



**Ministry
of Justice**

Official Statistics

Annex A

**Interim reconviction figures for Peterborough
Payment by Results pilots**

Employment & Reoffending PbR pilot outcomes

**Ministry of Justice
Statistics Bulletin**

30 July 2015

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Interim reconviction figures for Peterborough Payment by Results pilots

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 a prison based PbR pilot operating in HMP Peterborough, which began on 9 September 2010.

The final results for the pilot 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).

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 began publishing interim re-conviction figures for cohort 1 from June 2013 and interim re-conviction figures for cohort 2 of the Peterborough pilot in July 2014. These were the earliest opportunities that MoJ statisticians judged the number of offenders being reported on to be large enough to provide robust interim figures.

The cohort 1 results of the Peterborough pilot were published on 7 August 2014¹.

As a consequence of the necessary time lag, final results for Peterborough cohort 2 will be available in summer 2016.

These figures are updated in this dedicated annex to each edition of the MoJ’s quarterly *Proven Re-offending Statistics* bulletin.

Methodology

Offenders enter the PbR pilots after their first eligible release from the prison within the cohort period. Cohort 2 contains all eligible offenders released between 2 July 2012 and 1 July 2014.

The 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).

¹ <https://www.gov.uk/government/statistics/final-results-for-cohorts-1-payment-by-results-prison-pilots>

The Peterborough pilot includes offenders released from custodial sentences of less than 12 months.

Additionally, there are a number of other differences between the pilot 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.

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

For the Peterborough pilot 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 cohort will be determined by comparison with a control group (of comparable offenders from across the country).

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 a given point in time.

Initially, this is done by providing figures based on re-conviction periods half the length of those used for the final results, for an increasing proportion of each 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 becomes available, we provide figures based on the full re-conviction period 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 are updated on a quarterly basis. See Table A3 in the *Appendix* for a timeline of the publication of these figures.

The interim figures for Peterborough in this bulletin correspond to 6 month re-conviction figures. They cover offenders released in the entire 24 months of the cohort 2 period.

Interpreting interim re-conviction figures

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

- These figures measure re-convictions within the 6 months after release from prison rather than 12 months; and
- Success for Peterborough will be determined based on comparison with a control group of comparable offenders from across the country, which is not available for these interim figures.

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

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 summer 2016.

Interim figures

Peterborough – Cohort 2

The cohort 2 figures presented in this statistical bulletin are 6 month re-conviction figures for offenders released from Peterborough in the entire 24 months of the cohort 2 period.

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 10.0% lower for the Peterborough cohort 2 than for the control group, or 7.5% lower across Peterborough cohort 1 and cohort 2 combined. 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 local³ prisons which exclude Peterborough and Doncaster⁴.

Table 1 and Figure 1: Peterborough (and national equivalent) interim 6 month re-conviction figures for offenders released in the first 24 months of the cohort 2 period

Discharge period	Peterborough			National local prisons		
	Cohort size	Re-conviction rate	Frequency of re-conviction events per 100 offenders	Cohort size	Re-conviction rate	Frequency of re-conviction events per 100 offenders
July07-Jun09	1,282	41.0%	84	40,335	39.7%	72
July08-Jun10	1,213	39.6%	82	41,041	38.9%	73
July09-Jun11	1,056	36.6%	79	39,142	39.0%	77
July10-Jun12	1,045	38.1%	76	37,896	40.0%	82
July11-Jun13	1,026	39.2%	76	37,254	39.9%	83
July12-Jun14	1,001	40.2%	83	34,649	40.5%	85

³ 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 C for a definition of local prison.

⁴ Since a PbR pilot was also ongoing in HMP Doncaster during the cohort period

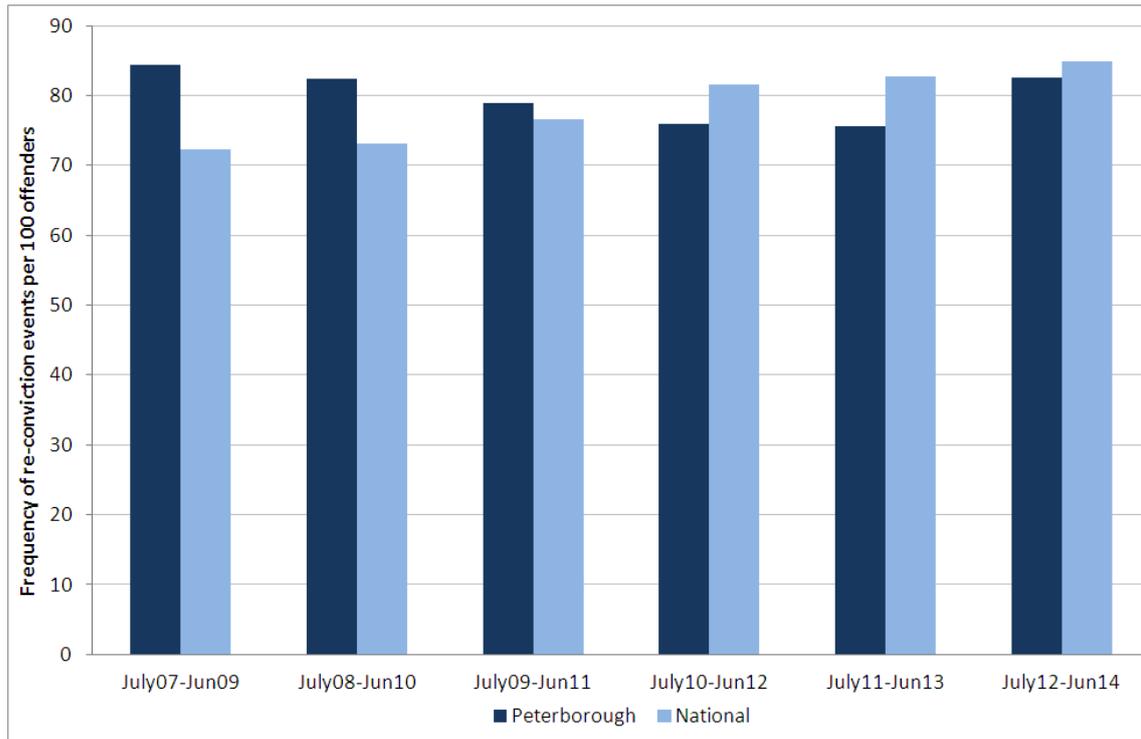


Table 1 shows that for offenders released from Peterborough between 2 July 2012 and 30 June 2014 (the full cohort 2 period), there were an average of 83 re-conviction events per 100 offenders. This shows a rise of 0.2%⁵ compared to an average of 82 re-conviction events per 100 offenders released from Peterborough between July 2008 and June 2010⁶.

Nationally, the equivalent figures show a rise of 16% from 73 to 85 re-conviction events per 100 offenders.

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 summer 2016.

⁵ Due to a rounding effect $83 \div 82 = 0.2\%$ rise

⁶ July 2008 – June 2010 is used for comparison as it is the most recent period that does not overlap with the pilot cohort 1 period

Appendix to Annex A

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

	National Statistics measure of proven re-offending (for any prison)	Peterborough PbR prison pilot re-conviction measures
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 (cohort 1) or 2 July 2012 and 1 July 2014 (cohort 2), 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
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
The headline measure	Proportion of offenders who commit one or more proven re-offences	Frequency of re-conviction events
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

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)⁷ 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 A2 shows the average OGRS scores for each of the offender groups that are measured in the tables above. These include offenders released from Peterborough prison as well as those for the equivalent national groups of offenders. The figures are approximate because a small portion of offenders from each group are not included due to some data being unavailable.

Table A2: Peterborough (and national equivalent) OGRS scores for offenders released in the first 24 months of the cohort 2 period

Discharge period	Average OGRS score	
	Peterborough	National
July07-Jun09	0.49	0.51
July08-Jun10	0.49	0.51
July09-Jun11	0.49	0.51
July10-Jun12	0.48	0.51
July11-Jun13	0.48	0.51
July12-Jun14	0.50	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 A3: Timeline for publication of re-conviction figures

	October 2015	January 2016
Peterborough	12 month re-conviction figures for the first 18 months of cohort 2 (a 24 month cohort)	12 month re-conviction figures for the first 21 months of cohort 2 (a 24 month cohort)

Table A4: Other information on the pilot

Prison / Area	Start date 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	1,034 ⁸	1001 ⁹

⁸ Eligible participants from Cohort 1 from 9 September 2010 to 1 July 2012.

⁹ Eligible participants from Cohort 2 from 2 July 2012 to 30 June 2014. This is the entire Peterborough pilot cohort 2 period , but the figure is provisional at this stage and subject to revision.

Employment & Re-offending PbR pilot outcomes

Executive Summary

The Employment & Re-offending pilot was launched in September 2012 by the Ministry of Justice (MoJ) and the Department for Work and Pensions (DWP) and saw short-sentenced offenders referred to a Work Programme provider. Half of these providers had the incentive of a payment by results (PbR) scheme on the reduction of a re-conviction measure.

There were two issues that hampered the validity of any final results. Firstly, the pilot was negatively affected by a very low offender throughput and was terminated in June 2013. Secondly, out of the 610 offenders that were considered for measurement, only 319 were found to be eligible based on the pilot specifications on geography and offender profile, and of these just 128 were referred to a PbR provider. This level of attrition from the original set of offenders means there could be undetected biases in the remaining eligible sample. The small sample size also implies a lower than intended statistical power, meaning that it is unlikely that we detect an effect from the intervention, even if there is one.

Therefore, MoJ and DWP do not consider the available data to have enough quality for a robust and reliable interpretation of any re-conviction outcomes. As a consequence, MoJ statisticians have decided not to publish any re-conviction outcomes. For transparency and in line with the Official Statistics Code of Practice, however, MoJ will publish in this document the specifics on the quality issues and the sample size limitations.

Background

In August 2011, the Deputy Prime Minister announced plans for pilot projects co-commissioned by MoJ and the Department for Work and Pensions (DWP), to test whether asking Work Programme providers to deliver tailored support to prison leavers can lead to improved employment and re-offending outcomes.

The Employment & Re-offending pilot was launched in September 2012 and saw short-sentenced offenders referred to a Work Programme provider in two areas: Wales and the West Midlands. One provider in each of the pilot areas was incentivised by PbR on re-conviction. Prison leavers were randomly allocated to an intervention or control group. Table A5 shows the names of the Work Programme providers for each area.

Table A5: Incentivised and control Work Programme providers for each area

	PbR	Control
Wales	Rehab Jobfit	Working Links
West Midlands	ESG Holdings Limited	Serco Ltd

The pilot did not see the expected offender throughput and it was terminated in June 2013.

Methodology

Initially there were 610 offenders attached to a Work Programme provider, who were referred between September 2012 and June 2013. 281 of these were in the intervention group, and 329 were in the control group.

In order to confirm eligibility and measure the re-conviction rates for these offenders it was necessary to gather information from two other sources: the Police National Computer (PNC) for re-convictions and the Prison National Offender Management Information System (PNOMIS) to confirm the re-offending starting point, sentence length and discharge prison.

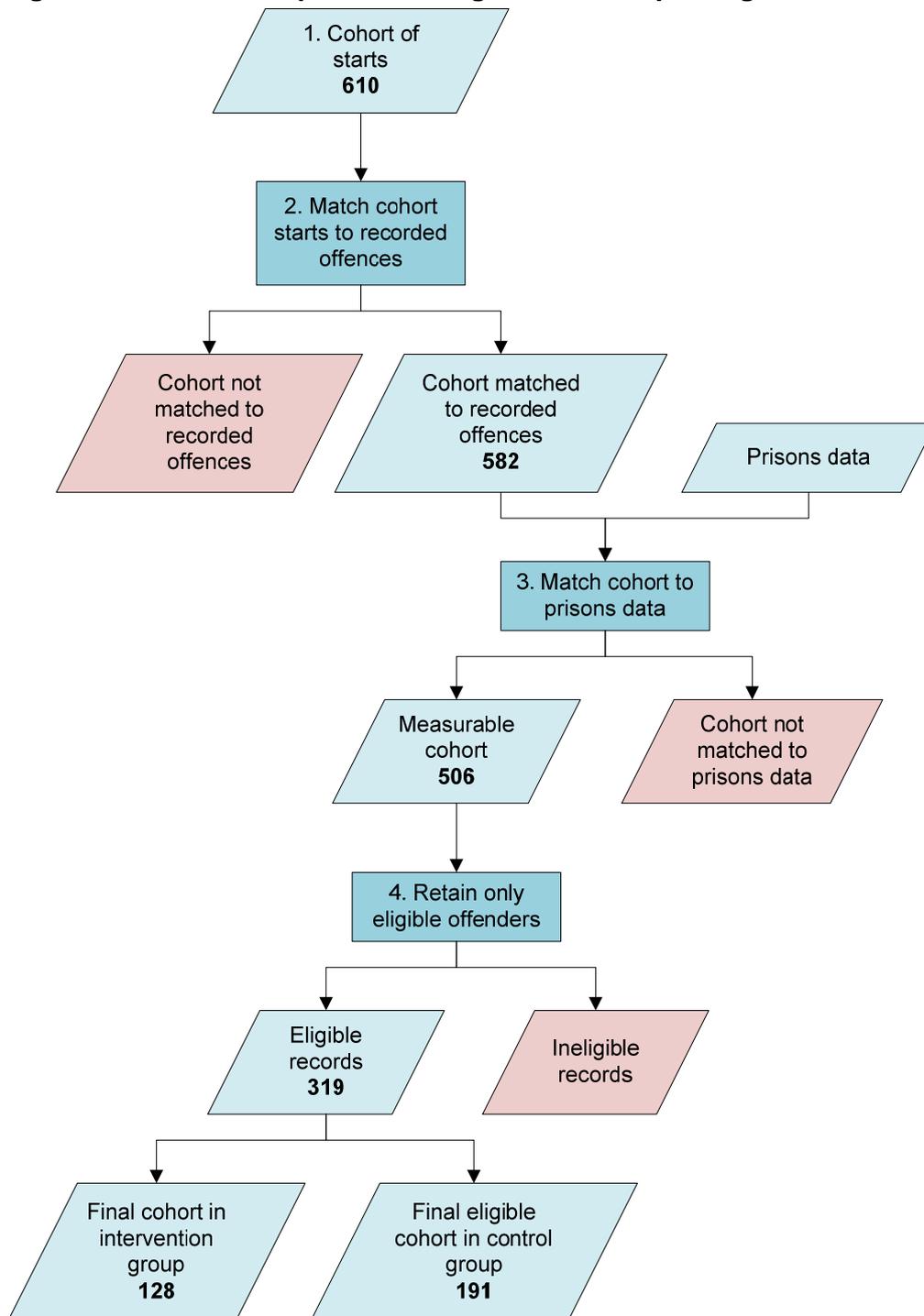
The look up of the 610 referred offenders on the PNC had a 95% retention rate. That is 582 of the original offenders were found on the PNC.

Out of the 582 referrals, 87% were matched to a prison discharge on PNOMIS, which left the count to 506 offenders. However, of these offenders, only 63% complied with the eligibility criteria.

The overall retention rate was 52%, leaving the sample to 319 (191 control + 128 intervention).

The following process map at Figure A1 summarises the methodology described above, with the number of offenders in the dataset written in bold.

Figure A1: Process map for obtaining the final unique, eligible cohort.



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