



Ministry
of Justice

Annex A

Interim re-conviction figures for Peterborough and Doncaster Payment by Results pilots

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Statistics Bulletin

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Background

The Ministry of Justice (MoJ) published “*Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders*” in December 2010. This Green Paper included a commitment for the MoJ to commission a series of initial ‘payment by results’ (PbR) pilot projects to test the principle that PbR can result in service improvements by delivering better outcomes for the public at the same or less cost.

The MoJ currently has two prison based PbR pilots operating in HMP Peterborough and HMP Doncaster. The Peterborough pilot began on 9 September 2010 and the Doncaster pilot on 1 October 2011.

There are a number of differences in the design of the two pilots to enable different PbR approaches to be tested. These differences (as set out below in the methodology section and also in Table A1 of the *Appendix*) mean that the interim results for the two pilots cannot be directly compared.

The final results for both pilots will be based on a 12 month re-conviction measure which counts offences committed in the 12 months following release from prison, and resulting in conviction at court either in those 12 months or in a further 6 month period (allowing time for cases to progress through the courts). As a consequence of this necessary time lag, final results will not be available until 2014 (for cohort¹ 1 of both pilots, with final results for subsequent cohorts to follow in later years).

However, given the high level of public interest in relation to the reforms set out in the MoJ publication “*Transforming Rehabilitation – a strategy for reform*”, the MoJ published for the first time in an ad-hoc publication on 13 June 2013 the “*Interim re-conviction figures for the Peterborough and Doncaster Payment by Results pilots*”. These figures were published at the earliest opportunity after MoJ statisticians judged the number of offenders being reported on to be large enough to provide robust interim figures.

Since July 2013, this annex of the MoJ’s *Proven Re-offending Statistics* quarterly bulletin provides an update of the interim re-conviction figures of these two PbR pilots and MoJ will continue publishing these updates every quarter.

¹ A cohort is the group of offenders included in the pilot, and for whom the reduction in re-convictions will be measured. See Table A1 in the *Appendix* for more details on which offenders are included in the cohorts.

Methodology

Offenders enter the PbR pilots after their first eligible release from the prison within the cohort period. For Peterborough, cohort 1 closed at the end of the month in which the 1000th eligible offender was released. For the purposes of this statistical bulletin, cohort 1 is all eligible offenders released between 9 September 2010 and 1 July 2012. For Doncaster, cohort 1 includes all eligible offenders released from 1 October 2011 to 30 September 2012.

Both PbR prison pilots use a 12 month re-conviction measure which differs from the National Statistics proven re-offending measure. The key difference is that re-convictions only count offences for which the offender was convicted at court, whereas the National Statistics proven re-offending measure also includes out of court disposals (cautions). However, the time periods used for both measures are the same – offences committed within 12 months of release from prison and convicted at court (or cautioned for the proven re-offending measure) either in those 12 months, or in a further 6 month period (allowing time for cases to progress through the courts).

There are a number of differences in the design of the two pilots to enable different PbR approaches to be tested. The Peterborough pilot includes offenders released from custodial sentences of less than 12 months, whereas the Doncaster pilot includes all offenders released from custody regardless of sentence length. Although both pilots will be assessed using a 12 month re-conviction measure, the exact measures used are different in the two pilots (see the next section, *Final re-conviction measures*, for more details).

Additionally, there are a number of other differences between the pilots and the National Statistics proven re-offending measure in terms of which offenders are counted within the cohort. These differences were set out in the PbR contracts; see Table A1 in the *Appendix* for more details.

See Table A1 in the *Appendix* for more detail on the differences between the re-conviction measures used in the pilots and the National Statistics proven re-offending measure.

Final (outcome) re-conviction measures for the prison pilots

For **Peterborough** prison the outcome measure is the frequency of re-conviction events² (based on offences committed within 12 months of release from prison and convicted at court within those 12 months or a further 6 month period). This is often referred to as a frequency measure. Success of each Peterborough cohort will be determined by comparison with a control group (of comparable offenders from across the country), and the results will be published separately.

² If an offender is re-convicted of multiple offences on one sentencing occasion, this counts as one re-conviction event.

For **Doncaster** prison the outcome measure is the proportion of offenders who commit one or more offences in the 12 months following release from prison and are convicted at court in those 12 months or in a further 6 months. This is often referred to as a binary measure. Success will be determined by comparison with the re-conviction rate in the baseline year of 2009.

Interim re-conviction measures for the prison pilots

In publishing these interim figures MoJ aims to give the most useful figures for as much of each cohort as possible at each point in time.

Initially, this is done by providing figures based on periods half the length of those that will be used for the final results, for an increasing proportion of the cohort. These cover offences committed in the 6 months following release from prison, and resulting in conviction at court either in those 6 months or in a further 3 month period (allowing time for cases to progress through the courts).

Subsequently, when the data become available, we will provide figures based on the full period that will be used for the final results: covering offences committed in the 12 months following release from prison, and resulting in conviction at court either in those 12 months or in a further 6 month period, again for an increasing proportion of the cohort.

These figures will be updated on a quarterly basis. See Table A3 in the *Appendix* for a timeline of the publication of these results.

The figures for Peterborough in this bulletin are, for the first time, 12 month re-conviction figures. They cover offenders released in the first 16 months of the cohort 1 period (the full cohort comprises 22 months).

For Doncaster, the figures presented here show 6 month re-conviction rates for all offenders released in cohort 1 (comprising a period of 12 months).

Interpreting interim re-conviction figures

The interim re-conviction figures presented in this statistical bulletin give an indication of progress in the pilots to date. However, care should be taken when interpreting these interim figures for the following reasons:

- The Doncaster figures measure re-convictions within the 6 months after release from prison, rather than 12 months;
- The Peterborough figures are based on a partial cohort;
- For the Peterborough pilot, success will be determined based on comparison with a control group of comparable offenders from across the country, which is not available for these interim results;

Users should therefore be aware that the figures presented provide our best assessment of change at this point in time. The final results will be available in 2014.

Results

Peterborough

The interim figures presented in this statistical bulletin are 12 month re-conviction figures for offenders released from Peterborough in the first 16 months of the cohort 1 period (the full cohort comprises 22 months). For comparison, we have provided equivalent figures for the five years prior to the pilots³.

Success of the Peterborough pilot will be measured against a control group of similar offenders released from other prisons, with the target met if the frequency of re-conviction events is 10% lower for the Peterborough cohort than for the control group. It is not possible to replicate that comparison for these interim figures. Instead, in order to provide some context for the Peterborough figures, we have provided equivalent national figures for the same periods. The national figures are based on other local⁴ prisons which exclude Peterborough and Doncaster.

³ Figures for Sep09-Jun11 overlap with the pilot cohort 1 period; therefore they should not be used as a baseline for comparison. They have been included to add transparency to the published figures.

⁴ Since HMP Peterborough is a local prison, the underlying characteristics of the prison and its offenders will be more similar to those of local prisons. See Annex D for a definition of local prison.

Table 1 and Figure 1: Peterborough (and national equivalent) interim re-conviction figures using a partial (16 month) cohort and a 12 month re-conviction period

Discharge Period	Peterborough			National		
	No. of offenders	Re-conviction Rate	Frequency of re-conviction events per 100 offenders	No. of offenders	Re-conviction Rate	Frequency of re-conviction events per 100 offenders
Sep05-Dec06	611	57.1%	146	25,982	56.9%	135
Sep06-Dec07	735	57.8%	159	25,463	57.8%	145
Sep07-Dec08	899	56.2%	153	28,737	57.8%	150
Sep08-Dec09	853	55.3%	168	28,673	56.0%	149
Sep09-Dec10	732	53.1%	150	26,810	56.2%	157
Sep10-Dec11	694	52.6%	148	25,793	56.5%	165

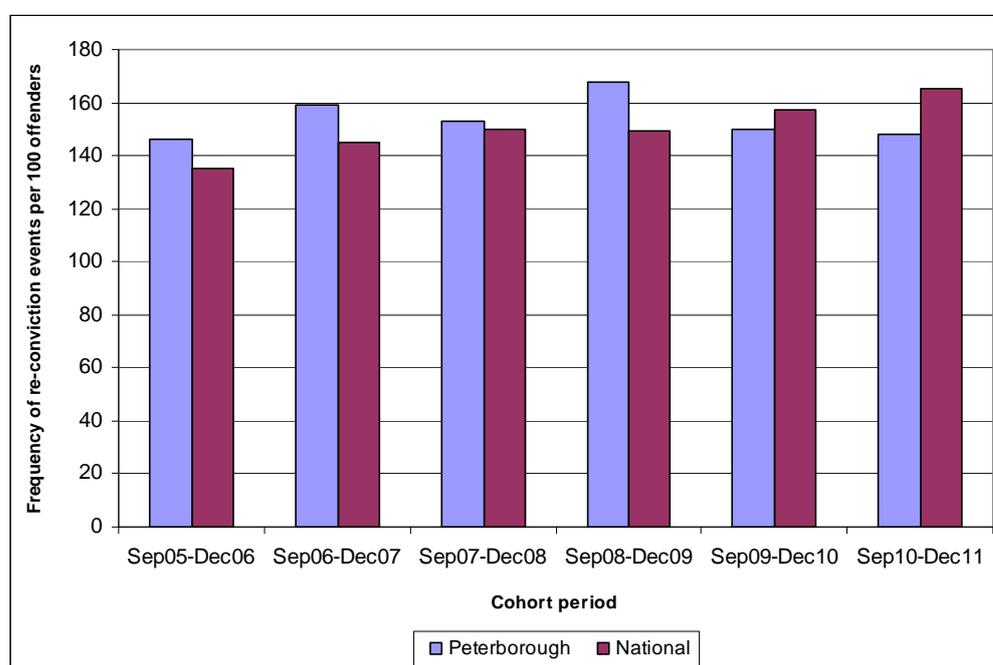


Table 1 above shows that for offenders released from Peterborough between 9 September 2010 and 31 December 2011 (the first 16 months of cohort 1), there were an average of 148 re-conviction events per 100 offenders. This compares to an average of 168 re-conviction events per 100 offenders released from Peterborough between September 2008 and December 2009; a fall of 12%.

Nationally, the equivalent figures show a rise of 11% from 149 to 165 re-conviction events per 100 offenders.

These interim figures show a fall in the frequency of re-conviction events at Peterborough while nationally there has been a substantial rise which is our best assessment of change at this point in time (see the section *Interpreting interim re-conviction figures*). The final results will be available in 2014.

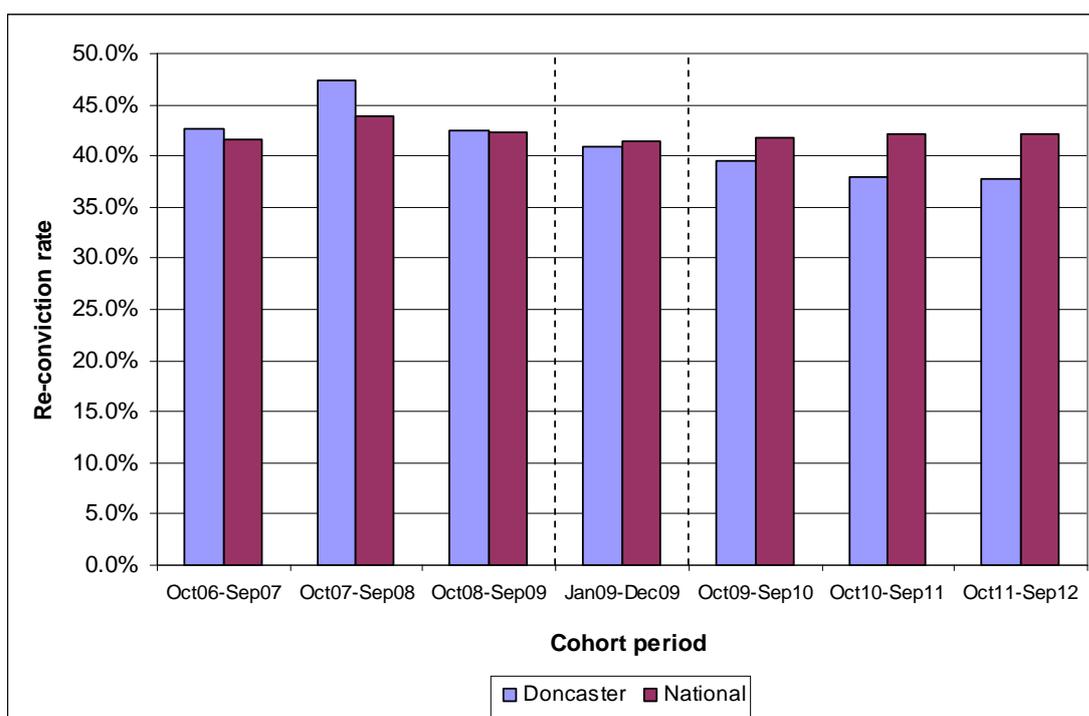
Doncaster

The interim figures presented in this statistical bulletin are 6 month re-conviction figures for offenders released from Doncaster in cohort 1 (comprising a period of 12 months). For comparison, we have provided equivalent figures for the five years prior to the pilot and equivalent national figures for the same periods. The national figures are based on other local⁵ prisons which exclude Peterborough and Doncaster.

Success of the Doncaster pilot will be measured against a baseline of calendar year 2009, with the target met if the re-conviction rate for cohort 1 is five percentage points lower than it was in 2009. Therefore, we have also provided equivalent interim figures for the calendar year 2009.

Table 2 and Figure 2: Doncaster (and national equivalent) interim re-conviction figures for cohort 1 with a 6 month re-conviction period

Discharge Period	Doncaster		National	
	No. of offenders	Re-conviction Rate	No. of offenders	Re-conviction Rate
Oct06-Sep07	1,354	42.6%	30,429	41.7%
Oct07-Sep08	1,179	47.3%	35,927	43.8%
Oct08-Sep09	1,256	42.5%	36,393	42.3%
Jan09-Dec09	1,282	41.0%	36,210	41.4%
Oct09-Sep10	1,246	39.6%	36,311	41.8%
Oct10-Sep11	1,276	37.9%	34,915	42.1%
Oct11-Sep12	1,281	37.8%	34,472	42.2%



⁵ Since HMP Doncaster is a local prison, the underlying characteristics of the prison and its offenders will be more similar to those of local prisons. See Annex D for a definition of local prison.

Table 2 above shows a 6 month re-conviction rate of 37.8% for offenders released from Doncaster between October 2011 and September 2012 (cohort 1). This compares to 41.0% for offenders from the baseline period of calendar year 2009 (a fall of 3.2 percentage points).

Nationally the equivalent figures show an increase from 41.4% in the baseline year (January 2009 to December 2009) to 42.2% for offenders released between October 2011 and September 2012 (an increase of 0.8 percentage points).

These interim figures show our best assessment of change at this point in time (see the section *Interpreting interim re-conviction figures*). The final results will be available in 2014.

Appendix

Table A1: Comparison of PbR re-conviction and National Statistics proven re-offending measures

	National Statistics measure of proven re-offending (for any prison)	PbR prison pilot re-conviction measures	
		Peterborough (cohort 1)	Doncaster (cohort 1)
The cohort	All offenders who were discharged from custody, over a 12 month period, regardless of sentence length. Excludes those in prison for breach	Male offenders aged 18 or over discharged from Peterborough prison between 9 September 2010 and 1 July 2012 after serving sentences of less than 12 months. Differences from National Statistics: <ul style="list-style-type: none"> Excludes those who serve the whole of their custodial sentence on remand Excludes foreign national offenders recorded as having been deported on release from prison Includes those in prison for breach 	Male offenders aged 18 or over discharged from Doncaster prison between 1 October 2011 and 30 September 2012 regardless of sentence length. Differences from National Statistics: <ul style="list-style-type: none"> Excludes those who serve the whole of their custodial sentence on remand Excludes foreign national offenders recorded as having been deported on release from prison
The period to measure re-convictions/re-offending	12 months for offences to occur and a further 6 months for offences to be proven (through conviction at court or a caution)	12 months for offences to occur and a further 6 months for offences to be re-convicted Note: excludes cautions	12 months for offences to occur and a further 6 months for offences to be re-convicted Note: excludes cautions
The headline measure	Proportion of offenders who commit one or more proven re-offences	Frequency of re-conviction events	Proportion of offenders re-convicted of one or more offences
What counts	Offences committed in the 12 months following release from prison, and proven by conviction at court or a caution either in those 12 months or in a further 6 months	Any re-conviction event (sentencing occasion) relating to offences committed in the 12 months following release from prison, and resulting in conviction at court either in those 12 months or in a further 6 months Note: excludes cautions	Offences committed in the 12 months following release from prison, and resulting in conviction at court either in those 12 months or in a further 6 months Note: excludes cautions

OGRS score data

Re-offending is related to the characteristics of offenders, for example offenders with a large number of previous convictions are more likely to re-offend than those with fewer previous convictions, and changes in re-conviction rates over time can be related to changes in the mix of offenders being worked with rather than a real change in the level of their re-offending.

The Offender Group Reconviction Scale (OGRS)⁶ is a predictor of re-offending based on age, gender and criminal history, which are risk factors known to be associated with the likelihood of re-offending. OGRS scores range from 0 to 1, with a lower score representing a lower likelihood of re-offending. The scores can be used to compare the relative likelihood of re-offending either over time or between different groups of offenders, with a higher/lower rate meaning a group of offenders who are more/less likely to re-offend. For example if Offender Group A have an average OGRS score of 0.44, and Offender Group B have an average OGRS score of 0.58, this means that Offender Group A are less likely to re-offend.

Tables A2a and A2b show the average OGRS scores for each of the offender groups that are measured in the tables above. These include offenders released from Peterborough and Doncaster prisons as well as those for the equivalent national groups of offenders. The figures are approximate because a small minority of offenders from each group are not included due to some data being unavailable.

Table A2a: Peterborough (and national equivalent) OGRS scores

Discharge Period	Average OGRS score	
	Peterborough	National
Sep05-Dec06	0.50	0.53
Sep06-Dec07	0.51	0.53
Sep07-Dec08	0.50	0.53
Sep08-Dec09	0.51	0.52
Sep09-Dec10	0.49	0.52
Sep10-Dec11	0.49	0.52

⁶ For more details on OGRS see Ministry of Justice Research Summary 7/09 *OGRS 3: the revised Offender Group Reconviction Scale* at: webarchive.nationalarchives.gov.uk/20110201125714/http://www.justice.gov.uk/publications/offender-assessment-system.htm

Table A2b: Doncaster (and national equivalent) OGRS scores

Discharge Period	Average OGRS score	
	Doncaster	National
Oct06-Sep07	0.56	0.54
Oct07-Sep08	0.58	0.55
Oct08-Sep09	0.57	0.54
Jan09-Dec09	0.56	0.54
Oct09-Sep10	0.55	0.54
Oct10-Sep11	0.55	0.54
Oct11-Sep12	0.53	0.54

Table A3: Timeline for publication of interim re-conviction figures

	January 2014	April 2014
Peterborough	12 month re-conviction figures for 19 months of cohort 1	12 month re-conviction figures for entire cohort 1
Doncaster	12 month re-conviction figures for 6 months of cohort 1	12 month re-conviction figures for 9 months of cohort 1

Table A4: Latest outturn figures

Prison / Area	Start date of pilot	Length of pilot	Number of eligible participants for Cohort 1	Number of eligible participants to date for Cohort 2
Peterborough Social Impact Bond (SIB)	9 September 2010	Six years	1,034 ⁷	537 ⁸
HMP Doncaster	1 October 2011	Four years	1,472 ⁹	981 ¹⁰

⁷ Eligible participants from Cohort 1 from 9 September 2010 to 1 July 2012.

⁸ Eligible participants from Cohort 2 from 2 July 2012 to 30 June 2013.

⁹ Eligible participants from Cohort 1 from 1 October 2011 to 30 September 2012. This figure is revised down from previous publications to exclude those offenders which have been identified as not meeting the eligibility criteria for the PbR pilot.

¹⁰ Eligible participants from Cohort 2 from 1 October 2012 to 30 June 2013.

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