



Interventions

A Guide to Interventions in the National Probation Service

'I think it's time I started to make something of my life now and I'm fed up [with] hurting people around me, it's time to stop it.'

Offender on an offending behaviour programme

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Foreword



I want the National Probation Service (NPS) to be very clear about what it can provide to get those convicted by the courts onto the 'straight and narrow'. Many of the activities described are clearly restrictions on liberty, but the purpose and principle of rehabilitation is evident throughout.

The range of activities we provide is impressive and important. These interventions can directly engage individuals and begin to transform unacceptable behaviour, putting offenders on the road to a normal, healthy and hopefully working life.

On behalf of the public, victims and the courts, I believe these interventions are the only community sanctions that take commonsense steps to educate offenders about respect for other people, teach how to reason without resort to violence and show how the punishment of paying back can benefit both the offender and the community.

I hope that this publication, as well as being informative, can be seen as a gauge of the NPS's commitment to find, refine and nationally implement the enduring answers to offending which start by changing the lives and prospects of those responsible.

Roger Hill
Director of Probation

Introduction

One of the main aims of the National Offender Management Service (NOMS) is to reduce re-offending. The Correctional Services Review by Patrick Carter recognised that there is an important role for targeted rehabilitative work to reduce re-offending. He proposed that all serious, dangerous and highly persistent offenders should receive a custodial place but that less serious offenders would be more effectively managed through intensive community supervision that would include interventions to help reduce re-offending, reparation and the use of modern technology such as electronic curfew.

NOMS is gradually introducing contestability and commissioning into probation services and, in line with the Carter Report, increasingly it is treating offender management and interventions as distinct and separate aspects of service delivery. Against this background of changing roles and responsibilities it seems timely to draw together a summary of information about interventions which can be used by commissioners and others with an interest in probation.

This document sets out the range of interventions available to the NPS and outlines some of the factors that are important in ensuring that they are delivered to a high quality so that they have the maximum impact on offenders and help them to avoid crime. It also touches on the history of the current range of interventions and future developments.

A list of nationally available interventions is at Annex A.

Evidence-based practice in working with offenders in probation (and prisons) is founded upon the 'what works' principles. These are set out at Annex B.

Interventions

Interventions and offender management

What is an intervention and how does an intervention differ from offender management?

Interventions are often conceived of as structured and planned pieces of work whose purpose may be punishment, rehabilitation or public protection. They include, for example, the delivery of accredited offending behaviour programmes (including sex offender programmes and domestic violence programmes), curfews with electronic monitoring and unpaid work. Interventions are delivered by trained, qualified staff in a way that models good behaviour and positive relationships and that is sensitive to the way in which offenders learn.

The work done to assess offenders and plan their sentences is part of offender management. The National Offender Management Model explains *offender management* in detail. The boundary between offender management and interventions is not clear-cut and different probation areas may draw the boundaries in different ways. The 'grey' area arises because good offender management arrangements are not purely administrative but help integrate and extend the learning of the various interventions. Some work, such as helping offenders to access housing or employment, motivational work, or specialist assessments may be delivered as an intervention or as offender management.

A single intervention on its own is unlikely to bring about a reduction in re-offending; a holistic approach that integrates interventions and offender management is more likely to do so.

History and purpose of interventions

Interventions have been designed to meet the needs of the court for punishment (unpaid work and curfew) and in response to the range of needs displayed by offenders which evidence suggests are linked to offending. They are central to the overall aim of reducing re-offending and protecting the public. The current range of interventions was developed as part of the 'what works' initiative launched in 1998 (Probation Circular 35/1998). In 1998 Her Majesty's Inspectorate of Probation produced a report written by Andrew Underdown, *Strategies for Effective Offender Supervision*, on the delivery of interventions and ways of increasing their effectiveness.

The report was the springboard for the implementation of evidence-based practice across all probation work. The National Probation Directorate (NPD) with Her Majesty's Prison Service led the development of an offender assessment system (OASys) and a range of offending behaviour programmes. An accreditation panel of independent experts was set up to ensure that new programmes were designed and delivered in accordance with the evidence base. The Prison Service accreditation panel was re-launched as a Joint Accreditation Panel (JAP) (later to become the Correctional Services Accreditation Panel). Parallel developments took place in the context of community reintegration where the focus was on education and employment.

The portfolio of interventions is closely linked to factors identified in the offender assessment system, OASys. OASys considers a range of risk factors that research has demonstrated are closely linked to risk of reconviction. They fall into two broad groups. The first are needs associated with the wider environment, such as housing and employability, where the offender's prospects are influenced by local and national trends. The second includes aspects of the offender's personality, attitudes and



behaviours, such as thoughtless or impulsive behaviour, that are linked to offending. These factors not only contribute to offending but are often the underlying reasons for difficulties in many other areas of life.

Interventions are designed to provide tools and techniques with which to address these factors and, together with offender managers, to ensure that offenders can access mainstream services in the community.

Viewpoint

' Programme very useful and helpful. Helped me to stay offence free for the first time in fifteen years.'

Offender on an offending behaviour programme

' I'm used to it. I used to do whatever I want, but now I've learned my lesson.'

Offender on a curfew

' Actually, this was harder because you've got to do something, instead of just sitting inside.'

Offender on an intensive Community Order

' I'd never before thought about how my drug taking affected society, but now I realise the impact it has and all the consequences – it really opened my eyes.'

Offender on drug treatment as part of a Community Order

Benefits of interventions

Evidence suggests that interventions that target a range of offending-related needs and are well designed and delivered can bring about reductions in re-offending. The current suite of interventions enables the courts to use the full range of their sentencing powers to punish and to rehabilitate. Even punitive interventions, such as unpaid work, can be used positively to provide an offender with skills, to pay back to the community, and to help forge strong civic alliances. For example, offenders whose unpaid work helps restore a local open space or regenerates the grounds of a mosque are enhancing their community as well as building up better community relations. The leadership of an unpaid work supervisor can provide a role model that helps an offender to learn good standards of behaviour and to understand how to develop good working relationships that will help them to get and keep a job.



Interventions contribute to delivering several of the Home Office strategic objectives. For example, substance abuse programmes and related work under the Drug Rehabilitation Requirement and the Alcohol Treatment Requirement support the objective that *'fewer people's lives are ruined by drugs and alcohol'*. The domestic violence programmes, sex offender programmes and programmes for violent offenders support the objective that *'people are...more secure'*. The use of unpaid work to deliver projects chosen by the community supports the objective that *'citizens, communities and the voluntary sector are more fully engaged in tackling social problems and there is more equality of opportunity and respect for people of all races and religions'*.

Interventions also support other objectives such as the Carter initiative to rebalance the sentencing structure. For example, intensive community sentences have a part to play in offering the courts alternatives to short prison sentences and ensuring that probation can work with the most prolific and other priority offenders in the community. Through learning skills of problem solving or negotiation, as part of the general offending programmes, offenders can learn skills that help them in maintaining employment or other aspects of everyday life.

Analyses of the psychometric tests undertaken before and after an accredited programme have shown positive gains for those who complete the programme. Completers of Think First, Enhanced Thinking Skills, Aggression Replacement Training, Controlling Anger and Learning to Manage it and Drink Impaired Drivers (see annex A) have all shown improvements in key skills and behaviours.



Getting the best from interventions: critical success factors

Strong offender management

Assessment and targeting. Interventions are critically dependent on good offender management for their success. They are designed to be effective with a particular group of offenders so, for example, an offender whose likelihood of re-offending is low must not be sent on a programme designed for medium and high-risk offenders. The successful delivery of interventions rests on the foundation of careful and accurate assessment by the offender manager who must have collected as much relevant information as possible about the offender including full details of the offender's criminal history. It is the task of the offender manager to use the initial assessment to produce a sentence plan that is matched to the offender's needs and identifies appropriate priorities. The NPD has issued guidance on the appropriate targeting of offenders to interventions (Probation Circular 38/2004).

Preparation and motivation. Some offenders may need work to be done to remove any barriers to their attendance (advice on travel, ways of remembering appointments etc), or it may be that the offender is afraid of what lies ahead and fears embarrassment at his or her lack of skills and ability. Good preparation and motivation can remove obvious barriers and help tackle unnecessary drop out. Similarly support from the offender manager in re-enforcing learning and in recognising good progress is important.

Viewpoint

'The women's programme helped me sort out my thought. I attended every session. I am hopeful that I will stay on the straight and narrow now.'

Offender on an offending behaviour programme

'I am happy with my progress and looking forward to getting a new job.'

Offender having gained literacy and numeracy qualifications

'I was in a mess before but my attitude has changed and I'm thinking more positively – I didn't used to care what happened to me but I do now. In September I'm hoping to go back to college and finish the course I started. Then I want to get a job as a chef on a ship and travel around the world.'

Offender carrying out unpaid work as part of a Community Order

'I wasn't so keen on a mentor at first. I didn't fancy going out with some person every week, but I've been out with him about four or five times now and he's alright.'

Offender on the extra support of a mentor

Close integration of offender management and interventions and other partnerships

Where offender management and interventions are poorly integrated outcomes tend to be weaker. The experience of probation areas strongly suggests, for example, that a higher percentage of offenders completed accredited offending behaviour programmes once attention was paid to the interface between the programme team and the offender managers.

Community Orders that are given to offenders at high risk of custody, such as prolific offenders or those with serious drug problems and a long history of offending, typically contain three or more Requirements. The successful delivery of these orders requires close integration between offender managers and interventions staff and other partners such as prisons, police, families, the Drug Interventions Programme and the Drug and Alcohol Action Teams, the Youth Offending Teams, the Learning and Skills Councils, the voluntary and community sector, business and faith communities, and Job Centre Plus.

Under current plans interventions and offender management are increasingly likely to be managed under separate service level agreements or contracts. With the introduction of contestability they may be delivered by entirely separate organisations. This separation will have to be managed by carefully worded contracts and agreements that require offender managers and interventions staff to work in support of one another and to focus on the overall target of reducing re-offending rather than short-term, process-based goals.

Quality assurance

There is considerable international evidence that poorly delivered interventions can lead to higher reconviction rates. The successful delivery of interventions requires staff to be well-trained and skilled and for *quality assurance measures* to be in place.

Quality of staff. The NPD is the current source of expertise that enables the NPS to maintain sufficient staff to deliver interventions. The training strategy has equipped over 580 trainers to train staff to deliver accredited programmes. It continues to support ongoing training. The Correctional Services Accreditation Panel approves the training programmes. Trainers and tutors are carefully selected using a process that includes an assessment centre and they are assessed as they deliver interventions and helped to increase their expertise. Staff who supervise more serious offenders on unpaid work are also selected through assessment centres.

Quality of delivery. Experience in other jurisdictions has shown that quality of delivery degrades unless quality and performance management regimes are in place. Ongoing quality assurance of interventions is provided via schemes that are an integral part of the national implementation of accredited programmes and interventions such as unpaid work. For unpaid work, a first-ever round of self assessment audits has been completed nationally and helped to embed new and more challenging performance standards.

Tackling attrition. The NPD has worked closely with areas through conferences, seminars, workshops and guidance to support good practice and to increase the number of offenders who complete their orders. This intensive work from the centre, supported by the IT system IAPS (Interim Accredited Programmes Software), has enabled areas to monitor the exact stage at which an offender drops



out of an intervention and has helped completion rates for general offending programmes to rise year on year from 37% in 2001 to 68% in 2005. Completion rates for Drug Treatment and Testing Orders and Drug Rehabilitation Requirements are also rising. Local reports from the IAPS database permit probation areas to monitor all aspects of delivery, and to see if intermediate assessment measures are showing positive changes in the offender.

Integrating work inside and outside prisons

For many years now the prison and probation services have shared some interventions, such as Enhanced Thinking Skills or the substance abuse programme ASRO, which were developed by one of the services and are now accredited for either community or custodial settings. Other programmes, for example the anger management programme CALM, have been jointly purchased or, as in the case of the cognitive booster, designed jointly. There is a commitment from both services that where possible any new development of accredited programmes will be a joint undertaking. This has been an important link but it is also necessary for the offender manager to ensure that interventions delivered in prison are followed up in the community. The NPD has taken steps particularly in the field of substance abuse to ensure that work done in prisons is followed up in the community by the application of appropriate licence conditions. The Offender Learning and Skills Service (OLASS) is working to try to ensure that basic skills work is similarly integrated.

Viewpoint

'The work I've been doing has been really tough and demanding – it's certainly made me think about the mistakes I've made in the past. My supervisors on the project have helped me a lot – I want to turn my life around starting from now.'

Offender carrying out unpaid work as part of a Community Order

'Done loads, stopped drinking. Kids off social services, sorting out my garden and my house, everything is looking up.'

Offender on an offending behaviour programme

'I've had so much support from all the staff. They've given me the confidence to practise my reading at the weekly group workshop sessions and encourage me to put myself forward for education awards and qualifications which will help me in the future.'

Offender on an employment and training project as part of a Community Order

Equity of provision

The principles that underpin evidence-based practice attach high importance to ensuring that interventions are accessible to offenders regardless of their background, like their race or gender. The NPS is committed to trying to ensure that its services are responsive to all offender groups. The needs of diverse groups are considered at all stages of the development and delivery of interventions; currently every business case includes a diversity impact assessment, and diversity assessments are built into training plans, performance standards, and routine monitoring.

Future developments in interventions

We now have in place internationally respected interventions that meet the core needs that are associated with re-offending (criminogenic needs). Interventions developed by the NPD are in use in the Netherlands, Norway and Sweden as well as Scotland and Northern Ireland. Countries such as China have been supported by the NPD in the introduction of unpaid work. The thrust of future work is to reduce costs, increase benefits, fill any gaps in the portfolio, review and refresh existing interventions and to learn from research as it becomes available.

Reducing costs and increasing benefits

The NPD is leading work to review the training material for accredited programmes and (with prisons) to develop a core training module for programme tutors which will be supplemented by modules that are appropriate to particular programmes. This will shorten the time taken to train tutors and eliminate wasteful repetition.

Work is in hand, in collaboration with the Open College Network, to develop a national framework for recognising learning and skills gained by offenders whilst attending accredited programmes (Probation Circular 69/2005). Such qualifications can then be used to support entry into employment.

Community Payback is being launched nationally to ensure that communities have a full say in the choice of the unpaid work that offenders do in the community, to forge civic and community alliances, and to ensure that work by offenders is recognised and publicised (Probation Circular 66/2005).

Filling gaps in the portfolio of interventions

We are developing two substance misuse modules: a relapse prevention module to follow on from an accredited substance misuse and offending behaviour



programme, and a short, stand-alone module for addressing alcohol misuse (Probation Circular 70/2005).

Drug testing on licence for prolific offenders has recently been introduced and a project to introduce drug testing into all approved premises has just been launched.

The employment pathfinder is seeking the best ways of supporting offenders into work.

An audit of interventions that are being delivered as part of the new Activity Requirement has begun (Probation Circular 74/2005) and the findings will form the basis of any new work.

The Offender Learning and Skills Service, being led by the Department for Education and Skills, is seeking to extend offender learning beyond basic skills and to integrate learning more closely with prisons and the wider community.

A new treatment programme designed specifically for the internet related sexual offending has been submitted for accreditation in December. If approved the programme will be rolled out to all probation areas early in 2006. Further new developments to meet gaps in current provision include a community treatment programme for sexual offenders with learning disabilities, development of assessment measure for female sex offenders and development of joint training courses for probation and police officers in risk management of sex offenders in the community.

A strategy in relation to hate crime is being developed and may identify gaps in provision.

Reviewing and refreshing interventions

We plan (with prisons) to examine some of the early general offending programmes to consider whether they would benefit from updating and revision. This will look at how to create work opportunities across prison and probation services delivery boundaries, for example as part of a Custody Plus order, a custodial sentence of under 12 months due to be introduced in autumn 2006.

All the general offending programmes have been reviewed following the basic skills research and a range of guidance for helping tutors to work more effectively with those with poor communications skills has been produced.

Conclusion

Thanks to the major developments of the past few years the NPS now has a broad range of evidence-based interventions available to it that are internationally respected. They have been implemented in a way that focuses on links with other stakeholders and on quality and which encourages a process of continuous improvement that has been reflected in rising performance. Together with developments in offender management this provides the means by which the probation service can make a positive difference to the lives of offenders.

For further information about interventions available in the probation service see the National Probation Service website at www.probation.homeoffice.gov.uk.

Annexes

Annex A

The new statutory basis for the interventions delivered by the probation service is found in the Criminal Justice Act 2003. Detailed guidance on implementing the Act can be found in the National Implementation Guide (issued with Probation Circular 25/2005).

Unpaid work

Enhanced Community Punishment (ECP) was provisionally accredited by the Correctional Services Accreditation Panel in 2003 and rolled out nationally from 2004 onwards. The term ECP has been replaced by 'unpaid work' in line with the Requirements in the Criminal Justice Act 2003. The NPD provides the framework for the delivery of unpaid work through the ECP manual, Probation Circulars and a Quality Assurance framework.

The NPD has launched the national delivery of *visible unpaid work*, known as *community payback*. Unpaid work is a punitive intervention that can be used as a creative resource for improving local environments, for building confidence in community sentences and as a pathway into employment. Over five million hours of unpaid work are carried out by offenders on Community Orders each year. Area strategies on visibility and community engagement ensure that local communities are engaged in the selection of projects and informed of the work being done by offenders in their areas to 'pay back' to their local communities. The work is made visible by the use of a plaque bearing the words 'Community Payback' and the restorative justice logo which may be worn on protective clothing or vehicles and equipment. Community Payback promotes key partnerships with local business, faith and civic communities and enables offenders to make reparation to communities and benefit the local environment.

An important aspect of unpaid work is the opportunity for offenders who have been assessed as having employment related needs to spend up to 20% of the sentence on basic literacy or other work necessary to enable the offender to obtain maximum benefit from the sentence or to obtain qualifications directly related to the work undertaken.

Unpaid work can also help the offender to acquire work related skills including how to solve problems.

The ECP manual sets standards for selecting placements and developing good relationships with providers and beneficiaries. It is being updated to take account of the new Unpaid Work Requirement.

In order that unpaid work (and other interventions) are delivered in a way that models good behaviour and relationships and reinforces the messages that are being taught, the NPD promotes pro-social modelling through the delivery of training and quality assurance.

Curfew backed by electronic monitoring

Curfew backed by electronic monitoring is commissioned centrally by NOMS and delivered by private sector contractors. The use of satellite tracking is being tested in a number of pilot areas.



Employment

All the rehabilitative interventions delivered by the probation service and its partners, such as offending behaviour programmes or drug and alcohol treatment, can help offenders to prepare for employment. In addition there is a specific initiative, the NPD Employment Pathfinder, that is seeking to identify the processes that a probation area needs to have in place, either through in-house or partnership provision, to enable offenders to find and keep work. The pathfinders are offering various types of support to the offender (such as help with searching for jobs, disclosing previous convictions, interview techniques, advice on completing application forms etc). In addition there is a short programme known as 'workwise'. All the pilot areas are working in partnership with local employers, Job Centre Plus, and partners who deliver information, advice and guidance in this field. The project is expected to be concluded in summer 2006. The NPD has contributed to the NOMS employer engagement strategy.

Education

The way in which offenders access basic skills and other types of education is changing. The Offenders' Learning and Skills Service (OLASS) project is establishing an integrated learning and skills service for offenders, linking it much more explicitly with mainstream provision for post-16 learners. A greater focus on skills should lead to greater employability, thereby making a significant contribution to reducing re-offending.

The new arrangements were commenced in August 2005 in three Development Regions (the North West, North East and South West). The remaining six regions in England follow in August 2006. The new service will be planned and funded by the Learning and Skills Council (LSC). This will be done by

working in close partnership with the National Offender Management Service, the prison and probation services, Youth Justice Board and Jobcentre Plus (and others).

The key features of the new learning and skills service are outlined in a document called the *Offender's Learning Journey*, available at www.dfes.gov.uk/offenderlearning

Work on screening and referral of offenders remains with the NPS. The NPD currently manages and quality assures the tools that are used.

Approved premises

Approved premises are for convicted offenders, or persons on bail, for whom no other type of accommodation would be suitable. They provide an enhanced level of supervision to reduce the risk of harm to the public. The role and purpose of approved premises as a key public protection tool was set out in the national strategy for approved premises, published in September 2004, and was reiterated in Probation Circular 37/2005.

The residents of approved premises are not homeless, or their homelessness is not in itself the reason for them being required to stay at such a facility. Placement in approved premises is designed to minimise the risks to the public and/or victim.

There are 102 approved premises in England and Wales, which are part of a national estate. Around 2,200 places are available in approved premises. They are run by a range of providers including the NPS and the voluntary and private sectors.

Intensive interventions

Intensive interventions are combinations of the Requirements contained within the Criminal Justice Act 2003 sentences. The NPD supports the delivery of intensive interventions for prolific and other priority offenders and for those who misuse drugs or alcohol, through guidance, seminars and advice. These are high profile interventions important in protecting the public and keeping communities safe. They provide community options for offenders at high risk of re-offending and on the cusp of custody. Typically they will include interventions whose primary purpose is punishment (such as unpaid work or curfew) and rehabilitative Requirements such as an accredited programme, drug or alcohol treatment or an Activity Requirement covering education, training and employment. These intensive combinations of interventions are usually delivered in close partnership with other stakeholders such as the police, health providers and the voluntary sector.

Activity Requirement

The Activity Requirement can be used to deliver a broad range of interventions. The NPD is conducting an audit of the use that is being made of the new Activity Requirement and will issue good practice advice in due course.

Motivational work

The NPD has promoted motivational work (that may be delivered by offender managers or interventions staff) through publication of the Toolkit of Motivational Skills and has supported delivery of the toolkit through training and quality assurance.

Offending behaviour programmes

Offending behaviour programmes are evidence-based, cognitive behavioural programmes that are accredited by the Correctional Services Accreditation Panel. They are designed to reduce re-offending by helping offenders to learn new skills that improve the way in which they think and solve problems and which help them cope with pressure, to consider the consequences of their actions, to see things from the perspective of others and to act less impulsively. Problems with attitudes and behaviour are amongst the most common characteristics of offenders and accredited programmes are a good way of tackling them.

Enhanced Thinking Skills

ETS is a group-based programme for male and female offenders. It is based on the idea that teaching thinking skills will enhance a person's ability to achieve worthwhile goals. The programme uses carefully constructed exercises to target six aspects of thinking skills that are linked with offending:

- **Interpersonal Problem Solving:** introduces a logical approach to solving problems and aims to help offenders reduce mistakes in thinking and develop social ways of resolving problems.
- **Cognitive Style:** develops flexible thinking and helps reduce rigid responses and improve an offender's ability to think in the abstract. It uses exercises that encourage creative ideas and lateral thinking.
- **Self-control:** reduces impulsive thinking and behaviour by encouraging a reflective thinking style, awareness of factors that affect thinking, consideration of consequences, use of long-term planning skills and practical application of strategies that improve self-control.



- Social Perspective Taking: enhances awareness, understanding and consideration of different points of view to reduce egocentricity.
- Moral Reasoning: practises and develops moral reasoning by exploring values and considering issues of fairness, equity and concern for others and their welfare.
- Critical Reasoning: encourages self-critical and reflective thinking. It helps offenders to recognise irrational beliefs and understand how thinking is affected by emotions, past experience and other factors.

The programme consists of 20 sessions of two to two-and-a-half hours, over 40 to 50 weeks.

Think First

Think First is an offence-focused programme that addresses thinking and behaviour. It is targeted at male and female offenders with a medium to high risk of offending (Offender Group Reconviction Score of 41 or more and who have thinking skill deficits as identified by Section 11 of OASys). The programme adopts a building block approach with each successive session building on the skills and concepts learnt in the previous session. This programme comprises three main elements: the teaching of problem-solving skills, the application of these skills in looking at the behaviour and attitudes of the offender, and the rehearsal and development of self-management or relapse prevention skills. The Think First programme consists of 22 group-based sessions of two to two-and-a-half hours spread over six to 22 weeks.

One to One

The programme is delivered individually and designed to work as a problem-solving intervention that addresses the individual's offending behaviour. The programme is targeted at male and female offenders, with a medium to high risk of reconviction. The programme is structured into three stages: assessment, skill training, and application, which cover problem-solving, self-management, social skills (social interaction), values education and attitude change (perspective taking), and coping skills. The programme consists of 21 sessions of one to one-and-a-half hours, covering up to 11 weeks of two sessions a week.

Cognitive Skills Booster

The Cognitive Skills Booster programme is targeted at male and female offenders who have already successfully completed Enhanced Thinking Skills, Reasoning and Rehabilitation, Think First or One-to-One (subject to suitability for group work). The offender should have benefited from the original programme, but still have some thinking deficits as evidenced by Section 11 of OASys. The programme reinforces and consolidates the learning from the earlier general offending behaviour programme by revisiting the skills and concepts learnt previously through structured exercises. A core element running through the programme is the 'challenge exercise' which helps offenders apply these skills through role-play exercises to tackling real-life problems or issues which they need to address. The cognitive deficits addressed are: interpersonal problem solving, cognitive style, self-control, social perspective taking, moral reasoning and critical reasoning. The programme consists of up to 12 sessions of two hours, run over four to 10 weeks.

Women's Acquisitive Crime

WAC, now known as the Women's Programme, is a programme for female offenders, who have a current conviction of an acquisitive nature or show a pattern of previous acquisitive offending. It is based on motivational interviewing techniques and the emphasis is on emotional management and building healthy relationships. Women with serious mental health issues or who have severe substance dependency will be excluded from the programme. The programme is run over 31 sessions of two hours, run over 11 to 16 weeks, with additional work for higher risk women.

Aggression Replacement Training

ART is based on the assumption that violent offending has multiple causes: violent offenders tend to lack personal, interpersonal and cognitive skills. Specifically, they tend to be impulsive, to be over-reliant on aggressive means for achieving goals, to have poor self-control, and to have poorly developed moral reasoning. The programme is designed to address the following targets:

- Pro-violence attitudes and beliefs – attitudes supportive of criminal behaviour generally, hostile and suspicious attitudes to others.
- Social perspective taking – ability to consider others' views, an appreciation of why this is important.
- Interpersonal skills – ability to handle social situations.
- Anger control – impulsive, loses temper easily, poor conflict resolution skills, poor emotional control.

ART contains 18 group-based two-hour sessions, spread over six to 12 weeks, for male and female offenders. There are also five individual sessions before and after the group sessions, delivered by offender managers. The programme is targeted at offenders whose current offence includes aggressive behaviour or who have an established pattern of aggressive behaviour and who are at medium to high risk of reconviction and/or medium or above risk of causing harm.



Controlling Anger and Learning to Manage it

CALM is a group programme for male offenders, based on the premise that anger, while a natural emotion, becomes problematic when its frequency, duration and intensity are excessive and lead to aggressive behaviour. Based on social learning theory and using cognitive behavioural techniques, the programme addresses the following criminogenic needs:

- Anger/emotional control – impulsive, loses temper easily, poor emotional control, poor conflict resolution skills.
- Perspective taking – does not understand others' views, misinterprets social situations, holds rigid dogmatic views.
- Social problem solving – lacks interpersonal skills, uses inappropriate strategies, unaware of consequences.
- Pro-violence/pro-offending attitudes and beliefs – holds attitudes supportive of criminal behaviour generally, has hostile and suspicious attitudes to others, lacks recognition of link between offending and own attitudes, emotions, beliefs and needs.

Offenders learn to recognise the factors that trigger their anger and aggression and challenge the thinking that creates, sustains and escalates emotional arousal. They learn how to reduce their levels of emotional arousal, resolve conflict, manage other negative emotions related to offending, and plan how to deal with relapse. The programme is targeted at offenders whose current offence includes, or who have an established pattern of aggressive behaviour or loss of emotional control, and who are at medium to high risk of reconviction and/or medium or above risk of causing harm. CALM consists of 24 sessions of two to two-and-a-half-hours, spread over eight to 24 weeks.

Cognitive Self Change Block 6

Block 6 is an integral part of a programme which starts in prisons and continues in the community and targets high-risk seriously violent male offenders. It reinforces learning from the prison-based blocks 1 to 5 of the programme, applies it to the community setting and maintains an up-to-date relapse prevention plan. The programme aims to reduce violent recidivism by changing offenders' distorted thinking processes and individual patterns of anti-social thinking which lead them to violence and criminal conduct, and by reducing the impact of contributory violence risk factors specific to each individual. The dynamic risk factors the programme seeks to change are:

- The individual's thinking patterns which lead him to violence and other anti-social acts
- Lack of insight into violent behaviour
- Violent fantasy
- Poor management of increased arousal or anger
- Socio-cognitive skills deficits

Block 6 is delivered on a one-to-one basis by the offender manager through the medium of licence appointments. Its implementation supports a multi-agency approach to risk management. The decision to end Block 6 delivery in an individual case is taken as part of the risk management plan.

Community – Sex Offender Group Programme (West Midland)

G-SOGP aims to reduce offending by adult male sex offenders. Offenders on the programme are within normal IQ range and have committed any type of sexual offence. The programme consists of a 50-hour induction module. Following this, low risk/low deviancy offenders go directly to the 50-hour Relapse Prevention Programme. High risk/high deviancy offenders undertake the full programme of six modules, lasting 250 hours.

Thames Valley – Sex Offender Group Programme

TV-SOGP aims to reduce offending by adult male sex offenders and provide support to partners of offenders. Offenders on the programme are within normal IQ range and have committed any type of sexual offence. The programme consists of a 10 consecutive day Foundation block, a Victim Empathy block – twice weekly sessions of two hours (60 hours), Life Skills block – twice weekly sessions of two hours (40 hours), Relapse Prevention – weekly sessions of two hours (44 hours), and Partners Programme – weekly sessions of two hours (36 hours). High risk/high deviancy men complete the whole programme, but low risk/low deviancy men can omit the Life Skills block.

Northumbria – Sex Offender Group Programme

N-SOGP aims to reduce offending by adult male sex offenders. Offenders on the programme are within normal IQ range and have committed any type of sexual offence. Offenders assessed as high risk/deviancy attend the Core Programme (144 hours) followed by Relapse Prevention (36 hours), giving total programme length of 180 hours. Low risk/deviancy offenders normally complete individual work with the offender manager followed by the Relapse Prevention Module. Sessions are normally run for three-and-a-half hours during the day, but can be run as two evening sessions a week. The Core Programme is a rolling group and the Relapse Prevention Module is closed.



Addressing Substance-Related Offending

ASRO is a programme for male and female substance misusers with a medium to high risk of re-offending. It aims to teach them the skills required to reduce or stop substance misuse and be able to use skills for relapse prevention. ASRO aims to reduce crime by targeting substance misuse as an important factor in offending. It contains four modules:

- To motivate the offenders to change, resolve ambivalence, and explore the relationship between substance use and offending.
- To teach offenders to monitor their thoughts and behaviour and make changes and maintain positive progress regarding their substance misuse.
- To teach offenders to identify high-risk situations, use coping skills and learn mood management, relaxation training and interpersonal skills.
- To facilitate the development of a non-drug and non-crime lifestyle, by identifying what needs are being met by an anti-social lifestyle, selecting substitute activities which will satisfy those needs, and motivating the offender to change, enhancing social support and abandoning the criminal identity.

The programme consists of 20 sessions of two-and-a-half hours run for groups of four to 12 participants.

Drink Impaired Drivers

The DID programme is targeted at male and female offenders who have committed a drink-drive related offence and have no more than four previous convictions. The programme combines cognitive behavioural and educational approaches and is based upon the idea that offenders' lack of knowledge about alcohol and safe driving, their anti-social/pro-criminal attitudes towards drink-driving, poor problem-solving skills and thinking deficits result in drink-drive offences. By adopting such an approach, thinking and problem-solving skills are improved and knowledge about alcohol and safe driving is increased. The programme focuses on individuals' specific offences, how they will cope with disqualification and planning for the future. It challenges the offenders' rationalisations which they use in an attempt to justify their behaviour. The programme uses a number of techniques which includes training in self-monitoring, self-instructional training, training in problem-solving techniques and role-play to address these areas. The programme consists of 14 group-based sessions of two-and-a-half hours, spread over 14 weeks.

Offender Substance Abuse Programme

OSAP is a modular groupwork programme that aims to teach male and female medium to high-risk offenders the skills required to reduce or stop substance misuse. The programme aims to reduce crime by targeting substance use as an important factor in offending.

- Module 1 enhances the motivation to change, resolve ambivalence, explore the relationship between substance use and offending. Offenders are asked to set goals for change.
- Module 2 focuses on understanding and learning how to manage risk, teaching offenders to self-monitor their thoughts about substance use, to employ ways of coping with cravings and to identify personal high risk situations.
- Modules 3 and 4 look to expand their options. They are taught 'coping by thinking' and 'coping by doing' skills. Offenders begin to develop their personal relapse prevention plans based on their combined cycle and are introduced to the relapse process. A series of social skills are taught and participants are encouraged to practise them in the group setting as well as in the community.
- Module 5 enables participants to tie together their learning from the previous modules. It facilitates the development of good goal setting in each life area, encouraging a non-drug and non-crime future lifestyle.

The programme consists of 26 sessions of two-and-a-half hours, spread over 12 to 24 weeks.

Programme for Reducing Individual Substance Misuse

PRISM aims to teach offenders the skills required to reduce or stop substance misuse or maintain their abstinence and reduce crime by targeting substance misuse as an important factor in offending. It is delivered in a one to one environment and is cast in the form of a problem solving process. This begins with assessment of the problem, gathering information through formal integrated pre-tests, diagnostic interviewing, and self-report. It proceeds to set goals for self-change, and provides learning and practice opportunities for skills related to reducing substance misuse and offending. Finally, it evaluates the outcomes of the intervention with integrated post-tests and other measures. The programme can be tailored specifically and precisely to the offender's needs. The individualised nature of the programme is designed to further enhance both motivation to change and feelings of self-efficacy. The PRISM programme consists of 10 to 20 individual sessions (50 hours in total).



Community Domestic Violence Programme

CDVP is a cognitive behavioural programme. It is targeted at heterosexual male domestic violence offenders where there is a medium to high risk of harm. Based on the Correctional Services Canada programme, the programme includes interagency risk assessment and management, victim contact, proactive case management and core groupwork. The programme consists of 25 groupwork sessions lasting two hours and nine individual sessions, usually delivered over the course of nine to 13 weeks.

Integrated Domestic Abuse Programme

IDAP is a cognitive behavioural programme that challenges offender attitudes and beliefs to change behaviour. It is targeted at heterosexual male domestic violence offenders where there is or was a medium to high risk of harm in a relationship. It teaches non-controlling behaviour strategies and enhanced victim empathy. The modules address the following themes: non-violence, non-threatening behaviour, respect, support and trust, accountability and honesty, sexual respect, partnership, responsible parenting, and negotiation and fairness. It includes interagency risk assessment and management, victim contact, pro-active case management and core group work. The programme consists of 27 two-hour group sessions, delivered weekly and 13 individual sessions. Completion is usually over the course of not less than 27 weeks.

Black and Asian Module Pathfinder Programme (In development)

The Black and Asian Pathfinder module is targeted at black and Asian offenders who meet the eligibility and suitability criteria for a general offending behaviour programme but who are also black or Asian. The module consists of four sessions which the offenders undertake prior to commencing the general offending behaviour programme within a group comprising only black or Asian offenders or a group comprising of offenders irrespective of their race or ethnicity. The sessions are designed to provide motivational enhancement to offenders, providing a safe environment for them to explore their identities and issues of racism and how their experiences within a predominantly white culture may have affected how they think, feel and behave. Where appropriate this is placed within a criminal justice context.

Annex B

The principles that underpin evidence-based practice

Evidence-based practice in working with offenders in probation (and prisons) is founded upon the ‘what works’ principles. These are as follows:

Risk principle – the degree of intervention required in each case should be related to an assessment of the risk of re-offending and the risk of serious harm.

Needs principle – intervention in each case should be targeted on those personal and social factors which are assessed as being likely to cause re-offending.

Responsivity principle – intervention should be based on methods which are demonstrably effective in reducing offending, and which are responsive to the culture, gender and learning styles of individual offenders.

Rehabilitation should include work on accommodation, employment, basic skills, attitudes, cognitive skills, mental health, and drugs and alcohol which is intended to reintegrate the offender into the community.

Equality of opportunity requires provision of a full range of interventions designed to meet the risk/needs profile of each region throughout England and Wales, with each intervention delivered to a consistent high standard.

Interventions should be **accessible** to all offenders regardless of factors such as gender, race, sexual orientation and disability and as a minimum should meet legislative expectations: Race Relations (amendment) Act 2000, Sex Discrimination Act 1975, Disability Discrimination Act 1995 (including the reasonable adjustment element which came into force in October 2004), Welsh Language Act 1993, and the new regulations on sexual orientation and religion or faith. This will include compliance with the duties under the Race Equality Schemes (RES) i.e. conducting and publishing the results of impact assessment.

Interventions should be subject to **evaluation**, including using data from audits and OASys assessments, to demonstrate effectiveness in relation to stated objectives; this in turn will ensure confidence in the interventions provided to protect the public, reduce re-offending and support rehabilitation of offenders.

All the publications listed in the reports can be downloaded from the NPS website:
www.probation.homeoffice.gov.uk

Hard copies, where available, can be requested from:
NPSpublications@homeoffice.gsi.gov.uk

