

HM Prison Service  
**Reducing Prisoner Reoffending**

REPORT BY THE COMPTROLLER AND AUDITOR GENERAL  
HC 548 Session 2001-2002: 31 January 2002



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This report has been prepared under Section 6 of the National Audit Act 1983 for presentation to the House of Commons in accordance with Section 9 of the Act.

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Comptroller and Auditor General 25 January 2002

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# Foreword

## Foreword by the Comptroller and Auditor General

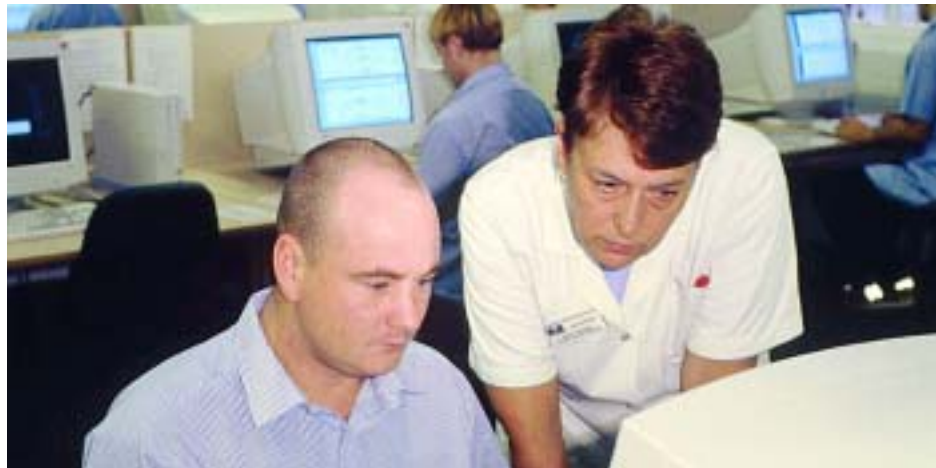
Currently around 58 per cent of prisoners are reconvicted within two years of being released. Research indicates that factors associated with reoffending include poor reasoning and thinking skills, drugs misuse and low levels of literacy and numeracy. The Prison Service in England and Wales has made good progress in introducing programmes designed to help tackle these factors and in September 2000 established a Strategy Board to provide direction for the further development and delivery of programmes. The Service needs to build on this and:

- improve the planning of prisoners' time in custody including closer working with the Probation Service. Prisoners' sentence plans should identify: the risks of their reoffending and how these risks should be tackled; and what help they need to resettle into the community, including assistance to find accommodation and employment and to maintain family ties;
- ensure that all prisoners who would benefit from attending programmes have the opportunity to do so. At present, provision varies markedly between prisons, and many prisoners leave prison without having had the opportunity to address their offending behaviour. For example, virtually all prisons holding high security risk prisoners had drug treatment programmes by March 2001, whereas provision was less frequent in prisons holding lower security risk prisoners where the risk of reoffending is high;
- ensure that programmes are appropriately targeted at all prisoner groups, including, for example, juvenile offenders (15 to 17 year olds), female prisoners and ethnic minorities;
- strengthen work with prisoners serving short sentences to reduce the risk of their being drawn into a cycle of reoffending. Such prisoners are not subject to sentence planning and because of the length of their sentences will have fewer opportunities to acquire educational or work skills, receive treatment for their drug misuse or undertake offending behaviour programmes. The Probation Service currently has no statutory responsibility or funding for their supervision on release;
- evaluate current programmes at the earliest opportunity to determine whether they do reduce reoffending and to what extent. Develop management information systems that would enable an assessment to be made of: the cost benefit of programmes to reduce reoffending; and the success of individual prisons in reducing reoffending;
- improve the relevance of work experience provided in prison. The kinds of work currently done in prison do not, in many instances, enhance prisoners' prospects of jobs outside;
- provide an agreed minimum level and standard of assistance to prisoners to resettle in the community, based on good practice across the prison estate;
- improve collaboration with the Probation Service, health authorities and voluntary groups so that released prisoners who need continuing support receive it.



# executive summary

- 1 The prison population in England and Wales rose between 1992-1993 and 2000-2001, from 44,600 to 65,000, an increase of 45 per cent. By the end of November 2001 it had risen to an all time high of over 68,400. Many prisoners are involved in a cycle of reoffending. Recent figures indicate that 58 per cent of all prisoners are reconvicted within two years of being released. The problem is most significant amongst young male offenders whose reconviction rate is 76 per cent. Many prisoners also have drug problems. In response to a 1997 survey, 80 per cent of prisoners admitted drug misuse in the year before prison.



- 2 Two of the Home Office's principal aims are "to deliver effective custodial and community sentences to reduce reoffending and protect the public"; and "to reduce the availability and abuse of dangerous drugs". The Prison Service, working with other organisations, plays a key role in helping to achieve these aims by providing constructive regimes which address offending behaviour, improve educational and work skills, tackle drugs misuse and promote law abiding behaviour in custody and after release. The Home Office has set the Prison and National Probation Services joint targets to reduce: the rate of reconvictions of all offenders punished by imprisonment or community supervision by 5 per cent by 2004 compared to the predicted rate; and the levels of reoffending by drug misuse offenders by 25 per cent by 2005. As part of its Crime Reduction Strategy, the Government has provided the Prison Service with an additional £155 million to spend over the three years 1999-2002 on programmes aimed at tackling reoffending, and factors which can contribute to reoffending.
- 3 This report focuses on the Prison Service's management of programmes specifically aimed at reducing the risk of reoffending, including the offending behaviour, basic skills education and drug misuse programmes.

## Key findings

- The Prison Service has made a determined effort to develop and deliver its accredited programmes in accordance with the best available research evidence on what works in reducing reoffending. Evaluations of the effectiveness of some early unaccredited programmes suggested a reduction in the risk of reoffending, although further evidence will be needed to judge the full effectiveness of the accredited programmes now in place.
- The Prison Service has rapidly expanded its provision of offending behaviour, drug misuse and education programmes so that more prisoners could benefit. The expansion, however, has been carried out without any clear overall plan for how the programmes should complement other prison activities aimed at preparing prisoners for release. However, in September 2000, the Service established a What Works in Prison Strategy Board to provide direction for the further development and delivery of programmes and activities to reduce reoffending and help ensure that the diverse needs of the prison population are met. The Service expects to publish the strategy shortly. More recently, the Service has decided to implement OASys, a joint development with the Probation Service designed to provide a more strategic and systematic basis for assessing prisoner risks and needs. The Prison Service's timetable for implementing OASys is dependent on the procurement of the IT application, but its current estimate is that implementation could begin in 2003.
- A prisoner's access to programmes still owes much to where he or she is sent. We found that the scale and range of programmes offered within prisons of similar type and size varied significantly. By 31 March 2001, for example, virtually all prisons holding high security risk prisoners had drug treatment programmes whereas only one in three young offender institutions, where the risk of reoffending is high, provided them (although specialist drug workers were operating in all prisons). Similarly, in the case of education programmes, there are large variations in the average amounts spent per prisoner, ranging from £89 to £1,493 a year in male open prisons. The current pattern of provision for the various programmes reflects, in most cases, decisions taken within individual prisons about local priorities although the Prison Service has taken action in recent years to widen availability, for example expanding the number of drug treatment programmes in the north of England. In advance of the introduction of OASys, the Service has undertaken a needs analysis to inform the allocation



of funds for the expansion of offending behaviour programmes from April 2002, based on information provided by prisons relating to such factors as offence type and the length of sentence being served by prisoners.

- The Prison Service has a target to double the number of prisoners getting jobs or training places after release by 2004. It is also seeking to increase the number moving into adequate accommodation. At present, the Service lacks a written strategy detailing how these objectives will be achieved, although it is currently involved in a wide range of pilot projects aimed at identifying good practice. Our examination suggests that the approaches adopted to helping prisoners resettle in the community varied widely between prisons, even between prisons of the same type. When we completed the fieldwork for this examination in June 2001, the Service had no national record of the resettlement activities currently available within prisons at local level, or data on the extent to which individual prison performance on resettlement varies. However, in October 2001, the Service published a Prison Service Order on resettlement. This sets out mandatory requirements for the management and delivery of resettlement for prisoners and gives guidance on good practice. The Service told us that it also planned to publish a Custody to Work strategy which would address the issues of records of resettlement activity and the targeting of resources.

Our detailed findings are set out below.

## Developing effective prison programmes

- 4 In 2001, the Home Office set the Prison and Probation Services a joint target to reduce the rate of reconvictions of all offenders punished by imprisonment or by community supervision by 5 per cent by 2004 compared to the rate that might be expected, taking account of the age, sex and offence and previous criminal history of discharged sentenced prisoners. Whilst the Home Office has established mechanisms to monitor progress in reducing reconvictions at national level, there are no plans yet to publish information on reconviction rates for prisoners discharged from individual prisons and therefore no ready means of scrutinising local performance. The major practical problem is that many prisoners serve their sentences in more than one prison. In the Prison Service's view, it would be difficult therefore to attribute any reduction in reconvictions to particular prisons. However, the Service is keeping the possibility of producing rates for individual prisons under review.





- 5 The Prison Service has adopted a rigorous approach to the design and development of its programmes to ensure that they reflect the best available research evidence of what works in reducing reoffending. In 1999, building on earlier arrangements introduced by the Service, the Home Secretary established an independent Accreditation Panel to accredit the design and delivery of programmes for both the Prison and Probation Services. Prison Service staff, and representatives of other bodies to whom we spoke, were supportive of these arrangements but concerns were raised about the time and resources required to gain accreditation. It is exceptional for programmes to be accredited first time round, reflecting the rigour of the process, and our estimates suggest that the minimum elapsed time for a new programme to achieve accreditation is just over three years.
- 6 The Prison Service does not have reliable information on the unit cost of delivering its offending behaviour, drug and education programmes and the cost effectiveness of the programmes. Estimates prepared by the Service for its offending behaviour programmes suggest that the cost varies between £2,000 and £7,000 depending upon the programme. The Service expects that a new IT system, due to be introduced, under what is known as the Quantum project, will provide fuller and more accurate cost data in due course. In the meantime, it is difficult for the Service to assess the full cost of providing programmes across the prison estate and whether the current mix of offending behaviour, drug misuse and education programmes provide the best value for its investment.
- 7 The Prison Service is seeking a more strategic approach to planning the provision of programmes through its What Works in Prison Strategy Board. The Board's role is to identify and prioritise the development of programmes; ensure effective coordination internally and externally with interested parties; and identify and deal with gaps in provision. Current accredited offending behaviour programmes are directed largely at male, adult prisoners serving sentences of one year or more, around 56 per cent of the prison population. There are currently, for example, no accredited offending behaviour programmes directed at the specific needs of young prisoners, short term prisoners serving less than 12 months, or female prisoners. (Although the Service points out that some existing accredited programmes appear to work well for these groups.) In April 2001, the Service identified a number of priority programmes for development based on work carried out by the What Works in Prison Strategy Board, and is currently piloting programmes targeted at the needs, for example, of short term prisoners.
- 8 Our survey found that 90 prisons were providing other programmes, courses and activities described as reducing reoffending but which were not accredited. These programmes have been developed locally, are funded from local prison budgets and are usually unique to a particular prison. The Prison Service does not have any central record of what these programmes involve, their target group, their objectives and costs, and who is providing them. Non-accredited programmes can be a source of innovation and often offer prisoners a variety of help, for example on health issues, maintaining family relations and managing money, but some programmes may duplicate courses already available elsewhere and may not meet acceptable quality standards. The Service told us that it is planning to introduce a National Framework for approving and setting standards for work with prisoners designed to change their attitudes and/or behaviour and a draft framework is under consultation.



## Recommendations

- 9 We recommend:
- i) the Prison Service develops its management information systems so that, in due course, it can provide reconviction rates at area or prison level. The need to wait until reconviction data is available means that such rates will always be reflecting performance some years previously. Other indicators will be required, therefore, to assess current performance on a prison by prison basis. These might include, for example, numbers of prisoners completing programmes, numbers failing to complete programmes, waiting times to get on programmes and size of waiting lists;
  - ii) the Prison Service, working with other relevant agencies, should develop a methodology for assessing the cost benefit of programmes to reduce reoffending so that it can better appraise the policy options of investing in different types of programmes;
  - iii) the Prison Service should monitor closely the impact of its planned introduction of a National Framework to set standards for its work with prisoners, including non-accredited programmes. A key aim should be to ensure that programmes that have proved their worth in helping to prepare prisoners for their eventual release are not lost because resources are devoted exclusively to developing and running accredited programmes.

### Matching prisoners to programmes

- 10 All prisoners have a healthcare assessment on reception. Prison staff then begin to assess them for drug treatment, education and resettlement needs. The process of matching prisoners to programmes continues with the preparation of a sentence plan for each eligible prisoner to help prepare them for their eventual release. The plans we examined varied markedly in detail and in the extent to which they involved third parties who could contribute to planning prisoners' time in custody. Ninety six per cent of prisons responding to our survey said that Probation Service staff were involved in the production of sentence plans. However, this level of involvement was not always reflected in the individual prisons we visited. In one prison, none of the sample of 20 plans we examined had any evidence of a contribution from the Probation Service.
- 11 At local level, prisons do not keep, in a standard format, information on the overall level of need amongst prisoners for individual programmes. The Prison Service, therefore, has no routine mechanism for forming an overall assessment of the range, nature and extent of prisoners' needs and any potential mismatch between need and provision. The Service believes that its planned introduction of OASys will improve its assessment of risk and the needs of prisoners; improve targeting of resources to address offending behaviour; and make available better management information to inform strategic planning in relation to needs and provision. The Service's timetable for implementing OASys is dependent on procurement of the IT application, but its current estimate is that implementation could commence in 2003. OASys will replace the existing sentence planning system.
- 12 The Prison Service is seeking to improve the availability of places on programmes across the prison estate, but access to them still varies significantly between prisons. The Service has rapidly increased the capacity of its offending behaviour programmes but there are still marked regional differences in the proportion of prisons running, for example, the thinking skills programmes - ranging from 40.6 per cent in Lancashire and Cumbria to 100 per cent in Manchester, Mersey and Cheshire, Wales and East Midlands (South). Likewise, by the end of March 2001, drug treatment programmes were available in

50 (43 rehabilitation units and seven therapeutic communities) out of the 135 prisons. Although steps have been taken to improve the geographical distribution of drug treatment programmes across the country, provision was much less frequent amongst prisons holding prisoners who had been categorised as a lower security risk. Similarly, annual average expenditure per prisoner on education varied significantly within prisons of the same category ranging, for example, from £89 to £1,493 amongst male open prisons.

- 13 The Prison Service does not routinely monitor the success of different ethnic groups in gaining access to programmes accredited as reducing reoffending. However, the Service's research suggests that ethnic minority participation in non sex offender accredited programmes is in proportion to the ethnic make-up of the prison population as a whole, although black Caribbean and other black ethnic groups (but not prisoners from an Indian sub-continent background) are under-represented on the sex offender treatment programme. The Service has set up a sub group of the What Works in Prison Strategy Board to tackle the issue of diversity and equality across the whole range of prison programmes and activities. The Joint Accreditation Panel is also considering how to ensure that the accreditation process is sensitive to diversity and equality issues.
- 14 The Prison Service has a Key Performance Indicator target which measures the time prisoners spend on "purposeful activity" but this includes, for example, cleaning work on prison wings, use of library, religious activities and family and social visits as well as attendance on programmes. The Service recognises that the Indicator offers little insight into prisoners' activities and is seeking to develop a measure that focuses more directly on the time that prisoners spend on activities which contribute to reducing the risk of reoffending.

## Recommendations

- 15 We recommend:
  - iv) the Prison Service should, pending the introduction of OASys, take steps to raise the standard of sentence planning. As a minimum, Prison Governors should be reminded of the importance of involving the Probation Service in the process and all relevant prison staff;
  - v) also pending the introduction of OASys, the Prison Service should continue to refine its methodology for matching the provision of programmes to tackle reoffending to the needs of the prison population as a whole so that any gaps, inconsistencies and excesses can be addressed;
  - vi) the Prison Service monitors the success of prisoners from different ethnic groups in gaining access to programmes to prepare them for release. The results should be published annually in Prison Statistics once the Prison Service has adequate data collection systems in place which can provide reliable data;
  - vii) the Prison Service introduces, as planned, a measure for the average amount of time prisoners spend in prison on activities aimed at reducing reoffending and publishes this in its Annual Report.

## Preparing prisoners for release

- 16** The Government has now set the Prison Service the target of doubling the number of prisoners getting jobs or training places after release by 2004. Whilst the Service can obtain reliable information on what happens to longer term prisoners who are usually released under the supervision of the Probation Service, there is currently little information available on what happens to short term prisoners when they are discharged - accounting for 60 per cent of all prison discharges. The Prison Service intends to strengthen its data collection systems to facilitate improved compliance by prisons in collecting information on prisoners' employment and accommodation status, and thereby establish a baseline for measuring performance against the target.
- 17** Our examination suggests that resettlement practices vary widely, even amongst prisons of the same type. Historically, the extent and nature of resettlement work at local level has reflected governors' assessment of priorities, the differing needs of prisoner populations and local circumstances. At the end of June 2001, the Prison Service had no national record of the resettlement activities currently available within prisons at local level, nor data on the extent to which individual prison performance on resettlement varies. The Service told us that this will be addressed in its Custody to Work strategy document, currently in draft.
- 18** The Prison Service recognises that substantial improvements are needed to its approach to resettlement and has embarked, with others, upon a series of projects to enable it to identify best practice. In June 2000, the Home Office established the Strategy Board for Correctional Services to secure more effective working between the Prison and Probation Services. In November 2000, the Prison Service issued a Service Standard on resettlement. This seeks to ensure, in collaboration with the National Probation Service, that prisoners have the opportunity to maintain and develop appropriate community ties and prepare for their release. The Standard is supported by a Prison Service Order on Resettlement, published in October 2001. This sets out mandatory requirements for the management and delivery of resettlement for prisoners and provides guidance on good practice.
- 19** One of the Prison Service's main aims in refocusing its education programmes on basic literacy and numeracy skills has been to help enhance prisoners' employment prospects. The Service is making progress and in 2000-01 prisoners gained more than 12,500 literacy and numeracy Level 2 qualifications, (85 per cent of the target set) the level significant for opening up employment opportunities. In 2000-01, the Service did not achieve its targets for the proportion of prisoners who were discharged at Level 1 (the performance of an average 11 year old) or below for basic skills in literacy and numeracy: 76.5 per cent of prisoners were discharged at Level 1 or below for literacy against the target of 52.8 per cent; whilst 67.6 per cent of prisoners were discharged at Level 1 or below for numeracy against the target of 61.9 per cent.
- 20** There is a mismatch between the type of work available within prison and the employment opportunities available outside. Few of the sentence plans we examined contained any evidence of consideration of the prisoners' suitability for different types of prison work, which can vary from working with textiles to industrial cleaning. An evaluation of prison work and training in 1998 by Brunel University commissioned by the Home Office found that less than half its sample of 88 former prisoners obtained work in the months following release, and in only five cases did it bear any relation to their jobs in prison workshops. The Service told us that, alongside a range of other initiatives, it is seeking to ensure that prison industries prepare prisoners more effectively for



available jobs, for example by improving the Service's knowledge of the labour market and, where possible, targeting its activity on skills shortages and job vacancies in the areas to which prisoners are released, for example shortages in the catering, cleaning and construction industries. The Service stressed, however, that workshops have objectives other than helping prisoners to get jobs including, for example, providing them with an active working day.

- 21 The Prison Service is a partner in the Government's Welfare to Work Initiative, which aims to help long term unemployed people into work. The Initiative provides prisoners with training and support based on their individual needs and aptitudes with the objectives of improving their employability and increasing their chances of getting a job. Prisoners' completion of the Welfare to Work programmes is intended as preparation for participation in the New Deal, a government programme to tackle unemployment. New Deal starts with up to four months of individual help, known as Gateway. A Home Office evaluation of the Service's Welfare to Work programme in 2000 found that three to four months into the former prisoners' release only a minority had entered the New Deal Gateway although it was double the number from the control group. Of the 931 prisoners who completed the programme who were in the evaluation, 38 per cent were in employment, 15 per cent had entered the New Deal Gateway and 7 per cent had obtained education and training.

## Recommendations

- 22 We recommend:

- viii) the Prison Service should monitor the impact of its Order on resettlement. In particular, it should hold prison governors accountable for: establishing effective working partnerships with other bodies - statutory, voluntary and private sector - who can assist in the successful resettlement of discharged prisoners; and implementing guidance on good practice in resettlement practices;
- ix) the Prison Service should introduce from April 2002, as planned, a Key Performance Indicator for measuring its success in getting released prisoners into jobs. Information on the success of individual prisons in delivering targets under the Key Performance Indicator should be published in the Service's Annual Report. A similar Indicator, if practicable, should be introduced for measuring success in getting discharged prisoners into accommodation and should also be published;
- x) prisoners' resettlement needs should be covered fully in their sentence plans, for example by identifying work needs both inside and outside prison, housing needs and arrangements for maintaining family and community links. All prisoners should have their own action plan for resettlement. These should be monitored jointly by the Prison and Probation Services reflecting their shared responsibilities for resettling prisoners into the community.

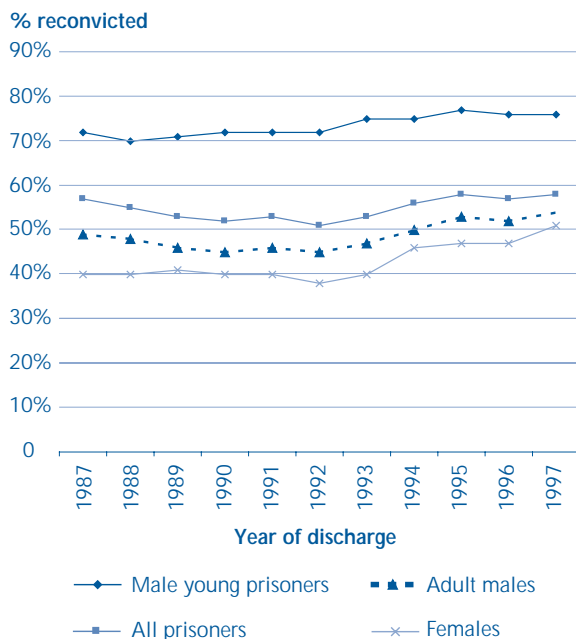
# Part 1

## Introduction

### Background

1.1 The prison population in England and Wales rose between 1992-1993 and 2000-2001, from 44,600 to 65,000, an increase of 45 per cent. By the end of November 2001 it had risen to an all time high of over 68,400. Many prisoners are involved in a cycle of reoffending. The most recent statistics indicate that fifty eight per cent of all prisoners are reconvicted within two years of being released, whilst for those serving sentences for burglary and theft the figures are even higher, 78 and 73 per cent respectively, (Figure 1). The problem is most significant amongst young male prisoners aged under 21 whose reconviction rate is 76 per cent.

#### 1 Prisoners reconvicted within two years



Source: Home Office

1.2 The cost of reoffending is significant, both in terms of the impact on victims and local communities and the cost borne by the public purse. The Home Office's estimate of the average cost of a prison sentence

imposed at a crown court is £30,500, comprising court and other legal costs, whilst the Prison Service puts the average cost of keeping an offender in prison at around £22,900 a year.

### Responsibilities for reducing prisoner reoffending

1.3 Two of the Home Office's principal aims are "to deliver effective custodial and community sentences to reduce reoffending and protect the public through the Prison and Probation Services, in partnership with the Youth Justice Board" and "to reduce the availability and abuse of dangerous drugs". Figure 2 summarises the roles and responsibilities of the various players that have an important part in helping to tackle factors that increase the risk of reoffending including drugs misuse.

1.4 The Prison Service is an Executive Agency of the Home Office with an annual expenditure of around £2 billion. At 31 March 2001, it operated in England and Wales through 126 directly managed prisons and nine run under contract by private sector companies. At that time, these 135 prisons held some 65,000 prisoners.

### The Prison Service has developed a series of programmes aimed at reducing the risk of reoffending

1.5 In addition to its principal aim of protecting the public by holding prisoners in a safe, decent and healthy environment, the Prison Service aims to reduce crime by providing constructive regimes which address offending behaviour, improve educational and work skills and promote law abiding behaviour in custody and after release. As part of its Crime Reduction Strategy, the Government has provided the Service with an additional £155 million, through the Comprehensive Spending Review, to spend over the three years 1999-2002 on programmes which are accredited as reducing reoffending and those which tackle factors which research has suggested can contribute to reoffending, specifically drugs misuse and poor literacy

**2 The responsibilities of some of the main public and private sector bodies with roles to play in helping to reduce reoffending**

**The Prison Service** aims to reduce crime by providing constructive regimes which address offending behaviour, improve educational and work skills and provide law abiding behaviour in custody and after release.



**The Home Office** is responsible for sentencing policy and researching what works to reduce re-offending. In conjunction with the Prison and Probation Services it will monitor the effectiveness of what works programmes and their impact on re-offending.

**The Police** maintain data on arrests and offenders that is essential for measuring the impact of re-offending programmes and changes in sentencing policies. They also support the Probation Service in monitoring potential high risk re-offenders released in to the community.

**The Joint Accreditation Panel** are a body including independent experts, which accredits the design and delivery of programme as conforming to "What Works" principles for reducing the risk of reconvictions. The panel accredits programmes for use in custody and in the community.



**Local businesses** work with the Prison and Probation Services to provide employment for offenders whilst they are in prison and offer employment opportunities to them post release.

**The Probation Service** is the lead agency for ex-offenders. It monitors offenders that have received community sentences from the courts and offenders that have been released following a prison sentence of 1 year or more. They also supervise young offenders who were sentenced to less than 12 months in custody. The Service provide courses that address offending behaviour.

**Independent and voluntary organisations, for example, Nacro** assist offenders' and their families to build/rebuild relationships and activities, including assisting offenders to find accommodation, providing hostels for the homeless and or drug dependants, and advising and counselling offenders both pre and post release in steps that they can take to gain employment, training or further education.

**The Department for Education and Skills.** From April 2001 the Department's Prisoners' Learning and Skills Unit has shared with the Prison Service responsibility for the planning and provision of education and training programmes in prisons. The Unit reports jointly to Ministers in the Department for Education and Skills and the Home Office and, on resettlement issues, to the Department for Work and Pensions.

**The Department for Work and Pensions** provide financial support for offenders and families whilst they are looking for work. The employment and careers services of the Department operate the New Deal, Job Club and Welfare to Work programmes.

**Local Authorities** provide a range of local services for offenders. These may include housing benefit, accommodation and social services to support families. Authorities may, in conjunction with **Health Authorities**, the **Drug Action Teams** and local charities support drug and alcohol rehabilitation units in the community.

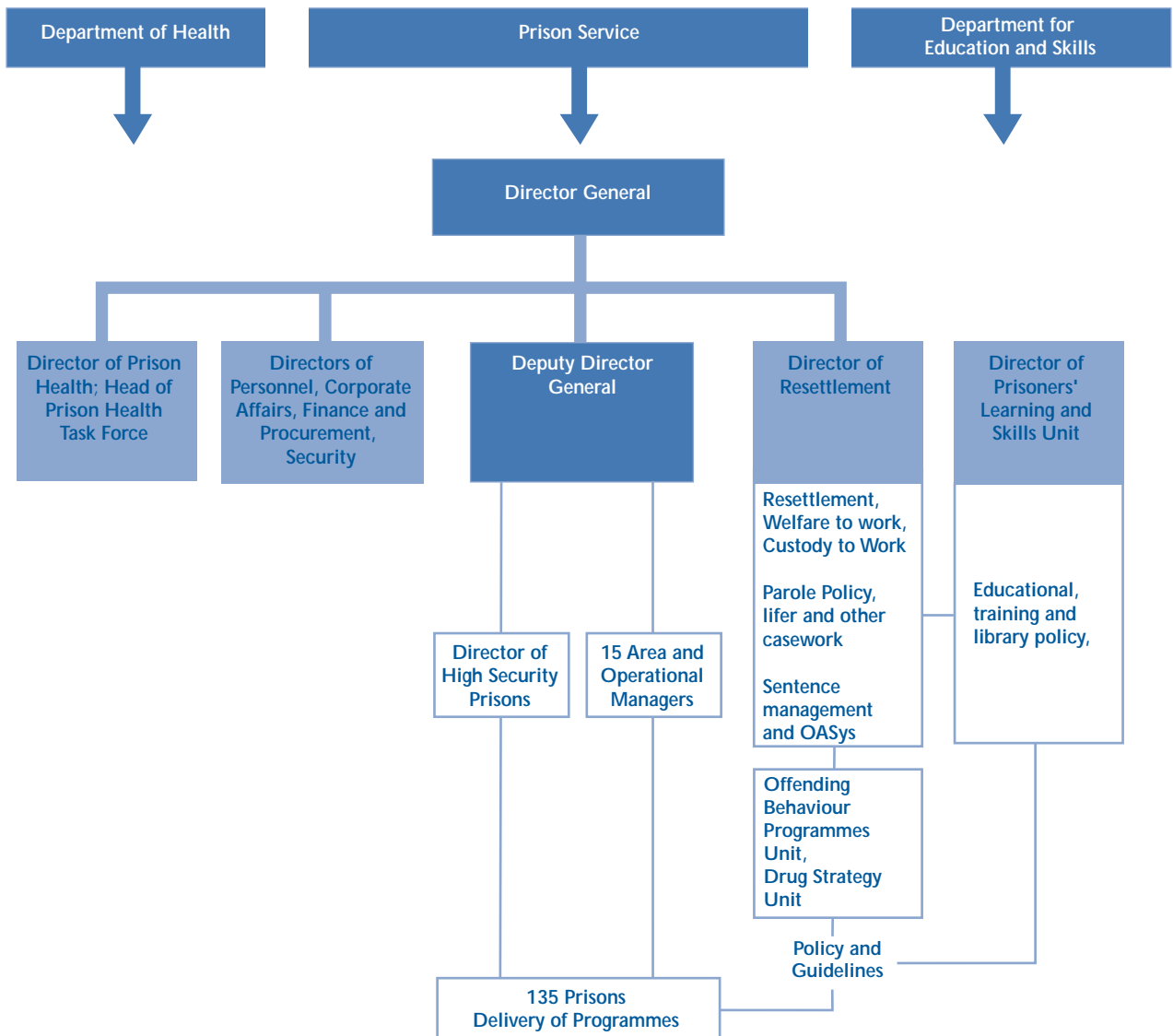
Source: National Audit Office

and numeracy. This was part of the additional £578 million which the Prison Service received in total, subject to a requirement to find £109 million in cash released through improved efficiency.

1.6 The Directorate of Resettlement (Figure 3) has responsibility for developing offending behaviour and drug misuse programmes. In September 2000, the Prison Service established a What Works in Prison Strategy Board. The Board is chaired by the Director of Resettlement, and comprises senior staff with operational and policy responsibilities. The Board's role is to identify and prioritise programmes for development and ensure effective co-ordination both internally and externally. (Appendix 5 provides more detailed information on the Board's role.) The Service has set up a new unit within the Sentence Management Group in the Directorate of Resettlement to serve the Board. Two other units in the same Group within the Directorate also have key roles:

- **The Offending Behaviour Programmes Unit.** The Unit is responsible for designing, developing and supporting the delivery of the Prison Service's programmes that address offending behaviour directly through "behaviour modification". The Unit seeks to ensure that the delivery of programmes meets a high standard across the prison estate. The Unit has a team of around 60.
- **The Drug Strategy Unit.** The Drug Strategy Unit is responsible for devising, developing and monitoring the Prison Service's drug strategy liaising with the Home Office's Drug Unit as appropriate. (The Home Office Drug Unit, formerly known as the Anti Drug Co-ordination Unit, transferred from the Cabinet Office to the Home Office following the general election in 2001 and now forms part of the Criminal Policy Directorate.) The Drug Strategy Unit reviews Prison Service area bids for funds, advises the Deputy Director General on where to allocate

**3 The Directorate of Resettlement is responsible for developing offending behaviour and drug misuse programmes**





resources, helps develop detailed policy and processes, and monitors achievements against the strategy. The Unit has a team of around 22.

1.7 Since April 2001, the Prisoners' Learning and Skills Unit, which is a partnership between the Department for Education and Skills and the Prison Service has been responsible for planning the provision of education programmes (and training and library provision). The Unit reports jointly to Ministers in the Department for Education and Skills and the Home Office and, on resettlement issues, to the Department for Work and Pensions. Prior to April 2001, the Prison Service had sole responsibility for education programmes.

1.8 Prison Governors have operational responsibility for planning the delivery of prison programmes, after reaching agreement with their Area or operational managers. Governors play a key role in ensuring that prisoners' needs are identified and, subject to the availability of funding, facilities and staff, seek to ensure that appropriate programmes are available to meet the needs of their prisoners.

Addressing offending behaviour

1.9 Since the early 1990s, the Prison Service has developed a series of programmes aimed at tackling various aspects of offending behaviour. These programmes have, in part, been prompted by research in North America that suggests that programmes employing techniques which address reasoning and thinking skills can be particularly effective in, for example, helping prisoners to face up to the consequences of their criminal actions and develop new ways of controlling their offending behaviour, such as controlling "impulsivity, developing greater empathy with others and improving thinking skills". A Home Office review of research evidence from across the world suggests that well designed, well run programmes of this type may reduce reconviction rates by up to 15 percentage points.<sup>1</sup>

1.10 The Prison Service currently runs ten "accredited" offending behaviour programmes. Five of these are for the treatment of sex offenders; three are designed to improve prisoners' reasoning and problem solving skills; one is a programme for high risk violent offenders; and one is a programme for offenders for whom anger has played a part in their offending. The Joint Accreditation Panel (Figure 2) has accredited these programmes as having been designed in accordance with available research evidence of what is most likely to work in reducing reoffending. Figure 4 shows the number of prisoners due to complete the programmes up to 2004. Figure 5 illustrates the approach adopted on the Enhanced Thinking Skills Programme.

4 Offending behaviour programme completion targets, 2001-02 to 2003-04

Year	Target	Sex Offender Treatment element of target
2001-02	6,100	1,160
2002-03	7,100	950
2003-04	8,900	1,240

Source: Prison Service

5 Enhanced thinking skills programme



The Enhanced Thinking Skills Programme is a series of exercises designed to help prisoners to think and behave more appropriately both in and outside prison. The exercises are performed in groups of about eight to 10 prisoners, led by a trained tutor. The exercises are prescriptive in how they must be delivered - the programme is closely designed around research evidence of what is likely to work best. Programme delivery is therefore very similar across all prisons offering this programme.

Offending behaviour is not addressed directly, but the programme focuses on addressing behavioural deficits that have been shown to be related to offending behaviour:

- self-control;
- interpersonal problem solving;
- critical reasoning - by encouraging reflective thinking and effective communication;
- moral reasoning (value and behaviour).

The Programme teaches offenders:

- general strategies for recognising problems, analysing them and considering alternative non-criminal solutions;
- to think logically, objectively and rationally;
- to stop and think before acting;
- to understand and consider the thoughts and feelings of other people;
- to improve inter-personal problem-solving skills and develop coping behaviours that can serve as effective alternatives to anti-social or criminal behaviour; and
- to view frustrations as problem solving tasks rather than personal threats.

There are 20 two hour sessions of between two and five sessions a week, plus a preparatory session to introduce group members to each other.

<sup>1</sup> Home Office Paper 171, *Changing offenders' Attitudes and Behaviour. What Works?*

## Improving education and work skills

1.11 Whilst 20 per cent of the general population have basic skills deficiencies, 60 per cent of prisoners have poor literacy skills and 75 per cent poor numeracy skills. These skill levels seriously hamper prisoners' ability to gain employment on release. The extent to which poor education is itself a cause of offending behaviour is not clear. However, based on research carried out in Australia, the Prison Service works on the assumption that those ex-offenders who are employed have about half the risk of reconviction of those who are unemployed.<sup>2</sup>

1.12 In recent years, education programmes within prisons have focused on the development of basic literacy and numeracy skills. The main element is the National Core Curriculum. This concentrates on four main elements: basic skills, information technology, social and life skills and English for speakers of other languages. The Core Curriculum was developed after consultation with education contractors who provide education in prisons and is targeted at the less able student. The wider curriculum is determined locally in consultation with the education contractor and the Prisoners' Learning and Skills Unit, and ranges from post-basic to undergraduate and post-graduate courses leading to academic and vocational qualifications. In 2000-01, the Prison Service spent £47.9 million on basic skills and other education programmes.

1.13 The programme of education is intended to help make prisoners more employable outside prison, as well as attend to their educational needs. Each teaching or learning module is accredited by a national awarding body or by local colleges. In 2000-01, prisoners gained some 12,500 literacy and numeracy Level 2 qualifications, the Level significant for opening up employment opportunities. In addition, prisoners achieved 8,663 other Level 2 qualifications, 8,700 Entry Level qualifications and 17,500 Level 1 qualifications. **Figure 6** illustrates the programme of education courses at HM Prison Hull.

1.14 Prisons also provide a range of work and vocational opportunities, including catering and physical education, with the aim of keeping prisoners occupied and giving them the skills and experience needed to gain employment on release. There are 58 male training prisons which, with three exceptions, have industrial workshops. There are also workshops in female prisons and local prisons. Industrial workshops specialise in a variety of activities, including woodworking, leather goods, light assembly, printing, sewing, weaving and laundry work. In the 10 financial years to 1999-2000, the average number of prisoners employed in workshops rose by 18 per cent from 7,286 to 8,571. In the same period, the prison population rose by over 43 per cent from 45,600 to 65,000.

## 6 Case study - education provision at HMP Hull



Hull is a local prison accommodating some 570 prisoners with a separate wing for young offenders. Offenders entering the prison undertake an induction programme which includes an assessment of their basic literacy and numeracy skills. This assessment is used to plan the time of individual prisoners.

A contract for the provision of education service within prison has been let with the Hull City Council's Education Service who provide a range of basic skill and other education courses within the prison. Basic skills form the largest part of the curriculum and runs through all subjects. Some 20 subjects are available on the curriculum ranging from art and design, computer studies, social and economic history, and psychology through to practical cookery, childcare and healthy living. During 1999-2000 class sizes averaged between six and eight inmates with total student hours per month averaging some 6,750.

As a local prison, the turnover of prisoners is high and the courses developed are mostly modular and delivered on a rolling basis. This enables inmates to join courses at different points in the cycle and allow them to achieve the appropriate qualification. All the courses are accredited with recognised bodies. The courses are also linked to external courses available in the community to enable offenders to use any qualifications gained to further their education and training following release.

## Tackling drugs misuse

1.15 Some 200,000 offenders pass through prison every year and a great many have a drug problem. A 1997 survey by the Office of National Statistics found that 80 per cent of prisoners admitted drug misuse in the year before prison. Research commissioned by the Home Office and published in 2001<sup>3</sup> found that 65 per cent of arrestees who agreed to be tested, tested positive for drugs, with 95 per cent of those asked consenting to give a sample. The Home Office estimates that one third of crime related to theft can be linked to the purchase of heroin or crack cocaine.

1.16 The Prison Service received £76 million from the 1998 Comprehensive Spending Review and £88 million from the 2000 Spending Review for its strategy for tackling drugs misuse. The strategy includes a number of wide-ranging elements aimed at reducing the supply and demand for drugs in prisons, mandatory and

<sup>2</sup> J Braithwaite (1980) *Prisons Education and Work*, Australian Institute of Criminology

<sup>3</sup> Home Office - *Drug use and offending - Findings 148*

voluntary drug testing and the provision of drug support and treatment services, notably CARATs, a Counselling, Assessment, Referral, Advice and Throughcare service. The strategy, whilst continuing to attach importance to supply reduction, now places much greater emphasis on treatment and support initiatives. Prison Service Area Drug Co-ordinators, Governors and Area Managers are responsible for implementing the strategy in accordance with their local priorities. The Service's targets are shown in **Figure 7**. The case study below illustrates the range of initiatives underway at Swaleside Prison, including CARATs (**Figure 8**).

## Under the Home Office's Public Service Agreement, the Prison Service is expected to meet a number of targets

1.17 The Prison Service, in consultation with the Home Office and Treasury, has been set a series of targets relating to the delivery of its various programmes. Under the Home Office's Public Service Agreement, the Prison and Probation Services are expected to reduce the rate of reconvictions of all offenders punished by imprisonment or by community supervision by 5 per cent by 2004 compared to the rate that might have been expected taking account of the age, sex and offence and previous criminal history of discharged sentenced prisoners. A similar target, to reduce reconvictions by 5 per cent by 2004, has been set for juvenile offenders (15 to 17 years old) serving Detention and Training Orders. Until April 2001, the Prison Service had responsibility for meeting education targets which now lie with the Department for Education and Skills. The target for 2001-02 is to deliver 23,400 accredited educational or vocational qualifications, including 18,000 level 2 basic skills awards and 5,400 for key work skills.

## Scope and study methods

1.18 Our examination focused on those Prison Service programmes in England and Wales specifically aimed at reducing reoffending, in particular the offending behaviour programmes. During the course of our examination, Her Majesty's Inspectorates of Prisons and Probation published their Joint Thematic Review "Through the Prison Gate" (September 2001)<sup>4</sup>. This examination complements that work. This Report comprises the following parts:

- developing effective prison programmes (Part Two);
- matching prisoners to programmes (Part Three); and
- preparing prisoners for release (Part Four).

1.19 Our examination included: a review of research into what works in reducing prisoner reoffending; visits to 10 prisons to examine the local management of programmes and identify good practice; interviews with prisoners participating in courses to obtain their views; a questionnaire survey of prisons in the Prison Service; meetings with key officials in the Service with responsibility for managing and delivering programmes; consultation with third parties with an interest in the rehabilitation of prisoners; and consultation with Her Majesty's Inspectorates of Probation and Prisons. Appendix 1 provides more detailed information about our methodology. Appendix 2 shows the results of our survey.

### 7 The Prison Service has set itself a number of targets governing the delivery of its drugs misuse programmes

#### CARATs

- 25,000 full assessments to be undertaken annually by March 2004

**Rehabilitation Programmes** (including Therapeutic Communities - these are intensive treatment programmes for prisoners with histories of severe drug dependency and related offending who have a minimum of 12-15 months of their sentence left to serve)

- 5,700 prisoners to enter a rehabilitation programme or therapeutic community annually by March 2004
- all rehabilitation programmes and therapeutic communities to reach accreditation standards by 31 March 2002

#### Detoxification

- 27,000 prisoners to enter detoxification annually by March 2004

#### Voluntary Testing

- increase the number of prisoners on voluntary drug testing compacts from 20,800 in April 2001 to 28,000 in April 2002, and to maintain that level thereafter

#### Supply Reduction

- every prison to have access to a drug dog by March 2002
- CCTV available in the visits rooms of all closed prisons by March 2002

## 8 Case Study -Drug rehabilitation and treatment initiatives at HM Prison Swaleside

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Swaleside is a prison designed to hold higher risk offenders with more than four years left to serve. Its operational capacity is 782. The Prison has a Voluntary Drug Testing Unit for 60 prisoners who wish to demonstrate that they are free from drug misuse, as well as a separate unit for 60 prisoners undertaking a drug rehabilitation course. Prisoners who are free of drugs are accommodated in three drug-free areas within the prison taking up to 120 prisoners in total.

Through the CARAT service the prison offers a range of measures to help prisoners address their substance misuse problems ranging from:

- individual/group counselling sessions for prisoners with a low risk of substance misuse;
- group sessions in Voluntary Testing Units - (often peer led by offenders who have successfully completed the rehabilitation programme) - for prisoners with a medium risk of substance misuse; and
- a 24 week rehabilitation programme involving group work to prevent relapse and consolidation - for prisoners with a high risk of substance misuse.

The CARAT service and other interventions are delivered under contract by five staff of an external drug treatment agency (RAPt) working with prison officers. The CARAT team receive some 30 referrals per month.

Prison healthcare staff provide medical assessments for drug users and a detoxification service. They also provide initiatives to help minimise harm such as special clinics and to raise awareness of the possible complications caused by drug misuse, including HIV and hepatitis C. In addition, prison officers also provide general drug awareness training.

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# Part 2

## Developing effective prison programmes

### 2.1 This Part examines:

- whether the Prison Service has reliable information on the effectiveness of its programmes in reducing reoffending; and
- whether the Service has designed its programmes according to the best available research evidence of what works.

### Whether the Prison Service has reliable information on the effectiveness of its current programmes?

The Prison Service has a national target for reducing the level of reconvictions. There is currently little data on the success of individual prisons in reducing reconvictions.

- 2.2 From April 2001, the Home Office introduced a target for reducing the level of reconvictions by 5 per cent by 2004 compared to the predicted rate. The target covers England and Wales and is calculated for adult sentenced persons discharged from prison and persons commencing supervision by the Probation Service for either probation, community service or combination orders. The Home Office has set a separate target for juvenile offenders (15 to 17 years old) serving Detention and Training Orders.
- 2.3 The performance measure for adult offenders will count reconvictions for indictable and more serious summary offences occurring within two years of discharge. Comparison with the predicted rate is intended to make allowance for the age, sex, offence and previous criminal history of discharged sentenced prisoners, factors known to be associated with the risk of reoffending. The Home Office uses reconviction as the best proxy for reoffending as the data is more readily available and reliable.

However, even this data has some shortcomings. Not all those who commit further crimes are caught. A survey carried out in 2000 for the Home Office showed that self reported offending, for example, by those with serious drug problems comprised, on average, 250 offences a year. Also, reconvictions can be for other, sometimes lesser offences than the original offence. In addition, evidence from the British Crime Survey suggests that the general public only report a proportion of all crime to the police. The best available research suggests that only around 40 per cent of crimes are reported to, or become known to the police.

- 2.4 Performance against the target will reflect on the efforts of a number of agencies although the Prison and Probation services are likely to have a major influence. The Prison Service has no plans to publish reconviction rates at prison or area level. At present there has been little substantive research undertaken on the variability of reconviction rates between different prisons and hence limited information on the overall effectiveness of different prison regimes in reducing reoffending, as distinct from the effectiveness of individual programmes.
- 2.5 The publication of reconviction rates at prison and area level would not, in the Prison Service's view, at present, be meaningful. This is mainly because many prisoners serve their sentences at more than one prison and it would be difficult to attribute any reduction in reconviction levels to a particular prison. However, it should be possible to build up prison and programme based data and use this as a basis for further research on the performance of individual prisons or regimes. The Prison Service told us that it would keep the idea of publishing reconviction rates at prison level under review and consider, if better information became available, the possibility of introducing them, at least for some prisons. If a methodology can be devised to produce such rates, the need to wait until reconviction data is available means that they will always be reflecting performance some years previously, so other indicators will be required to assess current performance.

It is too early to assess fully the effectiveness of the various individual programmes in reducing reoffending levels

Offending behaviour programmes

2.6 It will be some years before the effectiveness of prison programmes accredited as reducing reoffending are fully known. The standard measure of reconviction counts convictions occurring within two years of release and defensible conclusions can only be drawn once a statistically valid number of prisoners completing the programmes has been released. However, the Prison Service has carried out evaluations of some earlier unaccredited programmes. **Figures 9a** and **9b** respectively summarise the results of evaluations of the pre-accredited cognitive skills and sex offenders treatment programmes using two-year conviction rates for four risk groups - low, medium low, medium high and high. The evaluations indicate a reduction in the risk of reoffending for all risk categories but with a more significant reduction for both the medium low and medium high risk groups. The Service is currently

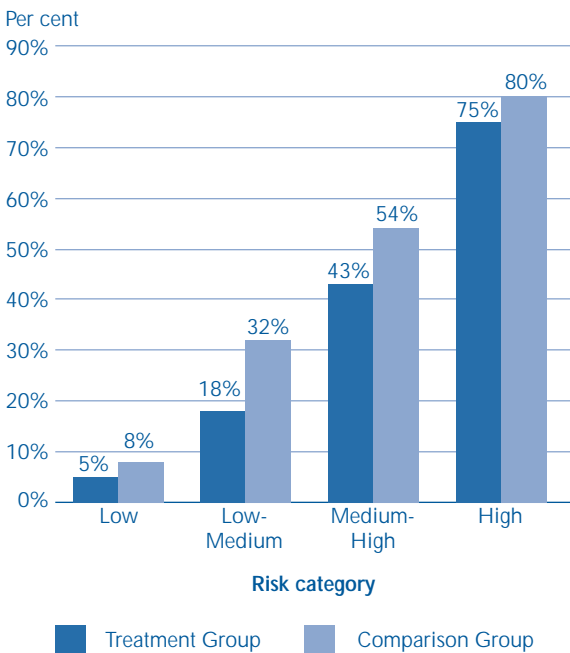
conducting an evaluation of the early accredited sex offender treatment programme and the results are expected to be available by March 2002.

Drug misuse programmes

2.7 Much of the research evidence into drug misuse programmes has focused on effectiveness in terms of reducing or eliminating drug dependency. Only relatively recently has research evidence begun to emerge that programmes can be effective in reducing reoffending. The Prison Service initially relied on suppliers, both in-house and external, delivering programmes in prisons to undertake their own research to demonstrate the effectiveness of their programmes. RAPT, a drug treatment supplier, commissioned research into the effectiveness of their programme at Downview and three other London prisons. The programme at Downview, introduced in the early 1990s, was the first treatment programme run exclusively for drug, including alcohol, misusers to operate in the Prison Service. The research, conducted by consultant academics, was completed in November 1999. It

**9a** Reconviction rates for the pre accredited Cognitive Skills Programme offered to prisoners between 1994 and 1996

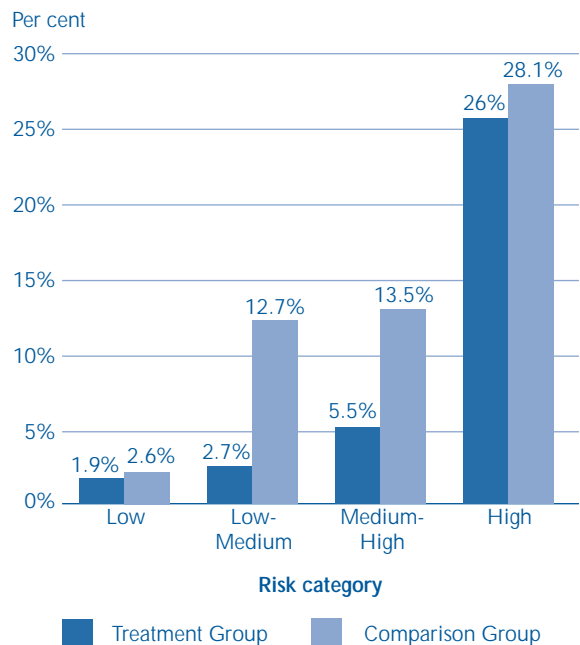
*The treatment group consisted of 667 offenders and the comparison group consisted of 1,801 offenders. Comparison group offenders were matched closely to the treatment group offenders on a number of important factors, for example, past criminal convictions, current offence, sentence length, age at discharge from prison, risk of reconviction and year of discharge.*



Source: Home Office

**9b** Reconviction rates for sexual and/or violent crimes for a previous unaccredited version of Sex Offender Treatment Programme offered to prisoners between 1992 and 1996

*The treated group (647 prisoners) and the comparison group (1,910 prisoners) consisted of sexual offenders sentenced to four years or more, released between 1992 and 1996 and who had been discharged for two years or more. Comparison group offenders shared the same broad characteristics as treatment group offenders but had not been matched on specific criminal history factors.*



Source: Home Office

Figures 9(a) and 9(b) suggest that the treatment programmes were most effective for medium risk offenders.

indicated that those prisoners completing the programmes were less likely to reoffend than those who did not. The full results are shown at Appendix 3. The programme is currently the only drug rehabilitation programme within the Service to gain accreditation. It runs at Downview, which has recently been re-rolled as a women's prison, and at six other prisons.

- 2.8 The Prison Service's Drug Strategy Unit and the Home Office Research, Development and Statistics Directorate, with access to the National Offenders Index, now offer providers assistance with evaluation. The Service is also commissioning its own independent research to determine the comparative effectiveness of individual drug programmes and its drug strategy as a whole. The Home Office is carrying out reconviction evaluations of other drug treatment programmes in prisons and results will become available in due course. One such programme, a therapeutic community at Channings Wood Prison has recently been evaluated for impact on reconviction, with results similar to those for the RAPT programme.

#### Education programmes

- 2.9 The link between the provision of basic education and the level of reoffending is indirect. The provision of basic literacy and numeracy courses is intended to help increase the chances of offenders gaining employment on release and thereby address one of the factors known to influence the risk of reoffending. The Home Office has commissioned the Office for National Statistics to carry out a two year research project to assess the effect of basic skills training on the subsequent employment, training and education, reoffending behaviour and attitudes to offending of ex-offenders. The research is due to be completed by early 2003.

The Prison Service has comparatively little information on the unit costs of running its various programmes and therefore is not able to make reliable judgements on their relative cost effectiveness

- 2.10 The Prison Service's finance system was not designed as a cost accounting system and therefore does not readily allow it to capture the full costs, (including staff pay, non-pay, overheads and other notional costs), of delivering its offending behaviour, drug and education programmes. Without this information, the Prison Service is unable to assess reliably the full cost of introducing new programmes across the prison estate, and make reliable comparisons of the cost effectiveness of its various offending behaviour, education and drug programmes. The Service's best estimates for its offending behaviour programmes suggest that the cost per place varies from £2,000 for the Enhanced Thinking

Skills programme to £7,000 for the Cognitive Self-Change Programme, which is aimed at high security risk, violent prisoners. The Service expects that a new IT system, due to be introduced under the Quantum project, will provide much improved cost information in due course.

- 2.11 In the meantime, the Prison Service has introduced systems to monitor the additional £76 million received from the Government's Comprehensive Spending Review and the £88m from the 2000 Spending Review, which are ringfenced for drug strategy use. However, we found a range of practices being used by prisons to account for their spending, from monthly pro-rata estimates to more detailed analyses of staff costs. In the absence of common accounting practices for monitoring ring-fenced monies, the Service cannot be certain that allocations have been used strictly for the purposes intended. This is particularly the case for prison staff costs for running drug treatment programmes, which may or may not reflect the actual time spent on this work. The Service told us that most drug treatment programmes are currently at a developmental stage and that it will be more feasible to assess costs effectively once they are all accredited.

### Whether the Prison Service has designed its programmes according to the best available evidence on what works?

The Prison Service has made a determined effort to ensure that the design of its offending behaviour programmes conforms to the best available evidence of what works.

- 2.12 The Prison Service has sought to base the design of its offending behaviour and drug programmes on the best available research evidence of what works in reducing reoffending. In 1999, as part of the Government's Crime Reduction Programme, the Home Secretary established a Joint Accreditation Panel to accredit the design and delivery of programmes for both the Prison Service and the Probation Service, building on the experience of independent panels established by the Prison Service in 1996-97. The Panel is an Advisory Non-Departmental Public Body sponsored jointly by the National Probation Service and the Prison Service. It consists of international independent experts, nominees of the Home Office (research expertise), Prison Service and Probation Service (policy and operations from both Services) and the Chief Inspector of Probation. The Panel is supported by a joint secretariat drawn from the Prison and Probation Services.

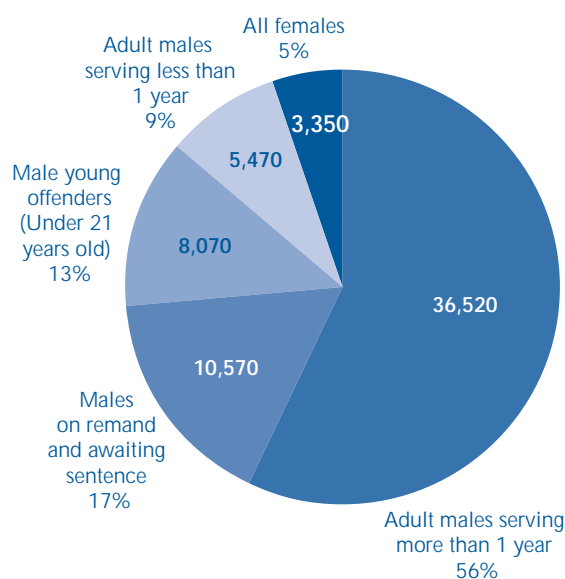
- 2.13 The Panel sees its function as being to help programmes achieve accreditation. So far, of the Prison Service programmes it has considered, it has fully accredited four, granted "recognised/provisionally accredited" status to one other, and said that a young offender treatment programme, submitted by a prison, did not meet the standard of accreditation and was unlikely to do so.
- 2.14 Applicants seeking accreditation are required to submit evidence to demonstrate that their programmes are designed in accordance with the best available evidence of what works. The Panel examines each application against eleven criteria covering, for example the arrangements for selecting offenders, the methodology employed and ongoing evaluation. Staff we spoke to within the Prison Service who had submitted programmes for accreditation were invariably impressed by the way in which the Joint Accreditation Panel had carried out its work and felt that its decisions were fair. We observed the work of the Panel in action and examined the documentary evidence submitted in support of applications. We concluded that the assessment process was thorough.
- 2.15 Preparing programmes for accreditation can be a significant and time consuming task, for example, it can take up to a year to develop a programme, and another year to pilot it. Even for a carefully prepared programme, the programme team will normally need advice from the Panel before it meets the required standard. Our examination suggests that the minimum elapsed time necessary for a new programme to gain accreditation is just over three years.
- 2.16 The Accreditation Panel meets twice a year, each meeting lasting a week to 10 days. The Panel has acknowledged that it was hard pressed to complete its business in 1999-2000 although it has succeeded in doing so in every meeting it has held so far. We found that there were no pre-screening arrangements to filter out those applications that may be particularly weak and, for example, the Young Offender Treatment Programme (paragraph 2.13) met only one of the 11 accreditation criteria. The Prison Service has recognised the need to prevent this happening in the future and the What Works in Prison Strategy Board (paragraph 1.6), for example, now acts as a filter to prevent programmes being presented to the Panel which have no realistic chance of obtaining accreditation. The Drug Strategy Unit has completed a review of the drug treatment programmes and provided advice and detailed feedback to prisons on the quality of their applications for accreditation. The secretary to the Panel is guided by the results of the Unit's review in considering whether to submit applications to the Panel for consideration.

Existing accredited programmes are targeted at a small proportion of the prison population. The Prison Service is developing programmes to meet the needs of a wider range of prisoners

2.17 By the end of 2001-2002, the Prison Service expects to be putting at least 6,100 prisoners a year through programmes accredited as reducing reoffending. This is a small number relative to the size of the prison population and given that some prisoners will do more than one programme. The small number reflects, in part, the fact that the techniques of developing and delivering programmes in accordance with what works principles is still relatively new. This is also the reason why the programmes available are still largely directed at male, adult prisoners serving sentences of one year or more (Figure 10). Those serving shorter sentences are generally not in custody for long enough, (when the identification and selection processes are taken into account), to complete them. In addition, such offenders are not subject to post-custodial supervision, and it is a requirement of all programmes, as they are currently designed, that post custodial work should be arranged. However, the Enhanced Thinking Skills and Reasoning and Rehabilitation programmes are delivered in some young offender prisons and female prisons, and the core and adapted sex offender treatment programmes are available in some young offender institutions.

2.18 With the establishment of a What Works in Prison Strategy Board, the Prison Service has begun to identify gaps in provision and has set priorities for the development of new programmes. Programmes are currently being developed to address domestic violence, the needs of adult acquisitive offenders and

10 Average prison population by category of prisoner 2000



Source: Prison Service



psychopaths and, jointly with the Probation Service, a Cognitive Skills Booster Programme. The Prison Service is also developing programmes to meet the specific needs of juvenile offenders (15 to 17 year olds) serving Detention and Training Orders and short term prisoners (those serving sentences of up to one year). The Service does not expect these programmes to be accredited until 2003-04, at the earliest.

2.19 The Prison Service is developing offending behaviour programmes to meet the needs of short term prisoners in partnership with the Probation Service. Programmes currently being trialled include: FOR (Focusing on Resettlement); MORE (Motivating Offenders to Rethink Everything); and ETS (Enhanced Thinking Skills). ETS is an existing accredited programme which the Service has organised so that it can be delivered quickly for the benefit of short term prisoners. Adult prisoners serving short term sentences are not subject to supervision by the Probation Service on release. On FOR and MORE the post-custodial role of the Probation Service will be the responsibility of resettlement managers and resettlement workers based in the prison concerned.

2.20 By the end of June 2001, one Prison Service drug programme had been accredited. Contracts let to suppliers since 1999-2000 have stipulated that their drug treatment programmes should gain accreditation by March 2002. The Drug Strategy Unit recognises, however, that they are unlikely to do so and currently estimates that only some 10 to 15 of the 23 separate drug treatment programmes may be advanced enough, or of sufficient quality, to put full applications to the Joint Accreditation Panel. A further factor likely to limit the number of programmes fully accredited by March 2002 is that, hitherto, gaining accreditation first time around has been the exception rather than the rule. In 2000-01, the Panel considered a number of drug treatment programmes for accreditation and advised that they all needed further work. Experience suggests that getting programmes up to the required standard following initial panel advice can take up to 12 months. The Service has identified the National Probation Directorate's programme ASRO (Addressing Substance Related Offending) as the programme most suited to swift adaptation into a central model for use within prisons. The Prison Service's initial target is to pilot the programme in a small number of prisons and to seek accreditation for the central model in due course.

2.21 The Department for Education and Skills expects education programmes run in prisons to meet the same standards as courses run outside. To help ensure that standards are met, OFSTED has, since 2001, started carrying out annual inspections of education courses in young offender institutions. The Adult Learning Inspectorate currently carries out a five year cycle of inspections of education in adult prisons but this will

become four yearly from April 2002. All inspections are carried out under the leadership of Her Majesty's Inspectorate of Prisons. In addition, the Prisoners' Learning and Skills Unit (Figure 2) checks on standards on an ongoing basis.

### The Prison Service has introduced rigorous arrangements to ensure that its accredited programmes are delivered as intended.

2.22 The Prison Service selects and trains its own staff to deliver offending behaviour programmes. The selection process is rigorous and only about half of all applicants get through the first stage which takes place in prison and involves tests and interviews. Those that do, go on to attend a Prison Service assessment centre and, if successful, they then complete a residential course before being accredited. The accreditation is not at present linked to a recognised qualification such as a National Vocational Qualification. Some prison staff told us that one of the main problems they faced was the high turnover of tutors due to promotions and moves to other duties. Such problems are costly and damaging because it can mean that tutors do not have time to develop the skills to deliver the programmes with real effectiveness. The Service considers that it has been successful in raising consciousness of this issue in prisons and that the tutor pool overall has now become more stable.

2.23 The Offending Behaviour Programme Unit (paragraph 1.6) carries out an annual audit of each accredited offending behaviour programme to ensure that it is being delivered as intended. The audit broadly covers four areas: programme management; tutor training and supervision; quality of delivery; and the arrangements for reviewing prisoners' progress, including the involvement of the Probation Service. Our examination of the procedures in action suggested that the process was rigorous, and there is a threshold that must be passed for programme completions to count towards achievement of the Key Performance Indicator. However, in any future review of the audit arrangements, the Service should consider the balance between the four areas, for example, there are 19 assessment criteria under programme management but only four under quality of delivery.

2.24 At the time of our visits, prisons were videotaping all tutor sessions to ensure that they were delivered as intended and the curriculum properly and fully covered. Whilst videotaping is regarded as essential in maintaining quality of delivery, a number of Prison Service staff told us that reviewing tapes for audit was becoming an increasingly heavy burden. The Service told us that it was now discussing with the Joint Accreditation Panel how this burden might be reduced.

Non-accredited programmes are likely to continue to have an important part to play in contributing to the Prison Service's objectives. However, there is little information available on the cost and content of these programmes.

2.25 Our survey found that 90 out of 134 prisons were providing other programmes, courses and activities described as reducing reoffending but which were not accredited. In addition, another 16 planned to introduce such programmes.

2.26 Whilst the Prison Service has put in place comprehensive quality control arrangements for accredited programmes, the arrangements for non-accredited programmes are not as well developed. The Service does not, for example, have any central record of what these programmes involve, their target group, their objectives and costs and who is providing them. Our examination suggested that some programmes were poorly specified - see case study (Figure 11).

2.27 The Prison Service told us that non-accredited programmes usually fell into four broad categories:

- the programme is in a developmental stage in preparation for submission for accreditation;

- an accredited programme to tackle the specific need had not yet been identified, and the unaccredited programme was assessed on the basis of the evidence available that the programme would be likely to produce effective results;
- the programme was not suitable for accreditation, for example, because it was established through local partnerships aimed at assisting prisoners into jobs, and could not be reproduced nationally; and
- the programme aims were not primarily to reduce reoffending because, for instance, it is designed to meet the needs of good order by encouraging constructive behaviour in custody.

2.28 The non-accredited programmes we examined offered prisoners a variety of help, for example, on health issues, maintaining family relations and managing money - see case study (Figure 12). Our discussions with bodies interested in prison matters and prison staff revealed some concern that the focus on accredited programmes ran the risk of depriving such activities of the resources they need to continue.

2.29 The Prison Service told us that it was developing a National Framework for the approval of, and standards for, work with prisoners designed to change their attitudes and/or behaviour, including non-accredited programmes. The Prison Service expects the National Framework to be in place by April 2002.

## 11 Case study - HM Prison and Young Offenders Institution Moorland

Moorland has agreed a contract with the YMCA worth some £110,600 over the three years 1 April 2000 to 31 March 2003 to:

- Establish contact with young offenders at Moorland;
- Provide a complementary programme of activities and support which will address particular issues of concern and more general issues of behaviour and life before and after release;
- Contribute to a reduction in reconviction rates; and
- Assist in settling ex-offenders into the community through accommodation, training programmes and positive relationship building.

The contract states that the delivery of the programme will be measured against "quantitative targets on activity, participation and outcomes on a monthly, quarterly and annual basis. In addition, qualitative review will include participation, evaluation and feedback which are core to the YMCA methods of working and of programme review".

The contract does not indicate how many prisoners will be expected to go through the programme, what the quantitative targets and outcomes are, or how the programme's impact on reconviction rates will be assessed.

## 12 Case study - HM Prison Holloway

Holloway is part of the female prison estate catering for:

- Prisoners on remand, (65 per cent of its population), of whom 40 per cent receive non-custodial sentences or are found "not guilty"
- Lifers and other sentenced female prisoners;
- Young offenders.

The transient nature of the population (average stay 28 days with 4,000 new receptions each year) has a major impact on the extent to which the prison can offer programmes which are normally designed for prisoners serving longer periods. Research evidence from three other female prisons led the Psychology Unit at the prison to develop their own short programmes to address:

- Anger management;
- Assertion training;
- Domestic violence
- Fighting depression;
- General counselling groups;
- Relaxation training; and
- A self harm workshop.

The programmes are usually delivered to groups of six to eight women who are encouraged to take a package of programmes that best meet their specific needs. The programmes are sufficiently time flexible to allow for inmate turnover. Although the programmes are not accredited, the Prison's Psychology Unit evaluates the benefit of the programmes to individuals by using pre and post course questionnaires.

Holloway has been running the accredited offending behaviour programme Reasoning and Rehabilitation (R&R) for a number of years, until population pressures made it difficult to keep women in Holloway long enough to complete the programme. It was decided during 2000 to replace R&R with Enhanced Thinking Skills (ETS) - also an accredited programme, but a shorter one. Holloway is also participating in a pilot programme for women with borderline personality disorder who also self harm. It is being piloted in three women's prisons for women who meet the criteria for the programme and who are also at risk of reoffending. Accreditation may be sought for this programme.

# Part 3

## Matching prisoners to programmes

3.1 This Part focuses on the Prison Service's arrangements for matching prisoners to programmes, in particular:

- whether prisons have adequate arrangements in place for assessing the needs of individual prisoners; and
- whether prisoners have adequate access to the programmes that best meet their needs.

### Whether Prisons have adequate arrangements in place for assessing the needs of individual prisoners?

Prisons usually carry out an assessment of a prisoner's needs at the start of their sentence. However, the quality of these assessments varies significantly between prisons

3.2 All prisoners have a healthcare assessment on reception. Then, during their induction to prison, staff begin to assess them for drug treatment, education and resettlement needs. The process of matching prisoners to programmes continues with the preparation of a sentence plan for each prisoner who is eligible soon after they begin their sentence. As shown in **Figure 13**, sentence plans serve a number of objectives but their main aims are to help prepare prisoners for their safe release into the community and to help them make best use of their time while in prison. The Prison Service introduced sentence plans in 1992 and they are now prepared for all adult prisoners serving sentences of 12 months or more (with at least six months to serve post sentence) and all young offenders (with at least one month to serve post sentence). The Service told us that in the five dispersal prisons in the high security estate sentence planning for long term, high risk prisoners is informed by a more comprehensive multi-disciplinary analysis of needs, carried out in the first three months of the prisoner's arrival.

### 13 The objectives of sentence planning

Sentence planning should provide the means for effective communication and joint working between the Prison and Probation Services, and other organisations; and avoid unnecessary duplication by the services. Its specific objectives are:

- To identify factors relevant to:
  - Rehabilitation of the offender
  - Protection of the public from harm from the offender
  - Prevention of further offending
  - Successful completion of the prisoner's release on licence

and to target resources to address these

- To prepare the prisoner for release
- To develop, improve or increase the offender's employment skills
- To make constructive use of the prisoner's time in custody
- To provide the focus for all work with the prisoner
- To inform all assessments and decisions made in relation to the individual such as release on parole
- To provide the basis of the supervision plan for prisoners released on licence
- To provide the information base for the development of prison regimes and service provision and the consequent strategic management of resources

*Source: The Prison Service*

3.3 We found that sentence planning was not well established in some prisons. We examined a sample of 20 sentence plans at each of the 10 prisons visited. Most of the plans were produced promptly, usually within a month or so of the prisoners beginning their sentence. However, the plans varied markedly in detail. The Prison and Probation Service are, for example, jointly responsible for sentence planning reflecting their common objective of helping offenders to lead law-abiding lives, and the need for the sentence plan to cover both the time in custody and any period of release

under supervision. Ninety-six per cent of prisons responding to our survey said that Probation Service staff were involved in the production of sentence plans. Those that did not involve the Probation Service included one prison in the South West Area (Shepton Mallet); and three in London (Belmarsh, Brixton and Feltham). The level of involvement of probation officers suggested by the overall survey results was not always reflected in the individual prisons we visited. In one prison, Glen Parva Young Offender Institution and Remand Centre, none of the sample of 20 plans we examined had any evidence of a contribution from the Probation Service. Prison staff told us that field probation officers, who have responsibility for prisoners on release, often cited other work priorities as the main reason for not participating in the sentence planning process and the time required to visit prisoners who may be located in prisons a long way from their local community. Our findings are consistent with the Joint Thematic Review carried out by the Prison and Probation Service Inspectorates (paragraph 1.18), which found that the *"arrangements for completing sentence plans varied considerably between prisons. Sentence planning had become an established process but was not fully effective in a significant proportion of cases. Three-quarters of initial sentence plans contained targets to address offending behaviour, risk and other needs but only about a third were judged to have done this satisfactorily or well"*.

3.4 In general, we found that sentence planning was better implemented and operated more efficiently and effectively at those prisons where there was a clear commitment from the Governor and senior management to the process.

- At HM Prison Usk, in Gwent, prisoners' needs are identified by a seconded probation officer completing a standard form. The Prison's target is to carry out this exercise within seven days of a prisoner's arrival. The seconded probation officers are given basic training in identifying risks and prisoner needs, and this is followed up with a programme of continuous training. The Prison has made a particular point of involving local probation services. In its view, some probation officers can find it difficult to participate because of other priorities, but the prison has set itself a performance target for gaining probation officers' attendance and it is now 60 per cent. Sentence planning and case conferencing are combined as much as possible.

- At HM Prison Swaleside there is a two week induction programme for new prisoners. Prisoners are introduced to the prison, the programmes available are explained and they are given some awareness training and information. This leads on to sentence planning. The prison officer responsible for the prison wing has prime responsibility for completing a risk and needs assessment. A seconded probation officer is responsible for reviewing the quality of the plans produced.

The Prison Service lacks reliable information at national level on the overall level of prisoners' need for programmes. A new joint prison-probation system is intended to facilitate a more strategic approach to the planning of programmes.

3.5 The absence of standard information on programme needs at local level means that the Prison Service has no routine mechanism for forming an overall picture of need and therefore no method for assessing any potential mismatch between need and programme provision. Since our fieldwork, the Service has undertaken a needs analysis exercise to inform the allocation of funds for the expansion of offending behaviour programmes from April 2002, based on information provided by prisons relating to factors such as offence type and sentence length of prisoners.

3.6 With the intention of providing a more systematic basis for carrying out risk and needs assessment, the Prison and Probation Services have jointly developed a new national system for assessing individual offenders. Known as OASys, the new system is intended to help the two Services to assess how likely an offender is to be reconvicted and to identify their needs. Under this system, the Prison and Probation Services will have access to information on offenders, in a standard form, relating to a variety of factors including behaviour, housing, education, training, employment, family relationships, lifestyle and associates. Once the appropriate IT infrastructure is in place, the system is intended to allow the Prison and Probation Services to share information. The two Services have piloted a paper version of the system but the timetable for its implementation in the Prison Service is dependent on procurement of the IT application. The Prison Service's current estimate is that installation could commence in 2003. OASys will replace the existing sentence planning system.



## Whether prisoners have adequate access to the programmes that best meet their needs?

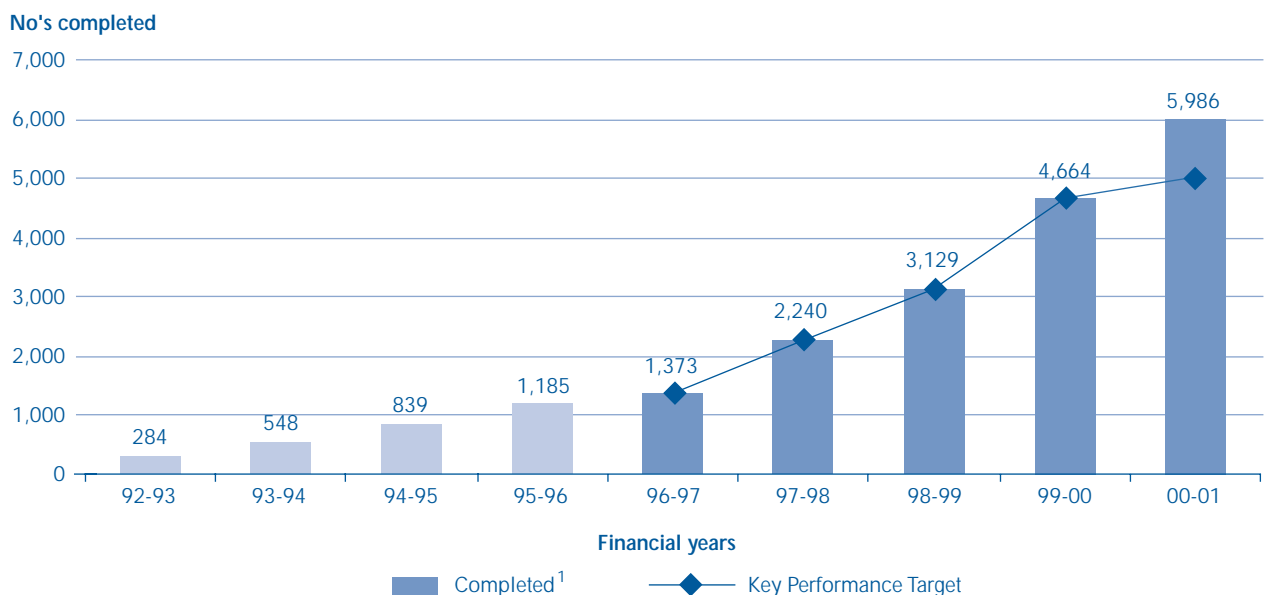
The Prison Service is seeking to improve the availability of places but access to programmes still varies significantly between prisons

### Offending behaviour programmes

3.7 Seventy two per cent of prisons ran accredited offending behaviour programmes in 2000-2001. **Figure 14** indicates that the number of prisoners completing these programmes has grown significantly in recent years. However, **Figure 15** shows that by the end of March 2001 there were still marked regional differences in the proportion of prisons running the Enhanced Thinking Skills and Reasoning and Rehabilitation programmes. The proportion of prisoners attending a prison where one of these programmes was on offer ranged from 40.6 per cent in Lancashire and Cumbria to 100 per cent in Manchester, Mersey and Cheshire, Wales and East Midlands (South). These regional variations will, in part, reflect the fact that it takes time to introduce new programmes across the prison estate and varying local priorities.

3.8 Our survey of prisons suggested that for those prisons already running the accredited offending behaviour programmes, demand exceeded supply in most cases. The average number of prisoners waiting to get on the Enhanced Thinking Skills Programme was 20, on the Reasoning and Rehabilitation Programme 21, and on the Sex Offender Treatment Programme 19. These figures represent a wait of about a year for each prisoner. The size of the waiting lists varied markedly between prisons, underlining the need for better matching of provision to need (paragraphs 3.5 and 3.6), and possibly a requirement to look at whether prisoners' needs are being assessed in a consistent way. The number of prisoners, for example, waiting to get on the Enhanced Thinking Skills Programme ranged from none to 450, on the Reasoning and Rehabilitation Programme from none to 300 and on the Sex Offender Treatment Programme from 1 to 180. In practice, some prisoners on the waiting list may not be suitable to attend a programme, for example they may not have the level of intelligence to benefit or they may still maintain that they are innocent of the offence for which they have been convicted and therefore, according to the criteria governing entry to these programmes, unlikely to benefit. Prisons are required to test prisoners for suitability before awarding them a place on an accredited offending behaviour programme.

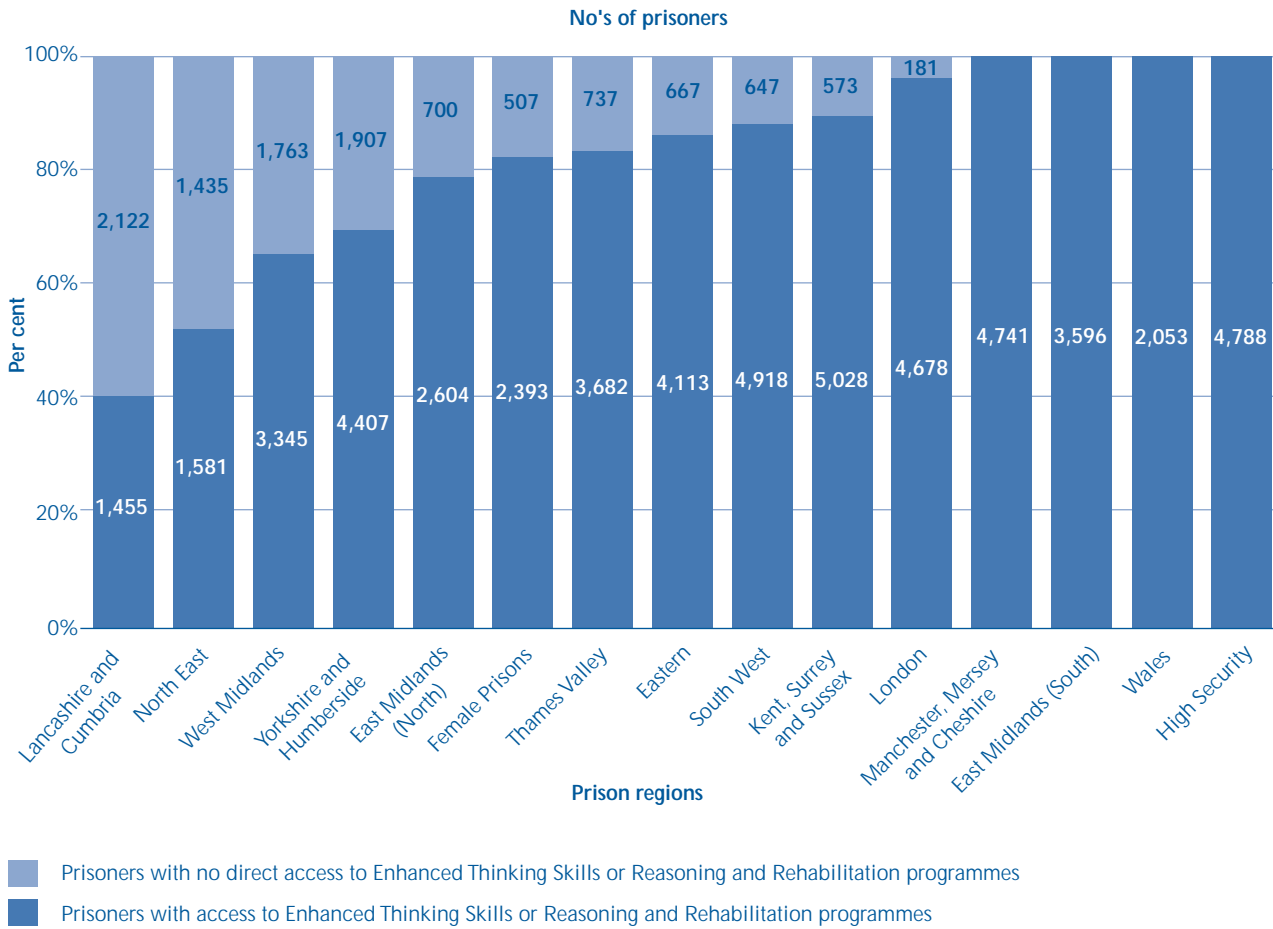
## 14 Completions of offending behaviour programmes 1992-2001



### NOTE

1 Numbers of completions between 1992-93 and 1995-96 show all offenders that completed the programmes. From 1996-97 onwards a Key Performance Indicator (KPI) was introduced and the figure for these years shows actual completions adjusted by the Implementation Quality Rating, (derived from the quality audit of programmes), to give the figure which can be counted against the KPI (see paragraph 2.23).

**15** The proportion of the prison population in each region with direct access to the Enhanced Thinking Skills or Reasoning and Rehabilitation programmes in their prison



Source: NAO and HM Prison Service

3.9 Waiting lists of the size revealed by our survey may mean that some prisoners, who would have met the criteria for attending a programme accredited as reducing reoffending, will be released from custody before they have had an opportunity to benefit from attending such a programme. In 1999-2000, for example, the Prison Service missed its target of getting 700 prisoners through the Sex Offenders Treatment Programme by 115 (16 per cent) because there was a shortage of qualified treatment managers in some prisons and programmes in other prisons did not meet the quality criteria required by the Joint Accreditation Panel. Even if this target had been reached, some prisoners eligible for the programme would have left without receiving the necessary treatment because the target does not fulfil the entire need that exists across the prison estate. The target is what the Service can afford to provide, given its financial resources and staff available. The Service pointed out to us that there is a dearth of people in the country with the skills to deliver programmes such as the sex offenders treatment

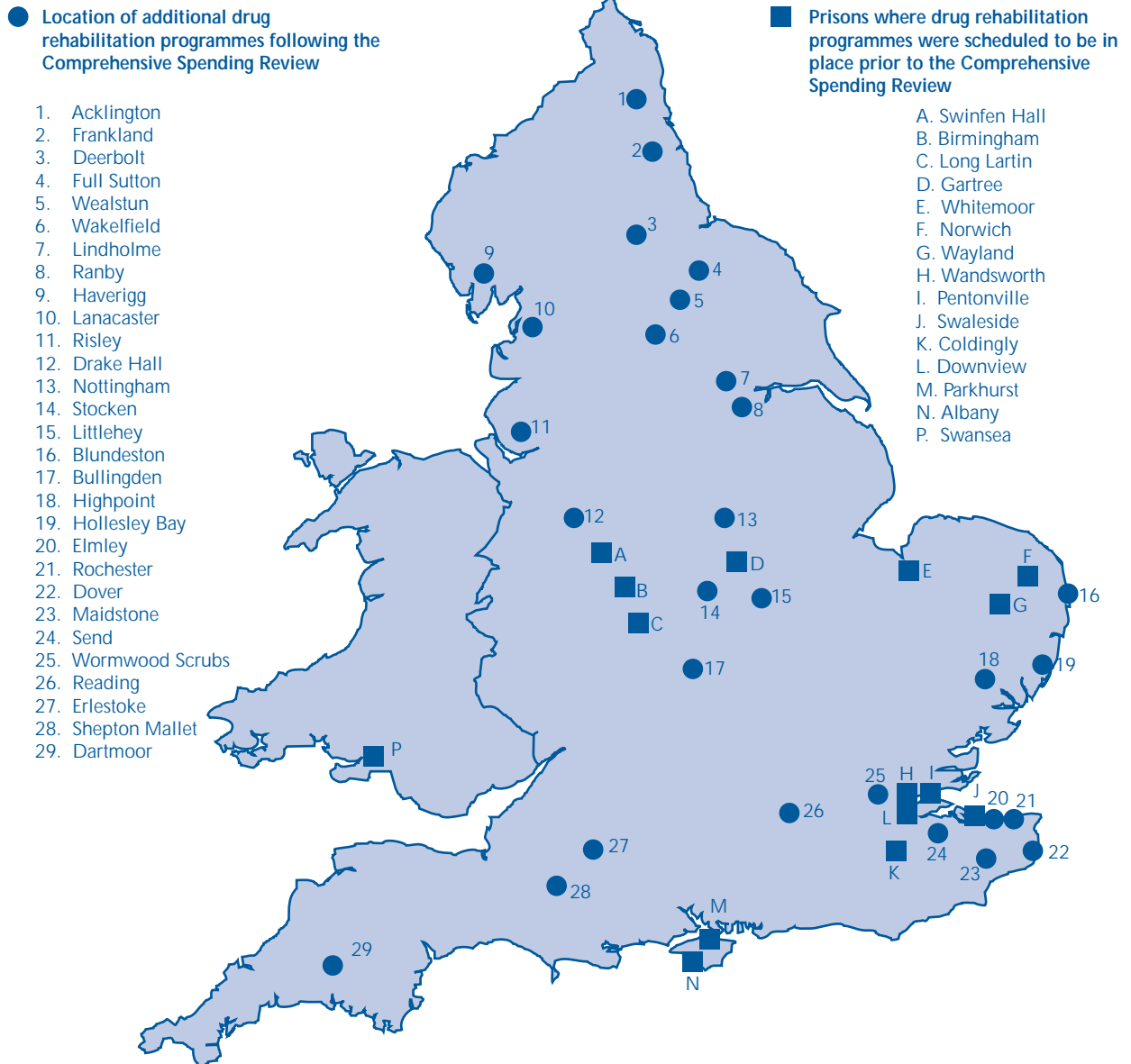
programme and this inhibits the rate at which the programme can expand. Specific local reasons (accommodation problems, staff sickness, difficulties in recruiting staff) also contribute to the Service's inability to reach its target.

Drug programmes

3.10 Since 2000, the Prison Service has used additional money received from the Treasury to improve the availability of its drug treatment services. Figure 16 shows the geographical distribution of drug treatment programmes, excluding therapeutic communities, across the Prison Service estate at the end of March 2001. Additional money received as part of the Comprehensive Spending Review was largely used to improve the availability of these services in prisons in the North of England. The Prison Service told us that since November 1999 all prisons have at least one worker for the CARAT service working within each prison.

**16 The distribution of drug rehabilitation programmes in the Prison Service**

The Prison Service has used additional funding from the Comprehensive Spending Review to expand the availability of drug rehabilitation programmes

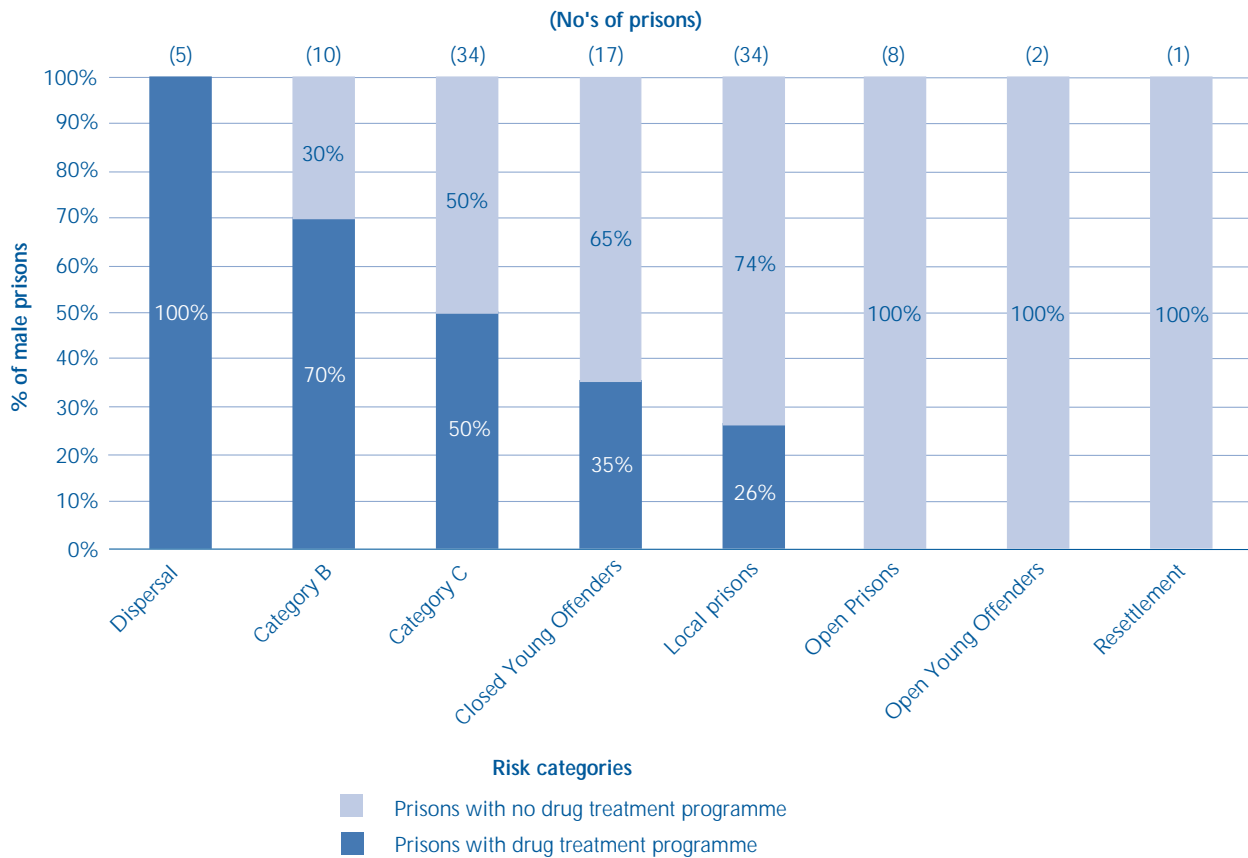


Source: HM Prison Service

3.11 By the end of March 2001, drug treatment programmes were available in 50 (43 rehabilitation units and seven therapeutic communities) out of 135 prisons. However, as shown in **Figure 17**, there were still marked variations in provision between the different types of prison. Virtually all prisons holding high security risk prisoners had drug treatment programmes but provision was much less frequent in prisons holding lower risk prisoners, for example only one in three closed young offender institutions had drug treatment programmes. The Prison Service has plans to enhance further the geographical spread of provision with additional programmes to be set up using funds allocated under the 2000 Spending Review. However, without better information on need across the prison estate it is not possible to assess the extent of any mismatch between provision and demand.

3.12 The current availability of drug programmes reflects, in part, the outcome of a bidding process whereby individual prisons bid to receive funding to run a programme. The decision to grant funding normally reflects the analysis of a number of factors including perceived need within the prison, the availability of suitable accommodation, the availability of such programmes in other prisons, the likelihood of speedy implementation and the constraints imposed by accreditation requirements, including minimum programme length (which means that they are inappropriate for prisoners serving short sentences). The Deputy Director General takes the decision about where to allocate funds, with advice provided by the Drug Strategy Unit.

**17** Shows the provision of drug treatment units within male prisons by prison category



**NOTE**

Male prisoners are categorised according to their security risk and held at an appropriate establishment.

- Category A Sentenced inmates whose escape would be highly dangerous to the public or the police or the security of the state. These prisoners are usually held in Dispersal Prisons.
- Category B Sentenced inmates for whom the highest security conditions are not necessary but for whom escape must be made very difficult.
- Category C Sentenced inmates who cannot be trusted in open conditions but who would not have had the ability or resources to make a determined escape attempt.
- Category D Sentenced inmates who can be reasonably trusted to serve their sentence in open conditions.
- Juveniles and Young Offenders Inmates classified as Juveniles (aged 15 to 17) and young offenders (18 to 20) who are normally held in Young Offender Institutions.

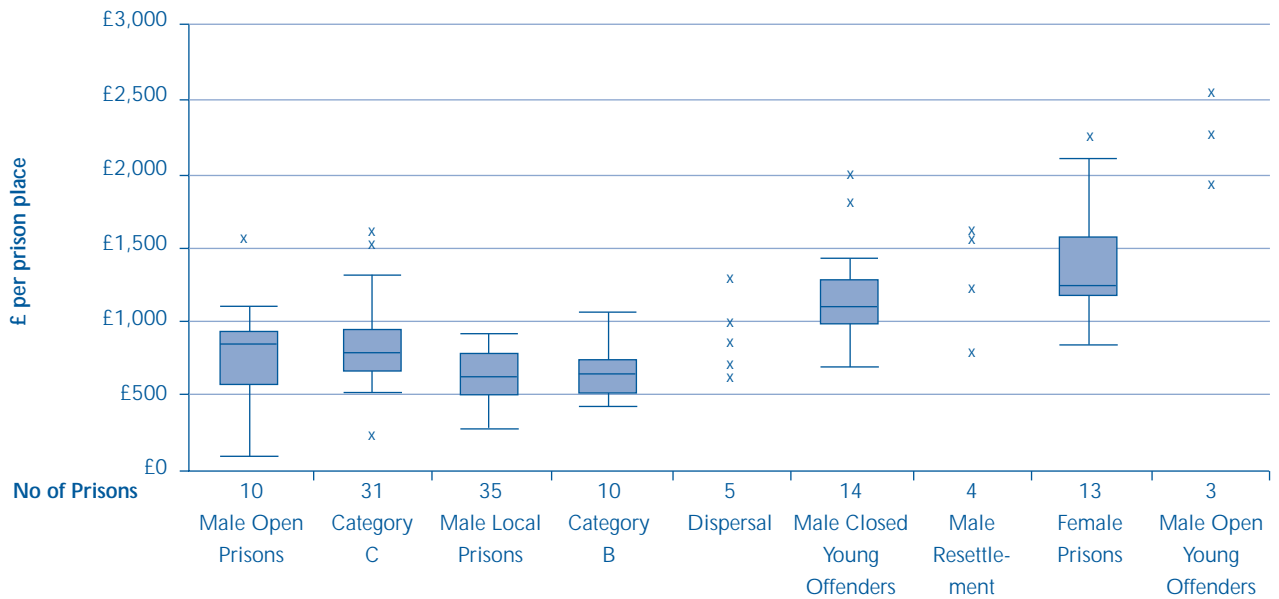
Source: NAO and HM Prison Service

3.13 Prisoners who might benefit from a treatment programme but where none is offered in their current prison may be transferred to a prison where a programme is available. A more even geographical spread of facilities is intended to make such transfers easier. In June 2001, the Prison Service issued a Drug Treatment Directory providing details of drug treatment services available, including those in individual prisons, the length of the programme, the target group and the number of places. Whilst the Service maintains information on the total number of prisoner transfers taking place, it does not record the reasons for them and therefore it is not possible to identify how many prisoners transfer specifically to attend a programme on offer elsewhere. Staff we spoke to within prisons suggested that the number moving for this reason was likely to constitute only a very small proportion of the total number of transfers.

**Education programmes**

3.14 We found significant differences between prisons in the amounts spent per prisoner on education. **Figure 18** shows the variation in spend amongst the different categories of prison. For example amongst prisons holding lower security risk, Category C, prisoners the amounts spent per head in 1999-2000 varied between £205 at Kirklevington and £1,595 at Blantyre House. There are a number of reasons why these variations occur, including class sizes, the volume of prisoners passing through - programmes are more difficult to provide where the average prisoner stay is short - other competing activities, variations in contract prices as well as the range of courses on offer.

**18** The range of spend per prisoner on education in 1999-00 by the main categories of prisons



**KEY**

A box plot is a summary plot based on median, quartiles and extreme values.

- The box represents the interquartile range that contains half of the values.
- A line across the box indicates the median (the value at which half of cases are below this value and half are above).
- The whiskers extend from the box to the highest and lowest values.
- X = outliers (extreme values).

Source: HM Prison Service and NAO

3.15 In 2000-01, the Prison Service had a target to deliver 15,400 Level 2 qualifications for literacy and numeracy (equivalent to a GCSE grade A\*-C or an intermediate GNVQ) and achieved 85 per cent of this target. The Prison Service also has a target to reduce the proportion of prisoners discharged who are at Level 1 or below for literacy and numeracy skills by 10 per cent by April 2001 and by 15 per cent by April 2002. For 2000-01, this equated to discharging 53 per cent of prisoners at Level 1 or below for literacy and 62 per cent of prisoners at Level 1 or below for numeracy. The actual figures achieved were 77 per cent and 68 per cent respectively and therefore fell short of the targets.

**Prisons do not routinely monitor the success of prisoners from different ethnic groups in gaining access to programmes**

3.16 The Prison Service does not routinely monitor the success of prisoners from different ethnic groups in gaining access to programmes and this was not done at the 10 prisons we visited. The Service recognises that more must be done on ethnic monitoring. It has set up a sub group on diversity and equality within its What Works in Prison Strategy Board to tackle the issue across

the range of its programmes and activities. It is also looking at the content of programmes to ensure that they are culturally sensitive. The Joint Accreditation Panel is considering how to ensure that its accreditation criteria and processes for considering applications for accreditation and auditing accredited programmes are robust in tackling diversity and equality issues. The Prisoners' Learning and Skills Unit (Figure 2) intends to introduce race monitoring in 2001-02.

3.17 Since our examination, the Prison Service has completed some research into the success of ethnic groups in obtaining places on programmes accredited as reducing reoffending, and their responsiveness to the programmes as measured by psychometric testing. The research suggests that ethnic minority participants in non-sex offender accredited programmes is in proportion to the ethnic make-up of the prison population as a whole, although black Caribbean and other black ethnic groups (but not prisoners from an Indian sub-continent background) are under-represented on the sex offender treatment programme. The psychometric evidence collected by the Prison Service appears to show that the ethnic group that the participant is a member of does not alter the benefit gained from the programme.



The prisoners we spoke to were complimentary about the programmes they received within prison

3.18 We spoke to prisoners at each of the 10 prisons we visited. They were mostly enthusiastic about the training they received and complimentary about their tutors. One inmate subsequently wrote to us about her attendance on the Reasoning and Rehabilitation course:

*"..... it has helped me because it teaches me to stop and think before acting and to listen to the point of view of others..... I think running this course in prison is very good because it teaches me a lot of things I didn't know, but I hope in the future they will run this course on the outside. Now that I fully understand my mistakes, next time before acting I'm going to try my best and slow down and think about it."*

3.19 Whilst prisoners were complimentary about their training, both they and bodies interested in prison issues felt that there were a number of factors which can inhibit the provision of effective programmes. These factors include prisoner transfers; lower rates of pay for attending programmes than for work; and the non-co-operation of some prison staff.

3.20 Prisoners may be transferred between prisons for a variety of reasons, including changes in their security risk and medical conditions. At the start of their sentence, prisoners are received in local prisons, classified and then moved on to training prisons. Transfers in these circumstances should facilitate effective treatment and delivery of programmes. In 2000-01 there were at least 60,000 transfers amongst the prison population of 65,000. The Prison Service has no data on how many prisoners are transferred whilst on courses and therefore unable to complete them. In response to our survey, 34 per cent of prisons considered transferees would be able to continue with an offending behaviour programme in virtually all/most cases; 66 per cent with a drugs programme, and 92 per cent with a basic skills course (Figure 19). The greater difficulty associated with continuing an offending behaviour programme reflects, in part, the availability of these programmes across the country but also the fact that much of the benefit to be derived from these programmes relies on uninterrupted group working. Whilst it is likely that 66 per cent or more of transferees would be able to complete the Prison Service's drug counselling and advice service, CARAT, the figure is likely to be much smaller for actual drug treatment programmes because many of these also depend on uninterrupted group working.

**19** Continuing with programmes after transfer to another prison

We asked receiving prisons whether transfers would be able to continue with programmes started at their previous prisons:

	Offending Behaviour Programmes %	Drugs Programme %	Basic Skills %
In virtually all cases	17	45	66
In most cases	17	21	26
In about half of cases	4	6	2
In a minority of cases	5	11	4
In no or few cases	57	17	3
	100	100	100

3.21 Our examination of attendance records during our visits to prisons suggested that attendance levels on the offending behaviour programmes were high, over 95 per cent, and drop outs rates were low, less than 5 per cent. Attendance records for the drug and education programmes were less systematic. It was, therefore, difficult for us to determine equivalent figures. Our discussions with staff and prisoners suggested that attendance was usually high but there was some concern that education courses were often the first to be disrupted if other priorities emerged.

3.22 Prisons operate Incentives and Earned Privileges schemes to allow prisoners "to earn additional privileges through responsible behaviour, participation in hard work and other constructive activity". The schemes operate within a national framework laid down by Prison Service headquarters but otherwise reflect the financial resources, facilities and expertise of the individual prisons. The incentives include payments to prisoners who take up opportunities for work and training provided by their prisons. We were told by prisoners that the level of payments set by some prisons can be a disincentive to participate in some programmes, particularly education courses. At one prison we visited it was, for example, possible for prisoners on some jobs to earn £40 a week, but £10 a week in education and £8 a week on an offending behaviour course. The Prisoners' Education Trust told us that the most frequently cited reason for prisoners not wishing to take education classes was the low rates of pay compared with that offered by some jobs. For the offending behaviour

courses, completion is one of the key factors taken into account when prisoners are considered for parole by the Parole Board and this in itself is often sufficient incentive for prisoners to attend. The Prison Service told us that it was aware that levels of payment for work in some prisons can be a disincentive to participate in programmes and a number of prisons have realigned their prisoners' pay budgets to reflect changes in prison priorities, particularly with regard to education. The Service considered that there were few opportunities for prisoners to earn £40 or more a week, and these were often related to specific contracts with the private sector or to prisoners working under licence outside the prison to assist resettlement. The average level of pay for prisoners was around £8 a week.

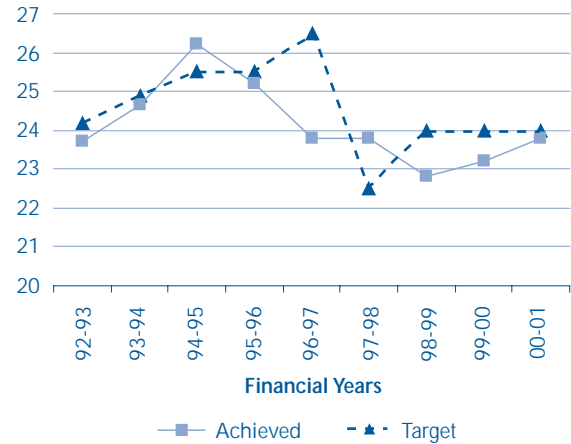
- 3.23 None of the 10 prisons we visited had encountered any serious opposition from staff to the introduction or expansion of programmes to reduce prisoner reoffending. Indeed, many staff told us that they welcomed the programmes not least because they increased job satisfaction. At one prison, there had been some delay in setting up CARATs, because of the initial reluctance of some staff to work with employees of drug agencies working in the prison but this was overcome. The Prison Service acknowledge that a small minority of staff can be hostile to programmes to address prisoners' offending behaviour and that this can undermine participants' positive messages about programmes when they return to prison wings. The Service is addressing this hostility by providing awareness training for prison staff designed to underline the importance of the programmes to reducing reoffending levels. Our survey indicated that 90 per cent of prisons ran some form of awareness training.

### The Prison Service has little reliable information on the amount of time prisoners spend per week on activities which may help reduce the risk of reoffending

- 3.24 The Prison Service has no system for easily capturing how much time prisoners spend on activities which contribute to reducing reoffending. It has a Key Performance Indicator target which measures the time prisoners spend on "purposeful activity" but this includes not only programmes accredited as reducing prisoner reoffending but, for example, cleaning work on prison wings, support to works and maintenance staff, use of library, orderly work, religious activities and family and social visits. Whilst it would be possible for prisons to show separately the time their prisoners spend on work, education and resettlement activities, there is currently no separate target for the time spent on activities to reduce reoffending.

## 20 The average number of prisoner hours spent per week on purposeful activities between 1992-93 and 2000-01 against the targets set

Average hours per week



Source: HM Prison Service

- 3.25 In 2000-01, the Prison Service's target was that prisoners should spend, on average, at least 24 hours a week on purposeful activity. It achieved 23.8 hours. **Figure 20** shows a decline in average hours prisoners spend on purposeful activity over the last nine years. The Prison Service told us that in these nine years the average prison population increased by 45 per cent from 44,600 to 65,000 and that purposeful activity had risen by approximately 25 million hours a year to accommodate this increase. In 2000-01, Latchmere House, a resettlement prison in London, (where prisoners are let out into the community most of the time), provided the most purposeful activity with 63.6 hours and Belmarsh Prison, also in London, the least with 13.3 hours. Of the women's prisons, Askham Grange in York and East Sutton Park in Kent provided the most purposeful activity with over 41 hours and Brockhill near Birmingham the least with 20.8 hours. Purposeful activity in Young Offender Institutions ranged from 42.7 hours in Thorn Cross in Cheshire to 14.4 hours in Feltham in London. A full list is at Appendix 4. The Prison Service recognises that the measure of purposeful activity is flawed, offering little insight into prisoners' activities, and is seeking to develop a measure that focuses more directly on the time that prisoners spend on activities which contribute to reducing the risk of reoffending.

# Part 4

## Preparing prisoners for release

### 4.1 This Part examines:

- whether the Prison Service has reliable information on the performance of its resettlement activities, and
- whether the Service has effective arrangements for meeting its resettlement objectives.

### Whether the Prison Service has reliable information on the performance of its resettlement activities?

The Prison Service has been set a target of doubling the number of prisoners getting jobs or training places after release by 2004, but lacks reliable information on what happens to short term prisoners when they are discharged

- 4.2 The Government has set the Prison Service the target of doubling the number of prisoners getting jobs or training places after release by 2004. The Service also aims to increase the number of prisoners with adequate accommodation on release, although no specific target has been set.
- 4.3 Whilst the Prison Service can obtain reliable information on what happens to longer term prisoners who are usually released under the supervision of the Probation Service, there is currently little information available on what happens to short term prisoners when they are discharged. Short term prisoners, those serving sentences of less than 12 months, account for over 60 per cent of all prison discharges but if aged over 21 do not normally have contact with the Probation Service once they leave prison, and therefore there is little routine information collected on what happens to them.

- 4.4 The Prison Service told us that a key performance indicator on resettlement is being developed for introduction in 2002-03. The Service intends to strengthen its data collection systems to facilitate improved compliance by prisons in collecting information on prisoners' employment and accommodation status, and thereby establish a baseline for the new resettlement indicator.

### Whether the Prison Service has effective arrangements in place for meeting its resettlement objectives?

Prisons are expected to deliver resettlement programmes at local level to meet the differing needs of various categories of prisoners, taking account of local circumstances

- 4.5 The resettlement programmes available within individual prisons will reflect the category of prisoners kept within those prisons. Prisoners categorised as low security risks, for example, may be sent to an open prison, or to one of three specialist resettlement prisons. These prisons do not usually rely on physical security measures and, in such an environment, can provide a more varied range of resettlement options. In September 2000, for example, the Prison Service extended existing rules for temporary release to allow women prisoners and adult male prisoners in open prisons greater flexibility to attend job and accommodation interviews, subject to a risk assessment. The case study below illustrates the regime at one of the resettlement prisons (**Figure 21**). However, prisoners who are considered to be at risk of absconding will be kept in a closed prison until discharge, but may still have the opportunity to attend a pre-release course within the prison. Of the 91,390 prisoners released in 2000-01, 89 per cent were discharged directly from closed prisons.

## 21 Case study - Resettlement Units



Resettlement prisons provide a specialised programme of action designed to progress the prisoner in a measured way from work and activities in prison to work and activities in the community. There are three such prisons, Blantyre House (capacity 120) in Kent, Latchmere House (capacity 193) in South West London, and Kirklevington (capacity 180) in North Yorkshire. Prisoners attending these prisons are selected on the basis that they are highly motivated not to reoffend.

Prisoners at Blantyre House, for example, spend up to six months undertaking needs assessed programmes in either education or behaviour while working in the kitchen, garden, cleaning or works department. They are assessed for risk and, if successful, are eligible for a staged programme of release on licence into the community commencing with supervised activity and then moving on to unsupervised community projects and, eventually, 12 months from parole eligibility date, paid work. For prisoners from Blantyre House, the reconviction rate within two years of discharge has stood at around 7 per cent in recent years.

Source: *The Prison Service*

- 4.6 Our visits to 10 prisons, suggested that resettlement practices varied widely, even amongst prisons of the same type. Central training for trainers in delivering pre-release programmes is available at the Prison Service College but there are currently no nationally accredited programmes for resettling prisoners in the community. Programmes have been developed locally. Historically, the extent and nature of resettlement work at local level has reflected governors' assessment of priorities, the differing needs of prisoner populations and local circumstances. At the end of June 2001, the Prison Service had no national record of the resettlement activities currently available within prisons at local level, nor data on the extent to which individual prison performance on resettlement varies. The Service told us that a Custody to Work strategy document had been drafted which, when published, will address the issue of records of resettlement activity and targeting of resources. In October 2001, the Prison Service published a Prison Service Order on Resettlement setting out the policy framework for its resettlement activity, including the contribution of pre-release

courses. This Order underpins the Performance Standard on resettlement which the Service issued in November 2000. The Standard states:

*"All prisoners will have the opportunity to maintain and develop appropriate community ties and to prepare for their release. Provision by the Prison Service in collaboration with probation services will be targeted on the basis of an assessment of risks and needs and directed towards reducing the risk of reoffending and risk of harm."*

- 4.7 Amongst the specific actions required by the Standard are: an annual agreement between the Governor of all adult and young adult prisons and the local Chief Probation Officer specifying actions to be taken and the measures by which performance will be monitored; arrangements to ensure that prisoners have ready access to advice and guidance, for example sources of information on accommodation, training, employment and education, and help with personal problems; the need to ensure that reception and induction arrangements include an assessment of resettlement needs; and a requirement to take family ties and resettlement needs into account when deciding to which prison sentenced prisoners should be allocated.

### The sentence plans examined by us did not include targets for maintaining family links

- 4.8 It was rare in any of the sentence plans we examined to see targets for maintaining family links, although research indicates that the support of families and friends assists the released prisoner in resettling back into the community. The Prison Service's guidance on sentence planning encourages staff to seek contributions to the planning process from families and community-based agencies who know the prisoner, or who might usefully become involved in resettlement plans. However, our survey of prisons indicated that only 22 per cent of the 134 prisons who replied had involved families in sentence planning, 6 per cent community groups and 5 per cent prisoner help groups.
- 4.9 The Prison Service does not have a specific target for the proportion of prisoners serving their sentences close to home. Prisoners are allocated to prisons where space is available. At 31 March 2001, 25,000 prisoners were held over 50 miles from their home town and 11,000 over 100 miles away, making it difficult for prisoners to maintain family ties and difficult for prisons to make effective contact with local agencies that would be able to support released prisoners who needed it. Distance from home will often be a more acute problem for women prisoners given the smaller size of the prison estate for women.

None of the sentence plans we examined contained targets relating to prisoners' likely accommodation needs following release

4.10 None of the sentence plans examined at the 10 prisons we visited contained targets relating to prisoners' accommodation needs. Sentence plans might be expected, for example, to identify action needed to make contact with local housing providers (hostels, housing associations and local authorities) or to make applications for accommodation well in advance of release.

4.11 The response to our survey, however, suggested that many prisons provided support to help prisoners to find accommodation, for example, arranging appointments with housing agencies and referrals to housing associations. Two prisons have taken these initiatives further: Drake Hall Prison has provided funds to establish a Resource Centre which is run by a prison officer trained by the National Association for the Care and Resettlement of Offenders (NACRO) and a prisoner with experience of housing matters; whilst Buckley Hall Prison has established a Housing Advice Centre with a management team consisting of prison officers trained by the Association and prisoner advisers. The Prison Service told us that in association with NACRO and others it was producing guidance for prisons on running housing advice centres, based on existing good practice, and this is expected to be available in February 2002.

4.12 To help meet the initial costs of accommodation, the Prison Service pays a one off discharge grant to prisoners serving more than 14 days in prison, with a few exceptions, for example, those imprisoned for non-payment of fines. For 2000-01, there were two levels of payment for those with accommodation to go to: £37 for those aged 18 to 24 and £46.75 for those aged 25 or over. For those with no accommodation the payment is £94.40. The total cost of the discharge grant is around £4 million a year. The Prison Service told us that it wished to strengthen its working relations with the Benefits Agency and Employment Service to provide prisoners with more advice and assistance before and on release.

The type of work experience gained within prison does not necessarily correlate with the type of employment opportunities available outside. The Prison Service is involved in a range of initiatives aimed at improving prisoners' employment prospects

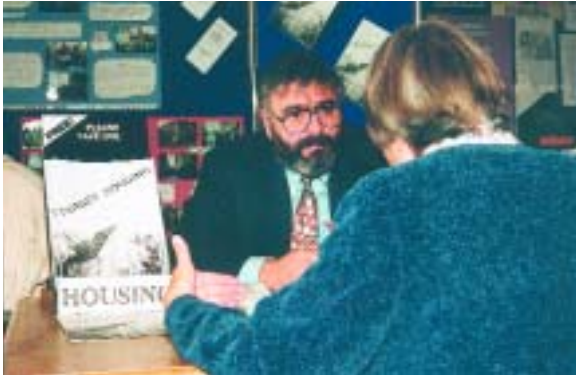
4.13 Prisons provide a range of work with the aim of keeping prisoners occupied and giving them the skills and experience needed to gain employment on release. The 58 male training prisons, with three exceptions, all have industrial workshops providing a variety of activities. There are also workshops in female prisons and many local prisons. In some workshops prisoners can study for a National Vocational Qualification (NVQ) in, for example, motor mechanics, painting and decorating and industrial cleaning but no reliable figures are available on the NVQs achieved. In the 10 financial years 1990-2000, the average number of prisoners employed in workshops rose by 18 per cent from 7,286 to 8,571. In the same period, the prison population rose by 43 per cent from 45,600 to 65,000. In 1999-2000, the average length of the working week for prisoners in workshops ranged from 13 hours in Highpoint, a Category C prison, to 61 hours in Latchmere House, a resettlement prison. (The Prison Service told us that before a 48 hours working week regulation came into force, prisoners at Latchmere wished to work for as many hours as were available.)

4.14 Few of the sentence plans we examined contained any evidence of consideration of the prisoners' suitability for different types of prison work, for example, with workshop managers or had set prisoners' work-related targets, either for their time in prison or on release. Amongst the 10 prisons visited by us, prison work ranged from catering to motor vehicle repair and maintenance. The case study below highlights one of the more comprehensive programmes encountered on our audit ([Figure 22](#)).

4.15 An evaluation of prison work and training in 1998 by Brunel University commissioned by the Research Development and Statistics Directorate of the Home Office found that less than half its sample of 88 former prisoners obtained work in the months following release, and in only five cases did the work bear any relation to their jobs in prison workshops. Brunel University concluded that there was a serious imbalance between the kinds of work done in prison and the kinds of work offering prospects of jobs outside. And that prison work and training as presently provided did not, for the most part, help prisoners to obtain employment after release (and thus help to avoid reoffending), although they had the potential to do so.



## 22 Case study - Resettlement Units



The workshop regime at Moorland aims to provide inmates with a range of opportunities to gain appropriate work-related qualifications to assist their search for employment on release. Most of the workshops aim to ensure that inmates work towards National Vocational or City and Guilds qualifications as appropriate. The range of workshops on offer include bricklaying, using information technology, catering, mechanical, electrical or light engineering, and motor vehicle/cycle maintenance. Basic numeracy and literacy skills are required for all workshop activities and inmates have access to a workshop support team that can assist them in achieving their qualifications.

For inmates not employed and waiting for a place in the workshops, inmates are offered a basic health and safety course and communication skills course. Both courses lead to qualifications in these areas. For those in the 18 to 24 age group and with eight to 10 weeks to serve, the prison offers a Welfare to Work programme. Under this programme inmates can receive help and support with their job applications.

*Source: The Prison Service*

- 4.16 In July 2000, the Prison Service established a 'Custody to Work' unit with funding of £30 million over the three financial years 2001 to 2004 to increase the number of prisoners going directly into jobs on release. The Service told us that, alongside a range of other initiatives, it is seeking to ensure that prison industries prepare prisoners more effectively for available jobs, for example, by improving the Service's knowledge of the labour market and where possible targeting its activity on skill shortages and job vacancies in the areas to which prisoners are released, for example shortages in the catering, cleaning and construction industries. The Service stressed, however, that work offered in prisons was not just about helping prisoners to find employment on release. It was also important in contributing to the maintenance of control and aiding rehabilitation by teaching the work ethic including timekeeping, team work, leadership and other interactive skills.
- 4.17 The Prison Service is also a partner in the Department for Work and Pension's Welfare to Work initiative, which aims to help long term unemployed people into work. The Service's Welfare to Work programme began in April 1998 and targets 18 to 24 year old prisoners. It provides them with training and support based on their individual needs and aptitudes with the objective of

## 23 Welfare to Work Programme: Probation Officer Survey

The survey's key findings of programme participants, three to four months after their release from prison, were that:

- 38 per cent (350) were in employment;
- 20 per cent (187) had problems with substance abuse;
- 18 per cent (168) were in accommodation described as unsuitable;
- 15 per cent (136) had entered the New Deal Gateway;
- 10 per cent (95) had alcohol problems; and
- 7 per cent (68) had obtained education or training.

*Source: Home Office Research Development Statistics Directorate*

improving their employability and increasing their chances in the job market. Prisoners' completion of the Welfare to Work programme is intended as preparation for participation in the New Deal, a Government initiative to tackle unemployment. New Deal is co-ordinated by the Employment Service and delivered through local partnerships involving local employers, local authorities, training providers, Training and Enterprise Councils, Local Enterprise Companies, Job Centres, environment groups and the voluntary sector. New Deal starts with up to four months of individual help, known as Gateway. During this period, participants have access to a range of services and opportunities to help them prepare for and find work.

- 4.18 The Research Development and Statistics Directorate of the Home Office evaluated the Prison Service's Welfare to Work pilot programme in 2000. The evaluation included the experiences of 931 prisoners who had completed the programme and had since been released under the supervision of the Probation Service. A survey of the probation officers found that three to four months into the former prisoners' release only a minority had entered the New Deal Gateway, or obtained education, training or employment (although the evaluation did find that the programme led to a doubling in the rate of those joining New Deal compared to the control group). The probation officers also reported that a minority of the former prisoners were housed in inadequate accommodation and had problems with alcohol or substance abuse (**Figure 23**).
- 4.19 One of the key aims of the Welfare to Work programme is to reduce the level of criminal behaviour after participants are discharged. The evaluation found that 18 months after discharge the reconviction rate for those who had completed the programme was 65.6 per cent, slightly higher than that for the control group at 65.3 per cent. Reconviction rates were lower amongst those who had entered education and training after release or who were employed, and higher amongst those who had problems with alcohol or substance abuse, or who had no educational qualifications.

There is a risk that resources spent on treating drug misusers in prison will be wasted if they are not given adequate support on release. It is too early to assess whether recent initiatives have been successful in offering a seamless service

4.20 Prisoners who have received treatment while in custody for a drug misuse problem may need to continue to receive some form of support when they are released. Their ability to obtain this support can be complicated by the number of different organisations involved. Whilst the Prison and Probation Services are jointly responsible for the resettlement of prisoners, health authorities have responsibility for the provision of drug treatment in the community, local authorities have responsibility for community care and 700 separate agencies, including for example voluntary organisations, have responsibility for providing actual drug treatment. Thus, individual prisons preparing prisoners for release, some of whom may live over a hundred miles away, routinely need to confer with a large number of different organisations prior to release. The Prison Service is leading a pilot scheme to set up post release hostels for short term prisoners with a history of drug driven crime who also face a lack of suitable accommodation to go to on release from prison. There will be five hostels in the pilot of about 12 beds each. The hostels will provide intensive support for some 12 weeks after release, after which residents will go to other suitable accommodation where support continues. Planned throughput is around 50 residents per hostel per year, about 250 in all. The Service is also working with the Department for Work and Pensions to increase access to the employment market for former drug misusers released from prison.

4.21 When we visited prisons, the CARAT service had not yet been in operation for a year and no information was available on how quickly prisoners were able to obtain an appointment for drugs treatment in the community; whether they took up appointment and completed the treatment; and the size of any waiting lists. Staff we spoke to had anecdotal evidence that in some areas of the country, where local demands for support left little room for ex-offenders, waiting lists were long, but that in others the situation was more satisfactory. The Audit Commission is currently looking at the work of local drug action teams and plans to report on the extent to which local agencies are working effectively together. The Prison Service told us that it is committed to developing an alcohol strategy to complement its drug strategy, and that a draft alcohol strategy is expected to be presented to the Prison Service Management Board in Spring 2002.

# Appendix 1

## Study Methods

### Survey of prisons

- 1 We undertook a questionnaire survey of all 134 prisons in England and Wales at the time of our examination. The survey methodology and results are set out at Appendix 2.

### Prison visits

- 2 We visited 10 prisons to determine how their programmes were managed and administered in practice. The visit programme was devised to include prisons holding a range of prisoners in the different risk categories, spread across England and Wales and with varying experience of delivering the different programmes. The 10 prisons were: HM Prison Ashwell; HM Prison Channings Wood; HM Young Offender Institution and Remand Centre Glen Parva; HM Prison Holloway; HM Prison Hull; HM Prison & Young Offender Institution Moorland; HM Prison Swaleside; HM Prison Usk; HM Prison Wakefield; and HM Prison Wolds.
- 3 The visits to prison included:
  - Semi-structured interviews with the Governing Governor, the head of regimes, those responsible for sentence planning, the seconded Senior Probation Officer, the managerial team in offending behaviour programmes, the Drugs Programme Manager, the Education Manager and the Finance Manager. Topics of discussion included: prisoners' risk/needs assessment, delivery of accredited offending behaviour programmes, evaluation and quality control of unaccredited programmes, management and administration of drugs and education programmes, management of programme regime, impact of transfers on programme administration, throughcare planning and programme funding.
  - Semi-structured interviews with prisoners participating in courses to obtain their views on matters such as sentence planning, the suitability of programmes and the delivery of programmes.
  - An examination of a sample of sentence plans (approximately 20 at each prison) to assess the extent to which prisoners' needs are identified, set and met. This included the need for programmes and planning for resettlement into the community.
  - An examination of a sample of individual needs analysis (approximately 20 at each prison) for prisoners accepted for offending behaviour programmes to assess the entry criteria and the degree of prioritisation for prisoners with high levels of need or risk.
  - A review of the contracts and manuals for drugs and education programmes.
  - An examination of half of all course attendance logs to ascertain the extent to which prisoners were missing programme sessions or were dropping out of programmes.
  - An examination of around 20 post-course feedback forms at each prison to ascertain any problems with programme delivery.
  - A review of around 20 prisoner case files at each prison for evidence of arrangements for prisoners in the community.
  - An examination of financial information including budgets and cost calculations for programmes.
  - Meetings with a cross-section of prison staff to see how programmes are viewed by staff in general, whether or not they participate in programme delivery.

### Review of Literature

- 4 We undertook a review of international literature on offending behaviour programmes, drugs programmes and education to help to assess their impact on recidivism.

## Liaison and consultation with other groups

- 5 Meetings with key members of staff in the Prison Service with responsibility for managing and delivering programmes and separate meetings with suppliers of drug treatment programmes in prisons. In addition, we attended two sessions of the Joint Accreditation Panel.
- 6 Meetings with other staff with some responsibility for programmes in the Home Office, the Department for Education and Skills and the Cabinet Office. We met with staff responsible for reoffending programmes in the Scottish Prison Service.
- 7 Consultation with third parties with an interest in the rehabilitation of prisoners:
  - Basic Skills Agency
  - The Howard League for Penal Reform
  - National Association for the Care and Resettlement of Offenders
  - Prisoners' Education Trust
  - Prison Reform Trust
  - UNLOCK (the National Association for Ex-offenders)
- 8 Consultation with HM Inspectorates of Probation and Prisons.

# Appendix 2

## National Audit Office survey of prisons

We undertook a questionnaire survey of all 134 prisons in England and Wales at the time of our examination. We obtained a 100 per cent response.

The survey was intended to obtain information on:

- the types of programmes available to address offending behaviour
- assessment of prisoners for programme participation
- management of programmes
- impact of prisoners transferring between prisons on programme participation

The questionnaire was initially piloted in two prisons and sent to managers in relevant areas of the Prison Service for comment.

The data from the questionnaire returns were inputted onto a SPSS database and then analysed, mainly by frequency and crosstabulation analysis.

This Appendix aggregates and summarises the responses to the survey.



## Section 1 - Types of Programmes

1 Which of these programmes, designed to reduce re-offending, does your prison:

	a) currently run? number of prisoners	b) plan to run within the next year? number of prisoners	c) has run in the last 3 years but is not running now? number of prisoners
Reasoning and Rehabilitation	23 (17.2%)	4 (3%)	1 (0.7%)
Enhanced Thinking Skills	70 (52.2%)	15 (11.2%)	3 (2.2%)
Problem Solving	7 (5.2%)	1 (0.7%)	0
Cognitive Self Change Programme	7 (5.2%)	5 (3.7%)	1 (0.7%)
CALM Programme	7 (5.2%)	16 (11.9%)	1 (0.7%)
Sex Offender Treatment Programme	26 (19.4%)	1 (0.7%)	4 (3%)
Basic Skills Education	130 (97%)	0	0
CARATs <sup>1</sup>	126 (94%)	2 (1.5%)	0
Drugs Rehabilitation <sup>2</sup>	57 (42.5%)	12 (9%)	4 (3%)
Therapeutic Communities <sup>2</sup>	12 (9%)	1 (0.7%)	1 (0.7%)
Other Programmes/Courses/Activities	90 (67.2%)	16 (11.9%)	26 (19.4%)

## NOTES

1. Not all prisons fully completed the questionnaire. CARATs is available in all prisons.
2. These figures are different to those held by the Prison Service's Drugs Strategy Unit who say that there are 50 drug treatment programmes (including Therapeutic Communities) which meet minimum standards. Some prison staff may have different interpretations of what constitutes a drug rehabilitation programme and a therapeutic community.



5 Once assessed as being suitable, which types of prisoner are prioritised for attendance on programmes?

	Offending Behaviour Programmes (n = 98)	Basic Skills Education (n = 130)	Drugs Programmes (n = 129)
Those who are higher risk	81 (82.7%)	21 (16.2%)	98 (76.0%)
Those near release	64 (65.3%)	29 (22.3%)	76 (58.9%)
Those with the greatest need	71 (72.4%)	105 (80.8%)	98 (76.0%)
Those most likely to benefit	71 (72.4%)	79 (60.8%)	75 (58.1%)
Those who have started a course elsewhere	10 (10.2%)	52 (40.0%)	28 (21.7%)
Those who applied first	8 (8.2%)	23 (17.7%)	15 (11.6%)
Those who would provide the right mix in a group	36 (36.7%)	10 (7.7%)	12 (9.3%)
Other	17 (17.3%)	13 (10.0%)	8 (6.2%)
None	0	3 (2.3%)	1 (0.8%)

## Section 3 - Management of Regions

6 How many offenders were waiting to get on each type of programme as at 31 March 2000?

Reasoning and Rehabilitation	939	n=133
Enhanced Thinking Skills	3,414	n=132
Problem Solving	270	n=134
Cognitive Self Change Programme	41	n=134
CALM Programme	177	n=134
Sex Offender Treatment Programme	871	n=131
Basic Skills Education	1,654	n=117
CARATS	2,466	n=115
Drugs Rehabilitation	708	n=125
Therapeutic Communities	306	n=133
Other Programmes/Courses/Activities	3,917	n=120

*n is the number of prisons responding to the question*

7 Is there any awareness training for staff in your prison about the purposes of the programmes?

Yes	120 (89.6%)	No	14 (10.4%)
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8 For which programmes is awareness training made available in your prisons?

Reasoning and Rehabilitation	24	(17.9%)
Enhanced Thinking Skills	75	(56%)
Problem Solving	4	(3%)
Cognitive Self Change Programme	10	(7.5%)
CALM Programme	8	(6%)
Sex Offender Treatment Programme	29	(21.6%)
Basic Skills Education	43	(32.1%)
CARATS	90	(67.2%)
Drugs Rehabilitation	43	(32.1%)
Other Programmes/Courses/Activities	27	(20.1%)
General Programme Awareness Training	18	(13.4%)



## Section 4 - Prisoner Transfer

9 On average, how quickly are records transferred to another prison once a prisoner leaves your prison?

1 to 7 days	125	(93.3%)
8 to 30 days	7	(5.2%)
More than 30 days	0	
No response	2	(1.5%)

10 On average, how quickly are records transferred from other prisons once a prisoner moves to your prison?

1 to 7 days	84	(62.7%)
8 to 30 days	40	(29.9%)
31 to 90 days	5	(3.7%)
More than 90 days	1	(0.7%)
No response	4	(3.0%)

11 Are prisoners who transfer into your prison able to continue with their programmes from previous prisons?

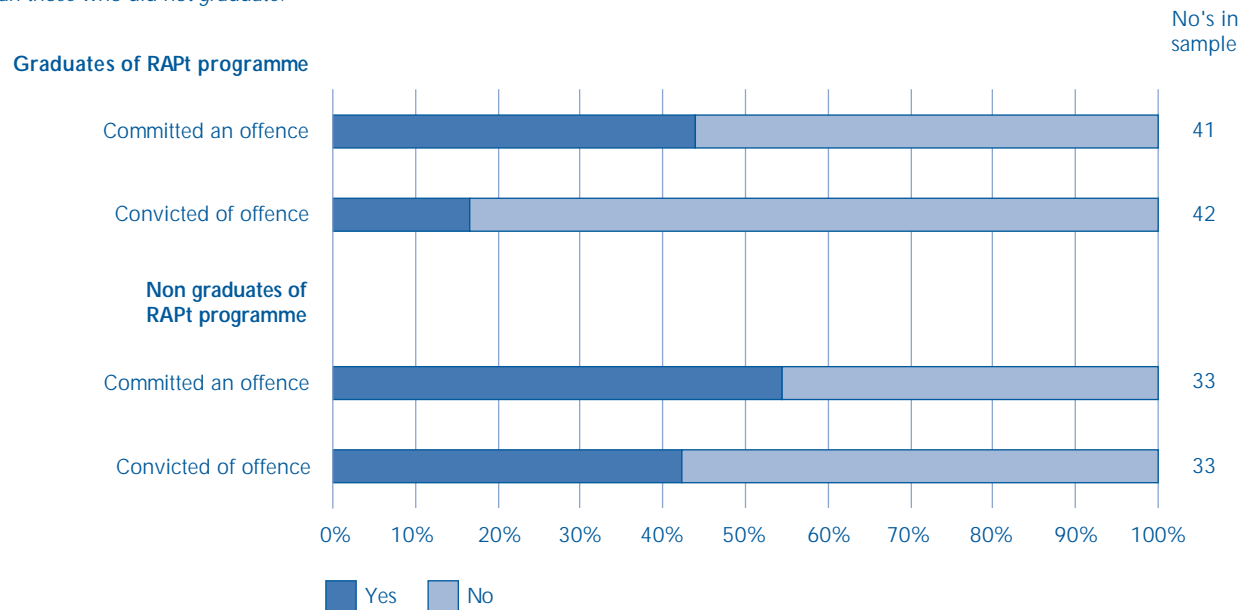
	Offending Behaviour Programmes (n = 98)	Basic Skills Education (n = 130)	Drugs Programmes (n = 129)
In virtually all cases (over 90%)	13 (13.3%)	76 (58.5%)	47 (36.4%)
In most cases (55-90%)	13 (13.3%)	30 (23.1%)	22 (17.1%)
In about half of cases (45-54%)	3 (3.1%)	2 (1.5%)	6 (4.7%)
In a minority of cases (10-44%)	5 (4.1%)	5 (3.8%)	11 (8.5%)
In no or few cases (less than 10%)	43 (43.9%)	3 (2.3%)	18 (14.0%)
No response	22 (22.4%)	14 (10.8%)	25 (19.4%)

# Appendix 3

## Results of evaluation of the RAPt programme<sup>(1)</sup>

### Re-offending behaviour of graduates/non graduates of the RAPt drug treatment programme within 6 months of their release.

Graduates of the treatment programme show a slightly lower rate of re-offending but a markedly lower rate of re-conviction post release than those who did not graduate.



Graduates of the treatment programme show a slightly lower rate of re-offending but a markedly lower rate of re-conviction post release than those who did not graduate

As part of the process to gain accreditation RAPt commissioned independent research into the effectiveness of their drug treatment programme. The research team were Carol Martin and Elaine Player. The researchers used a sample of 200 male prisoners whose release date fell before November 1998 and who had attended one of four prisons where the programmes was being run (Downview, Coldingley Pentonville and Wandsworth). The sample included those who had graduated from the programme (n=95), those who had started but failed to complete for whatever reason (n=34), and a group of non starters of the treatment (n=71).

The researchers used three questionnaires. The first two were used whilst the offenders were in prison and the third was completed between 6 and 19 months after the offender had been released.

In terms of committing offences post release there were no significant differences between those that had graduated and non graduates. However, as the graduate population presented a significantly more serious criminal profile, (based on offences committed pre treatment), than the dropouts or the non-starters, the results may not be directly comparable. Some of the reported offences in the graduate group however were for less serious offences which might have been overlooked by other prisoners in the sample. The researchers found that a relationship existed between continued drug use and re-offending post release, but those that had not used any drugs were considerably less likely to have re-offended. Graduates of the programme were more likely than non-graduates to fall into this group.

<sup>1</sup> Details from *Drug treatment in Prisons: An Evaluation of the RAPt Treatment Programme* by Carol Martin and Elaine Player. (Published by Waterside Press, Winchester, 2000)

# Appendix 4

The average hours prisoners spent per week on purposeful activity 2000-01 by prison

Prison	Average hours per prisoner on purposeful activity.		
<b>Dispersal Prisons</b>		Stafford	26.5
Whitemoor	21.6	Ranby	25.4
Frankland	21.3	Wellingborough	25.3
Wakefield	19.0	Moorland	24.7
Full Sutton	17.8	Featherstone	24.3
Long Lartin	17.8	Risley	23.8
		Shepton Mallet	23.6
		Littlehey	23.5
		Acklington	23.5
<b>Male Category B Prisons</b>		Wayland	23.3
Grendon/Spring Hill	37.2	Stocken	23.2
Gartree	30.1	Camp Hill	22.0
Blundeston	26.2	The Weare	19.9
Swaleside	25.2	Highpoint	18.9
Kingston	24.3	The Mount	18.3
Lowdham Grange	24.0	Haslar	16.7
Garth	23.7		
Albany	23.5	<b>Male Local Prisons</b>	
Maidstone	21.7	Allcourse	32.9
Parkhurst	20.5	Gloucester	29.5
Dartmoor	18.0	The Wolds	28.5
		Forest Bank	27.5
<b>Male Category C Prisons</b>		Parc	25.3
Kirklevington	54.3	Shrewsbury	25.0
Blantyre House	47.6	Lincoln	24.5
Coldingley	40.9	Cardiff	23.6
Usk/Prescoed	38.8	Blakenhurst	23.3
Channings Wood	33.6	Exeter	23.0
Haverigg	33.6	Liverpool	22.9
Wealstun	32.8	Bristol	22.6
Buckley Hall	31.8	Swansea	22.4
Ashwell	31.1	Hull	21.9
Downview	30.5	Elmley	21.6
Whatton	29.9	Preston	21.6
Lancaster	28.6	Rochester	21.5
The Verne	27.6	Wormwood Scrubs	21.3
Wymott	27.3	Bedford	20.9
Everthorpe	27.1	Norwich	20.0
Erlestoke	26.8	Durham	19.8
Lindholme	26.7	Canterbury	19.6
Guys Marsh	26.5	Manchester	19.4

Doncaster	19.1	Wetherby	26.6
Leicester	19.0	Dover	25.2
Nottingham	18.3	Castington	24.6
Chelmsford	18.2	Stoke Heath	24.4
Wandsworth	18.1	Huntercombe	23.9
Lewes	18.0	Portland	23.4
Pentonville	17.8	Lancaster Farms	22.5
Woodhill	17.6	Brinsford	21.9
Dorchester	17.2	Deerbolt	21.4
Winchester	16.8	Onley	18.6
Holme House	16.6	Glen Parva	18.3
Leeds	16.5	Aylesbury	15.6
Birmingham	16.0	Feltham	14.4
High Down	15.8		
Brixton	15.6	<b>Male Open Young Offenders</b>	
Bullingdon	14.6	Thorn Cross	42.7
Belmarsh	13.3	Hatfield	36.6
<b>Male Open Prisons</b>		<b>Female Closed Prisons</b>	
Latchmere House	63.6	Send	31.7
Hewell Grange	44.3	Foston Hall	25.4
Kirkham	43.7	Styal	24.3
North Sea Camp	42.3	Cookham Wood	24.2
Sudbury	41.7	Bullwood Hall	21.5
Standford Hill	41.0		
Leyhill	39.0	<b>Female Local Prisons</b>	
Ford	38.3	Low Newton	25.1
		Eastwood Park	23.6
<b>Male Remand Centre</b>		New Hall	23.5
Northallerton	18.8	Holloway	21.9
		Brockhill	20.8
<b>Male Closed Young Offenders</b>		<b>Female Open Prisons</b>	
Hollesley Bay	36.1	Morton Hall	41.7
Reading	29.2	East Sutton Park	41.3
Swinfen Hall	28.8	Askham Grange	41.2
Hindley	28.6	Drake Hall	35.8
Ashfield	28.3		

# Appendix 5

## Terms of reference of the What Works in Prison Strategy Board

To recommend to the Prison Service Management Board

- 1 Action to ensure support and promotion of joint work with the Probation Service to meet Home Office Aim 4 and the What Works agenda.
- 2 Principles and framework for programme development consistent with the Strategy for Offending Behaviour Programmes, and in line with an overall What Works Strategy.
- 3 Offending Behaviour Programmes to be commissioned by the Prison Service in consultation with other parties in the Criminal Justice System and in compliance with Joint Accreditation Panel criteria for accreditation.
- 4 Developmental direction of drug treatment programmes, therapeutic communities and other specialist provision. The What Works in Prison Strategy Board will also ensure effective liaison with the cross-departmental programme.
- 5 A cost-effective strategy which meets the diverse needs of all parts of the population and which addresses proven gaps in provision, such as:
  - any Key Performance Indicator
  - adequate spread of provision regionally and between different prisons, and in line with Estate Strategy
  - low cost/low impact programmes
  - programmes specifically for young offenders; short termers; lifers
  - criteria and processes for the allocation of programmes to prisons and the allocation of prisoners to programmes, including timing in relation to sentence lengths, parole reviews and other relevant considerations
  - support for the Joint Accreditation Panel and Prison Service applicants to it, dissemination of their decisions and the implications of them
  - criteria, support and advice for unaccredited programmes
  - a Strategy to communicate the What Works agenda and Strategy Board decisions to prisons and the Parole Board

## Achievements of the Board to date

It has:

- developed an overall What Works Strategy for the Prison Service and a draft is currently being finalised
- approved the development portfolio for new accredited offending behaviour programmes
- approved submissions of Prison Service programmes to the Joint Accreditation Panel
- carried out a needs analysis to review the distribution of existing accredited offending behaviour programmes and to inform the allocation of funds made available by the year 2000 spending round for their expansion
- developed a framework of standards which incorporates What Works principles into Prison Service regime activities
- overseen communication of What Works principles and strategy