

Analysis of Breach Rates: 2015/16 Cohort

Introduction

Between 1 April 2015 and 31 March 2016 a total of 2,676 new Probation, Community Service, and Combination Orders (including 48 Enhanced Combination Orders) were made at court requiring PBNI supervision. This statistical brief looks at the proportion of these new orders that resulted in breach proceedings being initiated within one year of the order starting.

This report follows the same format as previous reports which can be found on the [PBNI website](#). 2010/11 to 2014/15 breach rates are contained in Appendix 1 of this Brief.

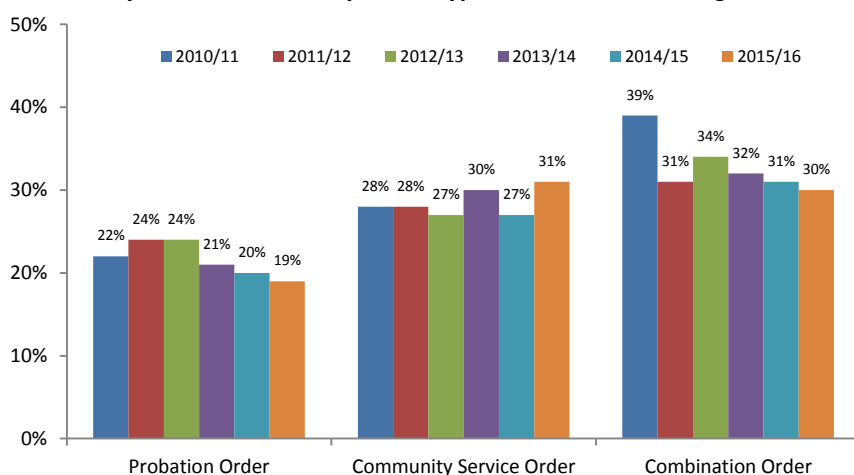
Section 1: Breach Rates by Order Type

Between 1 April 2015 and 31 March 2016 a total of 2,676 new Probation, Community Service or Combination Orders were added to the PBNI caseload.

The one-year breach rate for these 3 types of order combined is 26%, i.e. Breach proceedings were initiated within one year for 691 of the 2,676 orders.

Figure 1 shows the one-year breach rate for each type of order separately. The rate ranged from 19% for Probation Orders to 31% for Community Service Orders. The one-year breach rate for Combination Orders commencing in 2015/16 was 30%. These rates are not significantly different from those found in the 2014/15 cohort.

Figure 1: One-year Breach Rates by Order Type: Orders Commencing in 2010/11 - 2015/16



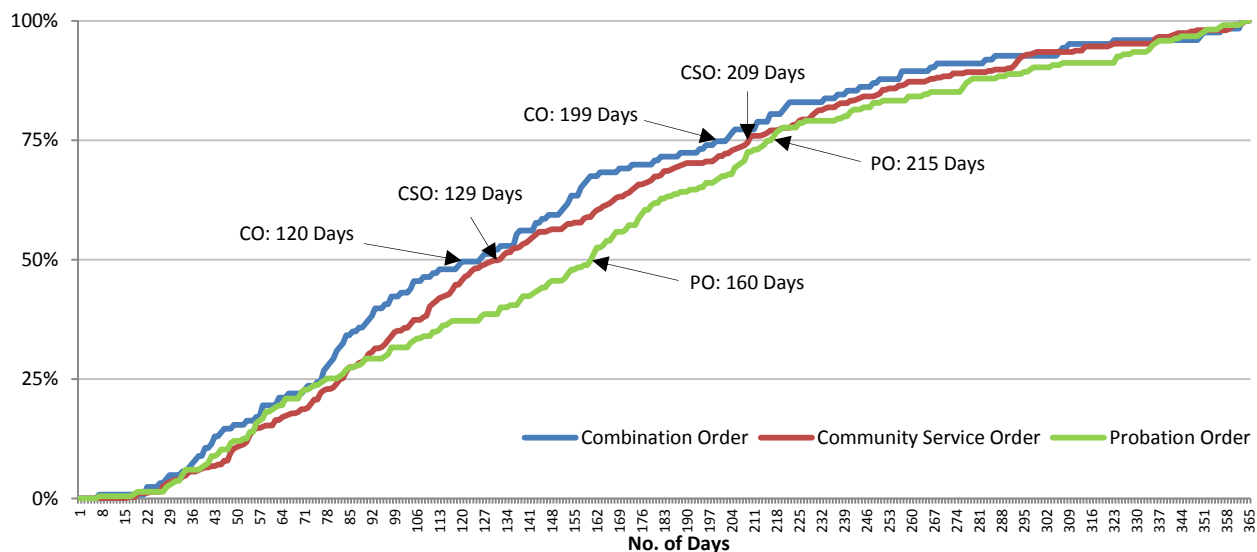
Section 2: Length of Time Prior to Breach

For those orders commencing in 2015/16 that resulted in breach, Figure 2 below shows the length of time taken for breach proceedings to be initiated. The chart shows that breaches were more likely to occur earlier in the supervision period.

Half of all Combination Orders that resulted in a breach within a year did so by 17 weeks (120 days) into the order and half of all Community Service Orders that resulted in a breach did so by 18 weeks (129 days) into the order. In contrast, half of all Probation Orders that resulted in a breach did so by around the 23 week point (160 days).

Three quarters of Combination Orders that resulted in a breach within a year, did so by 28 weeks into the order (199 days), while this mark was reached at 30 weeks (209 days) for Community Service Orders and at 31 weeks (215 days) for Probation Orders.

Figure 2: Cumulative Frequency Chart - Days before Breach Initiated: Breached Orders Commencing during 2015/16



Section 3: Breach Rates by Gender

Table 1 below shows the one-year breach rates by gender for each of the 3 types of order. Contrary to previous years' cohorts, there was no statistically significant difference in the breach rate by type of Order between genders.

Table 1: One-year Breach Rates by Order Type and Gender: Orders Commencing in 2015/16

Order Type (% of Orders)	Female	Male
Probation Order	22%	19%
Community Service Order	34%	30%
Combination Order	24%	30%
Total	26%	26%

Section 4: Breach Rates by Age-Group

Figure 3 and Table 2 below show the one-year breach rates by age-group for each of the 3 types of order. The breach rate decreased progressively with age for each type of order. The one-year breach rate for Probation Orders ranged from 27% where the offender was aged under 20, to a low of 9% where the offender was aged 40 and over. Just under half (46%) of Combination Orders given to those aged under 20 breached within a year, compared with 11% of those given to those aged 40 and over.

In terms of Combination Orders, the one-year breach rate ranged from 42% where the offender was aged under 20 to 15% where the offender was aged 40 and over.

Figure 3: One-year Breach Rates by Order Type and Age Group: Orders Commencing in 2015/16

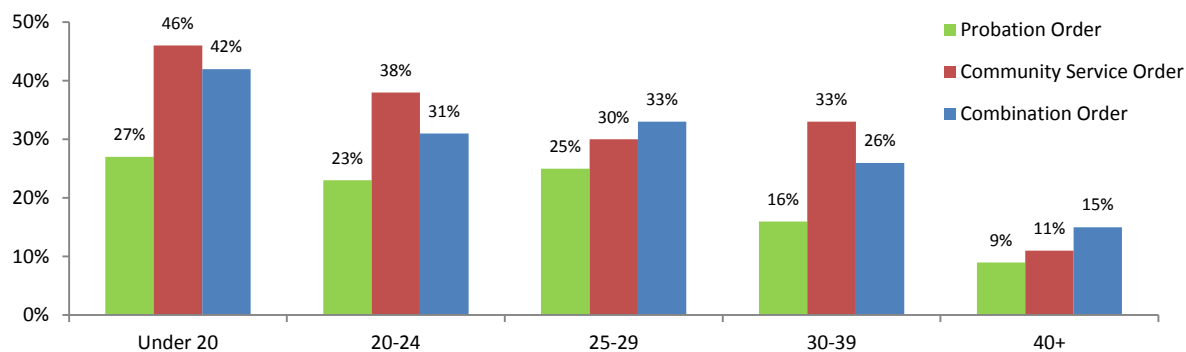


Table 2: One-year Breach Rates by Order Type and Age Group*: Orders Commencing in 2015/16

Order Type (% of Orders)	Under 20	20-24	25-29	30-39	40+
Probation Order	27%	23%	25%	16%	9%
Community Service Order	46%	38%	30%	33%	11%
Combination Order	42%	31%	33%	26%	15%
Total	37%	31%	29%	25%	11%

*Age at start of Order.

Section 5: Breach Rates by Pre-Sentence Report (PSR)/ Short Pre-Sentence Report (SPSR) Completed

A PSR or SPSR was completed and recorded on PIMS in relation to 85% of the Probation, Community Service and Combination Orders commencing during 2015/16. The majority of the orders were made following the provision of a PSR (1,975, 74%) with 11% (287 Orders) being made following the provision of an SPSR, while 15% (414 Orders) were made without the provision of a report.

Table 3 sets out the one-year breach rates by report type completed for each of the 3 types of order.

Table 3: One-year Breach Rates by Order Type and PSR/SPSR Completed: Orders Commencing in 2015/16**

Order Type	PSR		SPSR		None	
	N	%	N	%	N	%
Probation Order	158	18%	7	9%	50	28%
Community Service Order	235	31%	54	29%	64	33%
Combination Order	101	29%	6	*	16	39%
Total	494	25%	67	23%	130	31%

*The number of Combination Orders commencing was less than 30.

**Please note that a PSR/SPSR was completed in relation to 85% of orders.

Section 6: Breach Rates by Region

Table 4 below shows the one-year breach rates in Belfast and Rural teams¹ for each of the 3 types of order. There was no statistically significant difference in the breach rate by type of Order between Belfast and Rural field teams.

¹ Rural field teams are those outside the Greater Belfast Area.

Table 4: One-year Breach Rates by Order Type and Belfast/Rural: Orders Commencing in 2015/16

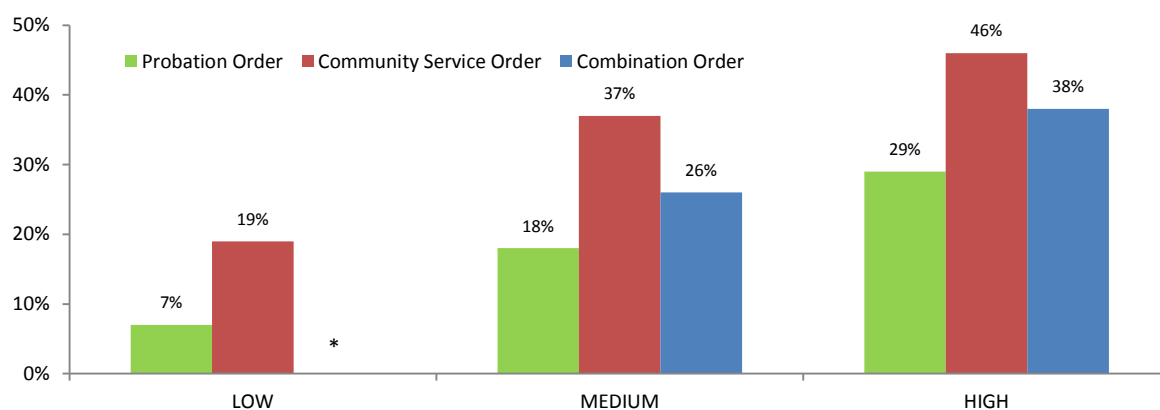
Order Type (% of Orders)	Belfast	Rural
Probation Order	22%	16%
Community Service Order	30%	32%
Combination Order	31%	29%
Total	26%	25%

Section 7: Breach Rates by ACE Likelihood of Reoffending

The total offending related score from the Assessment, Case Management and Evaluation System (ACE) is used to categorise people as to their likelihood of reoffending. Those obtaining a score in the range of 0 to 15 are deemed to be 'Low Likelihood of Reoffending', those with a score of 16 to 29 are deemed to be 'Medium Likelihood of Reoffending', while those obtaining a score of 30 and above are deemed to be 'High Likelihood of Reoffending'.

Figure 4 and Table 5 show the one-year breach rates by ACE category² for each of the 3 types of order. The breach rate increased progressively with ACE for each type of order. The one-year breach rate for Probation Orders ranged from 7% where the offender was assessed as Low Likelihood of Reoffending, to 29% where the offender was assessed as High Likelihood of Reoffending. More than two fifths (46%) of Community Service Orders given to those assessed as High Likelihood of Reoffending breached within a year, compared with 19% of those given to those assessed as Low.

Figure 4: One-year Breach Rates by Order Type and ACE Likelihood of Reoffending: Orders Commencing in 2015/16



*The number of Combination Orders commencing was less than 30.

Table 5: One-year Breach Rates by Order Type and ACE Likelihood of Reoffending: Orders Commencing in 2015/16**

Order Type (% of Orders)	LOW	MEDIUM	HIGH
Probation Order	7%	18%	29%
Community Service Order	19%	37%	46%
Combination Order	*	26%	38%
Total	16%	26%	35%

*The number of Combination Orders commencing was less than 30.

**Please note that an ACE prior to order commencing was available in relation to 83% of all orders.

² Only ACE assessments conducted prior to the order starting were examined. As a result this analysis is limited to 83% of orders.

Background and Data Limitations

The data presented in this publication is drawn from PBNl's case management system (PIMS). Although care is taken when processing and analysing to quality assure the data, the data is subject to inaccuracies inherent in an administrative data recording system. Where percentages have been presented in this report they are subject to rounding. Breach rates are not presented where the number of orders in the cohort is less than 30. Only statistically significant differences between groups (e.g. 'higher breach rate for males/females') are commented on in this report. Pearson's Chi Square test has been used to identify any statistically significant differences.

An order is deemed to have breached when an order contact meeting type of 'Decision to Breach', 'Breach Summons Lodged', or 'Breach Warrant Lodged' is recorded on the PIMS referral within one year of the start date of the order. The rates presented in this Brief should therefore be described as 'one-year breach rates'. An additional check was undertaken to identify potential breaches in cases where a Breach Report was prepared for a Court hearing but none of the above breach contacts had been recorded on PIMS. It is not possible at this stage to include either the reason for the initiation of breach proceedings or the outcome of the proceedings in this report due to the way this information is recorded on PIMS.

Appendix 1: Breach Rate Information 2010/11 - 2015/16

One-year Breach Rates by Order Type

	Orders Starting in 2010/11	Orders Starting in 2011/12	Orders Starting in 2012/13	Orders Starting in 2013/14	Orders Starting in 2014/15	Orders Starting in 2015/16
Probation Order	22%	24%	24%	21%	20%	19%
Community Service Order	28%	28%	27%	30%	27%	31%
Combination Order	39%	31%	34%	32%	31%	30%
Total	26%	27%	27%	26%	25%	26%

One-year Breach Rates by Order Type and Gender

	Orders Starting in 2010/11		Orders Starting in 2011/12		Orders Starting in 2012/13		Orders Starting in 2013/14		Orders Starting in 2014/15		Orders Starting in 2015/16	
	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male
Probation Order	22%	22%	29%	23%	26%	23%	22%	21%	25%	19%	22%	19%
Community Service Order	23%	29%	17%	30%	20%	28%	19%	31%	17%	29%	34%	30%
Combination Order	*	40%	*	31%	*	34%	*	34%	30%	31%	24%	30%
Total	23%	27%	24%	27%	24%	27%	20%	27%	23%	25%	26%	26%

*The number of Combination Orders commencing was less than 30.

One-year Breach Rates by Order Type and Region

	Orders Starting in 2010/11		Orders Starting in 2011/12		Orders Starting in 2012/13		Orders Starting in 2013/14		Orders Starting in 2014/15		Orders Starting in 2015/16	
	Belfast	Rural	Belfast	Rural	Belfast	Rural	Belfast	Rural	Belfast	Rural	Belfast	Rural
Probation Order	21%	24%	24%	24%	24%	21%	19%	24%	20%	20%	22%	16%
Community Service Order	29%	27%	30%	24%	31%	22%	30%	29%	29%	25%	30%	32%
Combination Order	35%	41%	31%	31%	33%	33%	34%	30%	32%	31%	31%	29%
Total	26%	28%	28%	25%	28%	23%	26%	27%	25%	24%	26%	25%

*The number of Combination Orders commencing was less than 30.

One-year Breach Rates by Order Type and ACE Likelihood of Reoffending

	Order Type	LOW	MEDIUM	HIGH
Orders Starting 2010/11	Probation Order	#	#	#
	Community Service Order	#	#	#
	Combination Order	#	#	#
	Total	#	#	#
Orders Starting 2011/12	Probation Order	12%	22%	35%
	Community Service Order	18%	32%	48%
	Combination Order	9%	30%	52%
	Total	16%	27%	41%
Orders Starting 2012/13	Probation Order	12%	23%	35%
	Community Service Order	14%	33%	49%
	Combination Order	*	32%	40%
	Total	13%	28%	40%
Orders Starting 2013/14	Probation Order	11%	19%	32%
	Community Service Order	19%	34%	49%
	Combination Order	*	32%	36%
	Total	17%	25%	37%
Orders Starting 2014/15	Probation Order	6%	17%	32%
	Community Service Order	19%	30%	38%
	Combination Order	*	30%	40%
	Total	15%	23%	35%
Orders Starting 2015/16	Probation Order	7%	18%	29%
	Community Service Order	19%	37%	46%
	Combination Order	*	26%	38%
	Total	16%	26%	35%

*The number of Combination Orders Commencing was less than 30.

#Figures are unavailable prior to 2011/12.

One-year Breach Rates by Order Type and PSR/SPSR Completed

	Order Type	PSR	SPSR	None
Orders Starting 2010/11	Probation Order	#	#	#
	Community Service Order	#	#	#
	Combination Order	#	#	#
	Total	#	#	#
Orders Starting 2011/12	Probation Order	24%	23%	30%
	Community Service Order	24%	34%	33%
	Combination Order	30%	*	*
	Total	25%	31%	32%
Orders Starting 2012/13	Probation Order	24%	19%	29%
	Community Service Order	27%	29%	27%
	Combination Order	32%	*	*
	Total	26%	27%	30%
Orders Starting 2013/14	Probation Order	22%	16%	19%
	Community Service Order	28%	33%	31%
	Combination Order	33%	*	*
	Total	26%	29%	26%
Orders Starting 2014/15	Probation Order	19%	20%	25%
	Community Service Order	24%	32%	35%
	Combination Order	29%	*	*
	Total	23%	29%	32%
Orders Starting 2015/16	Probation Order	18%	9%	28%
	Community Service Order	31%	29%	33%
	Combination Order	29%	*	39%
	Total	25%	23%	31%

*The number of Combination Orders Commencing was less than 30.

#Figures are unavailable prior to 2011/12.

One-year Breach Rates by Order Type and Age Group

	Order Type	<20	20-24	25-29	30-39	40+
Orders Starting 2010/11	Probation Order	30%	30%	21%	17%	12%
	Community Service Order	42%	36%	27%	22%	10%
	Combination Order	45%	46%	27%	28%	*
	Total	37%	35%	25%	20%	12%
Orders Starting 2011/12	Probation Order	39%	27%	22%	20%	16%
	Community Service Order	43%	33%	27%	24%	9%
	Combination Order	39%	38%	26%	29%	12%
	Total	41%	31%	25%	22%	13%
Orders Starting 2012/13	Probation Order	38%	31%	28%	14%	13%
	Community Service Order	38%	36%	25%	22%	13%
	Combination Order	36%	41%	33%	22%	27%
	Total	38%	35%	27%	19%	14%
Orders Starting 2013/14	Probation Order	29%	29%	23%	15%	12%
	Community Service Order	51%	41%	28%	22%	9%
	Combination Order	39%	38%	36%	23%	18%
	Total	39%	35%	27%	19%	11%
Orders Starting 2014/15	Probation Order	34%	23%	19%	18%	11%
	Community Service Order	40%	33%	27%	23%	16%
	Combination Order	53%	38%	32%	19%	13%
	Total	39%	30%	24%	21%	13%
Orders Starting 2015/16	Probation Order	27%	23%	25%	16%	9%
	Community Service Order	46%	38%	30%	33%	11%
	Combination Order	42%	31%	33%	26%	15%
	Total	37%	31%	29%	25%	11%

*The number of Combination Orders Commencing was less than 30.

Appendix 2: Definitions

A **Combination Order** is a sentence that combines a Probation Order and a Community Service Order. The period of Probation supervision can last from 1 to 3 years. The Community Service part of the Order can range from 40 to 100 hours and must be completed as instructed.

A **Community Service Order** requires an offender to do unpaid work in the community. It may be given to someone 16 or over if the offender consents, and lasts between 40 hours and 240 hours and must be completed within 12 months.

An **Enhanced Combination Order** is an intensive pilot project with a focus on rehabilitation, reparation, restorative practice, and desistance, and has been available to two of the court divisions from October 2015. The period of Probation supervision can last from 1 to 3 years. The Community Service part of the Order can range from 40 to 100 hours and must be carried out at an accelerated pace.

A **Probation Order** can last between 6 months and 3 years, and puts the offender under the supervision of a Probation Officer for that period. The order may have extra requirements. Offender consent is required.

A **Pre-Sentence Report (PSR)** – As specified in Criminal Justice (NI) Order 2008, a PSR means a report in writing which:

- (a) with a view to assisting the court in determining the most suitable method of dealing with an offender, is made or submitted by a Probation Officer or social worker of an HSS Board or authorised HSS trust; and
- (b) contains information as to such matters, presented in such a manner, as may be prescribed by rules made by the Secretary of State;”

In order to produce the PSR a Probation Officer will interview the offender and will gather information from a range of other sources, for example; family, employer, school, and the police. The PSR is usually returned within 4 weeks.

A **Short Pre-Sentence Report** is an abbreviated form of the PSR prepared on the same day or within 5 days for lower level offences, usually where disposals of Community Service or Probation Orders of up to 18 months duration (with a maximum of one additional requirement) are being considered.