

London's Blueprint for a Whole System Approach to Women in Contact with the Criminal Justice System

2019 - 2022

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1. Introduction

Vision and aims

The Signatories to the Statement of Shared Commitments are committed to improving outcomes for women in London who are in contact with the criminal justice system or at risk of such contact (hereafter referred to as 'women'), using a consistent, evidence-based and gender-informed approach. To this end, the Signatories have made a commitment to work together to develop and implement a sustainable whole system approach for the treatment of these women. The over-arching aims are to:

- Reduce the number of women in prison, particularly on remand and on short custodial sentences
- Improve access to support services for women in prison
- Ensure there is sufficient funding and investment in community services for women in contact with the criminal justice system or at risk of such contact
- Increase and improve opportunities for early intervention and diversion.

Women in the criminal justice system in England and Wales – key facts

- The UK has one of the highest rates of women's imprisonment in Western Europe.
- The women's prison population in England and Wales more than doubled since 1995 - from under 2,000 women to nearly 4,000. 8,474 women were sent to prison in England and Wales in 2017.¹
- As is recognised in the government's Female Offender Strategy, although the proportion of women in the criminal justice system is small – approximately 5% of the prison population and 15% of offenders in the community – the positive impact of addressing their needs is significant².
- Women in prison in the UK have often been victims of much more serious offences than the ones they are accused of committing. More than half (53%) report having experienced emotional, physical or sexual abuse as a child compared to 27% of men³. 57% of women report having been victims of domestic violence as adults. Because many women fear disclosing abuse, both figures are likely to be an underestimate⁴.
- There can be strong links between women's offending behaviour and their experience of domestic (physical and emotional) abuse, coercive control and sexual abuse. Women who are subjected to domestic abuse may be coerced into offending by their abuser⁵. Women can become trapped in a vicious cycle of victimisation and

¹ Ministry of Justice (2018) Prison receptions 2017, London: MoJ

² Ministry of Justice (2018) Female Offender Strategy, London: MoJ

³ Ministry of Justice (2012) Prisoners' childhood and family backgrounds, London: MoJ

⁴ Gelsthorpe, L., Sharpe, G., and Roberts, J. (2007) Provision for Women offenders in the community London: Fawcett Society

⁵ [Prison Reform Trust \(2017\) "There's a reason we're in trouble": Domestic abuse as a driver to women's offending, London: PRT](#)

criminal activity. Their situation is often worsened by poverty, substance dependency or poor mental health living with them before custody⁶.

- Women in prison are far more likely than men to be primary carers of children. A Ministry of Justice survey found that 58% of women compared with 43% of men in prison had dependent children⁷.
- Women are more likely than men to be sent to prison for a first-time offence; in 2018 22% of women in prison had no previous convictions or cautions compared to 14% of men⁸. Women's offences are more likely than men's to be prompted by their relationships with 48% of women, compared to only 22% of men, saying that they had committed offences to support someone else's drug use⁹.
- In 2017 TV licence evasion accounted for 30% of all prosecutions for women, but only 4% for men. 72% of the 136,550 defendants prosecuted for TV license evasion in that year were women¹⁰.
- There is a widely recognised, continuing failure to avoid prosecuting and imprisoning women who are victims of trafficking, as highlighted in a recent report published by PRT in partnership with Hibiscus Initiatives¹¹.

Legal framework for a gendered approach

Treating women and men equally does not mean that everyone should be treated the same. Where the circumstances and needs of women and men are different, distinct approaches may be required to achieve equitable outcomes and the Equality Act 2010 allows women only or women-specific services. The public sector equality duty requires public services, including those delivered by the private and voluntary sector, to assess and meet the different needs of women and men. Section 10 of the Offender Rehabilitation Act 2014 amended the Offender Management Act 2007, placing a duty on the Secretary of State for Justice to ensure that arrangements for supervision or rehabilitation identify specific need and so make appropriate provision for women.

National female offender strategy and other relevant reports

The Ministry of Justice published a national Female Offender Strategy in June 2018 which lays out the case for taking a gender specific approach to women who offend or are at risk of offending and for using community solutions to tackle minor offending by women.¹² The strategy makes detailed commitments to improve the treatment of women in contact with the criminal justice system, including developing a National Concordat on Women Offenders. The strategy was published alongside new police guidance on working with vulnerable

⁶ Janet Loveless (2010) Domestic Violence, Coercion and Duress, Criminal Law Review, pp. 1-3

⁷ Referenced in Ministry of Justice (2012) Prisoners' childhood and family backgrounds, London: MoJ.

⁸ Table A1.19 Annual Prison Population 2018, Ministry of Justice (2018) Offender management statistics quarterly: January to March 2018 London: MoJ

⁹ Light, M., Grant, E. and Hopkins, K. (2013) Gender differences in substance misuse and mental health amongst prisoners, London: MOJ

¹⁰ Ministry of Justice (2018) Statistics on Women in the Criminal Justice System 2017, London: Ministry of Justice

¹¹ [Prison Reform Trust \(2018\) Still No Way Out, London: PRT \(summary report\)](#) and full report [here](#).

¹² Ministry of Justice (2018) Female Offender Strategy, London: MoJ

women¹³ and is set in the context of the government's commitment to developing an evidence-based whole system approach for women offenders¹⁴.

The Blueprint is intended to support delivery of the ambitions of the Female Offender Strategy in London, together with the following strategies as they relate to women in contact with the criminal justice system:

- The Memorandum of Understanding 'Working towards justice devolution', agreed by the Mayor's Office for Police and Crime (MOPAC), the Ministry of Justice and London Councils in March 2018¹⁵
- The London Tackling Violence Against Women and Girls Strategy 2018-2021¹⁶
- The London Female Offender Health Strategy
- The cross-government Victims Strategy¹⁷
- The cross-government strategy to end violence against women and girls 2016-2020¹⁸
- The government's response to the consultation 'Transforming the Response to Domestic Abuse' and draft Domestic Abuse Bill¹⁹
- The Lammy review of the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the criminal justice system and the government's response and 2018 update²⁰

A number of other policy documents, reports and evaluations have relevance to the work which is the subject of the Blueprint, including the inquiry of the London Assembly's Police and Crime Committee into London's response to women in the criminal justice system²¹ and the evaluation of the whole system approach for women offenders in Greater Manchester²².

Shared ambition for a whole system approach in London

London is positioned to become a national leader in responding to women in contact with the criminal justice system, improving outcomes for families and the wider community in the capital. In 2018 MOPAC announced major investment in services for women in contact with the criminal justice system and a large-scale Metropolitan Police Service (MPS) women's diversion pilot. This builds on a range of existing women's services commissioned or provided by local authorities, voluntary and community sector organisations, NHS England, Public Health England, the National Probation Service and London CRC. There is a shared ambition amongst all partners to work towards a whole system approach for women offenders and to achieve a permanent strategic change in the way women at risk of imprisonment in London are helped.

¹³ Ministry of Justice (2018) Managing Vulnerability: Women – Fact pack, London: MoJ

¹⁴ Ministry of Justice (2018) A Whole System Approach for Female Offenders – Emerging evidence, London: MoJ

¹⁵ MOPAC, Ministry of Justice, London Councils (2018) Working towards justice devolution to London: Memorandum of understanding between the Mayor's Office for Policing and Crime, the Ministry of Justice and London Councils, London: MoJ, MOPAC, London Councils

¹⁶ Greater London Authority (2018) A Safer City for Women and Girls: the London Tackling Violence against Women and Girls Strategy 2018-2021, London: GLA

¹⁷ HM Government (2018) Victims Strategy, London: HM Government

¹⁸ HM Government (2016) Ending violence against women and girls: Strategy 2016-2020, London: HM Government

¹⁹ HM Government (2018) Transforming the Response to Domestic Abuse: Government consultation, London: HM Government – see the government's response and the draft Domestic Abuse Bill here:

<https://www.gov.uk/government/consultations/domestic-abuse-bill-consultation>

²⁰ Ministry of Justice (2017) The Lammy Review: An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System, London: MoJ

²¹ London Assembly (2018) A long way from home: Improving London's response to women in the criminal justice system, London: London Assembly

²² Kinsella, R. et al (2018) Whole System Approach for Women Offenders Final Evaluation Report, Manchester: Policy Evaluation & Research Unit, Manchester Metropolitan University

What is a whole system approach?

A whole system approach for women in contact with the criminal justice system, and those at risk of such contact, is a multi-agency approach which seeks to address the complex needs these women often have. This is done by bringing local agencies together to provide joined-up, holistic and gender responsive support which recognises and responds to women's distinct needs, including experience of abuse. A whole system approach should divert women away from the criminal justice system where appropriate and reduce reoffending and demand on services²³.

Implementing a whole system approach to women in contact with the criminal justice system in London involves different justice agencies (and other public services) aligning to invest in prevention and community-based alternatives where these offer better outcomes to the use of costly incarceration of women who present a low risk of harm.

Justice devolution in London

MOPAC, the Ministry of Justice and London Councils have expressed their shared commitments to developing a whole system approach for women in London in their Memorandum of Understanding published in March 2018 which is due to be updated in March 2019.²⁴ As first steps towards this they have committed to:

- Working collaboratively to align their priorities and budgets;
- Sharing data where appropriate;
- Investing in prevention and community-based alternatives to the imprisonment of women who present a low risk of harm;
- Establishing greater use of police diversion and triage;
- Co-designing and implementing credible alternatives to custody, which address the root causes of offending by women;
- Exploring the scope for implementing a pan-London approach to the resettlement of women from prison;
- Exploring future investment in a network of women's centres within London to operate as hubs for community-based provision, as a step towards the fulfilment of a whole system approach; and
- Exploring whether future funding arrangements can provide a better link between upfront spending and savings from investment.

Purpose of the Blueprint

The Blueprint was developed through a consultative process and is intended to consolidate the range of strategies and commitments in respect of women in London and set a foundation for ongoing multi-agency work in this area.

²³ Ministry of Justice (2018) A Whole System Approach for Female Offenders: Emerging evidence, London: MoJ

²⁴ MOPAC, Ministry of Justice, London Councils (2018) Working towards justice devolution to London: Memorandum of understanding between the Mayor's Office for Policing and Crime, the Ministry of Justice and London Councils, London: MoJ, MOPAC, London Councils

2. Case study: Aisha's story

Aisha's story illustrates many of the areas of need which London's whole system approach must address in order to improve outcomes for women in London and their families, as well as showing how specialist services in the community can enable women in the most difficult circumstances to get the support they need and gain opportunities to fulfil their potential. The case study was created by Advance using a changed name and an amalgamation of Advance's Minerva Service service-users' testimonies in order to preserve anonymity:

I started shoplifting when I was 17. Before I started shoplifting, I would hang around shops and not buy anything, just because I was lonely. But then I wanted to get caught in order to feel something, I didn't want to feel numb anymore.

Growing up, I had a very difficult relationship with my mother and I moved out of home when I was 15. My stepdad was a violent alcoholic and my brother had severe bipolar disorder and it all became too much. I was sexually assaulted shortly after and I was then moved into emergency accommodation in a new borough, which I hated.

I got involved with a gang in this new borough and that made me feel less lonely. It started off with doing a few favours and lifts for people however progressed to dealing drugs. Worst part was everything in between: seeing people get shot, stabbed, acid attacks, being made to do things to others with the threat that it would happen to me if I didn't do it, having to carry weapons, being publicly beaten in front of the gang if I 'stepped out of line'.

I was involved in a relationship with a member of the gang. It was an abusive relationship and I was conditioned and controlled in all aspects of life - money, accommodation, where I went and who with. My keyworker says she always remembers me walking behind her as I wasn't used to walking next to people.

I was caring for my children under a Supervision Order because social services were aware that I was drinking heavily. One day, I got very drunk and my children were taken away from me and placed into foster care. The worst outcome for me through all of this was that I haven't seen my children; however, I am glad they didn't have to be there when I wasn't in a good place.

It was very difficult for me to speak to social services and convince them to let me have contact with my children. In fact, I found it difficult to engage with any agencies because I felt I was shaming the Muslim community and services had always let me down in the past. When I first started seeing my Minerva worker, I only told her what I thought she wanted to hear and didn't really think she could help me.

But my keyworker was extremely persistent and I started to believe that she really had my best interests at heart. She did not judge me and she understood where I was coming from. My keyworker advocated for me in lots of ways. She supported me with finding a new home and filling in the housing application. At first, I wasn't happy to be moving to a 1 bedroom flat, because I was used to bigger places with my children, but once she explained it to me I saw the advantages of being somewhere new that was much safer. She was able to get my social worker to hear my side of the story and I now have supervised contact with my children.

My keyworker helped me to get a mental health diagnosis and encouraged me to register for counselling, so I am now on medication and in therapy for my depression. She motivated me to attend one of Advance's groups for trauma and domestic abuse. She accompanied me to the first session, because I was nervous, and I found the sessions really helpful. Through the

group, I realised that I was sexually abused as a child, and I am working through this with my counsellor.

My keyworker challenged my drinking by getting me to do “what if” scenarios and weighing up the pros and cons. She made me see I needed to sort out my drinking if I was going to get better and helped me to register with a specialist group.

I started feeling quite bored and like I needed a purpose. She helped me to enrol into a course that we found and I started a college health and safety Level 2 course. When the course started, I didn't go regularly because I thought the campus was quite far but she showed me how to get there easily on public transport. I was struggling with the coursework and doing assignments on the computer, but she supported me with getting computer classes, which have helped. My keyworker is hoping to get me on motivational career groups for ethnic minority women, which I'm looking forward to because I plan on keeping up my motivation to turn my life around.

3. Current provision in London

The map at Fig. 1 and the table at Fig. 2 on pages 13 and 14 below show the boroughs in which women specific services have been commissioned by either London CRC or MOPAC and the seven boroughs without any contracted women specific services. These seven boroughs are a priority for London CRC in developing partnerships with other external specialist services, exploring potential hub opportunities and piloting women-specific interventions.

Advance's Minerva (AM) CRC service

This project, led by Advance's Minerva programme, is contracted by London CRC to deliver one-to-one support to sentenced women across 21 London boroughs up to March 2020. Operating with referrals from the CRC and NPS via the rate card, the service includes ten key workers working with up to 50 women each, with an expectation of 950 referrals each year. Women receiving this service are expected to have 'standard practical needs' and will see their key worker once a month for up to a year following the initial engagement. Advance's Minerva CRC Service provides an additional through the gate service via a weekly drop in at HMP Bronzefield, paid for by the charity's core charitable funding.

Advance's Minerva (AM) WrapAround service

This project, led by Advance, has been allocated a total of £2,996,940 from the MOPAC co-commissioning grant to deliver wrap around support services for women and girls in contact with the criminal justice system aged 15 years and above from July 2018 to March 2021 across 15 boroughs.

Operating through a diverse referral process, the service will provide women in contact with the criminal justice system with wrap around support services including keyworker support, group-work, mentoring, and other specialist support. It will be delivered by a consortium of Advance (consortium lead), receiving referrals from London CRC and the National Probation Service and others, and working with all the London boroughs receiving the service and Turning Point (funded by Public Health England), Hibiscus Initiatives, Clean Break, Working Chance, Housing for Women, Airnetwork, Heart & Mind, Young Mums Support Network, SafeGround, Inspirit, and Prison Reform Trust (see the diagram at Figure 3 on page 15 below). Some of the partners' services are provided as an 'added value' service. All others paid for by the co-commissioned funding.

The women and girls receiving this service will have multiple complex needs including all three elements of the 'toxic trio': mental health needs, experience of domestic abuse and problematic substance use. The women will receive the service for up to 18 months. There are 12 key workers, including one young persons' key worker, with an expected caseload of up to 30 clients each and a total expectation of 700 women per year (613 in the first year because of the staggered start). The expectation is for weekly or fortnightly engagement for the first six months and regular engagement for the remaining 12 months. One specialist foreign nationals key-worker is provided by Hibiscus and shared with the South London Alliance. There is also a peer mentoring service, with 15 peer mentors with lived experiences supporting at least 30 current service-users.

Turning Point provides a drop-in clinic with key workers for drug treatment at Advance's women's centre in Hammersmith, funded by Public Health England. Advance plans to seek additional funding for group work, drug treatment and counselling. Domestic abuse services are provided as an 'added value' service by Advance paid for through its own charitable funding, including Survivor Phoenix workshops.

South London Alliance

The South London Alliance is a collaborative project from 1 July 2018 to 31 March 2021, overseen by Lambeth Borough Council and with Women in Prison as the delivery lead, for a whole system approach for women across six South London local authorities. The partners are National Probation Service (London), London CRC, Women in Prison, Advance, Pecan, Housing for Women, Clean Break, Hibiscus Initiatives, Birth Companions and Working Chance. The project is funded by the MOPAC co-commissioning grant (£1,606,170) and partner investment from the six local authorities, London CRC and NHS England (£335,366). The total cost for this model is £1,941,539 over three years.²⁵

The service will put in place a whole system approach to supporting women including early intervention, triage, resettlement and increasing women's centre provision.

Advance 'Minerva WrapAround' and South London Alliance outcomes

The co-commissioned services have agreed the following outcomes, with baselines and targets to be confirmed during the mobilisation period (not all targets have been set for both services):

- 10% reduction in reoffending by women after 12 months of entering the service
- 10% reduction in children going into care as a result of the imprisonment of their mother
- Reduction in the demand of this cohort on the criminal justice service (target to be agreed)
- Decrease in the use of custodial sentences as a percentage of all disposals for women following the completion of a pre-sentence report (target to be agreed)
- 65% improvement in housing resettlement of women in contact with the criminal justice system
- 70% improvement in the health and wellbeing of women in contact with the criminal justice system
- Reduction in the impact of violence against women and girls, including 70% increase in women feeling safer from gender-based violence and abuse (target to be agreed)
- 70% increase in confidence in gaining employment
- 70% increase in financial management
- 65% reduction in problematic substance use
- 70% reporting enhanced parenting skills
- 70% increase in improved emotional management and wellbeing, and in reporting healthier relationships, in young women aged 15 to 24
- Reduction in offending behaviours by women (target to be agreed).

Metropolitan Police Service female offender diversion pilot

The Metropolitan Police Service (MPS) will pilot the diversion of women who have committed low-level offences and are eligible for an out of court disposal. In the pilot areas, where a woman has admitted committing an offence and it is decided that the matter should be dealt with by a conditional caution, the woman will be referred to support services commissioned through MOPAC. By making their referral a condition of their caution, a failure to engage with the support services may render them liable to prosecution for the original offence. The programme will be piloted over a two-year period in three basic command units (BCUs) with an aspiration to implement it across the MPS subsequently.

The pilot supports the whole system approach to support women in key areas and prevent reoffending. The MPS will also support the awareness of the wrap around services provided by Advance and the South London Alliance so that all women who come in to contact with the criminal justice sector are aware of the support available to them.

²⁵ Female offending: South London Alliance partnership briefing, July 2018

London CRC

London CRC are committed to working with women in a trauma informed way. They have therefore developed a two-day trauma informed training programme for all Offender Managers managing female service users. The training embeds the core principles of working in a trauma informed way, as well as providing practical advice to staff about managing vicarious trauma themselves. The CRC's office locations have identified female only reporting times, reducing the risk of any further trauma in attending probation. London CRC also employs two female support workers that provide an enhanced service to women across London, supporting women to attend appointments, engage with their sentence plans and improve compliance.

In addition to this, London CRC is committed to ensuring that they provide a range and volume of interventions beyond the keyworker service that they have funded. These include three group work programmes; Thinking Ahead for Women, Healing Trauma and Making Amends (a restorative justice programme). The CRC has committed to delivering female only Community Payback projects where possible, and is currently reviewing the content, delivery and location for its female only Senior Attendance Centres.

National Probation Service (London)

The National Probation Service (NPS) London is currently one of seven NPS Divisions (England and Wales). Its priority is to protect the public by the effective rehabilitation of high risk of harm offenders, by tackling the causes of offending and enabling men and women to turn their lives around. The NPS is also responsible for preparing pre-sentence reports for the courts, to assist them with selecting the most appropriate sentence. The NPS works with men and women in prison to prepare them for release in accordance with the conditions of their licence and they manage the Approved Premises (AP) estate for those high-risk offenders requiring AP residence. The NPS also has an important role in communicating and prioritising the wellbeing of victims of sexual and violent offences where the offender has received a prison sentence or 12 months or more.

NPS London supervises between 600-700 women, around half of whom are in custody at any one time. Its Women Offender's Board and Divisional Plan is led by NPS London's Head of Stakeholder Engagement and implemented by its Women's Strategy Lead. NPS London's priority is to reduce the use of short-term custody for women in London. It works in partnership with the London CRC and the MOPAC co-commissioned services, as well as Liaison and Diversion (L&D) service providers and other voluntary and community sector (VCS) organisations to ensure NPS women can access a trauma informed service. It also delivers the women's personality disordered pathway service in conjunction with NHS England.

The NPS aims to reduce the number of women entering custody by 20% by mid-2020. The NPS' vision is for:

- A trauma informed pre-sentence report to be completed for every woman going through the London courts, preferably under a specialist court system;
- All women to be offered a female Pre-Sentence Report writer and Offender Manager;
- Women in the community supervised in a women-only environment, wherever feasible, whether they are serving a community sentence or are under licence;
- Women who present a high risk of harm to be able to access suitable approved premises in London as part of their release plan;
- Women to have the opportunity to engage with community services before their release, as part of their rehabilitation; and
- Continuation of the Women's Personality Disorder Pathway delivered in conjunction with health services.

Local authorities

By working through existing multi-agency partnerships, and with women with multiple needs, local authority leadership can ensure strategic oversight and collaboration to develop innovative solutions to transform the lives of women and their families.²⁶ The co-commissioning model for investment in women's services in London has already yielded positive results, particularly in the engagement of local authorities as both commissioners and partner investors in services. The full engagement of local authorities is critical to raising awareness of services, ensuring appropriate referrals and supporting the development of pathways into housing, treatment for mental health needs and problematic substance use, and social care for women in contact with the criminal justice system.

Social work and social care support can be key in achieving positive change for women with multiple needs both in prison and in the community. Recent legal and policy changes - including the Care Act 2015, the Homelessness Reduction Act 2018, universal credit, social services reform, the roll out of liaison and diversion services, recommissioning of appropriate adult services and the major reorganisation of HM Prisons and Probation Service – all point to the critical need for local authorities to take on a leadership role in support of women with multiple needs. Recommendations suggesting ways in which local authorities can help make a positive difference are set out in the Prison Reform Trust's report 'Leading change', updated in 2018.²⁷ This includes the suggestion that a system wide strategy for working with women with multiple needs should sit with each local authority's Health and Wellbeing Board.²⁸

A number of London's local authorities have invested in the South London Alliance (for which the London Borough of Lambeth is the lead) and the Advance's Minerva WrapAround services. Public health and drug and alcohol treatment services also perform a key role. London boroughs anticipate a reduction in their core crime prevention budgets from City Hall, which will create a more challenging context locally.

Liaison and diversion services

Liaison and Diversion (L&D) services are commissioned by NHS England London and operate across the whole of the capital to identify people who have mental health, learning disability, substance misuse or other vulnerabilities when they first come into contact with the criminal justice system as suspects, defendants or offenders. The service can then support people through the early stages of criminal system pathway, refer them for appropriate health or social care or enable them to be diverted away from the criminal justice system into a more appropriate setting, if required.

L&D services aim to improve overall health outcomes for people and to support people in the reduction of reoffending. They also aim to identify people's vulnerabilities earlier on, reducing the likelihood that people will reach a crisis point and helping to ensure the right support can be put in place from the start. L&D services record all information about a person's health needs and share this information with their consent with the police, probation and the judiciary to enable informed decisions about case management, sentencing and disposal options.

L&D services will support women to access women specific health or social care services where available. In London, L&D service providers have a women's lead to act as an expert on women's specific needs and to identify local women specific referral pathways, ensuring that the service responds to women's specific needs.

²⁶ Prison Reform Trust (2018) Leading change: The role of local authorities in supporting women with multiple needs, London: PRT

²⁷ Ibid

²⁸ Ibid

4. Investment and sustainability strategy

The Signatories to the Statement of Shared Commitments are committed to establishing what the whole system approach will cost and how 'in kind' / cash investment can best be levered in.

Strategies for investment and sustainability must recognise the need for core investment and a mixed investment model, including 'in kind' and financial support, with local authorities, health, and voluntary sector providers working together to increase coverage, ensure sustainability and drive integration of services; drawing in investment from a range of sources and building voluntary sector resilience through a mixed investment model and consortia arrangements.

This may include developing a cost/benefit analysis and comparison with other models such as Greater Manchester. There is a need to develop a business case to potential 'in kind' or cash investors which specifies what is on offer from the whole system approach, what resources are needed and where they could be accessed.

Work already underway as part of discussions about justice devolution in London will assist with this. The Memorandum of Understanding 'Working towards justice devolution' contains a commitment for the Ministry of Justice to explore options jointly with MOPAC for financial devolution with a focus on female offending. This commitment is being taken forward in two parts:

- The Ministry of Justice is conducting a piece of work to understand in detail the different possible models for financial devolution around women's custody budgets to London. This will identify the legal, operational and financial constraints and risks of different models and model how the finances of different options could work in practice.
- The Ministry of Justice and MOPAC are jointly commissioning research to map the current spend on female offenders in London to provide an understanding of levels of investment, savings and different funding streams.

The work being undertaken by the Ministry of Justice will consider how and the mechanism by which additional money for the institution and ongoing running costs of a potential whole system approach in London could be secured. This will involve considering:

- Mechanisms for releasing money from custody budgets and other Ministry of Justice budgets, justified by improved outcomes and cashable savings for the Ministry of Justice.
- Justice reinvestment approaches to bring in money from different parts of government in a fund to support a London whole system approach.
- Other funding sources that might be available to MOPAC to fund a whole system approach.

The joint work being commissioned will:

- Provide an understanding of current landscape of services for women in contact with the criminal justice system in London and the current investment picture.
- Provide the likely costs for delivering a whole systems approach to women in London, both as a total investment cost and unit costs per woman.
- Identify the savings associated with investment in a whole system approach.

Figure 1: Map of women specific services commissioned by London CRC and MOPAC, October 2018 (Source: London CRC)

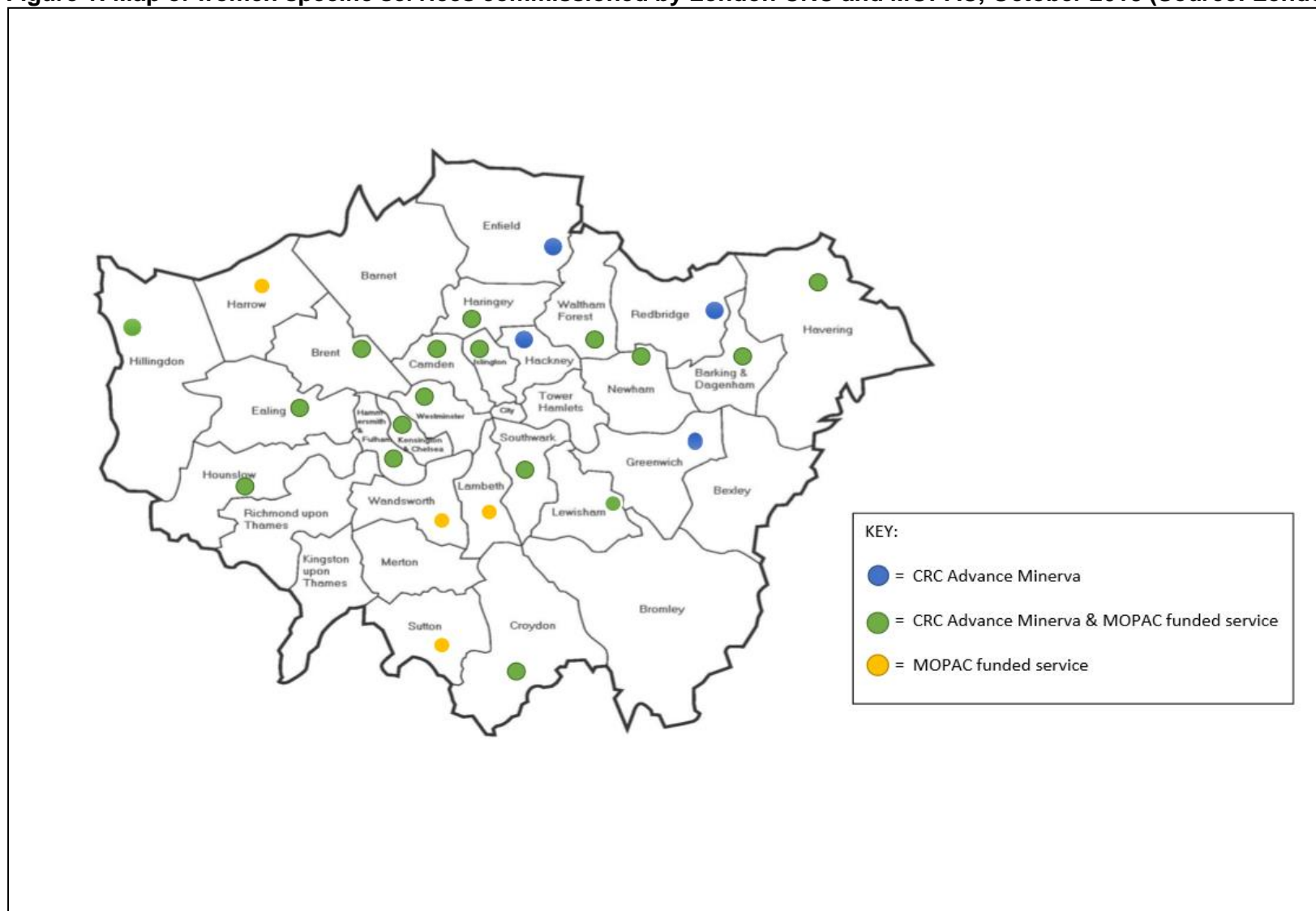
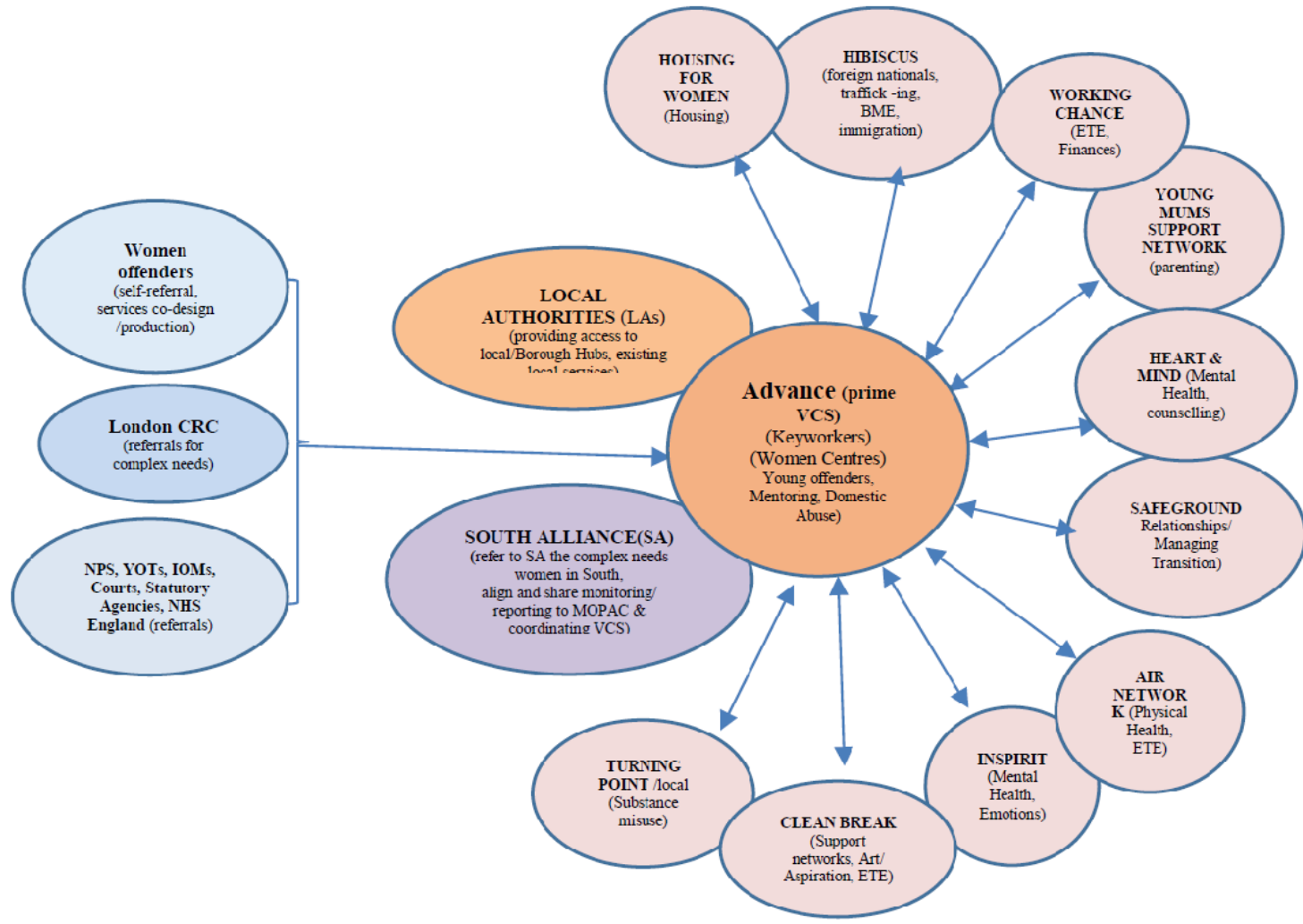


Figure 2: Table of women specific services commissioned by London CRC and MOPAC by borough (Sources: MOPAC London Crime Prevention Fund co-commissioned services for Women Offenders briefing and London CRC)

Advance’s Minerva CRC service (21 boroughs)	Advance’s Minerva WrapAround service (15 boroughs)	South London Alliance service (6 boroughs in South London)	No contracted service (7 boroughs)
Barking Dagenham Havering Redbridge Waltham Forest Newham Hackney Haringey Enfield Camden Islington Kensington and Chelsea Westminster Hammersmith and Fulham Brent Ealing Hounslow Hillingdon Southwark Lewisham Croydon	Barking & Dagenham Brent Camden Ealing Hammersmith & Fulham Hounslow Haringey Harrow Havering Hillingdon Islington Kensington & Chelsea Newham Waltham Forest Westminster	Croydon Lambeth Lewisham Southwark Sutton Wandsworth	Barnet Bexley Bromley Kingston on Thames Merton Richmond on Thames Tower Hamlets

Figure 3

Minerva WrapAround Services Partnership



5. Thematic analysis - next steps towards achieving a whole system approach

Introduction

The Signatories to the Statement of Shared Commitments share an ambition to implement an innovative whole system approach throughout the capital for the treatment of women in contact with the criminal justice system or at risk of such contact. Building on existing provision and learning from the evidence base, including models of good practice within and outside London²⁹, the Signatories aim to establish London as a national and international leader in achieving better outcomes for women and their families, reducing the use of short custodial sentences and reducing offending by women.

This section draws on the evidence base and feedback provided by a range of agencies through the Blueprint consultation, including the consultation event held on 28 November 2018. It is intended to help inform MOPAC's development of the Action Plan and to provide a starting point for discussion and joint work by the Blueprint Delivery Group in implementing a whole system approach.

Summary of current provision in London

Current provision is described in more detail in Section 3 of this Annex. In summary, the South London Alliance and Advance's Minerva WrapAround services have been designed to deliver a whole system approach to women in London who are in contact with the criminal justice system or at risk of such contact. The lead providers, Advance and Women in Prison, are delivering the service with partners through their women's centres and hubs, delivering holistic, specialist, one-to-one support and engaging group interventions tailored to women's needs. The work is delivered in the community and 'through the gate', supporting women leaving prison. The service covers 21 of London's 32 boroughs.

The model allows for diverse referrals of women who are in contact with the criminal justice system or at risk of such contact. The launch of the Metropolitan Police Service women's diversion pilot in 2019 will open up new referral pathways at the point of arrest in the three boroughs taking part in the pilot. Further women specific services are available under an existing contract between Advance and London CRC for the delivery of services to sentenced women. Seven boroughs remain without any women specific services.

The National Probation Service (London) is committed to reducing the number of women entering custody by 20% and London CRC is preparing to launch a detailed, ambitious strategy for the development of specialist practice with women and improving outcomes, including strategies to provide women specific services in all boroughs.

Drawing on the evidence base to achieve a whole system approach

The Signatories to the Statement of Shared Commitments aim to learn from existing good practice in London and models elsewhere in order to build on existing provision and develop a whole system approach in the capital. This includes learning from the whole system approach that has been in operation in Greater Manchester since 2014.

The evaluation of the Greater Manchester model has found that the whole system approach provides a good example of a gendered approach to supporting women in contact with the criminal justice system or at risk of offending and has been successful in responding to a number of its key aims.³⁰ Challenges have been encountered in some areas, for example:

²⁹ Ministry of Justice (2018) A Whole System Approach for Female Offenders – Emerging evidence, London: MoJ

³⁰ Kinsella, R. et al (2018) Whole System Approach for Women Offenders Final Evaluation Report, Manchester: Policy Evaluation & Research Unit, Manchester Metropolitan University

- Women referred at point of arrest, women sentenced via the problem-solving court (including those at risk of custody) and women released from prison are not reaching the women's centres in the numbers anticipated.
- The changes in the policy landscape and impact of austerity has created challenges.
- There have been challenges in establishing the problem-solving court element of the approach.
- Partnership working varies dependent on partners' understanding, awareness and involvement with the approach.
- There is a perception of uneven coverage geographically across the region.
- Although a wide range of women are engaging with the centres, the data suggests that lower numbers than would be expected of both young women and BAME women are accessing the services.

Solutions are proposed to all the above areas of challenge in the evaluation and the Signatories are committed to consulting with colleagues in Greater Manchester and elsewhere and examining the evidence to ensure lessons are learned from areas of challenge and success, in order to inform the development of practice in London.

Areas for development – cross-cutting themes

Consultation discussions identified a number of cross-cutting areas requiring further development in order to achieve a whole system approach in London. It is proposed that these should be taken into account by MOPAC and the Blueprint Delivery Group in development of the Action Plan:

- **Improving multi-agency working with women with complex needs**

The lack of formalised joint working arrangements with certain key agencies has been identified by women's services as a barrier to achieving progress in individual cases, with key workers having to invest considerable time on women's behalf to pursue enquiries and applications in relation to welfare benefits, housing, access to mental health treatment and access to treatment for problematic substance use. These barriers to progress could be overcome through the development of formalised joint working arrangements between women's services and the Department for Work and Pensions, local authority housing departments, mental health treatment services and problematic substance use treatment services, for example using the MARAC model.

MARACs may provide a useful model for improving multi-agency working with women with multiple complex needs who are in contact with the criminal justice system or at risk of such contact. This could provide a forum for professionals to meet and focus together on the individual woman's situation from multiple perspectives offering a foundation for individual agencies and officers to take ownership and responsibility for problem solving. A specialist advocate, equivalent to an Independent Domestic Violence Advisor (IDVA) or Independent Sexual Violence Advisor (ISVA), would support the woman and offer expertise for all agencies involved. This could provide a strong foundation for the development of joint working protocols between agencies in order to facilitate women's access to suitable housing, welfare benefits, mental health services and treatment for problematic substance use.

- **Shared understanding of the value of the voluntary approach**

Research shows that services are more effective in supporting women's rehabilitation where their engagement is voluntary and the sharing of any information about women's engagement is consent-based. This is the basis of delivery for women

specific services. However, where defendants are on the cusp of custody there is a perception that sentencers may be less likely to impose a community order where engagement with support services is voluntary rather than enforceable. The Signatories have identified the need to work together to address this tension by providing information to the judiciary and court clerks explaining the evidence base for the greater effectiveness of a voluntary approach, and by developing innovative, pragmatic, consent-based approaches to the delivery of services to women as part of community orders.

- **Specialist, trauma informed court processes**

The lack of specialist courts for women defendants in London, and the tensions between speedy justice and trauma informed approaches, including full pre-sentence reports, have been identified as a barrier to achieving a whole system approach for women in London. As well as the Greater Manchester model, the specialist domestic abuse court in London may offer a helpful model for achieving progress in this area in the capital. Engagement with the judiciary and central government will also be key in overcoming some of these barriers.

- **Geographical gaps**

Some areas of London currently have no women specific provision. A particular need has been identified in East London, Tower Hamlets and Redbridge.

- **Specialist provision**

Further work needs to be done to establish what additional specialist provision is required in order to ensure the needs of particular groups are met, including young women; Gypsy Roma and Traveller women, and Black, Asian and minority ethnic women and those of minority faiths. A particular need has already been identified for more specialist provision for foreign national women.

Thematic analysis

Taking account of existing women specific provision in London, the rest of this section consists of a thematic analysis of the challenges and opportunities for developing a whole system approach. This includes evidence of need, consultation feedback, existing provision, gaps and challenges, proposed next steps, expert partners. It is proposed that this should be taken into account by MOPAC and the Blueprint Delivery Group in development of the Action Plan.

The section is organised under the following headings:

Theme	Page
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Accommodation and resettlement

Evidence of need

Accommodation is key to developing an effective whole systems approach. It is an area of significant need for women in contact with the criminal justice system and a crucial factor in resettlement from prison and rehabilitation in the community. Women in contact with the criminal justice system tend to have more complex needs which are compounded by experiences of homelessness or unsafe housing. A lack of safe, stable housing can undermine efforts to engage with community-based interventions, including probation, drug and alcohol services and mental health support.

Homelessness and insecure accommodation are known factors in offending and reoffending.³¹ For women who are homeless or trapped in unsafe and insecure housing, often at risk of abuse or exploitation, their housing needs can place them at a higher risk of offending and harm. Research has also shown that, as 'hidden homeless', women tend to be under-counted in rough sleeping and homelessness statistics. Identifying and responding to the housing needs of vulnerable women earlier could reduce the number being drawn into offending and the criminal justice system.

As with the wider prison population the housing needs of women leaving prison, whether following remand or a custodial sentence, often remain unmet. Data from women's prisons and probation services show that many women are still being released from custody into

³¹ [Home Truths: Housing for Women in the Criminal Justice System, Prison Reform Trust 2018](#)

short-term and insecure accommodation; this accounted for 38% of women between 2016-17.³² Women serving short sentences face a high risk of losing their accommodation, as housing benefit will only be paid for 13 weeks and Universal Credit for six months, and short timescales makes resettlement planning difficult.

Pressures on housing supply present unique challenges for London boroughs. The scarcity of social housing stock and affordable housing creates challenges in tackling homelessness and responding to the needs of vulnerable groups. The Homelessness Reduction Act 2017 has enhanced local authority duties in relation to homelessness prevention and intervention, with the 'Duty to Refer' for prisons and probation services introduced in October 2018.³³

The Blueprint offers London an opportunity to build on this legislative framework to improve housing pathways for women in contact with the criminal justice system and to establish greater consistency by developing shared approaches across London boroughs to:

- Preventing homelessness of women in contact with the criminal justice system or at risk of such contact;
- Supporting women's resettlement in the community on release from custody, including remand; and
- Intervening earlier and more effectively for women with complex needs to prevent homelessness and offending.

Consultation feedback

Participants in the consultation raised the following comments and questions:

- Housing and accommodation are a necessary foundation to delivering any kind of support to address all these different areas of need
- It is important to make a commitment to addressing housing needs before talking about preventing homelessness
- How can we move away from a borough by borough approach? How can better use be made of the pan-London housing reciprocal? What opportunities are there for pan-London quotas?
- Housing First provides a model of good practice
- Plans in the Blueprint could be more specific and there is an opportunity for us to identify London's specific needs and define good practice

Current provision in London

Key partners in accommodation and resettlement are local authorities, prison, probation services, housing providers and specialist voluntary sector agencies. Co-commissioned projects in London, led by Advance and Women in Prison, provide additional support around housing and resettlement, aiming for a 65% improvement in housing resettlement. Learning should be gathered from these key partners to inform effective intervention and housing pathways.

For women who are in custody, London CRC are commissioned to provide Through the Gate services to provide resettlement support before release, including help in finding accommodation. Housing needs should be identified on reception into prison and followed up in advance of release. This should include liaising with the local authority where there is a risk of homelessness and referrals to co-commissioned services for support.

³² National Female Offender Strategy, 2018 – Supporting Data Tables

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/719770/supporting-data-tables-for-the-female-offender-strategy.ods

³³ <https://www.gov.uk/government/publications/homelessness-duty-to-refer/a-guide-to-the-duty-to-refer>

Rough sleeping initiatives and supported accommodation services often work with vulnerable women with offending histories and experiences of VAWG. A better understanding needs to be developed of the links between homelessness, offending and VAWG and to identify best practice in this area, if services are to work more effectively on prevention and early intervention.

Opportunities, challenges and next steps

The following actions are proposed as next steps for discussion by the Blueprint Delivery Group:

- Building a better understanding of connections between homelessness, offending and VAWG.
- Identifying effective housing responses for women with complex needs who may be at risk of offending or reoffending.
- Gathering learning from co-commissioned projects on improving housing and resettlement outcomes for women
- Supporting local authorities in their implementation of the Homelessness Reduction Act to develop improved responses to the complex housing and homelessness needs of women with offending histories, as in line with statutory guidance (Ch.23).
- Exploring scope for pan-London approaches to assist coordination of resettlement from prison (including where women have served their sentence outside London but returning to London).
- Reviewing implementation of the statutory duty to refer and the effectiveness of referral pathways and coordination between prisons, probation services and London housing departments.
- Ensuring that the additional needs and vulnerabilities of women in contact with the criminal justice system are reflected in local homelessness strategies and policies.
- Working towards safe accommodation for women with no recourse to public funds

Strategic work could include:

- Working in collaboration to make the case for a pilot residential women's centre in London to the Ministry of Justice and shape a model which meets the specific needs of London.
- Identifying best practice and opportunity to expand specialist accommodation provision for women with complex needs and offending histories – for example, Housing for Women.
- Working with Ministry of Justice on establishing a women-specific Approved Premises in London and ensuring effective integration with local housing pathways.
- Improving consistency in published data about women's housing status on release from prison.

Expert partners

Advance
Local authority housing leads
London Councils

Housing for Women
MHCLG
Safer London

Black, Asian, minority ethnic and minority faith women

Evidence of need

Black, Asian and minority ethnic women are over represented in the criminal justice system in England and Wales³⁴. The Lammy review identified disparities in the treatment of Black, Asian and minority ethnic women in the criminal justice system compared to white women. The review recommended that the government and criminal justice agencies should 'explain or reform' any disparities and that the Ministry of Justice should take steps to address key data gaps including a detailed examination of magistrates' verdicts as they affect Black, Asian and minority ethnic women.³⁵ The government has accepted these recommendations³⁶ and an update has been published regarding progress to implement reforms³⁷.

Other recent research has identified evidence of disadvantage experienced by Black, Asian and minority ethnic women and Muslim women in the criminal justice system, a lack of criminal justice data disaggregated by both gender and ethnicity or gender and religion, and limited data about Gypsy, Roma and Traveller women.³⁸ The same research shows there are very few specialist, local services working with women from minority ethnic groups in the criminal justice system and supports the adoption of a strategic approach at national and local level to addressing these gaps and monitoring progress to achieve equal outcomes, in consultation with minority ethnic women and specialist services and with a focus on community solutions.

In London, Black, Asian and minority ethnic women made up 25% of the women sentenced to immediate custody in 2017.³⁹

Consultation feedback

- Participants in the consultation felt there was a need for more specific commitments to be put in place in the Blueprint for BAME women.
- It is important that changes in the BAME population of London are continuously taken into account.
- Discussion is needed about how BAME women will inform future commissioning and to ensure that the needs of BAME women are factored into funding decisions. This must recognise that BAME women are not a homogenous group; community support should reflect the population make-up of the local area.
- There needs to be more BAME representation in the organisations involved, including the Magistrates' Courts and women's services. Are the organisations considering these groups catering to their specific needs? Are service providers

³⁴ Ministry of Justice (2016) Black, Asian and Minority Ethnic disproportionality in the Criminal Justice System in England and Wales, London: MoJ

³⁵ Ministry of Justice (2017) The Lammy Review: An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System, London: MoJ

³⁶ Ministry of Justice (2017) Government response to the Lammy review on the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System, London: MoJ

³⁸ See: Muslim Hands (2018) (In)visibility. Female. Muslim. Imprisoned, London: Muslim Hands; Prison Reform Trust (2017) Counted Out: Black, Asian and minority ethnic women in the criminal justice system, London: PRT; Cox, J. and Sacks-Jones, K. (2017) Double Disadvantage: The experiences of Black, Asian and Minority Ethnic women in the criminal justice system, London; Agenda and Women in Prison; Buncy, S. and Ahmed, I. (2014) Muslim Women in Prison. Second Chance Fresh Horizons: A study into the needs and experiences of Muslim women at HMP & YOI New Hall & Askham Grange prisons during custody and post-release, Bradford: HPCA and Khidmat Centres.

³⁹ Ministry of Justice (2018) Court Outcomes by Police Force Area Data Tool, Criminal Justice System statistics quarterly: December 2017, London: MoJ

representative of their client group? How is this monitored in individual organisations?

- There needs to be local training, as the BAME population differs in different areas; this needs to be recognised, especially in the Magistrates' Courts. There needs to be more training 'back of house' including court clerks and others who advise magistrates.
- There needs to be a discussion about how we engage with the small service providers who work with particular groups and to make sure that they are included in the development of the Blueprint. These non-accredited smaller BAME services often get lost and are not able to compete in the larger commissioning bids; therefore, the courts have less confidence in them and are not as likely to use them. This includes variations within individual religions; services need to allow for individual perspectives.
- BAME women can find they are not welcomed back by their community on release.
- More focus is needed on providing peer support. There should be training and education for services providers around the specific needs and requirements of BAME women in the local area. Services need to be approachable and accessible for all women.

Opportunities, challenges and next steps

Recent research has included recommendations that:⁴⁰

- Criminal justice agencies should collect and publish data disaggregated by gender, ethnicity and religion and use this to inform joint strategic needs assessments and commissioning decisions, and to monitor progress in addressing unequal outcomes.
- A strategy should be adopted to increase minority ethnic women's representation in the criminal justice workforce and culturally-informed and gender-responsive training should be provided throughout the criminal justice workforce.
- The NPS should ensure pre-sentence reports draw the court's attention to relevant cultural factors and pressures.
- National and local government should work together to ensure the provision of services to support minority ethnic women in the community, focusing on increasing and strengthening specialist services and ensuring safe spaces are available for minority ethnic women.

The Female Offender Strategy recognises that women in minority groups face unique challenges both in custody and in the community and is working to identify how voluntary sector and other organisations who work with BAME women can improve their capacity to share best practice and form networks.⁴¹ The strategy states that HMPPS is committed to working with BAME oriented organisations on implementing the Lammy review recommendation 31 to overcome barriers to subcontracting between CRCs and BAME communities to help share good practice; and that the government will provide more culturally informed training for staff in offender management and rehabilitation, to increase staff awareness of the impacts of culture, faith and sustaining family relationships for women in the criminal justice system.

It is proposed that this work and the points made above should form the starting point for discussion of next steps, to be agreed at an early stage by the Blueprint Delivery Group.

⁴⁰ Prison Reform Trust (2017) Counted Out: Black, Asian and minority ethnic women in the criminal justice system, London: PRT;

⁴¹ Ministry of Justice (2018) Female offender strategy, London: MoJ

Expert partners

Equal (formerly the Young Review)
Hibiscus Initiatives
Imkaan
Lammy Review implementation team
(MoJ)

Muslim Women in Prison Project, Khidmat
Centre, Bradford
Muslim Hands

Children and families

Evidence of need

Parental imprisonment is recognised as an adverse childhood experience (ACE), affecting a child's long-term wellbeing, health and opportunities in life.⁴² Even a short period of maternal imprisonment can be devastating.⁴³ Research suggests children whose parents are involved in the criminal justice system are twice as likely to suffer mental health problems⁴⁴, and are at higher risk of poverty, poor health and insecure finances and housing.⁴⁵ It can also treble the risk of antisocial behaviour, with the cost to the state of imprisoning mothers for non-violent offences at more than £17million over ten years⁴⁶. However, with the right support, children affected by parental imprisonment can build resilience and develop the skills they need to thrive.⁴⁷

The Female Offender Strategy recognises that “*children of imprisoned mothers may be particularly affected by a custodial sentence*” (p.9) and endorses the case for a gender specific approach to women who offend, with an emphasis on early intervention and diversion and community solutions.⁴⁸ The government has commissioned Lord Farmer to undertake a Follow On Review of the impact of maternal imprisonment which is due to report in 2019.

Consultation feedback

- Participants thought the draft blueprint contained the right commitments but felt that there needed to be further service user involvement in developing the commitments.
- There is a big gap in data. We need to know the data to understand the need.
- A stronger commitment is needed from Through the Gate providers to ask questions and obtain the data. This will allow for tailoring services to meet needs and allow for appropriate commissioning.
- It would be useful to know more about where funding would come from to implement measures requiring additional resources.
- A stronger link is needed with adult and child social care in developing the commitments.
- The commitments in the Blueprint are ambitious: how will they be delivered?
- How long will this run for once it has been signed up to? Could a change in administration stop the work?

⁴² Prison Reform Trust (2018) What about me?, London: PRT

⁴³ Baldwin and Epstein (2017) Short but not sweet: A study of the impact of short custodial sentences of mothers & their children, Leicester: DMU

⁴⁴ Murray, Farrington, Sekol & Olsen (2009) Effects of parental imprisonment on child antisocial behaviour and mental health: a systematic review, The Campbell Collaboration, University of Cambridge

⁴⁵ Smith, Grimshaw, Romeo & Knapp (2007) Poverty and disadvantage among prisoners' families, London: Joseph Rowntree Foundation

⁴⁶ New Economics Foundation (2008) Unlocking value: How we all benefit from investing in alternatives to prison for women offenders London: New Economics Foundation

⁴⁷ Prison Reform Trust (2018) What about me?, London: PRT

⁴⁸ Ministry of Justice (2018) Female Offender Strategy, London: MoJ

- Women lack trust in statutory services; this poses a big challenge as women will often not disclose that they have children through fear of social service involvement. There needs to be a system change.
- Family Liaison in prison is allocated as £84 per head, including everything from running the visitor centre through to family support. Further investment will be needed in this to achieve the commitments in the Blueprint.
- The basic needs of prisoners are not being met. This must be addressed as well as focusing on these higher aims. For example, the high costs of phone calls make it difficult for women to call their families.

Current provision in London

The co-commissioned services have agreed to aim for a 10% reduction in the number of children going into care as a result of maternal imprisonment and for 70% of women receiving their services to report enhanced parenting skills.

Opportunities, challenges and next steps

In light of existing evidence regarding the negative impact of maternal involvement in the criminal justice system, and the forthcoming report by Lord Farmer, it is proposed that discussion takes place at an early stage in the Blueprint Delivery Group to identify next steps in developing better practice in this area. This should include working with the Ministry of Justice and building working relationships with local authority children's services to help drive improvements.

Expert partners

Birth Companions
Department for Education

Directors of Children's Services
Young Mums Support Network

Domestic abuse and sexual abuse

Evidence of need

Research shows that there are strong links between women's experience of domestic and sexual abuse and coercive relationships, and their offending.⁴⁹ This has been recognised in MOPAC's strategy on tackling violence against women and girls⁵⁰, as well as the Ministry of Justice's Female Offender Strategy⁵¹ and the cross-government strategies on victims⁵² and on ending violence against women and girls⁵³.

Women can become trapped in a vicious cycle of victimisation and criminal activity. The response of criminal justice agencies to women affected by domestic abuse is key to breaking the cycle of victimisation and offending. The links between domestic abuse and women's offending were a specific area of enquiry in the government's 2018 consultation Transforming the response to domestic abuse⁵⁴; the government's response to the consultation was published in January 2019 with a draft Domestic Abuse Bill.⁵⁵

⁴⁹ Prison Reform Trust (2017) 'There's a reason we're in trouble': Domestic abuse as a driver to women's offending, London: PRT

⁵⁰ [MOPAC \(2018\) A Safer City for Women and Girls. The London Tackling Violence Against Women and Girls Strategy 2018-2021, London: MOPAC](#)

⁵¹ Ministry of Justice (2018) Female offender strategy, London: MoJ

⁵² [HM Government \(2018\) Victims strategy, London: TSO](#)

⁵³ [HM Government \(2016\) Ending violence against women and girls, Strategy: 2016-2020, London: TSO](#)

⁵⁴ [HM Government \(2018\) Transforming the response to domestic abuse. Government consultation, London: TSO](#)

⁵⁵ <https://www.gov.uk/government/publications/domestic-abuse-consultation-response-and-draft-bill>

Consultation feedback

- Participants felt there needs to be more of a focus on domestic abuse and sexual abuse in the Blueprint's statement of shared commitments, and that women should be considered more as victims, and not just offenders
- Health service providers routinely ask about domestic abuse, which increases disclosures. There needs to be more similar provision in the police / courts / probation. Do they offer IDVA services to women involved in the criminal justice system?
- There needs to be training for all Liaison and Diversion leads on women's needs; London wide communication is needed for this.
- Learning can be taken from the problem-solving courts in Manchester.
- We want to see better outcomes rather than targets.
- The challenge comes in local provision, and we end up with a postcode lottery.
- We need to ensure this effectively maps against the wider London VAWG Strategy.
- There needs to be more trauma-informed delivery and the Metropolitan Police Service and other services need to be better tailored to individual women's needs.
- How is MARAC linked to women in the criminal justice system and new victims' services?
- The links between domestic abuse and women's offending are not sufficiently taken into account.
- There needs to be a discussion around honour-based crimes, as there has been a big influx of these women in prison. This is something that the Home Office are leading on but that we need to be aware of, as these women are often victims as well.

Current provision in London

There is a range of service provision across London to support women affected by domestic abuse and sexual violence. However, service provision is not sufficient to meet need. The co-commissioned services have agreed to aim for a 70% increase in women feeling safer from domestic violence and abuse.

Opportunities, challenges and next steps

A sustained focus is needed to raise awareness of the links between women's experiences of domestic abuse and sexual violence and their offending, to facilitate disclosure by women and to ensure criminal justice responses enable women to be protected and supported, and to have their circumstances taken into account in decisions whether to prosecute, convict or imprison. It is proposed that discussion takes place in the Blueprint Delivery Group to identify next steps in driving improvements. This should include ensuring that women accused of domestic abuse offences are not automatically excluded from the MPS diversion pilot.

Expert partners

Advance
Home Office
Metropolitan Police
Refuge

Solace Women's Aid
Women in Prison
Women's Aid
Women at the Well

Drug and alcohol treatment

Evidence of need

Women (49%) are also more likely than men (29%) to report needing help with a drug problem on entry to prison. 66% of women in prison (compared to 38% of men) report committing offences to get money to buy drugs.⁵⁶ Women are nearly twice as likely as men to say they have a problem with alcohol on arrival to prison (30% compared to 16%). A further 10% of women in prison report developing a problem with using prescription medication meant for other people whilst in prison.⁵⁷

Consultation feedback

- Most of the Blueprint's commitments will be relevant to women with needs relating to problematic substance use.
- These women tend to have more complex needs and it can be hard to identify these women. Women may not want to disclose problematic substance use due to stigma.
- Male prisons have treatment wings – is there specific provision in women's prisons?
- There are issues with Through the Gate services and ensuring women leave prison with enough medication.
- Continuity of care should be ensured where possible as women move through the criminal justice system
- There should be improved information sharing about assessments between everyone involved in supporting the women, including assessments
- There should be a specific commitment on information sharing about assessments between everyone involved in supporting the woman, so that she does not have to repeat herself. However, it must also be recognised that it takes time to build trust and enable disclosure.
- There are difficulties doing assessments for pre-sentence reports. There need to be dedicated problematic substance use workers in the courts. There is a disconnect between ensuring speedy justice and undertaking comprehensive assessments.
- Health services and the criminal justice system need to work better together.
- There is no strategic approach to Drug Intervention Programme (DIP) services (either nationally or regional London level). Every borough commissions DIP differently.
- In a whole system approach, participants in the consultation would like to see:
 - Continuity of care.
 - Assessments for drug and alcohol in courts.
 - A whole system approach to the person rather than individual issues – like the Troubled Families approach.
 - Drugs workers co-located with probation services or at women's centres.
- Challenges and barriers include the following:
 - Complexity around the release process – not knowing dates of release and women being moved around the estate so it is not known where she will be released from.
 - No political focus on problematic substance use.
 - Not all courts provide assessments.
 - Dual diagnosis – women passed between mental health and problematic substance use services and neither issue being addressed.
 - Cuts to other services mean that community drug and alcohol treatment services are picking up problems that other services should deal with.

⁵⁶ Light, M., Grant, E. and Hopkins, K. (2013) Gender differences in substance misuse and mental health amongst prisoners, London: MoJ

⁵⁷ Prison Reform Trust (2017) Bromley Briefings: Prison Factfile: Autumn 2017, London: PRT

- High threshold for statutory mental health services are a barrier to accessing mental health provision.
- People turn to drugs and alcohol as a coping mechanism or a cry for help. It is not effective just to deal with problematic substance use in isolation.
- There is no wrap around women service in seven boroughs.

Current provision in London

Public Health England have oversight of treatment services for problematic substance use nationally, with services being commissioned by public health departments in each local authority. The co-commissioned services aim to achieve a 65% reduction in problematic substance use amongst women receiving their services.

Opportunities, challenges and next steps

There are emerging opportunities to improve outcomes through the expansion of the Community Sentence Treatment Requirement⁵⁸ and in the planned expansion of liaison and diversion services. Developing formalised joint working arrangements between women's services and other agencies could help to improve multi-agency working with women with multiple complex needs who are in contact with the criminal justice system or at risk of such contact, including ensuring women receive effective treatment and support for problematic substance use. It is proposed that this should be tabled for discussion at an early stage by the Blueprint Delivery Group in order to identify next steps.

Expert partners

Clinical Commissioning Groups
Local authority public health leads

Public Health England
Turning Point

Education, training and employment (See also **Poverty and debt)**

Evidence of need

Access to education, training and employment is known to be a key factor in preventing offending and reoffending by women. Employment outcomes for women following short prison sentences are three times worse than for men; fewer than one in 10 women have a job to go to on release from prison.⁵⁹

Consultation feedback

- People leaving prison who find a job are between 6 and 9 percentage points less likely to reoffend than those who do not.⁶⁰ More attention is needed to education, training and employment within the Blueprint.
- There is a need to consider the types of employment being offered and not just focus on the stereotypical female jobs; women should be asked what they would like to do.
- The generic approaches to education, training and employment are often male focused and in male dominated environments. There is a need to be aware of this when placing women in employment and use a trauma informed approach when planning placements.

⁵⁸ See: PRT & Rethink Mental Health (2013) Mental health and learning disabilities in the criminal courts: Information for magistrates, district judges and court staff, London: PRT & Rethink Mental Health – updated in 2017: <http://www.mhldcc.org.uk/contents/17-women-in-the-criminal-justice-system-film-clip/d-alternatives-to-custody-film-clip.aspx>

⁵⁹ Prison Reform Trust (2015) Working it out: Employment for women offenders, London: PRT.

⁶⁰ Ministry of Justice (2018) Education and Employment Strategy, London: MoJ

- There is an aspirational side of gaining employment and the value and self-esteem it gives to a person also needs to be considered.
- There was a discussion about what is 'work readiness'. A woman may not be ready for one type of employment but could be ready for another type.
- Education, training and employment are often seen as afterthoughts but should be considered as part of a person's plan from the beginning.
- It can be difficult for employers to taken on women working on ROTL – this process needs to be made simpler.

Current provision in London

The co-commissioned services aim to achieve a 70% increase in confidence in gaining employment for women receiving their service.

Opportunities, challenges and next steps

Further work is needed, in consultation with expert partners, to identify how partner agencies can work together to improve support for women to gain access to education, training and employment - through early intervention and prevention, diversion and rehabilitative measures. It is proposed that this should be tabled for discussion at an early stage by the Blueprint Delivery Group in order to identify next steps. The forthcoming Government Equalities Office strategy on gender equality and economic power may present opportunities.

Expert partners

CPAG
Department for Work and Pensions

Government Equalities Office
Working Chance

Exploitation and gangs (See also **Young Women and Care Leavers, Prostitution and Trafficked Women**)

Evidence of need

The Modern Slavery Act 2015 introduced a defence for victims of modern slavery compelled to commit a criminal offence. This is increasingly being used to ensure the non-prosecution of British women and girls who are exploited and coerced into offending. Yet evidence confirms that victims of modern slavery continue to be prosecuted for crimes they were forced to commit.⁶¹

Consultation feedback

- Increasing numbers of young women attending the Abianda service are being arrested for firearms offences and drug offences. These young women are likely to have been coerced into offending, for example holding firearms or committing drug offences on behalf of others. Modern slavery legislation provides protection for them against prosecution. The perception that this legislation is being manipulated by gang members should not allow legitimate claims to be discredited.
- Services working with young women affected by gangs need to establish a trusting relationship through a compassionate approach which is clear about how they will be kept safe and how their information will be shared with other agencies. It should not be a requirement for young women to share their personal experiences. Services should be aware that young women can feel they are being used to get information about male gang members and that their safety is being compromised.

⁶¹ Prison Reform Trust (2018) Still No Way Out: Foreign national women in the criminal justice system, London: PRT

Current provision in London

A range of organisations work with women in London who are affected by exploitation and gangs, including Abianda who are commissioned to offer a 'Rescue and response' service to young women affected by these matters. This is a growing area of focus and challenge for the Metropolitan Police, the CPS and probation agencies. However, this remains a largely hidden group and there is likely to be significant unmet need amongst women whose offending is driven by exploitation and involvement with gangs.

Opportunities, challenges and next steps

Identifying women whose offending is driven by exploitation or involvement in gangs, and those who are at risk of offending in those circumstances, is a key challenge for all criminal justice agencies and women's services. There is a significant policy focus on this at national level and the Modern Slavery Act provides a framework for protecting victims of exploitation and gang involvement and non-prosecution for offences arising from these circumstances. Improvements in practice will require constant reflection on practice and close joint work between agencies, in consultation with expert partners. It is proposed that this should be tabled for discussion at an early stage by the Blueprint Delivery Group in order to identify next steps.

Expert partners

Abianda	Nia
Office of the Independent Anti-Slavery Commissioner	Redthread
Lammy Review implementation team (MoJ)	St Giles Trust
	Women at the Well

Foreign national women (See also Trafficked Women)

Evidence of need

'Foreign national offender' is a broad term encompassing those convicted of any offence without evidence of British nationality. They may have arrived in the UK as children with their parents, or may be second generation, often from former colonies; they may be asylum seekers or have indefinite leave to remain as refugees; they may be European and European Economic Area nationals or Irish nationals; they may be trafficked persons; they may have been arrested entering or leaving the UK on false documents. Also included are those who entered the UK illegally and those who came legally as students, visitors or workers. The extent to which Windrush immigrants in contact with the criminal justice system may have been wrongly designated as foreign nationals is unknown.⁶²

Foreign national women represent 8% of the general population in England and Wales⁶³ but over 12% of all women received into prison each year and nearly 19% of those remanded⁶⁴. Foreign national women can be particularly vulnerable to criminal activity due to insecure immigration status and social isolation, causing difficulties in finding legal employment and claiming benefits. Some are known to have been coerced or trafficked into offending.⁶⁵

There is a continuing overuse of remand and custodial sentences for foreign national women despite community alternatives, and a lack of commitment to address this.⁶⁶ In prison foreign

⁶² Prison Reform Trust (2018) Still No Way Out, London: PRT

⁶³ NOMIS (2011) LC2102EW – National Identity by sex by age

⁶⁴ Ministry of Justice FOI 180110013 response 7 February 2018

⁶⁵ Hales, L. & Gelsthorpe, L. (2012) The criminalization of migrant women, Cambridge: Institute of Criminology

⁶⁶ Prison Reform Trust (2018) Still No Way Out: Foreign national women in the criminal justice system, London: PRT

national women have much greater barriers to accessing open conditions, Release on Temporary Licence (ROTL) and Home Detention Curfew and are frequently denied these and by extension the rehabilitative opportunities associated with them.⁶⁷

Foreign national women in prison experience particular vulnerabilities and often report feeling isolated, unsafe, disempowered and confused about the criminal justice process. This is exacerbated by language barriers, cultural differences, additional immigration proceedings, the threat of removal, lack of recourse to public funds and a lack of specialist services.⁶⁸

Consultation feedback

- Participants in the consultation felt that foreign national women and trafficked women should be considered under separate thematic headings due to the distinct problems they face. Definitions of both foreign national women and trafficked women should be put in the blueprint so that people can have more of an understanding.
- There needs to be increased specialist and culturally informed training for everyone involved in working with these women in the criminal justice system, including prison staff, CRC, NPS and other agencies involved.
- There is a data gap surrounding this group of women and as they make up such a small proportion they are often 'forgotten'.
- Foreign national women are at an increased risk of staying with abusive partners.
- They may also remain in prison at the end of their sentence under immigration powers
- Although there is a commitment to achieving equality it needs to be stated how we will achieve this.
- It is important to make sure that women understand what is happening to them, including possible deportation, and that they are understood by those working with them. There need to be methods in place to overcome language barriers and other communication issues.
- There needs to be systemic change so that meeting the needs of foreign national women is included as a contractual requirement, as they are often marginalised at this stage. As the women often have no access to public funds, certain organisations may not be able to work with them. It is often assumed that if the women are being deported they do not need resettlement support however this is not true and needs to be addressed.
- The issues around the lack of ROTL use and the over use of remand for these women must be recognised and there needs to be a link with the Home Office to discuss these issues so that they are not seen as such a risky group. Probation and the Home Office need to work together to increase opportunities for ROTL for these women.
- Availability of immigration advice should be a key consideration/ there needs to be improved availability of immigration advice. There needs to be more expertise involved so that these women are able to understand the issues they are facing. Services need to be made more accessible. Independent advisors should be available whom the women feel comfortable and safe talking to.

⁶⁷ Prison Reform Trust (2018) Still No Way Out: Foreign national women in the criminal justice system, London: PRT

⁶⁸ Prison Reform Trust (2018) Still No Way Out: Foreign national women in the criminal justice system, London: PRT

Current provision in London

One key worker is currently employed to meet the needs of all women engaged in the co-commissioned services across London, provided by Hibiscus Initiatives. There is likely to be significant unmet need.

Opportunities, challenges and next steps

In order to ensure there is progress in meeting the needs of foreign national women in contact with the criminal justice system in London, there needs to be a continual focus on developing awareness amongst frontline criminal justice workers about the specific needs and characteristics of foreign national women and a commitment to ensuring they have equal access to preventative and diversionary measures and support services. This requires strong leadership, investment of resources and a commitment to cultural change. It is proposed that this should be tabled for discussion at an early stage by the Blueprint Delivery Group in order to identify next steps.

Expert partners

AIRE Centre
Bail for Immigration Detainees (BID)
Hibiscus Initiatives

Office of the Independent Anti-Slavery
Commissioner
Lammy Review implementation team
(MoJ)

LGBT women

Evidence of need

LGBT women are known to have specific needs which require attention in order to ensure they have equal access to fair treatment and opportunities for diversion and rehabilitation in the criminal justice process. Consultation discussions indicate there is a lack of information about the number of LGBT women in London in contact with the criminal justice system, the nature of their needs and the extent to which these are being met.

Consultation feedback

- There is a lack of information about how many LGBT women are in contact with the criminal justice system; whether they are accessing services; what specialist services are available; and whether their needs are met.
- There is a need to identify or conduct research about the experiences of LGBT women in the criminal justice system; their specific needs; and how services can be made accessible to them.
- LGBT organisations such as Stonewall are valuable sources of expertise and training which could be drawn upon by those working in the criminal justice field.
- Same sex relationships in prison can create safeguarding challenges, but prisons can also be 'gay friendly' environments.
- Meeting the needs of transgender women in prison and in community services can raise safeguarding challenges but these are usually amenable to common sense solutions.

Current provision in London

There is little or no specialist provision in London for LGBT women in contact with the criminal justice system.

Opportunities, challenges and next steps

In line with equality law, the Signatories recognise the value of creating inclusive and accepting cultures in institutions, celebrating difference and challenging discriminatory

attitudes and behaviours in order to ensure that LGBT women can be their authentic selves and have their needs met throughout the criminal justice process.

MOPAC's equality impact assessment of the Blueprint will include consideration of how partners can work together to ensure it addresses the needs of LGBT women. Further steps for ensuring progress in London in meeting the needs of LGBT women in contact with the criminal justice system would include gathering evidence about the extent of need and the accessibility of current provision and drawing in expertise from outside partners such as Stonewall in order to inform measures to improve the response to LGBT women. It is proposed that this should be tabled for discussion at an early stage by the Blueprint Delivery Group in order to identify next steps.

Expert partners

Galop

Stonewall

Mental health and learning disability

Evidence of need

Women are nearly twice as likely as men in prison to be identified as suffering from anxiety and depression (49% compared to 23%), and more than three times as likely as the general population. 46% of women in prison report having attempted suicide at some point in their lives. This is twice the rate of male prisoners and more than seven times higher than the general population.⁶⁹

The prison environment cannot adequately deliver treatment and support for mental illnesses. A lack of training can mean serious mental health problems are not identified at earlier stages in the criminal justice system nor taken into account at charging or sentencing stages. As a result, women who suffer from mental illness are not diverted to more appropriate services and can receive inappropriate custodial sentences. Funding issues and a lack of mental health services in the community can mean women with severe and enduring mental illnesses cannot access the support and treatment they need and as such are more likely to come into contact with the police and be held in custody.

In recent research on long-term imprisonment, women in prison reported an acutely more painful experience than men. This was linked to separation from their children and family and the loss of relationships, experiences of abuse and trauma in pre-prison life, the strain on their mental health and the lack of control, privacy and trust inside prison.⁷⁰

Around 2% of the general population has a learning disability compared to around 7% of people in contact with the criminal justice system⁷¹; women prisoners are slightly more likely than male prisoners to have a learning disability⁷². Despite such disproportionality, women with learning disabilities in the criminal justice system have received little attention and, as a group, are under-researched.⁷³

⁶⁹ Prison Reform Trust (2017) Bromley Briefings: Prison Factfile: Autumn 2017, London: PRT

⁷⁰ Crewe, B., Hulley, S. and Wright, S. (2017) 'The Gendered Pains of Life Imprisonment', *The British Journal of Criminology*, 57 (6), pp.1359–1378.

⁷¹ NHS England (2016) Strategic direction for health services in the justice system: 2016-2020, Leeds: NHS England

⁷² Mottram, P. G. (2007) HMP Liverpool, Styal and Hindley Study Report, Liverpool: University of Liverpool

⁷³ See the Prison Reform Trust's forthcoming report, due for publication in partnership with KeyRing in Spring 2019: *Out of the Shadows – Women with learning disabilities in contact with or on the edges of the criminal justice system*

The Transforming Care service model for commissioners of health and social care services highlights people with a learning disability and/or autism whose behaviour places them at risk of contact with the police as a distinct group 'because their specific needs have not always been recognised'. Limited data exist concerning women with learning disabilities and/or autism, and councils should ensure they are involved in designing local responses that best meet their needs.⁷⁴

Lord Bradley's review into people with mental health problems and learning disabilities in the criminal justice system identified that failure to identify need and to provide support at an early stage is the reason why some people offend.⁷⁵

In the 1998 Adult Psychiatric Morbidity Survey of prisoners, 90% of prisoners had one or more of the five psychiatric disorders studied (psychosis, neurosis, personality disorder, hazardous drink and drug dependence).

Consultation feedback

- Community mental health services should be consulted on the Blueprint.
- There is a disconnect between care in prison and post-release.
- It was felt that 'through the gate' services are not supporting people sufficiently and there is no proper handover between prison healthcare and the NHS; this is specifically evident in cases where the prisoner is released with 72 hours' worth of medication.
- Trying to register with a doctor and obtain medication subsequently is very difficult especially if they are released on a Friday.
- A lot of people have mental health problems without any formal diagnosis which results in sufferers falling through the cracks.
- Mental health problems are often part of interconnected and complicated multiple needs particularly involving problematic substance use and housing problems.
- Support needs to be trauma informed with true 'Through the Gate' support utilising arrangements akin to multi-agency hubs such as MASH and MAPPA. Hand holding may be needed for service users to get them to appointments.
- There needs to be greater understanding and use by courts of community orders for treatment; some courts outside London receive lunchtime training sessions about the available options and powers.
- The service user should be involved in the decisions, it should not be something that happens to them.

Current provision in London

The co-commissioned services aim to achieve a 70% improvement in the health and wellbeing of women in contact with the criminal justice system and (Advance only) a 70% increase in improved emotional management and wellbeing, and in reporting healthier relationships, in young women aged 15 to 24. Liaison and diversion services are available across London to varying levels and work is ongoing to increase coverage across London and to achieve better pathways for women to access the right support.

Opportunities, challenges and next steps

There are emerging opportunities to improve outcomes through the expansion of the Community Sentence Treatment Requirement⁷⁶ and in the planned expansion of liaison and

⁷⁴ Prison Reform Trust (2018) Leading Change, London: PRT

⁷⁵ Department of Health (2009) The Bradley Report, London: DH

⁷⁶ See: PRT & Rethink Mental Health (2013) Mental health and learning disabilities in the criminal courts: Information for magistrates, district judges and court staff, London: PRT & Rethink Mental Health – updated in

diversion services. Developing formalised joint working arrangements between women's services and other agencies could help to improve multi-agency working with women with multiple complex needs who are in contact with the criminal justice system or at risk of such contact, including ensuring women receive effective mental health treatment and support. The Prison Reform Trust plans to publish research with KeyRing in 2019 about women with learning disabilities in the criminal justice system. Specific attention is required, in consultation with expert partners, to improve practice in relation to these women. It is proposed that these matters should be tabled for discussion at an early stage by the Blueprint Delivery Group in order to identify next steps.

The Prison Reform Trust commissioned the national mental health charity Together for Mental Wellbeing to conduct training for criminal justice practitioners, professionals and members of the judiciary in London in 2017, on the specific needs of women in the criminal justice system. Their subsequent report gives an overview of the training and makes recommendations for the further development of training modules and how they might be delivered.⁷⁷

The ongoing need for improvements in gendered responses to women affected by personality disorder is recognised in the government's Female Offender Strategy which refers to the women offender personality disorder pathway, an integrated network of services for women offenders managed by the NPS (in custody and the community) with a diagnosis of 'personality disorder.'

The pathway's aim is to improve public protection and mental wellbeing, and address women's offending behaviour. Interventions are psychologically-informed, gender-informed and trauma-informed. The Ministry of Justice has been working with NHS England to promote the delivery of this pathway, and services have increased threefold since 2013. The MoJ aims to work with health partners to replicate these holistic care models across prison healthcare in the Women's Estate. This is a key area of focus for NPS (London) and the co-commissioned services.

Expert partners

Clinical Commissioning Groups
Community mental health services
Liaison and diversion services
KeyRing

Local authority leads
Mignon French
NHS England (London)
Together for Mental Wellbeing

Poverty and debt

Evidence of need

Poverty and debt are known to be drivers of women's offending; an evidence gathering exercise is required to establish the extent of this as a driver of women's offending in London.

Consultation feedback

- Questions arose whether there is a good enough data set to understand the number of women going into prison for an original debt issue. Women in Prison may have data; MOPAC do not.

2017: <http://www.mhldcc.org.uk/contents/17-women-in-the-criminal-justice-system-film-clip/d-alternatives-to-custody-film-clip.aspx>

⁷⁷ PRT (2018) Responding to the needs of women in the criminal justice system, London: PRT

- Non-payment of TV licence disproportionately affects women for a number of reasons, including that enforcement officers go during the day (when a woman is more likely to be home) and women are more likely to open the door and engage in conversation.
- The rollout of Universal Credit has had a negative impact.
- The discharge grant when leaving prison is only £46⁷⁸; (slightly higher for those with No Fixed Abode); this has not increased over time and barely provides someone with a single night of accommodation.
- There need to be better links between services in prison and on the outside.

Current provision in London

The co-commissioned services aim to achieve a 70% increase in financial management for women receiving their services. Consultation participants asked for this target to be clarified.

Opportunities, challenges and next steps

Further work is needed, in consultation with expert partners, to identify how poverty and debt can drive women's offending in London and how all partner agencies can work together to ensure that opportunities are taken at every stage to support women where poverty and debt may be a driver of their offending - through early intervention and prevention, diversion and rehabilitative measures – and to ensure that this is taken into account in decisions throughout the criminal justice process and access to support. It is proposed that this should be tabled for discussion at an early stage by the Blueprint Delivery Group in order to identify next steps.

Expert partners

CPAG

Working Chance

Department for Work and Pensions

Prostitution

Evidence of need

Involvement in prostitution is known to be a risk factor for many vulnerable women including women involved with the criminal justice system. There is also a known connection between prostitution and trafficking. Advance worked with 1,600 women last year and one in four disclosed being involved in prostitution; it is likely that the true figure is much higher. However, there is a lack of services and investment across London in supporting women engaged in prostitution. An evidence gathering exercise is required to establish the extent of prostitution as a factor linked to women's offending in London.

Consultation feedback

- Prostitution needs to be considered as a stand-alone area of need in the Blueprint.
- Prostitution needs to be everyone's business, as with domestic abuse and sexual violence; everyone needs to ask questions around prostitution and everyone needs to feel confident in responding to a women's needs in relation to this.
- Training for judges, magistrates and police is required.
- A trauma informed approach should be used when working with women involved in prostitution and an understanding about the cycle of abuse that they face, especially that they will be very unlikely to report abuse to the police.
- Are women engaged in prostitution going to be included in the police diversion trial due to start next year?
- There is a lack of housing and refuge provision for women involved in prostitution.

⁷⁸ National Offender Management Service (2011) Discharge PSI 25/2011. London: NOMS Agency Board

- Supported housing could be helpful as part of a diversion programme to reduce the use of custody?
- Transition from young women support to adult support is crucial; there is a big change around how the woman is treated.
- Homicide reviews are needed for women engaged in prostitution and exploitation.
- Prostitution sits in the female offender and VAWG Strategies and there needs to be join up between the two pieces of work.

Current provision in London

A number of organisations in London support women involved in prostitution, but consultation participants identified a lack of investment in services to do this work effectively and noted the likelihood that the true extent of women’s involvement in prostitution is probably much greater than we realise and there is likely to be significant unmet need.

Opportunities, challenges and next steps

Further work is needed, in consultation with expert partners, to identify how all partner agencies can work together to ensure that opportunities are taken at every stage to support women who are involved in prostitution and to ensure that this is taken into account in decisions throughout the criminal justice process. It is proposed that this should be tabled for discussion at an early stage by the Blueprint Delivery Group in order to identify next steps.

Expert partners

Advance

Nia

Women at the Well

Women in Prison

Recall

Recall

Before the Offender Rehabilitation Act 2014 (ORA), those serving a fixed term sentence of under 12 months were released unconditionally at the halfway point in their sentence. ORA changed this by introducing a requirement for anyone serving a sentence of more than one day but less than 12 months who is aged 18 or above at the halfway point in their sentence, to be released at that point on licence rather than unconditionally. This means, for example, that someone receiving a custodial sentence of six months will be released at three months and spend the remaining three months on licence in the community.⁷⁹ During their licence period they will be supervised and subject to certain conditions. Someone who breaches the conditions of their licence may be recalled to custody without a further court appearance. This process is known as ‘recall’.

Breach of post-sentence supervision requirements

The Act also introduced a period of post-sentence supervision for those sentenced to less than two years imprisonment, which begins at the end of the sentence and ends on the expiry of 12 months from the date of release. This means that the person serves half of their custodial sentence in custody and the second half under licence in the community, followed by a post-sentence supervision period lasting until the person has spent 12 months in the community since their release.⁸⁰ Someone who fails to comply with the requirements of their post-sentence supervision can face court proceedings for breach which could result in imprisonment or another outcome. This process is known as ‘breach of post-sentence supervision requirements’ and is distinct from recall.

⁷⁹ Offender Rehabilitation Act 2014, Explanatory Notes

⁸⁰ Ibid

Increase in recall rates

Following the introduction of the new requirements under ORA there was a significant rise in recall to prison for both men and women; however, the percentage increase was greater for women. More women than ever before are being recalled to prison following their release. In 2017, 1,651 women were recalled to custody (over half were on prison sentences of under 12 months). This has been a year-on-year increase, with 1,378 women recalled in 2016 and 1,155 in 2015.⁸¹ The 2016 Inspectorate report of HMP Bronzefield found that nearly 10% of women were there on recall and that many did not understand their licence conditions.⁸² Since the initial rise in recall for men, the recall rate began to decrease again and has now stabilised, whereas for women the rate of recall continues to rise.⁸³

Reasons for the rise

The rise in recall may be attributed in part to the changes made by ORA. As the majority of women receive short custodial sentences, they have been disproportionately affected by the implementation of mandatory supervision for those sentenced to 12 months or less, as has been acknowledged by the government⁸⁴. Women on these short sentences account for the largest proportion of women's recalls. Before the changes, those women would have been released unconditionally, would not have been subject to supervision post-release and therefore could not have been recalled to prison.⁸⁵

There is also a potential challenge for CRCs who are responsible for supervising those on short sentences, in striking the right balance between enforcement and rehabilitation and avoiding community supervision requirements becoming a revolving door back into custody. London CRC is committed to keeping recall practices under review and to ensuring wherever possible that women are supported to comply with their requirements. A small qualitative study on the underlying causes of recall has recently been published by the Prison Reform Trust which finds that trust between women and their probation workers is key in ensuring successful rehabilitation and avoiding recall.⁸⁶

Consultation feedback

- The same level of service commitment that is being asked for in pre-sentence reporting should be replicated in recall.
- There needs to be more communication between women and their probation officer, so that they fully understand their licence conditions; if they are recalled they need to understand why. It needs to be better explained to the women at the beginning of their licence.
- There needs to be a better understanding of the purpose of a 14 day or 28-day recall, as that length of time in prison is not going to change anything.
- The recall process should show that all alternatives have been considered prior to recalling a woman and that recall is definitely a last resort.

⁸¹ Ministry of Justice (2018) Table 5.2 Number of offenders recalled from licence, by sex, supervising body, and sentence length. Offender Management Statistics quarterly: October to December 2017, London: MoJ

⁸² HM Inspectorate of Prisons (2016) HMP & YOI Bronzefield: 9 -20 November 2015, London: HMIP

⁸³ Guiney, T. (2018) Why Are More Women Being Returned to Prison Than Ever Before? Huffington Post. 13 February. Available from: https://www.huffingtonpost.co.uk/entry/why-are-more-women-being-returned-to-prison-than-uk_5a81bca5e4b033149e401d62 [accessed 21 March 2018].

⁸⁴ Oral supplementary question by Baroness Burt of Solihull, 31 January 2019: <https://hansard.parliament.uk/lords/2019-01-31/debates/ABD60075-464A-483E-B01D-E47DB341C1B8/Debate>

⁸⁵ Guiney, T. (2018) Why Are More Women Being Returned to Prison Than Ever Before? Huffington Post. 13 February. Available from: https://www.huffingtonpost.co.uk/entry/why-are-more-women-being-returned-to-prison-than-uk_5a81bca5e4b033149e401d62 [accessed 21 March 2018].

⁸⁶ Prison Reform Trust (2018) Broken Trust, London: PRT

- There needs to be increased communication between the CRC workers and the responsible officer, so that they are able to update each other on women's progress. Levels of positive engagement should be shared so that the probation officer is aware if a woman is engaging well with a non-statutory agency. Multi-agency work needs to be improved and a commitment made to do this, even if there is no contract between the CRC and other agencies. This communication is also important to make sure that any work going on in prison does not stop on release, and vice versa.
- The same quality of service and level of consideration that is being requested in the Blueprint at all stages of the criminal justice process must also apply prior to recall.
- There needs to be greater understanding of the process that occurs prior to someone being recalled.
- The NPS and CRC send a recall submission to the Public Protection Casework Section of HMPPS who then have the final decision as to whether or not someone is recalled; this has to be signed off by an area manager prior to submission. Evidence needs to be provided by the CRC/NPS officer to show the steps that have been taken to try and engage with the women before recalling her.
- The NPS/CRC office have a primary responsibility to manage risk to the public; this is their focus when looking at recalling someone.
- The officer has to have the information required to understand the women's behaviour, to assess her compliance and to be able to defend the recall decision.
- There is currently more training being put in place to make sure recall is being used properly and only as a last resort.
- Alternatives to recall include:
 - Changing the sentence plan or changing the sequence of the sentence plan
 - Adding relevant license conditions to the existing licence to manage the risk posed
 - Engaging other services
 - Increasing contact and appointments
 - Considering whether there should be a MARAC or IOM referral
 - Making a home visit
 - Taking account of the woman's social capital such as family and other support.

Opportunities, challenges and next steps

Further work is needed, in consultation with expert partners, to identify how all partner agencies can work together to identify the drivers to recall, to ensure that recall is avoided wherever possible and to monitor progress. It is proposed that this should be tabled for discussion at an early stage by the Blueprint Delivery Group in order to identify next steps.

Expert partners

Advance
London CRC

NPS – London
Women in Prison

Trafficked women (See also **Exploitation and Gangs, Foreign National Women and Prostitution**)

Evidence of need

Human trafficking is defined in international law as the illegal trade in human beings for the purposes of commercial sexual exploitation or forced labour. It is a form of modern slavery and is one of the fastest growing criminal industries in the world. Article 4 of the Council of Europe Convention on Action against Trafficking 2005 (the Trafficking Convention) defines trafficking as involving three things:

- Recruiting, moving or harbouring a person;
- In particular ways, such as by using force, deception, the abuse of power or the abuse of a position of vulnerability;
- For the purpose of exploitation, like forcing someone to be involved in prostitution, forced labour or domestic servitude.

The Modern Slavery Act 2015 encompasses human trafficking for all forms of exploitation. The Act introduced measures to enhance the protection of victims of slavery and trafficking. Victims of trafficking should not be punished for offences that they commit as a result. Yet evidence confirms that victims of modern slavery continue to be prosecuted for crimes they were forced to commit.⁸⁷

Consultation feedback

- It is necessary to define ‘trafficked women’ and if it includes women who are taken to court and then found not guilty. If so, how do we ‘capture’ them and ensure support for women involved in the criminal justice system but not prosecuted or convicted.
- More attention should be given to trafficked women in the Blueprint.
- The difference between smuggling and trafficking needs to be made clear.
- The contract between the Ministry of Justice and London CRC needs to be fleshed out more, so that the specifics around these women and the specific services they need are included in the contractual requirements.
- To identify and ensure women who have been trafficked are not imprisoned there needs to be more and widespread training on trafficking to CJ professionals

Current provision in London

A range of organisations work with women in contact with the criminal justice system in London who are victims of trafficking, including Hibiscus Initiatives and Abianda. This is a growing area of focus and challenge for the Metropolitan Police, the CPS and probation agencies. However, this remains a largely hidden group and there is likely to be significant unmet need.

Opportunities, challenges and next steps

Identifying women who have committed offences in the context of trafficking, and those who are at risk of offending in those circumstances, is a key challenge for all criminal justice agencies and women’s services. There is a significant policy focus on this at national level and the Modern Slavery Act provides a framework for the non-prosecution and protection of victims of trafficking. However, improvements in practice require constant reflection and close joint work between agencies, in consultation with expert partners. It is proposed that this should be tabled for discussion at an early stage by the Blueprint Delivery Group in order to identify next steps.

Expert partners

Abianda
 AIRE Centre
 BID UK
 Equal
 Hibiscus Initiatives
 Human Trafficking Foundation
 Kalayaan

Lammy Review implementation team
 (MoJ)
 Nia
 Office of the Independent Anti-Slavery
 Commissioner
 Redthread
 St Giles Trust
 Women at the Well

⁸⁷ Prison Reform Trust (2018) Still No Way Out: Foreign national women in the criminal justice system, London: PRT

Young women and care leavers (See also **Exploitation and Gangs** and **Trafficked women**)

Evidence of need

Girls (under 18-year olds) are not within the scope of the Blueprint. However, given that the drivers to offending often begin in childhood it makes sense to include some analysis relating to girls in contact with the criminal justice system or at risk of such contact.

Research has shown that children and young people at risk of offending have gender specific vulnerabilities. For instance, young women are more likely to experience sexual violence and abuse⁸⁸, to experience intimate partner violence, and to have mental health concerns which might trigger offending behaviours⁸⁹. Gender is also thought to make a fundamental difference to responses to intervention and engagement in support⁹⁰. Yet it is argued that the population specific needs and approaches relevant to young women are substantially overlooked within research and policy due to their small numbers.⁹¹

Vulnerable young women who face the prospect of locked accommodation typically experience challenges from birth, including a history of care placements, neglect, exploitation, exposure to violence and trauma, and loss.⁹²

As in the general population, looked after girls are significantly less likely than boys to be convicted of an offence. As such, they are a minority group within the criminal justice system and there is a lack of research about their experiences, needs and characteristics.⁹³ Girls in care may be at greater risk of child sexual exploitation than boys and this may be linked to criminalisation.⁹⁴ There appears to be an increased risk of child sexual exploitation where girls are moved between multiple placements or are placed far from home. The risk is also increased for young women leaving care, if they are placed in inappropriate bed and breakfast or hostel accommodation dominated by male residents.

The UN Special Rapporteur on Violence Against Women visited the UK in 2014 and raised concerns over the number of young women who are incarcerated. She called for the

⁸⁸ Roesch-Marsh, A. (2014). Risk assessment and secure accommodation decision making in Scotland: Taking account of gender? *Child Abuse Review*, 23, pp. 214- 226. Cited in Wilson, G. (2015) Re-imagining justice for young women in Scotland: An age and gender informed approach – issue 26, Howard League for Penal Reform's Early Career Academics Network (ECAN) bulletin, published 10 April 2015.

⁸⁹ Bateman, T., & Hazel, N. (2014). Resettlement of girls and young women: Research summary. Beyond Youth Custody. Cited in Wilson, G. (2015) Re-imagining justice for young women in Scotland: An age and gender informed approach – issue 26, Howard League for Penal Reform's Early Career Academics Network (ECAN) bulletin, published 10 April 2015.

⁹⁰ Gelsthorpe, L., and Worrall, A. (2009) 'Looking for trouble: A recent history of girls, young women and youth justice', *Youth Justice*, 9(3), pp. 209–223. Cited in Wilson, G. (2015) Re-imagining justice for young women in Scotland: An age and gender informed approach – issue 26, Howard League for Penal Reform's Early Career Academics Network (ECAN) bulletin, published 10 April 2015.

⁹¹ Wilson, G. (2015) Re-imagining justice for young women in Scotland: An age and gender informed approach – issue 26, Howard League for Penal Reform's Early Career Academics Network (ECAN) bulletin, published 10 April 2015.

⁹² See: McNeish, D., and Scott, S. (2014) *Women and young women at risk: Evidence across the life course*. London: Barrow Cadbury Trust, LankellyChase Foundation, Pilgrim Trust; Wilson, G., and Edgar, C (2014) 'What works for girls and young women: Time for Change'. *Presentation for the Centre for Youth and Criminal Justice*. Vulnerable Girls and Young Women Champion Group. Cited in Wilson, G. (2015) Re-imagining justice for young women in Scotland: An age and gender informed approach – issue 26, Howard League for Penal Reform's Early Career Academics Network (ECAN) bulletin, published 10 April 2015.

⁹³ Staines, J. (2016) Risk, adverse influence and criminalisation: Understanding the over representation of looked after children in the criminal justice system, London: PRT

⁹⁴ Prison Reform Trust (2016) *In Care, Out of Trouble: How the life chances of children in care can be transformed by protecting them from unnecessary involvement in the criminal justice system*, London: PRT

development of “gender-specific sentencing alternatives” and recognition of “women’s histories of victimisation when making decisions about incarceration.”⁹⁵

Although there has been a sustained drop in young people entering the criminal justice system and being sentenced to custody, this decrease has not been felt evenly across ethnic groups. Since 2006, there has been an 84.9% decrease in white girls receiving convictions but only a 73.5% decrease for black girls.⁹⁶

Research by Dr Claire Fitzpatrick has shown that girls are likely to have their welfare needs redefined as risks in a risk-dominated justice system, increasing the likelihood of discrimination, and highlights the neglect of girls in care who come into conflict with the law, arguing that a gender-neutral approach in this area risks further marginalising an already vulnerable population.⁹⁷

Consultation feedback

- The transition from youth offending services to the adult criminal justice system is challenging, with the loss of a multi-agency approach, limited interventions and services tailored to the young adult age group, and less support available.
- This is particularly difficult for young women with a history of trauma who may be even less well developed in maturity than their peers.
- Girls and young women aged 16 to 24 years are the age group at the highest risk of being victims of violence.
- Care experienced women are over represented in the criminal justice system. Young women who are care leavers may have a history of multiple care placements and multiple carers and social workers, creating instability, interrupted access to education and a lack of secure attachments. This, together with the lack of a traditional family network of support around them, can make them highly vulnerable to continued involvement in the criminal justice system.
- Care leavers require multi-agency support with a leading professional. Care leavers meeting statutory criteria have limited but important legal entitlements which should be met by their local authority up to the age of 25 years. It is essential for all professionals working with young women care leavers in the criminal justice system to understand care leaver entitlements, communicate these, and support young women to access their rights. Young women also need to be supported to develop their own independence.
- It is essential for professionals’ language to be non-stigmatising in relation to young women’s experience of care, the criminal justice system and gangs.
- There is very limited specialist provision for young women involved in the criminal justice system. Young women will not always need specialist interventions as compared with older age groups; mixed age groups can be helpful where young women can develop positive relationships with older women. However young women may find it harder to engage with some interventions and one-to-one work is likely to be important, with the quality of one-to-one relationships being paramount.
- Existing resources, such as the HMPPS care leaver champions, should be employed to improve practice.

⁹⁵ United Nations (2015) Report of the Special Rapporteur on violence against women, its causes and consequences, Rashida Manjoo, available from: https://www.endviolenceagainstwomen.org.uk/wp-content/uploads/UNSR_VAW_UK_report_-_19_May_2015.pdf [accessed 26 April 2018]

⁹⁶ Prison Reform Trust (2017) Counted Out: Black, Asian and minority ethnic women in the criminal justice system, London: PRT

⁹⁷ Claire Fitzpatrick, (2017) "What do we know about girls in the care and criminal justice systems?", Safer Communities, Vol. 16 Issue: 3, pp.134-143, <https://doi.org/10.1108/SC-03-2017-0011>

Current provision in London

There is limited specific provision for young women and care leavers in London. Advance aims to achieve a 70% increase in improved emotional management and wellbeing, and in reporting healthier relationships, in young women aged 15 to 24.

Opportunities, challenges and next steps

Further work is needed, in consultation with expert partners, to identify the specific needs of young women and care leavers in contact with the criminal justice system or at risk of such contact and to establish how all partner agencies can work together to ensure that opportunities are taken at every stage to support young women and care leavers to be diverted from the criminal justice system and into support. This work should be informed by the Department for Education's National Protocol to Reduce the Criminalisation of Looked After Children and Care Leavers.⁹⁸ It is proposed that this should be tabled for discussion at an early stage by the Blueprint Delivery Group in order to identify next steps.

Expert partners

Abianda	Howard League for Penal Reform
Agenda	Local authority Directors of children's services
Become	Redthread
Care Leavers' Association	Transition 2 Adulthood Alliance
Drive Forward Foundation	

⁹⁸ Available at: <https://www.gov.uk/government/publications/national-protocol-on-reducing-criminalisation-of-looked-after-children>

6. Relevant organisations

The following organisations are engaged in the treatment of women in contact with the criminal justice system in London or at risk of such contact or are national centres of expertise in this area. Not all those listed are signatories to the Blueprint.

Government agencies and professional bodies

Association of Directors of Adult Social Services

ADASS is the association of directors of adult social services in England. It is a charity which aims to further the interests of people in need of social care by promoting high standards of social care services and influencing the development of social care legislation and policy.

<https://www.adass.org.uk/home>

Association of Directors of Children's Services

ADCS is an organisation of members who hold leadership roles in children's services departments in local authorities in England. Its members specialise in developing, commissioning and leading the delivery of services to children, young people and their families. This includes education, health, youth, early years and social care services. ADCS works in partnership with other agencies to achieve tailored and joined-up services for children, whatever their identified needs. www.adcs.org.uk/

Association of London Directors of Children's Services (ALDCS)

ALDCS is a pan-London body representing all of London's statutory Directors of Children's Services. It provides strategic leadership which promotes and improves the work boroughs do to offer all children and young people the best start in life, with opportunities and support to achieve their full potential. www.londoncouncils.gov.uk/node/26896

Criminal Bar Association

The Criminal Bar Association exists to represent the views and interests of the practicing members of the Criminal Bar in England and Wales. The CBA is committed to assisting young practitioners to develop and advance their practice and providing information to those aspiring to join the Criminal Bar. www.criminalbar.com/

Criminal Law Solicitors Association

The Criminal Law Solicitors' Association represents criminal law solicitors throughout England and Wales. The association is open to any solicitor, prosecution or defence - and to court clerks, qualified or trainee - involved with, or interested in, the practice of criminal law. The CLSA has around 1,500 members and responds to every significant consultation paper affecting criminal lawyers. www.clsa.co.uk/

Crown Prosecution Service – London

The Crown Prosecution Service (CPS) is the main prosecuting authority in England and Wales. The CPS works in partnership with all agencies in the criminal justice system and works especially closely with the police, although it is independent of them. The CPS in London is separated into two areas: CPS South London and CPS North London. Both the North and South London CPS engage with the diverse communities that they serve in order to ensure that they make London a safer place to live, work and visit. CPS South London has two community panels that work on a pan-London basis – one that focusses specifically on Violence Against Women and Girls (VAWG) and one that has a wider remit and will for instance look at cases involving hate crime. www.cps.gov.uk/london

Department for Education

The Department for Education is responsible for children's services and education, including early years, schools, higher and further education policy, apprenticeships and wider skills in England. The DfE is a ministerial department that is supported by 18 agencies and public bodies. The DfE's vision is to provide world-class education, training and care for everyone, whatever their background. It will make sure that everyone has the chance to reach their potential and live a more fulfilled life. It will also create a more productive economy, so that our country is fit for the future.

www.gov.uk/government/organisations/department-for-education

Department for Health and Social Care

The Department for Health and Social Care (DHSC) is a ministerial department supported by 28 agencies and public bodies, including Public Health England and NHS England. It supports ministers in leading the nation's health and social care to help people live more independent, healthier lives for longer.

<https://www.gov.uk/government/organisations/department-of-health-and-social-care>

Department for Work and Pensions

The Department for Work and Pensions (DWP) is responsible for welfare, pensions and child maintenance policy. As the UK's biggest public service department, it administers the State Pension and a range of working age, disability and ill health benefits to around 20 million claimants and customers. The priorities of the DWP are to run an effective welfare system that enables people to achieve financial independence by providing assistance and guidance into employment, increase saving for later life and to create a fair and affordable welfare system which improves the life chances of children.

www.gov.uk/government/organisations/department-for-work-pensions

HM Courts and Tribunals Service

HM Courts and Tribunals Service (HMCTS) is responsible for the administration of criminal, civil and family courts and tribunals in England and Wales and for non-devolved tribunals in Scotland and Northern Ireland. HMCTS works with an independent judiciary to provide a fair, efficient and effective justice system. It administers the work of Magistrates' Courts and the County Courts, Family Courts, Crown Courts and the Royal Courts of Justice. It follows the Ministry of Justice's strategic vision for reform, to create a more effective, less costly and more responsive justice system for the public. www.gov.uk/government/organisations/hm-courts-and-tribunals-service

HMP & YOI Bronzefield

HMP & YOI Bronzefield is a modern, purpose-built prison for women which opened in June 2004. It performs the function of a local prison, accepting prisoners directly from the courts and is run by Sodexo Justice Services. The prison accommodates 572 women and is comprised of four house blocks with approximately 130 women in each. HMP & YOI Bronzefield receives women from courts within its catchment area, including remand and trial adults and young adults; short term sentenced adults up to six months; mothers and babies (up to 18 months); Restricted Status prisoners; life sentenced prisoners and young offenders. www.justice.gov.uk/contacts/prison-finder/bronzefield

HMP Downview

HMP Downview is a women's prison located in Surrey. The prison only holds sentenced adult women, having re-opened as a closed women's prison in 2016. The population is diverse, and the majority of the women are from the London area of the South East of England. www.justice.gov.uk/contacts/prison-finder/downview

HMP Send

HMP Send currently operates as a closed women's Training Prison. It also houses a 20 bed Substance misuse Unit, an 80 bed Resettlement Unit and a Therapeutic Community with a capacity of 40. <http://www.justice.gov.uk/contacts/prison-finder/send>

HM Prisons and Probation Service

HMPPS is an agency made up of Her Majesty's Prison Service, the National Probation Service and a headquarters focussed on creating tools and learning. It works with its partners to carry out the sentences given by the courts either in custody or the community, whilst working to reduce reoffending by rehabilitating the people in its care through education and employment. HMPPS in England and Wales are responsible for running prison and probation services, rehabilitation services for people leaving prison, making sure that support is available to stop people reoffending and managing private sector prisons and services. <https://www.gov.uk/government/organisations/her-majestys-prison-and-probation-service>

Home Office

The Home Office has a fundamental role in the security and economic prosperity of the United Kingdom. The Home Office is the lead government department for immigration and passports, drugs policy, crime, fire, counter-terrorism and police. It is responsible for reducing and preventing crime and ensuring that people feel safe in their homes and communities. www.gov.uk/government/organisations/home-office

Independent Anti-Slavery Commissioner

The IASC has a UK wide remit to encourage good practice in the prevention, detection, investigation and prosecution of modern slavery offences. The IASC wishes to see an increase in the number of victims of modern slavery that are identified and referred for appropriate support and an increase in the number of prosecutions and convictions of traffickers and slave masters. www.antislaverycommissioner.co.uk/

Judicial College

The Judicial College was established in April 2011 to enable all judicial office holders for whom the Lord Chief Justice (LCJ) and the Senior President of Tribunals (SPT) have statutory responsibility, to be trained by the same organisation. The LCJ and SPT have oversight of the College through the Judicial Executive Board (JEB), which supports them in their leadership, organisation and management roles. The chairman of the College is a member of the JEB and through that body advises and supports the senior judiciary in training issues. From April 2013, the training of all types of coroner and coroners' officers also became part of the Judicial College's responsibilities. The Judicial College is part of the Judicial Office. www.judiciary.uk/about-the-judiciary/training-support/judicial-college/

London Association of Directors of Adult Social Services

The fundamental aim of the London Association of Directors of Adult Social Services is to improve adult social care across London and to identify ways of doing this as cost-effectively as possible. It works with adult social services and other bodies committed to improving the health and wellbeing of Londoners, encouraging collaboration through various networks and focused projects. www.londonadass.org.uk/

London Borough of Lambeth

The London Borough of Lambeth oversees the South London Alliance project, commissioned to deliver a whole system approach for women across six South London authorities; Lambeth, Southwark, Lewisham, Croydon, Sutton and Wandsworth. The London Borough of Lambeth received the funding from MOPAC in July 2018 and the project is commissioned until March 2021. Women in Prison delivers Lambeth's service provision across the six boroughs, working with women who have had involvement with the criminal

justice system or are at risk of coming into contact with the criminal justice system.
www.lambeth.gov.uk

London Community Rehabilitation Company (An MTCNovo company)

London Community Rehabilitation Company (CRC) is the largest of the 21 CRCs in England and Wales, employing nearly 1,200 staff in London. Its role is to manage those offenders assessed as low and medium risk under probation supervision. London CRC works alongside the National Probation Service, which manages offenders who have been assessed as presenting high risk of harm to others.

London CRC's work with women offenders is overseen by the Head of Interventions who reports to the Deputy Director for Custody, Interventions, Contracts and Partnerships. The CRC is currently finalising a draft women offenders' strategy. The strategy has four main priorities:

1. To deliver a comprehensive and effective Women's Through the Gate resettlement service;
2. To provide a safe and secure women's space;
3. To create a trauma informed workforce; and
4. To deliver an evidence-based set of interventions for women across London.

London CRC works with women in all London boroughs and funds women specific support in the following boroughs:

Barking	Hammersmith and	Lewisham
Brent	Fulham	Newham
Camden	Haringey	Redbridge
Croydon	Havering	Southwark
Dagenham	Hillingdon	Waltham Forest
Ealing	Hounslow	Westminster
Enfield	Islington	
Hackney	Kensington and Chelsea	

www.londoncrc.org.uk

London Councils

London Councils is the local government association for Greater London. It is a cross-party organisation that represents London's 32 borough councils and the City of London and works on behalf of all of its member authorities to ensure that they have the resources, freedoms and powers to do the best possible job for their local communities. It was formed in 1995 as a merger of the London Boroughs Association and the Association of London Authorities. London Councils is a signatory to the shared vision for women offenders in London is set out in the MOU 'Working towards justice devolution', which contains commitments to developing a whole systems approach to women offenders in London.

www.londoncouncils.gov.uk

London local authorities

London's local authorities (borough councils) are uniquely placed to work strategically with local and regional stakeholders to ensure the needs of women in their local area are identified and met. Women in contact, or at risk of contact, with the criminal justice system will often be in contact with multiple local services – for example housing, social care services, drug and alcohol treatment, mental health provision. Local authorities, and they perform a central role both in commissioning and providing services and in co-ordinating services locally.

Magistrates' Association

The Magistrates Association (MA) is the independent voice of all magistrates in England and Wales. As the voice of magistrates, the MA works hard to promote the work of its members and the institution of the lay justice system. The MA speaks to key decision-makers in Parliament and Government, as well as the media and other organisations in the criminal justice field. It has an in-house policy team who research key topics relevant to the magistracy as well as monitoring changes in the law to ensure its members are supported. The MA influences key decision-makers provides members with information and training and promotes public awareness of the magistracy. www.magistrates-association.org.uk

The Mayor's Office for Policing and Crime (MOPAC)

MOPAC is responsible for delivering the Mayor's Police and Crime Plan for London, 2017-2021. This work is led by the Deputy Mayor for Policing and Crime. MOPAC has invested just over £5m in women offender services from 2018 to 2021. This includes investment through the Co-Commissioning Fund in two consortiums to deliver services to women across 21 London boroughs. MOPAC is currently preparing to issue a tender for the Metropolitan Police Service's (MPS) planned large scale women offender diversion pilot. In the Memorandum of Understanding (MOU) Working towards justice devolution, MOPAC, MoJ and London Councils set out a shared vision to develop a whole system approach to women offenders in London. Through the development of the Blueprint and the Action Plan, MOPAC aims to work with partners to achieve a permanent strategic change in the way women at risk of imprisonment in London are helped.

<https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac>

Metropolitan Police Service (MPS)

The MPS is the UK's largest police service and has 25% of the total police budget for England and Wales. The Commissioner is accountable in law for exercising police powers and to MOPAC and is held to account for the delivery of policing by the Home Secretary and the Mayor of London. The Mayor of London was given a direct mandate for policing in London in 2011, as part of the Police and Social Responsibility Act. As such, the Mayor is responsible for setting the strategic direction of policing in London through the Police and Crime Plan.

A number of powers are devolved to MOPAC, which is led by the Deputy Mayor for Policing and Crime. This includes the delivery of efficient and effective policing, management of resources and expenditure. MOPAC is the functional body of the Greater London Assembly that sets the policing budget, holds the Commissioner to account and in partnership discusses progress against the Police & Crime Plan, assesses the strategic budget position and key risks to delivery. www.met.police.uk

Ministry of Housing, Communities and Local Government

Formerly the Department for Communities and Local Government, the Ministry's job is to create great places to live and work, and to give more power to local people to shape what happens in their area. The Ministry of Housing, Communities and Local Government is responsible for driving up housing supply, increasing home ownership, devolving powers and budgets to boost local growth in England and supporting strong communities with excellent public services. www.gov.uk/government/organisations/ministry-of-housing-communities-and-local-government

Ministry of Justice

The Ministry of Justice is the UK government department with responsibility for courts, prisons, probation services and attendance centres. Its work on women offenders is led by the Parliamentary Under Secretary of State, a role currently held by Edward Argar MP. Officials in the Vulnerable Offender team are responsible for policy in relation to women offenders. The Ministry of Justice published a national Female Offender Strategy in June 2018. The Ministry of Justice's shared vision with MOPAC and London Councils to develop a whole system approach to women offenders in London is set out in the MOU 'Working towards justice devolution'. <https://www.gov.uk/government/organisations/ministry-of-justice>

National Police Chiefs Council (NPCC)

The NPCC brings police forces in the UK together to help policing coordinate operations, reform, improve and provide value for money. Crime is changing and so are citizens' needs and expectations of policing. They are constantly adapting and reforming to keep people safe. Public confidence and support are essential. The NPCC strive to improve the way they work and learn from when things go wrong to build people's confidence in the police. www.npcc.police.uk/Home.aspx

National Probation Service (London)

The National Probation Service (NPS) London is currently one of seven NPS Divisions (England and Wales). Its priority is to protect the public by the effective rehabilitation of high risk of harm offenders, by tackling the causes of offending and enabling offenders to turn their lives around. The NPS is also responsible for preparing pre-sentence reports for Courts, to assist them with selecting the most appropriate sentence. The NPS works with offenders in prison to prepare them for release in accordance with the conditions of their licence and manages the Approved Premises (AP) estate for those high-risk offenders requiring AP residence. The NPS also has an important role in communicating and prioritising the wellbeing of victims of serious sexual and violent offences where the offender has received a prison sentence of 12 months or more.

NPS London supervises between 600-700 women, around half of whom are in custody at any one time. Its Women Offender's Board and Divisional Plan is led by the Head of Stakeholder Engagement and implemented by the Women's Strategy Lead. NPS London's priority is to reduce the use of short-term custody for women in London. It works in partnership with London CRC and the MOPAC co-commissioned services, as well as liaison and diversion providers and other voluntary and community sector organisations to ensure NPS women can access a trauma informed service. NPS London also delivers the women's personality disordered pathway service in conjunction with NHS England.

<https://www.gov.uk/government/organisations/national-probation-service>

NHS England (London)

NHS England (London) has oversight and leadership for the NHS in London and commissions more than £15 billion of services for the 8.17 million people living in the capital. These include general practitioners (GPs) and over 140 specialised services. This also consists of Healthcare for those in the criminal justice system such as Prisons, Liaison and Diversion services, Sexual Assault and Abuse services, and Immigration and Removal Centres.

NHS England (London) is working with partners to implement the Ministry of Justice national Female Offender Strategy from 2018 with the aim to update the London Strategy.

The Health in Justice and Other Vulnerable Adults London Clinical Network (HiJOVA) has an overarching aim to provide expert advice to NHS England (London) Health in Justice and Other Vulnerable Adults Commissioning Stream to improve vulnerable Londoners' wellbeing in their contact with the criminal justice system. HiJOVA developed a proposed strategy in

2016 which was partly adopted and will be updated in light of the government's Female Offender Strategy. <https://www.england.nhs.uk/>

Public Health England

Public Health England exists to protect and improve the nation's health and wellbeing and reduce health inequalities. It is an executive agency of the Department of Health and Social Care, and a distinct organisation with operational autonomy. It provides government, local government, the NHS, Parliament, industry and the public with evidence-based professional, scientific expertise and support. www.gov.uk/government/organisations/public-health-england

London Health and Wellbeing Boards

Health and Wellbeing Boards bring together key leaders from the local health and care system to improve the health and wellbeing of their population and reduce health inequalities. The boards should achieve this through developing shared understandings of the health and wellbeing needs of its communities, providing system leadership, having strategic influence over commissioning decisions across health, public health and social care and by involving councillors and patient representatives in commissioning decisions. www.londoncouncils.gov.uk/our-key-themes/health-and-adult-services/health/health-and-wellbeing-boards

London CCGs

Clinical Commissioning Groups are clinically-led statutory NHS bodies. The CCG is responsible for the planning and commissioning of health care services in its local area. Commissioning is about getting the best possible health outcomes for a local population, which involves assessing needs, deciding priorities and strategies and then buying services on behalf of the population. CCGs are responsible for the health of its population and must constantly respond and adapt to changing circumstances. www.england.nhs.uk/ccgs

Voluntary sector agencies

Abianda

Abianda is a social enterprise that works with young women who have been affected by gangs and provides training for professionals who work with them. Abianda provide frontline services for girls and young women aged 11 to 24 years, along with training for social workers, youth workers, police, health professionals, foster care and others. Abianda uses a unique model of practice and address the barriers that stop young women seeking help, working alongside them to design and deliver services. www.abianda.com

Advance

Advance, founded in 1998, is an award-winning innovative charity, enabling women and girls to lead safe and violence-free lives, so that they are able to actively engage with society. It is a women-only organisation delivering services for women by women, supporting those experiencing domestic violence to be safe and take back control of their lives, and helping those who have committed crime to break the cycle of reoffending and keep families together.

Based in London, since its inception Advance has led the way in innovation in the sector with community, "through-the-gate", and whole-system co-located services. Through its women's centres and advocates, Advance delivers holistic, specialist one-to-one support and engaging group interventions tailored to women's needs. Advance evokes change by working within the system, engaging with professionals through advocacy and training to improve outcomes for women across London. www.advancecharity.org.uk

Agenda

Agenda was brought together by a group of trusts, foundations and voluntary sector organisations building on work started with Baroness Corston's 2007 report into women in the criminal justice system. Agenda was brought together in 2015 to advocate for change for women and girls at risk. They exist to ensure that women and girls at risk of abuse, poverty, poor mental health, addiction and homelessness get the support and protection they need. Agenda campaign for systems and services to be transformed. Raising awareness across sectors to promote public and political understanding of the lives of women and girls who face multiple disadvantages. www.weareagenda.org/

Airnetwork

Airnetwork provides services for disadvantaged adults and young people across London, Essex and Kent. The services focus on issues such as problematic substance use, crime and offending behaviour, homelessness and employability. Airnetwork supports individuals' move through a successful recovery, developing their quality and enjoyment of life, supporting them in developing life skills and in making life choices as they move towards employment and independent living. www.connectsport.co.uk/organisation/air-network.

Become

Become deliver support and advice to children in care and young care leavers. They run services including their Care Advice Line and life coaching programme. Become also help the care system work better by ensuring that young people's voices and perspectives shape policy and practice. They engage with young people by helping them create their own campaigns and link them directly with decisions made locally and in Westminster. www.becomecharity.org.uk.

Care Leavers' Association

The Care Leavers' Association is a national user led charity based in Manchester which aims at improving the lives of care leavers of all ages. It brings together the voices and experiences of care leavers to support other care leavers, improve the current care system and change society's perceptions. The Care Leavers' Association have a Criminal Justice Project which works to reduce the number of care leavers in the criminal justice system and to improve the support to care leavers in the criminal justice system and institutional practice. www.careleavers.com

Catch-22

Catch22 is a not for profit social business delivering services for young people, families and adults. They work with individuals across justice, social action, education and into employment. Catch22 deliver alternative education, apprenticeships and employability programmes, justice and rehabilitation services (in prisons and in the community), gangs intervention work, emotional wellbeing and substance misuse, and children's social care programmes. www.catch-22.org.uk

Clean Break

Clean Break is a women's theatre company delivering theatre-based courses, awarding qualifications and offering specialist support for women who have experience of the criminal justice system. Clean Break run programmes in women's prisons and at their women-only premises in London. The training and education programme can help participants to develop personal, professional and creative skills that can often lead to education and employment. www.cleanbreak.org.uk.

Clinks

Clinks is the infrastructure organisation supporting voluntary organisations in the criminal justice system in England and Wales. Our aim is to ensure that organisations and the people

they support are informed and engaged in order to transform lives and communities. Clinks support, promote and represent the [voluntary sector working with people in the criminal justice system](#) and their families, there are currently over 1,700 voluntary organisations working in England and Wales. Clinks keep members up-to-date with the fast-changing criminal justice landscape, ensuring they can respond to new developments and opportunities, as well as advocating for change on policy issues raised by members. Clinks believe there are key actions that can be taken, across sectors, to ensure that people in the criminal justice system get the support they need to change their lives for the better. Find out more in [Influencing criminal justice policy. www.clinks.org](#)

Drive Forward Foundation

Drive Forward provides support to young care leavers and aims to make a difference to their lives by helping them achieve their career goals and succeed in life. Drive Forward create opportunities for care-experienced young people, following a relational working approach based on trust and understanding to create a connection with the individual to better understand their needs, desires and aspirations. Drive Forward runs employment consultations to identify suitable training and job opportunities that match an individual's life and career plan. www.driveforwardfoundation.com

Heart & Mind

Heart & Mind is a team of over 40 health care practitioners who work together to offer Short and Long-Term Psychotherapy and Counselling, Cognitive-Behavioural Therapy (CBT) and Life Coaching. It provides help and support on a range of issues including relationship difficulties, depression, anxiety, panic attacks, addiction, sexual problems, bereavement, faith issues, work and life balance and personal development. Heart & Mind offers professionally accredited counselling training programmes underpinned by a Christian worldview.

www.heartandmind.london/#welcometoheartandmind

Hibiscus

Hibiscus Initiatives is a voluntary organisation that has been delivering high-quality services for over 30 years. Hibiscus provides expert support, working with foreign national and black, minority ethnic and refugee women in prison, in the community and in immigration detention. Hibiscus has a person-centred approach which engages the clients, supporting and empowering them to deal with their multiple and often complex needs whilst addressing the disadvantage that language and cultural barriers present. www.hibiscusinitiatives.org.uk

Housing for Women

Housing for Women provides and promotes affordable homes for women and provides gender-specific support services. For over 40 years Housing for Women has supported women and children in London to escape domestic abuse, empowering women to overcome trauma and rebuild their lives without fear. Housing for Women owns and manages over 920 properties across 10 London boroughs. www.hfw.org.uk

Imkaan

Imkaan is a Black feminist organisation dedicated to addressing violence against Black and minoritised women and girls. Imkaan works with members to represent the expertise and perspectives of frontline, specialist and dedicated Black and minoritised women's organisations that work to prevent and respond to violence against women and girls, including domestic violence, forced marriage and 'honour-based' violence. Imkaan delivers a package of support to frontline Black and minoritised organisations, including quality assurance, accredited training and peer educational sustainability support and facilitation of space for community engagement and development. Imkaan conducts research to support the ongoing development of a robust evidence base around the needs and aspirations of Black and minoritised women and girls. www.imkaan.org.uk

Inspirit

Inspirit Training & Development Ltd is an ex-service user led organisation that primarily works to support alcohol and drug users and their families through educational opportunities, personal development and consultation for service user involvement. Inspirit delivers services and runs a 'freespace' for creative and personal development. Inspirit coordinates service user involvement in the London Borough of Islington (substance misuse services) and is responsible for developing a pioneering co-production process for NHS England, London Region, in healthcare in the London prison estate and other criminal justice settings. www.inspirit-training.org.uk

Pecan

Pecan is a Christian charity dedicated to bringing hope to individuals and the wider community. Pecan helps people facing barriers to find a way through and believes that, with the right support, people can unlock their true potential. Pecan has two women's spaces, which are one-stop-shops for women affected by the criminal justice system and for local women seeking support, information and community. The aim of the centres is to provide gender-specific and personalised support. Pecan works with the London CRC and other partner organisations and services, to allow women to access a holistic range of support. www.pecan.org.uk

Prison Reform Trust

The Prison Reform Trust is an independent UK charity working to create a just, humane and effective penal system. This is done by inquiring into the workings of the system, informing prisoners, staff and the wider public; and by influencing Parliament, government and officials towards reform. PRT have a longstanding interest in improving criminal justice outcomes for women. The Transforming Lives programme has a specific aim to reduce the unnecessary imprisonment of women. www.prisonreformtrust.org.uk.

Redthread

Redthread is a collaborative youth work charity with 20 years' experience in delivering dynamic and holistic support to young people in their personal and social development. Their mission is to empower young people to thrive as they navigate the challenging transition to adulthood by integrating trauma-informed youth work into the health sector. www.redthread.org.uk

Refuge

Refuge aims to empower women and children to rebuild their lives, free from violence and fear. It provides a range of life-saving and life-changing services, and a voice for the voiceless. Refuge understands that everyone's circumstances and needs are different, and that survivors need different services at different times. Its staff work closely with every individual to develop a bespoke plan. Refuge runs award-winning national campaigns to challenge the negative myths surrounding domestic violence and reaches out to abused women and children to break their isolation and help them access support. www.refuge.org.uk

SafeGround

Safe Ground work to reduce the risk of offending and reoffending based on a continually developing understanding of the origins and impact of crime and a commitment to empowering people to change. Through drama, dialogue, and debate they enhance empathy and encourage expression, developing self-awareness and promoting social justice. www.safeground.org.uk

Safer London

Safer London delivers a range of prevention, diversion and intervention projects for young Londoners involved in gangs and youth crime, especially the victims of gang crime and those looking to make a positive transition to crime-free lives.

Safer London has three key programmes: Empower - a multi-strand holistic framework to tackle gang-related sexual exploitation in priority London boroughs; Aspire - a pan-London 1:1 skills development programme supporting young people aged 16-25, predominantly ex-offenders or those on the margins of criminality; and Safe & Secure – an intensive high-level gang exit, relocation and life-transformational programme. www.saferlondon.org.uk

Startup

Startup is committed to reducing reoffending and improving life chances for ex-offenders and disadvantaged young women by giving them the opportunity to turn their lives around and earn a successful living. They provide focused, caring and consistent support, both financial and personal, that will reduce reoffending by enabling ex-offenders to become self-employed. They work with women whilst still in prison and continue to support them for at least a year once they have become self-employed. The Startup model has been developed with ex-offenders and offenders directly contributing ideas, helping plan services and developing a peer network of support. www.startupnow.org.uk/

St Giles Trust

St Giles Trust aims to help break the cycle of prison, crime and disadvantage and create safer communities by supporting people to change their lives. Its services put reformed ex-offenders at the heart of the solution, training them to use their skills and first-hand experience to help others through peer-led support. St Giles Trust works in custody, through the gate and in the community, finding solutions to support offenders to break the cycle and move towards social inclusion and mainstream provision. It works with a wide demographic and has specific experience with groups including women, BAME people, young people and foreign national prisoners. www.stgilestrust.org.uk

T2A

T2A (Transition to Adulthood) is an initiative of the Barrow Cadbury Trust's criminal justice programme. The framework for T2A's work is the 'T2A Pathway', 10 points in the criminal justice system where a distinct approach to young adults can be delivered. The T2A programme makes the case that developmental maturity is a better guide than age when deciding on the best response to offending by young adults. When policy makers, sentencers, and practitioners take into account developmental maturity and the particular needs of this group, research has shown that young adults are more likely to 'grow out of crime'. Choosing an appropriate intervention at this stage can reduce the time young offenders spend in the criminal justice system. www.t2a.org.uk

Turning Point

Turning point offer a wide range of health and wellbeing services. They support individuals with a learning disability and complex needs, mental health support, support for individuals with alcohol and drug misuse issues and for those who want to improve their emotional and physical health. www.turning-point.co.uk/

Women at the Well

Women at the Well are a women-only service located in Kings Cross dedicated to supporting women whose lives are affected by or at risk of being affected by prostitution. Most women who use their services have multiple and complex needs including: problematic drug and alcohol use, mental health difficulties, rough sleeping and trafficking. www.watw.org.uk/

Women in Prison

Women in Prison (WIP) is a unique, women-only organisation that provides gender-specialist support to women affected by the criminal justice system and campaigns to expose the injustice and damage caused to women by imprisonment. It campaigns for a radical reduction in prison places in favour of community solutions and wants to see considerable investments in community alternatives to custody such as women's centres.

WIP works in prisons, in the community and "through the gate", supporting women leaving prison. It runs three women's centres that all incorporate liaison and diversion schemes for women involved in the criminal justice system. WIP's combined services provide women with support around advocacy, complex needs, domestic and sexual violence, education, training and employment, housing, mental health, parenting and substance misuse.

<https://www.womeninprison.org.uk/>

Women's Aid

Women's Aid is a national charity working to end domestic abuse against women and children. It is a federation of over 180 organisations across England. Local Women's Aid organisations may include freephone 24 hour domestic violence helplines, online support, refuge accommodation, outreach services, independent domestic violence advocacy, floating support and aftercare and resettlement. www.womensaid.org.uk

Working Chance

Working Chance started from small beginnings in 2007 and have grown to be a respected and dynamic not-for-profit recruitment consultancy who make real and lasting changes in the lives of women who have had contact with the criminal justice system, their children and the community more broadly. Their mission is to help candidates to become financially independent by preparing them to re-enter the labour market and enabling them to obtain and sustain quality, paid employment which offers real career prospects. Unlike commercial recruitment consultancies, they offer career coaching and advice, employability skills training, and in-work mentoring to encourage career development. Working Chance also provide resettlement support and specialist interventions in times of crisis to ensure that their candidates can successfully re-establish themselves within mainstream society, transition into paid employment and thrive in their chosen careers. www.workingchance.org/

Young Mums Support Network

YMSN is a registered social enterprise offering support to single and young mothers. YMSN provides support, training and development to young mothers in deprived areas. It aims to empower young women to make informed decisions about their lifestyle and relationships, offering coaching and helping young mothers reach their personal goals. It offers access to educational support, mediation and counselling services as well as wider access to skills and employment. YMSN runs three programs: Ready Steady Work, Ladies Lunch and Information Coffee Mornings. Additional services include advice on sexual health, healthy relationships, parental workshops and victim support. It also provides a pathway to free training courses to young women through partnerships with local communities and charities. www.ymsn.co.uk