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The Treatment and Risk Management of Sexual Offenders in Custody and in the Community



INVESTOR IN PEOPLE



**HM PRISON
SERVICE**



NATIONAL PROBATION SERVICE
for England and Wales

Enforcement, rehabilitation and public protection

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Foreword by the Director-General of HM Prison Service
and
the National Director of the National Probation Service

The design and implementation of programmes to tackle offending behaviour have developed considerably in the last ten years. These programmes are now based on international evidence of “What Works” to reduce re-offending.

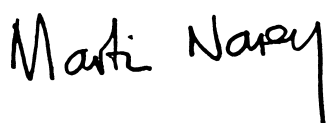
The application of this approach to sex offending has been given a high priority by both Prison and Probation Services. We now offer, nationally, programmes of recognised quality, which put into practice the techniques that have been proven to be most effective by the latest research.

We are committed to ensuring that the assessment, treatment and management of sex offenders is co-ordinated seamlessly, from pre-sentence reports, through any period in custody to release and supervision in the community or a non-custodial sentence, where the court may direct programme attendance.

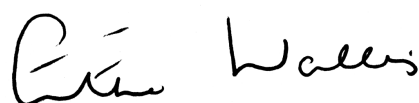
The programmes set out in detail in this document provide the principal means to reduce risk, within a strategic framework for the management of risk posed by sex offenders.

We wish to take this opportunity to pay tribute to the dedication and skill shown by staff who deliver these programmes. They wish to do everything they can to reduce the risk of further victims of sexual abuse. This is difficult and demanding work, which requires the very highest standards of integrity and professionalism and deserves the best in training, support, counselling and supervision. We appreciate the important work done by staff and others who provide this essential back-up to making programmes successful. It is our job to ensure they have the resources they need.

We commend this publication to all those staff in both Services who have a role to play in managing sex offenders.



Martin Narey
HM Prison Service



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Introduction

This publication describes the approach of HM Prison Service and the National Probation Service to the treatment and management of the risk posed by sex offenders.

- It is intended primarily for use by Prison and Probation staff in the course of sentence and supervision planning, both in custody and in the community.
- It describes the programmes that have been developed by the two Services to reduce the risks of further sexual offending.

The Prison and Probation Services are committed to working together to promote the most efficient and effective use of resources. Whilst current programmes have historically been developed separately, the entire repertoire provides a framework for smooth transition between custodial and community elements of prison sentences. In future, all programmes will be developed jointly.

The sex offender programmes described here have been accredited by independent Accreditation Panels¹ and reflect the latest research on effective practice with this type of offender. These programmes make an important contribution towards ensuring that treatment that is appropriate to the needs of sex offenders is consistently available on a national basis. The combined investment by both Services has ensured that they are at the forefront of developments in sex offender treatment and risk management.

Appendix 1 describes the programmes which are delivered in prison and Appendix 2 the programmes which are delivered in the community.

A joint theoretical approach

Sex offending causes lasting trauma to its victims and their families. Sex offences are rarely a 'one off'; perpetrators repeat their behaviour because it provides short-term gratification in the form of emotional and sexual release. The Prison and Probation Services have a responsibility to offer specialist help to sex offenders in order to reduce re-offending and thus protect the public and, specifically, potential future victims.

Current programmes are suitable only for male sex offenders. Work is in progress to develop programmes that will be suitable for female sex offenders. What follows here is applicable primarily to male offenders and, therefore, male terminology is used when referring to sex offenders.

¹ From 1996 to 1999, the Prison Service Accreditation Panel, from 1999 to 2002, the Joint Prison-Probation Accreditation Panel (JPPAP), recently renamed the Correctional Services Accreditation Panel (CSAP), an advisory Non-Departmental Public Body (NDPB). Members are drawn from international experts, appointed according to Public Appointments principles and procedures. More details of the role of the Panels are given below and in their annual reports.

In order for a sex offender to stop offending, he needs to be motivated to do so and he needs to possess the insight, skills and strategies to manage his risk and control his thoughts and behaviour. The programmes delivered by the Prison and Probation Services are based on established cognitive-behavioural principles of the type known to be most effective in reducing risk of re-offending. The cognitive-behavioural approach to treatment teaches offenders to understand and control thinking, feelings and behaviour. Similar programmes for sex offenders in North America have been shown to reduce offending by up to one quarter.

The Prison Service Sex Offender Treatment Programme (SOTP) consists of five inter-related accredited group work programmes. Further programmes are in development. In the Probation Service, three programmes have been accredited and are at various stages of implementation. All the programmes use methods such as group discussion, role-play and skills practice to help offenders understand and change their thinking, develop new skills and prepare for a new type of life.

The programmes are based on research into the most successful ways to help offenders stop offending. The content of the programmes has been and will continue to be revised periodically, as new information on effective treatment becomes available. The Accreditation Panel advises on development and ensures that the programmes are kept up to date with best practice elsewhere in the world.

The Prison and Probation treatment programmes are not mutually exclusive. Prisoners are not expected to choose between addressing their offending behaviour in custody or in the community. Ideally, a prisoner will attend a programme in prison and build on the treatment gains following release by attending a probation programme². The Probation Service programmes have sufficient flexibility to allow access at different points, according to the amount of previous work undertaken whilst in custody, or to be the starting point for treatment intervention if the offender has not addressed his offending prior to release, or has received a community-based sentence. The Prison and Probation programmes use the same risk assessment methods.

Different structures – same treatment model

The Prison and Probation programmes all have a modular structure. The names and structures of the modules differ, which reflects their separate original design. However, all programmes

- share the same treatment model
- use cognitive-behavioural methods
- target the same dynamic risk factors
- have similar selection criteria
- are suitable for all forms of sex offending
- are groupwork rather than individual programmes.

² Sentence length and the time on licence will affect whether this ideal is practicable.

Risk Management – a joint approach

“Community reintegration is the most critical process for achieving long-term change. It should be an essential element of any supervision plan.” – Chapman, T. and Hough, M. (1998) **Evidence Based Practice**; London: HMIP

The Link between Treatment and Risk Management

Involvement in appropriate treatment is one of the most successful methods of protecting the public from future risk. As well as improving the skills and motivation of offenders to stop their abusive behaviour, treatment plays a part in gathering information that guides both assessment and management of future risk.

Sex Offender Treatment Programmes do not offer a “cure” for sexual offending. However, risk of reconviction can be reduced by research-based treatment. The aim is to motivate and equip offenders with the skills for self control over their behaviour. The Prison Service programmes enable offenders to develop strategies for self control. Self control may not be sufficient in itself, particularly in the early stages of treatment/release. Therefore, effective risk management requires a combination of self control and external control factors.

Each prison offering the SOTP has a Resettlement Manager, usually the Senior Probation Officer, who has responsibility to communicate with the Probation Officer/Case Manager, in the community, about a prisoner’s progress during a programme. They will liaise with Probation Areas about the provision of post release treatment and support to meet identified areas of risk and need.

The main mechanism for doing this is the Post Programme Review, which will be convened by the SOTP Resettlement Manager. The SOTP Resettlement Manager, who will chair the meeting, will invite the home Probation Officer/Case Manager to attend the review. The Treatment Manager and/or group supervisor, group facilitators and the prisoner will attend the review. The prisoner is encouraged to invite a member of his support network from the community, particularly if he is close to release.

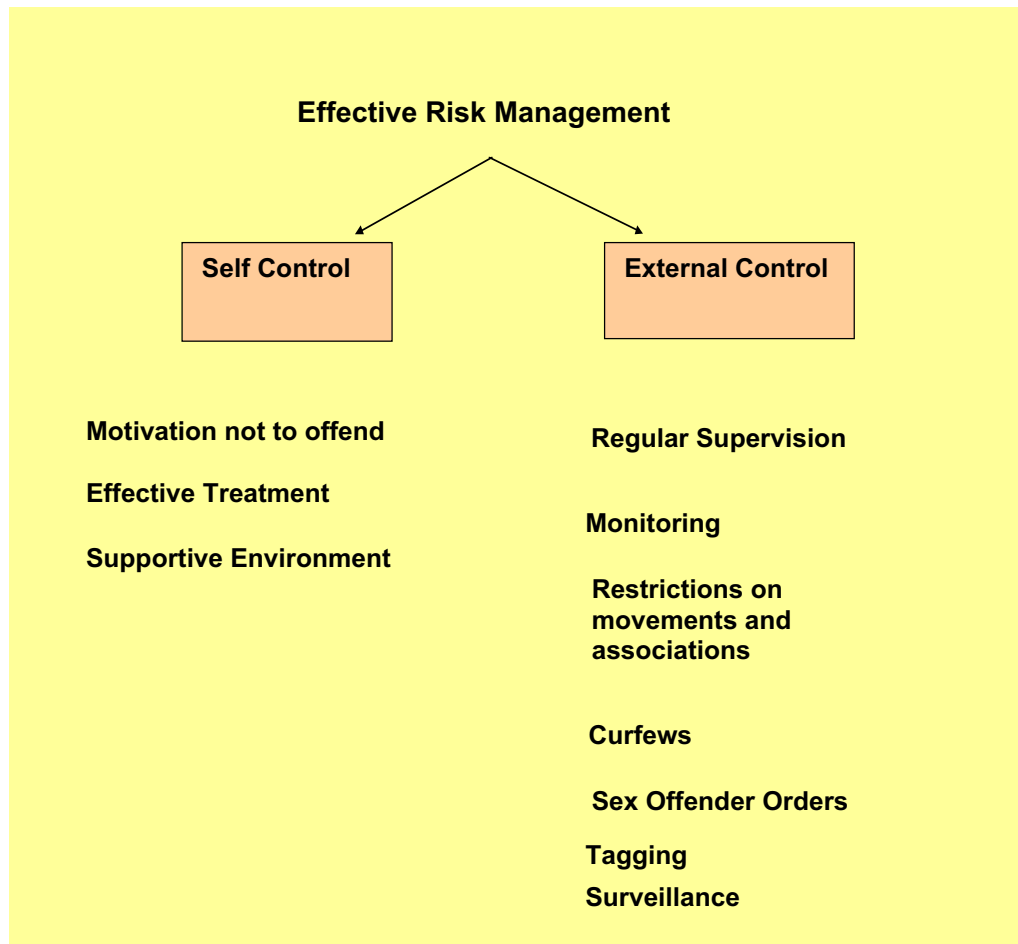
A post-treatment report will be available for the review, which will include an assessment of risk, and progress in treatment.

This report will inform how risk and need is to be addressed in the future.

These documents are used as a focus for the Post Programme Review, which evaluates progress in treatment and plans future work, including agreed objectives which are to be incorporated into the sentence/supervision plan. This review contributes towards eventual risk management and reintegration into the community on release and will determine the pathway into community based programmes.

The National Probation Service, along with the Police, have a key role in the provision of external controls on sex offenders in the community, through statutory supervision in the form of Community Rehabilitation Orders or through supervision following release from prison.

The following diagram provides examples of the different forms of control that may be deployed to manage risk:



Risk Management – a multi-agency approach

Multi Agency Public Protection Arrangements (MAPPA) have a paramount role in determining the best local response to risk management of sex offenders in the community. Prison and Probation staff must ensure that timely referral is made to the MAPPA covering the area in which the offender is, or will be, living. Prison staff must make relevant information available to the MAPPA so that the appropriateness of applying for a Sex Offender Order, to assist in the risk management process, can be properly considered.

Guidelines for prison staff on risk management of offenders in custody are contained in the Public Protection Standard. Staff must also be aware of the need to refer to the NPS Public Protection Group (formerly Dangerous Offenders Unit) in appropriate cases.³ Cases must be referred when there is a high risk of the prisoner committing a serious violent or sexual offence upon release and one or more of the following apply:

- there are victim issues, e.g. fear and alarm from previous victims or an identified future target
- the supervision plan or risk management plan is likely to fail
- placement in suitable accommodation is proving very difficult
- the case is likely to be subject to media scrutiny.

Staff must ensure that information is exchanged between Prison and Probation staff concerning the release of each sex offender to satisfy themselves that referral is taking place to the relevant MAPPA and, if appropriate, to the Public Protection Group in the National Probation Directorate.

Attendance as a Condition of Release from Prison

The NPS has a statutory responsibility to supervise sex offenders on release in order to protect the public. Wherever possible involving sex offenders in programmes to address their offending behaviour is part of the risk management plan. Therefore, **all sex offenders due for release should be considered for referral to a treatment programme offered by the responsible Probation Area.** This includes those offenders who have refused treatment in prison and those who deny their offence.

³ See Probation Circulars PC 15/99 and PC 27/00, and Prison Service Instructions PSI 24/99, PSI 76/00 and PSI 11/01

Summary of the Prison Service Programmes

The SOTP currently runs in 27 establishments, throughout England and Wales. There are five different programmes, all of which are accredited. Sessions are run 2-5 times a week, depending on the programme and the establishment. A summary of each programme and a list of the prisons offering programmes in 2002-03 follows general points that apply to all programmes. This schedule may change in future years.

Suitability and assessment

The SOTP is available to any male prisoner who has been convicted of a sex offence or an offence with a sexual element and who will have enough time in prison to complete a course.

All prisoners are assessed before joining a group. The assessment identifies the treatment needs that exist for each individual. It also provides a baseline from which change during treatment can be judged. The assessment process identifies those for whom SOTP is not suitable, perhaps for medical or personality reasons.

The assessment involves

- interviews, usually with a psychologist;
- completion of questionnaires;
- and, in some prisons, a penile plethysmograph (PPG) assessment, that helps identify sexual preferences.

Some of the assessments are then repeated on completion of the treatment programme, to provide a measure of impact and to contribute towards further treatment planning.

Relationship between static risk, treatment need and programme suitability

Risk category	Low treatment needs	Medium treatment needs	High treatment needs
Low static	Rolling	Rolling	Rolling / Core
Medium Static	Rolling	Core ¹	Core + Extended
High Static	Core + Extended	Core + Extended + Rolling	Core + Extended + Rolling
Very High Static	Core + Extended	Core + Extended + Rolling	Core + Extended + Rolling

¹ There is also an 'Adapted' Core programme for sexual offenders with learning or communication difficulties.

Core Programme

The Core Programme consists of 90 sessions lasting 6-8 months at 3-4 sessions per week. It addresses a range of offending behaviours by:

- challenging thinking patterns used by offenders to excuse and justify their behaviour;
- enabling prisoners to understand how the offences appear from the victim's point of view and how a range of people are affected by sex offending; and
- developing prisoners' ability to recognise risk factors (things that might trigger future offending) and to generate strategies for living successful lives without offending in the future.

Adapted Programme

The ASOTP consists of 85 sessions lasting 6-8 months at 3-4 sessions per week. It is designed for those who may have difficulty keeping up with the language and literacy skills required in the Core Programme. It has slightly different goals, which include:

- increasing sexual knowledge;
- modifying thinking patterns used by offenders to excuse and justify their behaviour;
- developing the ability to recognise risk factors (things that might trigger future offending) and to generate strategies for living successful lives without offending in the future.

Extended Programme

The Extended Programme consists of 74 sessions plus some individual work and lasts 6 months at 3 sessions per week. The EP is designed for those who have 'successfully' completed the Core or Rolling Programme (or equivalent offending behaviour work), but who could benefit from completing further work. This includes

- working with certain thinking styles that are related to offending and manifest themselves in other areas of life;
- effectively managing offence-related emotional states;
- developing skills to help manage intimate relationships successfully;
- understanding the role of offence related sexual fantasy and developing skills for managing this.

The Programme also aims to continue the development of skills needed to recognise things that might trigger future offending.

Individual work with a psychologist, to address offence related sexual fantasy and arousal, is part of the EP.

Rolling Programme

Extent of participation on the Rolling Programme is dependent on individual treatment needs. Average length of participation is 3-4 months at 3 sessions per week. The RP addresses the same range of behaviours as the Core Programme, but runs in a 'rolling' format so group members may join and leave when appropriate.

The Rolling programme has two target groups, who may be mixed within a group. These are

- low risk and low deviance offenders, and
- higher risk offenders who have already completed the Core (and possibly the Extended) programme but who need some additional work to achieve a satisfactory impact.

At initial assessment, the SOTP Treatment Manager will decide whether the Core Programme or the Rolling Programme is more suitable.

Booster Programme

The Booster Programme consists of 35 sessions and lasts 2-3 months at 3 sessions per week. It is designed for those who have 'successfully' completed the Core, Rolling and/or Extended Programme (or equivalent offending behaviour work) and are within 18 months of being released. The Booster programme revises the concepts of the Core or Rolling Programme and then allows participants to plan and prepare for release in more detail. The Booster Programme is currently being revised with a view to providing more support in maintaining change for prisoners on long sentences.

Evaluation of the Prison Service Sex Offender Treatment Programme

Evaluation of programme impact is an accreditation requirement and contributes towards programme improvement.

The following table presents data comparing outcomes in terms of reconvictions for prisoners who completed the Core Programme with imprisoned sex offenders of similar risk who did not undertake any treatment.

Two year sexual and/or violent Reconviction Rates for Treated and Comparison Groups by level of Risk¹

Risk Of Re-Offence	1. Treatment Group %	2. Comparison group %	% point reduction	Proportionate reduction %
<i>Low</i>	1.9	2.6	0.7	26
<i>Medium – low</i>	2.7	12.7	10.0	78
<i>Medium – high</i>	5.5	13.5	8.0	59
<i>High</i>	26.0	28.1	2.1	7
<i>Adjusted overall²</i>	4.6	9.9	5.3	53

¹ Friendship, Mann and Beech (2003). Evaluation of a national prison-based treatment programme for sexual offenders in England and Wales. *Journal of Interpersonal Violence*.

² Adjusted overall indicates the rate of reconviction for two groups with different sample sizes.

PRISON / YOI	TYPE OF PROGRAMME AVAILABLE
ACKLINGTON	Core, Adapted, Booster
ALBANY	Core, Extended, Booster
AYLESBURY	Core
BLAKENHURST	Rolling
BULLINGDON	Core
CHANNINGS WOOD	Core, Extended
DOVEGATE	Core
FRANKLAND	Core, Extended, Adapted, Rolling
FULL SUTTON	Core, Extended, Adapted, Rolling
ELMLEY	Rolling
HULL	Rolling
LEYHILL	Booster
LITTLEHEY	Core
MAIDSTONE	Core
MANCHESTER	Rolling, Adapted
PARC	Rolling
RISLEY	Core, Rolling
RYE HILL	Core
SHEPTON MALLET (LIFERS ONLY)	Core
STAFFORD	Core
SWINFEN HALL	Core, Extended, Adapted
USK	Core, Adapted, Extended
WAKEFIELD	Core, Adapted, Extended
WANDSWORTH	Core, Adapted, Extended, Rolling
WAYLAND	Core, Booster, Rolling
WHATTON	Core, Adapted, Booster
WOODHILL	Rolling
WORMWOOD SCRUBS (LIFERS ONLY)	Core, Extended
WYMOTT	Core, Adapted

Sex Offender Treatment in the Community

The National Probation Service has three accredited sex offender programmes. Each of the Probation regions will be running one of these programmes. The distribution of the programmes is as follows:

C-SOGP	TV-SOGP	N-SOGP
London	East of England	North East
Wales	South East	North West
West Midlands	South West	Yorkshire &
East Midlands		Humberside

(see appendix 3 for the list of Areas included within each Region)

The difference in the name and structure of the programmes reflects their original design in the West Midlands (C-SOGP), Thames Valley (TV-SOGP) and Northumbria (N-SOGP). Each has been designed to meet the needs of sex offenders living in the community who are subject to supervision either as a non-custodial sentence or on licence following release from a prison sentence. All three programmes have proved to be effective in work with adult male sex offenders. The work which is undertaken is similar. The selection requirements and length of attendance are similar. The programmes have a number of different entry points for offenders according to:

- Level of risk and deviance
- Whether they have completed sex offender treatment programmes in prison

The Treatment Manager responsible for the programme in the Probation Area to which a prisoner may be released decides the most appropriate method of addressing the risk presented by the sex offender after release from custody. This includes the point of entry into the community-based treatment programme. Treatment Managers will take into account the assessment of risk and deviance, the level of denial, and the standard criteria for inclusion on the programme (i.e. Male, Adult, I.Q. 80+)⁴.

⁴ Whilst the NPS does not currently have an accredited programme for sex offenders with learning disabilities referral of such offenders should still be made. Many Areas have arrangements to deal with this offender group.

C-SOGP

This programme has three main components:

Induction Module

This is a 50-hour module designed as the main point of entry into the programme. Offenders will start this module if they have been sentenced from Court to attend as part of a 3-year Community Rehabilitation Order. Offenders released from prison who have not previously taken part in a treatment programme will also start the C-SOGP in the Induction Module.⁵ The Induction Module is a closed group (i.e. all group members start the programme together and no new members join the group once it has started). The first week of the Module is a 5-day block. Following this first week the Module continues in two-and-a-half-hour sessions. These sessions are usually delivered on a weekly basis for ten weeks. Some Probation Areas may run this Module on a twice-weekly basis or run two sessions on one day.

The Module aims to help offenders take greater personal responsibility for their offence and to reduce the minimisation often found in offender accounts. During the course of the Module, offenders will be encouraged to identify patterns in their offending behaviour.

Long Term Therapy Programme

Following completion of the Induction Module, offenders who are assessed as Medium and High Risk or High Deviance, will be entered into the Long Term programme. Offenders who have completed treatment in prison but who are still assessed as High Risk and/or Deviance will usually enter the C-SOGP in the Long Term programme. This contains six modules and the offender may enter at the start of any Module (other than Victim Empathy). The Long Term programme is usually run on weekly basis of one session per week. The total number of 190 hours worked in this part of the C-SOGP will take seventy-six weeks to complete if the programme is run on a weekly basis. These modules are designed to continue the process of

- challenging distorted thinking
- identifying maladaptive relationship styles and core beliefs
- learning new skills to improve self-management
- understanding the role that deviant fantasy plays in offending and techniques to control such fantasies
- developing victim empathy, relapse prevention skills and new lifestyle goals.

⁵ Research suggests that it is inadvisable for sex offenders to commence treatment unless they are able to complete the programme. Therefore sentencers are recommended to use Sec 58, PCCS Act 2000 to apply extended sentence provision of 3 year post release supervision periods for sex offender cases. The Treatment Manager will make a judgement of suitability for the programme in cases of shorter licence periods.

50-Hour Relapse Prevention Programme

Offenders who have been assessed as Low Risk and Deviance following completion of the Induction Module will complete the 50-hour RP Programme. Offenders who have made treatment gains during successful completion of the sex offending treatment programme in prison, and who are assessed as Low/Medium risk and Low Deviance may enter the C-SOGP in the 50-Hour RP programme. This is run as a rolling programme; therefore, offenders can enter at any session and continue their attendance for twenty weeks.

This programme is designed for offenders whose behaviour may be less entrenched or who can build on treatment gains made elsewhere. The programme includes work on

- challenging distortions
- victim empathy
- relapse prevention and
- lifestyle change.

TV-SOGP

This programme has five main components. Low deviance offenders will complete the Foundation Block, Victim Empathy and Relapse Prevention Blocks. High Deviance offenders will be required to complete the full 160-hour Programme. Successful SOTP completers can enter at the start of any of the Blocks

Foundation Block

This is a 60-hour block designed as the main point of entry into the programme. Offenders will start with this module if they have been sentenced from court to attend as part of a 3-year Community Rehabilitation Order. Offenders released from prison who have not previously taken part in a treatment programme will also start the C-SOGP in the Foundation Block.

The Foundation Block is designed as a two-week full-time block. Some Probation Areas may run this as a block of seven days with the remaining three days run as weekly sessions; however, it will normally be run as ten days over a two week period. It will always be run as a closed group.

This block tackles the offence-specific areas such as

- offence details
- attitudes towards the offence
- identifying offence patterns and
- the role of deviant sexual thoughts.

Victim Empathy Block

The 16-hour Victim Empathy Block consists of eight two-hour sessions run on a twice-weekly basis. It is taken after the Foundation Block. The sessions could be run weekly, at the Probation Area's discretion, but twice-weekly sessions are recommended so that they retain their impact. It is run as a closed group.

Offenders work on perspective taking skills and relate these to victim perspectives of sexual abuse.

Life Skills Block

This 40-hour block is structured in twenty sessions that can be delivered either weekly or twice weekly, as a closed group.

The block covers work on

- problem recognition & solving skills
- coping skills
- relationship skills and
- other non-offence-specific factors which may have contributed to an individual's offending

Relapse Prevention Block

This 44-hour block is run as a weekly group of 2-hour sessions. The ideal joining point is at the beginning of the Block; however, to obtain maximum flexibility, arrangements can be made to join at other sessions during this block.

The block focus is on learning and practising strategies for leading a more satisfying life without sex offending. Sessions deal with the reduction of personal risk factors.

Partners Programme

This is 36 hours in length and is intended for female partners who are intending to continue their relationship with the offender. It is particularly appropriate for partners of low risk/deviance intra-familial sex offenders, where the contextual risk may be high. Partners of men who have sexually abused adults or who have committed non-contact offences may also attend.

N-SOGP

This programme has two components. Offenders assessed as High Risk/Deviancy will attend the Core Programme (144 hours minimum) followed by Relapse Prevention (36 hours), giving a total programme length of 180 hours. Low risk/deviance offenders will normally complete individual preparation work followed by the Relapse Prevention Programme. Offenders released from prison will follow similar routes, according to the assessment of their risk and deviance.

Core Programme

This is a rolling programme consisting of four blocks of 8 weeks each (total 32 weeks). Sessions of 4.5 hours are delivered on a weekly basis. This programme was originally designed to run in daytime sessions; however, some Probation Areas may choose to run two evening sessions of shorter duration to cover the same amount of material. The blocks are separated by a gap, usually two weeks, to allow for feedback to Case Managers and identification of individual work required. An offender may join at the start of

any of the blocks. This group structure provides flexibility in terms of quick access into the programme and the possibility of offenders repeating a block if they are assessed as having made insufficient progress.

Group sessions combine both "Personal" work, in which an individual presents his individual work to the group for challenge, and "Thematic" work which involves the whole group in structured exercises. Personal work includes "My Offence", "Cycle of Offending", "What's Changed" and "Risk Factors", which are the focus for each of the four blocks that make up the Core Programme. Thematic exercises include work on

- links between sexual fantasy and deviance
- cognitive distortions
- victim empathy
- risk awareness and management
- problem solving and social skills.

Relapse Prevention

This is a closed group running over a twelve-week period of 3 hours per weekly session. All offenders who completed the Core Programme will be expected to complete the relapse prevention group. Other offenders may join

- on release from prison if they demonstrate sufficient learning from the SOTP or
- are low risk/deviancy offenders who have completed individual work with their Case Manager.

The emphasis of the group is on identifying new, pro-social ways of behaving and reinforcing the positive feelings that are associated with an offence-free lifestyle. The group itself primarily addresses the internal self management component of desistance from offending. Each member will therefore leave the group with his own relapse prevention (or "new life") plan.

The Regional composition of the National Probation Service

North East

Northumbria
Co Durham
Teeside

North West

Lancashire
Merseyside
Cheshire
Cumbria
Greater Manchester

Yorkshire & Humberside

South Yorkshire
North Yorkshire
West Yorkshire
Humberside

West Midlands

West Midlands
West Mercia
Warwickshire
Staffordshire

East Midlands

Leicestershire & Rutland
Nottinghamshire
Derbyshire
Lincolnshire
Northamptonshire

East of England

Essex
Suffolk
Norfolk
Cambridgeshire
Bedfordshire
Hertfordshire

South East

Hampshire
Kent
Surrey
Sussex
Thames Valley

South West

Devon & Cornwall
Avon & Somerset
Wiltshire
Gloucestershire
Dorset

London

Wales

Gwent
Dyfed-Powys
North Wales
South Wales

