

Committee(s)	Dated:
City Bridge Trust Committee	31st January 2019
Subject: Strategic Initiative: Women in Prison Ref: 15233	Public
Report of: Chief Grants Officer & Director of City Bridge Trust (CGO)	For Decision
Report Author: Kate Moralee	

Summary

Women in Prison is a charity with a 35-year history of providing services to women in the prison system. As part of its work it provides trauma informed support and advocacy for women with complex needs leaving prison. This proposal is for funding over three years for a Programme Manager and 4 part time Specialist Advocates including associated service costs.

The service has strategic value in testing a model with women whose needs are often not being met elsewhere and are trapped in a revolving door of imprisonment through reoffending or recall on license. There are significant social and economic costs attached to high reoffending and recall on license rates, including impact on children and families of the offenders.

Recommendation

Members are asked to agree:

- **£446,000 over three years (£145,500; £148,900; £151,600) to Women in Prison to cover the cost of a Programme Manager and 4 part time Specialist Advocates across London, plus associated service costs.**

Main Report

The Organisation

1. Women in Prison is a national charity established in 1983 born out of academic research on circumstances leading to imprisonment and its impact on women. It is committed to supporting women involved in the Criminal Justice System providing advice and guidance, education and training, and a CARE (Choices Action Relationships and Emotions) programme. It also runs three women centres (one in London – Lambeth).
2. It has a national reputation as a trusted provider of trauma-informed advocacy and support for women who many other agencies are unable to work with, either due to their own policies or because of lack of specialist knowledge and skills.

3. Its staff are renowned for their skill and specialist knowledge of trauma-informed practice and the criminal justice system and are the 'go to' agency in relation to these more complex areas of service provision for women caught up in the justice system or at risk of offending. It knows from its partnerships with probation and prison staff, and women, that its independent support services which women can return to over the life course are needed more than ever. This is especially so in the shadow of the failed 'Transforming Rehabilitation' reforms and sudden closure of HMP Holloway.
4. Barrow Cadbury Trust and Trust for London support WiP to strengthen the voices of women in prison and embed the voice of lived experience within its culture. It adopts a strengths-based approach to its work, based on goal setting.
5. It has a 2020 ambition of persuading decision makers to radically reduce the female prison population (halved to 2,020) by demonstrating how investment in specialist community support services enable women to move forward positively with their lives. It supports the government's new strategy to focus on community alternatives to thousands of short prison sentences served by women every year.
6. It attends forums such as Ministerial Advisory Board on Female Offenders and All Party Parliamentary Groups, to influence policy decisions, currently focussing on influencing policy addressing the issue of 70 women serving indefinite Imprisonment for Public Protection sentences and the extensive use of recall to prison, often for administrative misdemeanours.

Current Position

7. Offender management statistics report that the number of women in prison has more than doubled in 20 years and in 2017 numbers exceeded 4,000 for the first time since 2012. Between March 2007 and March 2018 93 women died in prison and between 2001 and 2017 116 women died whilst under probation supervision. 81% of women in prison are incarcerated for a non-violent offence, with 42% incarcerated for theft offences. 53% of women incarcerated have experienced emotional, physical and/or sexual abuse themselves.
8. 70% of women are sentenced to prison terms of 6 months or less, a length of time enough to lose a home, lose care of children, get into debt and add barriers to finding employment on release. 60% of women on sentences under 12 months leave prison homeless and 50% are reconvicted within a year.
9. Community sentences for women have halved in a decade with 75% of sentences for incarceration being for less than 12 months. The use of recall to prison has risen sharply since changes were introduced to probation, more than doubling for women since 2014.
10. Evidence shows that women's services, particularly those that take a holistic 'whole person' approach, can lead to improved outcomes and have a positive impact on women and their families. These translate into social benefits as well as economic ones, with the potential for significant long-term savings to the state with estimated savings for every £1 invested of between £3.44 - £6.65 saved

over a one-year period. A 2015 Ministry of Justice Data Lab study found that women's centres have statistically significant impact in improving rates of re-offending. This evidence is now reflected in the Government's new 'Female Offender Strategy', which puts specialist services like women's centres at the centre of its plans to reduce the women's prison population.

11. The social and economic costs (including impact on children and families) is significant. In its role on the Ministerial Advisory Board for Female Offenders (ABFO) and the London Female Offenders Strategy Group (led by the Mayor's Office for Policing and Crime (MOPAC) WIP is promoting this model for national and London investment. Investment in this project could bring significant benefits in terms of evidence of impact and cost savings, and multi-agency learning.
12. The support provided to the women targeted is above any statutory provision by Community Rehabilitation Companies (CRC's) or National Probation Service. This approach addresses the desire of your Trust to welcome applications that understand and tackle multiple causes and consequences of discrimination and offer appropriate, specialist responses.

Proposal including budget

13. This proposal will work with women caught up in the criminal justice system who have high levels of support needs, linked to the Women's Community Personality Disorder Service and the 'Personality Disorder (PD) pathway'. The project promotes social inclusion, enables 'hard-to-reach' women to engage with services and maintain an improved quality of life with the appropriate levels of support, whilst reducing their risk of re-offending, re-lapsing, re-call and re-imprisonment.
14. HMP Holloway's closure has added to the pressures on London women in terms of resettlement after prison, and on the services supporting them. Holloway is no longer a hub for services which means these are now spread more widely across London. Through the gate support is much more difficult and requires greater resource (time for travel to appointments, lack of notice re discharge from prison etc) since closure of Holloway.
15. The model will provide specialist tailored interventions on an outreach basis for London women screened into the 'Personality Disorder pathway' within the National Probation Service across each of the city 'quadrants' which the NPS covers.
16. The outreach model ensures that women who encounter significant challenges in engaging with traditional service models can access appropriate support and have their needs met in a holistic, gender and trauma-informed way. They will also be supported to develop their ability to access lower-tier and group services, such as the South London Women's hubs where appropriate, further facilitating recovery.
17. It will provide a single point of contact for professionals within the area, enabling upskilling of local staff through contact with the advocate and an increased level

of joined up working across London. Each Advocate will be responsible for a quadrant, attending quadrant meetings to ensure full integration with the local psychologists and Personality Disorder specialist Probation Officers. Each advocate will be able to hold regular group sessions for women in their quadrant area.

18. The manager will provide the leadership and oversight needed for the project, including overseeing monitoring and evaluation and strategic London-wide partnerships.
19. Staff will be supported through the development of a formal relationship with a psychologist (or group of psychologists) willing to support the project through specialist clinical supervision to ensure quality and consistency of practice across London and to support the highly specialised nature of the project through clinical reflection. WiP already provides high quality clinical supervision for its staff team through a partnership with a Harley Street clinic.
20. It is envisaged that each advocate will carry a caseload of approximately 15 women per year, as the level of support required for positive outcomes is high. The actual numbers may vary dependent on the needs of the women themselves.
21. The project includes the following:
 - a) **Specialist trauma Informed advocates**, who will provide support and advocacy across the nine reducing re-offending pathways.¹ This includes additional intensive 'through the gate' support linking with the wider prison based and probation response. The advocates will hold specialisms, for example mental health, and will cascade this knowledge, as well as smoothing the pathway to wider borough-based services.
 - b) **A consultation service for the Judiciary, Courts and National Probation Service** to allow pan-London access to specialist advice and support around working with women screened into the PD pathway, including for the Parole Board to enable knowledge about support packages possible to assist decision making about readiness for release. WiP's experience is that the availability of intensive support for those with complex needs is an important gap in current services.
 - c) **Access to South London women's hubs and Advance Wraparound services**, safe spaces from which a wide range of support and advocacy can be accessed. The advocates will assist women in becoming 'group ready' in order to allow a smooth transition to lower-tier advocacy interventions and group work at the end of the intensive intervention (including services accessible via our women's centres).
22. A real strength of the proposal is how WiP will combine, stretch and pool resources. It currently operates female offending services in Lambeth (Beth

¹ Attitudes, thinking & behaviour; Accommodation; Drugs & alcohol; Children & Families; Health; Education, Training & employment; Finance, benefit & debt; Abuse; Prostitution

Centre), Sutton (Ambers Arc), Lewisham, Southwark (Pecan), Croydon and Wandsworth. It will ensure that project advocates are fully integrated into this model so that 'move on' support through the hubs can be accessed for women in these boroughs. Women in North, East and West London boroughs will benefit from Women in Prison's close working relationship with Advance, who operate the Advance Wraparound service in those areas, and working in partnership with Housing for Women and Hibiscus (specialist support for foreign national women caught up in the criminal justice system).

23. The primary outcome of the funding is to create a specialist pan-London service for women with high levels of complex need being released from prison. It is vital for London at a time when there is a national and regional focus on how women are being failed by the current justice system. As well as the Government's 'Female Offender Strategy' the London Assembly published its report in July, 'A long way from home' reporting on the difficulties for women in London and the potential to create a system that improves rehabilitation and cuts reoffending rates. The report summarises the multiple causes and consequences of the treatment of women caught up in the criminal justice system (including history of trauma and abuse). There is evidence of a system wide failure of services to recognise the impact of interpersonal trauma and multiple disadvantages, responding to behaviours in a punitive or excluding manner rather than with compassion, understanding and trauma-informed empowerment.
24. As well as the anticipated outcomes of reducing reoffending and recall rates, over the longer term it is expected that this project will reduce the high rates of deaths of women in the community following their release from prison – an issue being highlighted by Inquest since they published their report this year: 'Still Dying on the Inside'.
25. Women in Prison will commission an evaluation of the service with a view to influencing commissioning models for the support of women being released from prison who have complex needs and have been failed by systems throughout their lives. It may also look to support this model being tested in other parts of the country, not necessarily led by Women in Prison but by strong women's centres.
26. WiP has a new monitoring and evaluation system (InForm) which will monitor its outputs and outcomes, contributing to the strength of the evaluation data. To encourage women's progress, the specialist advocates will use a strengths-based approach with women, based on goal setting. Each woman will create goals with her specialist advocate which will be linked to outcomes from the Justice star.
27. Collation of data using the Justice Star framework will align with other Women in Prison projects and allow for analysis to be drawn about the specific needs of women screened into the PD pathway in comparison with other project cohorts. This will feed into London-wide learning around this complex group of women's needs and how they might be best addressed by generic services and other specialist projects and needs for future commissioning.

- 28. Learning from this project will come from the service provided to women and additionally from the support provided to those staff providing the intensive support. This includes specialist clinical interventions for staff at high risk of vicarious trauma and knowledge about how to manage those risks. This support and learning is particularly important when workers are developing trusting relationships over the medium term with individuals who have often experienced multiple traumas in their lives.**
- 29. The project has strategic value in testing a model with this cohort of women, whose needs are often not being met either in London or elsewhere. This group is often trapped in a 'revolving door' of imprisonment either through reoffending or recall on license. The social and economic costs (including impact on children and families) is significant. In its role on the Ministerial Advisory Board for Female Offenders (ABFO) and the London Female offenders Strategy Group (led by the Mayor's Office for Policing and Crime (MOPAC) WIP is promoting this model for national and London investment. Investment in this project could bring significant benefits in terms of evidence of impact and cost savings, and multi-agency learning, to influence future commissioning and policy.**

Funding

30. Women in Prison are currently in discussions with Ministry of Justice about this proposal and model of working. Securing support from CBT could add weight to leveraging investment from MoJ, either towards adding value to the London focussed service or towards services in other areas of the country. It is of significant importance to secure the involvement of MoJ in terms of committing to the principle of the service, evaluation of the impact to demonstrate effectiveness for future investment. WiP is also to respond to a tender by pan London CCG's (out in January), working in partnership with Oxleas NHS Foundation, to deliver a service to women in the criminal justice system with complex needs, of which this proposal could form part.
31. Table 1 above provides a breakdown of full proposal costs.

Financial Information

32. WiP has experienced financial challenges as a result of the implementation of Transforming Rehabilitation and the closure of Holloway Prison in 2016. The closure of Holloway Prison triggered the end of specialist services that had gathered around Holloway, including several services provided by WiP and withdrawal from some Community Rehabilitation Contracts as the poor quality of the overall services being delivered presented a risk to WiP's reputation and failed the needs of the women they were intended to meet.
33. WiP has recently secured new relationships with a number of funders providing support for campaigning and organisational development.
34. WiP recruited new trustees in 2017/18 including 2 trustees with finance expertise, one of whom has become the new treasurer. It also introduced a new approach to reporting risk, allowing Trustees to better maintain an overview of risk across the organisation.
35. WiP operate an effective Full Cost Recovery funding model, including a proportion of its management and overhead costs in all of its contracts and funded projects. Many of the services are delivered through public service contracts and as such WiP expects that those services would transfer to public service delivery bodies with TUPE applying to direct delivery staff. WiP takes this into consideration when setting its Free Reserves Policy, which may look high but aims to cover the cost of non-direct delivery staff plus rental costs.

Year end as at 31st March	2018	2019	2020
	Audited Accounts	Forecast	Budget
	£	£	£
Income & expenditure:			
Income	1,669,262	1,935,564	1,999,873
- % of Income confirmed as at 3/1/19	n/a	100%	97%
Expenditure	(1,707,158)	(1,679,851)	(2,032,005)
Total surplus/(deficit)	(37,896)	255,713	(32,132)
Split between:			
- Restricted surplus/(deficit)	(69,497)	162,838	(18,132)
- Unrestricted surplus/(deficit)	31,601	92,875	(14,000)
	(37,896)	255,713	(32,132)
Cost of Raising Funds	12,700	10,000	12,000
- % of Income	0.8%	0.5%	0.6%
Operating expenditure (unrestricted funds)	86,336	79,127	187,000
Free unrestricted reserves:			
Free unrestricted reserves held at year end	172,289	265,164	251,164
No of months of operating expenditure	23.9	40.2	16.1
Reserves policy target	75,000	75,000	75,000
No of months of operating expenditure	10.4	11.4	4.8
Free reserves over/(under) target	97,289	190,164	176,164

Summary of Recommendations

Members are asked to agree:

- **£446,000 over three years (£145,500; £148,900; £151,600) to Women in Prison to cover the cost of a Programme Manager and 4 part time Specialist Advocates across London, plus associated service costs.**
- Appendix 1 – Summary Assessment of Strategic Initiatives for Committee Decision

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Summary Assessment of Strategic Initiative for Committee Decision

FILTERS	
<i>Will The pro-active grant:</i>	
Further the Trust's Vision and Mission (a London where everyone can thrive)?	Y
Support work within one of existing Bridging Divides Priority's	Y
Or, meet a clear need that has arisen since (BD) were agreed?	N/A
Have the potential for impact beyond that of an individual reactive grant or number of individual grants?	Y
Be affordable within the agreed annual budget (from the Trust alone or in combination with other funders) and, looking forward, leave sufficient budget to meet anticipated pro-active grants for the remainder of the financial year?	Y
Be made to an organisation(s) that conforms to the Trust's eligibility criteria and has the capacity and expertise to deliver the work?	Y

PRIORITISATION GUIDANCE	
Evidence	
Is there external and/or internal research and information that supports the need for the proposed grant?	Y
Is there external and/or internal research and information that indicates the approach proposed in the grant will be successful?	Y
Is there evidence that indicates the work will be hard to fund from other sources?	Y
Impact	
Will the grant tackle a root cause(s), or positively influence policy or practice?	Y
Will the work/approach funded be replicable?	Y
Does the grant provide an opportunity to strengthen Civil Society in London?	Y
Is the work sustainable beyond the period of the grant?	Y
Can the impact of the work be measured through evaluation?	Y