



National Offender
Management Service

The Management of prisoners in England and Wales

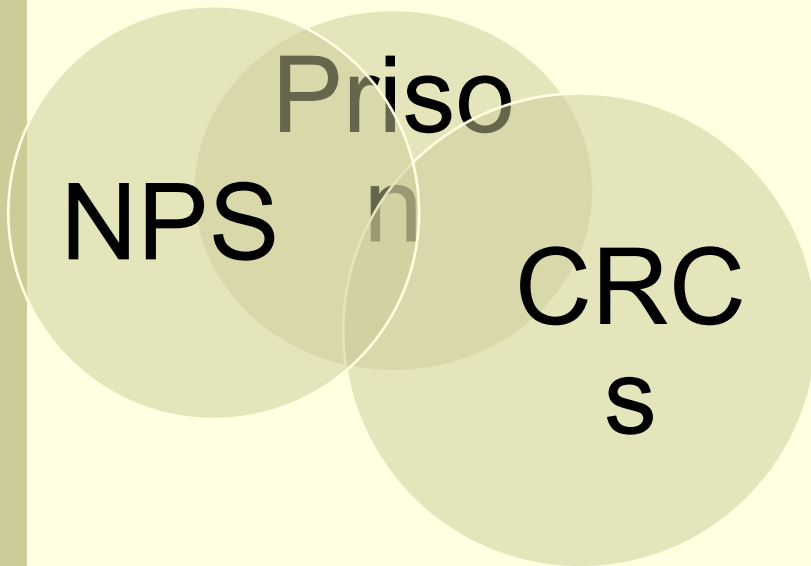
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This presentation will...

- Set the context for the management of offenders by NOMS
- Discuss whether prisons can reduce offending
- Describe how evidence can be applied to help prisons reduce offending

What is the National Offender Management Service?



NOMS directly runs HM Prison Service and the National Probation Service

It also contract-manages privately-run prisons and Community Rehabilitation Companies

The NPS and CRCs manage the majority of offenders in custody, as well as those in the community

The NPS is responsible for high-risk and MAPPA-eligible offenders, CRCs for the remainder.



The context

150,500 offenders being supervised in the community

84,500 people in prison

135,000 new prisoners each year

800,000 prisoner movements annually

1 National Probation Service

21 Community Rehabilitation Companies

104 Public sector prisons providing 82% of prison places

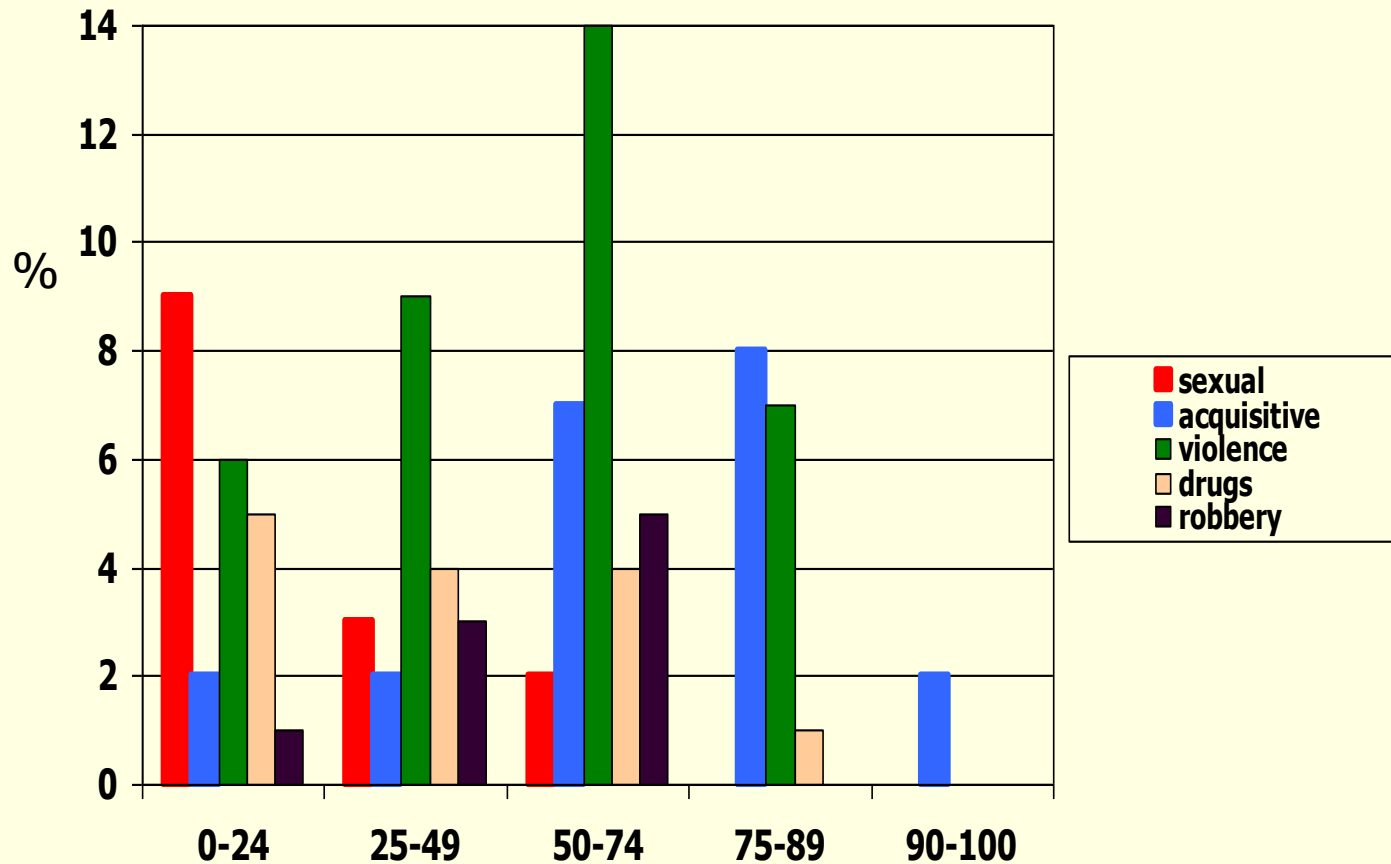
14 Privately operated prisons

4 Immigration Removal Centres

1,120 commissioned beds for young people under 18

Custodial population – major segments

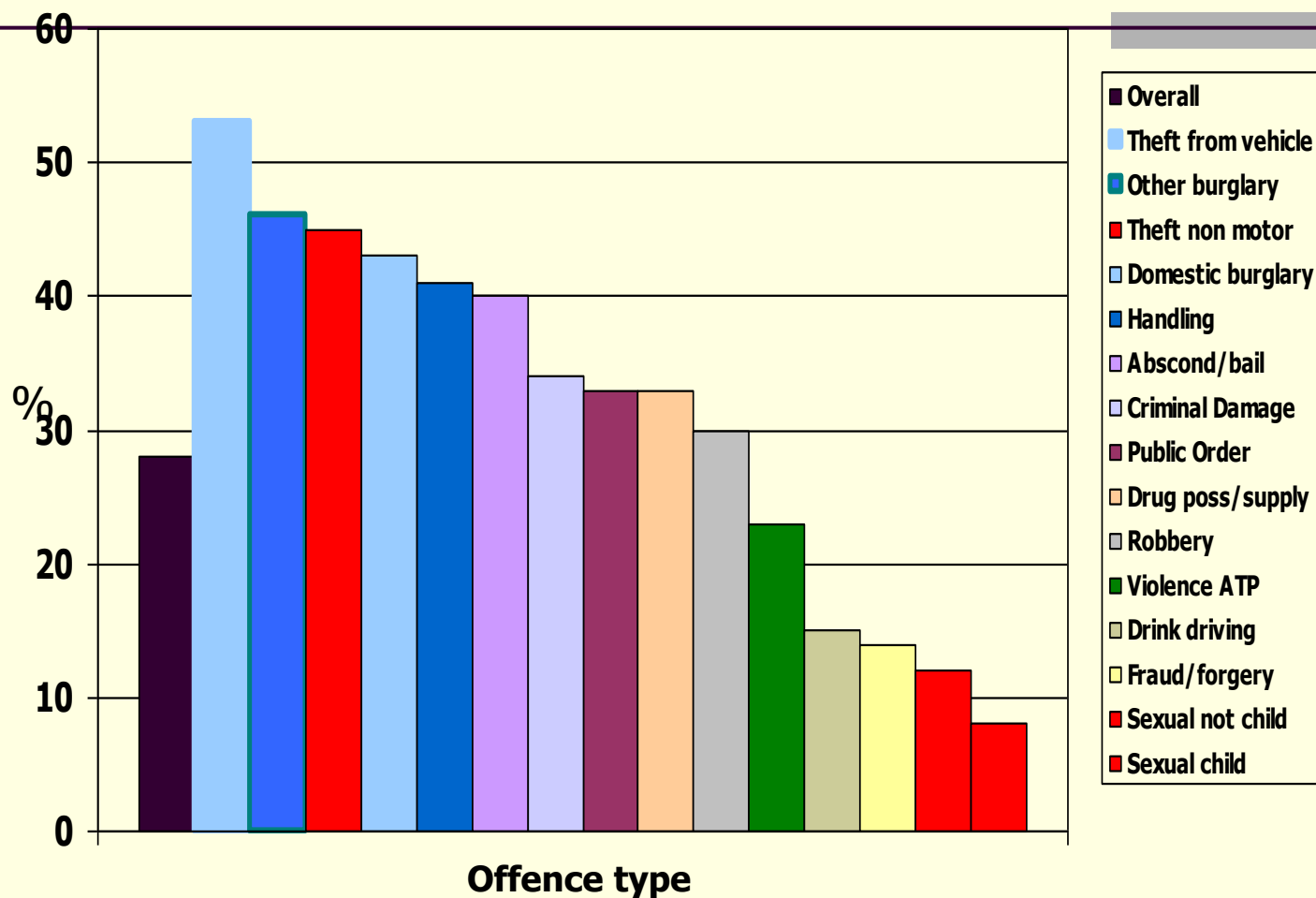
% of **custodial population** in different risk of reoffending levels by **offence type**



OGRS risk of
reoffending

Sentenced offenders in custody
November 2012

1 year reoffending (any) by index offence type




Actual reoffending – calculated using snapshot of community caseload March 2010

Prisons do not reduce recidivism


DETERRENCE: with some confidence, we can conclude that across all offenders, prison does not have a deterrent effect. With less confidence we can propose that prisons, especially gratuitously painful ones, may be criminogenic

INCAPACITATION: There is no doubt that there is an incapacitation effect...compared with doing nothing with them.

REHABILITATION: When high risk serious offenders are incarcerated, sound policy would demand subjecting them to evidence-based rehabilitation programmes. These interventions have been shown to reduce recidivism



Could prisons reduce
reoffending?





What is good enough evidence?

Evidence is:

- Randomised or matched comparison groups or predicted vs actual designs (for outcome studies)
- Strong design and analysis (for prediction studies)
- Peer reviewed and published
- Suitable outcomes (such as reconviction or a proven proxy for reconviction)
- Good quality studies using qualitative techniques to further our understanding of how and why

Evidence is not:

- Making a strong argument
- Experience
- Intuition
- Good practice
- Opinion – even if it is a consensus of views
- Success stories
- Hopefulness
- Commitment



The minimum standard for new services

- There is a clear **description** of the service, including **who** it is for, and the **outcomes** it aims to deliver
- There is a clear, plausible **rationale** for why the service should work. The rationale should include reference to published high-quality evidence that supports the approach being taken. NOMS welcomes innovative approaches that are less tried and tested, but they should still be grounded in a credible theoretical **model of change**
- There is a strategy in place for gathering **evidence** about whether the service works, using a high quality methodology



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Translating the evidence



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NOMS Evidence and Segmentation

Companion document
to NOMS
Commissioning
Intentions from 2014

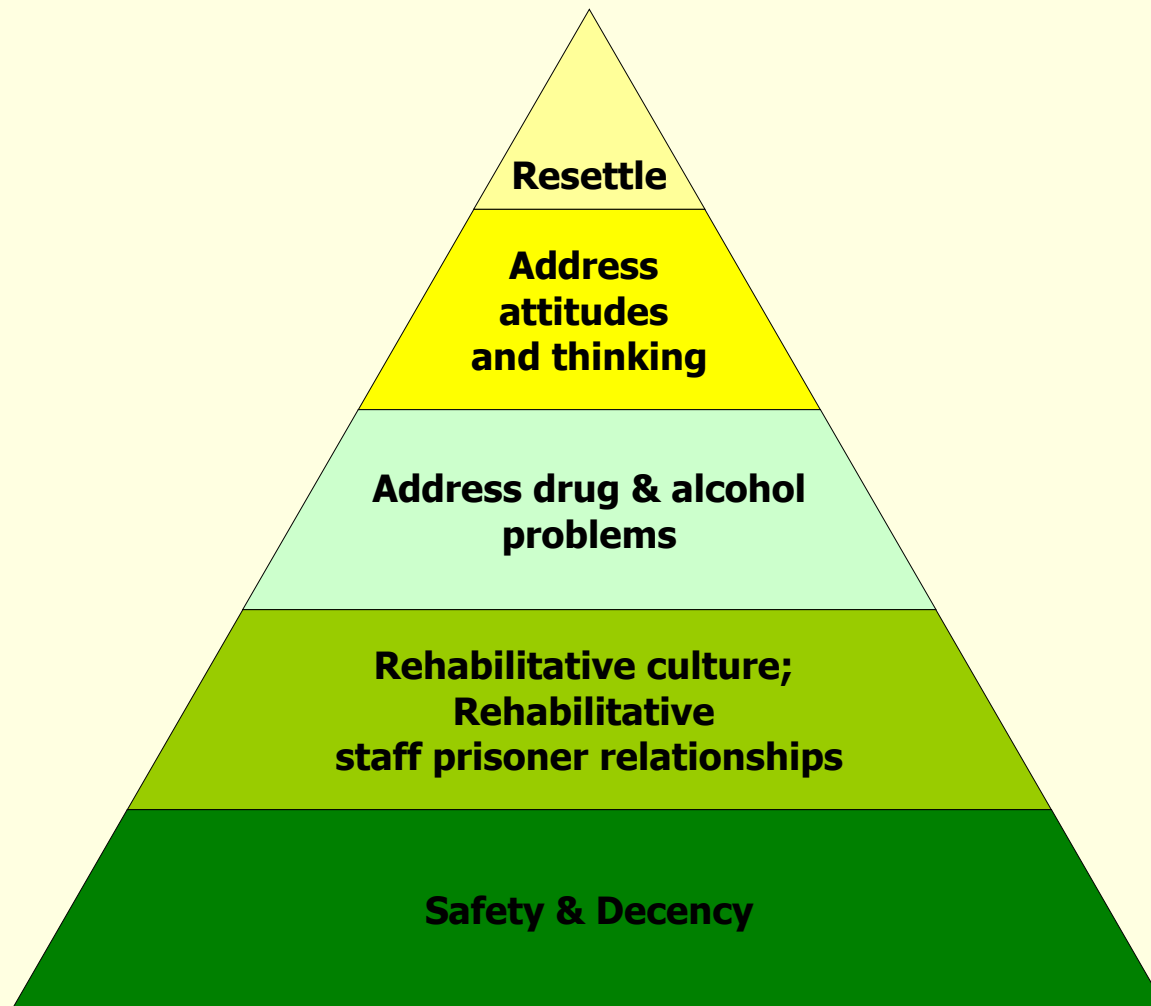
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/280924/evidence-segmentation-2014.pdf

Translating the evidence

Features of a rehabilitative prison – A hierarchy



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Offender Management in custody

- NOMS introduced a concept of case management (Offender Management) into prisons in 2006
- Prisoners are allocated an Offender Supervisor in the prison
- Intention is for all prisoners (sentenced to 12 months or more custody) to receive:
 - Assessment of risks and needs
 - Sentence plan
 - Support to achieve targets identified in sentence plan
 - Preparation for release through involvement of community-based Offender Manager (probation officer)

Assessment of need

- NOMS now has two key tools for screening/assessing need
 1. **Basic Custody Screening Tool** - now introduced for all those received into custody (whether convicted or on remand)
 - Used to identify immediate needs associated with coming into custody, e.g. housing, finance, family
 - Carried out within 72 hours
 - Linked to a Resettlement Plan to ensure needs are addressed
 2. **Offender Assessment System (OASys)** - the primary tool for assessment of *criminogenic* need, i.e. factors associated with offending



Level of risk impacts on the size of treatment effect

Barnes *et al.* (2010) randomised control trial found that reducing contact with low-risk offenders does not increase reoffending rates.

Bonta, Wallace-Capretta and Rooney (2000) found low-risk offenders who received *minimal* treatment had a 15% recidivism rate, whilst low-risk offenders who received *intensive* treatment had a recidivism rate of 32%.

Bonta et al also found that intensive treatment markedly decreased reconviction rates for high-risk offenders

Lovins, Lowenkamp and Latessa (2009) - residential sex offender treatment was effective for medium and high-risk offenders, but not low-risk offenders, who fared better with less intensive community interventions.



WHO BENEFITS FROM COGNITIVE SKILLS PROGRAMS?

Differential Impact by Risk and Offense Type

ROSIE TRAVERS

RUTH E. MANN

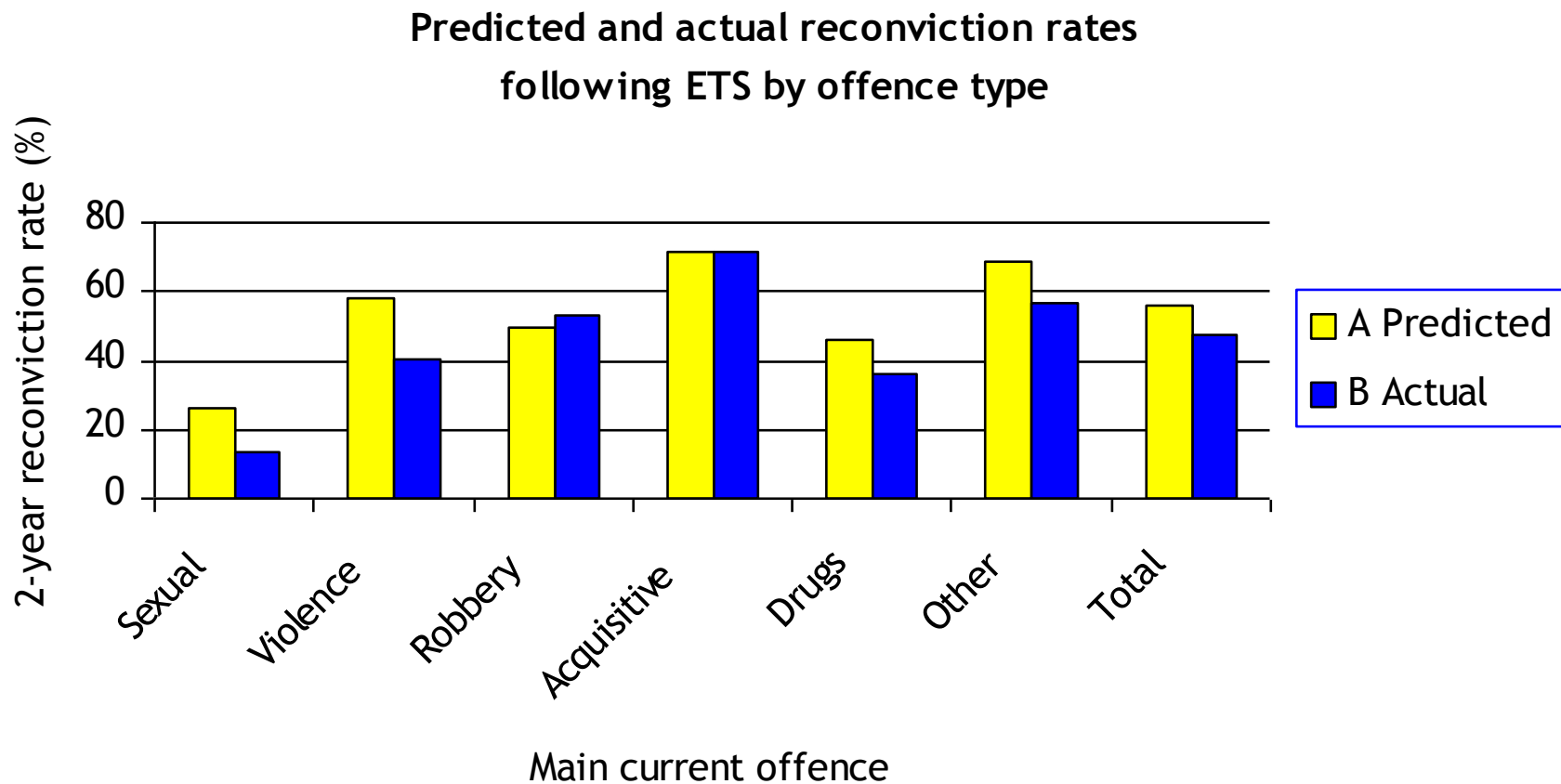
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CLIVE R. HOLLIN

University of Leicester



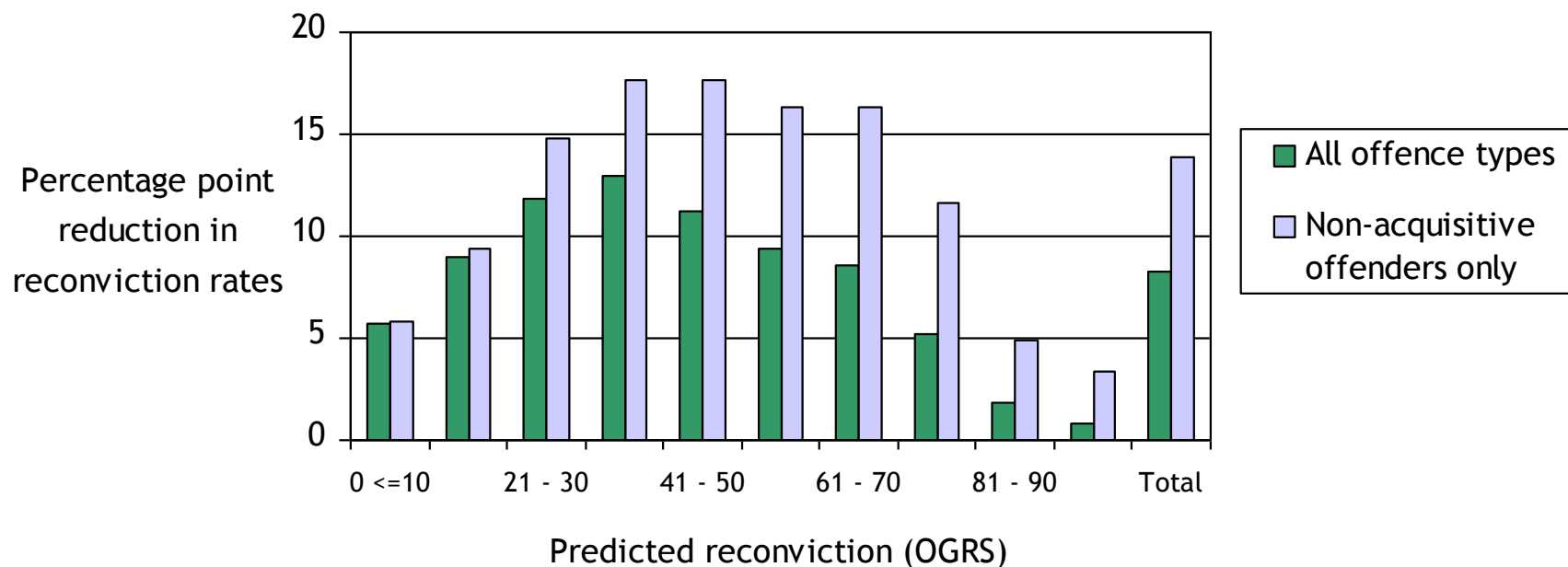
Who benefits from cognitive skills programmes?





Who benefits from cognitive skills programmes?

Reductions in reoffending after ETS



Shifting provision from acquisitive offenders increases the % point reduction in reoffending against predicted rate from 8 to 14

Summary

Describe

- We can understand the prison population in terms of risk and offence type

Problem

- Imprisonment does not reduce reoffending

Theory

- Prisons could reduce reoffending with a whole prison rehabilitative approach and culture

Practice

- Prisons are changing – but there are still multiple challenges to tackle



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Thank you!

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