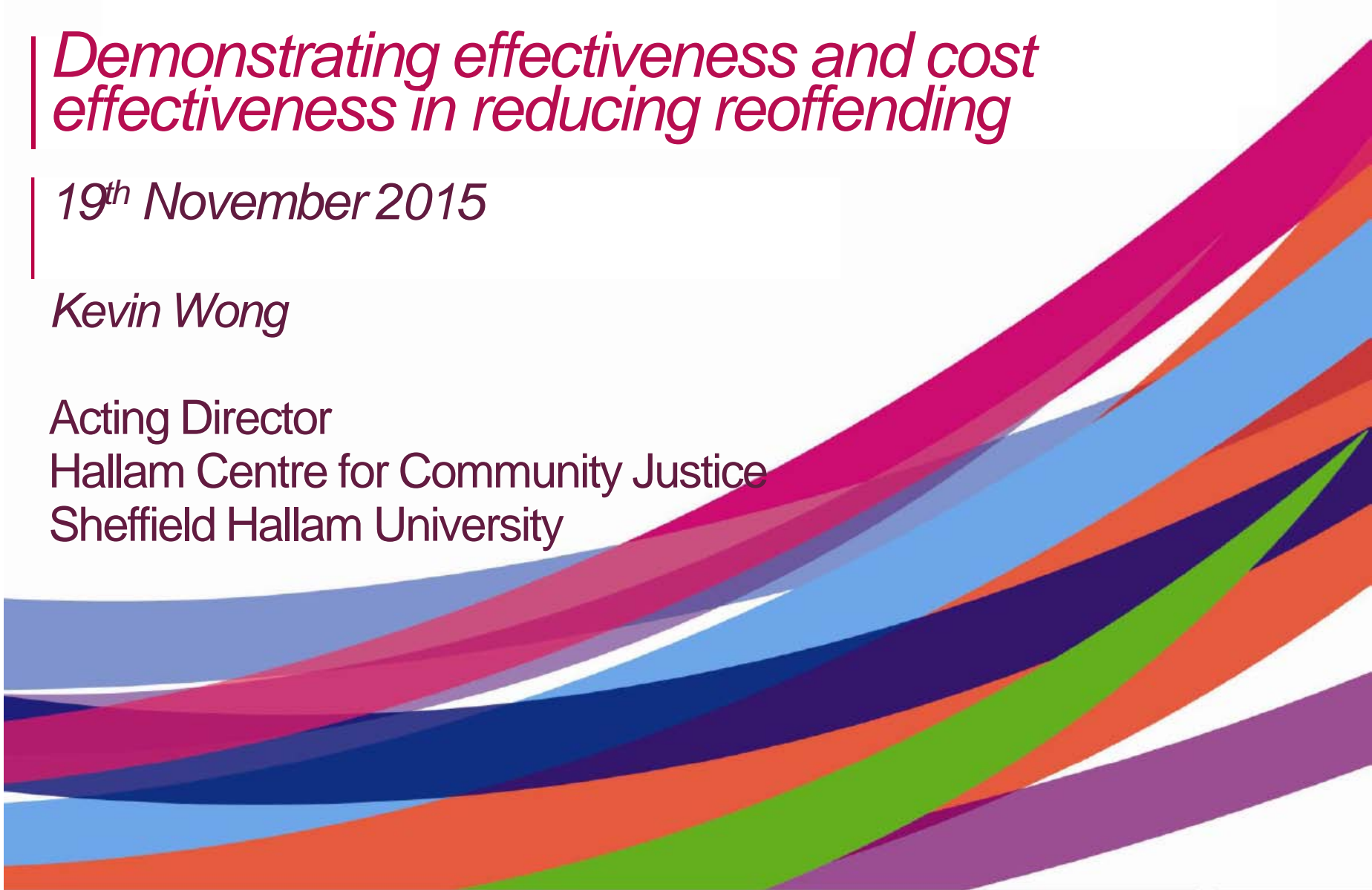


*Demonstrating effectiveness and cost
effectiveness in reducing reoffending*

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About our centre – recent and current projects

Resettlement and Rehabilitation	Women Offenders	Restorative Justice and Mentoring	Justice Reinvestment and Payment by Results	Offender management and System Change
Prisoner Education evaluation for BIS	Whole system approach to women offenders in Greater Manchester	Mapping RJ provision in England and Wales	Local Justice Reinvestment PbR pilot (MoJ)	National IOM evaluation (NOMS)
Effective collaboration in prisons for NOMS	Enhancing care for child bearing women in prison	Pre-sentence RJ pilots (NOMS)	Youth Justice Custody Reinvestment Pathfinder PbR pilot (MoJ)	National Intensive Alternatives to custody evaluation (NOMS/MoJ)
		Peer Mentoring in HMP/YOI Thorncross		Out of court disposal pilot (MoJ)

CASE STUDY

Challenges of evaluating the impact
and cost effectiveness of Integrated
Offender Management (IOM)

| IOM milestones

- Route map for IOM Pioneer sites – 2008
- Home Office PPO Refresh document - 2009
- Home Office Policy Statement on IOM – 2009
- Re-statement of Government commitment to IOM (Rehabilitation Revolution Green Paper) – 2010
- IOM efficiency toolkits - 2011
- IOM E-Learning Portal - 2012
- Re-stated Government commitment to IOM as part of Transforming Rehabilitation - 2013

| Pre-cursors to IOM

- Priority and prolific offenders programme
- Drug intervention programme
- Multi-agency Public Protection Arrangement
- NOMS ASPIRE offender management

| What is IOM?

- Multi-agency working
- Working with PPOs and DRRs in a more co-ordinated way
- Police, probation, some VCS agencies sharing information
- Co-location of police, probation and other agencies
- Working with offenders with risk scores of X and above (based on OGR scores, locally calculated risk scores, multi-agency assessment, etc....)
- Working with non-statutory offenders
- Better access to services
- Better co-ordinated pathways

| Defining IOM

“IOM was to be the strategic umbrella that brought together agencies across government to prioritise intervention with offenders causing crime in their locality;

IOM was to build on and expand current offender-focused and public protection approaches, such as PPO, DIP and MAPPA; and

IOM should relate to all agencies engaged in Community Safety Partnerships (CSPs) and Local Criminal Justice Boards (LCJBs) with direction and support in bringing together the management of repeat offenders into a more coherent structure”

(Senior et al 2011: 2-3)

| Case study: Defining IOM

- Selection and de-selection of IOM offenders
- Case management through: one to one case management; day to day offender management by co-located staff from different agencies; multi-agency case conferencing on a regular basis
- Pathways interventions responding to the case management activities
- Police enforcement/other activities such as intelligence gathering resulting from the case management activities

| Additionality

- When
- With whom
- What

| Case study: Additionality framework

	Before IOM	After IOM
1. Selection/de-selection		
2. One to one case management		
3. Day to day offender management due to co-location		
4. Multi-agency case conferencing		
5. Pathways interventions arising from case management		
6. Police activity arising from case management		

| Case study: Additionality for PPOs (snapshot)

	Before IOM	After IOM
3. Day to day offender management due to co location	<ul style="list-style-type: none"> • Police and probation co-located • Information sharing difficult • A PPO probation officer, PPO offender supervisor and a PPO police officer • Co-location started with PPOs • Less instant access to agencies 	<ul style="list-style-type: none"> • <i>Police and probation co-located</i> • <i>Existing PPO team joined by further probation officers and a new police officer</i> • <i>Accommodation worker within co-located team of police and probation</i> • <i>Prison officer also co-located.</i>

Methodological rigour: What are your stakeholders interested in?

- | | |
|---------|--|
| Level 1 | Correlation between a crime prevention programme and a measure of crime or crime risk factors at a single point in time. |
| Level 2 | Temporal sequence between the programme and the crime or risk outcome clearly observed, or the presence of a comparison group without demonstrated comparability to the treatment group. |
| Level 3 | A comparison between two or more comparable units of analysis, one with and one without the programme. |
| Level 4 | Comparison between multiple units with and without the programme, controlling for other factors, or using comparison units that evidence only minor differences. |
| Level 5 | Random assignment and analysis of comparable units to programme and comparison groups. |

**Campbell Collaboration Systematic Reviews of Adult Corrections
and Sentencing by Country (compiled by Byrne 2013)**

Study	USA	Canada	UK	Aust	Other	Total number
Feder, L., Austin, S., & Wilson, D. (2008). Court-Mandated Interventions for Individuals Convicted of Domestic Violence. <i>Campbell Systematic Reviews of Intervention and Policy Evaluations.</i>	10	0	0	0	0	10
Lipsey, M., Landenberger, N.A., & Wilson, S.J. (2007). Effects of Cognitive-Behavioral Programs for Criminal Offenders: A Systematic Review. <i>Campbell Systematic Reviews of Intervention and Policy Evaluations.</i>	42	10	5	0	1	58
McDougall, C., Cohen, M., Swaray, R., & Perry, A. (2008). Benefit-Cost Analyses of Sentencing. <i>Campbell Systematic Reviews of Intervention and Policy Evaluations.</i>	18	0	0	2	0	20
Mitchell, O., Wilson, D.B., & MacKenzie, D.L. (2012). The effectiveness of incarceration-based drug treatment on criminal behavior: A Systematic Review. <i>Campbell Systematic Reviews of Intervention and Policy Evaluations.</i>	65	4	1	3	1	74
Visher, C.A., Coggeshall, M.B., & Winterfield, L. (2006). Systematic Review of Non-Custodial Employment Programs: Impact on Recidivism Rates of Ex-Offenders. <i>Campbell Systematic Reviews of Intervention and Policy Evaluations.</i>	8	0	0	0	0	8
Wilson, D., MacKenzie, D.L., & Mitchell, F.N. (2005). Effects of Correctional Boot Camps on Offending: A systematic review. <i>Campbell Systematic Reviews of Intervention and Policy Evaluations.</i>	40	1	2	0	0	43

Case study costing

Case study costing - aim

- To identify the costs of services provided to a selected IOM offender over a twelve month period

Criteria for selecting an offender

- IOM on onerous community sentence spending most of the 12 months in the community
- A diverse range of needs covering the 7 reducing re-offending pathways
- Diagnosed mental health issues
- Problematic drug or alcohol user
- At high risk of re-offending and be a Tier 3 or 4 offender


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graph TD; A[1. Identification of agencies providing services through Offender Manager] --> B[2. Identification of interventions and time taken for delivery]; B --> C[3. Identification of costs based on salaries and on-costs (converted to an hourly rate) & additional resources];
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1. Identification of agencies providing services through Offender Manager

2. Identification of interventions and time taken for delivery

3. Identification of costs based on salaries and on-costs (converted to an hourly rate) & additional resources

Limitations

Likely to be under-estimates due to non-inclusion of:

- Managers time
- Premises cost
- ICT
- Utilities
- Back office functions – pay roll and finance

NB – Staff salaries and on-costs will account for the majority of costs

Summary of interventions for probation and police

Agency	Summary of interventions
Probation	<ul style="list-style-type: none">•Supervision•Calls to offender•Prison visits to offender•OASys assessments•Enforcement/recall paperwork•Discussion with manager re: non compliance•Contacting: housing providers; drugs providers; mental health services; prison; ASBO team; hospital; social services; case conference with partnership agencies
Police	<ul style="list-style-type: none">•8 Stops and 7 searches•6 arrests•Police custody (87.14 hours)•35 intelligence reports submitted to IOM team

Summary of interventions 2

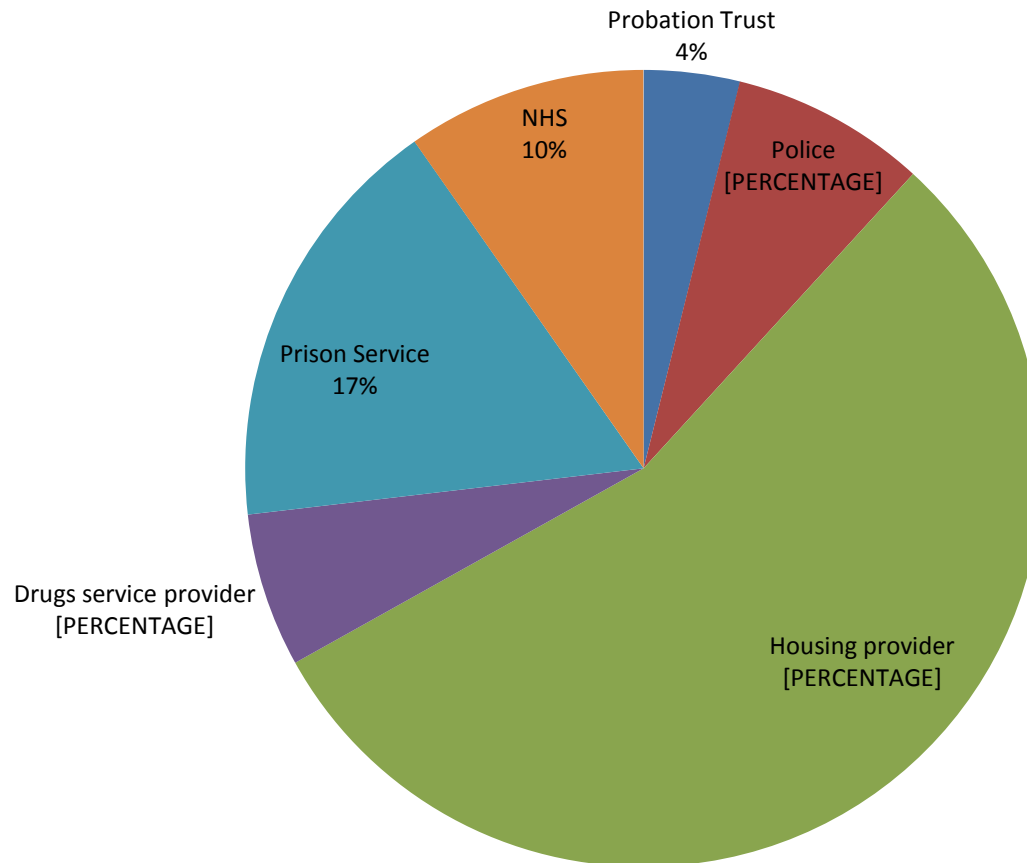
Agency	Summary of interventions
Housing provider	<ul style="list-style-type: none">•39.5 weeks stay•Additional staff time (Average of 25.4 hours per week)
Drugs provider	<ul style="list-style-type: none">•Drug worker time•Specialist prescribing
Prison	12 weeks custody
NHS	<ul style="list-style-type: none">•GP consultations (weekly over 40 weeks)•5 non elective admissions to hospital

Results (Sept 2010 to Sept 2011)

Total costs for offender = £60,597.55

Agency	Cost over 12 months
Probation Trust	£ 2,356.36
Police	£ 4,796.04
Housing provider	£ 33,382.07
Drugs service provider	£ 3,785.45
Prison Service	£10,384.62
NHS	£ 5,893.00
TOTAL	£60,597.55

Proportion of costs incurred by different local agencies



Break even analysis

Break Even Analysis

What is it?

- Economic Analysis
- Compares innovative delivery with counterfactual situation
- Counterfactual – standard probation supervision/offender management
- To justify the costs of the additional inputs, what outputs need to be achieved?

Scope of the Analysis

- Additional costs incurred
 - as a direct result of IOM;
 - by police and probation services;
 - in the first 12 months of IOM being fully operational (1st October 2010 to 30th September 2011)
- Fixed Costs are not included: running costs only
- Impacts considered : the reduction in costs that could be produced in terms of reducing re-convictions. Other outcomes may be produced but are not considered here.
- The cohort of offenders under consideration are those who were actively being managed under IOM.

Additionality

A key concept, but can be difficult to identify

Inputs

- Additional staff employed because of IOM, including fractional
- Additional responsibilities for existing staff: opportunity costs
- Additional cohorts
- Additional processes

Outcomes

- Outcomes over and above what would have been achieved anyway (Deadweight)

Implementation Costs

What were the additional costs incurred in delivering IOM?

	Area A	Area B	Area C1	Area C2
Additional Staffing	136786.30	125561.00	79406.11	120652.54
Additional Processes	0	-1263.85	1932.12	5066.43
Total Running Costs	136786.30	124297.15	81338.23	125718.97

(Incorporates time savings as well)

Throughputs and Costs per Offender Day

- Number of Cases dealt with

Area	Statutory	Non-Statutory	Total
A	212	19	231
B	352	30	382
C	236	40	276

- Total Offender Days delivered

Area	Offender days delivered Oct10-Sep11
A	38170
B	70717
C	49805

- Cost

Area	Costs per offender day delivered	Cost of Delivery of IOM per offender start
A	£3.58	£1536.78
B	£1.78	£627.52
C	£4.16	£1833.82

Outcome from IOM

- Successful Completers
- Re-offenders
- Exited “Other”
- Not Out

Costs of Re-offending

- Weighted average cost of offence produced by taking Home Office unit costs of crime, and applying that to the range of offences recorded

Area	Probability of Reoffending (12 months)	Weighted Average Cost of Offence	Expected cost of Re-offending
A	21.07%	£5452.92	£1148.93
B	8.93%	£5452.92	£486.95
C	9.72%	£5452.92	£530.02

Total Cost of IOM

Implementation + Costs of Re-offending

*Costs of IOM = (Cost per day) x (Length of time on IOM) +
(Likelihood of Re-offending)x (Cost of Re-offending)*

Area	Probability of Reoffending (12 months)	Weighted Average Cost of Offence	Expected cost of Re-offending	Total Cost per offender start
A	21.07%	£5452.92	£1148.93	£2685.71
B	8.93	£5452.92	£486.95	£1114.47
C	9.72	£5452.92	£530.02	£2364.00

Career Costs of Offending

- Using Home Office agreed procedures, the costs of a future lifetime of offending can be calculated.
- The costs being considered are those incurred by probation and the courts – realisable costs, which are directly incurred as a result of offending.
- If you know the risk of offending in year one, you can calculate the likely costs for a lifetime of offending.
- This can be done for the counterfactual situation, which is taken to be standard probation – risk of re-offending taken to be 59.9%.
- We can therefore work out what IOM rate of re-offending in the first year will produce sufficient savings to cover the cost of IOM: **the break-even point**

The Break-even Point

What level of re-offending (reduced re-offending) amongst the IOM cohort will cover the costs of the delivery of IOM?

Area	Break Even Point	Additional Reduction Required
A	59.0%	0.9%
B	59.6%	0.3%
C	59.1%	0.8%

For example, if in the twelve months following allocation, 59.0% of Area A cases re-offended, we would expect the reduced lifetime re-offending brought about by IOM to produce savings equivalent to the costs of IOM.

What is this telling us?

- Additional costs are relatively low
- The improved reductions in re-offending required to break-even appear to be relatively achievable;

Caveats and Assumptions

- Have all costs been captured?
- Assumes a maximum term on IOM of 18 months.
- The model is reliant on a binary offended / not offended model:
- Savings are considered over a lifetime of potential offending: it may be necessary / desirable to produce quicker impacts
- Inputs are limited to police and probation costs, and outcomes are limited to re-offending – there may be other non CJS outcomes that occur as a result of IOM
- Is the counterfactual situation reasonable?

Any questions

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