



Gwasanaeth Carchardai a  
Phrawf EM yng Nghymru

HM Prison & Probation  
Service in Wales



Llywodraeth Cymru  
Welsh Government

## BWRDD CYFIAWNDER TROSEDDOL CYMRU GYFAN

System cyfiawnder troseddol: gweithio gyda'n gilydd er mwyn y cyhoedd

ALL WALES  
CRIMINAL JUSTICE BOARD  
Criminal Justice System: working together for the public



2018 -  
2023

# A Framework to support positive change for those at risk of offending in Wales



Welsh Government and Her Majesty's  
Prison and Probation Service  
Endorsed by All Wales Criminal Justice  
Board  
28/04/2017

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**Foreword by Alun Davies, Cabinet Secretary for Local Government and Public Services, Welsh Government**



Even though overall responsibility for criminal justice is not devolved, Welsh Government has always shown a commitment to reducing offending and reoffending in Wales. The previous Wales Reducing Reoffending Strategy was a success due to organisations in Wales, devolved, non-devolved and third sector, committing to working in partnership.

Greater and continued collaboration across Wales will reduce the demand on services provided for criminal justice clients at the point of crisis, by moving focus to early intervention. This will also help us manage demand on health and social services for people who are not in the criminal justice system. A reduction in offending and reoffending will help ensure our communities remain safe, which is a Welsh Government Programme for Government commitment.

I am pleased the new five year Framework will promote continued collaboration in order to further reduce the number of offenders entering the criminal justice system, support offenders not to re-offend and keep our communities safe.

A handwritten signature in black ink, appearing to read "Alun Davies". Below the signature is a thin, straight black line extending from the bottom right towards the left.

Alun Davies,  
Cabinet Secretary for Local Government and Public Services,  
Welsh Government



### **Foreword by Dr Phillip Lee, Parliamentary Under Secretary of State for Youth Justice, Victims, Female Offenders and Offender Health**

Her Majesty's Prison and Probation Service (HMPPS) replaced the National Offender Management Service on 1st April 2017 as an executive agency of the Ministry of Justice. HMPPS' main purpose remains the same – to work together to protect the public and to prevent victims by changing lives. But it cannot achieve its purpose without working in partnership with other government departments and organisations.

This is why HMPPS in Wales have worked closely with Welsh Government to jointly develop this Framework on behalf of the All Wales Criminal Justice Board. The Framework builds upon the strong relationships that exist in Wales between all criminal justice organisations, devolved statutory services and the voluntary sector and encourages continued collaboration to prevent offending, rehabilitate those already within the criminal justice system and support offender's families.

Together, I believe we can make a difference.

A handwritten signature in blue ink, appearing to read "Phillip Lee".

Dr Phillip Lee,  
Parliamentary Under Secretary of State for Youth Justice,  
Victims, Female Offenders and Offender Health

## A quick guide to priority areas

### A. Reduce the number of women in the criminal Justice system

Better understand the distinct set of needs of women who offend  
  
Undertake an holistic assessment of need, at the earliest point of contact with the Criminal Justice System  
  
Improve referral pathways and provide interventions in a timely manner  
  
Utilise opportunities to align re-commissioning with a Whole System Approach model, which will enable sustainable long-term change

### B. Challenge domestic abuse perpetrators, hold them to account for their actions

Focus on protection, and recording mechanisms prevention and early intervention to change attitudes  
  
Analyse current resources being used by partners across Wales working with perpetrators  
  
Improve referral pathways and strengthen interventions and partnership arrangements

### C. Improve Provision for Ex-Armed Services Personnel

Establish collection and sharing of data between organisations in Wales and commission research to better understand the needs of ex-Armed Services personnel who come into conflict with the CJS  
  
Signpost offenders to specialist ex-Armed Services and charities and services at all feasible points of the criminal justice system  
  
Promote access to mental health or traumatic stress disorder treatment through healthcare providers  
  
Consider feasibility of bespoke domestic abuse perpetrator interventions for ex-Armed Services Personnel and/or their families  
  
Ensure all relevant organisations have in place robust identification and recording mechanisms

### D. Provide Support for Young Adults/Care Leavers

Ensure offenders and re-offenders are able to access schemes that provide extra support and structure during the transition from prison to community  
  
Identify structured programmes and wraparound services which enhance thinking skills, stress management, relaxation and mindfulness with the aim of developing positive social connections with support from community organisations, mentoring and support schemes  
  
Identify care leavers within the system to ensure responsible authorities are engaged in planning processes for the development of education and training provision and help finding employment  
  
Facilitate space for offenders to safely share experiences of being in care

### E. Supporting Offenders' Families following sentencing

Work in partnership to ensure children and young people of offenders are identified at arrest, at sentencing and on imprisonment  
  
Consider the feasibility of undertaking child impact assessments at sentencing  
  
Share information with multi agency partners to ensure relevant interventions are available when needed  
  
Make use of all parenting support, young people support and family support services being provided by all relevant partners  
  
Pilot and evaluate use of Child Impact Assessments at court  
  
Engagement of relevant agencies and children's charities in the development of services for families of offenders in Wales

### F. Black, Asian and Minority Ethnic (BAME) groups

Ensure peer support and mentoring services reflect the diversity of the populations they are intended to serve  
  
Ensure appropriate parenting and family support options are known and being used  
  
Monitor levels of Black, Asian and Minority Ethnic engagement with co-commissioned health, education and employment services which aim to reduce reoffending, identifying where there is under representation  
  
Explore reasons for under representation and develop partnership strategies to support increased engagement in services and develop services to meet the individual needs of Black, Asian and Minority Ethnic Offenders

## A quick guide to indicators

**A. Reduce the number of women in the criminal Justice system**

Number of women commencing an Immediate custodial or community sentence  
Successful completion rates of Community Orders, Suspended Sentence Orders and Licenses  
Rate of reoffending of women  
Average number of reoffences per female reoffender

Number/proportion of women serving a custodial or community sentence with each need (based on latest available assessment)  
Number and proportion of women entering diversionary support services

**B. Challenge domestic abuse perpetrators, hold them to account for their actions**

Number of domestic abuse perpetrators commencing an Immediate custodial or community sentence  
Successful completion rates of Community Orders, Suspended Sentence Orders and Licenses  
Rate of reoffending of DA perpetrators  
Average number of reoffences per reoffender

Number of successful prosecutions and convictions in cases of Violence Against Women, Domestic Abuse and Sexual Violence, Including Honour Based Violence, Human Trafficking, Stalking and Harassment  
Number/proportion of DA perpetrators entering Interventions

**C. Improve Provision for Ex-Armed Services Personnel**

Number of ex-Armed Services Personnel (Ex-ASP) commencing a prison or community sentence  
Successful completion rates of Community Orders, Suspended Sentence Orders and Licenses  
Rate of reoffending of Ex-ASP

Average number of reoffences per reoffender  
Number/proportion of Ex-ASP serving a prison and community sentence with each need (based on latest available assessment)  
Number of referrals by Police, Prison and Probation providers to Ex-ASP charities

**D. Provide Support for Young Adults/Care Leavers**

Number of young adults commencing a prison or community sentence  
Successful completion rates of Community Orders, Suspended Sentence Orders and Licenses  
Rate of reoffending amongst young adults

Rate of reoffending amongst care leavers  
Average number of reoffences per reoffender  
Number/proportion of young adults and care leavers serving a prison and community sentence with each need (based on latest available assessment)

Number/proportion of young adults entering Interventions

**E. Supporting Offenders' Families following sentencing**

Number of offenders with children commencing a prison or community sentence  
Successful completion rates of Community Orders, Suspended Sentence Orders and Licenses  
Rate of reoffending of offenders with children  
Average number of reoffences per reoffender  
Number/proportion entering Interventions

**F. Black, Asian and Minority Ethnic (BAME) groups**

Number of BAME offenders commencing a prison or community sentence  
Successful completion rates of Community Orders, Suspended Sentence Orders and Licenses  
Rate of reoffending of BAME offenders  
Average number of reoffences per reoffender  
Number/proportion of BAME people serving a prison and community sentence with each need (based on latest available assessment)

## ***Introduction***

This Framework has been developed jointly by Welsh Government and Her Majesty's Prison and Probation Service on behalf of the All Wales Criminal Justice Board. The purpose of the Framework is to improve services for those at risk of entering or those already in the criminal justice system. It will also help work towards a reduction in demand on services through focussing on early intervention and further integration of service delivery in order to target more effectively finite public service resources.

The Well-being of Future Generations (Wales) Act 2015 came into force in Wales in April 2016. The Act requires public bodies, including the Welsh Government, to think more about the long-term, to work better with people, communities and each other, look to prevent problems and take a more joined-up approach – helping us to create a Wales that we all want to live in, now and in the future.

The sustainable development principle and five ways of working provide a clear framework to support and inform decision-making that should underpin everything Welsh Government and the wider public service do. The Wellbeing goals, which provide the vision for the Wales we want, came as a result of extensive consultation with the public

<http://www.legislation.gov.uk/anaw/2015/2/section/4/enacted>

Public bodies are required under the Act to maximise their contribution to the wellbeing goals to make sure that when making their decisions they take into account the impact they could have on people living their lives in Wales now and in the future.

Although criminal justice is not devolved to Wales, the implementation of the Well-being of Future Generations (Wales) Act and Public Services Board planning, prioritising and activity are likely to impact upon criminal justice outcomes. At the same time, key policy and practice decisions taken by criminal justice partners may impact upon Public Service Board objectives and outcomes for devolved services, including health, social services, housing and education.

The Framework therefore, promotes increased system integration between devolved, non-devolved and third sector organisations to secure improved well-being for people and communities in Wales.

## ***Her Majesty's Prison and Probation Service***

A new executive agency of the Ministry of Justice, called Her Majesty's Prison and Probation Service (HMPPS), replaced the National Offender Management

Service from 1 April 2017. The Service will be responsible for the roll out of the UK Government's programme to improve the way we reform offenders to protect the public and tackle the unacceptable levels of reoffending. HMPPS will have full responsibility for all operations across prison and probation. The Ministry of Justice will take charge of commissioning services, future policy development and be accountable for setting standards and scrutinising prison and probation performance.

The Executive Director of HMPPS in Wales will continue to have direct responsibility for the National Probation Service, Public Sector Prisons and HMP Berwyn and have contract management responsibility for Wales Community Rehabilitation Company (CRC) and HMP Parc.

### ***All Wales Criminal Justice Board***

The Framework supports the fulfilment of All Wales Criminal Justice Board outcomes by promoting crime prevention through rehabilitative approaches.

The All Wales Criminal Justice Board facilitates discussions between devolved and non devolved service providers working with people who offend. The Board's membership consists of representatives from the Wales Community Rehabilitation Company (CRC), Her Majesty's Courts and Tribunal Service (HMCTS), Crown Prosecution Service (CPS), Home Office, Legal Aid Agency, Her Majesty's Prison and Probation Service, Police and Crime Commissioners (PCCs), Police Forces in Wales, Victim Support, Welsh Government (WG) and Youth Justice Board (YJB) Cymru.

The Board has agreed outcomes and the following have a direct link with this Framework:

- Reduce Crime – prevent crime, deter first time offenders and reduce the number of victims of crime
- Increase Public Confidence – including perceptions and engage with public, victims and witnesses
- Punish Offenders – ensure there are consequences to committing crime
- Protect the Public – to reduce the risk of serious further offending
- Make Reparation – offenders make amends for the crime they have committed
- Reduce Reoffending – to stop offending in the first place and stop offenders committing further offences
- Be Fair and Just – uphold the law, project the innocent and punish the guilty
- Accountability – strengthen joint working with devolved and non devolved services in order to reduce reoffending.

### ***Integrated Offender Management Cymru Board***

The Integrated Offender Management Cymru Board reports to the All Wales Criminal Justice Board. The role of the Board is to support and facilitate the development of Integrated Offender Management in local areas.

### ***Wales Reducing Re-offending Pathways Group***

The Wales Reducing Re-offending Pathways Group was established to reflect the growing recognition of the priority given to this area in Welsh Government, even though criminal justice is non-devolved. The group brings together policy leads of services that help provide a pathway out of reoffending. It is chaired jointly by Welsh Government and Her Majesty's Prison and Probation Service. Members of the Group are:

- Welsh Government representatives from Health, Social Services, Housing, Community Safety Division and Social Services;
- Her Majesty's Prison and Probation Service representatives from the Offender Integration and Stakeholder Engagement Team and the Performance and Analytics Group;
- Youth Justice Board Cymru,
- Barnardos Cymru,
- Wales Community Rehabilitation Company;
- Community Justice Cymru network

### ***Partnership working***

The Framework will enhance the strong partnership working that exists in Wales between Welsh Government, Her Majesty's Prison and Probation, Police Forces, Police and Crime Commissioners, criminal justice agencies in Wales and Third Sector Voluntary agencies. All partners have a responsibility to provide a service which is responsive to the needs of individual offenders. By engaging with this Framework, partners will collectively be able to provide a more diverse, holistic and evidence-based service which avoids duplication and targets shared priorities.

### ***Police and Crime Plans***

The Framework will support delivery of Police and Crime Plans and in particular priorities they have identified to:

- prevent, and tackle crime

- reduce harm and the risk of harm
- work to protect the most vulnerable in our communities
- protect people from serious harm
- build effective partnerships and improve the way we connect with our communities
- make the best use of resources, spending money wisely to protect the community; and,
- make sure that the local criminal justice system works effectively and efficiently, meeting the needs of victims and challenging offenders.

Links to current Police and Crime Commissioners Crime Reduction plan are included for information:

- <http://www.dyfedpowys-pcc.org.uk/en/>
- <http://www.gwent.pcc.police.uk/>
- <http://www.northwales-pcc.gov.uk/en/Home.aspx>
- <http://commissioner.south-wales.police.uk/en/>

### ***Prison Reform***

In November 2016 Liz Truss UK Government Justice Secretary announced the publication of the white paper which sets out the steps UK Government will take to make prisons a place of safety and reform. They include:

- take immediate action to address threats to prison security and change the culture of our prisons – investing additional funding and changing ways of working so offenders are matched with named, dedicated officers with the appropriate training and ability to offer the support needed;
- overhaul the entire prison system and set in place a clearly defined legal framework for prisons to operate in – putting in place a new trigger for emergency intervention by the Justice Secretary into failing prisons and giving greater bite to the inspection regime;
- set clear standards for what is expected from prisons and give all governors the authority to decide how they deliver these services;
- create a modern, fit for purpose prison estate which offers hope, empowerment and opportunities to offenders - building and opening six new adult male prisons, five new community prisons for women and starting the process for a further wave of new prisons in 2017.

The link to the publication is provided for reference:

<https://www.gov.uk/government/uploads/system/uploads/attachmentdata/file/565014/cm-9350-prison-safety-and-reform-web.pdf>

### ***Taking Wales Forward 2016-2021***

The Programme for Government in Wales was announced by the First Minister on 20 September 2016. It sets out how the Welsh Government will deliver more and better jobs through a stronger, fairer economy, improve and reform our public service and build a united and sustainable Wales.

This Framework has strong links to the Welsh Government objectives set out for the next five years. Partnership working, joint commissioning and working across boundaries is a positive means of enabling the objectives of the All Wales Criminal Justice Board to be met, with successful outcomes for people who offend and the communities they live in.

### ***Welsh Context***

Even though Crime and Justice is not devolved to Wales, there are several pieces of Welsh legislation and policy which have had a direct impact on reducing crime and helping deliver the outcomes identified in this Framework. These include:

- The Housing (Wales) Act 2014 -  
<http://www.legislation.gov.uk/anaw/2014/7/contents>
- The Social Services and Well-being (Wales) Act 2014 -  
<http://www.legislation.gov.uk/anaw/2014/4/contents>
- The Well-being of Future Generations (Wales) Act 2015 -  
<http://www.legislation.gov.uk/anaw/2015/2/contents>
- The Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 -  
<http://www.legislation.gov.uk/anaw/2015/3/contents/enacted>
- Children and Young People First Strategy (2014) -  
<http://gov.wales/topics/people-and-communities/communities/safety/youthjustice/children-and-young-people-first/?lang=en>
- Working Together to Reduce Harm The Substance Misuse Strategy 2008–18 -  
[http://gov.wales/dsflg/publications/communitysafety/strategy/strategy\\_en.pdf?lang=en](http://gov.wales/dsflg/publications/communitysafety/strategy/strategy_en.pdf?lang=en)

- Together for Mental Health - a Strategy for mental health and wellbeing in Wales - <http://gov.wales/topics/health/nhwales/mental-health-services/policy/strategy/?lang=en>
- Tackling Hate Crime and Incidents: A framework for Action (2014)
- <http://gov.wales/docs/dsflg/publications/equality/140512-hate-crime-framework-en.pdf>
- Equality Objectives (2016 – 2020) -  
<http://gov.wales/docs/dsflg/publications/equality/160310-equality-objectives-2016-20-en-v1.pdf>
- Financial Inclusion Strategy for Wales (2016) -  
<http://gov.wales/docs/dsflg/publications/comm/160316-financial-inclusion-strategy-2016-en.pdf>
- Additional Learning Needs and Education Tribunal (Wales) Bill  
<http://www.assembly.wales/laid%20documents/pri-ld10862/pri-ld10862-e.pdf>

### ***Reasons for this Framework***

The annual cost of re-offending in the UK is estimated as £7-10 Billion. The economic cost of crime helps to highlight the disruption offenders can cause to their communities. This and the need to safeguard communities from harm means an intensive level of multi-agency support and resource is required in order to effectively reduce these negative consequences of crime.

Public Health Wales has recently published a report about the affects of Adverse Childhood Experiences<sup>1</sup>. Key Adverse Childhood Experiences which can affect a child as they progress through their lives and include alcohol abuse, drug abuse, domestic violence, sexual abuse, physical abuse, verbal abuse, incarceration, parental separation and mental illness.

Adverse Childhood Experiences represent a priority area of work for the Welsh Government, Her Majesty's Prison and Probation Service, the Future Generations Commissioner, Police and Crime Commissioners in Wales and Public Health Wales. This Framework provides a guide for organisations to direct their activities and programmes in the priority areas identified.

The Public Health Wales report finds that adults who were physically or sexually abused as children or were brought up in households where there was domestic violence, alcohol or drug abuse are more likely to adopt health-harming and anti-social behaviours in adult life. Adults with more than 4 Adverse Childhood Experiences, compared with people with no Adverse Childhood Experiences, are:

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<sup>1</sup> <http://www.gpone.wales.nhs.uk/news/41957/>

- 14 times more likely to have been a victim of violence over the last 12 months;
- 15 times more likely to have committed violence against another person in the last 12 months; and
- 20 times more likely to have been incarcerated at any point in their lifetime.

### ***How Wales will improve and succeed***

To achieve a reduction in numbers entering the criminal justice system and in particular the numbers of those from the priority areas previously identified, agencies across Wales should focus on the following areas in the future:

- **Prevention/Early Intervention** - In light of the research into adverse childhood experiences, prevention services provided at an earlier time in the service provision can lead to better outcomes for the service user. Service providers have a responsibility to become involved as early in the process as possible to ensure the most effective outcome for the offender.
- **Staff Training** – Taking account of the historical behaviour of their clients will help staff to develop skills when responding to the needs of the service users. The effect of adverse childhood experiences can be reversed when safe, stable, nurturing relationships are identified, hopefully breaking the cycle for future generations. A range of training options are already available including trauma informed approach training and development of training to work with offenders who have been affected by Adverse childhood experiences.
- **Integrated service delivery** - Effective partnership working results in coordinated service provision which is more cost effective and provide better outcomes for service users. Broader and deeper collaboration across and between services will be critical in this respect. This includes sharing information, shared data collection and establishing effective communications to share good practice across agencies.
- **Evidence led intervention** - The best outcomes for individuals, victims and communities are most often achieved by activities, approaches, and service delivery which is evidence informed, quality assured and well-targeted
- **Responsivity** - Service delivery should be responsive to individual characteristics and circumstances - age, gender, ethnicity, physical and mental health as well as learning disabilities and personality disorders.
- **Resource** – Availability of sustainable funding is a significant concern now and going forward. If the Framework is to succeed we need to be

able to recognise the issues which have contributed to individuals becoming involved in the criminal justice system in the first place. This will help secure improved outcomes to reduce crime, protect the public and ensure best value for money.

- **Commissioning** – Positive commissioning will assess the need and demand for services from offenders, victims and communities. This will inform choices about how to meet those needs, securing the right services at the right quality and cost and reviewing the delivery and effectiveness of meeting those requirements.
- **Resettlement** - The coordination of resettlement arrangements for those being released from custody is encouraged. This can be achieved by focussing activity on developing suitable and sustainable accommodation for offenders; continuity of services to offenders, particularly in relation to education and training, mental health and substance misuse treatment which is often begun in custody.

### ***Individual Vulnerabilities of offenders***

Given that many offenders have chaotic lifestyles and issues before they began offending it follows that many of the offenders may fall into several of the priority areas identified in this Framework. Working with the offender on their individual needs in an intensive way is essential so that the offending behaviour can be challenged and stopped. Some of the more common issues which will affect the work undertaken with the offender have been identified below.

### ***Community Cohesion***

Community cohesion describes how everyone in a geographical area lives alongside each other with mutual understanding and respect. We live in increasingly diverse communities which face challenges due to economic migration, intergenerational differences, the impact of poverty and the growing influence of extremism. Community cohesion policies recognise the challenges we face by encouraging integration, valuing difference and focusing on the shared values that join people together. As our communities become more diverse we will need to consider the need of these communities both as victims of crime and if they go onto offend.

## ***Reasons for Offending and Re-offending***

A number of individual or social factors are understood to be associated with an increased risk of reoffending and these are routinely assessed as part of offender management practice.<sup>2</sup> They include:

- Accommodation
- Education, Training and Employability
- Lifestyle and associates
- Relationships
- Drug misuse
- Alcohol misuse
- Thinking and behaviour
- Attitudes

Risk factors operate differently for different groups, varying in both prevalence and in relevance to offending.

## ***Why have Priority Areas been identified?***

Working in partnership in order to safeguard communities from serious harm remains a shared overarching objective and there is an expectation that the principles of partnership working to achieve this common aim will continue throughout the life span of this Framework and beyond.

The priority groups recognised and included in this Framework were felt to be the areas most in need of collective focus by the Wales Reducing Reoffending Pathways Group in 2016. There is recognition that throughout the life of this document other priority areas may be identified. If this happens the Wales Reducing Reoffending Pathways Group will need to discuss the viable options at the time.

A number of indicators have been identified to enable the monitoring of outcomes relating to each priority area. These indicators will be reviewed at regular intervals throughout the life course of the Framework to ensure they remain responsive to the work undertaken within each priority area.

The priority areas identified in this framework will have been affected by many, if not all of the risk factors identified above, and are more likely to have been affected by Adverse Childhood Experiences. This means they have the most issues and are most in need of support.

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<sup>2</sup> Andrews & Bonta (2010). *The Psychology of Criminal Conduct*, Anderson publishing

The aim of the framework is to provide support to any offenders who require it, not just in the priority areas, - at the right time, in the right place and the right way - to ensure positive outcomes are achieved in the long term not only for offenders but also those on the cusp of offending and their families.

## ***Priority Areas***

### ***A. Reduce the number of women in the criminal justice system***

#### Background

The Corston report argues that equal outcomes for female offenders necessitate a different approach from their male counterparts. It states that women tend to commit different types of crime, have different offending related needs and respond differently to interventions.

Women with histories of violence and abuse, as victims and perpetrators, are over represented in the criminal justice system and problems with relationships feature strongly in their pathways to offending. They often demonstrate issues with depression, anxiety and self-harm in custody and tend to be primary carers of children and other dependants when entering the Criminal Justice System (CJS)<sup>3</sup>

Since 2013, Her Majesty's Prison and Probation Service, Welsh Government and Police and Crime Commissioners have made progress in working towards a whole system approach for women who offend, addressing the need for services to be commissioned differently for women.

#### Evidence for Need

Many women managed by Her Majesty's Prison and Probation Service are victims of domestic abuse. The relatively small number of women in custody or supervised in the community often have complex needs.

On average female offenders represent 17% of arrests in Wales (approximately 22,500 incidents annually) and 19% of people arrested (approximately 15,000 individuals annually). Women represent around 12% of the Probation caseload in Wales (approximately 1800 cases).

Although work has been undertaken with this cohort their complex needs show that further intensive work is required to ensure offending and re-

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<sup>3</sup> [www.justice.gov.uk/publications/docs/corston-report-march-2007.pdf](http://www.justice.gov.uk/publications/docs/corston-report-march-2007.pdf)

offending is reduced. Mothers in the criminal justice system need support to provide a strong parenting role and to continue to support their children when they enter the criminal justice system, especially when custodial sentences are imposed.

The needs of Welsh women in custody are potentially exacerbated as there are no prisons for women in Wales. A high proportion of women sentenced to custody from Wales serve their custodial sentences in HMP Eastwood Park in Gloucestershire or HMP Styal in the North West of England, which are the closest female prisons to Wales.

### Actions for Improvement

- Better understand the distinct set of needs of women who offend by continuing to develop the women centred approach across the whole of Wales
- Undertake an holistic assessment of need, at the earliest opportunity, which will travel with the woman through her journey whether it be criminal justice or otherwise
- Improve referral pathways and provide interventions in a timely manner to give women the support, confidence and self belief to improve their lives and the lives of their children
- Utilise opportunities to align re-commissioning with a Whole System Approach model, which will enable sustainable long-term change

### Indicators of Effectiveness

- Number of women commencing an immediate custodial community sentence
- Successful completion rates of Community Orders, Suspended Sentence Orders and Licences
- Rate of reoffending of women
- Average number of reoffences per female reoffender
- Number and proportion of women serving a custodial or community sentence with each criminogenic need (based on latest available OASys assessment)
- Number and proportion of women entering diversionary support services

***B. Challenge domestic abuse perpetrators; hold them accountable for their actions and provide interventions and support to change their behaviour***

**Background**

Welsh Government highlighted and reiterated its commitment to tackling violence against women, domestic abuse and sexual violence with the introduction of the Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act in 2015. Before the introduction of the Act it is true to say that most of the support funded by Welsh Government was provided for victims of and children affected by violence and abuse.

Welsh Government and Her Majesty's Prison and Probation Service recognise violence against women, domestic abuse and sexual violence cannot be tackled effectively without working to prevent perpetrators from abusing.

**Evidence of Need**

The impact and prevalence of domestic abuse is identified throughout the criminal justice system. Although approximately 30% of men in prison acknowledge themselves as perpetrators and more than 50% of women in custody disclose that they are victims, it should not be overlooked that women may also be perpetrators and men may also be victims.

A significant piece of research was published by the Mirabal Project<sup>4</sup> in January 2015 however, it is clear that gaps remain and further research is necessary. Working with perpetrators remains an emerging area of practice where the evidence base still needs to be developed not only in Wales but across the UK and Europe.

Partners need to recognise and respond to the impact on children of exposure to domestic abuse and other associated traumas. This will form part of the current needs assessment and also provide future prevention to deal with Adverse Childhood Experiences.

**Actions for Improvement**

- Focus on protection, prevention and early intervention to change attitudes, provide access to support at an earlier stage and reduce risk

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<sup>4</sup> <https://www.dur.ac.uk/criva/projectmirabal/>

- Analyse current resources being used by partners across Wales working with perpetrators to reduce duplication and commission services where gaps are identified
- Improve referral pathways and strengthen partnership arrangements to ensure that frontline partners can intervene at an earlier stage and address the identified needs

### Indicators of Effectiveness

- Number of domestic abuse perpetrators commencing an immediate custodial or community sentence
- Successful completion rates of Community Orders, Suspended sentence orders and Licences
- Rate of reoffending amongst DA perpetrators
- Average number of reoffences per reoffender
- Number and proportion of domestic abuse perpetrators serving a custodial or community sentence with each criminogenic need
- Number of successful prosecutions and convictions in cases of violence against women, domestic abuse and sexual violence, including Honour Based Violence, Modern Slavery, Stalking and Harassment
- Number and proportion of DA perpetrators entering interventions

### **C. Improve provision for Ex-Armed Services Personnel (ex-ASP)**

#### Background

Whilst little robust data exists regarding ex-Armed Services Personnel in the criminal justice system, the most reliable estimation within prison and on supervision in the community is 3.5% and 3.4% of the offender population respectively.<sup>5</sup> However a variety of self report based research has estimated higher rates than this.

A Review on behalf of the Secretary of State for Justice made recommendations to improve identification of ex-Armed Services Personnel within the criminal justice system and increase partnership working between statutory agencies and the voluntary sector to better support them to reduce their risk of offending and re-offending.<sup>6</sup>

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<sup>5</sup> <https://www.gov.uk/government/publications/former-members-of-the-armed-forces-and-the-criminal-justice-system>

<sup>6</sup> <https://www.gov.uk/government/publications/former-members-of-the-armed-forces-and-the-criminal-justice-system>

## Evidence of Need

Life in the Armed Forces is generally a positive experience and a protective factor against offending. However, those that do enter the criminal justice system, whilst broadly similar to the general offending population, are more likely to have mental health difficulties or physical health problems.<sup>7</sup>

Crucially, ex-Armed Services Personnel have access to additional specialist services. However, research suggests that they are less likely to know where to access support than the general offender population.

Children and families of ex-Armed Services Personnel are particularly vulnerable as there are already perceived barriers to accessing services whilst being a family member of ex-Armed Services Personnel.

The Armed Forces community is a reflection of wider society within which domestic abuse is not uncommon. It is important to understand any issues which may impact upon the risk of domestic abuse perpetration or the vulnerability of victims of this cohort. .

## Actions for Improvement

- Establish the collection and sharing of data between organisations in Wales and commission research to better understand the needs of ex-Armed Services personnel who come into conflict with the criminal justice system
- Signpost offenders to specialist ex-Armed Services charities and services at all feasible points of the criminal justice system
- Promote access to mental health or post-traumatic stress disorder treatment through healthcare providers
- Consider the feasibility of bespoke domestic abuse perpetrator interventions for ex-Armed Services Personnel and/or their families
- Ensure all relevant organisations have in place robust identification and recording mechanisms
- Quality research and evaluations published on ex-Armed Services Personnel, domestic abuse perpetrators and on bespoke interventions in Wales Consider the feasibility of bespoke domestic abuse perpetrator interventions for ex-Armed Services Personnel and/or their families

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<sup>7</sup> <http://www.justiceinspectorates.gov.uk/hmiprisons/inspections/people-in-prison-ex-service-personnel-a-findings-paper-by-hm-inspectorate-of-prisons/>

## Indicators of Effectiveness

- Number of ex-Armed Services Personnel commencing an immediate custodial or community sentence
- Successful completion rates of Community Orders, Suspended Sentence orders and Licences
- Rate of reoffending amongst ex-Armed Services Personnel
- Average number of reoffences per reoffender
- Number/proportion of ex-Armed Services Personnel serving a prison and community sentence with each criminogenic need (based on latest available OASys assessment)
- Number of referrals by Police, Prison and Probation providers to ex-Armed Service charities

## **D. Provide Support for Young Adults/Care Leavers**

### Background

Young adults (aged 18 to 25) make up a significant proportion of the prison population and of those serving sentences in the community. About 24% of the adult prison population has a care history, and this is higher for offenders under 21 at 49%<sup>8</sup>. Care leavers in the criminal justice system can have greater personal, social and offending related needs. Prisoners with fewer early life problems are less likely to be reconvicted.

There is a link between being in care and offending as many of the same risk factors have been identified for both outcomes. The experience of being in care is often associated with longer term emotional and mental health problems. Care leavers have fewer positive social connections which has an effect as many prisoners view the support of their families as important in preventing them from re-offending.

### Evidence of Need

Offenders who have spent some time in care are more likely, than offenders who have not spent time in care, to be reconvicted within 12 months. Women, white men and short term prisoners are more likely to have experienced abuse, been taken into care and/or witnessed violence in the home as a child.

Compared with older adults, young adult men are:

- Still maturing;

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<sup>8</sup> <https://www.gov.uk/government/publications/prisoners-childhood-and-family-backgrounds>

- Harder to engage;
- More likely to re-offend;
- More likely to serve sentences for violent or acquisitive offences
- More likely to be involved in robbery or low level drug dealing;
- Have poorer outcomes (particularly in prison) as they are over-represented in fights; and
- More likely to be victims of assault and more likely to self-harm.<sup>9</sup>

Those who become entrenched in offending behaviour while they are in the youth justice system often have more complex needs, when they transfer to the adult system. This needs to be addressed before the re-offending can be dealt with.

There is also a need to identify where young adults and care leavers are also young parents as their children and families also need access to services.

### Actions for Improvement

- Ensure offenders are able to access schemes that provide extra support and structure during the transition from prison to community
- Identify structured programmes and wraparound services which enhance thinking skills, stress management, relaxation and mindfulness with the aim of developing positive social connections with support from community organisations, mentoring and support schemes
- Identify care leavers within the system to ensure responsible authorities are engaged in planning processes for the development of education and training provision and also help in finding employment
- Facilitate space for offenders to safely share experiences of being in care

### Indicators of Effectiveness

- Number of young adults commencing an immediate custodial or community sentence
- Successful completion rates of Community Orders, Suspended Sentence Orders and Licences
- Rate of reoffending amongst young adults
- Rate of reoffending amongst care leavers (those who have been in the care of local authority children's services)
- Average number of reoffences per reoffender

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<sup>9</sup> <https://www.gov.uk/government/publications/youth-to-adult-transition-principles-and-guidance-for-wales>

- Number and proportion of young adults serving a prison and community sentence with each need (based on latest available sentence)
- Number and proportion of offenders who have been in the care of local authority children's services at any time with each need (based on latest available OASys assessment) serving a prison and community sentence
- Number/proportion of young adults entering interventions

## ***E. Supporting Offenders' Families following sentencing***

### Background

Strong and supportive family and intimate relationships are considered important in helping offenders desist from committing crime.<sup>10</sup> However, engaging with families of those within the criminal justice system is not just positive for the offender, but also for the family, especially children.

Parenting plays a central role in relation to positive outcomes for children. Good quality parenting can help promote resilience, positive self-esteem and have a positive impact on a child's learning and outcomes and at school.<sup>11</sup>

In 2016 the National Assembly for Wales Cross Party Group published a report on Children Affected by Parental Imprisonment.<sup>12</sup>

Children with a parent in prison are<sup>13</sup>:

- Twice as likely as other children to experience conduct and mental health problems
- Less likely to do well at school
- More likely to be excluded from school
- More likely to be arrested and imprisoned as young adults
- Three times more likely to be involved in offending activity themselves; and,
- 65% of boys with a convicted father will go on to offend

### Evidence of Need

Research by the Youth Justice Board showed that 58% of children who had committed 25+ offences had been in contact with family members or carers in

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<sup>10</sup> [www.gov.scot/Publications/2014/10/2518/4](http://www.gov.scot/Publications/2014/10/2518/4)

<sup>11</sup> <https://www.jrf.org.uk/sites/default/files/jrf/migrated/files/parenting-outcomes.pdf>

<sup>12</sup> <http://www.senedd.assembly.wales/documents/s49946/Report%20of%20the%20CPG%20on%20CAPI.pdf>

<sup>13</sup> Murray, J (2003) *Fathers in Prison*, Institute of Criminology, University of Cambridge

the last six months who were involved in criminal activity<sup>14</sup>. Additionally, parental imprisonment is a predictor of adverse outcomes, including mental health difficulties and inter-generational offending for children.

Consequently, parental involvement in the criminal justice system and in particular parental imprisonment provides organisations with an opportunity to identify children at risk of adverse outcomes and to intervene to minimise this.

#### Actions for Improvement

- Work in partnership to ensure children and young people of offenders are identified at arrest, at sentencing and on imprisonment
- Consider the feasibility of undertaking child impact assessment at sentencing
- Share information with multi agency partners to ensure relevant interventions are available when needed
- Make use of all parenting support, young people support and family support services being provided by all relevant partners
- Pilot and evaluate use of Child Impact Assessments at court
- Engagement of relevant agencies and children's charities in the development of services for families of offenders in Wales

#### Indicators of Effectiveness

- Number of offenders with children commencing a prison or community sentence
- Successful completion rates of Community Orders, Suspended Sentence Orders and Licences
- Rate of reoffending of offenders with children
- Average number of reoffences per reoffender
- Number and proportion entering interventions

### ***F. Black Asian and Minority Ethnic Groups***

#### Background

David Lammy MP led a review of the over-representation of defendants from black and ethnic minority backgrounds in the criminal justice system. With significant overrepresentation of Black, Asian and Minority Ethnic (BAME) individuals in the criminal justice system, the review will consider their treatment and outcomes to identify and help tackle potential bias or prejudice.

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<sup>14</sup> Green Paper Consultation on proposals to improve services to meet the needs of children and young people who are at risk of entering, or are already in, the youth justice system 2012 Annex A.

This priority area will encourage organisations to consider the recommendations of the review when published and seek to collectively improve our services to this cohort.

At present, BAME individuals currently make up over a quarter of prisoners – compared to 14% of the wider population of England and Wales. Latest figures also show that BAME individuals make up a disproportionate amount of Crown Court defendants (24%), and those who are found guilty are more likely to receive custodial sentences than white offenders (61% compared to 56%).<sup>15</sup>

### Evidence of Need

The Young Review reflects upon the disproportionate outcomes experienced by young black and/or Muslim men. In prison, black or mixed origin service users are more likely to be judged negatively, spend more days than average in segregation and are more frequently subject to the use of force.

According to the Young Review, there are proportionately many more young black, Asian and minority ethnic (BAME) male prisoners than older ones, with BAME representation in the 15-17 age groups the highest at 43.7%.

### Actions for Improvement

- Ensure peer support and mentoring schemes reflect the diversity of the populations they are intended to serve
- Ensure appropriate parenting and family support options are known and being used
- Monitor levels of BAME engagement with co-commissioned health, education and employment services which aim to reduce re-offending, identifying where there is under representation
- Explore reasons for under representation and develop partnership strategies to support increased engagement in services and develop services to meet the individual needs of Black, Asian and Minority Ethnic Offenders

### Indicators of Effectiveness

- Number of Black, Asian and Minority Ethnic offenders commencing a prison or community sentence
- Successful completion rates of Community Orders, Suspended Sentence Orders and Licences

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<sup>15</sup> <http://www.youngreview.org.uk/>

- Rate of reoffending amongst BAME offenders
- Average number of reoffences per reoffender
- Number and proportion of BAME people serving a prison and community sentence with each need (based on latest available OASys assessment)
- Number and proportion entering interventions

### ***Framework Governance***

The Framework is endorsed by the All Wales Criminal Justice Board and is aligned to the Welsh Government Well-Being of Future Generations (Wales) Act including the work of Public Service Boards.

Day to day accountability for provision of services will rest with the organisations that work with and provide services for the offenders. It is therefore expected that they will demonstrate their commitment to this Framework and its priority groups within their individual organisation action plans. However a key mechanism for organisations working in partnership to achieve in Wales will continue to be Integrated Offender Management arrangements. As such, the existing governance structure provided by the IOM Cymru Board will serve as a mechanism for developing a shared IOM Cymru (national) Delivery Plan based on this Framework, with regional action plans underpinning this in each of the four regional IOM areas.

Welsh Government and Her Majesty's Prison and Probation Service will monitor delivery against the Framework via the Wales Reducing Re-offending Pathways Group. Strategic progress will be monitored against the agreed indicators across all the priority areas. The indicators identified will help to measure the impact of the Framework.

In order for the Framework and its indicators to remain relevant and responsive to the changing organisational and delivery arrangements of the adult justice system in Wales it will be continually reviewed and updated, to reflect major reform programmes as they have an impact upon delivery of adult justice services in Wales.

