performing any calculations using data from different sections.

'A' and 'B' tables

The main tables (tables A1 to A7 and B1 to B4) in the Proven reoffending statistics quarterly bulletin have been produced based on the 'first proven offence in the relevant time period', which led to an offender being included in the cohort. This provides a picture of proven reoffending which tracks an offender, irrespective of the disposal they receive, to when they commit a proven reoffence.

Table 1 below shows the number of offenders in each cohort period by their number of entries.

The number of offenders with multiple entries has remained fairly constant over time; the proportion of the total that had multiple offender entries has remained around 5% to 7% between April 2016 to March 2017 and April 2022 to March 2023.

Table 1: Number of offenders and their respective number of entries for the April 2016 – March 2017 to April 2022 – March 2023 cohorts [6]

Multiple Offender Entries	Apr 2016 to Mar 2017	Apr 2017 to Mar 2018	Apr 2018 to Mar 2019	Apr 2019 to Mar 2020	Apr 2020 to Mar 2021	Apr 2021 to Mar 2022	Apr 2022 to Mar 2023
1x	443,265	402,776	375,811	353,358	291,350	314,825	305,814
2x	27,846	24,892	22,347	19,198	12,231	14,870	14,794
3x	3,267	2,949	2,592	2,128	1,047	1,214	1,253
4x	567	554	483	398	153	154	198
5x	124	137	109	98	32	26	36
6-10x	50	75	54	41	18	14	15
Greater than 10x	1	3	0	3	0	1	0
Total MOEs	**31,855**	**28,610**	**25,585**	**21,866**	**13,481**	**16,279**	**16,296**
% of total Cohort (pp)	6.7	6.6	6.4	5.8	4.4	4.9	5.1
Cohort	**475,120**	**431,386**	**401,396**	**375,224**	**304,831**	**331,104**	**322,110**

[6] Annual cohorts are formed by the sum of the four three-month offender cohorts in each financial year.

‘C’ tables

To measure proven reoffending on a consistent and representative basis by offender management groups, it is necessary to distinguish between the disposal types, i.e. sentence types, that led to an offender being included. Doing this allows the cohort to be defined according to the relative start point of an offender’s interaction with the prison (released from custody) or probation services (court order commencement).

Tables C1 and C2 in the quarterly tables provide reoffending data by disposal types. These are produced based on an individual’s first disposal in that category. In figure 3 above, the individual could appear once in the caution category, once in the community order category and once in the custody category. These tables include an overall prison and probation proven reoffending rate.

These figures should not be used when comparing proven reoffending rates across different disposals to compare effectiveness of sentences. Instead, the 2013 Compendium of reoffending statistics and analysis publication should be referred to, as this analysis controls for offender characteristics in order to give a more reliable estimate of the relative effectiveness of different disposals (also see section 2.2 Comparing the effectiveness of sentences). However, please note that statistics published in the Compendium of reoffending statistics and analysis publication are based on the previous reoffending methodology, and so are not directly comparable with the figures published alongside this guide.

The C3 table provides reoffending by accommodation status and the C4 table provides reoffending by employment status in the quarterly tables. Both these tables contain the number of offenders which fall under the ‘excluded’ category. These figures should not be used when comparing proven reoffending rates across different employment and accommodation status. Please refer Appendix A for a glossary of terms.

Geographical data tool

Annual figures for geographical breakdowns are also published each quarter. Some of the geographical breakdowns provided would not be possible with quarterly data due to small cohort sizes. They are presented on a rolling year basis and allow comparisons across years without the variability of the quarterly data. However, given the change in data source from October 2015 onwards, users should be cautious when making any comparisons between cohorts before and after this period.

Other data tools

The following set of data tools are published annually and are included in the January edition of the Proven reoffending statistics quarterly bulletin:

- Proven reoffending tables (annual average), providing the same breakdowns as the quarterly tables but based on the four quarterly cohorts within each financial year.
- Overview data tool, allowing further breakdowns by demographics and offending history.
- Index disposal data tool providing additional breakdowns by disposal type.
- Proven reoffending youth accommodation data tool, providing reoffending rates by individual establishment and youth accommodation type (Secure Childrens Home, Secure Training Centre and Young Offenders Institute).

The following set of data tools are published quarterly:

- Reoffence type data tool, contains data on the number of offenders, reoffenders and reoffences (number and type) by index offence category for: adult and child disposals; and adult and child gender.
- Offender management data tool, providing reoffending rates and data on the number of adult offenders in a cohort, reoffenders and reoffences by court order and custody release (data for 'actively supervised' only).

2.2 Comparing the effectiveness of sentences

Proven reoffending rates by disposal (sentence type) should not be compared to assess the effectiveness of sentences, as there is no control for known differences in offender characteristics and the type of sentence given.

The report Impact of short custodial sentences, community orders and suspended sentence orders on reoffending compares like-for-like offenders, which enables a more reliable comparison of proven reoffending rates between offenders receiving different sentences.

In the 2013 Compendium of reoffending statistics and analysis, suspended sentence orders had a lower reoffending rate than matched offenders given community orders (3.2 percentage points for 2010). Other non-custodial sentences are compared in annex D of the Proven reoffending statistics quarterly bulletin, January to December 2014, England and Wales.

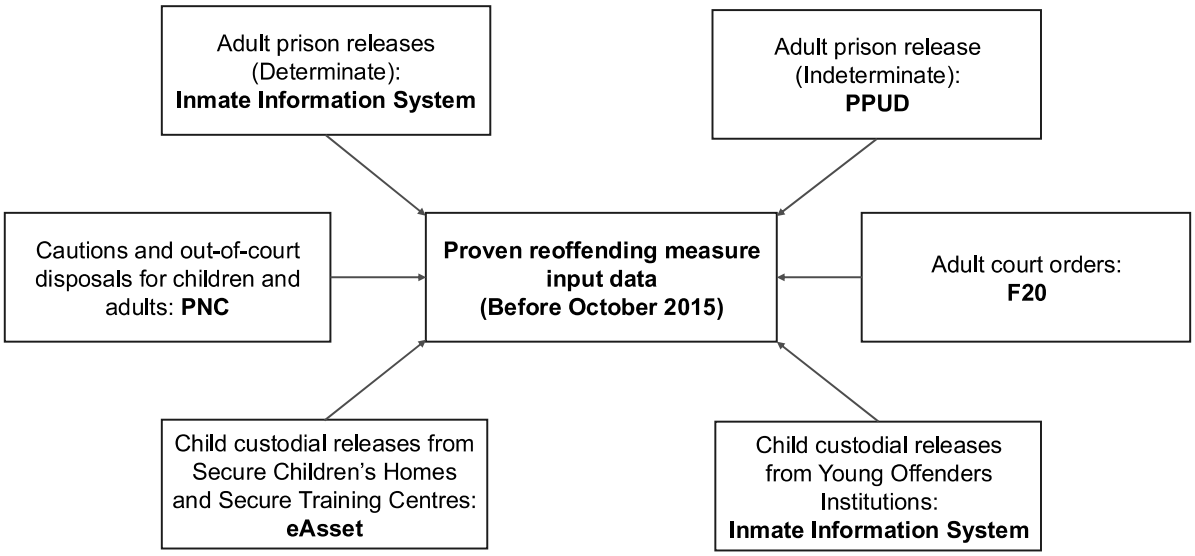
3 Data sources and quality

The data required for measuring proven reoffending are based on a range of sources (including prison data, probation data, and criminal records from the Police National Computer) from a range of agencies (His Majesty's Prison and Probation Service[7], the Youth Justice Board and the Home Office). These figures have been derived from administrative IT systems that, as with any large-scale recording system, are subject to possible errors with data entry and processing.

The diagram below shows the data sources used to compile the proven reoffending statistics up until the September 2015 cohort (before the October 2017 publication), and those used for the October 2015 cohort onwards (i.e. the October 2017 publication and onwards).

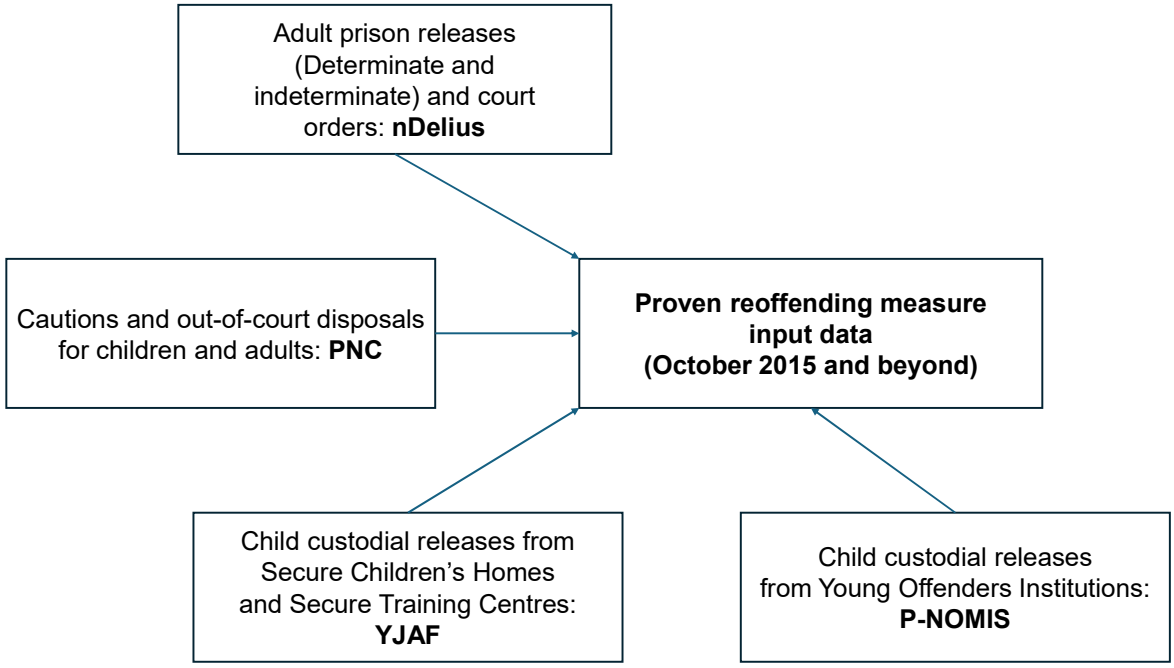
Data sources used to compile proven reoffending statistics

Figure 4: Before October 2015



[7] Formerly known as the National Offender Management Service (NOMS).

Figure 5: October 2015 and Beyond



3.1 Police National Computer data (PNC)

Information regarding the proven reoffending behaviour of offenders has been compiled using the Ministry of Justice's extract from the PNC. The process involves matching offender details from the prison and probation data to the personal details recorded on the PNC. Like any large-scale recording system, the PNC is subject to errors with data entry and recording. The PNC is regularly updated so that further analysis at a later date will generate revised figures.

The quality of the information recorded on the PNC is generally assumed to be relatively high, as it is an operational system on which the police depend, but analysis can reveal errors that are typical when handling administrative datasets of this scale. Since the PNC is a unique data source, it is difficult to draw comparisons with other sources that would allow us to estimate the proportion of erroneous or missing records.

However, a number of improvements are routinely carried out:

- Updates to the coding and classification of offences and court disposals, including the reduction of un-coded offences, the reduction in the use of miscellaneous offence codes and the clarification of the coding of breach offences.
- Updates to the methods used to identify the primary offence, where several offences are dealt with on the same occasion, and to the methods used to identify the primary disposal, where an offence attracts more than one court disposal.
- Removal of some duplication of records within the database to improve the efficiency and reliability of the matching process.

Furthermore, work was undertaken in the summer of 2019 to reconstruct and expand the Ministry of Justice's extract of the PNC to include additional information covering many years. This upgrade allows our statisticians to improve the breadth of analysis; furthermore, the quality assurance work carried out on the suitability of the updated PNC dataset for proven reoffending statistics and previous PbR statistics did not identify any concerns.

3.2 Probation data (nDelius)

To support the implementation of the Transforming Rehabilitation reforms of 2014, the Ministry of Justice introduced IT changes through the national Delius (nDelius) system for recording the flow of offenders released from prison and starting community sentences.

From October 2015, proven reoffending statistics have been compiled using data from the nDelius system. This is for all adult offenders discharged from custody (determinate and indeterminate sentences) and for those managed in the community.

The quality of the information recorded on the probation data is generally assumed to be relatively high, as it is a direct extract from an operational system upon which the probation service depends for managing offenders locally.

The extract consists of a small number of key fields for which completion is mandatory. Proven reoffending statistics have been compiled using nDelius data from October 2015 cohorts onwards, and as with any large-scale recording system, it is subject to possible errors with data entry and processing.

Prior to October 2015, detailed information on the supervision of offenders (at the individual offender level) had been submitted by probation trusts on a monthly basis (Form 20). These monthly 'probation listings' included information on offenders starting probation supervision.

3.3 Prisons data

Prison establishments record details for individual inmates on the prison IT system (Prison-NOMIS or LIDS). The information recorded includes details such as date of birth, gender, religion, nationality, ethnic origin, custody type, offence, reception and discharge dates and sentence length for sentenced prisoners. The data from individual prison establishments then feeds through to a central computer database, called the Inmate Information System (IIS).

On 30 June 2015, the data extracts used to produce prison statistics transitioned to a new extract which extracts information from the Prison-NOMIS system directly and without needing to be processed by the Inmate Information System. As a result, vast improvements in data quality were observed, and more detailed information became available.

The IIS system is used for proven reoffending prison statistics covering the period from January 2000 to September 2015. As already discussed, from October 2015 onwards, proven reoffending statistics source adult custodial discharges from the nDelius case management system to align with the data source used for the previously produced PbR statistics. For children released from Youth Offender Institutions, the data is sourced from the new Prison-NOMIS source directly.

Prisoners on indeterminate sentences

Data on the discharge of prisoners on indeterminate sentences, i.e. prisoners given a life sentence or an Indeterminate Sentence for Public Protection (IPP), is held in the Public Protection Unit Database (PPUD). This holds data jointly owned by the Offender Management and Public Protection Group (OMPPG) in HM Prisons and Probation Service (HMPPS) and by the Parole Board.

PPUD is the data source for prisoners discharged from indeterminate sentences for the January 2000 to September 2015 proven reoffending statistics. From October 2015 onwards, proven reoffending (and the previously published PbR statistics) source adult prison discharge information for those given indeterminate sentences from the nDelius case management system.

PPUD records details of all indeterminate-sentence prisoners at the point of conviction, those engaged in the Generic Parole Process and prisoners (determinate and indeterminate) who have been recalled from licence. It also covers those who have received a restricted hospital order/direction from a Crown Court, and those convicted and on-remand prisoners who have been transferred from prison/detention centres to psychiatric hospital under the relevant sections of mental-health legislation.

All decisions taken by the HMPPS casework sections and the Parole Board are recorded on the system.

Personal information recorded includes (but is not limited to) name, date of birth, gender, identifying numbers, ethnicity, last known address, probation area and sentencing information.

OMPPG and the Parole Board run monthly and ad-hoc reports to cleanse data that are not otherwise identified by data validation routines built into the system.

3.4 Children in secure accommodation

Information about children released from secure training centres (STCs) and secure children's homes (SCHs) comes from the YJAF database (formally the eAsset database prior to September 2017), owned by the Youth Justice Board (YJB) and the Youth Custody Service in HMPPS. Prior to the October 2016 cohort, eAsset data came from and was provided by the YJB. Information about children aged 17 and under and held in Young Offender Institutions (YOIs) is supplied by the Prison Service and private YOIs.

The source of data for this information is the YJB's YJAF database. From 4th September 2017, YJAF has replaced the eAsset database for placing children in custody. Prior to this, children were placed in custody using the YJB's eAsset database. Data prior to September was entered into eAsset and transferred to YJAF, where these data were extracted from.

Prior to the eAsset database the YJB's monthly custody report traditionally used data from the Secure Accommodation Clearing House System (SACHS), the system used by the YJB to book children into custody. To meet information management challenges of a growing department and whilst improving processes, the YJB migrated to the new eAsset system from March 2012.

As part of the work to implement the new system, both SACHS and eAsset were run in parallel from 5th March to 1st July 2012. The YJB now has the ability to produce some reports from eAsset and has done work to quality assure the outputs against SACHS. While this work is ongoing and further reports are being developed, we now believe the quality of data from this system is of a suitable level to publish as management information.

The quality of the information recorded on the YJAF database is generally assumed to be relatively high as it is a direct extract from an operational system which is used to place children in custody. The extract uses a number of key fields for which completion is mandatory when booking a child into custody.

3.5 Matching offender records for proven reoffending

Matching to an offender record on the PNC database

This process involves matching data on prison discharges and court order commencements to the PNC database. Automated matching routines use various combinations of the following variables (matching options) to match an offender from the cohort to an offender on the PNC:

- PNCID
- CRO Number
- Surname
- First Forename
- Second Forename
- Gender
- Date of Birth

Thirteen matching options are applied sequentially. At each step, unmatched records are passed to the next matching option. All 13 matching options are first compared to the **person** PNC table and those that are unmatched are then compared to the **alias** and **aliasdateofbirth** PNC tables. Any offender who cannot be matched to an offender record on the PNC or who has multiple matches will be excluded from the measurement of reoffending.

The matching code uses exact name matching along with a variety of 'sounds like' algorithms on the surname variable, and exact/initial name matching on the forename variables.

Matching to an index offence record on the PNC

For offenders who are successfully matched to the PNC, the next stage of the matching process identifies the offence record on the PNC that is associated with the index offence.

The index offence matching code uses the conviction and sentence date variables from the nDelius, YJAF and Prison-NOMIS case management systems and compares each of them to the court-caution and subsequent-appearance-date variables on the PNC. Note that the subsequent-appearance-date variable is only used if it relates to a sentencing event. As with the PNC matching, the index-offence matching code uses various combinations of the conviction and sentence date variables. In all, four matching options are applied sequentially.

A date from the PNC is deemed a match to a date from nDelius/YJAF/Prison-NOMIS if and only if their absolute difference is not more than seven days. If two or more offences from the PNC are considered a match to a given offence from nDelius/YJAF/Prison-NOMIS, the one that is closer to the offence date in those data sources is selected.

If at this point there is still more than one PNC offence matched to the index offence from the cohort, the most serious one is selected.

If an index offence cannot be matched to a PNC offence record, then its associated offender start will be excluded from the measurement of reoffending.

Table 2 below sets out the dates when the PNC snapshot is extracted.[8]

Table 2: Quarterly cohort PNC snapshot extraction dates

Publication date	Quarterly cohort	PNC snapshot
30 October 2025	October to December 2023	01 August 2025
29 January 2026	January to March 2024	07 November 2025
30 April 2026	April to June 2024	06 February 2026

[8] Subject to change if factors outside our control (e.g. technical or resource issues) prevent extraction on these dates.

Match rates

Not all offenders are matched and, while a thorough analysis of bias in the matching system has not been undertaken, the match rate to the PNC using the new data sources (from the October to December 2015 cohort onwards) has improved compared to the match rates from previous data sources. The percentage that matched to the PNC and an index offence for the October to December 2016 cohort using the new data sources was above 90% whereas matching with previous data sources ranged from 50% to 90% from 2000 to 2012 (see Table 5 in the July 2017 edition of the guide to proven reoffending).

The total number of offenders matched to the PNC is higher than the final matched figure for the cohorts. The main reasons for these discrepancies are:

- PNC index offence dates could not be matched to index offence dates from nDelius/YJAF/Prison-NOMIS. In order to match, two dates are required to be no more than seven days apart, as described in section Matching to an index offence record on the PNC above.
- The index offence was not dealt with by a Home Office police force. This is required so as to ensure that only offences in England and Wales are counted.
- Exclusion of all offenders where the index offence is a breach, since we are only interested in new offences.
- Exclusion of multiple offender entries (see section above titled Multiple offender entries for further details).

Custodial discharges

According to the Prison Accredited Offical Statistics based on Prison-NOMIS data, around 12,000 offenders are discharged from a determinate sentence each quarter. According to the nDelius system, a similar number of offenders are discharged on a quarterly basis. However, when investigating the data in more detail, it is clear that there are differences, and so the number of offenders discharged from custody in the proven reoffending statistics will not exactly match the prison-release Accredited Offical Statistics. Both datasets are derived from administrative IT systems which, as with any large-scale recording system, are subject to possible errors with data entry and processing.

4 Confidentiality

This statement sets out the arrangements in place for protecting persons' confidential data when statistics are published or otherwise released into the public domain. The Code of Practice for Statistics states that:

"Organisations should look after people's information securely and manage data in ways that are consistent with relevant legislation and serve the public good". (Trustworthiness pillar, T6 Data governance)

To comply with this and with the Data Protection Act of 1998, and to maintain the trust and co-operation of those who use reoffending statistics, the following provisions have been put in place. Private information collected by the Ministry of Justice is stored in line with Ministry of Justice data security policies. Electronic data are held on password-protected networks. All new staff undergo Ministry of Justice security vetting before receiving access to data systems, and all staff undertake mandatory training on information responsibility annually.

Three types of disclosure risk are considered in relation to reoffending statistics: general attribution, identification (including self-identification) and residual through combination of sources.

Assessment of the risk of disclosure considers the following:

- Level of aggregation (including geographic level) of the data
- Size of the population
- Likelihood of an attempt to identify
- Consequences of disclosure

Where there are five or fewer offenders, the number of offenders is suppressed for individual prisons, probation areas and the following geographical areas: County, Upper Tier Local Authority, Lower Tier Local Authority and Youth Offending Team. This is to prevent the disclosure of individual information.

5 Revisions policy

In accordance with Principle 2 of the Code of Practice for Official Statistics, the Ministry of Justice is required to publish transparent guidance on its policy for revisions. A copy of this statement can be found at Ministry of Justice Statistical Policies and Procedures.

The three reasons specified for statistics needing to be revised are changes in sources of administrative systems or methodology, receipt of subsequent information, and errors in statistical systems and processes. Each of these points, and its specific relevance to the criminal justice statistics publication, are addressed below:

1. Changes in sources of administrative systems/methodology

The data within this publication comes from a variety of administrative systems. This technical document will clearly present where there have been revisions to data accountable to switches in methodology or administrative systems. In addition, statistics affected within the publication will be appropriately footnoted.

2. Receipt of subsequent information

The nature of any administrative system is that data may be received late. For the purpose of this criminal justice statistics publication, the late data will be reviewed on a quarterly basis but, unless it is deemed to make significant changes to the statistics released; revisions will only be made as part of the final release containing the calendar year statistics. However, should the review show that the late data has major impact on the statistics then revisions will be released as part of the subsequent publication.

3. Errors in statistical systems and processes

Occasionally errors can occur in statistical processes; procedures are constantly reviewed to minimise this risk. Should a significant error be found, the publication on the website will be updated and an errata slip published documenting the revision.

Data revisions

Ahead of each annual publication, additional data cleaning may be applied to create an improved dataset, which may result in updates to previous quarters' data (and smaller updates to previous years where further information becomes available). In addition to this, there are occasional exercises to address specific issues that have been identified. Where revisions have been made, the revision symbol 'R' and an appropriate footnote will be included alongside the relevant sections within the table(s) affected.

6 Users

The contents of this bulletin will be of interest to Government policy makers, the agencies responsible for offender management at both national and local levels, providers, practitioners and others who want to understand more about proven reoffending.

Government policy makers also use these statistics to develop, monitor and evaluate key elements of government policies, including those on payments by results, legal aid and sentencing guidelines. Offender management agencies use these statistics to gain a local understanding of the criminal justice system, to understand performance and to highlight best practice. Key agencies include: HMPPS, the YJB, private and voluntary sector providers of prison and probation services and local authorities.

Appendix A: Glossary of terms

A.1 Reoffending

Cohort – the group of individuals whose reoffending is measured.

Cohort definition used in the proven reoffending statistics quarterly bulletins – the proven reoffending cohort consists of all offenders released from custody, otherwise sanctioned at court, receiving a caution, reprimand or warning in a three-month period. This cohort's criminal history is collated, and criminal behaviour is tracked over the following year. Any offence committed in this one-year period which is proven by a court conviction or caution (either in the one-year period, or in a further six-month waiting period) counts as a proven reoffence.

Index offence – the proven offence that leads to an offender being included in the cohort.

Index disposal – the index disposal of the offender is the type of sentence the offender received for their index offence.

Start point (index date) – the set point in time from when reoffences are measured.

Follow-up period – the length of time proven reoffending is measured over.

Waiting period – the additional time beyond the follow-up period to allow for offences committed during the follow-up period to be proved by a court conviction, caution, reprimand or final warning.

Reconviction – where an offender commits an offence within the follow-up period and is convicted at court within either the follow-up period or the waiting period.

Proven reoffence – where an offender is convicted at court or receives some other form of criminal justice sanction for an offence committed within a set follow-up period and disposed of within either the follow-up period or the waiting period.

Adjusted2011 proportion of offenders who reoffend – is calculated by 'the proportion of offenders who reoffend' (observed proven reoffending rate) for the cohort plus any difference between the average Offender Group Reconviction Scale (OGRS4/G) score in that cohort and the 2011 cohorts. Adjusted reoffending rates are calculated for adults only. OGRS4 is based on a well-established, peer reviewed methodology for assessing and representing reoffending risk. The raw rates are adjusted to the 2011 calendar year, in line with the Payment by Result statistics.

A.2 Disposal (sentence type)

Disposal – a sentence type

Fine – a financial penalty imposed following conviction.

Court orders – court orders include community sentences, community orders and suspended sentence orders supervised by the Probation Service. They do not include any pre- or post-release supervision from a custodial sentence.

Criminal Justice Act 2003 (CJA 2003) – for offences committed on or after 4 April 2005, the new community order replaced all existing community sentences for adults. The Act also introduced a new suspended sentence order for offences which pass the custody threshold, and it changed the release arrangements for prisoners. See Appendix A of Offender management caseload statistics 2009 for more information.

Community order – for offences committed on or after 4 April 2005, the new community order introduced under the CJA 2003 replaced all existing community sentences for those aged 18 years and over. This term refers to all court orders except suspended sentence orders and deferred sentences which may have a custodial component to the sentence. The court must add at least one but could potentially add all of the requirements in the list below depending on the offences and the offender. The requirements are:

- Rehabilitation activity requirement – a requirement to participate in an activity to reduce the prospects of reoffending
- Unpaid work (formerly community service/community punishment) – a requirement to complete between 40 and 300 hours of unpaid work
- Specified activity – for example, to attend basic skills classes
- Accredited programme – there are several designed to reduce the prospects of reoffending
- Prohibited activity – a requirement not to do something that is likely to lead to further offence or nuisance
- Curfew – a requirement that the offender must stay within a specified place – usually their own home – for certain periods, up to 16 hours per day, for up to 12 months, and is electronically monitored
- Exclusion – a requirement which prohibits an offender from entering a specific place or area for a period of up to two years and is usually electronically monitored
- Residence – requirement to reside only where approved by probation officer
- Mental health treatment (requires offender's consent)
- Drug treatment (requires offender's consent)
- Alcohol treatment (requires offender's consent)
- Supervision – meetings with probation officer to address needs/offending behaviour
- Attendance centre – between a minimum of 12 hours and a maximum of 36 in total which includes three hours of activity
- Alcohol abstinence and monitoring - a requirement for an offender to abstain from alcohol for a fixed time period of up to 120 days; and be regularly tested/monitored to ensure compliance

Typically, the more serious the offence and the more extensive the offender's needs, the more requirements there will be. Most orders will comprise one or two requirements, but there are packages of several requirements available where required. The court tailors the order as appropriate and is guided by the Probation Service through a pre-sentence report.

Suspended sentence order (SSO) – the CJA 2003 introduced a new suspended sentence order which is made up of the same requirements as a community order and, in the absence of breach, is served wholly in the community supervised by the Probation Service. It consists of an 'operational period' (the time for which the custodial sentence is suspended) and a 'supervision period' (the time during which any requirements take effect). Both may be between six months and two years, and the 'supervision period' cannot be longer than the 'operational period', although it may be shorter. Failing to comply with the requirements of the order or committing another offence will almost certainly result in a custodial sentence.

A.3 Pre-Criminal Justice Act (CJA) 2003 Court Orders – Community sentences

Community punishment order (CPO) – the offender is required to undertake unpaid community work.

Community rehabilitation order (CRO) - a community sentence which may have additional requirements such as residence, probation centre attendance or treatment for drug, alcohol or mental-health problems.

Community punishment and rehabilitation order (CPRO) – a community sentence consisting of probation supervision alongside community punishment, with additional conditions like those of a community rehabilitation order.

Custody – the offender is awarded a sentence to be served in prison or a Young Offender Institution (YOI). If the offender is given a sentence of 12 months or over, or is aged under 22 on release, the offender is supervised by the Probation Service on release. It is important to note that the sentence lengths and youth disposals awarded will be longer than the time served in custody. For more information please refer to Appendix A of Offender management caseload statistics 2009.

Short sentences (under 12 months) – those sentenced to under 12 months (made under the Criminal Justice Act 1991) spend the first half of their sentence in prison and are then released and considered 'at risk' for the remaining period. This means they are under no positive obligations and do not report to the Probation Service, but if they commit a further imprisonable offence during the 'at risk' period, they can be made to serve the remainder of the sentence in addition to the punishment for the new offence. The exception to this is those aged 18 to 20 who have a minimum of three months' supervision on release.

Sentences of 12 months or over – the CJA 2003 created a distinction between standard determinate sentences and public-protection sentences. Offenders sentenced to a standard determinate sentence serve the first half in prison and the second half in the community on licence.

A.4 Youth disposal (sentence type)

Reprimand or warning – a reprimand is a formal verbal warning given by a police officer to a child offender who admits they are guilty for a minor first offence. A final warning is similar to a reprimand but can be used for either the first or second offence and includes an assessment of the child to determine the causes of their offending behaviour and a programme of activities is designed to address them. Reprimands and warnings for youths were abolished under Legal Aid Sentencing and Punishment of Offenders Act 2012 with effect from 8 April 2013 and replaced with youth cautions.

Youth cautions – a formal out-of-court disposal that can be used as an alternative to prosecution for children (aged 10 to 17) in certain circumstances. A youth caution may be given for any offence where the child admits an offence, there is sufficient evidence for a realistic prospect of conviction, but it is not in the public interest to prosecute.

A.5 First-tier penalties

- **Discharge** – a child offender is given an absolute discharge when they admit guilt, or are found guilty, with no further action taken. An offender given a conditional discharge also receives no immediate punishment, but is given a set period during which, if they commit a further offence, they can be brought back to court and re-sentenced.
- **Fine** – the size of the fine depends on the offence committed and the offender's financial circumstances. In the case of children under 16, the fine is the responsibility of the offender's parent or carer.
- **Referral order** – this is given to children pleading guilty and for whom it is their first time at court (unless the offence is so serious it merits a custodial sentence or it is of a relatively minor nature). The offender is required to attend a Youth Offender Panel to agree a contract, aimed to repair the harm caused by the offence and address the causes of the offending behaviour.
- **Reparation order** – the offender is required to repair the harm caused by their offence either directly to the victim or indirectly to the community.

Youth rehabilitation order – a community sentence for child offenders, which came into effect on 30 November 2009 as part of the Criminal Justice and Immigration Act 2008. It combines a number of sentences into one generic sentence and is the standard community sentence used for the majority of children who offend. The following requirements can be attached to a youth rehabilitation order (YRO):

- Activity requirement
- Curfew requirement
- Exclusion requirement
- Local-authority residence requirement
- Education requirement
- Mental-health treatment requirement
- Unpaid work requirement
- Drug testing requirement
- Intoxicating-substance misuse requirement
- Supervision requirement
- Electronic monitoring requirement
- Prohibited activity requirement
- Drug treatment requirement
- Residence requirement
- Programme requirement
- Attendance centre requirement
- Intensive supervision and surveillance
- Intensive fostering

The YRO is only available for those who committed an offence on or after the 30 November 2009. The following community sentences are replaced by the YRO but will continue to exist for those that committed an offence before 30 November 2009:

- Action plan order
- curfew order
- Supervision order
- Supervision order and conditions
- Community punishment order
- Community punishment and rehabilitation order
- Attendance centre order
- Drug treatment and testing order
- Exclusion order
- Community rehabilitation order

A.6 Accommodation Status

Settled Accommodation -

(i) Any accommodation that provides a permanent, independent housing solution, including:

- As a householder or house owner
- Rental accommodation (tenant) – private or social rental
- Living with friends and family (settled) – the individual can reside in that home and is able to return to that home
- Living with a friend with a bedroom available for the individual's use and access to domestic facilities
- A caravan or boat that is viewed by the individual as their permanent home

(ii) Supported Housing - regardless of the duration or residency

(iii) Long-term residential healthcare

Other Housed - Individuals living in transient or temporary accommodation that does not provide a long-term solution to housing need. Previously known as 'Other unsettled accommodation'.

Bail/probation accommodation - Includes probation Approved Premises (AP/CAS1), Bail Accommodation Support Services (BASS/CAS2) accommodation, Community Accommodation Services (CAS3), and accommodation provided by the Home Office Immigration Enforcement Service.

Homeless, not rough sleeping - The individual does not have any accommodation they are entitled to occupy, or they have accommodation they are entitled to occupy but they cannot be reasonably expected to occupy it for any reason. The individual occupies a property with no legal authority or permission to do so; or the individual may reside in night shelters, emergency hostels, direct access hostels or campsites.

Rough Sleeping - The individual does not have any accommodation they are entitled to occupy, or they have accommodation they are entitled to occupy but they cannot be reasonably expected to occupy it for any reason. The individual sleeps in open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments) or in other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats or stations).

Unknown - The accommodation status is unknown (either because the status is awaiting assessment, or because no status is recorded, or because there are multiple statuses, or because of other errors in the record).

Excluded - The offender was no longer under the supervision of HMPPS, had their probation revoked, or was returned to custody. Reasons for exclusion include, but are not limited to, failure to comply, facing additional charges, concurrent sentences, good progress, sentence expiry, reaching age limits, and lack of supervision license.

A.7 Employment Status

Employed - Any type of paid work regardless of whether this is permanent or temporary. This could be full-time employed, part-time employed, full-time self-employed, part-time self-employed, apprenticeship, temporary or casual work, or zero-hours contract.

Unavailable for Work - Those who are retired, carers, are unable to work due to FNO (foreign national offender) restrictions, or because of Work Capability Assessment, participating in any form of education, whether full-time or part-time, or volunteering.

Unemployed - Those who are recorded as having no paid employment or who have other sources of income. They could be unemployed and on benefit, unemployed and not on benefit, in receipt of state benefit, any other income or enrolled in education or training but have not yet started.

Unknown - The employment status is unknown because the individual declined to provide information, no status is recorded, there are multiple incompatible statuses for a single release, or because of other errors in the record.

Excluded - The offender was no longer under the supervision of HMPPS, had their probation revoked, or was returned to custody. Reasons for exclusion include, but are not limited to, failure to comply, facing additional charges, concurrent sentences, good progress, sentence expiry, reaching age limits, and lack of supervision license.

A.8 Miscellaneous terms

Probation Service - the Probation Service is a statutory criminal justice service that supervises high-risk offenders released into the community. They are responsible for sentence management in both England and Wales, along with accredited programmes, unpaid work, and structured interventions.

Police National Computer (PNC) – the PNC is the police's administrative IT system used by all police forces in England and Wales and managed by the National Policing Improvement Agency. As with any large-scale recording system, the PNC is subject to possible errors with data entry and processing. The MoJ maintains a database based on weekly extracts of selected data from the PNC in order to compile statistics and conduct research on reoffending and criminal histories. The PNC largely covers recordable offences – these are all indictable and triable-either-way offences plus many of the more serious summary offences. All figures derived from the MoJ's PNC database, and in particular those for the most recent months, are likely to be revised as more information is recorded by the police.

Recordable offences – recordable offences are those that the police are required to record on the PNC. They include all offences for which a custodial sentence can be given plus a range of other offences defined as recordable in legislation. They exclude a range of less serious summary offences, for example television licence evasion, driving without insurance, speeding and vehicle tax offences. Offence group (based on Office for National Statistics crime classifications) offences classified into 13 separate offence categories using the ONS crime classifications.

Indictable and summary offences – Proven reoffending statistics quarterly (published 27 July 2023) included a table (B1.1) on serious sexual/violent proven reoffences and serious acquisitive proven reoffences. Another way to classify the seriousness of an offence is to classify the offence as 'summary', 'triable-either-way' or 'indictable-only'. Indictable-only offences cover the most serious offences that must be tried at the Crown Court; these offences include murder, manslaughter, rape and robbery. These are reported in table B1. Note that summary offences are triable only by a magistrates' court. This group includes motoring offences, common assault and criminal damage up to £5,000. Triable-either-way offences are more serious offences; these can be tried either at the Crown Court or at a magistrates' court and include criminal damage where the value is £5,000 or greater, theft and burglary. Summary and triable-either-way are not reported.

Youth offending teams (YOTs) - YOTs work with children who come into contact with the criminal justice system, and each one covers a certain number of local authorities. The YOTs were updated in the proven reoffending publication of the 28th July 2016.

Appendix B: Explanatory notes

On 7 June 2024, the Office for Statistics Regulation introduced the new accredited official statistics badge, to denote official statistics that have been independently reviewed by the Office for Statistics Regulation (OSR) and judged to meet the standards in the Code of Practice for Statistics.

The new badge has the same meaning as the old National Statistics badge that it replaces.

The United Kingdom Statistics Authority has designated these statistics as Accredited Offical Statistics, in accordance with the Statistics and Registration Service Act 2007 and signifying compliance with the Code of Practice for Official Statistics. Designation can be broadly interpreted to mean that the statistics:

- Meet identified user needs
- Are well explained and readily accessible
- Are produced according to sound methods
- Are managed impartially and objectively in the public interest

Once statistics have been designated as Accredited Offical Statistics it is a statutory requirement that the Code of Practice shall continue to be observed.

Symbols used

..	Not available
0	Nill or less than half of the final digit shown
-	Not applicable
*	One or both of the comparison figures are less than 30
(p)	Provisional data
(pp)	Percentage point
R	Revision

Contact details

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