

NPD INTERVENTIONS UNIT

ANNUAL REPORT FOR ACCREDITED PROGRAMMES 2004-2005

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Table of Abbreviations and Acronyms

ASRO	Addressing Substance Related Offending
ART	Aggression Replacement Training
BIS	Barrett Impulsivity Scale
CALM	Controlling Anger and Learning to Manage it
CDVP	Community Domestic Violence Programme
CSB	Cognitive Skills Booster
DID	Drink Impaired Driver Programme
EPTM	Effective Practice Training Manager
EOASYS	Electronic Offender Assessment System
ETS	Enhanced Thinking Skills
GOBP	General Offending Behaviour Programme
IAPS	Interim Accredited Programmes Software
IDAP	Integrated Domestic Abuse Programme
LCB	Locus of Control
NPD	National Probation Directorate
NPS	National Probation Service
NPSISS	National Probation Service Information System Strategy
OASys	Offender Assessment System
OBPT / OBPU	Offending Behaviour Programmes Team / Unit
OGRS	Offender Group Reconviction Score
OSAP	Offender Substance Abuse Programme
OTO	One to One programme
PICTS	Psychological Inventory of Criminal Thinking Styles
PIM	Programme Implementation Manager
RP	Relapse Prevention
RWWM	Regional What Works Manager
SPSI	Social Problem Solving Inventory
SU	Substance Use

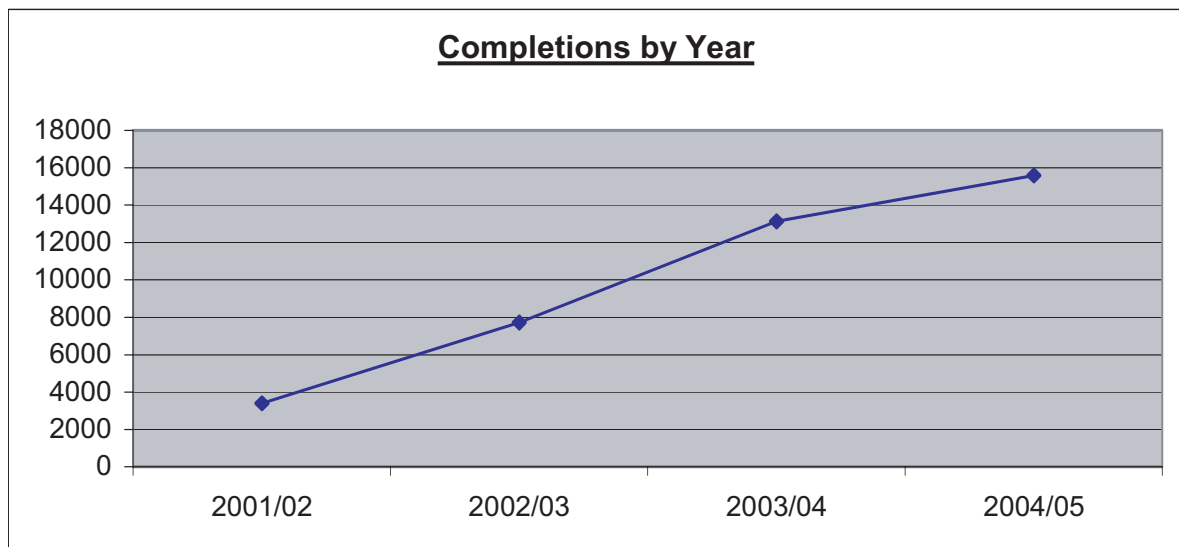
Summary

- This is the third annual report for Accredited Programmes. The report summarises the main statistics on the delivery of offending behaviour programmes and, where possible, provides a comparison with the performance in previous years. The overall picture continues to be encouraging.
- The number of starts increased in 2004-2005, despite a decrease in the number of orders and licences for programmes. 69% of the orders and licences made in 2004-05 resulted in programme starts, which reflects a 5% increase from 2003-04 (64%).
- A total of 15,596 completions were achieved, 4% more than the target of 15,000. This is an enormous achievement and represents a year on year improvement since 2001-2002 when there were 9,077 completions.
- On average, almost 70% of offenders who start programmes complete them.
- There is some evidence that action to reduce attrition rates especially after programme commencements is proving effective, and that areas are targeting offenders more appropriately.
- The results from the intermediate evaluation measures for general offending programmes are generally positive, showing that on average offenders improve in terms of these measures between pre- and post-programme testing. Women offenders reported greater positive changes on the measures than males.
- During 2004-05 an offender exit interview survey commenced. Early indications suggest that offenders in general are extremely positive about programmes and their content. Section 5 provides some example of offenders' comments.
- Joint working between NPD and HMPS in relation to programmes continues to be high priority for both services. Section 6 summarises the key joint projects.
- Section 7 provides an update on the developments in the accredited programmes' management information and monitoring system, including the e-OASys interface.

1. Managing the delivery of programmes

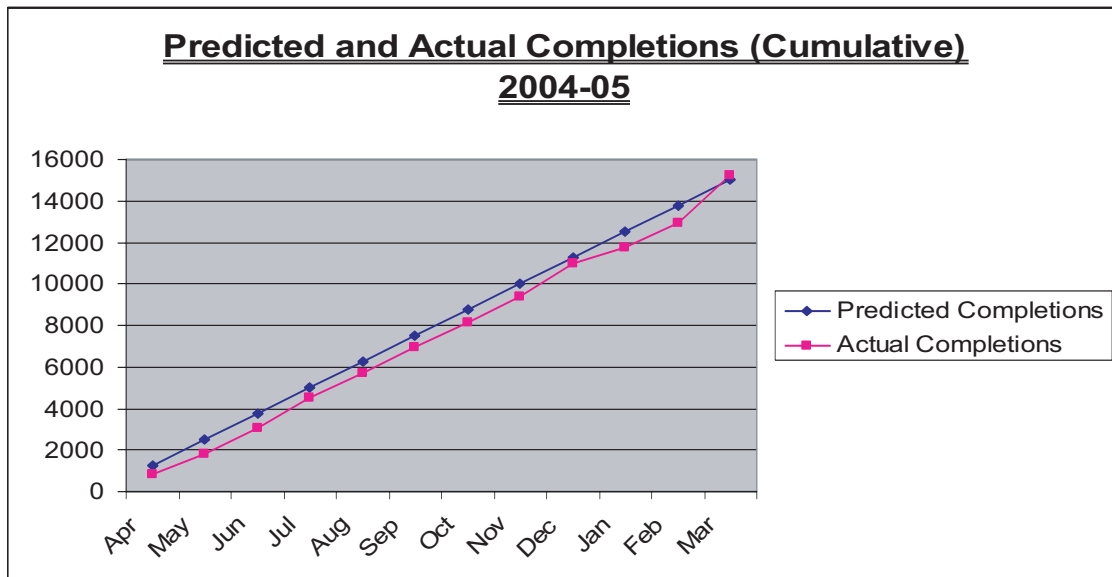
- 1.1 Effective programme management encompasses a number of processes, from identifying appropriate referrals correctly through to reducing rates of attrition. This section details year on year progress made nationally in this area.
- 1.2 The key target for the NPS is the number of programme completions. Figure 1 shows that the total number of programme completions has increased each year. This year's total of 15,596 completions exceeded the year's target of 15,000 by 4%. This is a substantial achievement and represents a year on year improvement since 2001-2002 when only 9,077 completions were achieved.

Figure 1: Actual number of completions by year



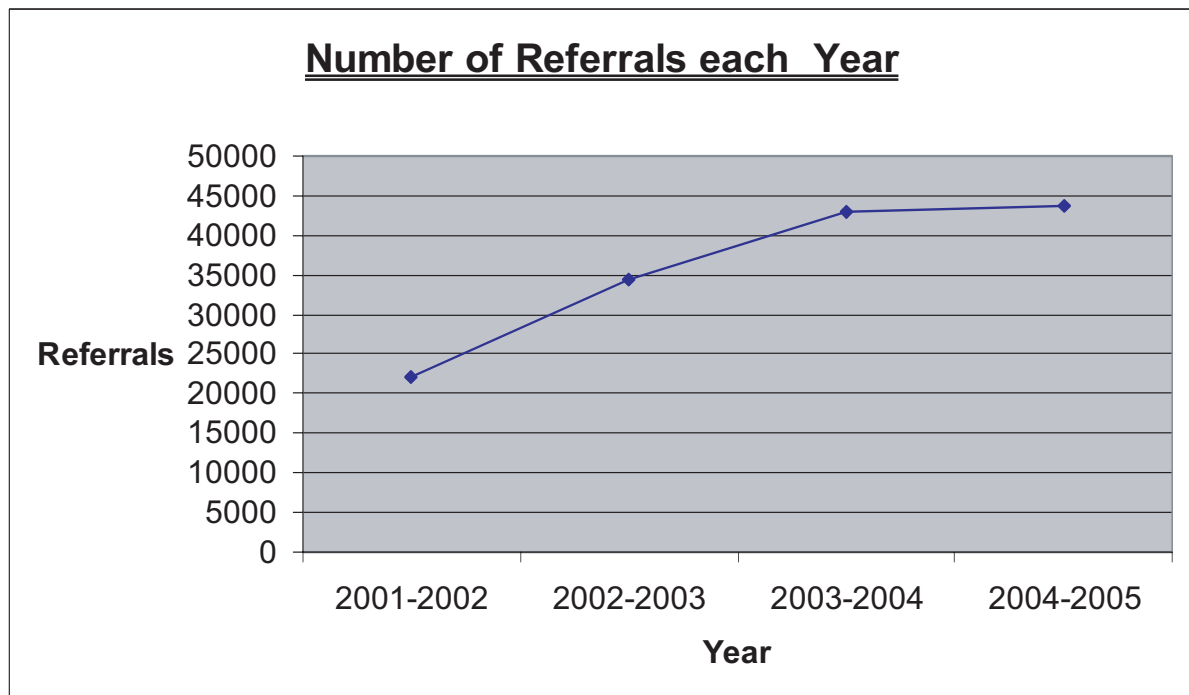
- 1.3 Figure 2 shows that the cumulative number of completions each month rose steadily in line with the projection, confirming that areas are delivering programme at a consistent rate throughout the year.

Figure 2: Predicted and actual completions



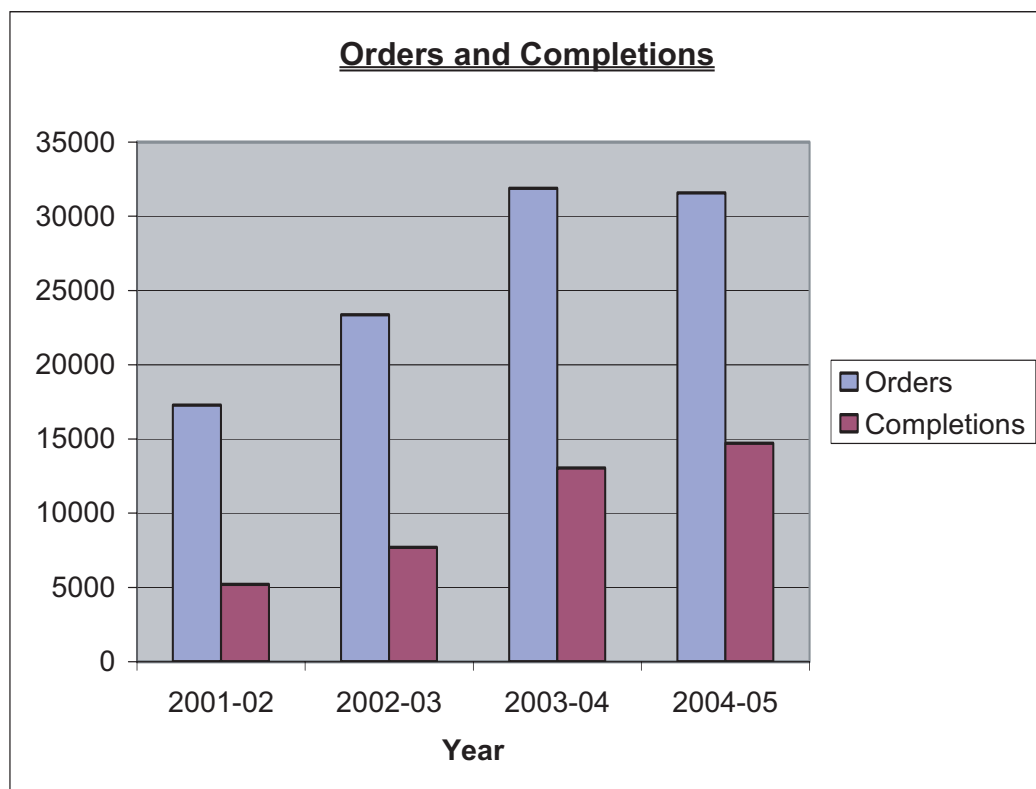
1.4 Programme referrals for the year ending March 2005 increased slightly from the previous year and totalled 43,843. Referrals have almost doubled since monitoring began (there were only 22,091 referrals made in 2001-2002), but a plateau now seems to have been reached (Figure 3). This is probably not the upper limit of suitable cases; extrapolations based on OASys suggest there is still an unmet need. The plateau probably reflects the fact that the target for programmes did not increase.

Figure 3: The number of referrals made year on year



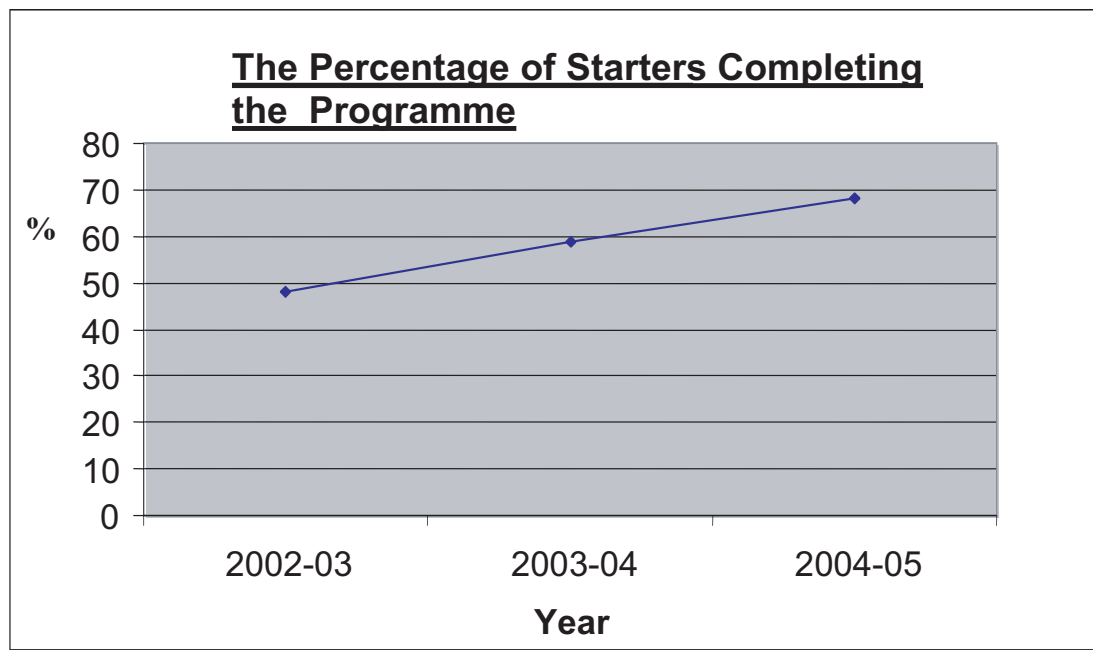
- 1.5 Of the total referrals, 31,585 were converted into orders or licences with a condition to attend a programme. This represents a concordance rate of 72% compared to a higher rate of 80% achieved in the previous year. However, because referrals had increased, the actual number of orders made in 2004-5 has fallen only slightly from the 31,885 achieved in 2003-04.
- 1.6 A greater percentage of orders made resulted in completion, Figure 4 shows 47% of orders made resulted in a programme completion in 2004-2005 compared with 41% in the previous year. This is the result of improvements that have been made by areas in levels of compliance.

Figure 4: The number of orders made compared to the completions year on year



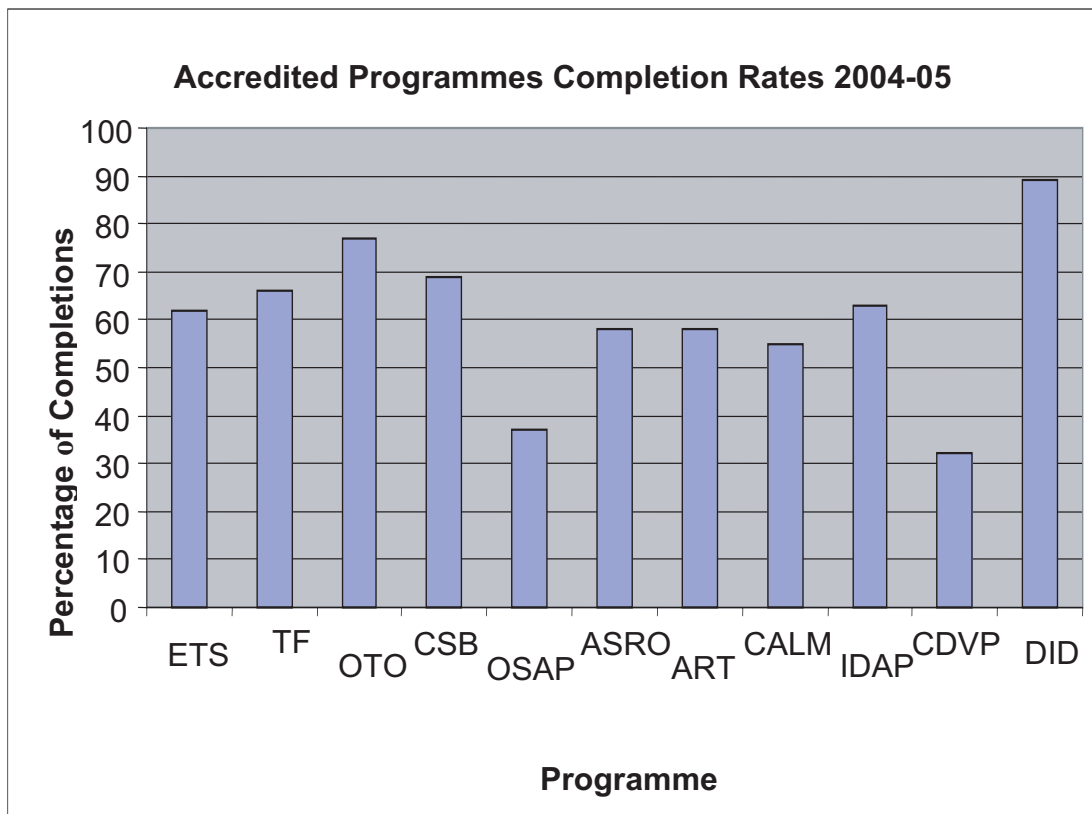
- 1.7 The percentage of programme starters remaining in the programme and completing has risen to nearly 70% from fewer than 50% over the past 2 years. This represents the successful efforts of staff and managers to motivate and encourage offenders to stay in programmes, combined with NPS adopting a more flexible approach towards programme delivery and catch ups sessions, which enables offenders to remain with programmes, wherever possible.

Figure 5: Percentage completions from commencements of programmes by year



- 1.8 A continuing challenge for community-based programmes is managing the time from order/ licence made to the first core session of the programme. In 2003-2004, 63% of those ordered to undertake a programme started the first session. Programme starts for 2004-2005 increased by 10%. This is compared to a start rate of 60% when monitoring first began in 2001-2002, this represents a huge improvement, but still leaves over a quarter of orders and licences made on offenders not getting to the first session of the programme.
- 1.9 Completion rates differ by type of programme reflecting the different needs of the offenders who typically attend them. Substance abuse programmes, where offenders have complex needs and high numbers of previous convictions, have lower completions rates than programmes for drink impaired drivers, for example. Figure 6 represents the percentage completion rate for each programme. It is important to note that the percentages are throughput figures and do not reflect completion rates for a cohort or specific group of offenders.

Figure 6: Completion rate by programme commencements for 2004/5



1.10 The Drink Impaired Driver programme had a high completion rate of 89%, as in previous years. This is the shortest programme catering for offenders who are generally not high risk of reconviction. The One to One programme showed the second highest completion rate at just over 75%. This may reflect the flexibility of the programme, which can be delivered at varying pace to accommodate other commitments the offender may have (e.g. changing employment patterns).

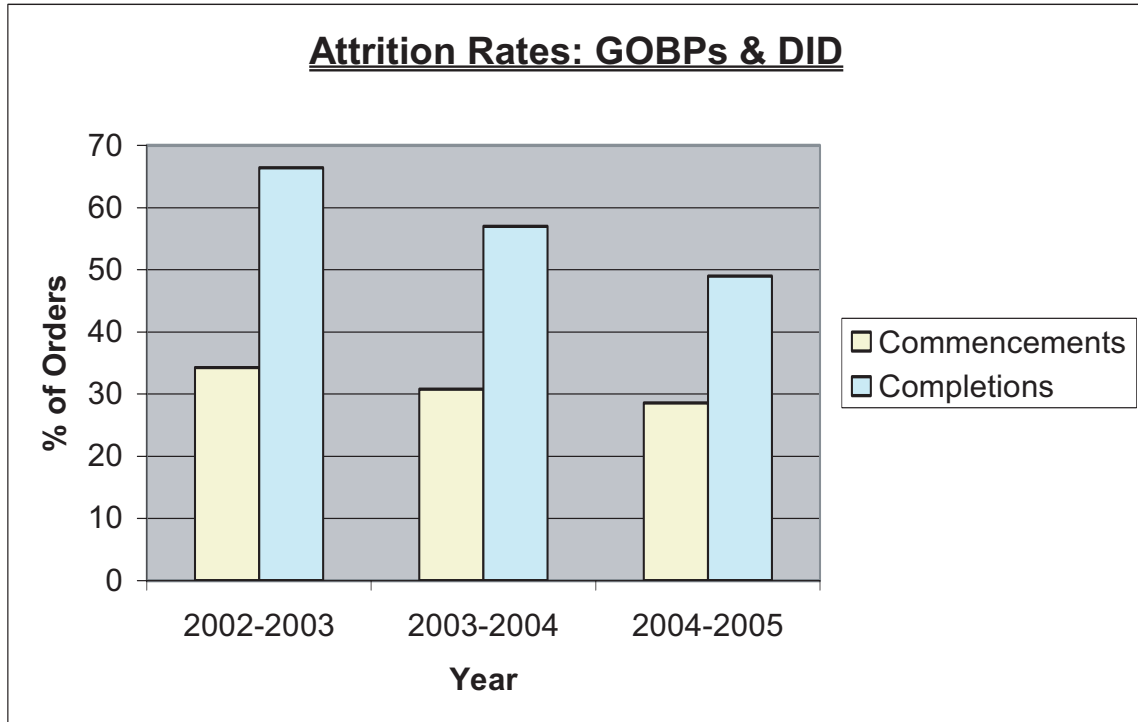
1.11 The completion rate for OSAP remained low, as roll out was underway and the first areas to go to scale did not do so until September. The 2005-2006 completion figures will be monitored to see if OSAP completions draw nearer to those of ASRO, a similar, better established substance misuse programme. A slightly lower completion rate may be experienced due to OSAP being longer, in terms of the number of sessions.

2. Attrition

2.1 Reducing attrition has been one of the key issues over the last two years. Figures 7 to 9 present attrition rates for each type of programme, as a percentage of orders made. For GOBPs and DID (Figure 6) there has been a reduction in attrition at each stage year on year. The highest rate of attrition is between order and

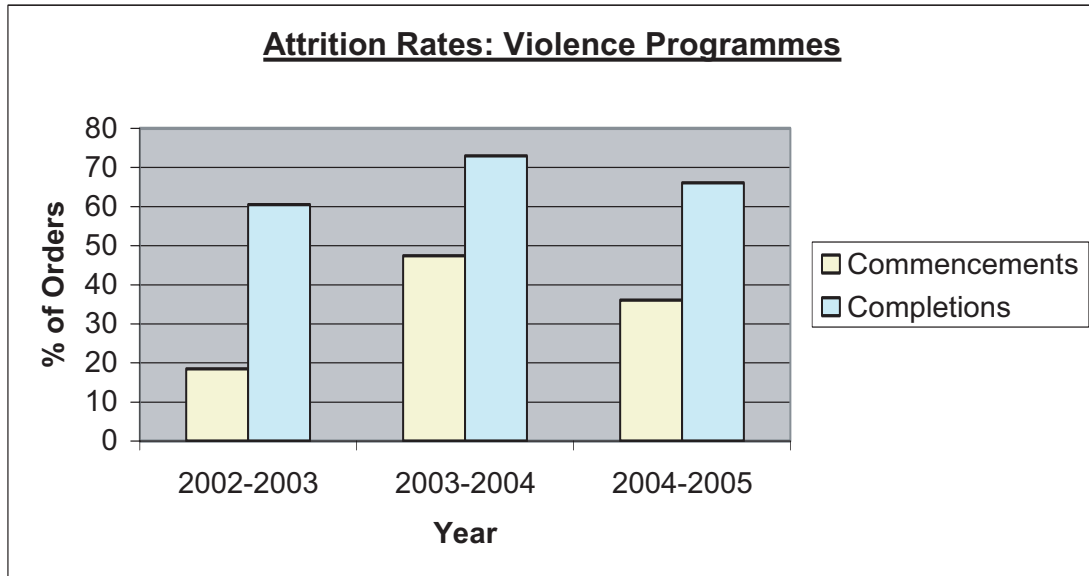
commencement (29%) compared with a rate of only 20% once the programme has begun.

Figure 7: Attrition rate 2002/3 to 2004/5 for General Offending Behaviour Programmes and Drink Impaired Drivers programme



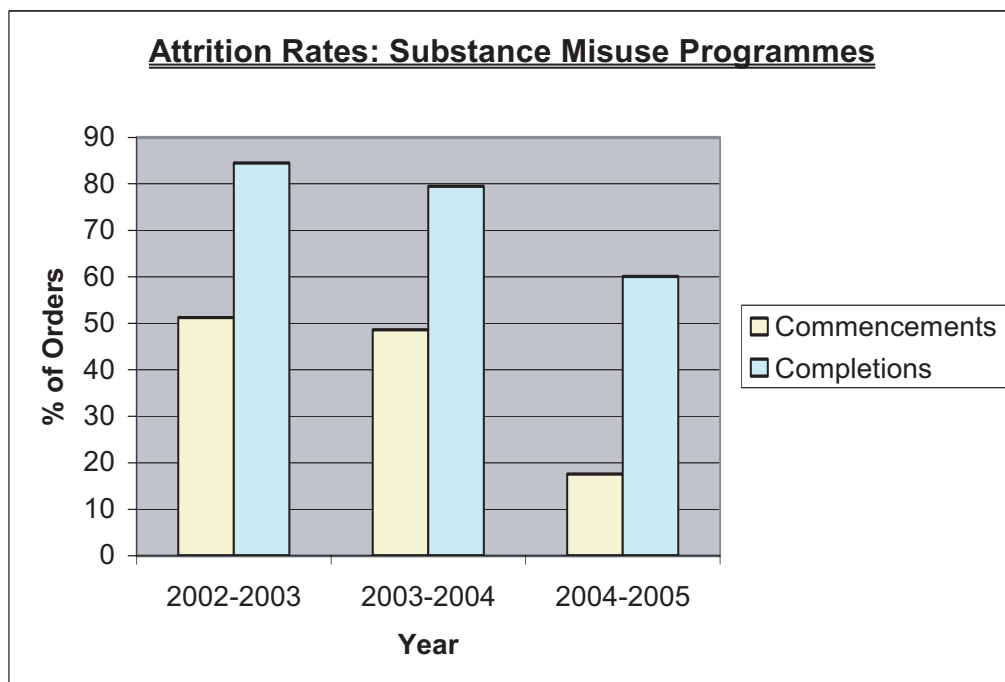
2.2 Figure 8 demonstrates that for the violence programmes there has been less consistent improvement. Overall attrition rates rose from 60% to 73% between 2002-03 and 2003-04 but fell back in the last year to 66% from order made to programme completion. Attrition between order and commencement also rose in 2003-04 to reduce again in 2004-05. This inconsistent performance may be due to the fact that the violence programmes are not as well established as the GOBPs, for example, the CALM programme, is still being implemented.

Figure 8: Attrition rates 2002/3 to 2004/5 for Violence Programmes



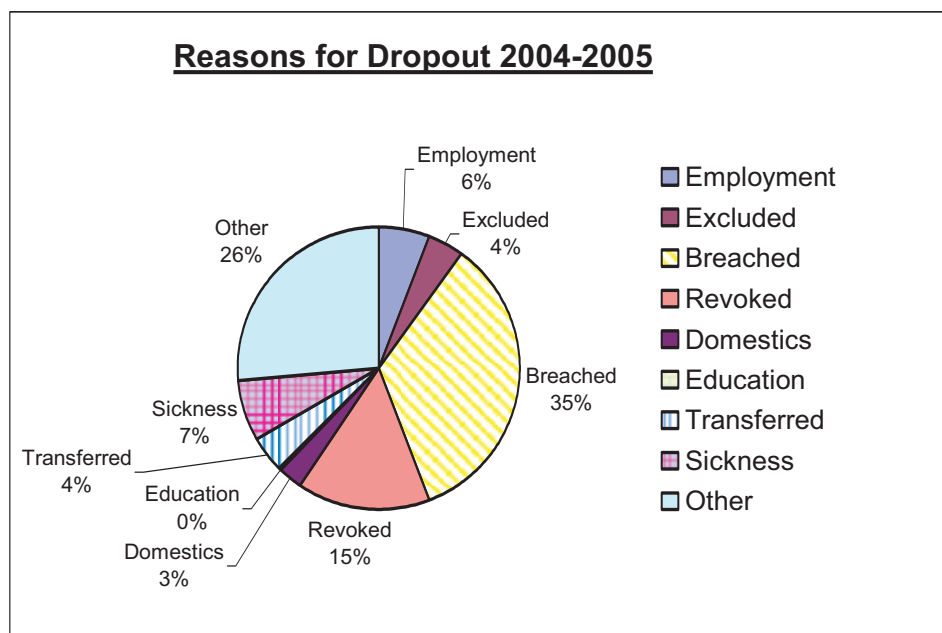
2.3 Figure 9 shows that Substance Misuse programmes have a higher attrition rate overall than other programmes. This is a higher rate of attrition may be explained in some part because the substance misuse programmes target offenders at a higher risk of re-conviction and the chaotic lifestyles led by many substance misusers. However, there has been a substantial reduction in the attrition rates between order and commencement, which in 2004-2005 was down to 18% lower than most other programmes.

Figure 9: Attrition rates 2002/3 to 2004/5 for Substance Misuse Programmes



2.4 The reasons given by staff for offenders dropping out of programmes can be broken down into a number of categories. The percentages in each category are almost identical to the percentages recorded the previous year. Half of the offenders were returned to court for breach or revocation. On many occasions this may not have been related to programme attendance. Numbers of offenders excluded from programmes reduced by 2% and now stands at only 4%, suggesting that tutors are becoming more adept at managing offenders within the sessions. There is still a large category of 'other' reasons for drop out; this means that the categories provided to tutor/programme managers are not capturing the reason for drop out in a quarter of cases and requires further investigation.

Figure 10: Reasons for drop out

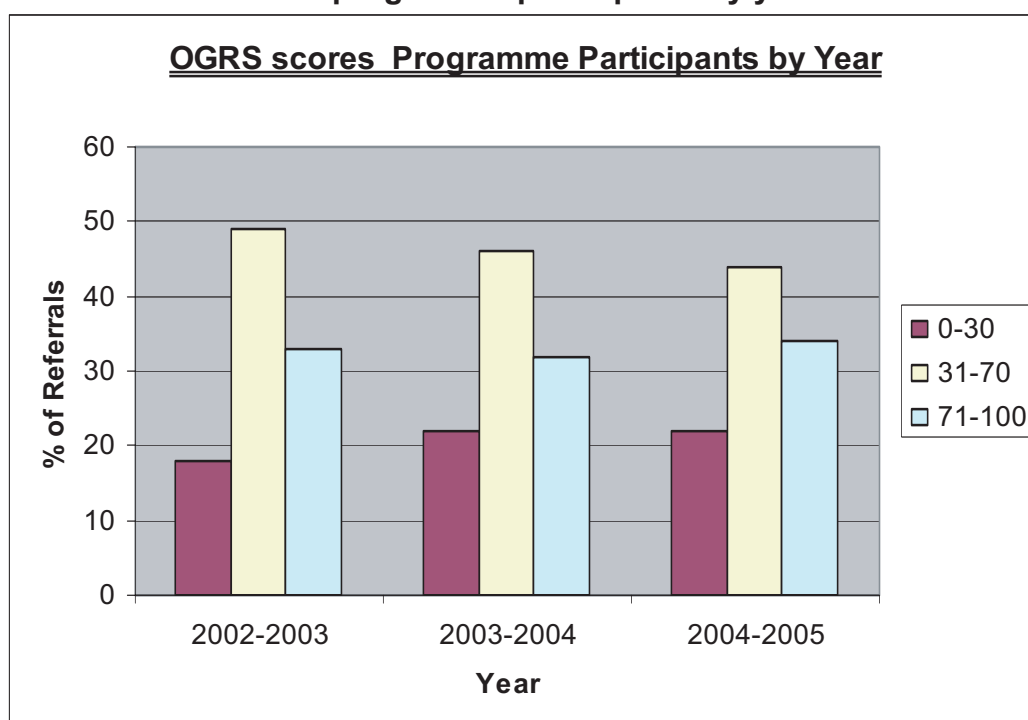


3. Targeting

3.1 Programmes' effectiveness can be improved if they are targeted at the right people. NPS targeting criteria for each type of programme are linked to risk and need. At present it is only possible to monitor targeting in terms of risk of reconviction using the OGRS (Offender Group Reconviction Score), which provides a measure of the likelihood of reconviction within the next two years, based on previous criminal history and age. In future years it may be possible to monitor targeting in terms of risk of harm and need as well. The overall picture of targeting remains similar to previous years. The largest group of offenders participating in programmes is medium risk, the most appropriate group. Around a third of participants are high risk of reconviction (OGRS over 70), these are an appropriate group provided that additional structured work is undertaken. Just over 20% of

participants are lower risk; this is a slight improvement on previous years.

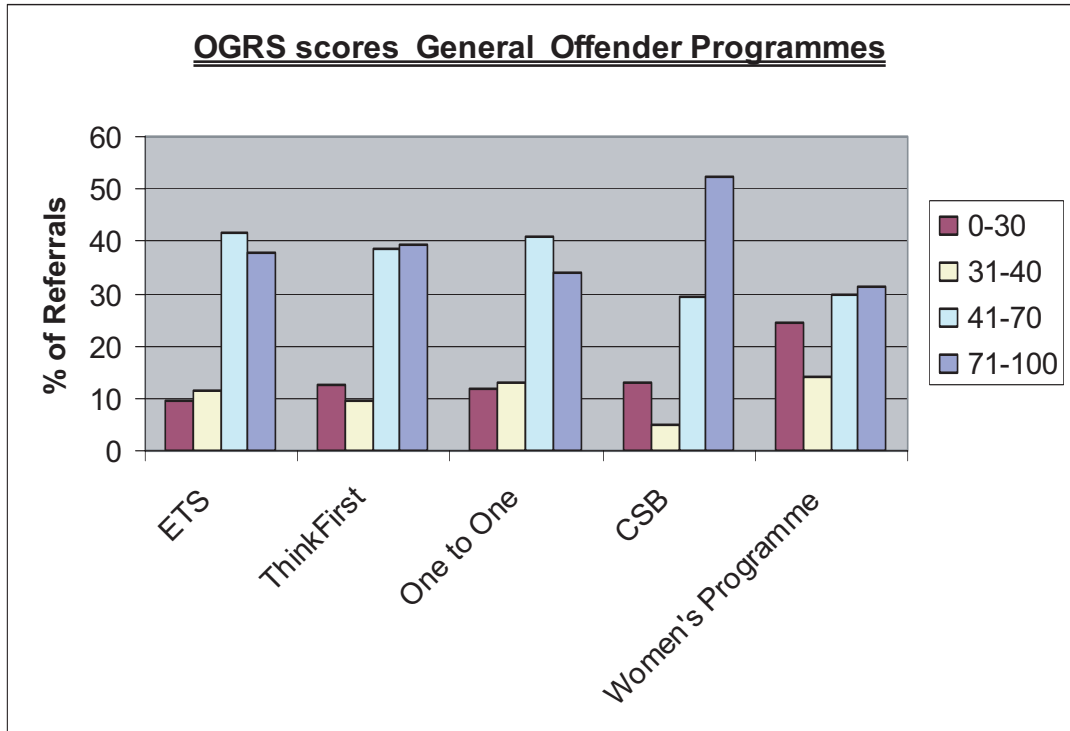
Figure 11: OGRS scores for programme participants by year



3.2 The data is, however, complicated as different OGRS criteria apply to different programmes and changes were made in July 2004 to the GOBP criteria. On the basis of emerging evidence, the minimum OGRS for GOBPs threshold was raised from 31 to 41 to ensure that fewer low risk cases, which could be more appropriately dealt with by community punishment or fines, were allocated to programmes.

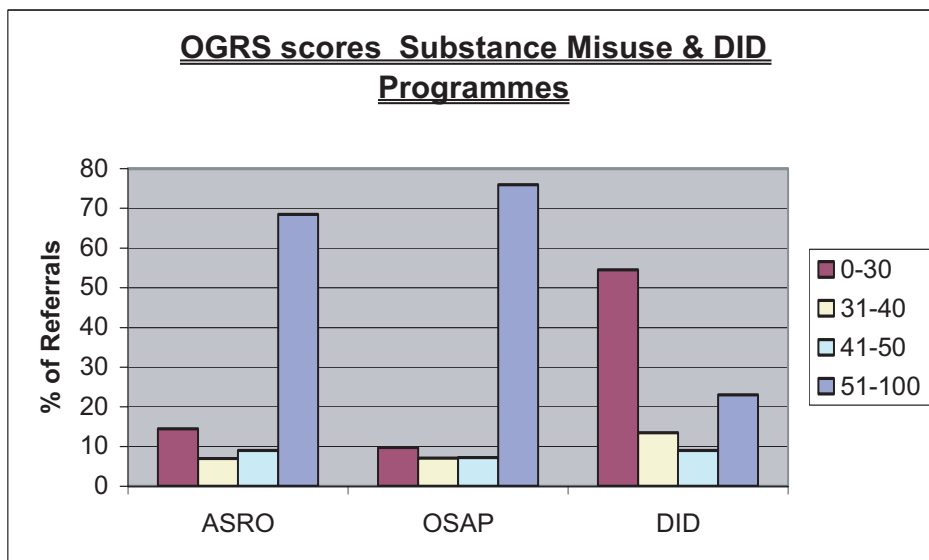
3.3 Figure 12 shows that in 2004-2005 for ETS and Think First most participants were in the medium or higher risk bands with only 10% below OGRS 30. Offenders with OGRS between 31 and 40 are shown separately, as this is the group affected by the change. This group was roughly 10% of participants and it is expected that numbers will diminish over coming years. The One to One programme has a similar spread of OGRS scores as the group GOBPs. The Cognitive Skills Booster programme, which is a follow on programme that reinforces the work undertaken by offenders attending GOBPs, is rightly targeted at the higher risk group in more than 50% of cases. The Women's Programme, which is still small scale in terms of delivery sites, has the widest spread of scores with probably too many low risk participants.

Figure 12: General Offending Behaviour Programmes OGRS scores



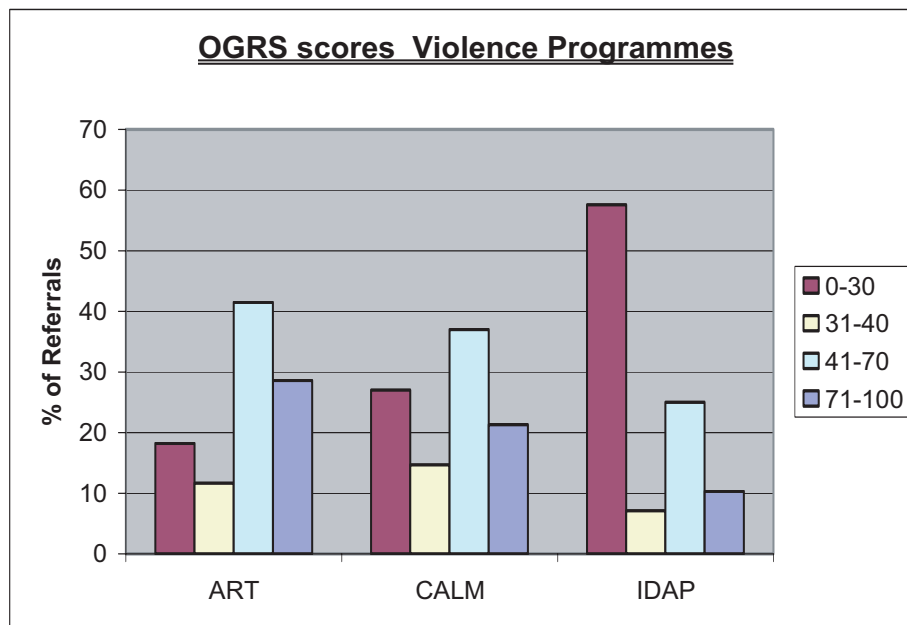
3.4 The two substance misuse programmes are targeted at offenders with OGRS greater than 50. Figure 13 demonstrates that 70% of offenders allocated to the programmes meet this criterion. The Drink Impaired Driver programme does not have a specific OGRS range included in the selection criteria. It is designed for a specific group of offenders who are primarily drink driving offenders and do not commit other types of offence. The result is that over 50% of those attending the programme are low risk offenders. It is surprising that 22% are in the over 50 OGRS group, because this would suggest they have a considerable criminal record and would be better suited to the GOBPs.

Figure 13: Substance Misuse Programmes OGRS scores



- 3.5 Offenders can be allocated to violence programmes either on 'Risk of Reconviction' or 'Risk of Harm' criteria. This accounts for the greater spread in the OGRS scores. For both the violence programmes most offenders are in the high or medium high risk bands. Whereas, for the domestic violence programme, IDAP, over half those attending programmes are in the low risk band. This reflects the fact that many domestic abusers do not have significant previous criminal histories, similar to the profile presented by sex offenders.

Figure 14: Violence Programmes OGRS scores



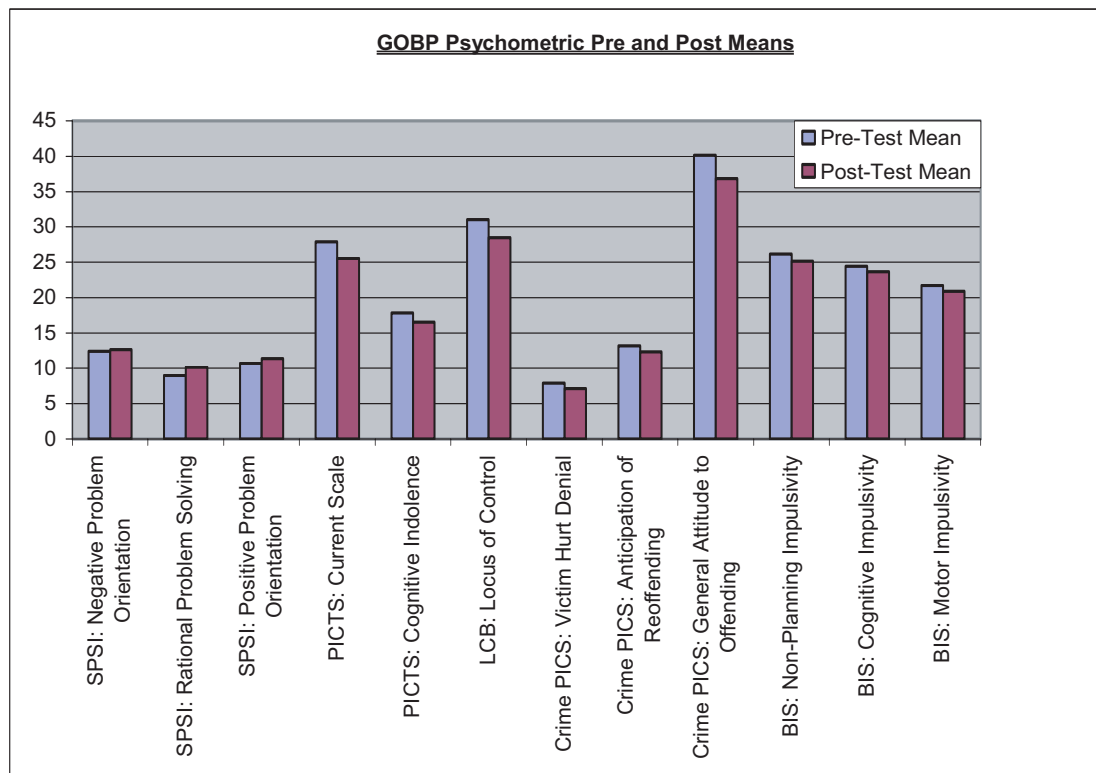
4. Analysing the results of the evaluation measures

- 4.1 It is important to monitor the immediate impact programmes are having on offenders. One set of measures which enables this to happen is a battery of evaluation measures completed by offenders before and after completing an OBP. The tests are designed to assess offenders' attitudes and behaviours related to the programmes' treatment targets. They are self-report measures and are susceptible to the usual problems associated with this type of measure (i.e. a limited level of association between the measure and the target outcome, response bias, and variable subject compliance). It cannot be assumed that a given level of change on the measures indicates a reduction in the likelihood of re-offending. Positive changes on the measures do indicate that some learning has taken place between the testing sessions. Unless there is evidence of change on these measures it is unlikely that any longer term changes in behaviour will be observed.
- 4.2 Figure 15 details the assessment results from the GOBPs' evaluation measures for offenders who completed the programmes in the year

2004-2005. The data is aggregated and represent the average pre- and post-programme scores. The results of five tests are presented which relate to the treatment targets of: - problem solving abilities, critical thinking, self efficacy, attitude supportive of offending, and impulse control. Most of the tests have a number of sub-scales; on some scales a positive results is indicated by a reduction and on others an increase in the trait, attitude, or behaviour.

4.3 The overall results indicate that on average offenders are improving on all the measures used. The SPSI problem solving scales show an increased confidence in ability to address social problems. The PICTS scales show a reduction in current anti-social thinking style and cognitive indolence (not properly thinking through the consequence of actions). The LCB shows a reduction in external locus (the belief that one's life is controlled by fate or others). The Crime Pics scales indicate a reduction in attitudes which support offending and the BIS demonstrates a reduction in impulsiveness of all types. Further analysis has shown that minority ethnic groups do not perform differently on the measures. A comparison of male and female offenders found that on average female offenders made greater gains than males on nearly all of the measures.

Figure 15: GOBP psychometrics pre and post means



- All the differences between the pre and post test mean scores are significant at $p < 0.05$.
- With the exception of the one Social Problem Solving Inventory scales (Negative problem orientation), all the scales move in the desired direction, indicating a reduction in deficits associated with criminal attitudes and behaviour.

5. Offender feedback

In 2004/2005 the National Probation Directorate's Offending Behaviour Programmes Team undertook a piece of research to examine what factors impact upon offenders completing or failing to complete accredited programmes.

As part of the research, offenders were asked to comment on what programme aspects they found most useful, and how these have subsequently impacted upon their lives. Comments included:

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

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

'Well. 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'.

'I'm glad there's such a place that gives people second chances.'

'Enjoyed it. Improved my life.'

'It's all opened up a new way of thinking for me.'

'...we were always treated with respect and our contributions were valued.'

While preliminary at this stage, early indications from this work are that the programmes provided by the National Probation Service are valued by offenders, and that their participation is going some way to keeping them offence free upon completion. A full report of findings from this study is due in December 2005.

6. Joint HMPS/ NPS workplan

6.1 The year saw further joined up working between HMPS and NPS Offending Behaviour Programmes Teams. The main focus of joint working has been in relation to:

- A commitment to review the current programme training approach
- The Cognitive Skills Booster Programme
- Domestic Violence – joint training, joint project steering group
- Joint steering groups for women offenders
- The development of a guide for increasing continuity of treatment and offender management
- A scoping paper for the future audit

- Change Control board and report
- Joint Video Monitoring forms and guidance notes

7. IAPS developments in 2004/5

7.1 The rollout of IAPS 3.3 was completed with the four non NPSISS areas, Bedfordshire, Cambridgeshire, Norfolk and Suffolk taking IAPS late 2004 / early 2005. Simultaneously work on 3 major developments was undertaken:

- To incorporate changes to sentencing as a result of the implementation of the Criminal Justice Act 2003. The IAPS Project Board agreed to move forward in line with eOASys to avoid any conflict with the interface link that was being developed. The new release was made available to areas in June 2005.
- Reporting from IAPS was a high priority and improvements were made to the stand alone Reporting PCs and a National Reporting centre was developed to reduce the burden on areas to provide the NPD with performance reports. National reporting was implemented and commenced reporting on April 2005 data.
- Duplicate data entry has been an issue and a solution was required to reduce this. The requirement to pull data into IAPS from eOASys was specified and a prototype was built for further development. Following a successful pilot, the interface will be available to areas in the latter part of 2005.

8. The suite of programmes

8.1 This year saw the accreditation of CDVP, the second domestic violence programme and full accreditation of the Cognitive Skills Booster programme. The Drink Impaired Drivers programme was accredited for women. Appendix 1 profiles the use of programmes across the 42 areas during 2004-2005 (this is based on completions reported to NPD).

9. Priority work streams for 2005/6

Training

A major review of training has led to the development of generic, modular tutor training materials. These will be used to train staff in the basic skills and knowledge necessary for the role of programme tutor. Their training will then be completed with programme specific input relevant to the programme to be delivered. This aims to make tutor training more efficient and cost effective.

Programme Development

Relapse Prevention Module (RPM):

The NPD Interventions Unit is developing a Relapse Prevention Module, building upon the work undertaken in the substance misuse and offending accredited programmes. The final design is anticipated to be a sequential toolkit from which practitioners can select appropriate sessions for use with offenders. It is envisaged that areas can utilise this toolkit to deliver to groups or individuals, in whole or in part, depending on their assessed need and organisational structures.

Lower Intensity Alcohol Misuse Module (LIAM):

The Interventions Unit is also developing a Lower Intensity Alcohol Misuse Module targeting offenders whose alcohol misuse needs are not sufficient to lead to referral to OSAP or ASRO. As with the RPM, LIAM will replicate the theory and evidence base that underpins the existing substance misuse and offending accredited programmes; however, its focus will be on alcohol misuse. Presently the module is envisaged as being a fixed sequenced intervention; however, the fixed sequential structure of the module will be reviewed following the pilot with a view to developing a more flexible sequenced toolkit approach.

Drink Impaired Drivers Programme

The Drink Impaired Drivers Theory Manual is being rewritten to ensure that it addresses all of the comments made by the Correctional Services Accreditation Panel. The manual will include a wider evidence base particularly in relation to female drink-drivers. Following completion of this workstream the programme materials will be revised to ensure a fit between the evidence-based theory and the programme manual.

Appendix 1 Profile of programmes by area for 2004/5

Region/Area	TF	ETS	R&R	OTO	CSB	ASRO	OSAP	PRISM	ART	CALM	C-SOGP	N-SOGP	TV-SOGP	IDAP	CDVP	DID	WAC
West Midlands																	
Staffordshire		x		x			x				x					x	
Warwickshire	x			x			x			x						x	
West Mercia		x		x			x				x			x		x	
West Midlands	x				x		x			x	x			x		x	x
North East																	
County Durham	x		x		x	x										x	
Northumbria	x			x	x	x						x				x	
Teesside	x				x	x						x				x	
East of England																	
Bedfordshire	x								x				x				x
Cambridgeshire	x			x			x		x				x				x
Essex	x		x	x			x		x				x	x			x
Hertfordshire	x						x						x				x
Norfolk	x			x	x		x		x				x				x
Suffolk	x			x			x		x				x				x
North West																	
Cheshire	x				x	x						x			x		
Cumbria	x			x		x						x					x
Lancashire	x					x						x					x
Greater Manchester	x				x	x				x		x					x
Merseyside	x					x						x			x		
East Midlands																	
Derbyshire		x		x	x					x	x			x			x
Leicestershire & Rutland		x		x	x		x			x	x			x			x
Lincolnshire		x	x		x		x			x	x						x
Northamptonshire		x		x	x		x			x							x
Nottinghamshire	x						x			x	x						x

Region/Area	TF	ETS	R&R	OTO	CSB	ASRO	OSAP	PRISM	ART	CALM	C-SOGP	N-SOGP	TV-SOGP	IDAP	CDVP	DID	WAC
Yorks & Humberside																	
Humberside	x			x	x	x					x					x	
North Yorkshire	x			x								x				x	
South Yorkshire	x				x	x						x				x	
West Yorkshire		x				x						x		x		x	
South East																	
Hampshire		x							x		x					x	
Kent	x			x	x				x				x			x	
Surrey		x		x					x				x			x	
Sussex	x					x			x				x			x	
Thames Valley	x						x		x				x		x	x	
South West																	
Avon & Somerset	x					x			x				x	x		x	
Devon/Cornwall	x					x			x				x			x	
Dorset	x					x			x				x				
Gloucestershire	x					x			x				x			x	
Wiltshire	x								x				x				
London																	
	x	x			x	x			x		x			x		x	
Wales																	
Dyfed/Powys		x		x			x									x	
Gwent		x		x			x				x					x	
North Wales		x		x						x	x					x	
South Wales		x	x		x		x				x			x		x	x