



Wales
Reducing
Reoffending
Strategy
2014 - 2016

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Foreword

Continuing to reduce crime across Wales requires a significant collective effort. Whilst crime continues to fall across the Principality, the cost of crime to victims and communities is still unacceptable and this Strategy provides a vehicle through which collaborative working can be enhanced, thereby ensuring we each target our finite resources to their maximum effect.

The All Wales Criminal Justice Board priority to reduce reoffending is supported by this Strategy which recognises that further reductions in crime can only be achieved via integrating our work to manage offenders in a way which gives them the best opportunity to abandon criminality and help their communities by leading law-abiding lives.

This strategy, in drawing together the work of the Welsh Police Forces, the National Offender Management Service (NOMS) Wales and the Welsh Government provides us with a unique opportunity to make a real difference to recidivism in Wales.

Chief Constable Peter Vaughan

South Wales Police and Chair of the
All Wales Criminal Justice Board

We are committed to a truly integrated approach to the management and rehabilitation of offenders in Wales and welcome this opportunity to work together with our partners ever more closely in future.

We are well placed in Wales where services such as health and education are devolved to create imaginative and effective solutions to the challenges we face, to think differently about how services can work together to help an offender throughout their journey to a crime free life.

My new role as Director of the National Offender Management Services in Wales will bring prison and probation services closer together than ever before and by working alongside our partners we will have a great opportunity to create safer communities.

The reasons why people offend are complex and need an integrated approach. Reoffending rates are already moving in the right direction and I am confident this new strategy which will see so many dedicated professionals working together will help us drive those rates down further.

Sarah Payne,
Director of the National Offender
Management Service in Wales

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Executive Summary

The All Wales Reducing Reoffending Strategy aligns criminal justice agencies and the Welsh Government's vision and ambition to reduce crime in Wales by reducing reoffending. Around half of all crime is committed by people who have already been through the Criminal Justice System. The cost of this reoffending to the public is estimated to be between £9.5 and £13 billion per year across the UK.. This strategy provides both criminal and social justice agencies with a coherent framework through which crime reduction can be achieved across Wales.

The aim to reduce reoffending aligns with the Welsh Government's Programme for Government commitment to deliver crime reduction throughout Wales. The Strategy is unique in its scope in that it represents the first overarching national policy in the UK for adults, which reflects the unique Welsh delivery context. This builds on the approach enshrined in the All Wales Youth Offending Strategy first published in 2004.

The Strategy is underpinned by a number of key principles, namely:

- 
- Localised
 - Integrated
 - Targeted
 - Individualised
 - Evidence based
 - Holistic
 - Restorative
 - Outcome focussed

The updated Strategy outlines key aspects of the new offender management landscape in Wales, brought about by the Ministry Of Justice (MoJ) Transforming Rehabilitation Reforms. The Strategy also recognises the key role of the four Welsh Police and Crime Commissioners and supports delivery of the Police and Crime Plans.

The governance structure through which the strategy will be delivered is summarised in this document. This includes the work of the All Wales Criminal Justice Board (AWCJB), Integrated Offender Management Cymru Board (IOMCB), Welsh Government's Reducing Reoffending Pathways Group (RRPG) and the Wales Youth Justice Advisory Panel (WYJAP).

The partnership response by Local Service Boards (LSBs) to the current challenges of crime in Wales is also then considered as expressed in Local Authority Single Integrated Plans.

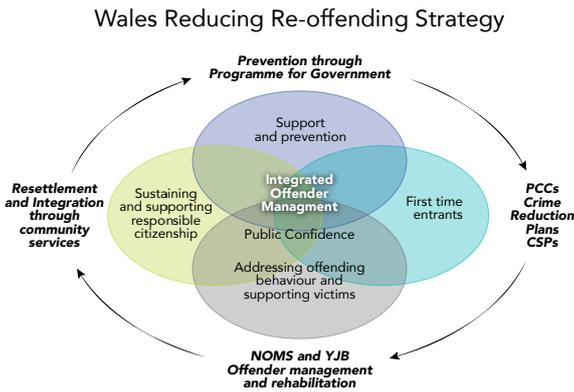
The Strategy identifies priority offender groups where a distinct approach is being developed in Wales, specifically in relation to addressing the needs and managing the risks posed by female offenders; organised crime groups; veterans within the Criminal Justice System; young people making the transition from youth to adult services; and those offenders identified as posing a high risk of harm and/or reoffending.

The nine pathways out of reoffending are detailed in this document in relation to jointly addressing offending related need; exploring current policy context; and objectives for maximising opportunities for desistance from reoffending. Existing and aspirational outcome indicators are identified as a means of monitoring progress against agreed objectives.

The Strategy will be implemented through the development of a delivery plan, which will ensure the Wales-wide priorities are delivered at a regional and local level with support from pathway reference groups aligned to existing stakeholder groups.

The Strategy will be reviewed annually in order to ensure it remains relevant to future challenges and responsive to any significant changes to public service delivery linked to Offender Management services. The recently published Williams and Silk Commission reports will reconfigure the current delivery landscape for criminal and social justice partners in regard to delivery of this Strategy.

1. Introduction



At the heart of the All Wales Reducing Reoffending Strategy is the belief that community justice can only be fully realised by criminal and social justice agencies working together through a fully integrated approach.

In essence, reducing reoffending is about ensuring provision of pathways services which will support and enable offenders to transform their lives. Ultimately, in order to be effective the pathways themselves need to be integrated with each other, through the development of a 'Whole System' approach. This will reduce the number of victims of crime and achieve our common purpose of realising safer communities throughout Wales.

The Strategy describes our intended approach to driving down the rate of reoffending and delivering value for money. The following key bodies with their partners will drive delivery of this Strategy.

Welsh Government

The Programme for Government is the plan of action for delivering change to the people of Wales. The Programme represents a commitment to delivery and ensures a focus on measuring the impact government is having on people's lives.

The outcomes the Welsh Government is working towards include: healthy people living productive lives in a more prosperous and innovative economy; safer and more cohesive communities, with lower levels of poverty and greater equality.

Reducing reoffending cuts across many areas of Government business, as crime impacts on individuals, families and communities across Wales. In particular, the commitment to achieving 'Safer Communities for All' draws together UK Government policy in a way which is compatible with the devolved Programme for Government and reflects the collaboration necessary for effective front line delivery of services.

The Government's commitments in regard to achieving safer communities are to: reduce the level of crime and fear of crime; reduce the harm associated with drug and alcohol misuse; reduce and prevent youth offending; and, improve safety in communities.

Reducing reoffending requires action across the whole of Welsh Government, which will be achieved through delivery of other key aspects of the Programme for Government, including growth and sustainable jobs; public service reform; education; healthcare; supporting people; housing; equality; and, tackling poverty.

The Welsh Government is committed to working with its public, private and voluntary sector partners, to deliver the aforementioned change.

"In essence, reducing reoffending is about ensuring provision of pathways services which will support and enable offenders to transform their lives."



National Offender Management Service (NOMS) Wales

As an executive agency of the Ministry of Justice (MoJ), the National Offender Management Service (NOMS) is committed to commissioning effective services to secure improved outcomes to reduce reoffending and protect the public.

NOMS directly commissions offender services in Wales, and at the same time enjoys a distinctive relationship with Welsh Government. NOMS recognise that an important part of helping to reduce offending behaviour is to integrate offenders back into their communities and this can only be achieved by both Governments working together.

The appointment of a Director of National Offender Management Service for Wales is a significant development. The Director will have responsibility for leading and managing the delivery of prison and probation services in Wales and system integration for offender management.

NOMS in Wales' priority is to protect the public and reduce reoffending by supporting rehabilitation and helping offenders to reform their lives.

Services will be delivered through the new mechanism introduced by the MoJ Transforming Rehabilitation Programme. Under these reforms offender services will be delivered in the community by a mixed economy of providers.

The new National Probation Service (Wales) will manage those offenders identified as posing a high risk of harm to the public (primarily sexual and violent offenders) and will retain responsibility for 'public interest' decisions, including the provision of sentencing advice to courts, risk assessment and enforcement decisions, (for example, returning offenders to custody where necessary).

A Community Rehabilitation Company (CRC) will be formed to manage those offenders regarded as posing a 'medium' to 'low' risk of harm to the public. New payment incentives will be introduced to further focus providers on reducing reoffending. The CRC will also have responsibility for delivering the new 'Through the Gate' (TTG) resettlement provision aimed at ensuring continuous support for the offender from their time in custody to their reintegration into the community.

All prisons in Wales will become 'resettlement prisons', which means that Welsh prisoners, wherever possible, will be released from an establishment within their home area. This new approach will aim to optimise the new 'Through the Gate' and Transforming Rehabilitation arrangements.

Police and Crime Commissioners (PCCs)

Police and Crime Commissioners were elected for the first time across England and Wales in November 2012. In Wales the four Commissioners serve the Police force areas of Dyfed-Powys, Gwent, North Wales and South Wales. Their role is to hold the police to account; effectively making police forces answerable to the communities they serve. Commissioners aim to work with the Chief Constable to deliver an effective and efficient police service within their force area.

Whilst not responsible for operational delivery, Commissioners are responsible for the 'totality of policing' in their area and are directly accountable to the electorate in doing this. Some scrutiny of their decisions is also provided through Police and Crime Panels, administered by host local authorities and comprising a broad membership. The Commissioner has to present the draft Police and Crime Plan, the proposed Budget and Police Precept proposals to the Panel, which also scrutinises key appointments, such as the Deputy Commissioner, the Commissioner's Chief Finance Officer and Chief Executive as well as the appointment of a Chief Constable.

However, the role encompasses much more than the work of the police, as implied by the "and Crime" part of the title. The wording of both the 2011 Police Reform and Social Responsibility Act and the Commissioner's Oath of Office refer to partnership working within the context of Community Safety Partnerships as established by the 1998 Crime and Disorder Act.

Commissioners work in partnership with a range of agencies at a local, regional and national level to prevent and reduce crime. The legislation also makes Commissioners responsible for calling criminal justice bodies to account for the service provided locally, enabling them to bring together community safety and criminal justice agencies to make sure local priorities are joined up and effective.

Over the next year the Ministry for Justice is devolving responsibilities and finance to Commissioners to commission local services for victims of crime and to promote restorative justice in their area.

A number of funding streams previously held by Home Office were paid directly to Commissioners in 2013–2014 to support this agenda, including:

- Drugs Intervention Programme (DIP) Funding
- Community Safety Grant
- Youth Crime and Substance Misuse Prevention Grant

However, these no longer exist as separate strands as they have been rolled into the Central Police Grant which is set to reduce further over the next few years. Despite this it seems likely that Commissioners in Wales will largely protect these contributions and will continue to promote partnership working.

The strategic direction and aims for each Commissioner are set out in the Police and Crime Plan. The initial plans were for the period 2013–2017 and they can be revised and rolled forward each year. Priority issues identified by the four Commissioners in Wales include key themes such as:

- **crime reduction and prevention;**
- **partnership working;**
- **public protection and harm reduction;**
- **quality service delivery; and,**
- **giving a voice to victims.**

While Policing is not devolved to Welsh Government and the National Assembly for Wales, the four Commissioners work closely with local government and a variety of organisations which are accountable to Welsh Government. The Commissioners meet the Minister for Local Government and Government Business every quarter. They and the four Chief Constables also meet regularly to discuss issues of relevance to policing and crime reduction in Wales



Association of Chief Police Officers (ACPO) Cymru

The Association of Chief Police Officers (ACPO) brings together the expertise and experience of chief police officers from the United Kingdom, providing a professional forum to share ideas and best practice, co-ordinate resources and help deliver effective policing which keeps the public safe. In Wales, the chief officers from the four police force areas deliver this response through ACPO Cymru.

The work of ACPO Cymru in relation to reducing reoffending is progressed by a number of national policing business areas including crime, criminal justice and local policing and partnerships. ACPO Cymru portfolios within these business areas include the development of Integrated Offender Management (IOM) Cymru arrangements across Wales.

Although policing is currently a non-devolved function with Home Office bearing responsibility for delivery, the four forces in Wales have worked closely with Welsh Government and other stakeholders on a number of criminal justice initiatives. These have ranged from providing funding for 500 additional Community Support Officers to support and enhance neighbourhood policing, to the introduction of drug testing in custody suites. This partnership approach is crucial to the longer term success of integrated offender management and achieving sustained reductions in reoffending.

Youth Justice System

The youth justice system is made up of a number of organisations working together. Some focus on the needs of children and young people (under the age of 18) in the youth justice system by looking after their welfare; services like health, social services, education and housing. Others, such as the police and the courts, focus on enforcing the law by detecting, deterring, rehabilitating or punishing as appropriate. Reducing offending and safeguarding these children and young people in Wales is best achieved by UK Government and Welsh Government working together.

The Youth Justice Board for England and Wales (the Youth Justice Board) is an executive non-departmental public body. The Youth Justice Board oversees the youth justice system in England and Wales. It works to prevent offending and reoffending by children and young people, and ensures custody for them is safe, secure, and addresses the causes of their offending behaviour.

As the youth justice system in Wales is provided by Welsh and UK organisations, the Youth Justice Board and the Welsh Government work together to help ensure the system works effectively. The Wales Youth Justice Advisory Panel is jointly convened by the Welsh Government and the Youth Justice Board. Its primary purpose is to assist the Welsh Government and the Youth Justice Board to implement policy which prevents offending and reoffending by children and young people in Wales.

Youth Offending Teams (YOTs) are multidisciplinary teams comprised of health, social services, education, police and probation working together and are statutory local partnerships established by Section 39 of the Crime and Disorder Act 1998. The precise requirements of the Act are youth offending teams shall include at least one of each of the following:

- (a) an officer of a local probation board or an officer of a provider of probation services;
- (b) a social worker of a Local Authority;
- (c) a police officer;
- (d) a person nominated by a Local Health Board, any part of whose area lies within the Local Authority's area;
- (e) a person nominated by the chief education officer appointed by the Local Authority.

As part of the Local Authority YOTs have a statutory responsibility for managing children and young people who are on community sentences. Local Authorities are required to have a YOT either on an individual or partnership basis; there are 18 YOTs in Wales, 4 of which cover two Local Authorities each in Wales.

The Youth Justice Board is responsible for placing in secure accommodation children and young people who are remanded (before trial), or sentenced to custody. This includes deciding to which custodial establishment a young person is sent. There are currently three types of secure establishment:

Secure Children's Homes (SCHs) – these are run by Local Authorities and accommodate the most vulnerable young people who offend. They may have been in care or have mental health problems. Young people in secure children's homes tend to be younger than those in training centres or Young Offender Institutions (YOI).

Secure Training Centres (STCs) - provide secure accommodation for young people who offend up to the age of 17. They are usually smaller than Young Offender Institutions (YOI) and provide education and vocational training, as well as focusing on addressing someone's behaviour.

Young Offender Institutions hold boys aged 15-17 in juvenile-only buildings, or on sites shared with, but separate from, YOIs for 18-20 year olds.

Restorative Alternatives to Charging

Restorative alternatives to charging are a mechanism for diverting children and young people away from the youth justice system and into mainstream services, in order to get much needed support. They are working well in some parts of Wales by successfully diverting children and young people away from the youth justice system. For example TRIAGE in Cardiff, a city wide diversionary activity programme with a focus on restorative justice, is offered at the point of first arrest of a minor offence. The Bureau in South Wales provides young people with an opportunity to resolve their offending behaviour and learn from it the potential and actual damage caused, without receiving a criminal record.

2. Crime and Reoffending in Wales

Crime in Wales

Wales is served by four police forces, namely Dyfed-Powys, Gwent, North Wales and South Wales. Within these very different policing areas there are currently 22 Local Authorities (LAs) as follows:

- Dyfed-Powys – Carmarthenshire, Ceredigion, Pembrokeshire and Powys
- Gwent - Blaenau Gwent, Caerphilly, Monmouthshire, Newport and Torfaen
- North Wales – Conwy, Denbighshire, Flintshire, Gwynedd, Wrexham and Ynys Môn
- South Wales – Bridgend, Cardiff, Merthyr Tydfil, Neath Port Talbot, Rhondda Cynon Taff, Swansea and Vale of Glamorgan.

The new delivery structure for the National Probation Service (NPS) and Community Rehabilitation Company (CRC) will broadly align with the aforementioned footprint. However, the recent proposals outlined in the Williams Commission for Local Governance Service and Delivery would mark a reduction to between 10 and 12 local authorities sitting within existing police force area boundaries. The delivery of this Strategy, along with commissioning plans will have to be reviewed in light of any local authority boundary changes and any further devolution of powers, particularly as they relate to criminal justice, proposed by the Silk Commission.

The latest available recorded crime figures for the 12 months to September 2013 show that 3,725,689 crimes (3,524,246 excluding fraud) were recorded in England and Wales

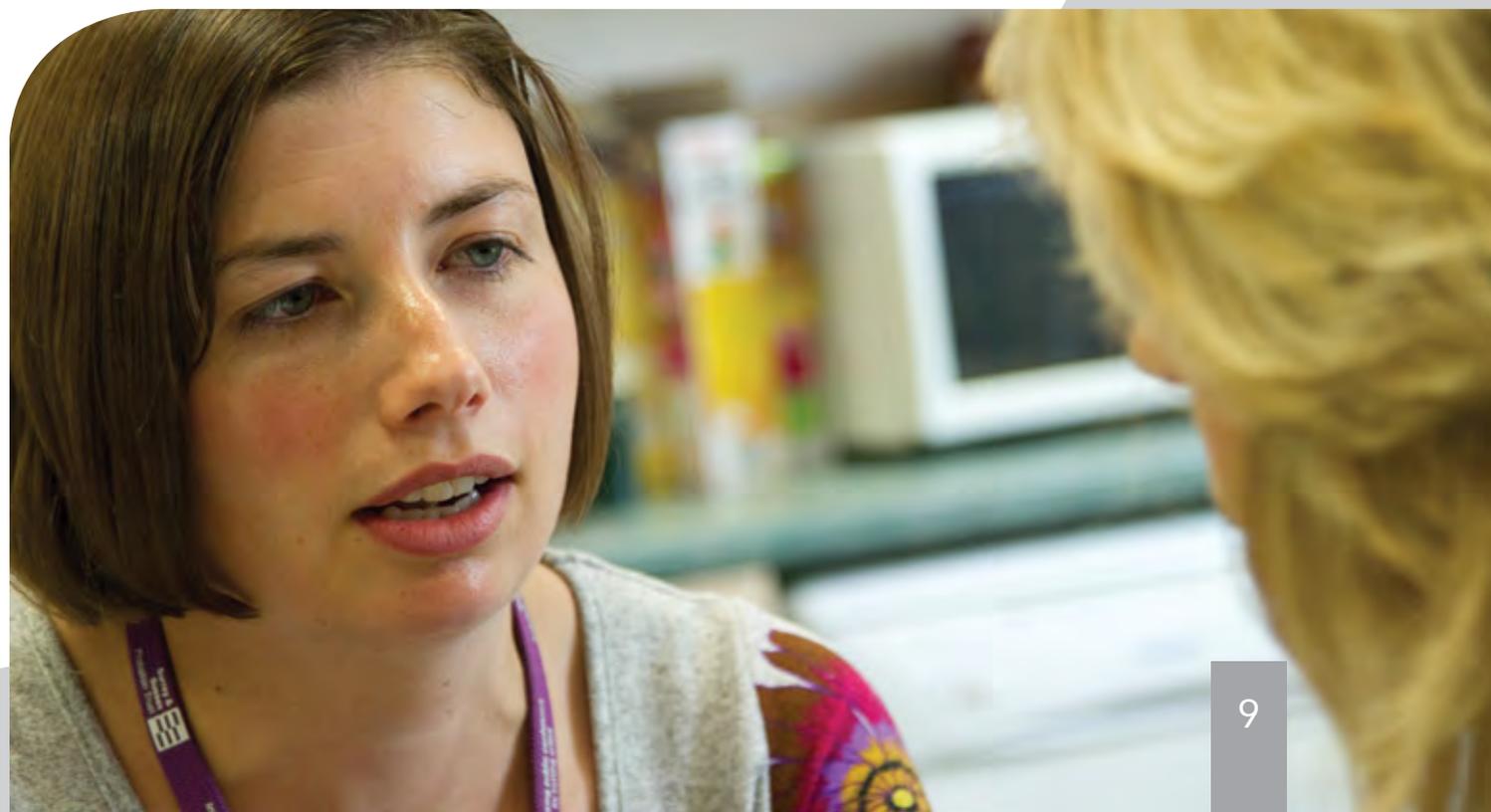
Wales is served by four police forces, namely Dyfed-Powys, Gwent, North Wales and South Wales.



between October 2012 and September 2013, of which 173,649 (173,332 excluding fraud) were recorded in Wales. This translates to a rate of 66 crimes per 1,000 people for England and Wales as a whole, compared to a rate of 57 crimes per 1,000 people for Wales alone.

Within Wales, the four police forces highlight wide variations in the number of recorded crimes and associated crime rates. This is to be expected, given the very different demographic characteristics of the force areas, not least, the disparities in terms of geography and rurality, population concentration in urban areas and also the socio-economic background.

The predominantly urban South Wales Police force area covers the cities of Cardiff and Swansea and unsurprisingly demonstrates significantly higher crime rates at 65 per 1,000, than other Welsh forces. Nevertheless this remains in line with the average for forces in England and Wales as a whole. The force area encompasses some areas of significant deprivation in the South Wales Valleys, which in line with previous research correlates directly with high crime areas. It also polices the Welsh capital which regularly plays host to major international events that attract tens of thousands of people to the city and the associated policing challenges that go with it.



By way of contrast, the relatively rural Dyfed-Powys force records 37 crimes per 1,000 population, the lowest level throughout England and Wales by a significant margin. The major challenges posed by the force relate to the sheer size and rurality of the force area, which covers some two thirds of the land mass of Wales and have led to the establishment of a Centre of Rural Policing and Justice with academic partners.

Gwent is the smallest force in terms of area covered (600 miles) and currently records 60 crimes per 1,000 population. This is above the Welsh average but remains below that of England and Wales and in recent times the force has delivered significant reductions in overall crime. The force is responsible for policing the city of Newport and the Gwent Valleys, which itself is marked by significant pockets of deprivation. The force area deals with significant volumes of traffic along the M4 corridor to the east, including the second Severn crossing.

North Wales polices an area of around 1,000 square miles serving just under 700,000 people. Given the road network and infrastructure in Wales, the force tends to be impacted by travelling criminality from Merseyside and the north west of England more than other forces in Wales. At 53 crimes per 1,000 population, North Wales Police record the second lowest crime rate in Wales.

It is evident that overall crime rates differ greatly across Wales and this range is even more marked when specific crime classifications are considered. For example Dyfed-Powys Police recorded 12 thefts per 1,000 population over the most recent 12

month period, whilst nearly three times that rate were recorded in South Wales. Conversely, drug offences per 1,000 in Dyfed-Powys stood at 7, compared to 2 in the other force areas and an England and Wales average rate of 4 offences per 1,000 people. It should be noted, however, that drug crimes encompass a range of offences from the production and trafficking of drugs to simple possession and success in these areas is often attributed to proactivity. Rates of violent crime are lowest in the Dyfed Powys area at 7 per 1,000 population, rising to 11 in South Wales Police and 12 in Gwent and North Wales.

What this brief overview highlights is the very different context within which the four forces in Wales operate and the varying challenges that they address on a day to day basis. In terms of reducing reoffending work in particular, this has seen the development of strong integrated offender management arrangements across Wales which are underpinned by consistent frameworks, which take account of local need and circumstances.





Rates of Re-Offending in Wales

Recent proven reoffending rates show the proportion of adults reoffending within 12 months is 58% for prisoners released from under 12 months' custody. The reoffending rate for those subject to Community supervision or released on licence is 37%.

Local Adult Re-offending data based on those offenders aged 18 or over, subject to probation supervision in the community or on licence, for Wales suggest variance between Welsh regions as well as between age groups and the crimes committed by re-offenders. Between April 2012 and March 2013 the three month reoffending rate for offenders on the Wales Probation caseload was 10.49%, which continues a generally improving trend from the previous 12 months. Re-offenders committed between them an average of 8,214 re-offences per quarter over this period. The total frequency of re-offences per re-offender was 1.92, broken down into 1.86 for those on Community Orders and 2.03 for those on Licences and 1.92 for men (n=3690) and 1.93 for women (n=591)

Compared to predicted rates of re-offending, overall Wales Probation Trust has achieved a lower-than-predicted rate of -0.85% difference, although this hides a large gulf between Community Orders and Licences. While Community Orders were at -3.07% difference from their predicted rates, Licences were 10.26% above their predicted rates. However the overall rate of re-offending of 10.49 continues a generally improving trend from the previous 12 months.

Across all of the Welsh Local Delivery Units (LDUs), theft is the most common type of re-offence, followed by violence, except

possession is the second most frequent category of offence. This matches the reported crime data for Dyfed-Powys police which covers this LDU, and also the prevalence of violence in the reported crime statistics.

While the actual numbers of men and women who re-offend are vastly different (3690 and 591 respectively) the frequency is very similar, with men reoffending at a rate of 1.92 and women at 1.93 offences per re-offender. For age groups, the highest three month reoffending rate was amongst the younger age cohorts, at a rate of 18% for 18-20-year-olds and 11.89% for 21-24-year-olds, declining steeply to a rate of 3.68% for the over-51 age cohort. Across the Welsh LDUs, West Wales and Gwent have the highest rates at 11.93% and 11.92% respectively, with Ynys Môn, Gwynedd and Conwy (YGC) boasting the lowest rates in Wales at 8.90%.

Youth Offending in Wales

The number of first time entrants into the youth justice system continues to fall, with a 56% reduction between 2009/2010 and 2012/2013, which equates to 2000 fewer young people getting a criminal record. The number of Welsh children and young people in custody are the lowest ever recorded being 50 in March 2013. However, reoffending rates are now rising due, in part, to the fewer children in the

youth justice system having more concentrated levels of complex needs and more persistent patterns of offending.

The picture for youth offending in Wales in 2010/2011 shows that 251 custodial sentences were passed in Wales for 10-17-year-olds out of a total population of 290,026, giving an offending rate of 0.87 per 1,000 nationally. This varies widely between local authorities, with a rate 0.15 in Ceredigion and 0.17 in Pembrokeshire, to 1.87 in Newport. Across Wales, offences resulting in a disposal numbered 8,126 for boys and 2,054 for girls. For each of the local authorities, there tended to be a clear skew towards the offences of criminal damage, public order offences, theft and handling and violence against the person, with some motoring offences featuring in Cardiff and for some older cohorts elsewhere.

Police reprimands were the most popular disposal across all age groups, although by the age of 17 these had halved from 10,521 for 10-14-year-olds to 5,121. Older youths were increasingly likely to be fined, receive a compensation order or referral order, a Youth Rehabilitation Order (3,231 10-14-year olds against 8,153 17-18-year-olds) or to be sentenced to custody (312 10-14-year-olds against 2,028 17-18-year-olds). Nine youths aged fifteen or over received life sentences, only one of whom was female.

The system of reprimands and final warnings has now been replaced by Out of Court Disposals (OCCD)

Demographic Characteristics and Offending

The demographic characteristics of Wales are of importance in terms of policy-making, and centre on the division between the largely rural mid, north and west (North Wales and Dyfed-Powys) and the heavily urbanised south (South Wales and Gwent). While the generally more affluent status of mid and west Wales does

hide pockets of rural poverty, this is dwarfed by the concentrated socio-economic challenges faced by large parts of the Valleys due to the decline of traditional industries.

High unemployment, low educational attainment and a skills shortage, particularly amongst men and young people, correspond with higher crime rates and perpetuate a cycle of disadvantage whereby large numbers of children grow up in workless households and experience the effects of deprivation. It can be argued that the shift away from heavy industry to an economy based around the service and caring industries has impacted particularly on young men in deprived communities whose lower educational attainment and cultural predisposition steers them away from this type of work.

However, this is not the case for all of those who live in the Valleys, and the proximity of the former industrial heartlands to the cities of Cardiff, Swansea and Newport (Merthyr Tydfil is only an hour's train or bus journey to Cardiff despite being one of the more remote towns) means that they have experienced economic growth in recent years. However, the positive effects of this are not spread evenly, meaning that pockets of deprivation and relative affluence co-exist within the same towns. While lurid tabloid headlines about 'cultures of despair' in some Valleys towns, paint an overly negative picture of life, , substance abuse remains a significant problem in many Valleys communities and this contributes to the overall picture of crime.

The strong transport links in the South Wales and Gwent areas to the south of England can also be said to facilitate the much higher levels of crime there. Similarly, while the North Wales crime levels are somewhat lower, the relative proximity to larger English urban conurbations such as Liverpool and Manchester, coupled with pockets of extreme deprivation in seaside resorts such as Rhyl, can be argued to have produced crime rates that are higher than mid and west Wales.

3. Prisons, Probation and Youth Offending Teams in Wales

Prisons

The prison estate in Wales is listed below, with categories and operational capacities as of January 2014. Cardiff, Parc and Swansea are all in the South Wales force area, while Prescoed and Usk are in the Gwent force area.

HMP Cardiff: Category B, capacity 784

HMP & YOI Parc: (Privately run by G4S) capacity 1336

HMP Swansea: Category B, capacity 445

HMP Prescoed: (satellite of HMP Usk) Category D, capacity 230

HMP Usk/Prescoed: (amalgamation of Usk and Prescoed) Category C and D, capacity 250

- **Category A** Those whose escape would be highly dangerous to the public or national security
- **Category B** - Those who do not require maximum security, but for whom escape still needs to be very difficult
- **Category C** - Those who cannot be trusted in open conditions but who are unlikely to try to escape
- **Category D** - Those who can be reasonably trusted not to try to escape, and are given the privilege of an open prison

There are no women's prisons in Wales, with female offenders generally serving their sentences at HMP Eastwood Park in Gloucestershire, or at HMP Styal in Cheshire. Welsh men also serve their sentences in almost all of the 108 prisons in England, with particularly significant numbers at HMPs Altcourse in Liverpool, Oakwood in Wolverhampton, and Stoke Heath in Shropshire.

The Youth Justice Board ensures children and young people are placed in an establishment which is best able to meet their assessed needs, and takes into account the individual risks and circumstances of the young person.

The majority of young people from Wales are placed in the two Welsh secure establishments; Parc YOI in Bridgend and Hillside SCH in Neath. Young men from North Wales are placed in Hindley YOI in Lancashire, where a service specification which supports the additional needs of Welsh young men to include language, cultural, education, resettlement and religious needs has been developed in partnership with the Youth Justice Board. A very small number of children and young people from Wales are accommodated elsewhere in England. These include children and young people with complex needs who require specialist services.





Youth Offending Teams (YOTs)

There are currently also eighteen Youth Offending Teams in Wales: Dyfed-Powys force area includes Carmarthenshire, Ceredigion, Pembrokeshire and Powys YOTs; Gwent includes Caerphilly & Blaenau Gwent, Newport and Torfaen & Monmouthshire YOTs, North Wales has Conwy & Denbighshire, Flintshire, Gwynedd & Ynys Môn and Wrexham YOTs, and South Wales has YOTS in Bridgend, Cardiff, Merthyr Tydfil, Neath Port Talbot, Rhondda Cynon Taff, Swansea and the Vale of Glamorgan.

It is anticipated that Swansea, Neath Port Talbot and Bridgend YOTs, will merge to become Western Bay, and Rhondda Cynon Taf and Merthyr Tydfil YOTs will merge to become Cwm Taf

Probation

The new National Probation Service in Wales and the Wales Community Rehabilitation Company will be configured on the basis of five Local Delivery Units, namely Gwent, Dyfed-Powys, North Wales, South Wales 1 (Cardiff and the Vale of Glamorgan) and South Wales 2 (Swansea, Neath Port Talbot, Bridgend, Rhondda Cynon Taf and Merthyr Tydfil). This represents a reduction in the current LDU footprint.

Probation supervises around 21,000 community and suspended sentence orders and 2,700 prisoners on licence per annum. At any one time during the year, the Probation caseload stands at around 15,000 offenders. This is set to increase as a result of the introduction of the Offender Rehabilitation Bill, which will make adults sentenced to less than 12 months in prison, subject to statutory supervision.

*18 YOTs and
5 Probation
LDUs*



4. Wales Reducing Reoffending Strategy

Strategic Aim

Our core aim is to reduce the offending and reoffending of adults and young people in Wales in order to reduce crime and prevent further victims.

This Strategy will work in conjunction with the joint Youth Justice Board / Welsh Government Strategy to be published in April 2014, in order to achieve this aim.

Strategic Principles for reducing crime and reoffending in Wales

Our approach is to adopt a number of principles, which will shape the Wales Reducing Reoffending Delivery Plan and inform discussions and decisions by individual agencies, partnerships and commissioning fora at a Wales-wide, regional and local level.

The Strategy is underpinned by the following eight principles:

- 1. Localised:** driving this plan forward at a local and regional delivery level supported by pan Wales agencies where appropriate to reintegrate offenders back into their local communities
- 2. Integrated:** working together to reduce reoffending using joint strategic planning, service design and delivery, including co-commissioning where possible to increase joint accountability
- 3. Targeted:** to where we can make the most impact on reoffending (for both frequency and seriousness of offending) to make the best use of tax payers money
- 4. Individualised:** recognising that all offenders are different and we should support those who are ready to change and manage those who are not
- 5. Evidence based:** sharing and using data on crime, risk and need together with emerging research on why people desist from crime, to develop appropriate responses in localities
- 6. Holistic:** working with not just those who offend but their families and the communities in which they live, who will be crucial in supporting them to stop offending
- 7. Restorative:** where the offender comes to recognise the impact of their offending and makes amends both to the victim and the broader community
- 8. Outcome focussed:** ensuring investment is made in interventions that are proven to reduce reoffending.

Governance arrangements

The Wales Reducing Reoffending Strategy aligns UK and Welsh Government policy in crime reduction, reoffending and community safety in a single coherent framework. The Strategy is delivered at a national, regional and local level through the following governance arrangements.

Wales-wide

The All Wales Criminal Justice Board (AWCJB) is the vehicle through which the relevant Government departments and their partners come together to develop policy and strategy within the Welsh context. Within this Board, ACPO Cymru, NOMS in Wales and the Welsh Government have accepted a tri-partite lead in terms of reducing reoffending to reduce crime across Wales.

The AWCJB commissioned the Integrated Offender Management (IOM) Cymru Board to co-ordinate delivery of a consistent and coherent approach to strategic planning and delivery to achieve reduced reoffending across Wales. The IOM Cymru Board is led by NOMS in Wales and ACPO Cymru with representation from a wide range of criminal and social justice partners, including the Welsh Government.

To reflect the growing recognition of this key priority the Welsh Government has established the 'Reducing Reoffending Pathways Group'. The group brings together policy leads in relation to the pathways out of reoffending and key strategic partners, including NOMS Wales and the Youth Justice Board.

In order to support alignment between aspects of Youth and Adult justice policy and strategy development, the YJB and the Welsh Government jointly convene the Wales Youth Justice Advisory Panel. The Advisory Panel assists the Welsh Government and the YJB to implement policy that prevents offending by children and young people in Wales. The Panel is jointly chaired by the YJB Board Member for Wales and the Welsh Government Deputy Director for Community Safety. It is a sub-committee of the Board of the YJB and acts as

a stakeholder reference group for the Welsh Government and YJB Cymru.

The Advisory Panel's membership is drawn from key stakeholder groups, including probation, police and local authorities. The Wales Youth Justice Advisory Panel is the focus for senior strategic engagement in Wales. It has a role across all of our functions in Wales not only to scrutinise, but also to support and participate in our work.

Regional

At a regional level responsibility for reducing reoffending sits with a number of strategic bodies and fora, including Police and Crime Commissioners, Regional Criminal Justice Boards and, IOM Cymru Regional Groups. Other strategic fora such as Area Planning Boards (APBs) are also engaged in this agenda and at a regional level due to the complex correlation between issues such as substance misuse, mental health and reoffending.

Regional Delivery Plans have been developed by IOM Cymru Regional Groups and set out a structure through which partners, including APBs, can align regional planning and activity at both a strategic and operational level. They provide the opportunity to develop an integrated partnership delivery model, specifically focussed on reducing crime through reducing reoffending.

The focus of this strategy is to extend the reducing reoffending focus on those who commit volume crime, to wider groups of offenders, including those who commit serious sexual and violent offences. Key partners will include, Multi Agency Public Protection Arrangements (MAPPAs) Regional Management Boards in relation to managing those offenders that pose the greatest risk of harm.

Local Service Boards (LSB) have been established to deliver benefits for citizens by strengthening joint working across all public services in Wales. The membership structure and approach of LSBs varies across Wales, but all include key leaders and chief executives of the major public service providers in the area. LSBs develop Single Integrated Plans (SIPs), which include plans and strategies in relation to communities; children and young people; health, social care and wellbeing; children and families and the reduction of crime and disorder.

Community Safety Partnerships (CSPs) have a statutory responsibility to reduce reoffending and as such deliver local strategies for the reduction of crime and disorder; combating the misuse of drugs, alcohol and other substances; and strategies for the reduction of reoffending.

Local IOM Cymru Steering Groups are in place to provide a focussed integrated partnership forum with principal responsibility for reducing reoffending. Local groups are jointly led by police and probation in partnership with a wide range of criminal and social justice agencies. These groups support CSPs to develop a coherent strategy and delivery structure to fulfil their duty to reduce reoffending.

The IOM Cymru approach cuts across a wide range of business areas and can be deployed to achieve:

- integrated problem profiling;
- strategic planning and priority setting;
- service design and commissioning and
- operational resource allocation and delivery.

Consolidating an Integrated Partnership Approach

This Strategy recognises the need to translate cooperation and collaboration into integrated service delivery. IOM Cymru is a pan Wales strategic partnership set up to provide an integrated approach to reducing reoffending. Welsh Government, ACPO Cymru and National Offender Management Services in Wales, have all recognised the need to coordinate strategic and operational current practices into one coherent structure. This is not to undermine local and regional approaches but to support, develop and enhance them; building on the instinctive partnership working that is a feature of Welsh public sector delivery.

Concentrating our collective efforts on those individuals most likely to commit crime and the priority groups identified within this strategy will have obvious benefits in terms of reducing crime and protecting the public. IOM Cymru is a system that provides all agencies engaged in local criminal and social justice partnerships with a single coherent structure to achieve these ends.

The IOM Cymru approach cuts across a wide range of business areas and can be deployed to achieve integrated problem profiling; strategic planning and priority setting; service design and commissioning and operational resource allocation and delivery.

Current IOM Cymru delivery arrangements are characterised by co-located multi-agency local delivery hubs based across the criminal and social justice estate throughout Wales. They focus on the management of locally identified priority offender cohorts, typically including a focus on tackling volume crime in local areas. The approach has proved successful in reducing crime and reoffending in local areas.

This success has been widely recognised and has led to the application of the IOM approach to the management of a wider group of offenders, including local strategies to manage harm, youth to adult transitions and female offenders.

The forward vision is to apply IOM principles to the management of all offenders in Wales in order to fully realise the unique benefits of this approach.

5. Priority Offender Groups

Within the universal application of the IOM Cymru approach there is a specific emphasis on the identification and targeting of priority offender groups at a national, regional and local level. These groups typically represent those posing the highest risk of reoffending; highest risk of harm to the public; and, those placing the highest demand on public services. In addition the priority groups within this Strategy reflect the common focus of addressing the vulnerabilities faced by particular sections within Wales.

Priority Offender Identification

To identify common strategic priorities, all agencies need to work together to establish a comprehensive offender profile analysis based on crime, reoffending and need to continually inform understanding of priorities, which will be based on Wales-wide, regional and local strategic assessments. All target groups will be reviewed on an annual basis to ascertain whether these continue to align with our principles and the overarching strategic aim to reduce reoffending.

IOM Cymru priority groups specifically include the following:

- High Risk of Reoffending
- High Risk of Harm
- All Female Offenders
- Youth to Adult Transition Offenders
- Veterans in the Criminal Justice System.



High Risk of Reoffending

Outline

Particular groups of offenders commit a disproportionate amount of crime, which impacts adversely on local communities. Typically, these include repeat and prolific offenders who are responsible for volume crime, including acquisitive crime such as theft, burglary, robbery and vehicle crime. These crime types continue to be the focus of local community safety priorities.

Reoffending rates are particularly high amongst adults sentenced to less than 12 months in custody. Under current legislation, the majority of these offenders are released from prison without supervision from the probation service. Recent proven reoffending rates show the proportion of adults reoffending within 12 months is 58% for prisoners released from under 12 months' custody.

Current policy context

The Ministry of Justice's Transforming Rehabilitation: Strategy for Reform sets out the UK Government's plans to transform the way in which offenders are managed in the community to bring down reoffending rates. Reforms include the planned introduction of the Offender Rehabilitation Bill, which will introduce statutory supervision of all offenders released from custody, including those sentenced to less than 12 months.

Both the MoJ and the Home Office recognise the importance of probation, police and local services taking an integrated approach to managing offenders as the most effective means to reduce reoffending. This includes, working together to tackle drug misusing offenders. The Home Office estimate that drug related crime costs £13.9bn per year, and that offenders who use heroin, cocaine or crack commit between a third and a half of all acquisitive crimes.

Welsh Government and its criminal justice partners increasingly support the development

of integrated offender management arrangements. This multi-agency approach to offender management plays a vital role in addressing the complex needs of offenders in order to reduce reoffending. There is a growing evidence base in Wales that supports this approach.

Objectives

- Ensure those offenders identified as posing the highest risk of reoffending are within the scope of local Integrated Offender Management arrangements
- Ensure local service design and delivery aligns with the principles of offender management in that provision is targeted at those identified as falling within priority groups
- Ensure particular focus is given to managing drug misusing offenders in a way which gives equal focus to achieving both positive treatment outcomes and reducing reoffending
- Strengthen the focus on managing offenders sentenced to less than 12 months in custody through the development of local interventions and services, involving Local Authorities and Third Sector partners. This is a key priority prior to the introduction of statutory supervision arrangements for this group from April 2015.

Outcome Indicators

- Overall recorded crime rate
- Rate of acquisitive crime
- Rate of local and proven reoffending
- IOM Cymru reoffending measures.



High Risk of Harm

Outline

Those offenders posing a high risk of harm to the public include sexual, violent and dangerous offenders; those belonging to organised crime groups, serial perpetrators of domestic violence and perpetrators of on-line abuse. Whilst reoffending amongst this group is of a lower volume, the impact on individuals, victims and communities can be catastrophic.

A small number of offenders subject to supervision have gone on to commit serious re-offences. Serious Further Offence, Serious Case Reviews and Domestic Homicide Reviews all highlight the need to improve information sharing, develop a common understanding of risk and enhance multi-agency offender management arrangements.

In regard to domestic abuse, one in twenty men and one in fourteen women aged 16-59 in Wales have reported being a victim of domestic violence. Of the 6,255 households accepted as homeless in 2011, 700 were fleeing domestic violence or the threat of domestic violence. Of these, 270 had dependent children.

Law enforcement agencies estimate there are around 5,500 active organised crime groups operating within the UK, comprising about 37,000 people. Organised crime groups are responsible for: the trafficking of drugs, people and firearms, organised illegal immigration, large-scale and high-volume fraud and other financial crimes, counterfeit goods (including medicines), organised acquisitive crime and cyber crime.

Current policy context

The Ending Violence against Women and Domestic Abuse (Wales) Bill is a key action in the Programme for Government. The policy seeks to establish better informed front line delivery of devolved and non-devolved services, which will reflect the necessary collaboration to more effectively protect the communities of Wales. The recently established Right to be Safe Implementation Board will further develop policy and deliver on the Right to be Safe Strategy.

The Serious and Organised Crime Strategy was launched by the Home Secretary in 2013 as a cross-governmental strategy for tackling organised crime. The scope of the Strategy covers devolved and non-devolved areas, such as work on substance misuse, tackling poverty, engagement with local government and the need to raise awareness amongst young people. The Strategy will have links into initiatives already being taken forward in Wales, particularly the work on anti-slavery, which is a fast growing criminal industry effecting vulnerable men, women and children.

Through the Strategy the Home Office will work with key partners, such as NOMS to establish an effective offender management framework to introduce a lifetime management system for continually assessing the threat from a person who has been engaged in serious and organised crime, both before and after any conviction.

Objectives

- To develop a common definition of risk, particularly in relation to domestic abuse perpetrators
- To improve information sharing between key social justice and criminal justice partners in relation to high risk of harm offenders and victims
- Establish better intelligence-sharing arrangements through the development and implementation of a lifetime offender management framework in Wales
- Enhancing offender management arrangements for managing those offenders identified as posing a high risk of harm through the application of an IOM approach to this cohort of offenders.

Outcome Indicators

- Number of serious re-offences
- Reoffending by people convicted of serious and organised crime
- Reoffending by people convicted of domestic violence.



Female offenders

Outline

Female offenders account for approximately 18% of arrests and 12% of those are sentenced to community or custodial sentences in Wales. As a group their offending is generally less serious than that of men but cases often present with complex needs, are frequently also victims of sexual and/or domestic abuse and have higher incidents of mental health and self harm in custody. As a result of their nature and levels of offending women are disproportionately affected by short term custodial sentences and will therefore be a key group affected by the changes being brought about by Transforming Rehabilitation. There is also an absence of custodial or approved premises provision for female offenders in Wales.

Current policy context

The Ministry of Justice in its paper "Strategic Objectives for Female Offenders" (March 2013) outlined 4 key priorities:

1. Enhanced provision in the community for female offenders.
2. Transforming Rehabilitation for female

offenders.

3. Review of women's prison estate.
4. Whole system approach.

The newly established UK Advisory Board for Female Offenders brings together key experts to help shape future policy in tackling female offending and includes Welsh Government representation.

Issues the board will consider include:

- The use of tough and effective community orders that allow women to be punished and rehabilitated in the community where appropriate;
- How the private, voluntary and public sectors can provide more effective women's services in the community, including female-only treatment programmes;
- Locating female prisoners as near as possible to their families to help maintain important links with children; and
- Support for female offenders released from prison so they have help finding housing, a job or education and appropriate treatment.

The IOM Cymru: Women Offender Pathfinder has been established in order to ensure the development of a whole system approach to reducing female offending across Wales. Key policy developments will include: the diversion of females from the criminal justice system, where appropriate; enhanced community support for female offenders and those at risk of offending; and, improved resettlement for those released from custody.

Objectives

- To develop an improved understanding of the crime, reoffending and needs profile of female offenders across Wales
- To develop supportive provision for female offenders who have experienced domestic abuse
- To enhance community provision, including supported accommodation and specialist diversionary services, as an effective alternative to custody
- To improve coordination of existing provision to ensure services are configured to meet the diverse needs of Welsh female offenders
- To engage female offenders in the design and development of programmes and interventions to reduce their risk of reoffending.

Outcome Indicators

- Number of arrests resulting in charge
- Number of remands
- Number of short-term custodial sentences
- Reoffending rates
- Improved compliance with statutory supervision.

Youth to Adult Transition Offenders

Outline

Young adults (aged 16-25), who constitute less than 10% of the population, are disproportionately involved in the Criminal Justice System, with almost a quarter of the probation caseload in Wales being 18-24 year olds. This disproportionality alone demonstrates the importance of recognising the distinct needs and developing better responses to young adults throughout the criminal justice process from diversion to desistance.

The needs young adults display are multiple and also expressive of the difficult transition from a young person, to an adult. The highest percentage need for 18-24 year olds, as assessed by OASys is 'thinking and behaviour' and 'lifestyle', clearly articulating issues of maturity and the influence of peers. There are also cross cutting needs on all other issues, including accommodation, drugs, alcohol, education, emotional wellbeing, finance, relationships and attitudes. The diverse need, and the fact that young adults cut across the youth and adult criminal justice systems highlights a need for creative and integrated partnership working if we are to address the issues that lead to offending behaviour amongst young adults.

Current policy context

The MoJ and Youth Justice Board (YJB) provide a keen focus on developing effective transitions from youth justice to adult justice recognising this as a critical point in the criminal justice system.

The Transition to Adulthood Alliance (t2A), a coalition of third sector organisations, have invested a large resource in better understanding the needs of and developing an effective response to young adults. The work of T2A has provided organisations with an evidence base to support the need for a tailored approach to addressing the needs of young adult offenders.

Police and Crime Commissioners have also recognised young adults as a key strategic priority and in some cases have committed through their commissioning to support the development of a multi-agency approach to tackling crime and reoffending amongst this age group.

The IOM Cymru: Youth to Adult Transition consultation with a wide range of criminal justice leaders and practitioners and third sector providers gave a clear message from stakeholders across Wales that young adults should be treated as a priority group. It was recommended that young adults should therefore be treated as a distinct group within the criminal justice system and partners should seek to develop a bespoke approach proportionate and responsive to their specific needs.

Objectives

- To develop a common definition of Young Adult Offenders
- To develop an improved understanding of the crime, reoffending and needs profile of young adult offenders across Wales
- To develop joint strategies between key providers, commissioners and service user groups in local areas to plan for a unique place-based young adult approach
- To support the development of partnership approaches between statutory, third sector and other partners to develop the best possible services to young adults
- To increase the level of service user involvement in the design and delivery of services to young adults
- To roll out the protocols and procedures to support the transition of young people into adult services both in the community, including between YOTs and Probation, and in between youth and adult custodial establishment
- To develop a benchmark for quality young adult provision which sets out what is expected from service providers.

Outcome Indicators

- Reoffending rates for young adults
- Compliance with statutory supervision.

Veterans in the Criminal Justice System

Outline

Relative to population, i.e. 5% of the UK total, Wales provides a disproportionate number of recruits into the Armed Forces, contributing about 10% of serving personnel. Current estimates put the number of ex-service personnel living in Wales at in excess of 200,000. There is currently no way of collecting accurate figures of ex-service personnel and where they live post service.

Veterans (ex-service personnel) are defined as anyone who has served at least one day with the armed services, as either a regular service member or as a reservist.

For various reasons, not least non-disclosure on the part of the individual, there are no accurate figures for the number of offenders in Wales who are also veterans. Based on what is known and UK estimates the proportion is likely to be about 3 – 4% of the adult male prisoner population. If this is the case, veterans constitute an identifiable subset within the offender population as a whole.

In terms of vulnerability to offending, the Howard League for Penal Reform have identified three different though not mutually exclusive groups from a series of interviews with ex-service personnel in prison:

- those who had experienced traumatic and difficult lives prior to enlisting in the Armed Forces, e.g. witnessing or suffering violence, periods in local authority care, some involvement in criminal activity, and drug/ alcohol misuse;
- those who experienced difficulties during their time in the Armed Forces, e.g. mental health problems, physical injury, sometimes resulting in early discharge;
- those who experienced problems post-discharge, e.g. difficulty in adjusting to civilian life after a successful career in the Armed Forces. There may also be vulnerability to late onset of trauma, not apparent in service or during the immediate post-discharge period.

Current policy context

Welsh Government has put in place a package of support for the Armed Forces Community. This includes providing an Armed Forces Advocate for Wales, chairing the Expert Group on the Needs of the Armed Forces Community in Wales and communication to ensure that the Armed Forces community are provided with information on services and support they are entitled to.

Local Authorities working with their partners across Wales are signed up to Community Covenants, which encourage providers from all sectors to offer targeted support for their local Armed Forces community.

In line with the All Wales Veterans Health and Wellbeing Service and the Community Veterans Mental Health Service, Local Health Boards provide dedicated veteran therapists and additional access to specialist outpatient care for veterans with mental health problems, such as Post Traumatic Stress Disorder (PTSD).

The Welsh Government Substance Misuse Delivery Plan includes consultation on draft care pathway guidance for commissioners and treatment agencies to improve veterans access to substance misuse services.

Criminal Justice 'Champions' are in place in each Probation Local Delivery Unit (LDU) to offer specialised support and each prison has established a specific point of contact for Veterans in Prison.

Ministry of Justice are currently undertaking a review of Veterans in the Criminal Justice System and the rehabilitation they receive.

Objectives

- To contribute to the Ministry of Justice Veterans Review and coordinate the response to the outcomes of the review
- To develop a coherent delivery model through the collective recognition of Veterans as a priority group
- To ensure proper identification of Veterans in the criminal justice system in Wales
- To identify sustainable funding models to support delivery of the above priority
- To ensure veterans are signposted to appropriate rehabilitation and resettlement services
- To ensure collaborative working between organisations supporting veterans in Wales.

Outcome Indicators

- Reoffending rates for identified veterans
- Compliance with statutory supervision.

6. Reducing Reoffending Pathways

There are many factors which contribute to reoffending. These are grouped into seven areas and two additional areas for women, some or all of which will influence an offender's ability and motivation to change their offending behaviour and desist from reoffending.

These factors are known as 'pathways' out of offending behaviour and provide the focus for the collective efforts of criminal and social justice agencies to support offenders and provide them with the best opportunities to reform. The pathways are intrinsically linked and in order to be effective the pathways themselves need to be integrated with each other, to maximise positive outcomes.

The 'pathways' are;

- Accommodation
- Education, training and employment
- Health (and social care)
- Drugs and alcohol misuse
- Finance, benefits and debt (and advice)
- Children and families of offenders
- Attitudes, thinking and behaviour

And additional pathways for females;

- Support for women who have experienced domestic abuse
- Support for women who have been involved in prostitution, including as a result of Slavery

In 2013, the Welsh Government established the 'Reducing Reoffending Pathways Group' to support the development and delivery of the Reducing Reoffending Strategy within the specific Welsh context. This group of policy leads works collaboratively with criminal and social justice partners to ensure a coherent approach to the delivery of devolved and non-devolved offender services.

This Strategy recognises that adult offenders are citizens of Wales and that reducing crime and reoffending can only be achieved through the formation of a shared vision and the development of a collaborative response.

The following are considered in relation to each 'pathway';

- Outline of need
- Current policy context
- Objectives
- Outcome indicators

The Strategy will be delivered through the development of an agreed delivery plan, which will outline the actions required at a Wales-wide, regional and local level to give substance to these aims.

It is envisaged that to ensure implementation at local level the delivery plan will be adopted by partnerships through the development of local Reducing Reoffending Plans, which will form part of Single Integrated Plans.

Accommodation

Outline of need

Offenders with accommodation problems have been found to be more likely to reoffend than those with settled housing. Access to stable accommodation is important in enabling ex-offenders to access employment and training opportunities, which may in turn support their rehabilitation. Accommodation needs can also impact on family relationships and the chances of successful reintegration into the community on release from prison, which are important in reducing reoffending. Accommodation problems have been found to be linked to other offender needs: a survey of prisoners identified greater accommodation-related needs, including homelessness, among prisoners with alcohol or drug problems.

Current policy context

The Welsh Government's Programme for Government commitment in relation to 'Welsh Homes' includes a number of initiatives, which directly impact on offender housing. These include;

- The ten-year Homelessness Plan, which invests in vulnerable people to avert homelessness;
- Improved services and opportunities for groups within the community who experience discrimination, for example through the launch of the Framework for Action on Hate Crime;
- Introduction of the Housing Bill, which places greater emphasis on prevention of homelessness and prioritisation of services as defined by vulnerability (replacing the current prisoner priority need status);
- Making further improvements to the Supporting People programme, which helps vulnerable people with their housing needs.

Objectives

- Implement accommodation arrangements within the new housing and criminal justice frameworks
- Ensure development of new strategic accommodation pathways for offenders
- Key partners to contribute to the development of statutory guidance, particularly in relation to supporting former prisoners
- Assess the housing needs of offenders and develop research based evidence and data to inform the development of a partnership housing strategy and future housing provision
- Ensure timely access to housing advice, support and suitable accommodation for agreed priority groups of offenders, including those released from custody
- Monitor the impact of the Housing (Wales) Bill, with particular attention given to ex-prisoners not defined as 'vulnerable'.

Outcome indicators

- Percentage of prisoners with settled accommodation on release
- Percentage of offenders in settled and suitable accommodation at the end of their order or licence.

Outline of need

There is a complex interplay between employment, offending and reoffending. Evidence points towards employment status affecting and being influenced by offending. It has also been found to affect other factors linked to offending and reoffending, particularly accommodation and drug and alcohol misuse. Studies have shown that the extent and frequency of offending diminish when offenders gain employment, and offenders with stable and quality employment are less likely to reoffend.

Current policy context

The Programme for Government commitment in relation to 'Growth and Sustainable Jobs' includes a number of initiatives which directly impact upon offender education, training and employment. These include;

- Tackling youth unemployment through providing unemployed young people aged 16-24, with a job opportunity for a six month period paid at the national minimum wage (Jobs Growth Wales);
- Offering enhanced support and training for young people facing the worst barriers to employment;
- Increasing apprenticeship opportunities through the 'Pathways to Apprenticeship programme', with a special focus on youth engagement and employment and tackling long-term unemployment. This will assist offenders in the community;
- Evaluating current post-16 basic skills activity and defining policy to influence future delivery;
- Developing the 'Engagement and Progression Framework' around the needs of young people, strengthening the accountability of different agencies for delivering better outcomes for young people aged 16-24.

The Department of Work and Pensions (DWP)

- In March 2012, DWP introduced national provision that mandates prison leavers (those that claim Jobseeker's Allowance - JSA) onto the Work Programme immediately on release from custody, or if they claim JSA within 13 weeks of leaving prison. In Wales, prison leavers on the Work Programme, are unable to access European Social Fund and Welsh Government funded skills provision.
- In September 2012, working with and funded by the Ministry of Justice (MoJ), DWP introduced the Employment and Reducing Reoffending Pilot, paying Work Programme providers for employment and reducing reoffending outcomes. The pilot is operating across Welsh Prisons.
- DWP are working closely with MoJ on their recently announced Transforming Rehabilitation proposals. In addition to work to transform the way probation services are run, MoJ's Transforming Rehabilitation proposals will introduce 'resettlement prisons'. This will impact on the way DWP work with offenders in prison and in the community, in the future.

National Offender Management Services in Wales

- Maximising offender learning and skills outcomes for offenders, through commissioning services in collaboration with Welsh Government.
- Developing joint working arrangements with a range of partners and service providers, including Job Centre Plus, DWP Work Programme Providers, employers, voluntary and private sector organisations.

Objectives

- Enable all offenders to have access to education and skills programmes both in custody and the community to assist them in securing and retaining employment
- Increase the number of offenders who take up education and training opportunities in prison and the community
- Develop an integrated learning and skills service to ensure access to suitable education and training opportunities for offenders
- Develop a joint strategy to engage employers in offering opportunities for skill development and the employment of offenders.

Outcome Indicators

- The number of offenders on an order or licence who find and sustain employment
- Percentage of offenders in employment at termination of their order or licence
- Percentage of prisoners entering education or training on discharge from custody
- Percentage of prisoners entering employment on discharge from custody.

Health

Outline of need

Mental health problems, including disorders such as depression and anxiety as well as more severe conditions such as psychosis and personality disorders have been found to be more prevalent among offenders than the general population. While mental health problems may be linked to offending behaviour, and there is evidence of a specific link between psychopathy and violent reoffending, any such relationship is likely to be complex and influenced by other factors,

such as poverty, poor social environments and difficult family and interpersonal relationships. It is also recognised that Foreign Nationals who come into contact with the criminal justice system face particular challenges.

Current policy context

The Programme for Government commitment to 21st Century Healthcare includes the following areas, which directly impact on reducing reoffending:

- Local Health Boards have developed Public Health Strategic Frameworks in which they clearly identify local public health priorities and inequalities within their local areas and detailed plans for addressing them;
- Prioritising new models of working with families with complex needs by rolling out Integrated Family Support Services across Wales;
- Providing every (mental health) patient with an individual care plan, drawn up by the service user and professionals working together;
- Investing heavily in Substance Misuse treatment services;
- Implementation of guidance on Mental Health services for prisoners in response to the recent consultation.

NOMS Commissioning Intentions also recognise the following priorities in Wales:

- Continuing to improve sustainable resettlement and rehabilitation outcomes for prisoners and offenders through closer and more integrated ways of working between health and criminal justice providers, particularly for people with mental health difficulties, personality disorders and substance misuse treatment;
- Ensuring alignment with the requirements of the Social Care and Wellbeing Bill (Wales) so that the specific social care needs of prisoners and offenders can be addressed as part of their overall rehabilitation;

- Supporting local liaison between services to ensure that offenders with specific healthcare needs are able to access appropriate services at the earliest possible point of contact with the criminal justice system.

Objectives

- Develop a health and social care services-wide strategy for offenders in consultation with key stakeholders
- Identify the health and social care needs of offenders in prison and in the community
- Put in place measures to ensure all offenders have access to health and social care services appropriate to their needs, ensuring that a seamless service is developed throughout the criminal justice system to ensure offenders receive continuity of care
- Ensure close collaboration in the design and delivery of integrated services in the management of priority offender groups
- Develop agreed mechanisms for sharing information between appropriate agencies on the mental and physical health needs of offenders
- Provide advice and support as required to enable offenders to take steps to improve their own health
- Actively support Welsh Government Policy Implementation Guidance specifically in relation to:
 - Mental Health Services in Prisons;
 - Practice guidance in relation to reducing detentions under section 136 of the Mental Health Act;
 - Guidance in the delivery of specific services for Veterans – in custody and the community;
 - The development of Criminal Justice Liaison Services within police custody suites and court precincts.

Outcome Indicators

The following indicators will help inform planning and commissioning activity:

- Fewer crimes committed by people with a presenting Mental Health condition
- A reduction in s136 place of safety detentions in Police cells
- A reduction in substance misuse consumption by prisoners
- An increase in offenders seeking access to treatment for presenting mental health conditions
- An increase in the use of the Mental Health Treatment Requirement condition within Community Orders
- Partnership engagement in the commissioning and delivery of a pilot programme to help Women with personality disorders detained at HMP Eastwood Park
- An increase in discharged prisoners and offenders supervised in the community registering with a GP
- Successful delivery of the 'stop smoking' programme in Prison.





Personality Disorder

A significant strand of the Health pathway is the newly developed Wales Offender Personality Disorder Pathway (OPD).

Outline of need

The prevalence of Personality Disorder in the community is estimated to be between 4% and 11%. These figures increase significantly within the offending population with rates estimated between 64-78% (Ministry of Justice, 2011). Research indicates that the prevalence of Personality Disorder in female prisoners exceeds 50% (Singleton et al 1998), therefore representing a high proportion of offenders with Personality Disorder.

Current policy context

The OPD Pathway is underpinned by the Department of Health & NOMS Offender Personality Disorder Strategy. The Strategy is designed to ensure:

- Recognition that the personality disordered offender population is a shared responsibility of NOMS and the NHS
- Planning and delivery adopts a whole systems approach across the criminal justice system and the NHS
- Offenders with personality disorder who present a high risk of harm are predominantly managed by the criminal justice system with the lead role held by offender managers.

This Strategy has a high degree of congruence with the Welsh Government 'Together for Mental Health' Strategy document. It seeks to contribute to efforts to address high levels of health needs of offenders and targets a population attached to significant resources and financial costs across agencies, including Health Boards, Criminal Justice and Social Services.

Objectives

- To achieve a reduction in repeat sexual or violent reoffending and offences against children by members of the target group
- To achieve improvements in psychological health and well-being amongst the target group
- To contribute to the development of a workforce with the appropriate skills, attitudes and confidence for working with this population.

Outcome Indicators

- Reconviction rates, prison adjudications, breach and recall rates, self harming incidents, enhanced progression, accessing of life-improvement services (e.g., education, re-employment programmes, substance misuse services), quality of life assessments (e.g., General Health Questionnaire), offenders attitudes towards supervision, survey of Offender Manager's general views of offenders who meet the pathway criteria
- Cross-agency workforce surveys of staff confidence and competence in working with risky offenders with personality disorder, knowledge and attitude surveys.

Substance misuse

Outline of need

There are well-established links between drug misuse and offending, with a particularly strong link between the use of opiates, cocaine and crack cocaine and acquisitive offending. Drug misuse is also associated with reoffending; higher reconviction rates have been observed among prisoners who said they had used drugs in the month before custody compared with those who had never used drugs or had used them less frequently. The links between drug use and reoffending have been found to be particularly pronounced for 'poly-drug use' and all Class A drugs.

Problematic alcohol consumption is also associated with crime, particularly heavy or binge drinking and violent crime. However, the links between alcohol, crime and reoffending are complex: other aggravating factors, for example personality disorder, childhood experiences of violence and social/cultural norms, are likely to play a role in the relationship between alcohol misuse and violent crime. There is a link between alcohol misuse and reoffending: for example; prisoners who had drunk alcohol every day shortly prior to custody were more likely to be reconvicted within a year following release than those who had not.

Current policy context

The Programme for Government commitments in relation to 'Safer Communities for All' include the following:

- Work in partnership with Community Safety Partnerships (CSPs) to improve outcomes in regard to reducing substance misuse
- Continue to deliver the core aims of the Working Together to Reduce Harm; The Substance Misuse Strategy for Wales, with an enhanced focus on improved volumes of treatment outcomes, safeguarding children from parents who misuse substances and a

reduction in drug related deaths

- Ensuring Health and related policies include clear references to treating and dealing with Substance Misuse related problems.

NOMS Commissioning Intentions also recognise the following priorities in Wales:

- Continuing to improve sustainable resettlement and rehabilitation outcomes for prisoners and offenders through closer and more integrated ways of working between health and criminal justice providers;
- Supporting local liaison between services to ensure substance misusing offenders are able to access appropriate services at the earliest point of contact with the criminal justice system;
- Jointly commissioning a responsive needs based substance misuse harm reduction and recovery service for prisoners in Wales to support their overall rehabilitation;
- Working in partnership with Police and Crime Commissioners in the development of new commissioning arrangements for the Drug Intervention Programme (DIP).



Department of Work and Pensions

DWP provides a range of help and support for claimants with drug or alcohol dependency. Jobcentre Plus supports people battling dependency by:

- early identification of claimants with drug and/or alcohol dependency – we know that this is key in helping people to receive the support that they need;
- referring people with drug and/or alcohol dependency (who are not in treatment) to a voluntary discussion with a local treatment provider to discuss their dependency issues and treatment options;
- recognising the implications of treatment for drug and/or alcohol dependency and reflecting treatment commitments within the Jobseekers' Agreement;
- ensuring that claimants in residential treatment and in receipt of Employment and Support Allowance are automatically treated as having limited capability for work;
- building strong and effective relationships with external partners such as treatment and Work Programme providers;
- providing employment support on the premises of treatment providers in participating areas;
- individual case conferencing in participating areas, with claimants, their drug treatment key workers, and Jobcentre Plus advisers to discuss a joined up approach to achieve a route into employment;
- applying a Work Programme Referral exemption category to support ESA claimants undergoing residential rehabilitation for drug and/or alcohol dependency who reach their mandatory referral date; and
- offering early access to the Work Programme for people with drug or alcohol dependency where they can receive flexible and personalised support to return to work.

As part of Universal Credit DWP introduced 'tailored conditionality' where DWP may

suspend work search and work availability requirements for a period of up to six months in any 12 month period for claimants actively participating in structured recovery orientated treatment. This will give people the time and space to engage in treatment, and begin their recovery journey. DWP recognise this as a critical step in enabling them to become ready for sustainable employment.

If a claimant reaches the end of their maximum time limit for suspension of conditionality requirements and is still in treatment, they will continue to be supported within their claimant commitment which will allow treatment commitments to be taken into account when looking for and securing employment.

Objectives

- Preventing Harm: helping children, young people and adults resist or reduce substance misuse by providing information about the damage that substance misuse can cause to their health, their families and the wider community
- Supporting Substance Misusers: to improve their health and aid and maintain recovery thereby reducing the harm they cause themselves, their families and their communities
- Supporting Families: reducing the risk of harm to children and adults as a consequence of the substance misusing behaviour of a family member
- Tackling Availability and Protecting Individuals and Communities: reducing the harms caused by substance misuse related crime and anti-social behaviour, by tackling the availability of illegal drugs and the inappropriate availability of alcohol and other substances.

Outcome Indicators

- The rate of drug misuse in prisons as reflected by those testing positive in mandatory drug tests
- Increased local service capacity for people who misuse drugs, alcohol and other substances in line with stated priorities in local/regional commissioning and delivery plans
- Increased seizure rates of all illicit drugs
- Agreed priority groups of offenders referred from criminal justice agencies and services receive an appropriate assessment within 5 working days
- Agreed priority groups of offenders referred from criminal justice agencies and services to have commenced an agreed care plan no later than 10 working days from completion of assessment
- Reduced number of incidences of reported acquisitive crime and proven re-offences
- Reduced incidences of alcohol related crime and reoffending
- Deliver the Welsh Government's commitment on minimum pricing of units of alcohol, so supporting the health benefits.

Financial security is key to leading a productive life and could also be a factor in preventing reoffending.

Finance, benefits and debt

Outline of need

Financial security is key to leading a productive life and could also be a factor in preventing reoffending. In their 2002 report, the Social Exclusion Unit presented a number of findings with regard to the difficulties offenders face on their return to society. Over a fifth of prisoners face increased financial problems and prisoners and families may accrue excessive debt whilst they are in prison. This may contribute to what might be termed 'poverty-fuelled' reoffending.

Current policy context

The Programme for Government commitment in relation to Tackling Poverty includes the following objectives:

- The new Communities First Programme focuses on tackling poverty with a particular emphasis on the three strategic outcomes of healthier communities, learning communities and prosperous communities;
- Fifty-two Communities First (CF) Clusters have now been established across Wales covering every area within the 10% most deprived communities as identified by the Welsh Index of Multiple Deprivation;
- The new programme has a strong emphasis on helping the most deprived and vulnerable people in Wales wherever they live. The programme now has more flexibility for local clusters to respond to local needs;
- The commitment to eradicate child poverty in Wales includes programmes which include the expansion of Integrated Family Support Services, early intervention through Families First and increased investment in Flying Start.

Department of Work and Pensions

- WP prison advisers (EBAs) discuss claims to JSA with prisoners on a voluntary basis. It is recognised Prison leavers spend longer on benefits than other new Jobseeker's Allowance (JSA) claimants. DWP has brought forward the JSA claim taking and benefit processing activities previously carried out post-release.

Objectives

- Ensure all offenders have access to clear advice and information about benefits available to them and their families
- Ensure available service provision is identified and known to staff involved in the support and management of offenders
- Work in partnership to improve access for offenders and their families to help with managing finances, accessing benefits and dealing with debt.

Outcome Indicators

- A common set of performance measures is being developed for the Communities First Programme, to help monitor the outcomes of the people we are supporting.

resilient and safe;

- Commitment to eradicate child poverty in Wales includes the expansion of Integrated Family Support Services, early intervention through Families First and the commitment to increase investment in Flying Start.

NOMS Commissioning Intentions also outlines the following priorities in Wales:

- Promoting inclusion of and maximising benefits to offenders' families as part of an integrated approach to rehabilitation and reducing reoffending. The Invisible Walls project in HMP Parc and Through the Gate work via Barnardos are illustrations of relevant initiatives to improve contact between offenders and their families;
- Ensure alignment with the requirements of the Social Care and Wellbeing Bill (Wales) so the specific social care needs of prisoners and offenders can be addressed.

Children and families of offenders

Outline of need

Strong and supportive family and intimate relationships are widely considered important factors in the desistance from crime. Prisoners receiving family visits have been found to be less likely to reoffend and more likely to have employment or training and accommodation arranged for their release than prisoners who receive no family visits. Being a child of an adult offender has a high correlation with entering the youth justice system, which reflects a high risk of intergenerational transmission of offending behaviour.

Current policy context

The Programme for Government commitment to Tackling Poverty includes the following objectives:

- The Families First programme provides a multi-agency approach to supporting families. This includes the continuing development of the Team Around the Family model in order to ensure that families are confident, nurturing,

Objectives

- Establish what constitutes effective practice in work with children, young people and families of offenders and share learning amongst key delivery partners
- Align criminal justice interventions with children and family support initiatives across Wales
- Develop a holistic approach to working with the families of offenders including through a coherent and consistent approach to the identification of priority families in relation to community safety and criminal justice interventions
- Ensure that the new arrangements in relation to accommodating prisoners closer to their home area include a focus on children and family interventions
- Through the Women Offender Pathfinder, develop and implement effective services aimed at enabling female prisoners and offenders to maintain links with their children and families

- Establish mechanisms to ensure information about offenders family circumstances is captured systematically at all points from arrest to resettlement and with the appropriate authorities ensure this information is shared with the relevant partners
- In order to enable the above, appropriate and effective information sharing protocols to be devised and agreed in consultation with Information and Security
- Ensure those working with adult offenders are aware of the risks of intergenerational transmission of offending behaviour and sign post to appropriate interventions.

Outcome Indicators

- Engagement by the children and families of offenders in Criminal Justice process and interventions
- Engagement of relevant agencies, for example Schools, Local Authorities and Children's Charities in the Criminal Justice process
- First time entrants into the Criminal Justice System
- Children in need by parental capacity (domestic abuse)
- The number of homeless households with dependent children in temporary accommodation
- The number of households with dependent children accepted as eligible, unintentionally homeless and in priority need.

Attitudes, Thinking & Behaviour

Outline of need

Offenders are more likely to have negative social attitudes and poor self-control.

Successfully addressing their attitudes, thinking and behaviour has been proven to reduce reoffending.

A temperament which is highly impulsive and sensation seeking has been identified in a number of theories of anti-social behaviour. High levels of impulsivity have also been identified as a significant factor that predicts general as well as violent reoffending.

An attitude that supports crime, such as anticipating and evaluating crime as worthwhile, has been found to link to reoffending. Pro-criminal attitudes can be just as strongly associated with reoffending as factors such as homelessness and unemployment.

Relationships with 'anti-social' peers are regarded as important in supporting or maintaining criminal behaviours among offenders. There is evidence that negative peer influences are a relevant factor in adult reoffending, although the negative influence of peers is understood to reduce with age.

Successfully addressing their attitudes, thinking and behaviour has been proven to reduce reoffending



Current policy context

NOMS Commissioning Intentions emphasises the following:

- All who interact with offenders should have the knowledge, competencies, skills, attributes and support to maximise the effectiveness of their interactions.
- They should seek to form constructive relationships with offenders and address anti-social attitudes, thinking and behaviours through demonstrating pro-social behaviours and interactions, and coaching of offenders. Specifically, those who work with offenders should model skills and attitudes that will help with desistance, such as pro-social attitudes, problem solving, perspective taking, helping offenders take responsibility for their futures, and constructive conflict resolution.
- Those who work with offenders should also recognise offenders' strengths and resources and work to develop them.

Objectives

- To obtain a fuller understanding of the processes of reduction in, or desistance from offending
- To analyse life patterns of offenders, including persistent young adult offenders, to identify factors which differentiate those seeking to desist
- To improve understanding of the impact both accredited and non-accredited programmes on reducing reoffending
- To develop a range of 'Restorative Justice' approaches, including the use of Restorative Conferencing in order to hold offenders to account for what they have done, help them understand the real impact of their behaviour, to take responsibility and make amends
- To develop and utilise non-accredited interventions to reduce reoffending
- Improve access to community based offender programmes.

Outcome Indicators

- The number of accredited offending behaviour programme completions
- Number of offenders surveyed who have engaged positively with the offender management process.

Support for Women who have experienced Domestic Abuse

Outline of need

Women with histories of violence and abuse are over represented in the criminal justice system and can be described as victims as well as offenders. Relationship problems feature strongly in women's pathways into crime. Coercion by men can form a route into criminal activity for some women.

Current policy context

The Programme for Government commitment to Safer Communities for All includes the following objectives:

- Deliver the Right to be Safe Strategy which includes ensuring key health, social care and education workers can detect the early warning signs of domestic abuse and put in place clear steps to protect women and children;
- Introduce the 'Domestic Abuse and Violence against Women Bill'.

The above commitments are supported by the following:

- Progression of three work-streams; work place policies, information sharing and service user input;
- Placing a duty on relevant public sector bodies to have a domestic abuse and violence against women strategy in place, encouraging local and regional collaboration to support development and implementation of the above strategy;
- Working with the Equality and Human Rights Commission to monitor action taken by public bodies to address violence against women as part of their compliance with the public sector equality duties;
- Continuing to challenge out-dated attitudes towards women through ongoing public awareness campaigns.

Department of Work and Pensions

From 23 April 2012, DWP introduced a specific easement from job seeking conditions for JSA claimants who are victims of actual or threatened domestic violence. Providing certain conditions are met, JSA claimant victims of domestic violence can access an initial 4 week exemption from job seeking conditionality ('actively seeking and available') which can be followed by a further 9 week exemption if suitable evidence is provided.

The intention of the easement is to provide JSA claimant victims of domestic violence with time to focus on urgent 'life activities' like finding new accommodation and schools and to get legal advice rather than active job search.

Objectives

- Develop a 'whole-system' strategy to address the needs of women who offend and are at risk of offending and who have experienced domestic violence
- Ensure service providers who are commissioned locally have expertise in working with women with vulnerabilities
- Ensure the needs and profile of female offenders who have experienced domestic abuse, including the identification of serial victims, are recognised and understood by those working with them at all points of the criminal justice system
- Develop a structure to ensure an integrated approach to consistent and effective service delivery for women who have experienced domestic abuse
- Work in collaboration with local commissioners, including Police and Crime Commissioners to support delivery of integrated gender specific services
- Develop greater alignment between perpetrator and victim focussed programmes in order to ensure both risk of harm and needs are collectively addressed in tandem.

Outcome Indicators

- Percentage of successful prosecutions and convictions in cases of violence against women
- Number of individuals who have been referred to Multi Agency Risk Assessment Conferences (MARAC)
- Number of callers supported by the All Wales Domestic Abuse Violence Helpline.

Support for women who have been involved in prostitution including as a result of Slavery

Outline of need

The characteristics of prostitution make it hard to estimate the number and nature of people involved in the UK, but what is clear is that people involved in prostitution are particularly vulnerable to violent and sexual crime.

Current policy context

The Welsh Government recognises the following factors in addressing sexual exploitation:

- Sexual exploitation involves any non-consensual or abusive sexual acts performed without a victim's permission

- This includes, but is not limited to, prostitution, escort work and pornography. Women, men and children of both sexes can be victims. Many will have been deceived with promises of a better life and then controlled through violence and abuse
- Sexual exploitation in slavery disproportionately affects women and children and involves forced participation in commercial sex acts. Some survivors are "mail-order" brides who believe they are going to a new country for marriage, but instead are enslaved
- Wales Anti Human Trafficking Leadership Group, has been established to provide strategic leadership to inform decision making and activity to tackle human trafficking in Wales. The group comprises key strategic decision makers from statutory and non-statutory devolved and non-devolved organisations.



Objectives

- Improving the safety from slavery of those involved in prostitution and reducing violence committed against them
- Developing appropriate services to help improve the lives of people involved in prostitution and the communities of which they are part whilst acknowledging the complexities involved and the range of issues which need to be balanced to ensure an effective response
- Ensuring improved understanding of need through the identification of female offenders who have been involved in prostitution or subject to slavery

- Building an evidence base using primary and secondary data sets to better inform strategic partners on the scale of slavery as it links to reducing reoffending
- Developing intelligence/information sharing protocols in relation to anti slavery
- Integrating provision for female offenders as part of a 'Victim Care Pathway' for Wales.

Outcome Indicators

- Raised awareness amongst staff working in health, criminal justice and frontline service delivery to increase identification of those working in the sex industry.



7. Assessment of Effectiveness

Reducing reoffending is a collective priority of criminal justice agencies in Wales and aligns with the Welsh Government's vision and ambition to reduce crime. It is recognised that regular monitoring of progress and effectiveness against proposed strategic priorities and priority groups is crucial in providing the basis for a responsive service that has the best chance of achieving reductions in reoffending and crime.

Through the Wales Reducing Reoffending Strategy a process will be introduced to monitor progress and effectiveness against our proposed Strategic Priorities and Priority Groups throughout the year.

Effectiveness will be assessed through the implementation of an Integrated Performance Framework comprised of a collection of primary and contributory indicators of effectiveness categorised as follows:

- P1 - Population indicators, e.g. Overall Crime and Reoffending rates
- P2 - Priority Group indicators as outlined in the document
- P3 - Pathway indicators as outlined in the document

IOM cohorts are sub sets of the general offender population consisting of one or more of the priority groups outlined in this Strategy. In order to measure the effectiveness of these unique multi-agency programmes and interventions it is recognised that at present there are no national performance measures that recognise IOM offenders as distinct from the broader offender population.

IOM Cymru has therefore relied upon broad indicators of effectiveness to measure success, including outcomes from the National Crime Survey of England and Wales and the Proven reoffending measure (Ministry of Justice) which reports on a subset of the IOM cohort, the prolific and priority offenders.

Criminal justice agencies have emphasised the need for more timely performance information with the option of flexible reporting according to local and national priority groups and needs.

In response to these concerns, it has been collectively agreed that there should be an IOMC measure to support ongoing performance monitoring in Wales. This will be achieved through the use of ID-IOM, a Home Office Integrated Database which is currently being piloted to support IOM performance reporting.

Data obtained via ID-IOM will be used to provide regular and timely reoffending information at a local, regional and national level in Wales. This will enable monitoring of a suite of performance measures, including proven reoffending (based on a binary calculation aligned with the MoJ proven reoffending measure) presented against predicted rates of reoffending to support benchmarking, type and frequency of reoffending and an estimation of the cost of reoffending based on the latest available Home Office cost of crime tool. Secondary data sets such as arrest data will also be analysed in recognition of the value that current offending insights can add to reoffending data based on cohort activity from 18 months previously.

In order to support understanding of headline reoffending trends, the performance report will incorporate interim measures of effectiveness to reflect wider partner priorities and targets relating to pathways out of offending (e.g. accommodation, education, training and employment, substance misuse support, etc).

It is acknowledged that integrating performance data across criminal and social justice agencies may offer the most holistic and meaningful approach to assessing the effectiveness of this strategy.



Outcome Indicators

Priority Groups	Indicator
High Risk of Reoffending	<ol style="list-style-type: none"> 1. Overall recorded crime rate 2. Rate of acquisitive crime 3. Rate of local and proven reoffending 4. IOM Cymru reoffending measures
High Risk of Harm	<ol style="list-style-type: none"> 5. Number of serious re-offences 6. Reoffending by people convicted of serious and organised crime 7. Reoffending by people convicted of domestic violence
Female offenders	<ol style="list-style-type: none"> 8. Number of arrests resulting in charge 9. Number of remands 10. Number of short-term custodial sentences 11. Reoffending rates 12. Improved compliance with statutory supervision
Youth to Adult Transition Offenders	<ol style="list-style-type: none"> 13. Reoffending rates for young adults 14. Compliance with statutory supervision
Veterans in the Criminal Justice System	<ol style="list-style-type: none"> 15. Reoffending rates for identified veterans 16. Compliance with statutory supervision
Pathways	Indicator
Accommodation	<ol style="list-style-type: none"> 17. Percentage of prisoners with settled accommodation on release 18. Percentage of offenders in settled and suitable accommodation at the end of their order or licence
Education, training and employment	<ol style="list-style-type: none"> 19. The number of offenders on an order or licence who find and sustain employment 20. Percentage of offenders in employment at termination of their order or licence 21. Percentage of prisoners entering education or training on discharge from custody 22. Percentage of prisoners entering employment on discharge from custody

Health	23. Fewer crimes committed by people with a presenting Mental Health condition
	24. A reduction in s136 place of safety detentions in Police cells
	25. A reduction in substance misuse consumption by prisoners
	26. An increase in offenders seeking access to treatment for presenting mental health conditions
	27. An increase in the use of the Mental Health Treatment Requirement condition within Community Orders
	28. Partnership engagement in the commissioning and delivery of a pilot programme to help Women with personality disorders detained at HMP Eastwood Park
	29. An increase in discharged prisoners and offenders supervised in the community registering with a GP
	30. Successful delivery of the 'stop smoking' programme in Prison
Personality Disorder	31. Reconviction rates, prison adjudications, breach and recall rates, self harming incidents, enhanced progression, accessing of life-improvement services (e.g., education, re-employment programmes, substance misuse services), quality of life assessments (e.g., GHQ), offenders attitudes towards supervision, survey of Offender Manager's general views of offenders who meet the pathway criteria
	32. Cross-agency workforce surveys of staff confidence and competence in working with risky offenders with personality disorder, knowledge and attitude surveys

Substance misuse	33. The rate of drug misuse in prisons as reflected by those testing positive in mandatory drug tests
	34. Increased local service capacity for people who misuse drugs, alcohol and other substances in line with stated priorities in local/regional commissioning and delivery plans
	35. Increased seizure rates of all illicit drugs
	36. Agreed priority groups of offenders referred from criminal justice agencies and services receive an appropriate assessment within 5 working days
	37. Agreed priority groups of offenders referred from criminal justice agencies and services to have commenced an agreed care plan no later than 10 working days from completion of assessment
	38. Reduced number of incidences of reported acquisitive crime and proven re-offences
	39. Reduced incidences of alcohol related crime and reoffending
	40. Deliver the Welsh Government's commitment on minimum pricing of units of alcohol, so supporting the health benefits
Finance, benefits and debt	41. A common set of performance measures is being developed for the Communities First Programme, to help monitor the outcomes of the people we are supporting
Children and families of offenders	42. Engagement by the children and families of offenders in Criminal Justice process and interventions
	43. Engagement of relevant agencies, for example Schools, Local Authorities and Children's Charities in the Criminal Justice process
	44. First time entrants into the Criminal Justice System
	45. Children in need by parental capacity (domestic abuse)
	46. The number of homeless households with dependent children in temporary accommodation
	47. The number of households with dependent children accepted as eligible, unintentionally homeless and in priority need
Attitudes, Thinking & Behaviour	48. The number of accredited offending behaviour programme completions 49. Number of offenders surveyed who have engaged positively with the offender management process

Support for Women who have experienced Domestic Abuse	50. Percentage of successful prosecutions and convictions in cases of violence against women
	51. Number of individuals who have been referred to Multi Agency Risk Assessment Conferences (MARAC)
	52. Number of callers supported by the All Wales Domestic Abuse Violence Helpline
Support for women who have been involved in prostitution including as a result of Slavery	53. Raised awareness amongst staff working in health, criminal justice and frontline service delivery to increase identification of those working in the sex industry

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