



National Offender
Management Service

Stocktake of Women's Services for Offenders in the Community

October 2013



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GLOSSARY



1. Background and context

- In April 2013, the National Offender Management Service (NOMS) provided an additional £3.78 million to Probation Trusts in England & Wales, specifically to enable them to enhance the provision of services they commission or deliver to promote the rehabilitation of female offenders. To assess the impact of this extra investment, we conducted a stocktake of services in the community for female offenders, and this is our report.
- NOMS is an executive agency of the Ministry of Justice (MoJ). The main objectives of the agency are to protect the public and reduce reoffending. Where offenders are given a community sentence by the courts, or released from custody on licence, these objectives are at present taken forward by the 35 Probation Trusts in England and Wales, which are responsible for the delivery of services at local level.
- Probation Trusts deliver offender services in partnership with a wide range of public, private and third sector providers. They also commission services – sometimes jointly with partners – from other providers. NOMS has a contract with each Probation Trust. It is through contract management arrangements that NOMS ensures that the intentions and plans put forward by Probation Trusts during commissioning rounds are translated into the practical delivery of services in local communities.
- In future, these offender services in the community will be delivered by the Community Rehabilitation Companies (CRCs) and (for higher-risk offenders) by the new National Probation Service. This stocktake describes how services for female offenders are delivered at present – and new providers will clearly be very interested in the practice it describes. More specifically, the report examines the impact of the additional £3.78 million provided this year. The aim of this extra investment was to enable Trusts to access additional services for women under their local commissioning arrangements, taking into account the requirement to ensure that services contribute to the overall objectives of the National Offender Management Service.
- The extra funding does not represent the total spent by Probation Trusts on services for female offenders: Trusts routinely provide these services through their mainstream delivery. While our main aim in this report has been to identify the new initiatives and services funded from the additional provision, we also briefly highlight the way in which Probation Trusts have used their core funding to strengthen and improve services for female offenders. And wherever possible, we have identified resources contributed by other parties – though this is not always easy to do precisely.

- Under the contract management arrangements, Probation Trusts are required to provide assurance to NOMS that they are complying with equalities legislation. The Equality Act 2010 requires public authorities to have due regard to the need to eliminate unlawful discrimination; it also requires them to publish equalities objectives. In December 2012 the Equalities and Human Rights Commission published a report *Publishing Equality Information: Commitment to Engagement and Transparency* which outlined the performance, in respect of the duty to publish equality information of public authorities listed in the Equality Act 2010 (Specific Duty) Regulations 2011. The report, which was based on an assessment of over 1100 authorities, highlighted Probation Trusts as the sector with the highest proportion of organisations publishing equality information.
- One conclusion that emerges very strongly from the stocktake is the enormous scope that exists for innovation in provision of offender services. It is in order to build on the kind of innovative approaches we describe here that the Ministry of Justice, through the *Transforming Rehabilitation* programme, is opening out the provision of offender services, for both men and women, to a much wider range of providers. It is important to emphasise that this report is not a blueprint; however, we believe it will help new providers to see the great possibilities for innovation – particularly through the involvement of organisations from the voluntary and community sector.

2. What we did and how we did it

- Following the completion of the 2013-14 Commissioning round, Contract and Portfolio Managers undertook detailed work with each Probation Trust to identify and confirm which services were to be provided for female offenders, with the associated timescales for delivery.
- The intention was to provide a solid foundation for contract management throughout the year. A shared understanding with each Probation Trust of what is to be provided, the timescale for providing it and the cost is fundamental to contractual compliance and successful delivery.
- Contract and Portfolio Managers undertook detailed fieldwork, working collaboratively with Probation Trust representatives and using structured interviews and questionnaires to ensure that the commissioning intentions proposed by Probation Trusts were converted into practical reality.
- The following themes were addressed:
 - definition of specific additional services provided to female offenders over and above core services:
 - identification of additional services for female offenders resourced from other NOMS, MoJ or local partnership funding streams:
 - levels of investment for specific services for female offenders:
 - where new services were to be commissioned, the timescale for delivery and interim arrangements:
 - how Trusts intended to measure the effectiveness of the services and whether good governance and management arrangements for locally-commissioned services were in place:
 - examples of innovative services and opportunities for further development of services for female offenders in the community.
- Contract and Portfolio Managers will use the information gathered from the field work to monitor implementation through contract review arrangements.

3. Summary of overall findings

- Probation Trusts have demonstrated a firm commitment to developing and improving services for female offenders in the community and to their responsibilities to female offenders arising from the equalities legislation.
- All Probation Trusts have identifiable resources for specific services for female offenders in the community, leading to greater equality of access to specialised services for female offenders nationally.
- Through the Trust contract and partnership arrangements, £5.8 million is being spent in total on specific services for female offenders – well above the £3.8 million additional allocation and the early estimate of the 4.3 million.
- There is a diverse delivery landscape which reflects local need.
- Many Probation Trusts have worked collaboratively with partners to build on and expand existing services for female offenders in the community, sharing resources and premises, potentially leading to a wider range of efficient and sustainable services. Examples include the use of children's centres, women's centres and community centres.
- Probation Trusts have innovated and new services will be delivered. Examples include a new residential service in West Mercia, partnership with a social enterprise in York and provision for women serving less than 12 months in custody. There are many more examples.
- There has been an expansion in mentoring services for female offenders consistent with the Ministry of Justice's key priority to provide better life-management for female offenders.
- Most Probation Trusts had robust arrangements in place for monitoring performance of services locally. Methods used to evaluate success varied but included a range of appropriate measures.
- Probation Trusts had taken into account the findings of the Corston Report and other relevant reports to develop new services. There was a strong commitment to service improvement and to sharing best practice.

- New Services have been located in a sentencing framework to enable report writers to provide clear sentencing options to the Judiciary.

4. Overview of services

4.1 Women's Centres, Women-Only Sites (Hubs)

- For 2013–14 Probation Trusts were asked to review the locally-commissioned services for female offenders, including existing Women's Centres, to ensure there was high-quality provision that provided value for money and met local need. There was an ambition to extend services into parts of the country that had previously not had access to services.
- Women's Centres have developed organically, according to local need, and are not all the same. They all provide different types of services and the models of delivery differ. For example, in areas of dense population bespoke centres exist in a specific location where women can access a wide range of services. In rural and semi-rural areas a different model of delivery has developed, sometimes including more outreach work and in premises shared with other services that women regularly access.
- In some parts of the country "women's hubs" have been developed. This means that services for female offenders provided by a range of organisations are brigaded together in one space; for example, in a local community centre or local delivery unit. The common elements of the services are that they tend to adopt a 'one-stop-shop' approach; there is a well-defined 'women-only' environment, staffed by female workers; and the services provided are specifically designed to meet the needs of the female offenders.
- Many Probation Trusts have access to a growing number of women's centres or Hubs. Those Trusts that do not have a 'one-stop-shop' have other specialist provision for women, which may include female-only reporting times, the option of a female offender manager and access to a female mentor.
- Our stocktake of Services has shown that there are currently 53 women's centres or Hubs across the country; these are listed at **Annex A**. As explained earlier, the models of delivery and the services offered will vary somewhat according to local circumstances. Some Probation Trusts are still engaged in the procurement process and there is therefore some scope for change in overall provision. If the procurement processes deliver as planned, it is envisaged that a further 22 new centres or hubs will be in operation by the end of the financial year.

4.2 Specified Activity Requirements for Female Offenders

- Under the sentencing provisions in Part 12 of the 2003 Criminal Justice Act, 2003, courts may make a specified activity requirement (SAR) as part of a Community Order.
- For 2013-14, Probation Trusts have developed and extended the range of Specified Activity Requirements for female offenders. This is an important step forward in improving sentencing options for the Judiciary and in strengthening the use of the existing community order framework.
- The development of 'gender-specific' specified activities allows services to be tailored to meet the needs of women. As an additional requirement in a Community Order they provide a defined programme of activity which can be clearly located within the sentencing framework.
- The content of specified activities for women varies according to the particular needs of women in a locality and the requirements of local Judges and Magistrates. Many Probation Trusts work closely with the Judiciary as they develop new sentencing options.
- Specified activities are delivered in women's centres and/or hubs and this encourages women, after they have completed their court orders, to continue to use the services available to them in the community.
- There are many examples of gender-specific activity requirements, a few of which are outlined below:
 - one Trust has developed a specified activity that can be tailored to meet the rehabilitative needs of individual women and which provides a personalised response to reducing reoffending. The requirement could include women's anger management sessions with a clinical psychologist, debt and benefit advice, counselling, parenting sessions and cooking on a small budget. This particular activity is proving to be very popular with the Judiciary:
 - an example from a different area is a gender-specific activity requirement for women at high risk of reoffending. It includes anger management, developing emotional well-being and promoting healthy relationships.
 - another Trust identified a gap in provision for women who had committed violent offences. In order to increase the sentencing options to the court, it devised a specified activity requirement to meet this need.
- Many more examples of gender-specific activity requirement provided in 2013-14 which can be seen at **Annex B**. There has been an increase in the projected volumes of these requirements, with a total of 2,010 women expected to complete a Specified Activity Requirement during the year.

4.3 Women's Residential services

Approved Premises

- Female-only Approved Premises (APs) offer residential support and interventions for female offenders. They offer a holistic, women-centred, needs-led approach, which includes enhanced supervision within a structured and supportive environment.
- There are six female Approved Premises serving England and Wales. Three are run by their local Probation Trusts and three are independently run by charitable organisations. These independent APs are funded directly by NOMS via a grant arrangement.
- The Approved Premises and their locations are:

Name	Location (inc Probation Trust area)	Trust/Independently Operated	Number of Beds
Adelaide House	Liverpool, Merseyside	Independent	16
Bedford	Bedford, Bedfordshire	Trust	17
Crowley House	Birmingham, Staffordshire and West Midlands	Trust	20
Edith Rigby House	Preston, Lancashire	Trust	12
Elizabeth Fry	Reading, Thames Valley	Independent	22
Ripon House	Leeds, West Yorkshire	Independent	25

- In 2012-13, the average occupancy rate across all six APs was 81.50 per cent.
- Approved Premises and Probation Trusts work closely together to provide an integrated service to female offenders. In one area, there is a new initiative this year to strengthen integration even further, by ensuring that all women service users of approved premises and women's centres/hubs have access to the same personal development programme. The initiative is also piloting, on a small scale, options for providing immediate support to female offenders experiencing domestic violence.

BASS – Bail Accommodation Support Services (BASS)

- The BASS provides accommodation and support services to people assessed as being suitable to reside in the community on bail or under Home Detention

Curfew (HDC) but who do not otherwise have a suitable address - or who need some extra support during the period of their bail or HDC licence.

- Under the BASS scheme, there are approximately 660 bed-spaces nationally, in two- or three-bedroom houses, of which 83 bed-spaces are available for women.
- The scheme provides an enhanced service for women where needed, to ensure that individuals receive additional one-to-one support. Where necessary women with children can be accommodated, to ensure the family remains together while family members receive the support they need.
- Probation Trusts work closely with the provider to ensure that maximum use is made of accommodation for women.
- “Through-the-gate” services will form an important element of the *Transforming Rehabilitation* programme, which will have a strong focus on addressing the resettlement needs of offenders.

4.4 Services for women across the criminal justice system

- There are many examples of Probation Trusts working with other partners and agencies across the criminal justice system in order to strengthen services for female offenders. Some examples are:
 - conditional cautioning for women and pre sentence work being undertaken in some areas to prevent women being taken “up-tariff”;
 - inclusion of female offenders in integrated offender management initiatives.
- “Through-the-gate” services for women continue to be expanded. These include:
 - a “coaching inside and out service”, in partnership with HMP Styal;
 - a voluntary scheme for women leaving HMP Peterborough, who otherwise would have no help or support on release;
 - a pre-discharge scheme for women leaving HMP Low Newton and a service for women serving less than twelve months leaving HMP Askham Grange and returning to West Yorkshire.
 - a project worker based at HMP Eastwood Park to link with women from Wales who will not be under supervision on release.

4.5 Mentoring and Life Management

- Many Probation Trusts have mentoring schemes for female offenders and more such schemes will be becoming available during 2013-14. The emphasis in some Trusts has been on expanding capacity so that every female offender will have access to a mentor whereas in other Trusts, mentoring schemes are relatively new and are being developed on a smaller scale.
- The delivery model for mentoring schemes varies according to local need, resources and the availability of existing services in the community. Typically, but not exclusively, schemes use volunteers from the local community to help female offenders manage their lives better, offering practical and emotional support and encouraging them to use existing community resources. There are a number of examples of peer-mentor schemes, where people who have used services themselves find that they can assist others who need their support.
- A number of Trusts are reporting that they have significantly expanded their schemes and recruited many more female mentors.
- One Trust has a well-established Black Mentoring Project, which has a proven record of successfully supporting black and minority ethnic female offenders through the criminal justice system. The overall aim of the mentors is to help black and minority ethnic offenders successfully complete their orders while supporting them to progress into work, education or training.
- In another Trust there will be a pilot project, in conjunction with a voluntary organisation to provide mentoring and life management for 50 women during 2013-14.
- Specific examples of innovation are highlighted in section 6 of this report.

4.6 Core Services

- The National Offender Management Service has issued a comprehensive set of specifications for services to be provided to offenders.
- For female offenders, interventions and services to reduce reoffending should be effectively targeted to address factors specifically relating to female offenders and to enable them to complete their sentences effectively.
- Trusts have introduced a wide range of initiatives to ensure that they deliver to specification and in many cases, over and above the specification. Some of these are outlined below:

- *a designated Women's Specialist Team*
- *a women's champion in each office/ local delivery unit with a single point of contact for women*
- *female offenders offered a female offender manager*
- *women-only reporting days/ set times and services delivered in a women-only space*
- *a health trainer to work with female offenders*
- *offering a mentor to each female offender*
- *options for appointments at family centres*
- *co-location of probation officers within a women's project*
- *development of intervention working with women and violence*
- *standalone Community Payback for women*
- *trusts working in partnership with the local community organisations*
- *Women's Awareness Staff Programme (WASP) training for those working with female offenders*
- *developing safety plans for women at risk of domestic violence*
- *structured work with female sex offenders*
- *development of women's Senior Attendance Centres*

5. Overview of finance

- During the 2012-13 and 2013-14 commissioning rounds, services for female offenders have been commissioned locally by Probation Trusts.
- The commissioning round in 2013-14 differed slightly from the previous years' owing to Trusts' being given the flexibility to commission services to meet the specific needs of local women. This has meant that the £3.8 million funding previously ring fenced to fund certain women's centres is now available to fund a wider range of women's services.
- 11 Trusts which did not receive any funding for specific women's services in 2012-13 are now receiving funding. Provision of services is now spread more evenly across the Trust areas.
- In the current financial year 2013-14, NOMS contracted Probation services from Trusts for a total of £800m.
- £5.8 million has been allocated by Trusts to services for female offenders, and additional partnership funding totalling £881,000 is also in place in 14 areas. This provides contracts with a wide range of providers, including charitable and voluntary sector organisations, as well as funded posts filled by Probation staff.
- The Ministry of Justice funds a dedicated infrastructure body for women's centres. Women's Breakout receives a grant of an additional £50,000 per year, matched by a further £50,000 from the Government Equalities Office. The grant has been made over each of the last three years, starting in 2011-12 and ending this year, 2013-14.

6. Innovation and forward thinking

- With the additional funding for women, Trusts have demonstrated that they have been able to expand provision in an innovative way to ensure that a wider range of services are provided.
- Being able to commission services locally has meant that provision meets local need; it has facilitated innovation and the development of services for women.
- Our fieldwork has shown that there are many examples of innovation and positive approaches. . Two examples from each Probation and Contracted Services Cluster have been selected for illustrative purposes.
- As explained in the next section, there are methodological limitations to measuring the effectiveness of services for female offenders.

Merseyside Probation Trust- Tomorrow's Women Wirral

Tomorrow's Women Wirral (TWW) is based in Birkenhead on the St Laurence's School site. TWW is a women-only project for all women in the community – not simply offenders. One of its principal aims is to help women with any issues they may have in order to prevent offending and divert women from custody.

The Centre can provide real support from other women, some of whom have experienced prison themselves. TWW receives no central Government funding and relies on donations, bid applications and strong partnerships with the Police, Probation, Public Health, the Drug and Alcohol Action Team and Fire and Rescue.

The Centre is open every day from Monday to Friday and enables all women (not just women involved with the criminal justice system) to attend voluntarily.

TWW has a drop-in Breakfast Club providing tea, coffee, toast and cereal throughout the day. The centre has a washing machine and dryer that women can use of in addition to a shower and washing facilities. TWW provides taster courses with Wirral Metropolitan College and the Lifelong Learning, advice and guidance to enhance confidence; and many opportunities to make positive life choices. New women can either refer themselves or be referred through any Wirral agency and will be greeted by a TWW mentor.

West Mercia Probation Trust – Willowdene: residential service

From 1 April 2013, a new Residential Women's Care Farm Skills Training Programme was made available for female offenders who would otherwise receive custodial sentences.

The programme is based at Willowdene Farm, Chorley in Shropshire and is available to female offenders across West Mercia who are over 21 years old and at risk of custody. The women will reside at Willowdene Farm for seven weeks to engage in therapy, skills training, thinking skills development and work-focused activity. During this time they are also expected to achieve a minimum of two qualifications.

The programme removes the women from their offending lifestyles, giving them focused time to turn their lives around. It is not reliant on housing benefit and therefore enables them to retain their homes without further impact on any other household member. This will assist the offender to return to a stable environment when reintegrated into the community.

The programme aims to reduce the use of custody for women locally, with the consequent financial savings and reductions in family upheaval and the negative effect on children.

The programme is offered to courts as an alternative to custody, as a component of a 12 month Community Order with the following requirements:

- a supervision requirement of 12 months
- a residence requirement of 7 weeks at Willowdene
- an activity requirement of up to 30 days to undertake the Care Farm Skills Training Programme

Leicestershire and Rutland Probation Trust- Just Women

The Just Women Project is a one-stop shop providing a holistic package of support to divert vulnerable women from custody. It has been specifically designed to meet the multiple needs of female offenders leaving prison and those serving community sentences.

New Dawn New Day Ltd, which runs the project, works with women and their families inspiring them to reach their potential and to overcome disadvantage and inequality in their lives and communities. It provides services in education and training, personal and social development, peer-mentoring, counselling, sex and relationship education, information advice and guidance, community development, parenting support, family learning and childcare.

The project offers a variety of one-to-one wraparound support and group activities and there is a crèche on site which provides childcare for children under five. Programmes run on site by other organisations cover subjects such as alcohol problems, health and harm, women's anger management, and employability skills.

The Trust's partnership with New Dawn New Day is a positive example of how co-location can operate to deliver services to female offenders. The available data suggests a significant reduction in reoffending.

The service also offers voluntary "through-the-gate" provision for women serving short custodial sentences who would otherwise have no support on release.

Hertfordshire Probation Trust- Partnerships with NACRO

The Trust has contracted with NACRO for women's offender services to be delivered exclusively by women, in a women-only environment. Particularly targeted are interventions on key criminogenic factors, especially concerning relationships and "self-efficacy", which are supported by a range of provisions and address need relating to employment, training and education, and relationships.

Reoffending data is currently being compiled but anecdotal evidence suggests excellent results, with several service users having progressed sufficiently to win service-user awards.

The Trust's services for women are provided across four NACRO delivery centres, in Stevenage, Watford, Hatfield and Broxbourne.

Offender managers work with female offenders at these delivery centres and additional support is provided by the separately-contracted provision of mentors and volunteers.

Nacro also provides a specified activity requirement programme consisting of two courses designed to advise and support female offenders in relation to a variety of issues.

Northumbria Probation Trust- 'Through the Gate'

Northumbria Probation Trust (NPT) is committed to developing services for women with the aim of reducing the number of women who reoffend and their levels of reoffending. NPT has recently offered a tendering opportunity to develop and maintain 10 Women's Hubs across the Trust area.

These hubs will work with women who are:

- under the supervision of NPT
- managed through Integrated Offender Management schemes;
- at risk of offending and have been referred by agencies such as the police or courts.

NPT has recognised the need to engage with female offenders who are not subject to probation supervision. It would like the successful Hub providers to work with short-term prisoners (those serving less than 12 months) released from HMP/YOI Low Newton Prison.

The tender seeks to acquire a "through-the-gate" service, consisting of:

- identifying and engaging with women in custody in HMP/YOI Low Newton prior to discharge, who are returning to the Northumbria Probation Trust area
- meeting women on discharge and supporting them in their rehabilitation
- linking and supporting women's engagement with women's community hubs
- offering mentoring support for those offenders discharged without licence or supervision
- maintaining effective communications with NPT staff and managers.

The Trust has provisionally awarded the "through-the-gate" contract to Open Gate, a small charity which supports grassroots environmental, technological, and educational projects to benefit small communities: this which is subject to final contract negotiations. It is expected that this service will be up and running quite quickly, as the provider currently runs services from HMP/YOI Low Newton.

York and North Yorkshire Probation Trust - Miss Elaine's Social Enterprise

During 2012, Scarborough and Ryedale Women's Community Project opened the Miss Elaine's Boutique in Scarborough. This is a "charity shop" with a difference. The shop is supported by service users of the Women's Community Project including women engaged in Community Payback and other types of community sentences. The Boutique creates an environment in which service users can learn how to run their own small businesses. In addition, their employment within the shop allows for a positive addition to their CV's, which in turn may lead to meaningful employment elsewhere.

All donated clothing is sorted by service users, identifying those for the rag collector, items for general sale within the Women's Community Project and those saved for sale in the shop.

Items are also sold on eBay and in pop up shops located with local agencies. A relationship has also been developed with Scarborough College and a "Rags to Riches" fashion show staged. North Yorkshire Probation Trust plans to expand the model across York and North Yorkshire, bringing together the craft activities currently taking place in both the prison and local women's projects, (in Skipton, Harrogate, Northallerton, Selby, York and Scarborough) including items such as jewellery-making, knitting, candle-making and making greeting cards.

The plan is to set up shops in key areas across the county and also a website to provide an outlet for the merchandise and "up-cycled" clothing, and to provide work experience for prison and Trust service users.

All profits will be used to generate and maintain the services for women.

Wiltshire Probation Trust

Wiltshire Probation Trust's approach with female offenders is guided by Professor Lorraine Gelsthorpe's research into what works with female offenders. WPT has agreed with the provider – the Nelson Trust - that in 2013/14 the programme will take full account of the current knowledge of 'what works' with female offenders.

The Nelson Trust Women's Service provides a safe and supportive environment for women recovering from drug and alcohol addiction. It offers three components of care: abstinence treatment; education, training and employment; and resettlement. Collaboration and responsibility are key factors to success.

Provision is supported by the nine lessons learnt from study commissioned by the Fawcett Society (Gelsthorpe et al. 2007):

- (i). Be women-only to foster safety and a sense of community and to enable staff to develop expertise in work with women.
- (ii) Integrate offenders with non-offenders so as to normalize female offenders' experiences and facilitate a supportive environment for learning;
- (iii) Foster women's empowerment so they gain sufficient self-esteem to directly engage in problem-solving themselves, and feel motivated to seek appropriate employment.
- (iv) Utilize ways of working with women which draw on what is known about their effective learning styles.
- (v) Take a holistic and practical stance to address social problems which may be linked to their offending.
- (vi) Facilitate links with mainstream agencies, especially health, debt advice and counselling.
- (vii) Have the capacity and flexibility to allow women to return to the centre or programme for 'top up' of continued support and development where required.
- (viii) Ensure that women have a supportive milieu or mentor to whom they can turn when they have completed any offending-related programmes, since personal support is likely to be as important as any direct input addressing offending behaviour.
- (ix) Provide women with practical help with transport and childcare so that they can maintain their involvement in the centre or programme.

London Probation Trust

London Probation Trust has increased sentencing options for female offenders by opening three Attendance Centres for women in Camden, Lewisham and Ealing.

Courts can impose an Attendance Centre requirement as part of a community order, either with other requirements or as a stand-alone order. It is often used for non- payment of financial penalties.

Until recently Senior Attendance Centres were geared mainly towards male offenders. These new centres for women provide a safe, all-female environment and, interventions that address the reasons that women find themselves in trouble with the law.

The workers are all experienced in working with female offenders and link the women in with voluntary sector support networks, so that they can receive continuing support once they have completed their orders.

The increased range of sentencing options means that female offenders are less likely to be sentenced to short-term custody by the courts.

London Probation Trust commissions services for female offenders from Jagonari, a well-established women's organisation which provides a wide range of services in East London. Jagonari takes a holistic approach to service users and tailors its approach to the needs of the women in the local community.

Its overall approach is to empower women and give them opportunities to fulfil their potential and make meaningful choices. There is a focus on adult learning and health and well-being and a specific project called Women Ahead for women who have offended and women at risk of offending

7. Measuring the effectiveness of women's services

- The National Offender Management Service no longer sets specific performance targets but is held to account through indicators on reoffending and through data covering key aspects of work including the percentage of orders and licences that are successfully completed, the percentages of offenders in employment at termination of their order or licence and the percentage of offenders in settled and suitable accommodation at the termination of their order or licence. All of the above data sets can be broken down by gender and many Probation Trusts do so as part of their normal performance monitoring.
- Measuring success in services for female offenders is not a straightforward process. They form a relatively small group, have a range of complex needs and access a number of different services. This means that it can be quite difficult to obtain reliable data from which to draw reliable conclusions.
- The National Offender Management Service has gathered data over a 12 month period on female offenders who were referred to a women's community project. This data collection will continue throughout 2013-14 and NOMS will interrogate the data at the end of the year. Details of the data gathered are outlined in the 'WCP Hub return' below.
- Many women's centres and hubs measure effectiveness in terms of 'distance travelled' for individual women and this will include whether there has been any reoffending. The tool generally used is the 'Outcome Star' and the types of information gathered can be seen below. This method of measuring success is necessarily subjective but can be useful in exploring with service users the progress they have made in a range of areas.
- In addition to measuring reoffending rates for women, Probation Trusts have developed both quantitative and qualitative measures to assess the full impact of services for female offenders. Many Trusts reported that the measures they used to assess the performance of women's services linked to the outcome for the Troubled Families agenda or Safer and Stronger Communities.
- The highlighted box shows the range of measures that Trusts have reported using to assess the effectiveness of women's services.

Probation Trust Measures

- Reducing reoffending
- Reduced Custody Rates
 - Court proposals and concordance
- Reduction in Criminogenic Need - 9 Pathways
- Reduction in Criminogenic Need - Individual areas specified
 - Settled Accommodation at Completion
 - Secure Employment/ training/ education at completion
 - Access to Health services, incl. Mental Health
 - Drug & Alcohol
- Increased Compliance
- Completion of sentence
- Referrals
- Engagement & completion of Women's SAR
- Engagement
- Progress against support plan
- Offender satisfaction
- Supervision in a Women Only environment
- Integration into mainstream services
- Maintain contact with services post completion

WCP Hub Return

- CRN Crime record number
- Centre
- Date of Referral to WCS
- Engaged with WCS prior to commencement of statutory order
- Engaged with WCS as part of a current statutory order prior to this referral
- Voluntary Engagement
- Specified Activity Requirements
- Programme
- Supervision
- UPW-unpaid work
- DRR Drug Rehabilitation Requirement
- ATR Alcohol Treatment Requirement
- Attendance Centre
- Licence/Notice of Supervision
- Other
- IOM- integrated Offender Management
- PPO- Prolific Priority Offender

Outcome Star

- Motivation and taking responsibility
- Self-care and life skills
- Managing money
- Social networks and relationships
- Drug and alcohol misuse
- Physical health
- Emotional and mental health
- Meaningful use of time
- Managing tenancy and accommodation
- Offending.

- In addition to the above, some Trusts also explore levels of risk of harm reduction, the likelihood of female offenders being victims of domestic violence and sexual abuse.
- Despite the complexity of measuring success and the wide range of measures employed, it was clear that Trust had systems and processes in place to monitor the services which they had commissioned and their own core services for women.

- Trust Boards received quarterly updates on the locally-commissioned services, including operational and financial performance. There is a clear line of accountability through the Trust Board to the Probation and Contracted Services Directorate via quarterly contract reviews.

8. Recommendations

This stock take has demonstrated that services for female offenders for 2013-14 have been strengthened and that there will be greater access to gender specific services across the country. Many Probation Trusts have developed innovative delivery plans for services delivery in the community which will help female offenders to reform their lives.

Overall findings of the stock take are set out at the beginning of this report and in conjunction with these are a number of recommendations for further development set out below.

- In view of the *Transforming Rehabilitation* agenda, Probation and Contract Services and Probation Trusts should remain focused on continuing to deliver on plans for female offenders throughout the period of significant change.
- This stocktake provides an important starting point. It also highlights further opportunities that providers can learn from, and build on, within the *Transforming Rehabilitation* landscape – including areas where there may be gaps in current provision.
- More attention is needed to establish a coherent system for measuring progress against the Strategic Objectives for Female Offenders.
- Although many Trusts have systems in place to measure performance, there is significant variation and it may be that an agreed set of standard measures would be beneficial.
- There remains some variation across the country in the extent to which all elements of the Community Order are available to women and the respective use of the elements to build robust options for the court. This is an area worthy of further investigation.
- This stock take highlights examples of forward thinking and innovation. There are many more which could have been included. There is scope to share and promote work with female offenders more widely with stakeholders. A specific page on Trust websites dedicated to female offenders might achieve that.



WOMEN'S CENTRES AND WOMEN'S SERVICE HUBS

The chart below shows each Probation Trust where bespoke women's centres are located, as well as areas that have women-only sites where a number of services can be accessed (generally referred to as "hubs"). There are 53 existing centres or hubs with a further 22 coming online during the 2013-14 financial year. This represents a 42 per cent increase in facilities.

N.B Those Trusts that are not shown, do provide women's services - but not in the form of a centre or hub.

TRUST	WOMEN'S CENTRE LOCATION	PROVIDER	STATUS 2013-14	CONTRACT LENGTH	NOTES
Avon & Somerset	Bristol	Avon & Somerset PT	Existing	1 year	Eden House
	Bristol	Missing Link Housing	Existing	1 year	
Bedfordshire	Luton	Stepping Stones	Existing	1 year	
	Bedford	Voluntary CS Hub	New	1 year	
Cambridge & Peterborough	Cambridge	Dawn Project	Existing	1 year	The Trust is increasing referrals to the centre by 50 for 2013-14
	Peterborough	Dawn Project	Existing	1 year	
	Huntingdon	Dawn Project (satellite provision)	Existing	1 year	
	Wisbech	Dawn Project (satellite provision)	Existing	1 year	
Cheshire	Runcorn	CPT/LA/Relationship Centre	Existing	N/A	
Cumbria	Barrow in Furness	Voluntary CS Hub	New	1 year	Planned to open Nov 2013
Devon & Cornwall	Cornwall	WRASC	Existing	6 months	Services being re-

TRUST	WOMEN'S CENTRE LOCATION	PROVIDER	STATUS 2013-14	CONTRACT LENGTH	NOTES
	Plymouth	Stonham (Promise)	Existing	6 months	commissioned with provision of two new centres
	Devon	TBA	New	TBA	
	Torbay	TBA	New	TBA	
Gloucestershire	Gloucester	Nelson Trust	Existing	1 year	Isis women's centre - increase services 2013
Greater Manchester	Bolton	Christian Charity (Eve's Space)	Existing	1 year	Bury, Oldham, Rochdale, Thameside and Wigan have various women's project and women-only space
	Manchester	Women MATTA, Manchester	Existing	1 year	
	Oldham	Sure start centre	Existing	1 year	
	Salford	Salford Project	Existing	1 year	
Herefordshire	Broxbourne	NACRO	Existing	2 year	
	Hatfield	NACRO	Existing	2 year	
	Stevenage	NACRO	Existing	2 year	
	Watford	NACRO	Existing	2 year	
Humberside	Hull	Together Women Project	Existing	1 year	
Lancashire	Accrington	East Lancashire Women's Centre	Existing	15 months	In process of re-tendering services for one contractor for whole of Lancashire with increase in provision for three new
	Blackburn	East Lancashire Women's Centre	Existing	15 months	
	Blackpool	Blackpool Advocacy	Existing	15 months	

TRUST	WOMEN'S CENTRE LOCATION	PROVIDER	STATUS 2013-14	CONTRACT LENGTH	NOTES
	Burnley	East Lancashire Women's Centre	Existing	15 months	areas
	Chorley	TBA	New	TBA	
	Preston	TBA	New	TBA	
	Skelmersdale	TBA	New	TBA	
Leicester & Rutland	Leicester	New Dawn New Day Ltd	Existing	1 year	Just Women Project
London	Hammersmith	Advance Advocacy	Existing	3 months	Minerva
	Whitechapel	Jagonari	Existing	3 months	Women Ahead
	Kings Cross	DePaul uk	Existing	3 months	Women at the Well
	Ealing		New		In process of re-tendering services to single contractor with increase in provision
	Lewisham		New		
	Camden		New		
Merseyside	Liverpool & Knowsley	Turnaround	Existing	1 year	Additional structured services for female offenders located in specialist pods/small teams
	Sefton	Sefton Women's Project	Existing	1 year	
	Wirral	Tomorrows Women	Existing	1 year	
Norfolk & Suffolk	Ipswich	Lighthouse	Existing	1 year	
	Norwich	Stonham (4Women)	Existing	1 year	

TRUST	WOMEN'S CENTRE LOCATION	PROVIDER	STATUS 2013-14	CONTRACT LENGTH	NOTES
Northumbria	Northumberland/North Tyneside	Hubs (4)	New	1 year	Contracts currently under negotiation in place by July 2013 - added (CP hubs for discussion, do they count?)
	Newcastle/Community Payback	Hubs (2)	New	1 year	
	Gateshead/South Tyneside	Hubs (2)	New	1 year	
	Sunderland/community Payback	Hubs (2)	New	1 year	
	Northumberland	Escape/Swan	Decommissioned		Replaced by new services
	Newcastle	WOW	Decommissioned		
Nottingham	Nottingham	Nottingham Women's Centre	Existing	3 months	Contract currently out for tender with an increase in provision from city to county
Staffordshire and West Midlands	Birmingham	Anawim	Existing	1 year	
	Stoke On Trent	Brighter Futures	Existing	1 year	
	Sandwell	Women's Aid	Existing	15 months	Opened Jan 2013
Surrey & Sussex	Brighton	Voluntary CS Hub	Existing	1 year	Inspire project
South Yorkshire	Sheffield	Together Women Project	Existing	1 year	Dedicated women only reporting facilities
	Doncaster	Platform 51	Existing	1 year	
	Barnsley	Women-only reporting	Existing		
	Rotherham	Women-only reporting	Existing		

TRUST	WOMEN'S CENTRE LOCATION	PROVIDER	STATUS 2013-14	CONTRACT LENGTH	NOTES
Thames Valley	Reading	PACT	Existing	1 year	Alana House
Wales	Cardiff	Platform 51	Existing		Outreach services are provided in a further ten areas
	Swansea	Platform 51	Existing		
	Rhyl	Kindness in Mind	Existing		
	Rhyl	Interactive Rhyl Ltd	Existing		
West Mercia	Worcester	Asha	Existing	1 year	Reduced service
West Yorkshire	Bradford	Together Women Project	Existing	6 months	In process of re-tendering services to single contractor for whole West Yorkshire with increase in provision for five new areas
	Calderdale	Women Centre (Evolve)	Existing	6 months	
	Kirklees	Women Centre (Evolve)	Existing	6 months	
	Leeds	Together Women Project	Existing	6 months	
	Wakefield	Wakefield Well Women	Existing	6 months	
	Dewsbury	TBA	New	TBA	
	Halifax	TBA	New	TBA	
	Huddersfield	TBA	New	TBA	
	Keighley	TBA	New	TBA	
	Pontefract	TBA	New	TBA	

TRUST	WOMEN'S CENTRE LOCATION	PROVIDER	STATUS 2013-14	CONTRACT LENGTH	NOTES
	Scarborough & Ryedale	Voluntary CS Hub	Existing	1 year	Being developed during 2013-14
York & North Yorkshire	Harrogate	Hub	New	TBA	
	Selby	Hub	New	TBA	
	Skipton	Hub	New	TBA	

Women's Specified Activity Delivery within Trusts

Annex B

Trust	Name of AR / Category	Number of offenders expected to start attending the activity requirement in 2013-14	Number of offenders expected to complete the activity requirement in 2013-14
Avon & Somerset	FOSAR (Female Offender Specified Activity Requirement)	60	40
Cambridge	WEWSAR (Women's Emotional Wellbeing Specified Activity Requirement)	36	24
Cheshire	Specified Activity for Female Empowerment	125	100
Derbyshire	The Female Offender Violence 1-1 Activity Requirement (FOVAR)	28	19
Devon & Cornwall	Female Offender (FOSAR or Citizenship)	64	42
Dorset	Women's programme (Specified activity requirement)	30	20
Durham Tees Valley	Proposed Female Violence Programme	90	67
Gloucestershire	FOSAR	52	40
Greater Manchester	Female Offenders	225	165
Hampshire	Women's SAR	100	70
Hertfordshire	Women's Activity Requirements	75	60
Humberside	For Women	100	75
Kent	Women's	45	30
Lancashire	Women	60	40
Leicestershire	Just Women	70	50

Leicestershire	Women's Anger Management	10	7
London	Structured Supervision for Women	260	220
Merseyside	Female Offenders	227	170
Norfolk & Suffolk	Women's Emotional Wellbeing	100	77
Northampton	Women's SAR (WSAR)	20	9
Nottinghamshire	Women SAR	30	15
South Yorkshire	Women's SAR	400	300
Surrey Sussex	Women's SAR		100
Thames Valley	Thinking ahead for women	79	50
Wales	Women	140	100
Warwickshire	Women's Provision/Programme	30	20
West Mercia	Women's SAR	60	30
West Yorkshire	Women's' Pathway	50	30
York & North Yorkshire	Scarborough Women's Community Project SAR	50	40
Total		2616	2010

Glossary

PCSD

Probation and Contracted Services Directorate is contract-manages Probation and other contracted-out services, ensuring that they meet the specifications for delivery in the community and custody.

Specified Activity Requirement

Sentences of the courts have the following purposes:

- Punishment
- To reduce crime
- To change the way offenders behave and help you to stay away from crime
- To protect the public
- To make you pay back something to the community or to the victims of the crime

The sentencing provisions in Part 12 of the Criminal Justice Act 2003 enable courts to specify an activity or activities to be undertaken as part of a community order. Specified activities address one or more of the five elements listed above. Specified activities may include a drug & alcohol programmes, education & employment or specific requirements tailored to women's needs.

Through-the-gate

"Through-the-gate" is a programme aimed at reducing reoffending, helping those released from prison to integrate back into the community.

IOM

Integrated Offender Management (IOM) is an overarching framework that allows local and partner agencies to come together to ensure that the offenders whose crimes cause most damage and harm locally are managed in a co-ordinated way.

Women's hubs

A gathering of services/agencies in one place to provide a holistic approach to women's interventions.

Nacro

Nacro is the largest crime reduction charity in the UK. It delivers a range of services to reduce crime and reoffending across England and Wales. Its services are based on over 40 years' experience of working with offenders and carrying out research to establish what works to reduce crime.

Attendance Centres

The main purpose of an Attendance Centre Requirement is punishment; it is used in cases where the level of seriousness is low. The Attendance Centre Requirement offers constructive activities in a group environment while imposing a restriction on offenders' leisure time. The offender must attend an Attendance Centre for the number of hours specified (at least 12, with a maximum of 36 in total). The power to make an Attendance Centre requirement is provided in section 214 of the Criminal Justice Act (2003): the requirement may only be imposed on offenders aged between 18 and 24.

Outcome Star

The Outcomes Star™ is an innovative tool for supporting and measuring change when working with people. Underpinning the Outcomes Star is an understanding that, in order for change to take place in people's lives, service providers need to engage people in developing motivation, understanding, beliefs and skills that are needed for them to create that change themselves.

Approved Premises

Approved Premises (APs) provide accommodation for offenders who are either on bail and have no other suitable accommodation, or are on license following release from prison and are required as a condition of the licence to reside in an AP. They provide a greater level of supervision and support than would normally be possible for offenders residing in the community.

Approved Premises play a significant role in helping to protect the public by monitoring offenders and helping to reintegrate them into the community. Residents must adhere to strict rules, including the attendance at activities and programmes which encourage them to lead law-abiding lives. If they fail to abide by these rules, they can be returned to court or to prison.

