



Ministry
of Justice

Managing Vulnerability: Women

Fact pack

June 2018

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Foreword

Women are a minority group in the criminal justice system (CJS) accounting for less than 20% of arrests in England and Wales,¹ 26% of prosecutions (which includes prosecutions by non-police bodies),² 15% of offenders on community orders and just 5% of the prison population.³ The cost of female offenders to the CJS and its partners, as well as society as a whole, is nevertheless high. The cost to policing alone is estimated at some £1bn per annum.⁴

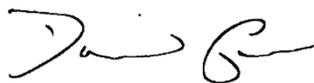
Women often demonstrate more acute and complex needs, including backgrounds of abuse, and chaotic lives, that present in different ways to men. Indeed, many of the women who commit crime are amongst the most vulnerable and disadvantaged women in society. Reoffending rates for women remain too high and too many are caught in a revolving door of offending. We know that female offenders who end up in custody have poorer outcomes than male offenders in several areas and believe that, at least for those imprisoned for low level but prolific offending, we can intervene more effectively at an earlier stage to address the drivers of their offending.

It is right that people who commit crime are punished for those crimes and that we keep our communities safe. But, it is also important that those within our criminal justice system are rehabilitated.

Baroness Corston's seminal report, *A review of women with particular vulnerabilities in the Criminal Justice System (2007)*⁵ set out the need for a new, targeted approach, treating women both holistically and individually. She argued that women had been marginalised within a system largely designed by men for men for far too long, and that their needs should be championed to make sure they were met.

There is evidence that a gender-informed approach may be more effective in helping women to turn their lives around.⁶ In 2012, the Police Service accepted the challenge from the Prison Reform Trust to work with partners to improve outcomes for female offenders. Since that time some forces, with the support of partners, have introduced a number of approaches to reduce the number of women entering and/or re-entering the criminal justice system. The majority of these approaches have sought to address the issue of women arrested and attempt to provide alternative remedies to criminal outcomes. Whilst the approaches have varied, the overarching aim of supporting vulnerable women in the criminal justice system to prevent further offending has been the key element.

We would now encourage every Police area to consider implementing a process model which ensures officers take a gender-informed approach to all women with whom they come into contact, whether or not they are arrested. We would encourage the inclusion of this approach for vulnerable female offenders in the Police plan for every force, with the cultural and practical changes required led by senior officers. Such an approach would be a positive response to the requirements of the Public Sector Equality Duty and the need to advance equality of opportunity.



Rt. Hon David Gauke MP
Secretary of State for Justice



Jon Stratford
Deputy Chief Constable, Gloucestershire
Constabulary, NPCC Lead for Integrated
Offender Management and Electronic Monitoring



Dame Vera Baird DBE QC
APCC Lead for Victims

Introduction

The following pages provide some compelling reasons for considering a women's specific approach to the management of vulnerability in respect of offenders. This is not to say that other vulnerable groups should not, where possible, be afforded a more tailored approach to the management of that vulnerability, should they offend. Many groups have complex needs which, if addressed, can lead to positive outcomes for communities, victims and the individual offenders concerned. This is why the College of Policing has recently introduced a one day vulnerability learning package to further develop the skills of first responders, encouraging them to look beyond the obvious and feel empowered to use their professional curiosity when dealing with those who are vulnerable.

This guidance is focused, however, on the evidence and clear pathways to support a woman's journey out of offending.

Many areas have an Arrest Intervention Referral Service (AIRS) that support all arrested persons to identify a range of needs in respect of alcohol, drug and mental health issues. Such approaches are testament to the efforts Policing is making to manage vulnerability across the criminal justice spectrum. Over the years, the focus of the CJS, perhaps understandably, has been on addressing the needs of the majority, male offenders. The typical nature of female offending has meant that in the past it has not been identified as a priority in terms of its impact upon communities. As a consequence, Policing offender management programmes have rarely impacted upon female offenders. It has therefore required concentrated dedicated approaches to identify vulnerability from what is often a low level but persistent offending group.

It is important that services are built in partnership, so that where vulnerability is recognised, there is a service to support that need in the community or criminal justice environment. Assessing needs is a critical step, albeit only the beginning of the process. By taking steps that will ensure a woman is supported to address factors that may have contributed to her offending, the police can reduce the number of women in the justice system and the damage that their offending causes to victims and their community. It will also improve the lives of the children of these women, reducing the risk that they, in turn, will become offenders.

This is a time of diminishing resources but, if we are serious about justice, we cannot continue to ignore the compelling case for a women-centred approach to female offenders' vulnerability, or the benefits that this could bring to the Police and society.

What is the ask?

We would encourage all forces to:

- implement a process model that ensures officers take a gender-informed approach to all women with whom they come into contact, whether or not they are arrested
- work with partners, including Liaison & Diversion services where rolled out, to ensure that the needs of female offenders are assessed and women are either diverted into support, where appropriate, or are supported to address issues that may underlie their offending whilst awaiting their court hearing and beyond
- identify and build partnerships with other organisations, both statutory and in the third sector, to whom women can be referred for support
- provide strong leadership by senior officers to ensure that the cultural and practical changes needed to implement this new process model are taken forward and embedded as business as usual
- include this approach for vulnerable female offenders in the Police plan for every force, with the cultural and practical changes required led by senior officers.

Female Offenders – data and evidence

Women in the Criminal Justice System – the case for change

Women in the criminal justice system or at risk of offending often have acute and complex needs that present in different ways to men (see slide 11). Several are also mothers, and the effect of their offending on their families is significant.⁷

It is right that people who commit crime are punished for those crimes and that we keep our communities safe. But, to prevent further harm to victims and to our communities, we must also support them to address factors that may contribute to their offending or how they engage and respond to interventions, whether this is mental health issues, domestic abuse, substance misuse, debt or other problems. The best available evidence suggests that we should take a gender-informed approach to support women to turn their lives around.⁶

The Government's ambition is to prevent women's offending and reduce reoffending by intervening at the earliest opportunity when women are in crisis, in a way which responds to their needs.

The police, as a woman's first point of contact with the justice system, have a key role to play in helping women to take the first important steps to access support in order to address the problems in their lives. In some cases, it may be appropriate to divert a woman away from the justice system. For the rest, the provision of support from the start of a woman's offender journey should see fewer women serving short custodial sentences and breaching community orders.

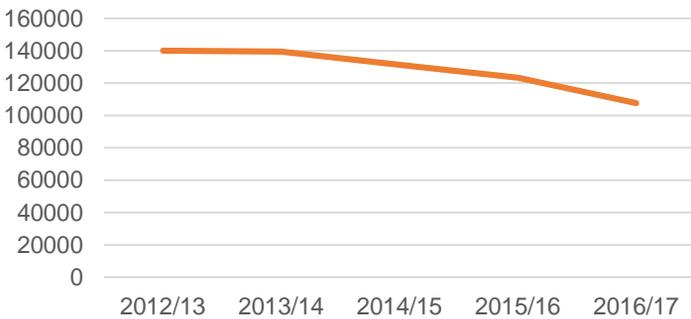
It is important that we get this right. In 2016/17, 108,000 adult women were arrested.¹ The Government estimates that, in 2015/16, interactions with female offenders cost Policing approximately £1bn.⁴

Given that over half of female offenders released from custody, and almost a third of those managed in the community go on to reoffend⁸ there are clear benefits to the police, in cost and resource terms, of reducing the risk of reoffending. Add in wider social benefits, such as women making fewer demands on health and other services when in crisis, fewer victims of crime, and fewer children growing up in a chaotic family with an offending mother, which brings with it an increased risk of becoming an offender in turn, then the case is compelling.

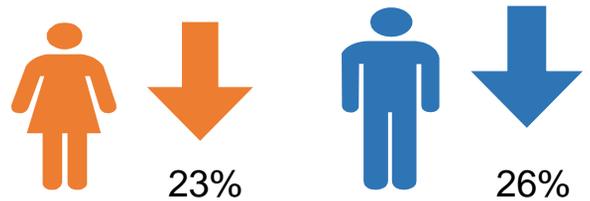
Adult arrests¹ and voluntary attendances

- For both women and men, there has been a **year-on-year fall** in the number of arrests since a peak in the year to end March 2008.
- There are a number of possible factors which may have contributed to the fall in the number of arrests, including the increased use of voluntary attendance and greater use of other outcomes, such as community resolutions.
- Women consistently account for about 1 in 7 adult arrests.
- Violence against the person and theft offences are the most common offences both adult women and men are arrested for.

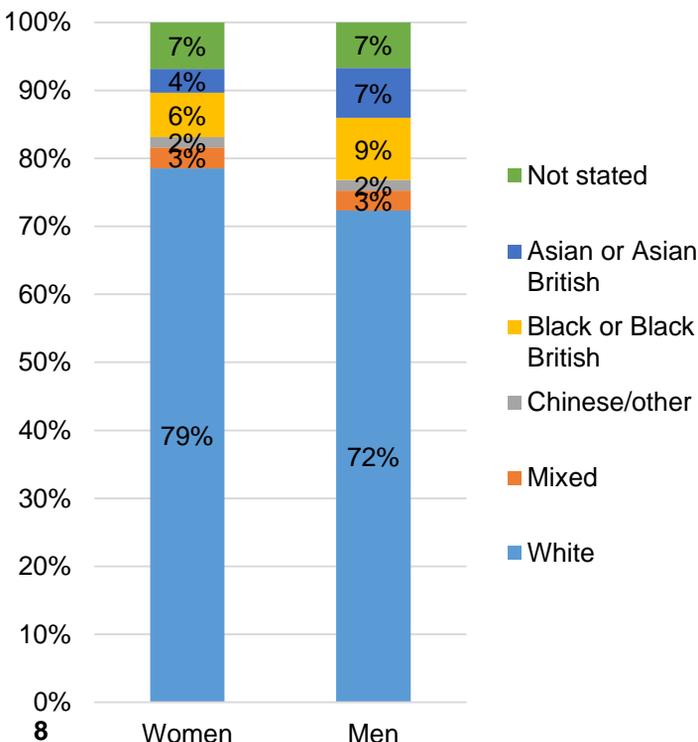
Number of adult women arrested over time



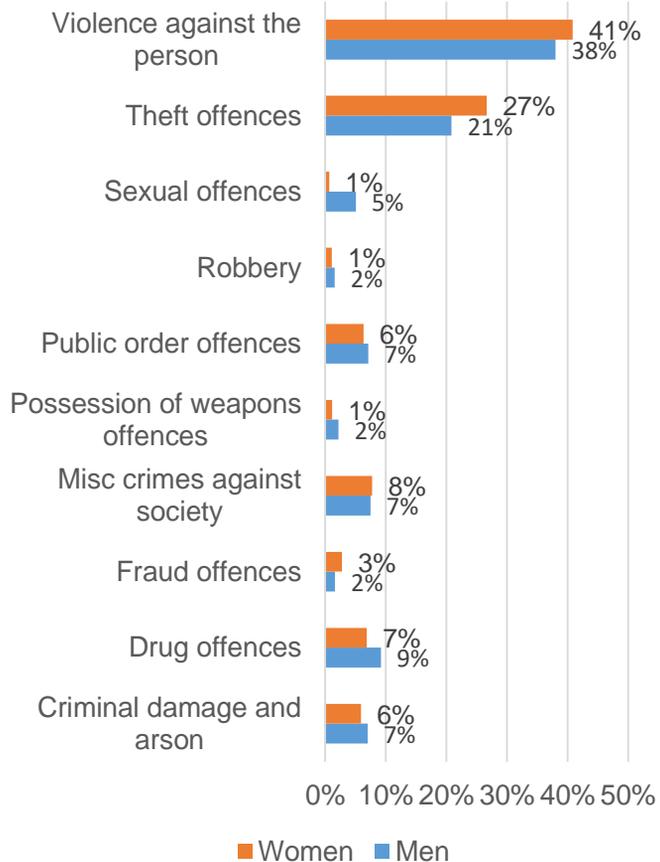
Change in number of adult arrests, since 2012/13:



Adult arrests by ethnicity, 2016/17



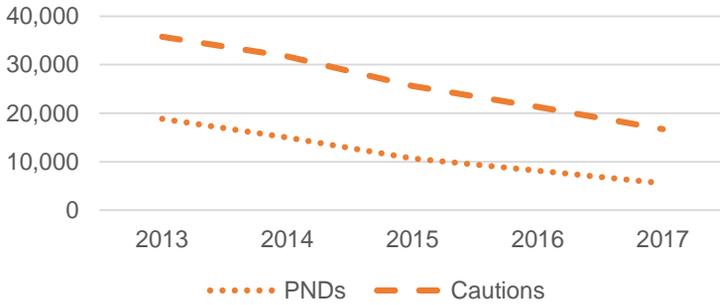
Adult arrests by offence group, 2016/17



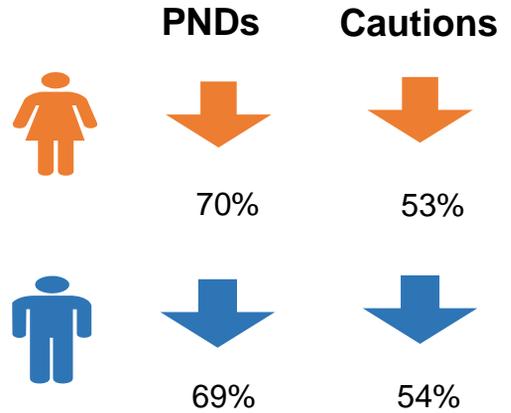
Formal Out of Court Disposals (OOCDs)²

- In the year to end March 2017, 2.6% of all offences recorded had the outcome of a formal out of court disposal (OOCd) and 3.2% an informal OOCd (cannabis/khat warning, community resolution).⁹
- The use of formal OOCds has been falling since a peak in 2007 and has declined at a greater rate than the fall in arrests.
- Women consistently account for about 22% of adults given a PND and 23% of those given a caution.

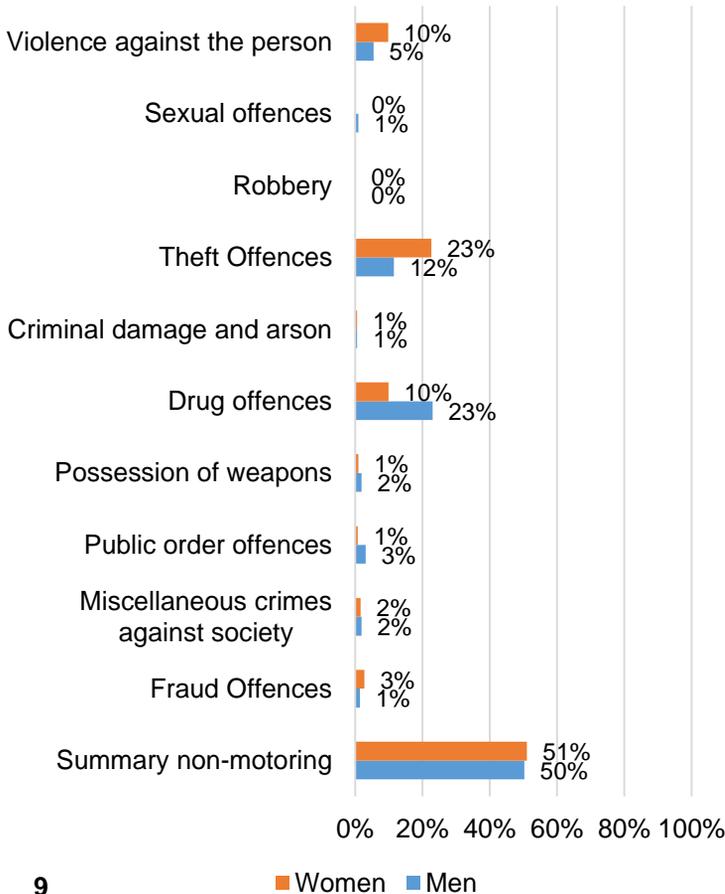
Number of OOCds given to adult women



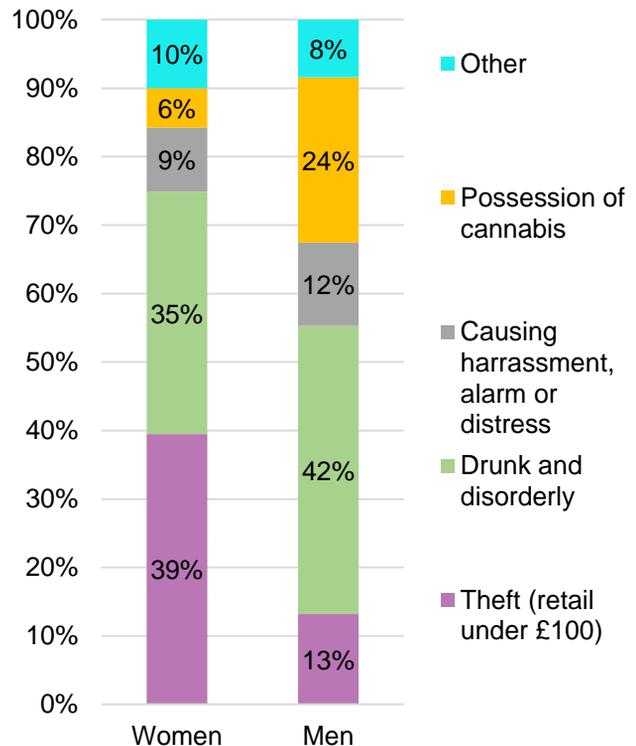
Change in numbers, since 2013:



Cautions by offence group, 2017



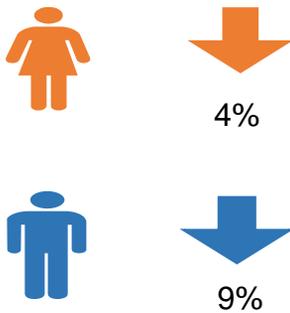
PNDs issued to adults by offence group, 2017



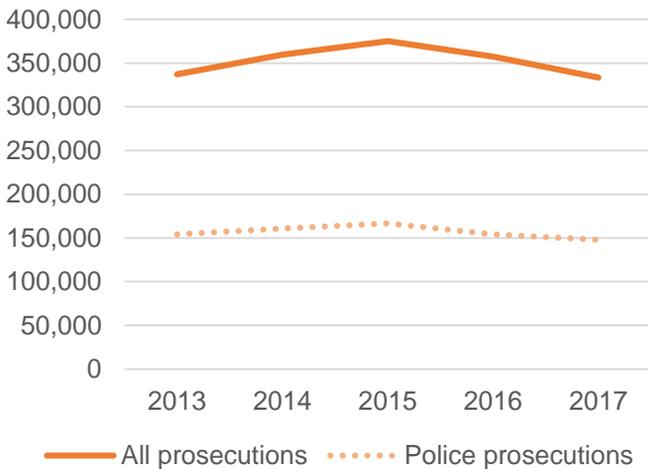
Prosecutions and custodial sentences

- Females defendants consistently account for 1 in 4 prosecuted.⁸
- In 2017, 44% of female defendants were prosecuted by the police (77% men).⁸
- In 2017, 74% of female defendants prosecuted by the police were prosecuted for summary offences (68% men).⁸
- In 2017, 72% of immediate custodial sentences for women were for six months or fewer, compared with 56% of men.²
- In 2017, 36% of immediate custodial sentences for women were for shoplifting offences (12% for men), with an average custodial sentence of 1.7 months.²
- Since 2013, the women's prison population has been consistently around 4,000.³

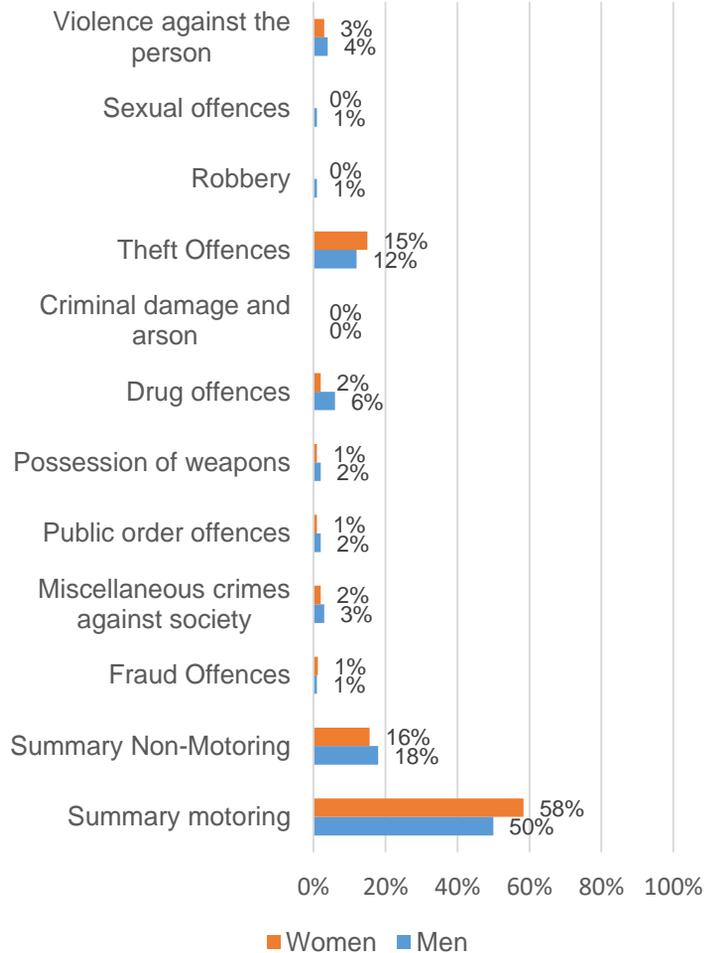
Change in number prosecuted by the police, since 2013:⁸



Female defendants prosecuted⁸



Police prosecutions by offence group, 2017⁸



Female offender characteristics

Female offenders often have complex needs, including backgrounds of abuse, and chaotic lives.

Almost **60%** of **women** in custody and supervised in the community have experienced **domestic violence***.



Women under community supervision and in custody with an assessment are **twice** as likely to have a **mental health** need than men*.

*of those with an assessment, 30 June 2017



The rate of **self harm** incidents in prison is nearly **5 times** as high for women than men. (2017)

An illustration of a woman in profile holding a child, representing dependent children.

An estimated **24 -31%** of female offenders have **dependent children** (Women cautioned or convicted in 2012)

An illustration of a woman in profile holding a child, representing imprisoned mothers.

Only around **1 in 4** imprisoned **mothers** reported that their **children lived** with their partner during their imprisonment, compared with around **9 in 10** imprisoned **fathers**. (2003 and 2004 prisoner surveys)

Two stylized human figures. The woman figure is orange and labeled '48%', and the man figure is grey and labeled '22%'.

Almost **half** (48%) of female prisoners said they committed their offence to **support the drug** use of someone else compared with **22% of male** prisoners. (2005/06 prisoner survey)

Almost **three quarters (72%)** of women sentenced to custody were sentenced to **six months or less**, compared with **56% of men**. (2017)

| | |
|-----|-------|
| 72% | Women |
| 56% | Men |

A horizontal bar chart with two bars. The top bar is orange and labeled '72% Women'. The bottom bar is teal and labeled '56% Men'.

'What works' evidence

- **The evidence supports tailored approaches for women convicted of crime, that take account of the fact that many are victims of abuse, and address seven key priority areas for intervention, including mental health and substance misuse.**
- MOJ's Rapid Evidence Assessment analysed a broad range of robust evidence from the UK and overseas to identify what works in reducing women's offending.¹⁰
- Based on this evidence, we published guidance **Better Outcomes for Women Offenders** in 2015¹¹ to inform the commissioning of services. This sets out the following seven priority areas for intervention:

Address substance misuse problems: Stabilise and address individual problems, in particular address class A drug use, binge and chronic drinking.

Address mental health problems: Expedite access to services that address mental health problems, in particular anxiety and depression, personality disorder, post - traumatic stress disorder, and trauma.

Improve family contact: Help women to build healthy and supportive family relationships, especially with their children.

Build skills in emotion management: Help women to build skills to control impulsive behaviour and destructive emotions.

Help women to build and maintain a pro-social identity: We should encourage and reinforce a positive, non-criminal identity in the women in our care. We should enable women to do good for their community or for others, and use this to help them to change the way they describe themselves.

Help women to resettle and build their social capital: Help women to find somewhere safe to live, to learn how to manage their money, access education, and improve their employability.

Help women to believe in their ability to control their lives and achieve goals: Motivate women to believe that they can work to achieve their goals.

Managing Vulnerable Female Offenders

Managing vulnerability - female offenders

This is about Policing **assessing and identifying the most appropriate outcome** for individuals that come to the notice of the Police at arrest or pre-arrest stage. It generally consists of an assessment in custody or subsequently in the community as to an individual's suitability for an alternative to a criminal justice sanction.

The aim is to divert a woman out of the justice system and into support services, where appropriate. For those women who are arrested and brought into the justice system, it is about identifying the most appropriate outcome, and encouraging and helping each woman to obtain any support she may need to address factors contributing to her offending behaviour.

Most women-specific police approaches have concentrated on low level offending, often using a gravity matrix to assess initial suitability. Some approaches have, however, successfully supported more prolific offenders who had perhaps not had effective help to tackle underlying factors and stop offending previously.

Key to a successful women-specific approach is the availability of services in the community into which suitable women can be referred. The Ministry of Justice is therefore investing £4.5m over five years to 2020 to support women's community provision for female offenders, including £2m funding to support work with female offenders who are victims of domestic abuse, and £1m seed funding to support eight local areas (Exeter, Greater Manchester, Lancashire & Cumbria, Norfolk, Surrey, Sussex, Wales and West Mercia) to develop a multi-agency Whole System Approach (WSA) to female offenders and women at risk of offending. Learning from these areas will be used to encourage and support other areas to develop a WSA model.

A WSA model brings together local agencies (criminal justice, statutory and voluntary) to take a joined-up approach to providing the holistic, targeted support female offenders often need, with shared investment and outcomes. A WSA model will vary according to local needs and services, but key elements are police triage, a women-centred, problem solving approach at court, and wraparound, and gender-informed support alongside community orders and on release from prison. Working with each woman to understand her individual situation this approach may include, for example, sequencing interventions, and delivering trauma informed services in a women-only environment. The third sector-led women's centres, which can offer holistic support to vulnerable women, are often at the heart of the WSA models.

The benefits of addressing vulnerability: female offenders

A women-specific approach to female offenders aims to:

- divert women into community interventions, when appropriate, which would help them to address their problem(s) that may have been a contributing factor in their offending;
- prevent the negative impacts which criminal justice interventions can have on women, dependant children, their families and the community;
- prevent re-offending and reduce the associated financial and social costs of reoffending; and
- support women to build more positive lives for themselves and their families.

108,000 adult women were arrested in 2016/17.¹ The Government estimates that, in 2015/16, interactions with female offenders cost Policing approximately £1bn.⁴

There are numerous examples from those involved in delivering diversion that highlight the positive benefits of this approach. One Scheme worker was keen to stress to the women that the Diversion Scheme was an opportunity for them to move on with their lives without a criminal record. It is, nevertheless, important for women in a diversion scheme to face the consequences of their behaviour, as stated by one such participant:

'No I was guilty for having a go at her. I was guilty for that and I held my hand up for that because I did scream and shout and I couldn't deny it.'

Diversion is not a soft option, but an opportunity to take a different path that will hopefully lead to more positive social capital from the individuals involved.

For those women who need to be prosecuted, early intervention and support throughout her offender journey should help to reduce the risk of reoffending and, in some cases, may be the difference between a short custodial sentence and remaining in the community.

Links to Other Initiatives

Out Of Court Disposals – female offenders

Out of Court Disposals (OOCs) are a proportionate way in which the police can deal with low level criminality; there are currently six disposals options for adult offenders. Community Resolutions and Conditional Cautions are two of those options and allow the police to attach conditions to the outcome, which are rehabilitative, reparative or punitive in nature with a strong focus on rehabilitation and victim reparation.

OOCs have been under review since 2013 and government-sponsored trials have been undertaken for a two-tier framework (removing the four non conditional adult out of court disposal options, leaving just community resolution and conditional caution (known as the two tier framework). Though legislation to implement this change nationally is not currently expected, there is still wide support for the principles of simplification and greater use of conditions.

In October 2017 DCC Glen, the National Police Chiefs' Council lead for charging and OOCs submitted her national strategy for consideration to the Chief Constables' Council; this strategy seeks to move policing voluntarily toward the two tier framework of just community resolution and conditional caution for adult offenders. The Chief Constables' Council agreed this strategy in principle and many forces are beginning to work towards this already.

There are opportunities within the OOC framework to take a tailored approach to female offenders.

Since the publication of the Corston Report in 2007,⁵ numerous recommendations have been made to implement women's centres across the country on the basis there is some evidence that a gender-informed approach that addresses the causes of women's offending is more effective than a gender-neutral approach in rehabilitating female offenders and addressing their often complex needs. These should take account of the likelihood of experience of abuse and higher prevalence of mental health issues amongst this cohort, and that many women are primary carers for children (see slide 11). Women-only services, such as the third sector Women's Centres, can play an important role.

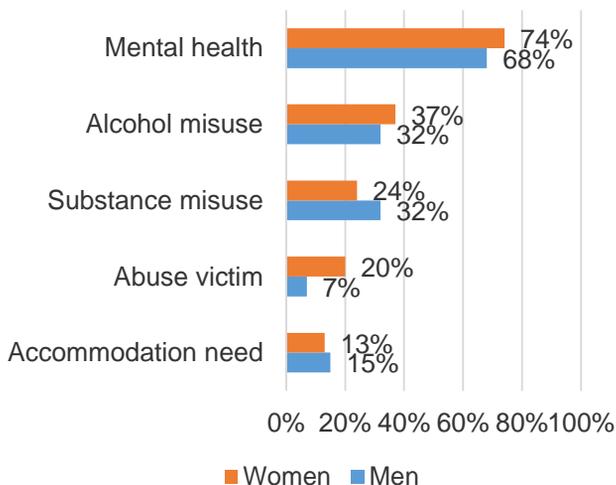
Some force areas have access to these provisions as part of their community remedy options, however, availability is inconsistent. Where centres are available (see slide 20), conditions can be attached to a community resolution or conditional caution to divert a female offender into one of these centres, which focus on support and rehabilitation. We are interested in forces exploring further development and evaluation of OOC conditions tailored to female offenders.

Out of Court Disposals are particularly useful for women when linked with assessment & referral services, for example Liaison & Diversion and Women's Centres.

Liaison and Diversion (L&D)

- Liaison and Diversion (L&D) is a service commissioned by NHS England operating mainly at police stations but also in courts to provide identification, assessment and referral to support adults and youths passing through the criminal justice system with vulnerabilities including mental health, learning disabilities, autism and substance misuse issues.
- Relevant and appropriate Information can be shared (with consent) with decision makers including police, CPS, courts and probation to inform charging and sentencing decisions.
- L&D assessments alone do not address the full range of needs women may have, but they can be used as part of the process for managing vulnerable female offenders.
- Most L&D services are made up of a multi-disciplinary team of staff, with a wide range of skills and expertise enabling them to support people with a range of vulnerabilities and needs, not just those with mental health issues.
- Services are encouraged to have a specific women's pathway, recognising the different needs and situations this group face when arrested, and also to have close links with local women's support services to facilitate referrals and support.
- L&D started in April 2014 and is being rolled out across England. Coverage is currently at 82% of the population of England, with full coverage to be delivered by March 2020. Wales are developing similar plans.
- Women accounted for 22% of those engaging with L&D services in 2016/17.⁸ Women are also more likely than men to engage with L&D services.

Problems identified amongst those engaging with Liaison and Diversion services, 2016/17⁸



Roll-out of L&D

2018/19
Bradford
Staffordshire
Cheshire

2019/20
Warwickshire
West Mercia
Merseyside
Humberside
North Yorkshire
Hertfordshire
Lincolnshire
Remainder of West Yorkshire

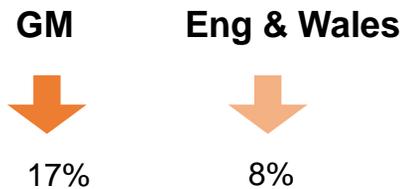
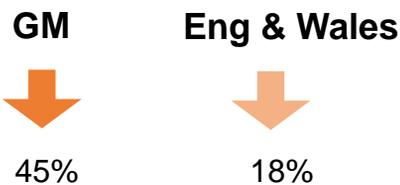
Whole System Approach for female offenders

- The aim of a whole system approach (WSA) for female offenders is to assess a woman's needs at her first contact with the criminal justice system, and to provide gender responsive, multi-agency support throughout her justice journey.
- Greater Manchester (GM) established the first WSA for women model, which has been fully operational since January 2015.
- Their WSA includes, amongst other access routes, police referrals, a problem solving court, and support alongside community orders and suspended sentences and on release from prison.
- Emerging evidence from the Greater Manchester (GM) Whole System Approach for women is promising. Whilst we cannot conclude that the WSA has had a direct impact, there has been a reduction in the number of adult women arrested, prosecuted and in the number sentenced to custodial sentences in GM since 2014.
- In 2017, MOJ announced the successful bidders for a further £800k multi-year funding to six regions to develop (or continue to develop) a WSA for female offenders. Funding was awarded to Lancashire, Shropshire, Norfolk, Sussex, Surrey and Devon.

Percentage change in the number of adult women arrested since 2014/15:¹

Percentage change in the number of adult women prosecuted since 2014:²

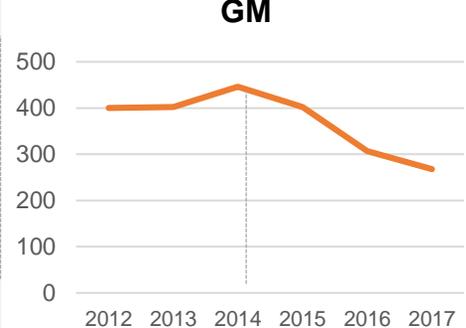
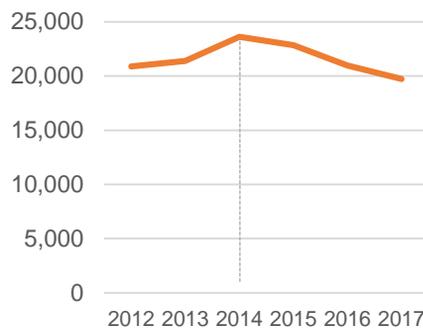
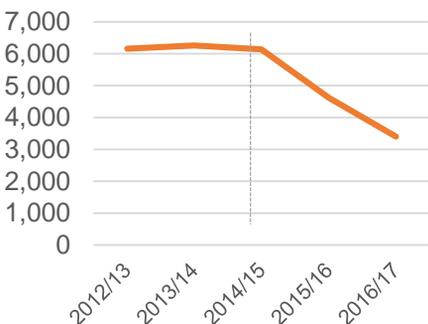
Percentage change in the number of adult women sentenced to immediate custody since 2014:²



Adult women arrested in GM

Adult women prosecuted in GM

Adult women sentenced to immediate custody in GM



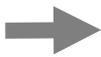
Women's community services

- Women's community services, often known as women's centres, can provide a 'one-stop shop' within a women-only environment, providing holistic and individual support packages.
- Run by the 3rd sector, they can be a key partner in whole system approaches (see following slides).
- Services vary in their approach and the interventions they offer, but will usually offer:
 - A keyworker, who will help a woman access and engage with services effectively
 - Advice and support in a range of areas e.g. housing, mental health, substance misuse, domestic violence, and debt & finance
 - Group courses such as anger management
 - Activities designed to improve wellbeing and confidence e.g. beauty treatments and crafts
- The majority of services work with female offenders, and some deliver a community resolution, conditional caution or Rehabilitation Activity Requirement as part of a court order.
- Women's services often accept referrals from justice and other statutory agencies, as well as self-referrals.
- The average cost of holistic community-based services has been estimated to be £1,300 per woman.¹²
- Funding typically comes from a variety of sources e.g. Department of Health & Social Care, Local Authorities, Police and Crime Commissioners, The Big Lottery, national and local charities and a range of local commissioners.
- Women's centres can be effective at reducing reoffending.^{13/14}

MOJ Justice Data Lab Analysis

32
women's
centres

(across
England)



Reduction in reoffending
rate of between **1 and 9
percentage points***

*compared with a matched group of similar offenders.

Brighton

women's
centre



For every 100
participants, a reduction
in the frequency of
reoffending by between
27 and 79 re-offences*

Example: Together Women Centre, Salford

- Established in 2007, the centre supports women offenders and women at risk of offending.
- The centre is a partner within Greater Manchester's (GM's) whole system approach.
- It offers a broad range of support services.



- Indicative, early estimates by GM estimate that over **£6 is saved for every £1 spent** on the Together Women Project women's centre, with around **£16** of wider economic value created for every £1 spent.¹⁵

Map of women's community services



Index to map of women's community services

Cumbria and Lancashire

- **Women's Community Matters**, Cumbria
<http://www.womenscommunitymatters.org/>
- **Lancashire Women Centres** – Blackburn, Accrington, Burnley, Preston, Blackpool
<http://www.womenscentre.org/>
- **Chorley Women's Centre**
<http://www.chorleywomenscentre.co.uk/>

Northumbria and Durham Tees Valley

- **Fourth Action**, Northumberland
<https://northumberland.fsd.org.uk/kb5/northumberland/fsd/organisation.page?id=Ta7auCaO-ys>
- **Rape Crisis**, Northumberland & Newcastle
<https://rapecrisis.org.uk/>
- **Women's Centre**, Sunderland
<http://www.sunderlandwomenscentre.co.uk/>
- **Sangini**, Sunderland
<http://www.sangini.org.uk/>
- **South Tyneside Women's Health (WHIST)**
<http://www.whist.org.uk/>
- **Apna Ghar Women's Centre**
<http://wellbeinginfo.org/services/apna-ghar-minority-ethnic-womens-centre/>
- **Tyneside Women's Health**
<https://www.tynesidewomenshealth.org.uk/>
- **Young Women's Outreach Project**
<https://www.ourgateshead.org/young-womens-outreach-project>
- **West End Women and Girls Centre**, Newcastle
<http://westendwomenandgirls.co.uk/>

Index to map of women's community services

- **The Angelou Centre, Newcastle upon Tyne**
<http://angelou-centre.org.uk/>
- **Forward Assist - Salute**
<https://www.forward-assist.com/salute-her/>
- **Tees Valley Women's Centre- REACHES project**
<http://www.teesvalleywomenscentre.org.uk/>
- **Just for Women Centre, Durham**

Humberside, Lincolnshire & North Yorkshire

- **Developing Initiatives for Support in the Community (DISC), North Yorkshire**
<https://www.disc-vol.org.uk/>
- **Together Women Project – Hull**
<http://www.togetherwomen.org/centres>
- **Lincolnshire Action Trust – Lincoln**
<http://latcharity.org.uk/>
- **Winner/Preston Road Women's Centre, Hull**
<http://www.purplehouse.co.uk/>

West Yorkshire

- **Together Women Project – Leeds, Bradford, Wakefield**
<http://www.togetherwomen.org/centres>
- **Women Centre, Evolve model – Huddersfield, Halifax, York**
<http://womenscentre.org.uk/services/evolve/>
- **Shantona Women's Centre, Leeds**
<http://www.shantona.co.uk/>

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Cheshire and Manchester

- **Well Women's Centre** – Leigh
<http://wellwomencentre.co.uk/>
- **Farida Women's Centre-Partners of Prisoners**, Oldham
<http://www.partnersofprisoners.co.uk/farida-womens-centre-2/>
- **Stockport Women's Centre**
<https://www.thewomenscentre.uk.net/>
- **Women MATTA- WIP**, Manchester
<http://www.womeninprison.org.uk/>
- **Eve's Space-Urban Outreach**, Bolton
<http://www.urbanoutreach.co.uk/portfolio-posts/eves-space/>
- **Petrus Community**, Rochdale
https://www.petrus.org.uk/petrus_womens_service.php
- **Women of Worth**, Bury
<https://allenlane.org.uk/women-of-worth/>
- **Salford Women's Centre**
<http://www.salfordwomenscentre.co.uk/>

Merseyside

- **Tomorrow's Women** Wirral
<http://www.tomorrowswomen.org.uk/>
- **PSS Women's Turnaround Centre** – Liverpool
<http://psspeople.com/#!/womens-turnaround/c94s>
- **Changing Lives**, Kirkby
<http://www.changing-lives.org.uk/>
- **The Women's Organisation**, Liverpool
<http://www.thewomensorganisation.org.uk/>

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South Yorkshire

- **Changing Lives**, Doncaster
<http://www.changing-lives.org.uk/>
- **GROW women's hub** – Rotherham and Barnsley
- **Key Changes** – Sheffield
<http://www.keychangesuwp.org.uk/>
- **Together Women Project** – Sheffield
<http://www.togetherwomen.org/centres>

Staffordshire and West Midlands

- **Black Country Women's Aid- Mariposa Project**,
<http://blackcountrywomensaid.co.uk/>
- **New Chance Project, Voices** - Sandwell, Birmingham , Dudley
- **Anawim**, Birmingham
<http://www.anawim.co.uk/>

Derbyshire, Leicestershire, Nottinghamshire and Rutland

- **Women's Work**, Derby
<http://www.womens-work.org.uk/>
- **New Dawn New Day**, Leicester
<http://www.ndnd.org.uk/>
- **Nottingham Women's Centre**
<http://www.nottinghamwomenscentre.com/>
- **Changing Lives**, Nottingham
<http://www.changing-lives.org.uk/>
- **Derby Women's Centre**
<http://www.derby-womenscentre.org.uk/>
- **Shama Women's Centre**
<http://shamawomenscentre.co.uk/>

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Wales

- **Safer Wales, Cardiff**
<http://www.saferwales.com/>
- **North Wales Women's Centre, Rhyl**
<http://www.northwaleswomenscentre.co.uk/>

Warwickshire and West Mercia

- **Willowdene Farm, Shropshire**
<http://ritesocialenterprises.org.uk/>

Bedfordshire, Northamptonshire, Cambridgeshire & Hertfordshire

- **The Dawn Project, Cambridge Women's Resources Centre – Cambridge and Peterborough**
<http://www.cwrc.org.uk/>
- **Watford Women's Centre Plus**
<http://www.wwcplus.org.uk/>
- **Stepping Stones – Luton**
<https://www.stepsstonesluton.co.uk/>
- **C2C Social Action, Northamptonshire**
<http://www.c2csocialaction.com/>
- **Herts Women's Centre, Stevenage**
<http://www.hertswomenscentre.org.uk/>
- **Luton All Women's Centre**
<http://www.lutonallwomenscentre.org.uk/>
- **Family Group - Bedford Women's Centre, Bedford**
<http://bedfordwomenscentre.org.uk/>

Bristol, Gloucestershire, Somerset & Wiltshire

- **Nelson Trust Women's Centre – Swindon and Gloucester**
<https://www.nelsontrust.com/>
- **Eden House, Bristol**
<http://www.edenhouseproject.org/>
- **One 25, Bristol**
<http://one25.org.uk/>

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London

- **Minerva Project (Advance)**, Hammersmith
<http://advancecharity.org.uk/>
- **The Beth Centre, Women in Prison** Stockwell
<http://www.womeninprison.org.uk/>
- **Excel Women's Centre**, Barking
<http://www.excelwomenscentre.org.uk/>
- **Enfield Women's Centre**
<http://www.enfieldwomen.org.uk/>
- **Hibiscus**, Holloway
<http://hibiscusinitiatives.org.uk/>
- **Sutton Women's Centre**
<http://www.suttonwomen.co.uk/>
- **West Hampstead Women's Centre**, Camden
<http://www.whwc.org.uk/>
- **Harrow Women's Centre**
<http://www.harrowwomenscentre.org/>
- **Hillingdon Women's Centre**
<https://hillingdonwomenscentre.org/>
- **Kingston Women's Centre**
<https://kingstonwomenscentre.org.uk/>
- **The Maya Centre**, Islington
<https://www.mayacentre.org.uk/>
- **Women@theWell**, Kings Cross
<http://www.watw.org.uk/>
- **IMECE Women's Centre**
<https://imece.org.uk/>
- **Crossroads Women's Centre**, Kentish Town
<http://www.crossroadswomen.net/>

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Norfolk and Suffolk

- **4women Centre (Home Group)**, Norwich
<https://www.homegroup.org.uk/>
- **Lighthouse Women's Aid**, Ipswich
<http://lighthousewa.org.uk/>

Dorset, Devon & Cornwall

- **Women's Rape and Sexual Abuse Centre**, Cornwall
<https://www.wrsac.org.uk/>

Kent, Sussex & Surrey

- **Brighton Women's Centre**
<http://www.womenscentre.org.uk/>
- **Women in Prison**, Woking
<http://www.womeninprison.org.uk/>
- **My Sister's House**, Arun/Chichester
<http://mysistershouse.info/>

Local Practice Examples

Greater Manchester whole system approach (WSA)

The whole system approach in Greater Manchester has been fully operational since January 2015.

What are we doing?

Police referral is a key part of the whole system approach for female offenders. Whilst in the police custody suite (either following arrest or Voluntary Attendance), women are referred to their local women's centre as part of a conditional caution or voluntary referral. Women are also referred through the Liaison and Diversion scheme.

The Women's Support Alliance delivers the intervention across Greater Manchester. The Alliance is made up of 8 providers who are each unique and have a different offer depending on need and resource in their locality. All providers offer women who are triaged:

- A safe women-only space
- Co-located team approach
- Key working & mentoring
- One stop shop for delivery of services by other key agencies, which support the resilience and a reduction in reoffending in vulnerable women.

Women can also be referred to their local women's centre through non-police routes.

How are we doing it?

The work was initially developed between the OPCC and the Probation trust. As the work developed it became part of the Female Offender Board that provided oversight and a link into the Justice and Rehabilitation governance structure.

Work was funded initially by the Justice and Rehabilitation Executive Board, NHS England and the National Offender Management Service, over two years, to increase capacity. This was distributed through a competitive grant funding process to six areas. Funding then moved to the local Justice and Rehabilitation partnership, CRC and the Greater Manchester Women's Support Alliance, who were awarded £1.125m from the Big Lottery and Tampon Tax over 3 years, to sustain and build the approach.

Evaluation

- A 3-year evaluation of the whole system approach will report in 2018, including early proven reoffending data.

Police referrals processes management information¹⁵

- Over the two years to end 2016, 995 women were referred via the police. The majority of these (830, 83%) were voluntary referrals.
- 42% of women referred by police engaged for at least one appointment.
- Mental health/wellbeing was the most common problem reported by women assessed.
- Almost half (49%) of women assessed had experienced domestic abuse.

WSA (all referral routes) management information¹⁵

- By end March 2017, 605 women supported through the WSA had completed more than one Outcome Star assessment (measures needs in a range of areas, e.g. mental health, accommodation). On average, a **positive change of 1.5** was seen against every assessed need (on a scale of 1-10).

Avert, Lancashire

Avert has been operational since 2013.

What are we doing?

Avert is offered as either a voluntary referral or as part of an Educational Penalty Notice for Disorder (PND-E) or Conditional Caution.

Conditional cautions are a series of 4 mandated appointments within a 12 week period, consisting of a comprehensive assessment followed by a further three appointments. PND-Es are offered as one three hour session which consists of a two hour group session and an evaluation where follow on support will be offered.

Avert caseworkers work collaboratively with women to put in place a person centred package of support provided in house. This can include mentoring support, health and wellbeing support, housing support, debt and budgeting advice, substance misuse support, training and skills courses, employment advice, counselling, domestic abuse referrals, and/or liaising with other agencies.

Women can continue to receive support from the centre following their 3 mandated appointments.

Referrals can also come from the NHS Liaison and Diversion (L&D) scheme, with some clients accessing joint support. A wider Home Office Innovation Fund Early Intervention programme for Lancashire also offers a triage process for male offenders.

How are we doing it?

Avert is primarily a partnership between Lancashire women's centres and Lancashire constabulary, but also relies on the support of key statutory partners.

The project was initially funded through grant funding received from a charitable trust and the OPCC. Initially operating from one police custody suite, the scheme was rolled out across the county following inclusion in a county wide early intervention programme which was funded through the Home Office Police Innovation Bid.

Lancashire women's centres have received 2017-20 MOJ funding for a post to provide the strategic support and leadership to embed a whole system approach for female offenders in Lancashire and Cumbria, expanding and strengthening multi-agency collaboration at each stage of the Criminal Justice System.

Evaluation

- Early indications suggest that participation in the programmes offered (including Avert) leads to reduced reoffending.¹⁶
- In the longer term, the project will engage with MoJ's Justice Data Lab to measure the impact on proven reoffending.

Management Information¹⁷

- Between November 2013 and November 2016 Avert received 412 mandated referrals for triage (conditional cautions and PND-Es). The compliance rate was 72%.
- The average cost per full intervention is £590.
- Initial induction identified a range of needs, including:
 - 52% indicated they are in or have been in an abusive relationship.
 - 28% stated that they have experience sexual abuse.
- 207 clients have completed a suite of outcomes stars. Aggregated across all 10 areas assessed, 71% showed an improvement.

HMI Prisons and HMI Constabulary Lancashire police custody inspection report, 2016¹⁸

'The county-wide Avert Service successfully diverted women from the criminal justice system and aimed to reduce reoffending. The service worked well with staff in all custody suites to take referrals for women given conditional cautions or fixed penalties...'

Women of Norfolk Diversionary, Engagement and Rehabilitation (WONDER) has been operational since early 2017.

What are we doing?

The WONDER project is piloting a new approach to providing holistic support to women in rural districts in Norfolk. It aims to provide an alternative for women to be diverted out of the CJS by providing a range of advice, support and mentoring to women with complex needs who often have difficulty accessing universal services.

Women can be referred from police custody either as part of a conditional caution or as a voluntary referral. As well as receiving referrals from police custody, support workers share local information and intelligence on women across agencies to identify and support women at risk of offending.

Dedicated link workers provide wraparound support, assessing individual needs and working with women to develop a person centred plan that empowers them to access and receive tailored support through existing local statutory and voluntary sector providers.

Reflecting the rural nature of the district, rather than working from a centre or hub, support interventions take place in a variety of ways, including face-to-face contact, telephone support, texting and email.

How are we doing it?

The WONDER project is led by the PCC's Head of Rehabilitation, who chairs the WONDER project board. This Board feeds in to the PCC Office, which reports into the Norfolk Rehabilitation Board.

WONDER was funded by MOJ's 2015-16 grant funding, alongside funding from the OPCC.

2017-20 funding from MOJ, the OPCC, Norfolk and Suffolk CRC (Sodexo) and Norfolk Public Health is contributing to the expansion in the geographical coverage of the multi-agency WSA, as well as expanding it to cover all stages of the CJS – the WONDER+ project.

Evaluation

- CREST Analytics have been commissioned to evaluate WONDER, reporting in mid-2018.
- This will include:
 - progress made, assessed using the Justice Outcome Star
 - re-arrest rates at 3 months and 6 months
 - qualitative research by User Voice with women who did not engage or stopped engaging.
- In the longer term, the project will engage with MoJ's Justice Data Lab to measure the impact on proven reoffending.

Management Information¹⁹

- During WONDER's 12 month period of operations, 576 women (71% of those arrested in targeted PIC's) were offered a referral to WONDER and 152 (21% of all arrested women) accepted the offer, the majority as self-referrals.
- The most common offence was violence against the person, followed by public order offences and theft.
- Overall 25% had been arrested for a previous offence and 10% had been involved in a non-criminal incident.
- 31% had been a victim of crime at least once since October 2015.
- 40% engaged with the provider and accepted some support
- Women engaged with the project on average for 24 weeks.

Transforming Justice, Surrey

Transforming Justice for women has been operational since mid-2016.

What are we doing?

The Transforming Justice Programme is a new approach for integrated working between criminal justice agencies that seeks to reduce offending, reoffending and CJS costs. Women were identified as the first cohort, recognising the high correlation between their offending and victimisation, with learning to inform potential roll out to further cohorts.

Transforming Justice operates at key points across the CJS.

Additional resource was provided to the existing Women Support Centre to deal with the additional demand anticipated from this programme. Women can be referred by police at point of arrest or through Voluntary Attendance suites to a Women's Justice Intervention (WJI), if they admit their offence. Participation is voluntary, but on the understanding that if refused then a more formal disposal may be given.

Women who engage are assessed by a support worker who coordinates a multi-agency plan that provides tailored holistic wraparound support to women supported through existing statutory and voluntary services.

How are we doing it?

The strategic operation of the project is through the Operational Board chaired by the police. The women's centre chairs the practitioner group.

The Programme reports to the Surrey Transforming Justice Programme Board (a multi-agency board) and through them to the Surrey Criminal Justice board.

2015-16 MOJ funding helped establish a police triage scheme whereby women are allocated a support worker who coordinates a multi-agency plan to address women's needs.

2017-18 MOJ funding will contribute to expanding the WSA across Surrey and to additional stages of the CJS.

Evaluation

- Surrey University have been commissioned to evaluate the women's diversionary projects in both Surrey and Sussex, due to report in 2018.
- The evaluation will include interviews with practitioners, feedback from women, progress made by women, early data on reoffending, and analysis of costs.
- In the longer term, the project will engage with MoJ's Justice Data Lab to measure the impact on proven reoffending.

Management information²⁰

- Between June 2016 and March 2017, 84 women were offered a WJI, with 80 engaging.
- In 2016, 58% of women engaging disclosed that they had been a victim of domestic abuse.
- The assessment was developed throughout the pilot to improve the data collected. Therefore more detailed data will be available for 2017/18.
- In 2016/17, 56% of the women involved in the WJI engaged with restorative activities.

IOM Cymru Women's Pathfinder Diversion Scheme, Wales

The Diversion Scheme has been operational since 2014 in Cardiff and was rolled out in four other locations in 2015/16 – Newport (Gwent), Merthyr Tydfil (South Wales), Haverfordwest (Dyfed-Powys), St Asaph (North Wales).

What are we doing?

The Women's Pathfinder aims to design and deliver a women-specific, whole system, integrated approach to managing women who come into contact with the Criminal Justice System (CJS) in Wales. The Diversion Scheme represents part of the approach and aims to help address the needs of women who have come into contact with the police (through arrest or voluntary attendance) and reduce the women's contact with the CJS in the future.

In custody, women are subject to a simple eligibility check by Police staff. Where eligible, they are then referred to a specialist provider which will undertake a more in depth assessment of the service user. This varies from area to area, and either takes place in custody or the individual is referred to the service to undertake the assessment.

The provider recommends the suitability or otherwise of the service user for Diversion to the custody sergeant. The exact method of disposal differs but, if suitable for diversion, the woman is diverted into the scheme as opposed to being charged or otherwise.

In Newport, Cwm Taf, Pembrokeshire and Conwy/Denbighshire the provider will provide the entire wraparound service. While in Cardiff, the provider undertakes the needs assessment and refers the women into existing services, then manages the delivery of that support.

How are we doing it?

The Diversion Scheme was initially tested in Cardiff from Summer 2014 and then expanded, using Home Office Innovation Funding, to one custody suite in each of the four Police Force Areas in Wales.

In 2017/18 there was agreement from Police and Crime Commissioners (PCCs) in Wales to directly fund their local Women's Pathfinder Diversion Schemes.

Going forward the Women's Pathfinder is working with South Wales PCC, Gwent PCC, HM Prison and Probation Service and Welsh Government to roll out the Whole System Approach Service Delivery Model across South Wales and Gwent.

Since 2014, 1,400 women have been successfully diverted away from the criminal justice system across Wales.

Evaluation²¹

The University of South Wales was commissioned to undertake an evaluation of the Pan-Wales Women's Diversion Scheme. It found:

- Compared with women from areas in Wales where the Scheme was not operating, diverted women were found to have a lower proven reoffending rate (20% compared with 27%) and re-arrest rate (18% compared with 35%).
- The diverted women were found to have made progress in addressing their criminogenic needs and general well-being.
- Analysis of the costs and benefits of the Scheme indicated that for every £1 spent more than £2 was saved to policing costs.

HMI Prisons and HMI Constabulary South Wales police custody inspection report, 2016²²

'The Women's Pathfinder project brought together the police, probation services, health services, local authorities and the voluntary sector to offer help and support to divert women away from custody and the broader criminal justice system.'

Triage and Diversion scheme, Sussex

The Women's Triage and Diversion project, Women's Steps to Change Team (WSCT), became operational in May 2018.

What are we doing?

The focus in 2017 was on research to understand the cohort of women in the CJS from Sussex, their needs and numbers, and the identification of gaps in service provision. This built on learning from the Women's Diversion Programme led by Brighton's Women's Centre.

Following this research, a new, enhanced Triage and Diversion (T&D) project was developed. This is provided by Emerging Futures, the successful bidder of a tendering exercise.

The new T&D project aims to:

- Expand and enhance the T&D project to incorporate the Out of Court Disposal (OOC) and the Voluntary Attendance Suite (VAS);
- Address the nine pathways for women's offending;
- Reduce offending/re-arrest rates by diverting women away from the CJS;
- Work to triage and support women with vulnerabilities at an early stage, within 48 hours of receipt of a referral from the Police.

The WSCT coaches will support women through a gateway of identification, assessment and triage/referral to other community services to address needs and

vulnerabilities e.g. finances, mental health, substance problems, domestic abuse, education and training.

How are we doing it?

2015-16 MOJ funding supported Brighton Women's Centre to roll out a Women's Diversion Programme across Sussex and to test new approaches, such as including Community Resolution as a pre-arrest disposal.

2017-20 MOJ funding has been provided to Sussex PCC and Criminal Justice Board to build on learning from the initial funding and develop an evidence based WSA model operating at each stage of the CJS.

Additional funding for the project has been provided by West Sussex Council, Sussex Police, and the East Sussex substance misuse commissioner.

A multi-agency steering group oversees the project, feeding up to the Strategic Reducing Re-Offending group, Community Safety Partnerships and with top level insight provided by Sussex Criminal Justice Board.

Evaluation

- Surrey University were commissioned to evaluate the women's initial diversionary projects in both Sussex and Surrey, and is due to report in 2018.
- The T&D project will be subject to an evaluation. Whilst still being finalised, it will include a cost benefit analysis, proof of concept to expand the project scope, and an outcome and impact evaluation based on qualitative and quantitative methodologies
- In the longer term, the project will engage with MoJ's Justice Data Lab to measure the impact on proven reoffending.

Management information

A range of data on women supported will be routinely collected to monitor progress and inform service provision.

SHE, Avon and Somerset

SHE (Support, Help and Engagement) is the Avon and Somerset point of arrest diversion scheme for women launched in September 2017.

What are we doing?

SHE offers an opportunity for females (aged 18+) who are brought to custody for low level offending, or women whose offending patterns are linked to vulnerabilities, to receive support and intervention as part of an out of court disposal (Community Resolution, Conditional Caution) or No Further Action. The offence must sit under Gravity Matrix 1-3 and the woman must acknowledge their offence/behaviour.

Custody Staff and the Advice, Support, Custody and Court team (ASCC) are able to refer to SHE. Voluntary and self referrals are available if a woman needs help and support but is not suitable for an out of court disposal or no further action is taken. We are exploring offering a referral to SHE if the woman is a voluntary attendee, rather than arrested, and intend to make that available in due course.

Initial appointments are arranged with a SHE worker who is employed by our delivery partner Nelson Trust, a charity who specialise in working with women involved in the criminal justice system and with complex needs, at a local female support hub. The SHE worker will undertake an assessment and come up with an agreed individualised support plan with the women. The support plan can cover issues including: accommodation, mental and physical health, debt and finance, abuse (domestic and

sexual), relationships etc. The support offered includes referrals to specialist services and 1-2-1 support if needed. SHE is working with a range of partners including:

- BGSW Community Rehabilitation Company - Eden House women service
- Next link – Domestic Abuse support
- Missing link – Mental Health support
- Avon and Wiltshire Partnership and Somerset Partnership
- Local Drug Services
- Homeless services.

How are we doing it?

- SHE is being funded by Avon and Somerset Constabulary, Office for Police and Crime Commissioner for Avon and Somerset through the Safer Somerset Partnership, and NHS England as part of their funding for the ASCC Team. SHE is funded in Bristol, South Gloucestershire and Somerset until 2020 and we are seeking resource and funding to ensure full Avon and Somerset coverage.
- Nelson Trust are about to open a women centre in Bridgwater, Somerset, which will support SHE and fill a gap in local women services.

Management information²³

- Since September 2017, 128 women have been referred to SHE.
- 56% have been voluntary referrals.
- 70% of women have 4 or more needs.
- The top three needs identified are substance misuse, health (mental and physical health) and accommodation.

Women's Retail Triage, Bury

The Women's Retail triage, focusing particularly on shoplifting, has been in operation since August 2017. It is an extension of the existing police triage scheme that has been in operation since December 2015.

What are we doing?

The Women's Retail triage is a partnership between Bury police, Women of Worth women's centre and local retailers that aims to provide an early intervention to divert women from the CJS, address their needs and prevent further shoplifting offences.

Police officers and police staff have been trained on Women's Retail Triage as a pre-court disposal, allowing police to accurately record offences and support those women prepared to address their offending behaviour.

The process

- Woman detained for alleged shoplifting
- Retailer contacts police
- Police offer option of retail triage (offered to all retailers who contact the police)
- Retailer and woman need to agree to participate in scheme
- Police book appointment at Women's Centre, avoiding the need for police resource to attend the store
- Assessment of woman by Women's Centre to identify triggers of offending and support needs
- Woman attends Women's Centre and engages with a dedicated support programme
- No further action taken by police (women who fail to engage can go on to be prosecuted).

A range of support is provided by the women's centre, for example, access to domestic violence services, counselling sessions, debt management, addressing drug and alcohol issues and help with parenting skills.

The women's centre and the police SPOC have a weekly/fortnightly catch up to share women's needs assessments and discuss ongoing cases.

How are we doing it?

The pilot was the initiative of a local police inspector who built on the success of an earlier triage pilot and extended it to include retailers.

The scheme is currently being extended to two other boroughs within Greater Manchester and there has been interest from other forces across the country.

Management Information²⁴

- To date, no retailer offered the scheme has declined.
- There have been over 60 referrals since December 2015.
- Over four in five of women referred are victims of domestic abuse and have received support. For some cases women have been supported to end abusive relationships and in time had their children returned to them from care.
- The pilot has seen a reduction in reoffending locally – out of 24 women reviewed, only two had reoffended.

Checkpoint, Durham

Checkpoint has been operational since April 2015.

What are we doing?

Checkpoint began as a women's pathfinder but is now also available to men and builds on the desistance and deterrence theories. It offers eligible offenders a 4-month long contract to engage as an alternative to prosecution. The individual contracts offers interventions to address the underlying reasons why they committed the crime to prevent them from doing it again to somebody else.

Following an admission of guilt (or a "no reply" with sufficient evidence to charge) an offender is offered a Checkpoint contract, which requires them to commit no more offences and to engage with services. The offence is classed as a deferred prosecution, which can be invoked at any point in the 4 months, if the offender breaks the contract or fails to engage with their Navigator. Completion of Checkpoint results in an exit from the criminal justice system.

The Checkpoint subject is supported through the process by a specialist 'navigator' who completes a detailed needs assessment with them and draws up the contract. This could include interventions around any of the issues the offender may have. The contract is tailored to each person and has up to 5 conditions:

- (1) Offending condition – not to reoffend over the period of the contract (mandatory condition).
- (2) Victims condition – to take part in a Restorative Approach if asked, to put right the harm caused.
- (3) Pathway Condition – Interventions around issues that contributed to the subject committing the offence.

Over a third of the cohort consists of female offenders.

If the subject successfully completes the contract and does not reoffend, no further action is taken against them, therefore no further criminalising vulnerable individuals. If they reoffend or fail to complete the contract, they are prosecuted and the court is informed of the circumstances of their failure to complete the contract.

Durham Constabulary has worked with Cambridge University to develop an innovative forecasting model as part of Checkpoint, which will forecast the subject's risk of reoffending over the next two years. Subjects will be graded green (low), amber (medium), red (high). This will allow them to highlight who they need to target their resources at to prevent them reoffending. They will be the first police service in the world to use such a forecasting model.

How are we doing it?

- The project was originally set up using the Police Innovation Fund to set the project up and build up the infrastructure.
- Over 90% successfully complete the scheme, which has demonstrated that it can significantly reduce future reoffending²⁵. It slows offending down, but more importantly improves the lives of those who take part.

Evaluation

- Checkpoint is being independently evaluated by Cambridge University Criminology department using a randomised control trial methodology.
- An interim report will be published in the Policing Journal.
- Full results are due in 2021.

Women's Pathway, Northumbria

Since December 2017, all women receiving a conditional caution in Northumbria force area follow the Women's Pathway.

What are we doing?

Following an internal review of Out of Court Disposals in Northumbria, an emphasis has been placed on better addressing the reasons offending has taken place, with the aim of diverting, where appropriate, less serious offenders/offences from charge to a conditional caution.

As part of a range of interventions available to be used with a conditional caution, a Women's Pathway has been developed. All women receiving a conditional caution attend one of six hubs to undertake a mandatory assessment of their offending related issues within 28 days of the conditional caution being imposed.

The initial assessment includes an intervention. Workers will use motivational interviewing techniques tailored to meet each individual woman's specific needs to reduce the likelihood of further contact with the criminal justice system.

Women are then encouraged to take up the offer of ongoing contact and referral to other support agencies, where appropriate. Ongoing support is voluntary.

All hubs are run by Changing Lives, who are also contracted to support women on community orders and supervised under post release licence. There is a hub available in each of the six local authority areas, based in community venues.

Women are supported in a women-only space, using approaches which are gender-sensitive and trauma informed. A holistic, multi-agency approach aims to address every aspect of women's lives and a range of activities is offered in the hubs following assessment and/or referrals to appropriate interventions are made, with support to access these services.

How are we doing it?

Changing Lives are contracted by Northumbria Community Rehabilitation Company to run their six women's hubs.

Funding from the VAWG Transformation Fund has been used to extend the capacity of Changing Lives to accommodate the additional cases at the hub from women on conditional cautions.

Evaluation

- The Conditional Caution Framework, including the Women's Pathway, is subject to a 12 month evaluation by Northumbria University.
- The final report is due in spring 2019. This will focus on the two main outcomes; victim satisfaction (as per the Community Remedy) and re-offending.
- It will be based on both qualitative and quantitative data.

Management Information

- To date, the compliance rate is encouraging – 78% of the women have successfully completed their assessment and over 40% have requested ongoing contact/ referral to other agencies²⁶.

Lessons Learnt and Next Steps

Lessons Learnt

- Joined up senior leadership is key to establishing a successful approach to the management of vulnerable offenders.
- Whilst senior leadership is key, so is securing buy in at operational level. This takes time, capacity and resource and should be fully considered at the outset and during mobilisation stage. It will be key for new areas to be realistic about the time it takes for police to build confidence in and trust a new referral pathway.
- Training is a key part of delivery, but so too is ensuring that staff understand why supporting vulnerable offenders is important. Working to increase understanding of why someone commits crime is perhaps more important than just following a process. Training sessions should work to increase police understanding as to the value of a gendered approach; the impact of trauma and sexual abuse; and understanding and identifying how female vulnerabilities impacted upon that offending behaviour.
- Diversion is part of a package of support. Simply signposting women to services that do not exist, or sending a letter to a woman reminding her to make contact with services is not sufficient. Effective links need to be made with key partners, who will be able to support the woman to address her needs. Co-location of a keyworker in a custody suite is one effective approach.
- Breaking the cycle of offending is difficult. It is often not a smooth path and numerous failures can be encountered, although offending may be less frequent and/or less serious as a result of interventions. Diversion should always be considered as an option despite past failures. The occasion that it is not considered may be the time it would have worked permanently.
- Measuring the impact of the service is critical to ongoing success. Both in terms of preserving confidence in the approach and identifying what works.

Next steps for police forces

- Strong senior leadership at a national level from the National Police Chiefs' Council, Association of Police and Crime Commissioners, Home Office and Ministry of Justice is necessary to provide the support and impetus required at a local level to develop approaches.
- Building the evidence base will help support the development of approaches. Sharing evidence and collaborating nationally on what works will also ensure that good practice is embedded and challenges overcome. Building a community of practice will help achieve many of these aims.
- Sharing learning and best practice. It is necessary to identify all or as much of that practice as possible; understanding what areas are doing and how they are doing it is key to this. The Police lead is keen to identify what areas are doing, with as little bureaucracy as possible.
- Embedding a women centred approach to managing vulnerability as business as usual is ambitious but key to long term sustainability.

Help and support

Contacts

NPCC: info@npcc.pnn.police.uk

APCC: Enquiries@apccs.police.uk

MoJ female offender policy team (including WSA and OOC queries) - cjwst@justice.gov.uk

HMPPS: Custody and probation - WomensTeam@noms.gsi.gov.uk

Recommended reading

Female Offender Strategy (2018) <https://www.gov.uk/government/publications/female-offender-strategy>

Better Outcomes for Women Offenders (2015)

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457922/Better_Outcomes_for_Women_Offenders_September_2015.pdf

NPCC Out of Court Disposals National Strategy 2017-2021

<http://www.npcc.police.uk/2017%20FOI/Central%20Office/248%2017%2004%203%20Regional%20Paper%20Charging%20and%20Out%20of%20Court%20Disposals%202016%202019.pdf>

Fair Cop? Improving outcomes for women at the point of arrest – Prison Reform Trust (2017)

<http://www.prisonreformtrust.org.uk/Portals/0/Documents/Women/Fair%20Cop.pdf>

Justice Data Lab Women's centres analysis (2015)

<https://www.gov.uk/government/statistics/justice-data-lab-statistics-may-2015>

Greater Manchester interim evaluation

<http://www.mmuperu.co.uk/projects/evaluation-of-the-women-offenders-model>

Evaluation of the Pan-Wales Women's Triage (2017)

https://wccsj.ac.uk/images/docs/publications/2017/WilliamsHollowayBrayford_Womens_Pathfinder.pdf

HMI Probation inspection of services for women offenders (2016)

<https://www.justiceinspectors.gov.uk/hmiprobation/wp-content/uploads/sites/5/2016/09/A-thematic-inspection-of-the-provision-and-quality-of-services-in-the-community-for-women-who-offend.pdf>

College of Policing Guidance on Mental Health (Updated 2018)

<https://www.app.college.police.uk/app-content/mental-health/mental-vulnerability-and-illness/>

National Strategy for Police Custody

<http://www.npcc.police.uk/documents/NPCC%20Custody%20Strategy.pdf>

College of Policing Detention and Custody APP

<https://www.app.college.police.uk/app-content/detention-and-custody-2/>

Case Studies

Case Studies: Wakefield

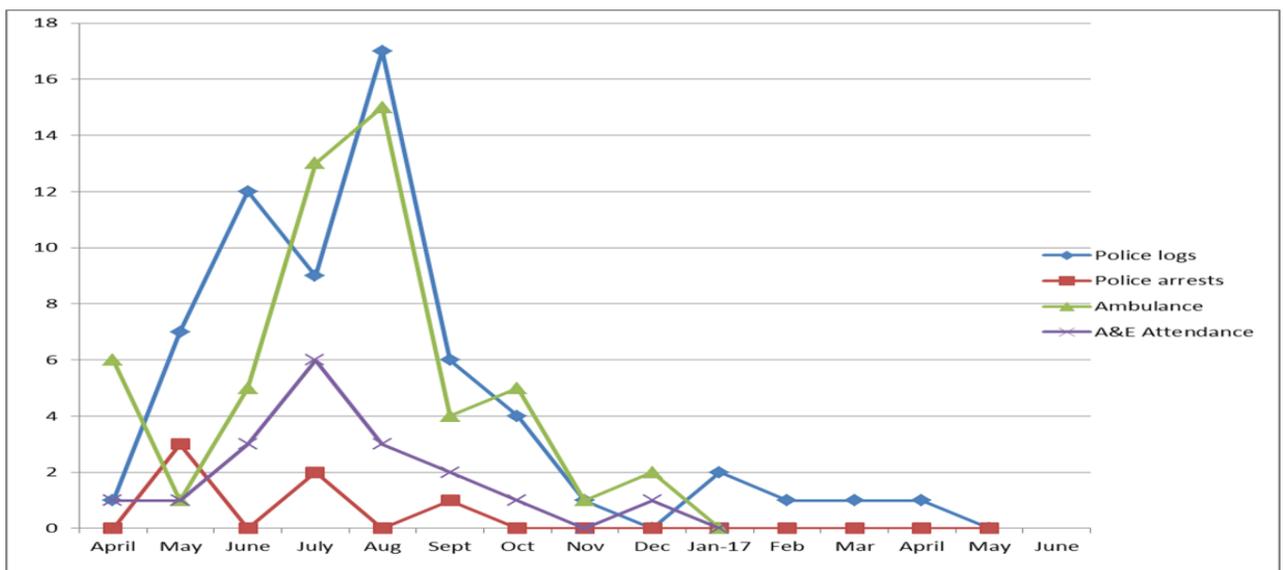
Anne*, a woman in her 50's, received a women's specific caution for "causing wasteful use of police time". Over a period of 12 months she had made:

- Over 150 calls to police @£260 per call = c. £45,000
- Almost 200 ambulance callouts @£247 per call = c. £50,000
- Almost 100 admissions to A&E @ £600 per attendance – discharging herself after being triaged, but before consultation with a doctor = c. £55,000.

Anne was referred to Wakefield women's centre for a needs assessment. This found she had multiple and complex needs including excessive alcohol use, deteriorating mental health, and physical disabilities. As a result, Anne was assisted to address her health needs, including:

- specialist support for alcohol use and completion of a detox, supported by a female practitioner
- received support through a dual diagnosis practitioner in order to help her access support for her mental wellbeing
- her hospital appointments were rearranged and she was supported to attend

Since August 2016, when interventions began, there has been a decline in Anne accessing emergency services unnecessarily and a de-escalation of formal sanctions potentially being imposed by the police and other enforcement agencies.



*not her real name



Case Studies: Pembrokeshire



There is a good working relationship between the Pembrokeshire Police and partners involved in the IOM Cymru female offender Pathfinder Diversion Scheme. This has developed through discussions about new referrals and on-going work with referred women.

In the case of Ms W, who was arrested and charged with a driving offence, the Police Officer and Custody Sergeant knew that Ms W was not eligible for the Diversion Scheme. They nevertheless recognised that Ms W was a vulnerable young woman in need of help and support, and referred her to partners for an initial needs assessment.

During her assessment, Ms W became visibly upset and said that she was grateful for the referral and that there were people who cared about her. The assessment identified several issues where Ms W needed help and immediate support, including Domestic Abuse, a risk of homelessness and mental health issues. The Key worker completed a SafeLives and a MARAC referral, and linked Ms W to IDVA support, which resulted in a referral to Gwalia Care and Support.

Gwalia arranged and supported Ms W to attend a meeting with Shelter, which helped her to escape her current situation and move to another property. Gwalia also worked to establish regular, specialised Mental Health support for Ms W, and provide ongoing support so that she would attend her medical appointments. Alongside this, the Gwalia key worker supported Ms W through the Court process for the driving offence for which she had been arrested.

As a direct result of the Police recognising that Ms W was a vulnerable individual, and the decision of the officers concerned to refer her for a needs assessment, she has received vital support to improve her current and future life. Ongoing support will help to ensure that Ms W is not at risk of committing further offences.

Case Studies: Greater Manchester WSA

Ana* (in her early 60's) was referred to a women's centre by the police. Ana had a history of alcohol abuse and suffered with depression. A needs assessment identified both physical and mental health issues, as well as alcohol misuse, and issues around meaningful use of time. Through 12 one-to-one sessions, Ana explored underlying reasons for her problems. She was supported to take steps to address these issues and to increase her self-esteem, including referral to a health and alcohol trainer, attending exercise and community groups, and attending a communication skills course.

As a result, Ana gave up alcohol, and became more self-sufficient, able to make better decisions. Ana formed healthier relationships within her family, repairing some of the damage that had been caused by her drinking, which increased her self-esteem. She volunteered at the women's centre, which led to Ana becoming a paid Support Worker. Ana said "I feel like I'm getting my life back on track. All the help, advice & support has made a massive difference."

*not her real name

Case Studies: Safer Wales Diversionary Scheme

Maria* (in her late 40's) was arrested in 2016 for stealing from her workplace. Despite a drug addiction, she had always worked, but lost her job following her arrest. Maria was in custody, her first time in a police cell, when she was referred and diverted to the Safer Wales Diversionary Scheme, as an alternative to prosecution.

Maria was keen to obtain new employment, and the Diversionary team supported her in accessing local community groups to update her Curriculum Vitae and search for employment. They also discussed the consequences of offending, including on future employment, with Maria. Within a few weeks of accessing the scheme, Maria gained full time employment.

Maria had a history of drug use and the Diversionary team provided advice and referral information for drug support agencies. After 30 years, Maria gave up both heroin and cocaine and continues to access support for drug use. She remains in full time employment and has regular contact with family and friends.

Maria continues to engage positively with the Diversionary Service and, despite a previous offending history for theft, she has not been in trouble with the police since.

*not her real name

Case Studies: Inspire – Women’s Diversionary Project

Tanya* was referred to the Women’s Diversionary Project (WDP), run by Brighton Women’s Centre, in May 2016. She had been arrested for possession of a firearm and cannabis, which was found in her bag after a car she was in was stopped by police. Tanya was referred to WDP by the Criminal Justice Liaison Nurse who was concerned by her obvious vulnerability and disclosure of mental health issues. Tanya was released under investigation.

Tanya had previously had contact with the police at the age of 14, when she was arrested and expelled from school for having cannabis in her possession, after which she stopped attending school full-time. Tanya had been using cannabis from her pre-teen years, and by 14 she also had an addiction to the legal high M-Cat, and would binge drink for at least 4 days each week. Tanya was thrown out of the family home aged 14, and had mostly been sofa surfing since then. She had shared a rented flat for one year with her then partner and during this time suffered a miscarriage, after which her partner became extremely controlling, until she left.

At the time of her arrest, Tanya was struggling to cope with the loss of her unborn child. She was sofa surfing with her mum and brother, who had been physically abusive towards her from childhood. Tanya did not have a bank account, so her benefits were being paid into her mum's account, leading to financial abuse.

Tanya engaged with WDP both in police custody and immediately on release. Her main goal was to get employment; she was studying a vocational course, but unable to find a job. The WDP worked with Tanya on practical and emotional issues, including supporting her to attend Mental Health appointments and sign posting her to other support services, and supported her to achieve her main goal of finding employment. Tanya took advantage of all training she could access through her employer, including becoming qualified as a First-Aider, which inspired her to work to qualify as a Paramedic in the future. Following two further assaults from her brother, Tanya was supported to access Refuge, where she stayed for 5 months and started to achieve some stability away from her family.

At court, Tanya was advised to plead guilty. She was told to expect to receive a custodial sentence, which would mean that she could no longer work as a First Aider. The magistrate took into account Tanya's work with WDP and personal progress, and that she was coerced into taking the firearm by her brother and was now in Refuge. Tanya's employer also provided a character reference stating what a valued and competent employee she was. As a result, she was sentenced with a Conditional Discharge and was able to continue working.

Tanya said she valued working with WDP, as her worker 'made her feel calm from the first day they met in custody', that she would ask for support with 'anything' and that her worker 'always believes she can achieve anything'. Since her arrest in May 2016, Tanya continues to build her new life, and has had no further arrests or involvement with the Police.

*not her real name

Police Area Statistics

Adult women arrested 2016/17¹, by police force area*

| Police force area | Number of adult women arrested* | Police force area | Number of adult women arrested* |
|--------------------|---------------------------------|---------------------|---------------------------------|
| Avon and Somerset | 3,542 | London, City of | 175 |
| Bedfordshire | 953 | Merseyside | 4,067 |
| Cambridgeshire | 1,491 | Metropolitan Police | 19,215 |
| Cheshire | 1,926 | Norfolk | 1,935 |
| Cleveland | 1,976 | North Wales | 1,665 |
| Cumbria | 1,233 | North Yorkshire | 1,685 |
| Derbyshire | 1,847 | Northamptonshire | 1,171 |
| Devon and Cornwall | 1,657 | Northumbria | 2,992 |
| Dorset | 1,192 | Nottinghamshire | 1,832 |
| Durham | 1,372 | South Wales | 4,325 |
| Dyfed-Powys | 711 | South Yorkshire | 1,757 |
| Essex | 3,807 | Staffordshire | 1,936 |
| Gloucestershire | 719 | Suffolk | 922 |
| Greater Manchester | 3,400 | Surrey | 1,117 |
| Gwent | 786 | Sussex | 2,431 |
| Hampshire | 1,701 | Thames Valley | 4,269 |
| Hertfordshire | 1,936 | Warwickshire | 767 |
| Humberside | 1,735 | West Mercia | 1,876 |
| Kent | 4,035 | West Midlands | 5,401 |
| Lancashire | 3,225 | West Yorkshire | 5,018 |
| Leicestershire | 1,416 | Wiltshire | 1,158 |
| Lincolnshire | 1,302 | TOTAL | 107,676 |

* Figures exclude those of unknown age and/or gender

Adult women given formal out of court disposals 2017, by police force area²

| Police force area | PNDs | Cautions | | Police force area | PNDs | Cautions |
|--------------------|------|----------|--|---|--------------|---------------|
| Avon and Somerset | 77 | 484 | | Merseyside | 342 | 242 |
| Bedfordshire | 27 | 102 | | Metropolitan Police | 734 | 2,903 |
| Cambridgeshire | 60 | 213 | | Norfolk | 107 | 400 |
| Cheshire | 93 | 330 | | North Wales | 47 | 224 |
| City of London | 15 | 38 | | North Yorkshire | 83 | 268 |
| Cleveland | 124 | 203 | | Northamptonshire | 34 | 222 |
| Cumbria | 79 | 131 | | Northumbria | 346 | 675 |
| Derbyshire | 118 | 262 | | Nottinghamshire | 73 | 256 |
| Devon and Cornwall | 70 | 410 | | South Wales | 263 | 469 |
| Dorset | 84 | 344 | | South Yorkshire | 266 | 294 |
| Durham | 190 | 291 | | Staffordshire | * | 292 |
| Dyfed-Powys | 23 | 187 | | Suffolk | 48 | 206 |
| Essex | 105 | 304 | | Surrey | 78 | 202 |
| Gloucestershire | 35 | 147 | | Sussex | 138 | 333 |
| Greater Manchester | 162 | 488 | | Thames Valley | 204 | 488 |
| Gwent | 146 | 232 | | Warwickshire | 51 | 137 |
| Hampshire | 147 | 418 | | West Mercia | 85 | 387 |
| Hertfordshire | 151 | 400 | | West Midlands | 69 | 1,001 |
| Humberside | 65 | 350 | | West Yorkshire | 3* | 702 |
| Kent | 147 | 523 | | Wiltshire | 87 | 185 |
| Lancashire | 398 | 413 | | Special/miscellaneous and unknown police forces | 81 | 105 |
| Leicestershire | * | 158 | | | | |
| Lincolnshire | 128 | 308 | | TOTAL | 5,583 | 16,727 |

²In 2014/15 these three areas piloted a simplified OOCDF framework where only community resolutions and conditional cautions were used. Whilst the pilots completed in 2015, areas have chosen to continue with the simplified framework.

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Public Sector Equality Duty

Public Sector Equality Duty

PACE Code C paragraph 1.0 sets out the duties of police forces under the Equality Act 2010, section 149 (Public Sector Equality Duty). These provide that police forces must, in carrying out their functions, have due regard to the need to eliminate unlawful discrimination, harassment, victimisation and any other conduct which is prohibited by that Act, to advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it, and to foster good relations between those persons.

The Equality Act also makes it unlawful for police officers to discriminate against, harass or victimise any person on the grounds of the 'protected characteristics' of age, disability, gender reassignment, race, religion or belief, sex and sexual orientation, marriage and civil partnership, pregnancy and maternity, when using their powers. Note 1AA to the PACE Code C states that the relevant "protected characteristics" are age, disability, gender reassignment, pregnancy and maternity, race, religion/belief; sex and sexual orientation.

The gender-informed nature of the processes set out in this guidance means there will be a positive effect on women, which we consider to be justified given the aims of this policy. As set out, we have identified particular disadvantages suffered by suspected and confirmed female offenders, and needs which are particular to these women.

The women-specific approach set out in this guidance is a proportionate, gender-informed means of achieving the legitimate aim of enabling and encouraging these women to overcome or minimise these disadvantages, and to meet the needs we have identified. It sits alongside other statutory and voluntary requirements on the police when working with vulnerable offenders.