

# Female Offending Implementation Plan

Improved partnership between devolved and non-devolved services to deliver justice in Wales is a shared priority of UK and Welsh Governments.

Thematic Area	Recommendation (milestone)	Action(s) include:	Refreshed Timescale	Update
<b>Governance and System-Wide</b>	Establish governance arrangements that enable the Women in Justice Programme to effectively deliver on strategic priorities and lead on development of new initiatives.	<ul style="list-style-type: none"> <li>Development of Women in Justice Programme Brief &amp; Ministry of Justice national concordat (following on publication of the MoJ Female Offending Strategy in summer 2018).</li> <li>Drawing on the expertise of the All Wales Women in Justice Group in establishing partnership &amp; contract management meetings, &amp; task &amp; finish groups to take forward relevant actions, including the engagement of women with lived experience.</li> <li>Establish links with local boards across Wales to support delivery.</li> </ul>	Short-term (31.12.20)	<p><b>COMPLETE</b></p> <ul style="list-style-type: none"> <li>Women in Justice Programme Brief produced and signed-off by the All-Wales Women in Justice Board in April 2019.</li> <li>Blueprint team has fed into the development of MoJ National Concordat (published 23rd January 2021) to ensure consideration of the Welsh delivery context. A review has been undertaken to ensure the Blueprint ambitions align with the Concordat. Agreed that in Wales, Concordat ambitions will be delivered through the Blueprint.</li> <li>Established effective governance, oversight and delivery arrangements for the Female Offending Blueprint project in November 2019. The Blueprint is being delivered via 6 individual workstreams. Workstream activity is overseen by the Blueprint Project Board, which is aligned with the All-Wales Women in Justice Board.</li> <li>Involvement model has been produced to inform approach to engaging women with lived experience in the design of key Blueprint deliverables.</li> <li>Criminal Justice Boards are represented at the All-Wales Women in Justice Board. A communications plan has been produced to continue to strengthen links with local boards, for implementation from February 2021.</li> </ul>
	Establish information sharing protocols and enablers that will support delivery of a Whole System Approach across each stage of the Criminal Justice System.	<ul style="list-style-type: none"> <li>Identify opportunities to use technological enablers to develop an infrastructure that ensures effective sharing of information across organisations to support the effective management, supervision &amp; support of women.</li> <li>Explore options for developing a passport to support which could travel with the woman on her journey through the Criminal Justice System.</li> <li>Develop &amp; implement WASPI compliant information-sharing agreements where required.</li> </ul>	Long-term (31.03.23)	<ul style="list-style-type: none"> <li>The Blueprint team has commenced engagement with the National Offender Management Multi Agency Data System (NOMADS) programme, to identify opportunity to reflect the needs of women in the design of this web based cross-sector case management system.</li> <li>Activity to develop options for passport to support due to commence in May 2021.</li> <li>A WASPI Information Sharing Protocol has been produced for the Women's Pathfinder Whole System Approach (WSA) and 18-25 Early Intervention Service in South Wales and Gwent.</li> </ul>
	Review services for women who are perpetrators of VAWDASV in the CJS to ensure that they meet their specific needs and not duplicates of those offered to male perpetrators.	<ul style="list-style-type: none"> <li>Work with VAWDASV to undertake scoping exercise to map current provision available for female perpetrators at all stages of the Criminal Justice System (including early intervention and prevention, community services and those serving a custodial sentence).</li> </ul>	Medium-term (31.03.22)	<ul style="list-style-type: none"> <li>This recommendation has been transferred into the Community Sentences thematic area.</li> <li>A task and finish group has been established to map current provision for female perpetrators of VAWDASV and identify recommendations/opportunities to address any gaps.</li> </ul>
	Develop Communications Plan and materials to support sharing of information and awareness raising of the work of the programme going forward.	<ul style="list-style-type: none"> <li>Publication of Female Offending Blueprint and Implementation Plan.</li> <li>Develop and implement Women in Justice Summit event plan in conjunction with Clinks, PRT and Community Justice Cymru.</li> <li>Work in partnership with successful provider of the Women's Pathfinder Whole System Approach and 18-25 Early Intervention Service to develop suite of communication materials to inform service users and stakeholders of what is being delivered.</li> </ul>	Short-term (31.12.20)	<p><b>COMPLETE</b></p> <ul style="list-style-type: none"> <li>Female Offending Blueprint Implementation Plan published in May 2019.</li> <li>'Doing Things Differently: Supporting Women Away from Crime Summit' held on 10th October 2019. Produced write-up of key themes and learning from the event to help inform approach to Blueprint delivery.</li> <li>Produced communications materials for the Women's Pathfinder Whole System Approach and 18-25 Early Intervention Service. Held a number of engagement sessions/events with key stakeholders to raise awareness of the Service including: a virtual visit to the Service by Deputy Minister &amp; Chief Whip Jane Hutt MS (17.12.20); and a One-Year On Webinar Event for partners (14.01.21).</li> </ul>

<b>Early intervention &amp; prevention</b>	Take forward recommendation of the Women's Pathfinder Diversion Scheme Evaluation (University of South Wales, 2017) to implement Diversion Initiatives for women across Wales.	<ul style="list-style-type: none"> <li>Roll out diversion via Women's Pathfinder Whole Systems Approach (WSA) Service Delivery Model across South Wales &amp; Gwent, &amp; Checkpoint Model across Dyfed Powys and North Wales.</li> <li>Establish consistent out of court disposal options for women across Wales, including a mechanism for sharing learning and best practice from local diversionary initiatives.</li> <li>Work with all providers including statutory, non-statutory, commissioners and voluntary sector to explore the full range of funding, polices and processes and identify ways to deliver prevention and early intervention with greater join up of support to service users.</li> </ul>	Medium-term (31.03.22)	<ul style="list-style-type: none"> <li>Diversion services are in place for women across each of the four police force areas in Wales.</li> <li>The South Wales and Gwent police forces areas are exploring options for taking forward an Out of Court Disposal pilot aimed at enhancing and expanding diversion opportunities in respect of low level, repeat offenders (revolving-door cohort).</li> <li>The Early Intervention and Prevention workstream has representation from across the four police force areas and diversion partners to enable sharing of learning between statutory, non-statutory and voluntary sector partners.</li> <li>Diversionary Services workshop held 11.01.21 to share learning around the different delivery models, and to start to explore polices and processes to deliver prevention and early intervention with greater join-up of support to service users.</li> </ul>
	Develop a holistic assessment to be offered to women who are not eligible for pre-court diversion at the earliest possible stage to identify the best means of supporting and meeting their needs.	<ul style="list-style-type: none"> <li>Agree non- statutory holistic assessment that will be completed with women (eligible for Diversion or not) at first point of contact with the CJS.</li> <li>In recognition that domestic abuse can be a driver to female offending, consideration will be given to how early intervention and prevention services can provide specialist services for women who disclose they are victims of Domestic Abuse at the first point of contact with the CJS.</li> </ul>	Medium - term (31.03.22)	<ul style="list-style-type: none"> <li>Scoping of existing assessments for women has commenced. Workshop held with diversion providers on 11.01.21. Agreed to develop a set of principles to underpin a gender and trauma informed holistic assessment process.</li> <li>Providers of diversionary services have an understanding of local domestic abuse services to refer to. Many providers (e.g. Safer Wales, North Wales Women's Centre, Pobl) provide in-house services for victims of domestic abuse which women who are diverted are able to access.</li> </ul>
	Establish initiatives to better support girls, & potentially young women, at greatest risk of offending & therefore entering the CJS	<ul style="list-style-type: none"> <li>Explore opportunities to work with Education partners &amp; other relevant services to identify opportunities for early intervention and prevention.</li> <li>Explore opportunities to work in collaboration with Public Health Wales under their Creating a Healthier, Happier and Fairer Wales Strategic Plan 2017-20 to increase understanding of adversities facing women and girls and the impact on their life course.</li> <li>Align work with the youth justice blueprint to ensure that the needs of girls and young women at risk of offending are appropriately considered in prevention and early intervention service plans. This will include ensuring that the complex vulnerabilities of females are reflected and incorporate learning from the Enhanced Case Management (ECM) approach piloted by Youth Justice.</li> </ul>	Long-term (31.03.23)	<ul style="list-style-type: none"> <li>Established pilot with the Women's Pathfinder Whole System Approach to strengthen support for young females transitioning from youth to adult services in South Wales and Gwent.</li> <li>Working in consultation with ACEs hub to review research into impact of ACEs on women to inform understanding of any research gaps.</li> <li>Commenced research to better understand the needs of young females transitioning from youth to adult services in Wales.</li> </ul>
<b>Courts &amp; sentencing</b>	Develop a clear understanding of current services available to women involved in the CJS in Wales, delivered by both statutory and non-statutory partners (devolved and non-devolved) in the community to reduce short term sentencing & remand	<ul style="list-style-type: none"> <li>Take into consideration findings from analysis of current sentencing trends (including Imprisonment in Wales: A Fact file Report undertaken by Dr R. Jones, 2018) across Wales to inform consultations with the courts and judiciary, that will seek to raise awareness of the needs of women, the services available, and in turn increase the confidence of sentencers in the options available.</li> <li>Work in partnership with Community Justice Cymru and wider voluntary sector to engage with courts across Wales to highlight good practice and options available in the community.</li> </ul>	Medium - term (31.03.22)	<ul style="list-style-type: none"> <li>Local women's service directories developed by HMPPS Women's Pathfinder Partnership Integration Co-ordinators.</li> <li>Communications strategy is in development to help inform approach to sentencer engagement and identify opportunities to raise awareness of the needs and vulnerabilities of women in the criminal justice system and highlight robust community sentencing options.</li> </ul>
	Develop pre-sentence pathway that addresses the needs of women who come into contact with the Criminal Justice System.	<ul style="list-style-type: none"> <li>Establish referral process in police custody or on remand for referring women not eligible for Diversion into pre-sentence support.</li> <li>Roll out of consistent use of Pre-Sentence Report checklist and EPF Tool across National Probation Service court establishments in Wales.</li> <li>Ensure that Information is made available at court for those summoned to court. Consider how women who are summoned directly to court are able to access opportunities to address their financial, childcare and wider support needs.</li> <li>In light of research undertaken by Dr Shona Minson (Safeguarding Children when Sentencing Mothers, 2018), explore options for how family circumstances informing sentencing proposals, including consideration for Child Impact Assessments (or Dependant Impact Assessments) prior to sentencing.</li> </ul>	Medium - term (31.03.22)	<ul style="list-style-type: none"> <li>Brochure of support services for women in development to highlight pre-sentence support available to women (not eligible for diversion).</li> <li>Pre-sentence report aide memoire for women rolled out across National Probation Service in Wales.</li> <li>Child impact assessments currently being explored.</li> </ul>
	Establish range of suitable community alternatives to custody & remand.	<ul style="list-style-type: none"> <li>Consideration of the use intensive alternatives to custody &amp; bail options to address issues around accommodation, substance misuse and finance/debt.</li> <li>Explore Electronic Monitoring sentencing &amp; bail options, including use of other new technologies as alternative to short term custody and remand.</li> <li>Inform Future Probation &amp; Resettlement Services model and design in relation to support provided to those sentenced to short term custody.</li> <li>Explore options around Increasing use of community sentence treatment requirements.</li> </ul>	Long-term (31.03.23)	<ul style="list-style-type: none"> <li>This recommendation has been transferred into the Community Sentences thematic area (with the Courts and Sentencing workstream focussed on promoting alternatives to custody and remand).</li> <li>Initial mapping exercise undertaken (under community sentences workstream) on alternatives to custody for women, to help inform understanding of current provision, gaps and recommendations.</li> <li>Work is in progress to explore opportunities to strengthen use of community sentence treatment requirements.</li> <li>Exploring options around use of electronic monitoring (GPS) as an alternative to custody for women</li> </ul>

<b>Community sentences</b>	Develop model of trauma-informed Women's Residential services in Wales, identifying scope, provision of services and potential capacity. This includes reviewing the potential for a tiered approach with secure, step down and community bed space to house women at different points of the system.	<ul style="list-style-type: none"> <li>Develop a fully costed Business Case for a 24/7 accommodation service model to meet the needs of women in Wales, aligning with the commitment in the MoJ Female Offending Strategy for 5 residential centres and considering how a network of community-based services may interface with any new residential facilities.</li> <li>Explore options for pilot sites to test Housing First model for women &amp; house share project for women where universal credit is paid directly to private landlords, with support for these and housing staff to understand respond to the complex needs of women in the CJS.</li> <li>Consider options for high risk women including establishing Approved Premises for women in Wales.</li> </ul>	Long-term (31.03.23)	<ul style="list-style-type: none"> <li>On 5th May 2020 it was announced that the MoJ Residential Women's Centre will be piloted in South Wales. The Blueprint project team is working closely with the MoJ and Welsh Government to support the delivery of this pilot and to help ensure successful integration with the existing service delivery landscape and to establish the impact on devolved services in Wales.</li> <li>Initial engagement with the housing first network for women has commenced to help inform understanding of current housing first landscape for women.</li> <li>Work has commenced to explore approved premises options for women in Wales. Feasibility work being undertaken in relation to a number of properties across South Wales.</li> </ul>
	Develop model for psychology-led formulation-based approaches to supporting females in the CJS, drawing on the expertise of existing services and identifying opportunities for integration of resources to deliver ambitious and flexible evidence-based services.	<ul style="list-style-type: none"> <li>Develop fully costed business case for a psychology-led formulation-based model that enables the development of quality relationships between women in the CJS and at least one trusted professional.</li> <li>Considering how this model will interface with any new residential facilities.</li> <li>Engage with Health Services to consider how this model will interface with existing provision and service frameworks to include an impact assessment and analysis of potential additional demands placed on the system.</li> </ul>	Medium-term (31.03.22)	<ul style="list-style-type: none"> <li>Developed costed business case for a psychology-led formulation based model.</li> <li>A psychology-led, gender and trauma informed model is being developed and is currently going through consultation with partners.</li> </ul>
	Establish Women's Pathfinder Whole System Approach Commissioned service across Southern Wales (South Wales and Gwent) from Autumn 2019.	<ul style="list-style-type: none"> <li>Reward contract to successful provider to deliver Women's Pathfinder Whole System Approach and 18-25 Early Intervention service delivery model.</li> <li>Oversee contract implementation and commencement of service.</li> <li>Appoint HMPPS Partnership Integration Coordinators to support development of a multi-agency Whole System Approach for women who come into contact with the CJS in Wales.</li> </ul>	Short-term (31.12.20)	<p><b>COMPLETE</b></p> <ul style="list-style-type: none"> <li>Awarded contract to deliver the Women's Pathfinder Whole System Approach and 18-25 Early Intervention service (South Wales and Gwent) to Future 4 (a consortium of providers made up of G4S, Llamau, Safer Wales and Include) in July 2019. The Service was officially launched in October 2019.</li> <li>Established clear governance structure to enable effective review and monitoring of contract implementation.</li> <li>HMPPS appointed 5 Women's Pathfinder Partnership Integration Coordinators in 2019 to support a whole system approach to working with women across Wales.</li> </ul>
	Establish training framework for staff working with women who come into contact with the CJS.	<ul style="list-style-type: none"> <li>HMPPS Partnership Integration Coordinators to complete 'train the trainer' for MoJ POWER (Positive Outcomes for Women Empowerment and Rehabilitation) and Early Action Together training and cascade both along with other relevant training (working with other trainers) to partnership front-line multi-agency teams.</li> </ul>	Medium-term (31.03.22)	<ul style="list-style-type: none"> <li>HMPPS Partnership Integration Co-ordinators completed POWER train the trainer course in 2019 and commenced delivery of training sessions to staff. Recommendations for wider roll out of POWER training will be informed by Blueprint training framework.</li> <li>Undertaken a training needs assessment across statutory and non-statutory services working with women involved in the criminal justice.</li> <li>Development of a training framework which has also now been consulted on and included gap analysis and also review of the women's complexity factors pilot.</li> <li>We are now at the stage of rolling out this training framework and are in discussion about who will be in receipt of the specific sessions that are going to be delivered by a colleague who has worked on the training objective</li> </ul>
	Establish clear referral pathways for vulnerable women in the community so to provide interventions in a timely manner.	<ul style="list-style-type: none"> <li>Roll out Women's Pathfinder Multi Agency Case Conference meetings across Wales so as to provide forums where organisations can share appropriate information and identify services that can meet the needs they are working with.</li> <li>Explore options for dedicated staff across statutory services with voluntary sector women centred providers to provide safe, trauma-informed environments for women to report to.</li> </ul>	Medium-term (31.03.22)	<ul style="list-style-type: none"> <li>Women's Pathfinder Case Conferences operating remotely in Haverfordwest, Cardiff, Newport, Rhondda Cynon Taff (Pontypridd and Merthyr Tydfil), and more recently Swansea. Exploring opportunity for establishing new case conference in Wrexham and Newport in 2021. Work in progress to align Case Conferences with the Blueprint psychology-led model.</li> <li>Probation staff co-located with Safer Wales staff in Cardiff.</li> </ul>
<b>Custody &amp; resettlement</b>	Establish Prison pathway to support women resettling back to Wales after serving a custodial sentence.	<ul style="list-style-type: none"> <li>Identify custody SPOCs to link with Women's Pathfinder commissioned service &amp; establish multi-agency referral pathway, for Welsh women in custody pre- &amp; post-release.</li> <li>Consider existing &amp; further research to understand the wider impacts of imprisonment on Welsh women &amp; the impact on devolved budgets</li> <li>Link to current cross governmental resettlement pathway for women.</li> <li>Based on the findings of the evaluation of homelessness services to adults in the secure estate undertaken by Glyndwr University (2018) commission review into the Priority Need test within the Housing (Wales) Act 2014.</li> <li>Develop a Service Level Agreement to ensure equality of access to services for those women from Wales serving a custodial sentence in a prison in England.</li> </ul>	Medium-term (31.03.22)	<ul style="list-style-type: none"> <li>Note an adjustment to the language of this recommendation to: Strengthen the resettlement offer for Welsh women leaving prison.</li> <li>Future 4 Women's Pathfinder Whole System Approach commissioned service providing support to women being released from prison back into South Wales and Gwent areas.</li> <li>Statutory guidance note issued in April 2020 - 'priority' need obsolete. All offenders to be considered priority.</li> <li>Mapping work commenced to review service provision for Welsh women in prison in England.</li> <li>Priority Need has temporarily been extended to include all homeless presentations as a result of the pandemic. The published Priority Need evaluation will be considered as part of the work to transition to a Rapid Rehousing approach.</li> </ul>
	Work with health partners to ensure health needs of Welsh women are met when release from custody.	<ul style="list-style-type: none"> <li>Work with health partners to ensure health needs of Welsh women are met when released from custody.</li> <li>Align work developed under the Women in Justice Programme (Inc. Women's Pathfinder WSA) with services being delivered through the Offender Personality Disorder Pathway.</li> <li>Consider mental health needs in any one stop shop community models of support developed for women in CJS</li> </ul>	Medium-term (31.03.22)	<ul style="list-style-type: none"> <li>Offender Personality Disorder Pathway is aligned with the Women's Pathfinder, and represented at Women's Pathfinder Case Conferences.</li> </ul>

	Establish services for Welsh women in custody to improve and maintain links with children and families.	<ul style="list-style-type: none"> <li>Undertake review of Lord Farmer report looking into the needs of women and their children/families (once published) &amp; incorporate relevant recommendations into Women in Justice programme plan.</li> <li>Explore funding options for projects/services that support women maintain links with their children and families (where appropriate) when serving custodial sentence.</li> </ul>	Short-term (31.12.20)	<ul style="list-style-type: none"> <li>Note the adjustment to the language of this recommendation to: Strengthen services for Welsh women in custody to improve and maintain links with children and families.</li> <li>Review of Lord Farmer recommendations undertaken by each Blueprint workstream.</li> <li>Funding secured from Welsh Government and HMPPS to re-establish the Visiting Mum's project in 2021 to strengthen links between women in prison and their families. Work is in progress to shape the design of the operating model to enable effective delivery within the COVID context.</li> </ul>
<b>Research &amp; evaluation</b> <i>(This is a joint workstream across both Blueprints)</i>	Develop understanding & evidence base around the Whole System Approach model.	<ul style="list-style-type: none"> <li>Produce plan to evaluate Women's Pathfinder Whole System Approach service delivery model.</li> <li>Initiate evaluation of Whole System Approach Model across Southern Wales (South Wales and Gwent).</li> </ul>	Medium-term (31.12.21)	<ul style="list-style-type: none"> <li>Evaluation of Women's Pathfinder Whole System Approach (and 18-25 service) due to go live in February 2021. Final report due October 2021.</li> </ul>
	Better understand the distinct needs and vulnerabilities of women who offend across the whole of Wales.	<ul style="list-style-type: none"> <li>Work with Early Action Together Programme to research impact of Adverse Childhood Experiences (ACEs) on women in Wales &amp; how trauma-informed services can best meet related needs.</li> <li>Develop understanding behind the offending behaviour of specific cohorts of women (including focus on 'Framework to support positive change for those at risk of offending in Wales' 2018-23 priority areas) to inform design &amp; delivery of services.</li> <li>Consider options for designing &amp; implementing an evaluation comparing diversion models across Wales &amp; supporting ongoing monitoring.</li> <li>Work with Her Majesty's Courts &amp; Tribunal Services and HMPPS to better understand the offence profile and characteristics of women being sentenced to short term custody.</li> </ul>	Medium-term (31.03.22)	<ul style="list-style-type: none"> <li>Working in consultation with ACEs hub to review research into impact of ACEs on women to inform understanding of current evidence-base and any research gaps.</li> <li>Female Offending Profile Analysis produced May 2020. Infographics produced December 2020. Development of a regular Pan-Wales Women's Partnership report in progress to enhance understanding of the risks, needs, vulnerabilities and complexities of women in the criminal justice system in Wales.</li> <li>A research project is currently underway to review the experiences of Black, Asian and Minority Ethnic women in the criminal justice system, and is expected to report in May 2021.</li> <li>Early analysis undertaken to jointly review HMPPS and HMCTS data on number of women sentenced to short prison sentences in Wales.</li> <li>An Evaluability Assessment of the Female Offending and Youth Justice Blueprints is due to commence in 2021.</li> <li>Research &amp; Evaluation activity on Youth Justice is highlighted in the Youth Justice Implementation plan.</li> </ul>