



Home Office

# **Prolific and other Priority Offenders: results from the 2009 cohort for England and Wales**

**December 2010**

## Contents

Executive Summary.....	3
Chapter 1 Introduction.....	4
Chapter 2 Main results for the 2009 national cohort.....	6
Chapter 3 Offending by demographics .....	9
Chapter 4 Offending by PPOs and their contact with the CJS .....	12
Chapter 5 Summary of local results .....	16
Appendix A Main results for the 2009 local cohorts.....	17
Appendix B Measuring offending.....	21
Appendix C Data quality statement.....	24
Appendix D References.....	25

## Executive Summary

- The level of proven offending for the national cohort of offenders identified as Prolific and other Priority Offenders (PPOs) was 39 per cent lower for the follow-up period (1 April 2009 to 31 March 2010) compared with their offending during the baseline period (1 October 2007 to 30 September 2008). This national cohort contained 10,635 individuals (the number of offenders on the programme on 1 February 2009 and tracked for this measure).
- The rate of offending for the entire PPO cohort was 2.4 offences per individual.
- Fifty-six per cent of the 2009 PPO cohort were proven to have committed an offence during the follow-up period. The rate of offending amongst those who had committed an offence was 4.3 offences per individual.
- The offence group 'theft' accounted for one-fifth of proven offences for the national PPO cohort. Serious acquisitive crimes (domestic burglary, theft of and theft from motor vehicles and robbery) accounted for 13 per cent of proven offending by PPOs.
- The mean age for offenders in the 2009 PPO cohort was 27 years, with 97 per cent of the 2009 PPO cohort recorded as male.
- The under-18 age group formed six per cent of the 2009 PPO cohort. Their rate of offending was higher than any other age at 4.3 offences per individual.
- Forty-four per cent of the offences committed by the 2009 PPO cohort in the follow-up period resulted in an immediate custodial sentence being received. Taking and driving away and related offences (72%), and domestic burglary (86%) were the offence types where immediate custodial sentences were most commonly received.
- Out of 173 Local Strategic Partnership areas, 146 recorded a reduction in proven offending which exceeded their predicted reduction; 21 areas recorded a reduced volume of offending that was less than the predicted reduction. Only six areas recorded an increased level of offending.

## 1. Introduction

This report presents the latest annual statistics on the proven offending<sup>1</sup> of individuals identified as Prolific and other Priority Offenders (PPOs). The data presented in this report are intended to provide a measure of the level of proven offending for those identified by local agencies as PPOs.

This report updates the previous publication of data based on the 2008 cohort of Prolific and other Priority Offenders with the findings for the 2009 cohort. The previous report is available at:

<http://rds.homeoffice.gov.uk/rds/pdfs10/misc0110.pdf>

The PPO programme was introduced to provide end-to-end multi-agency management of the most active and locally damaging offenders. The agencies involved typically include: police, local authorities, prison and probation services, drug services and youth offending teams. The size of the PPO caseload at a local level is influenced by a range of factors, including the number of offenders who meet the locally agreed selection criteria and the capacity of local partner agencies to provide the intensive management of offenders under PPO supervision.

The headline measure presented in this report monitors the offending of a fixed cohort of offenders, who were identified as PPOs by local PPO schemes at 01 February 2009. It compares their level of proven offending during the baseline period, which for this cohort was 01 October 2007 to 30 September 2008, with the level of proven offending during the follow-up period, 01 April 2009 to 31 March 2010.<sup>2</sup>

The main results on offending for the cohort at the national level are presented in Chapter 2, with more detailed analysis of offending broken down by demographic factors (such as age and gender of PPOs) in Chapter 3. PPO offending is also analysed according to their contact with the Criminal Justice System (CJS) in Chapter 4.

A summary of results at the local level is presented in Chapter 5 and figures for each upper tier local authority area are available in Appendix A, as well as the supplementary tables.

It should be noted that the results presented here are intended as outcome indicators of progress towards addressing the offending of a group of locally identified offenders, but cannot be used to determine the effectiveness of interventions. This is due to the absence of a 'counterfactual', i.e. an indication of what would have happened had the interventions not been applied.

---

<sup>1</sup> As measured by offences proven by a conviction in court, cautions, reprimands and final warnings. See Appendix B for further details.

<sup>2</sup> Further details on the measurement periods for offending by the 2009 PPO cohort are contained in Appendix B.

The data presented here are different from statistics published by the Ministry of Justice on the national measure of adult reoffending and local measures of adult and youth reoffending. The methods used also differ from those used to measure offending of drug-misusing offenders. Further detail on the differences between these measures is given in Appendix B.

The Ministry of Justice launched a consultation on improvements to its statistics on 17 November 2010. Part of this consultation proposed to introduce a single comprehensive framework for measuring reoffending to replace the existing measures. The proposal would involve elements of this bulletin being incorporated into a quarterly bulletin for the new reoffending measure. For more information, and to respond to the consultation, please follow this link: [www.justice.gov.uk/consultations/consultations.htm](http://www.justice.gov.uk/consultations/consultations.htm)

## 2. Main results for the 2009 national cohort

### *Introduction*

This chapter gives an overview of the levels of offending observed for the 2009 PPO cohort in the period, 1 April 2009 to 31 March 2010. The rate, prevalence and concentration of offending are discussed compared with the baseline period of 1 October 2007 to 30 September 2008.

### *Rate of offending*

The level of proven offending for the 2009 PPO cohort in the follow-up period was 39 per cent lower than their level of proven offending during their baseline period.

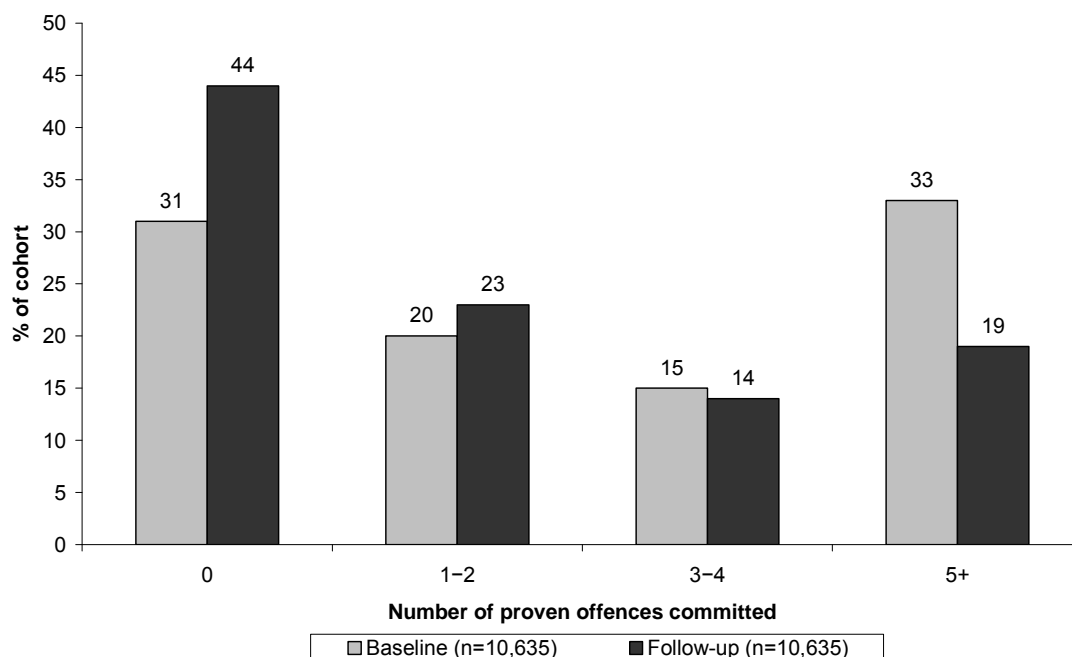
- The national PPO cohort being tracked for this measure contained 10,635 individuals. This included all offenders who had been locally identified as a PPO at 1 February 2009.
- The cohort was proven to have committed 25,151 offences, as recorded on the Police National Computer (PNC) in the 12 months to March 2010.
- The volume of proven offences in this period corresponds to a rate of 2.4 offences per individual.
- The 10,635 offenders were proven to have committed 41,202 offences in the baseline period, a rate of 3.9 offences per offender.
- This volume of offending for the 2009 cohort corresponds to a 39 per cent decrease compared to their baseline period.

### *Prevalence and frequency of offending*

The reduction in offending observed for the 2009 PPO cohort was due to a reduction in both the prevalence (the proportion of the cohort who offended at least once in the follow-up period) and frequency of offending (the rate of offending amongst those who offended in the follow-up period).

- The prevalence of offending decreased from 69 per cent in the baseline period to 56 per cent in the follow-up period.
- Frequency of offending also decreased. The rate of offending amongst those who had committed a proven offence during the follow-up period was 4.3 offences per individual. The rate of offending amongst those who had committed an offence during the baseline period was 5.7 offences per individual.

**Figure 1 Distribution of offences for the 2009 PPO offender cohort, by number of offences committed during baseline and follow-up periods**

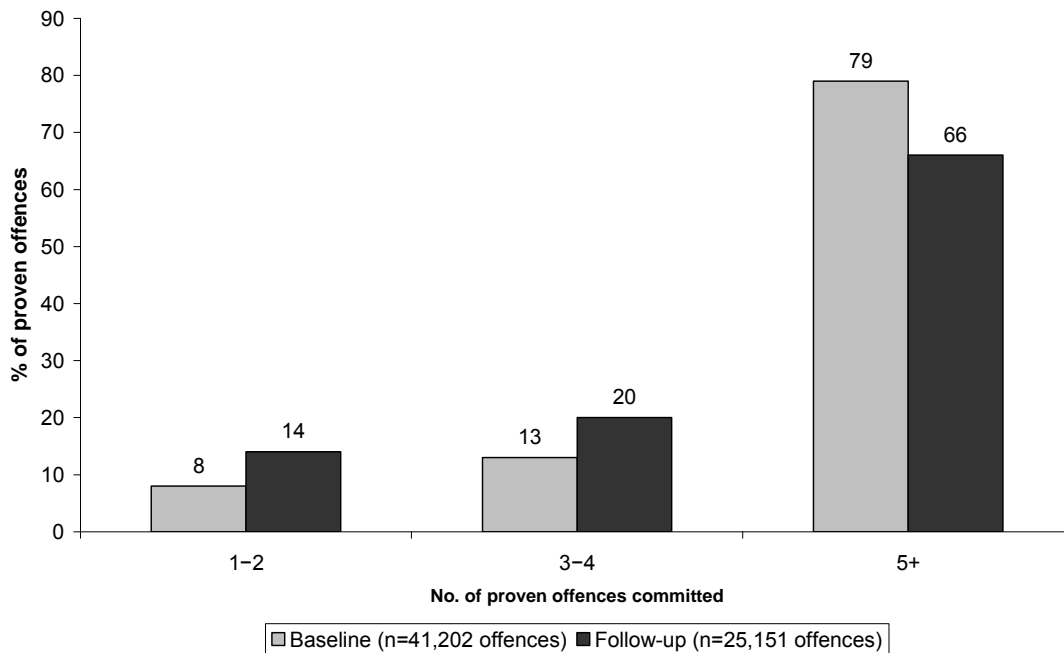


### *Concentration of offending*

The group of offenders in the 2009 cohort who committed five or more offences in the 12-month follow-up period accounted for the majority of all offences committed by the cohort (Figures 1 and 2).

- The proportion of PPOs recording no proven offences increased between the baseline and follow-up period (from 31% to 44%).
- The proportion of PPOs recording either one or two proven offences increased between the baseline and follow-up period (from 20% to 23%).
- The proportion of PPOs with more than five proven offences fell from a third (33%) to a fifth (19%). This group were responsible for 66 per cent of proven offences committed by the cohort in the follow-up period (see Figure 2).

**Figure 2 Concentration of offences for the 2009 PPO cohort**

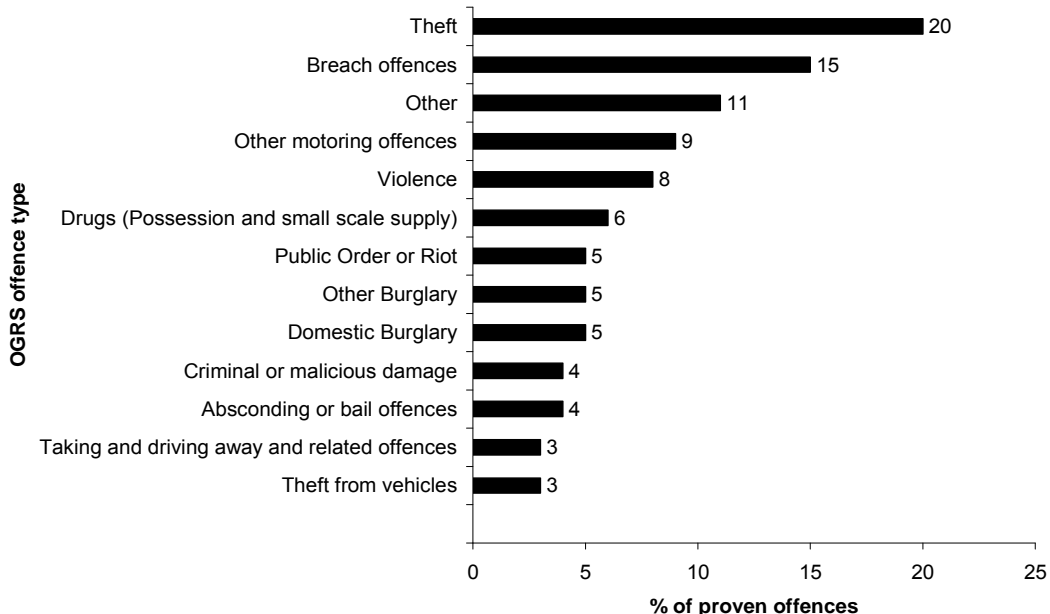


*Type of offending*

Theft was the predominant type of offence committed by individuals in the PPO cohort, followed by breach offences (e.g. breach of community order).

- Two-thirds (67%) of theft offences committed by PPOs were for shoplifting.
- Serious acquisitive crime offences (domestic burglary, robbery and vehicle crime) account for 13 per cent of the total offending during the follow-up period by the 2009 cohort.
- One third of breach offences were for breaches of community orders; of this group, one quarter (24%) were for breach of suspended sentence and 20 per cent were for breach of conditional discharge. The 'other' offence type is largely made up of breach of Anti Social Behaviour Order (ASBO) offences.

**Figure 3 Most common offence types committed by 2009 PPO cohort**





### 3. Offending by demographics

#### *Introduction*

This chapter presents results on offending for a number of different sub-groups of the 2009 PPO cohort. The composition of the cohort by demographic factors (gender and age) is presented along with the rate and prevalence of offending amongst these sub-groups of the cohort.

#### *Gender*

Offenders identified in the 2009 PPO cohort<sup>3</sup> were predominantly male (97%).

During the follow-up period, females in the 2009 cohort had a higher rate of proven offending compared with the males in the cohort (3.06 offences per female compared with 2.37 offences per male).

#### *Age*

Age is taken to be the age of the individual at the start of the follow-up period (For the 2009 cohort this is at 1 April 2009).<sup>4</sup>

The age profile of the PPO cohort is presented in Figure 4. Sixty-six per cent of the 2009 PPO cohort were aged under 30, with the 18–24 age band making up the largest proportion of the cohort (38%). Offenders aged under 18 represented six per cent of the PPO cohort<sup>5</sup>, whilst those aged over 40 also made up six per cent of the cohort. The mean age for the 2009 PPO cohort was 27 years.

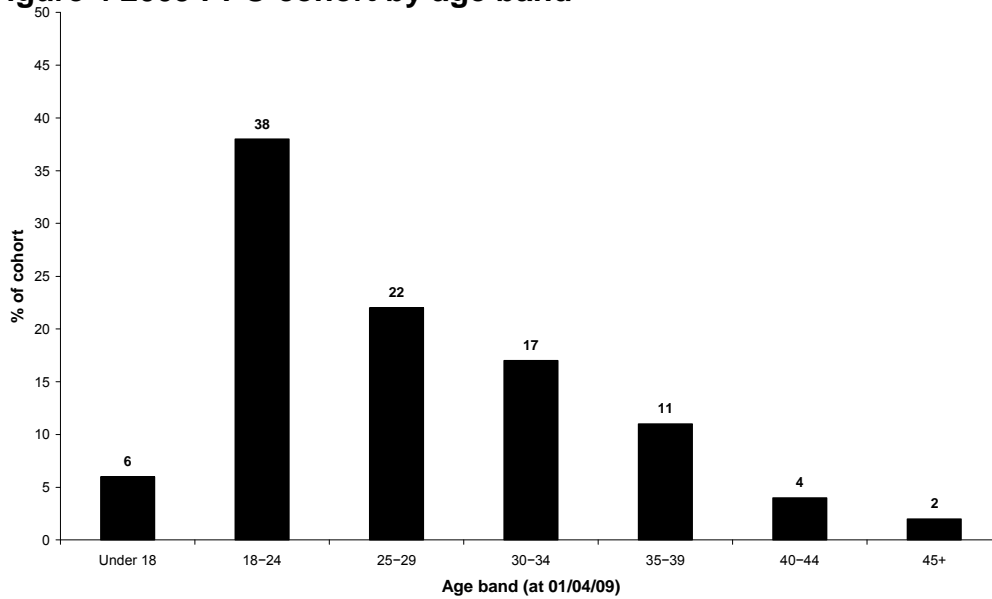
---

<sup>3</sup> Information on gender was available for 9,651 offenders in the 2009 cohort; the analysis presented is based on this group.

<sup>4</sup> Information on age was available for 10,240 offenders in the 2009 cohort; the analysis presented is based on this group.

<sup>5</sup> The age range for the under 18 band included in the 2009 PPO cohort is 12 – 17, 80% of the under 18 age band were 16 or 17 years old.

**Figure 4 2009 PPO cohort by age band**

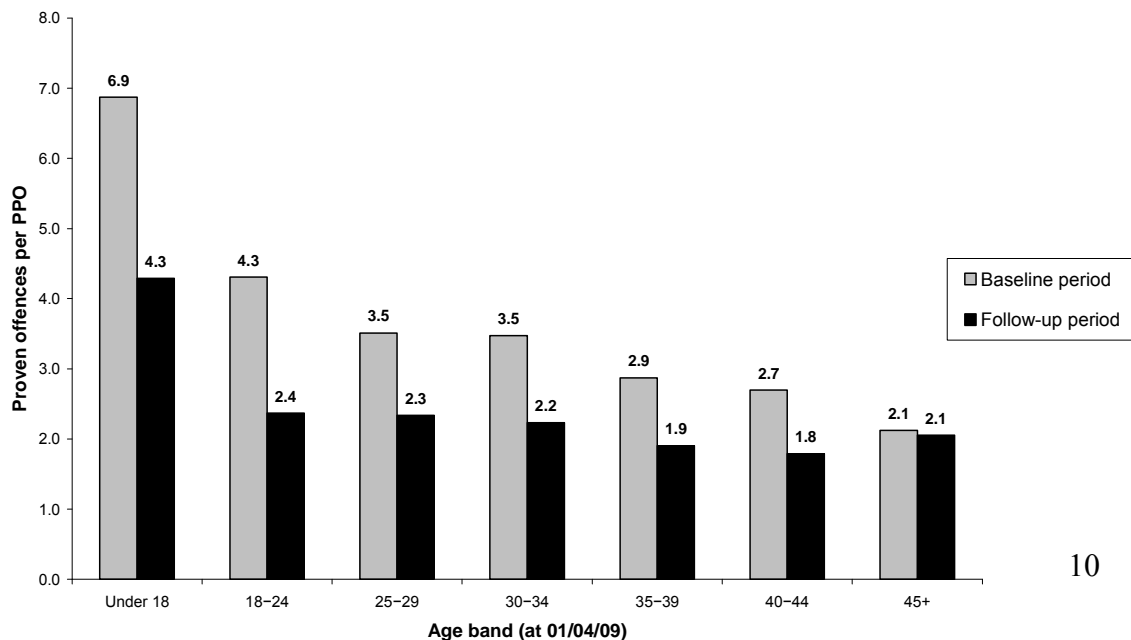


The rate of offending per PPO for the under-18 age band was markedly higher than for any of the other age bands (Figure 5) during both the baseline and the follow-up periods. The rate of offending appears to decline with age. This seems to support the widely established link between offenders' age and declining levels of offending over time (see Mcvie, 2005 for an overview of the key arguments).

The largest decrease in proven offending between the baseline and follow-up period was observed for the 18-24 age band (44%) (Figure 5).

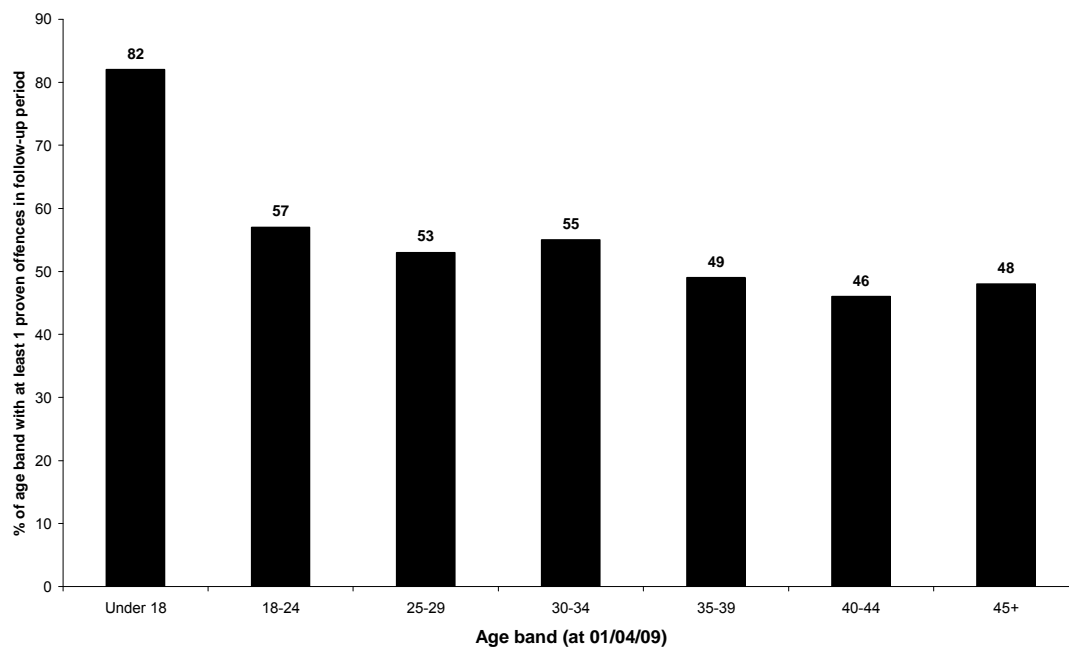
Offenders aged 45 and over, who account for two per cent of the 2009 PPO cohort, had a lower level of offending (2.1 offences per PPO) during the baseline period than the other age groups. Their offending had decreased by three per cent in the follow-up period (Figure 5). This represents the smallest decrease observed across the age bands.

**Figure 5 Rate of offending amongst the 2009 PPO cohort by age band during baseline and follow-up periods**



The prevalence of offending during the follow-up period for the under-18 age band was considerably higher than any other age band; 82 per cent of the under-18 age band were proven to have committed an offence during the follow-up period (Figure 6).

**Figure 6 Prevalence of offending by age band for the 2009 PPO cohort**



## 4. Offending by PPOs and their contact with the CJS

### *Introduction*

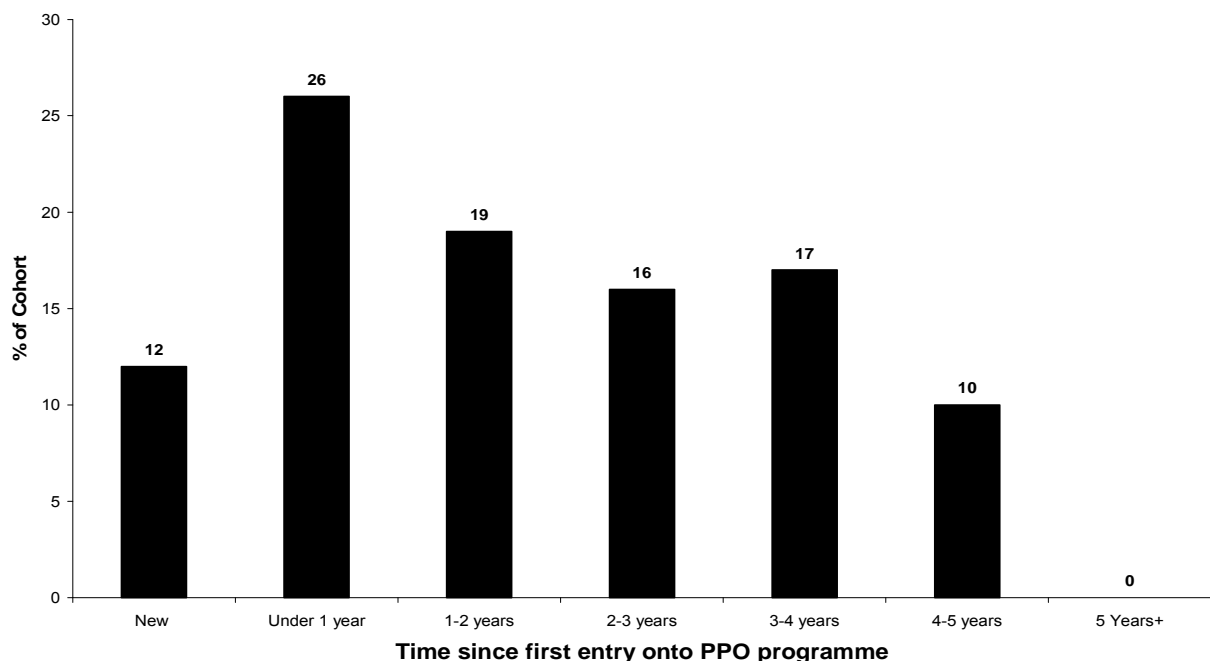
This chapter presents offending levels for the 2009 PPO cohort given the exposure they have had to the PPO programme up to the identification of offenders for the 2009 PPO cohort. It also explores the disposals (e.g. immediate custodial sentence) offenders received during the follow-up period for offences they were proven to have committed and a breakdown of the disposals by offence groupings.

### *Previous exposure to PPO programme*

Findings from an evaluation of the PPO programme (Dawson and Cuppleditch, 2007) suggested that for a cohort of offenders taken onto the PPO programme, there was a diminishing level of decreases in offending observed the longer they spent on the programme.

Figure 7 shows a breakdown of the 2009 PPO cohort according to the length of time offenders had spent on the programme since they first entered it. Thirty-eight per cent of the 2009 PPO cohort had spent less than a year on the programme, while 27 per cent of the cohort had their first entry onto a PPO programme more than three years prior to the identification of the 2009 cohort.

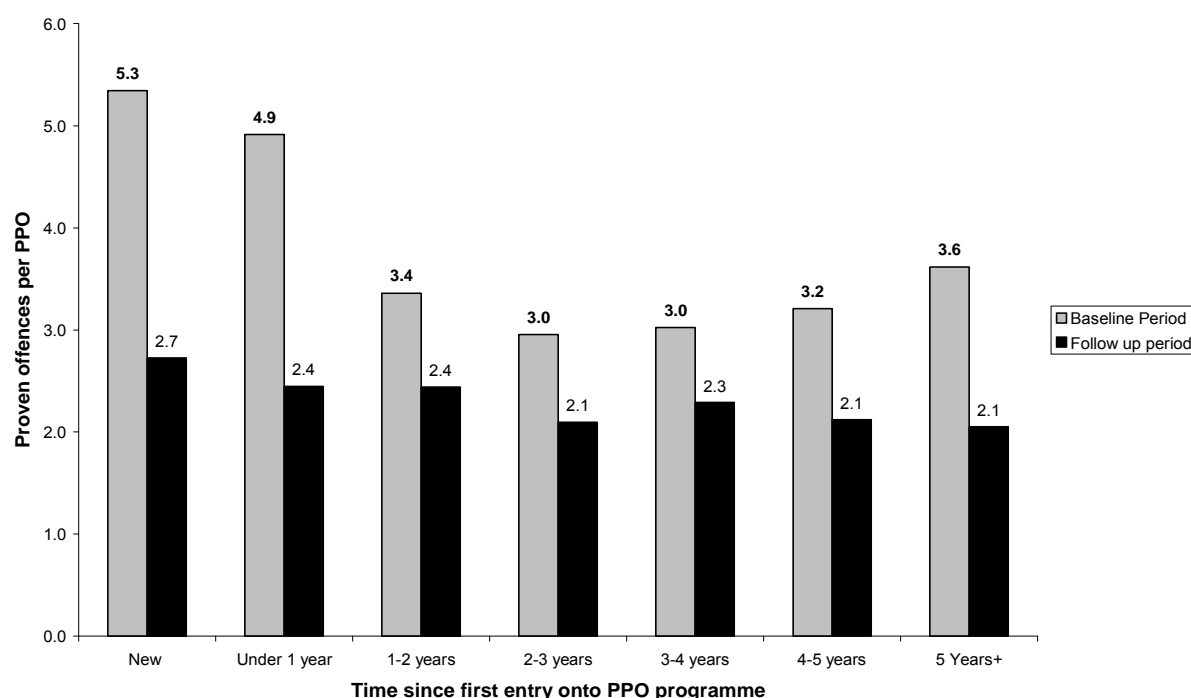
**Figure 7 2009 PPO cohort by time since first entry onto PPO programme**



The rate of offending for 'new' PPOs or those who had been on the PPO programme for less than one year was higher during the baseline period than for any other group. The offending rate for these two groups showed marked decreases in the follow-up period (Figure 8).

The group with the next highest rate of offending during the baseline period were those who had their first entry onto a PPO programme more than five years prior to the identification of the 2009 PPO cohort. Analysis of this group of offenders suggests that it was split into two sub-groups; those who had remained on the programme continuously, suggesting an entrenched level of offending, and those who had been removed and subsequently been re-entered onto the programme. Their removal could have been for a number of reasons, including reduction in their offending or receiving a long-term custodial sentence.

**Figure 8 Rate of offending by time since first entry onto PPO programme**



### *Disposals received*

For this analysis, disposals refer to the end result of a trial at court (excluding cautions, reprimands or final warnings). Disposals are received for individual offences, even if they are given at the same appearance at court. The following analysis is based on a sub-set of the 25,151 offences committed by the 2009 national cohort during their follow-up period of offending from 1 April 2009 to 31 March 2010 which received a disposal.

As illustrated in figure 9, the most common disposal received was an immediate custodial sentence, with 44 per cent of offences committed by the cohort resulting in this disposal.

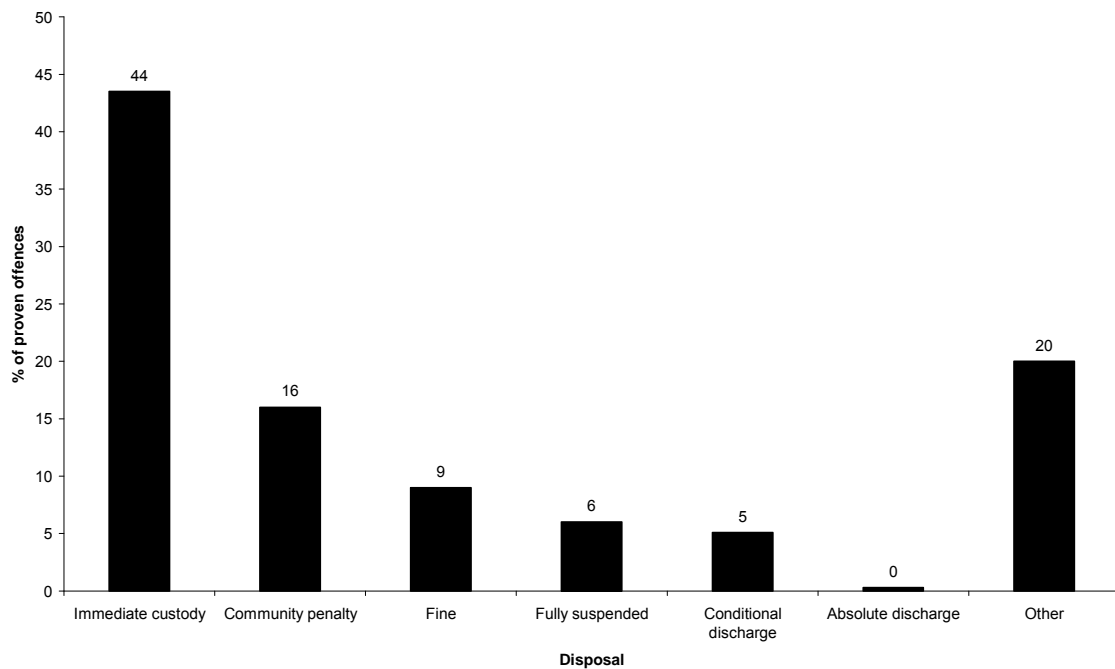
- The mean sentence length of the custodial sentences received was 251 days.
- Eighty-three per cent of the custodial sentences received by the cohort were for less than 365 days.

- Fifty-two per cent of the custodial sentences received by the cohort were for less than 90 days.

This shows that the majority of custodial sentences given to the 2009 PPO cohort were for short periods, although a small proportion of the cohort may have received a custodial sentence that would have kept them incarcerated for all or much of the follow-up period. Further analysis would be needed to examine the impact of disposals on the rate of subsequent offending.

Community penalties were given for 16 per cent of proven offences committed by the cohort. The 'other' disposal type was used for one-fifth (20%) of disposals; this category is primarily made up of deferred sentences.

**Figure 9 Disposals received for offences committed by 2009 PPO cohort**



Exploring disposals received for different offence types (Table 1) reveals a high usage of immediate custody disposals for taking and driving away and related offences (72 per cent), domestic burglary (86 per cent), other burglary (64 per cent) and violence offences (60 per cent). Disposals classified as 'other' were used in a relatively high proportion of cases for breach offences (44 per cent) and other motoring offences (45 per cent). These disposals were typically where sentencing had been deferred to a later date.

**Table 1 Disposals received for most common offences committed by 2009 PPO cohort, by offence type**

Offence Type	Absolute discharge	Conditional Discharge	Fine	Community Penalty	Fully Suspended	Immediate Custodial	Other
Theft	0%	11%	9%	21%	8%	42%	8%
Breach offences	0%	0%	4%	25%	4%	23%	44%
Other	1%	4%	21%	16%	4%	43%	12%
Other motoring offences	0%	1%	6%	8%	4%	35%	45%
Violence	0%	5%	5%	14%	8%	60%	7%
Drugs (Possession and small scale supply)	1%	12%	31%	14%	3%	24%	15%
Public Order or Riot	1%	16%	35%	9%	3%	21%	16%
Other Burglary	0%	1%	1%	19%	9%	64%	6%
Domestic Burglary	0%	0%	0%	6%	4%	86%	5%
Criminal or malicious damage	0%	15%	12%	16%	5%	32%	21%
Absconding or bail offences	1%	5%	18%	11%	4%	38%	23%
Taking and driving away and related offences	0%	1%	1%	13%	5%	72%	8%
Theft from vehicles	0%	4%	3%	18%	12%	58%	6%

## 5. Summary of local results

### *Introduction*

This chapter presents headline results on actual and predicted levels of offending for the local cohorts of PPOs.

The cohorts for each LSP (Community Safety Partnerships in Wales) area consist of offenders identified in each area according to locally agreed inclusion criteria and capacity amongst partner agencies.

Local PPO offending is measured in a similar way to the national figures presented in this report. The volume of proven offences for each local cohort during the financial year 2009/10 is compared to the volume of proven offences for the same cohort during the baseline period.

Where the local measure differs is in its use of a predicted volume of offending for each area. The predicted volume of offending enables each partnership's actual change in offending to be more accurately compared with other local areas (further details on the prediction methodology are given in Appendix B). For instance an area with a cohort which has (on average) been on the PPO programme for a shorter amount of time would be expected to record a larger reduction in proven offending than an area with a cohort which has been on the PPO programme for a longer period of time.

### *Results*

When interpreting results for the local measure, a figure greater than 1.0 represents actual offending greater (worse) than predicted while a ratio less than 1.0 represents actual offending less (better) than predicted.

In 2009, there were 146 LSPs (CSPs in Wales) that observed a decrease in offending for their local cohort, which exceeded the decrease that had been predicted. An additional 21 areas saw a reduction, although to a lesser extent than had been predicted, whilst six areas experienced an increased level of offending compared to the baseline period.

Appendix A presents a full table of results at LSP level (CSP in Wales). A more detailed breakdown of this dataset on the proven offending for local cohorts can be found in the supplementary tables to this report.



## Appendix A: Main results for the 2009 local cohorts

The following tables contain results for the local measure of PPO; these data are based on the local cohorts identified as PPOs at 1 February 2009. Proven offending of individuals in an area's cohorts is measured for the 12 month period 1 April 2009 to 31 March 2010, with an additional three-month lag to allow CJS processes to be completed.

The data given in table A.1 cover:

- The number of PPOs included in the 2009 cohort for each local area (for the purposes of measurement this is a fixed cohort for the follow up period).
- The average time (in months) spent on the PPO programme for the cohort (This is used to determine the predicted level of offending that may be expected given previous exposure to PPO);
- The three levels of offending, (the baseline volume of offending for each cohort during a preceding 12 month period, the actual volume of offending during the 12 month follow up period; and the predicted volume of offending for the follow-up period).

The predicted volume of offending provides an estimate of the level of offending that may be expected for each local cohort. This accounts for the time the local cohort has spent in contact with the PPO programme, which has been identified as having some impact on levels of subsequent offending for PPOs (Dawson and Cuppleditch, 2007).

The comparison to predicted values, in the Actual/Predicted column of the main table, is an important part of the measure. It means that values are comparable across different cohorts. Using the ratio measure it is valid to compare performance between different areas and in the same area over time (despite cohorts being refreshed annually).

- A ratio of 1 means that predicted and actual proven offending were identical.
- A ratio of less than 1 means that actual proven offending was lower than predicted.
- A ratio of more than 1 means the actual proven offending was higher than predicted.

It is important to note the size of the cohorts vary from area to area; for some areas with particularly small cohorts, the actual and predicted volumes can be susceptible to large changes arising from the changes in offending of relatively few individuals.

**Table A.1 Actual and predicted proven offending by individuals in 2009 local area cohorts, by LSP (England) and CSP (Wales)**

Region / Wales	LSP / CSP	Cohort Size <sup>1</sup>	Average time on programme since first entry(Months)	Baseline volume of offending	Follow-up volume of offending	Predicted volume of offending	Ratio (Actual / Predicted)
<b>East Midlands</b>							
	Derby	112	31.0	272	170	235	0.72
	Derbyshire	211	23.0	728	448	632	0.71
	Leicester	217	22.0	870	418	748	0.56
	Leicestershire	134	16.3	519	348	450	0.77
	Lincolnshire	101	22.6	330	188	284	0.66
	Northamptonshire	239	29.2	858	522	732	0.71
	Nottingham	286	28.2	761	423	620	0.68
	Nottinghamshire	207	21.0	631	340	513	0.66
	Rutland	*	*	*	*	*	*
<b>Eastern</b>							
	Bedford	34	28.7	81	75	68	1.10
	<i>Bedfordshire</i>	27	19.8	96	87	82	1.06
	Cambridgeshire	65	22.3	354	200	301	0.66
	Essex	154	22.9	744	491	602	0.82
	Hertfordshire	150	22.3	647	444	552	0.80
	Luton	43	25.0	198	83	167	0.50
	Norfolk	91	19.7	259	277	221	1.25
	Peterborough	53	27.2	316	154	262	0.59
	Southend	32	17.8	190	87	156	0.56
	Suffolk	137	26.6	620	539	523	1.03
	<i>Thurrock</i>	21	21.9	108	57	89	0.64
<b>London</b>							
	<i>Barking &amp; Dagenham</i>	28	24.9	76	41	65	0.63
	<i>Barnet</i>	28	17.0	100	55	84	0.65
	<i>Bexley</i>	22	16.1	60	28	51	0.55
	Brent	45	25.5	182	99	151	0.66
	Bromley	30	15.5	104	87	89	0.98
	Camden	56	17.0	193	88	157	0.56
	<i>City of London</i>	17	24.4	95	61	78	0.78
	<i>City of Westminster</i>	35	26.1	127	103	108	0.95
	<i>Croydon</i>	23	26.6	43	16	37	0.43
	Ealing	40	28.5	83	80	70	1.14
	<i>Enfield</i>	20	32.0	64	36	53	0.68
	<i>Greenwich</i>	25	17.4	74	56	63	0.89
	Hackney	45	27.5	139	80	117	0.68
	<i>Hammersmith &amp; Fulham</i>	29	24.0	158	44	133	0.33
	Haringey	40	11.2	181	93	149	0.62
	<i>Harrow</i>	28	29.8	56	25	47	0.53
	<i>Havering</i>	28	32.7	84	58	68	0.85
	<i>Hillingdon</i>	29	25.0	105	78	88	0.89
	Hounslow	46	15.3	121	111	101	1.10
	Islington	41	24.1	78	66	64	1.03
	<i>Kensington &amp; Chelsea</i>	26	33.3	122	63	101	0.62
	<i>Kingston upon Thames</i>	23	29.6	74	48	64	0.75
	Lambeth	47	21.6	138	83	116	0.72
	Lewisham	37	20.4	123	66	104	0.63
	<i>Merton</i>	24	9.9	106	51	83	0.61
	Newham	47	33.0	196	88	160	0.55
	<i>Redbridge</i>	28	13.5	85	45	70	0.64
	<i>Richmond upon Thames</i>	21	24.5	51	45	44	1.02
	Southwark	35	23.4	98	77	83	0.93
	<i>Sutton</i>	24	16.2	76	33	64	0.52
	Tower Hamlets	44	17.7	141	92	119	0.77
	Waltham Forest	33	14.4	82	68	70	0.97
	<i>Wandsworth</i>	29	19.1	144	60	117	0.51

Prolific and other Priority Offenders: results from the 2009 cohort for England and Wales

Region / Wales	LSP / CSP	Cohort Size <sup>1</sup>	Average time on programme since first entry(Months)	Baseline volume of offending	Follow-up volume of offending	Predicted volume of offending	Ratio (Actual / Predicted)
<b>North East</b>							
	<i>Darlington</i>	23	18.5	121	56	98	0.57
	Durham	64	23.3	339	296	273	1.08
	Gateshead	46	28.0	289	147	239	0.62
	Hartlepool	40	23.1	264	204	218	0.94
	Langbaugh (Redcar & Cleveland)	30	22.0	193	134	161	0.83
	Middlesbrough	43	19.9	241	144	204	0.71
	Newcastle upon Tyne	68	22.8	404	287	339	0.85
	North Tyneside	36	20.3	185	109	155	0.70
	<i>Northumberland</i>	24	17.3	141	69	118	0.58
	South Tyneside	45	20.9	193	114	160	0.71
	Stockton	42	17.8	221	123	189	0.65
	<i>Sunderland</i>	26	15.7	154	103	130	0.79
<b>North West</b>							
	<i>Blackburn with Darwen</i>	29	17.4	150	91	129	0.71
	Blackpool	68	27.5	283	158	242	0.65
	Bolton	100	22.8	419	241	352	0.68
	Bury	39	21.7	121	93	103	0.90
	Cheshire East	67	12.8	210	126	180	0.70
	Cheshire West	52	17.9	289	154	247	0.62
	Cumbria	67	16.7	416	205	353	0.58
	<i>Halton</i>	24	18.5	85	66	71	0.93
	Knowsley	68	16.3	251	121	203	0.60
	Lancashire	297	26.0	1611	888	1371	0.65
	Liverpool	124	30.8	313	250	247	1.01
	Manchester	455	24.3	1187	683	963	0.71
	Oldham	65	14.0	262	149	217	0.69
	Rochdale	63	22.0	237	148	204	0.73
	Salford	53	26.5	224	115	184	0.63
	Sefton	62	20.5	170	109	139	0.78
	St. Helens	48	19.5	102	107	81	1.32
	Stockport	70	30.7	197	118	164	0.72
	Tameside	79	34.5	245	135	203	0.67
	Trafford	68	23.3	165	83	139	0.60
	<i>Warrington</i>	23	30.9	77	43	63	0.68
	Wigan	81	10.9	271	108	231	0.47
	Wirral	52	23.7	143	124	122	1.02
<b>South East</b>							
	<i>Bracknell Forest</i>	15	14.9	83	50	70	0.71
	Brighton & Hove	86	13.0	322	169	266	0.64
	Buckinghamshire	48	15.8	206	170	171	0.99
	East Sussex	87	11.0	273	182	223	0.82
	Hampshire	164	23.8	898	533	749	0.71
	<i>Isle of Wight</i>	27	30.5	199	103	165	0.62
	Kent	188	18.7	617	461	506	0.91
	Medway	42	20.6	204	177	163	1.09
	<i>Milton Keynes</i>	24	22.1	83	56	71	0.79
	Oxfordshire	100	15.4	355	198	302	0.66
	<i>Portsmouth</i>	27	25.2	97	96	81	1.19
	<i>Reading</i>	29	26.9	90	37	72	0.51
	<i>Slough</i>	27	18.0	64	21	55	0.38
	Southampton	40	23.4	94	107	81	1.32
	Surrey	110	9.9	514	319	426	0.75
	<i>West Berkshire</i>	16	21.1	105	53	88	0.60
	West Sussex	121	13.2	583	333	467	0.71
	Windsor & Maidenhead	23	27.6	61	37	51	0.73
	Wokingham	*	*	*	*	*	*

Region / Wales	LSP / CSP	Cohort Size <sup>1</sup>	Average time on programme since first entry(Months)	Baseline volume of offending	Follow-up volume of offending	Predicted volume of offending	Ratio (Actual / Predicted)
<b>South West</b>							
	<i>Bath and North East Somerset</i>	29	15.5	89	78	73	1.07
	Bournemouth	34	15.1	90	86	76	1.13
	City of Bristol	134	18.4	572	353	492	0.72
	Cornwall	54	24.6	216	104	170	0.61
	Devon	116	19.5	553	247	463	0.53
	<i>Dorset</i>	17	18.6	70	35	57	0.61
	Gloucestershire	107	21.0	396	230	334	0.69
	North Somerset	34	22.3	158	100	123	0.81
	Plymouth	59	19.2	160	115	134	0.86
	<i>Poole</i>	12	17.6	76	23	64	0.36
	Somerset	41	12.4	147	53	122	0.43
	<i>South Gloucester</i>	23	18.1	74	49	63	0.78
	<i>Swindon</i>	17	4.2	87	45	73	0.62
	Torbay	36	28.9	97	89	81	1.10
	Wiltshire	32	1.2	258	153	220	0.70
<b>Wales</b>							
	<i>Blaenau Gwent</i>	20	26.1	74	56	62	0.90
	<i>Bridgend</i>	24	24.0	100	82	85	0.96
	<i>Caerphilly</i>	24	16.5	97	100	80	1.25
	Cardiff	97	26.5	361	155	297	0.52
	<i>Carmarthenshire</i>	27	15.9	160	119	137	0.87
	<i>Ceredigion</i>	15	22.3	92	41	78	0.53
	Conwy	31	22.8	111	79	94	0.84
	<i>Denbighshire</i>	18	29.9	68	61	58	1.05
	<i>Flintshire</i>	10	26.9	68	24	56	0.43
	<i>Gwynedd</i>	19	18.5	102	69	86	0.80
	Isle of Anglesey	*	*	*	*	*	*
	<i>Merthyr Tydfil</i>	27	18.6	107	86	89	0.97
	Monmouthshire	*	*	*	*	*	*
	<i>Neath &amp; Port Talbot</i>	15	17.2	128	82	108	0.76
	Newport	19	28.4	125	118	106	1.11
	<i>Pembrokeshire</i>	22	12.2	148	88	123	0.72
	<i>Powys</i>	12	29.2	45	40	37	1.08
	Rhondda Cynon Taff	34	19.9	159	119	135	0.88
	Swansea	46	28.5	182	171	153	1.12
	<i>Torfaen</i>	14	18.3	61	46	51	0.90
	<i>Vale of Glamorgan</i>	25	23.6	105	64	86	0.74
	<i>Wrexham</i>	20	24.5	71	104	59	1.76
<b>West Midlands</b>							
	Birmingham	349	19.1	790	580	661	0.88
	Coventry	94	26.8	303	162	261	0.62
	Dudley	68	21.8	254	130	215	0.60
	<i>Herefordshire</i>	21	22.5	100	76	82	0.93
	Sandwell	66	19.3	292	166	249	0.67
	<i>Shropshire</i>	18	22.6	59	37	50	0.74
	Solihull	34	18.8	97	68	83	0.82
	Staffordshire	149	19.5	664	273	569	0.48
	Stoke on Trent	71	18.6	183	143	151	0.95
	<i>Telford &amp; Wrekin</i>	22	23.2	50	50	42	1.19
	Walsall	64	22.1	338	192	286	0.67
	Warwickshire	87	15.7	351	249	294	0.85
	Wolverhampton	49	13.2	164	102	142	0.72
	Worcestershire	42	23.9	195	78	163	0.48
<b>Yorkshire and the Humber</b>							
	Barnsley	31	30.0	110	82	92	0.89
	Bradford	83	14.7	418	177	354	0.50
	Calderdale	36	17.5	131	84	107	0.79
	Doncaster	78	21.2	269	145	224	0.65
	<i>East Riding of Yorkshire</i>	29	21.4	140	78	118	0.66
	Kingston upon Hull	111	13.0	349	260	297	0.88
	Kirklees	97	27.1	466	237	394	0.60
	Leeds	208	17.7	937	536	778	0.69
	North East Lincolnshire	81	20.6	369	241	305	0.79
	North Lincolnshire	45	26.3	133	63	112	0.56
	North Yorkshire	62	29.1	449	249	360	0.69
	Rotherham	37	33.1	93	80	79	1.01
	Sheffield	111	21.4	309	185	260	0.71
	Wakefield	78	20.8	421	202	338	0.60
	<i>York</i>	24	17.0	85	46	70	0.66

1. In order to protect confidentiality, cohort sizes of less than 10 have been suppressed (marked with an "\*\*")

Data for areas with cohort sizes of under 30 have been included for completeness in covering all partnerships, these have been italicised.

Changes in levels of offending should be treated with caution.

## **Appendix B: Measuring offending**

### *Identifying the cohort*

The identification of a PPO is undertaken at a local level involving police, local authorities, prison and probation services and youth offending teams. The factors that influence the decision of whether an offender is included in the PPO programme are:

- the nature and volume of crimes they commit;
- the nature and volume of other harm they cause; and
- the detrimental impact they have on their community.

This process will typically involve police, prison and probation information systems and other tools available.

The size of the PPO caseload at a local level is influenced by a range of factors, including the number of offenders who meet the locally agreed selection criteria and the capacity of local partner agencies to provide the intensive management of offenders under PPO supervision.

The local PPO measure took a snapshot at 01 February 2009; it includes all offenders identified by a local area as being part of their PPO scheme. This cohort is fixed as the group of offenders being tracked for the purposes of this measure. A local area can add offenders to their PPO caseload during the course of the year, but the offending of those added will not be incorporated into this outturn data.

The offenders within a PPO cohort may not have been on the PPO programme for the entirety of the period being measured. In some instances, a PPO may be removed from the local scheme as a result of reduced offending or long-term incarceration during the follow-up period. For the purposes of this measure, however, such individuals and their proven offending are included in the calculations.

### *Counting proven offences*

This measure includes recordable offences, as entered on the Police National Computer (PNC), where there is a substantive outcome. This includes: convictions at court, cautions, reprimands and final warnings. Breach offences that lead to substantive recorded convictions are included.

It does not include: offences that are taken into consideration (TICs) or Fixed Penalty Notices (FPNs).

The offending window (referred to as follow-up period through the report) for the PPO cohort is 1 April 2009 to 31 March 2010; a further three-month period has been allowed for CJS processes to be completed and convictions to be recorded on the PNC. Offences committed by the 2009 cohort between 01 October 2007 to 30 September 2008 form the baseline period. This

represents a slight change from the baseline window used for the 2008 publication. This change was to enable local areas access to the appropriate level of data prior to the finalisation of their local targets at the time, reflecting the previous role of this measure as part of the former national indicator set.

### *Predicting offences*

The measure for offending by each area's local cohort is a ratio calculated by comparing the actual volume of proven offences in the 12 months following identification against the predicted volume of proven offences in the 12 months following identification.

The comparison to predicted values is an important part of the measure, because it means that values are comparable across different cohorts. Using the ratio measure it is valid to compare performance between different areas and in the same area over time (despite cohorts being refreshed annually).

The predicted volume of offending is calculated from the level of proven offending expected of the local cohort given the average time (in months) individuals had spent on the PPO programme. This is then compared to the findings from the national evaluation cohort<sup>6</sup>, which observed that the national cohort experienced a reduction in offending over a 17-month tracking period, with the greatest reductions being made during the earlier stages following an individual entering a PPO scheme.

### *Differences with other measures of offending and reoffending*

There are several other measures of national and local offending and re-offending that are published on a regular basis. The key measures are:

- a national measure of reoffending of adults;<sup>7</sup>
- a national measure of reoffending of juveniles;<sup>8</sup>
- a local measure of reoffending of adults;<sup>9</sup>
- a local measure of reoffending of juveniles;<sup>10</sup> and
- a local measure of the offending of drug-misusing offenders).<sup>11</sup>

There are a number of key differences between these measures which mean that the results presented are not directly comparable. Each of the measures includes individuals identified through different means, representing distinct

---

<sup>6</sup> <http://rds.homeoffice.gov.uk/rds/pdfs07/rdsolr0807.pdf>

<sup>7</sup> Further details on the reoffending of adults can be accessed via <http://www.justice.gov.uk/publications/reoffendingofadults.htm>

<sup>8</sup> Further details on the reoffending of juveniles can be accessed via <http://www.justice.gov.uk/publications/reoffendingjuveniles.htm>

<sup>9</sup> Further details on local adult reoffending can be accessed via <http://www.justice.gov.uk/publications/local-adult-reoffending.htm>

<sup>10</sup> Further details on the reoffending of juveniles can be accessed via <http://www.justice.gov.uk/publications/reoffendingjuveniles.htm>

<sup>11</sup> Further details on the offending of DRO via <http://www.homeoffice.gov.uk/rds/pdfs10/misc0310.pdf>

groups of individuals at different points, and subject to different interventions and support in the CJS.

The national adult measure of reoffending includes all adults released from custody or starting a community sentence in England and Wales in the first quarter of a particular year.

The national measure on the reoffending of juveniles includes 10- to 17-year-old offenders released from custody or commencing out-of-court or non-custodial court disposals in England and Wales in the first quarter of a particular year.

The local measure on the reoffending of adults measures the reoffending of all offenders on the probation caseload. These data are reported at regional, probation area and local authority level. This indicator provides the proportion of offenders that commit a further offence within a three-month period and compares this to the proportion that were predicted to re-offend. All offenders on the probation caseload and aged 18 or over at the end of each quarter are included in the analysis.

The local measure on the re-offending of juveniles measures the re-offending of all young people who were aged 10–17 when arrested and received a reprimand, final warning or court sentence in January to March of each year. These data are compiled by the Youth Justice Board from data submitted by Youth Offending Teams, which (with some exceptions) equate to local authority level. This indicator provides the average number of further offences committed by each young person in the January to March cohort within a 12-month period.

The national measure of the offending of drug-misusing offenders measures the offending of those individuals identified through their contact with the Criminal Justice System as Class A drug misusers in January to March of each year.

The local measure of the offending of drug-misusing offenders measures the offending of individuals identified through their contact with the Criminal Justice System as Class A drug misusers between 1 January and 31 March each year. These data are reported at Drug Action Team level (or CSP level in Wales). This measure provides the volume of offending for the offenders in a 12-month offending window; this is compared to the predicted volume of offending for the local cohort.

The Ministry of Justice launched a consultation on improvements to its statistics on 17 November 2010. Part of this consultation proposed to introduce a single comprehensive framework for measuring reoffending to replace the existing measures. The proposal would involve elements of this bulletin being incorporated into a quarterly bulletin for the new reoffending measure. For more information, and to respond to the consultation, please follow the link to the consultation: [www.justice.gov.uk/consultations/consultations.htm](http://www.justice.gov.uk/consultations/consultations.htm)

## **Appendix C: Data quality statement**

The data presented in this report are drawn from two sources.

PPO cohort data were derived from JTRACK; a management information and tracking tool used by practitioners in various criminal justice agencies to record details of the offenders being managed as PPOs in a local area. JTRACK relies on the accurate input of data by local users to ensure that the details of the caseload on the system reflect the caseload being managed. To ensure the extract taken from the system was accurate, the Home Office undertook a data quality assurance process with each PPO scheme to confirm that information on each local cohort was accurate.

Cohorts derived from JTRACK were matched to the PNC system; the matching rate for this process was very high, 0.1% of the confirmed cohort of PPOs were not matched to the PNC system.

### *Revisions policy*

Whilst the Police National Computer is a live system and the Ministry of Justice (MoJ) PNC extract (from which the data on PPO proven offending are derived) is updated on a weekly basis, the results data presented in this report are produced using snapshots of the MoJ database according to the timescales for the 'offending window' and additional lag periods outlined above. Results are not, therefore, updated to reflect later revisions to the database.

Revisions will only be made in the case of methodological change (which would only occur following consultation) or errors in the dataset (which would be corrected at the first available opportunity). In both cases, any revisions would be clearly explained in the report and accompanying tables showing the old and revised data would be included.



## Appendix D: References

Dawson, P and Cuppleditch, L(2007) 'An impact assessment of the Prolific and other Priority Offender programme', Home Office Online Report 08/07.

Mcvie, S (2005) 'Patterns of deviance underlying the age-crime curve: the long term evidence' *British Society of Criminology E-Journal* Vol 7

ISBN 978 1 84987 386 4