Women and Criminal Justice in Scotland

March 2016

Event Report
## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Introduction</td>
<td>1</td>
</tr>
<tr>
<td>2. Progress made towards the Angiolini recommendations</td>
<td>1</td>
</tr>
<tr>
<td>3. The Transforming Lives Report</td>
<td>10</td>
</tr>
<tr>
<td>4. Services and support available for women and families affected by</td>
<td>10</td>
</tr>
<tr>
<td>the criminal justice system</td>
<td></td>
</tr>
<tr>
<td>5. Feedback from delegates</td>
<td>14</td>
</tr>
<tr>
<td>6. Conclusions</td>
<td>16</td>
</tr>
<tr>
<td>Annex A: Event Programme</td>
<td>17</td>
</tr>
<tr>
<td>Annex B: Registered attendees</td>
<td>18</td>
</tr>
<tr>
<td>Annex C: Transforming Lives Recommendations</td>
<td>19</td>
</tr>
</tbody>
</table>
1. Introduction

On 10th February 2016, over 60 people attended the ‘Women and Criminal Justice in Scotland’ event, which was jointly hosted by the Criminal Justice Voluntary Sector Forum (CJVSF) and the Prison Reform Trust. The event brought together a mix of people from statutory services, third sector organisations, academic institutions, independent funding organisations and individuals with lived experience of the criminal justice system. A full list of organisations that registered for the event can be found in Annex B.

The purpose of the event was to bring people together to:

- Review and discuss progress towards the Angiolini Recommendations and the recommendations made in the Transforming Lives report.
- Promote and share information about services and support currently available for women affected by the criminal justice system.
- Share and discuss evidence, learning and practice.
- Build and strengthen collaborative working relationships.

During the day, participants were able to hear from a range of speakers including the Cabinet Secretary for Justice, women from the JustUs group, the Prison Reform Trust, Soroptimist International and CJVSF. Roundtable discussions focused on the recommendations of the Scottish Commission on Women Offenders (the Angiolini Report) and the range of services and support currently available. We are grateful to all our speakers and facilitators for their assistance in delivering the event.

A copy of the full event programme is in Annex A.

This report provides a summary of the discussions that took place during the day and information about some of the support and services that are currently available in Scotland for women involved with the criminal justice system and for their families.

2. Progress made towards the Angiolini recommendations

In 2012, the Commission on Women Offenders published its report, putting forward 37 recommendations for improving outcomes for women affected by the criminal justice system. Since then the Cabinet Secretary for Justice has reported annually to Parliament on the progress made towards implementing these recommendations.

In 2015, CJVSF carried out a piece of work to map the information in each of the annual reports against the original recommendations. The results of this work were shared with CJVSF members and prompted a wide-ranging discussion within the membership about a desire for more information about some of the activities and services highlighted in the reports and the need to share evidence, learning and practice in relation to improving outcomes for women affected by the criminal justice system. It was suggested that it would be helpful to engage a wider range of stakeholders, given the cross-cutting nature of many of the issues being dealt with. Following the Cabinet Secretary’s 2016 update, the mapping exercise was updated and was used to prompt a range of roundtable discussions at the event. Each of the roundtables focused on one of the seven themes from the Angiolini Commission:

---

2. www.scottish.parliament.uk/parliamentarybusiness/CurrentCommittees/70346.aspx
3. The mapping exercise is available to download from the CJVSF website: www.ccpscotland.org/cjvsf/resources/progress-towards-angiolini-recommendations/
• Service redesign
• Alternatives to prosecution
• Alternatives to remand
• Sentencing
• Prisons
• Community reintegration
• Making it work – leadership, structures & delivery.

Below is a summary of the points arising from the various roundtable discussions.

### i. Service redesign

**Angiolini Recommendations relating to service redesign**

<table>
<thead>
<tr>
<th>Recommendation</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Community Justice Centres (one stop shops based on the 218 Service, Willow Project &amp; Women’s Centres in England) are established for women offenders to enable them to access a consistent range of services to reduce reoffending &amp; bring about behavioural change.</td>
</tr>
<tr>
<td>2.</td>
<td>Multi-disciplinary teams (comprising, as a minimum, a criminal justice social worker, a health professional &amp; an addictions worker, where relevant) are established in the Community Justice Centres to co-ordinate offending interventions &amp; needs, reduce duplication of effort &amp; make more efficient use of resources.</td>
</tr>
<tr>
<td>3.</td>
<td>Women at risk of reoffending or custody should have a named key worker from the multi-disciplinary team as a single point of contact as they move through the criminal justice system, including any periods in custody, to co-ordinate the planning &amp; delivery of interventions.</td>
</tr>
<tr>
<td>4.</td>
<td>Intensive mentoring (a one-to-one relationship where practical support &amp; monitoring is provided by mentors on a wide range of issues relating to offending behaviour) should be available to women offenders at risk of reoffending or custody to support compliance with court orders.</td>
</tr>
<tr>
<td>5.</td>
<td>Supported accommodation should be more widely available for women offenders to increase the likelihood of a woman successfully completing an order or complying with bail conditions.</td>
</tr>
<tr>
<td>6.</td>
<td>A national service level agreement for the provision of psychiatric reports is developed between the National Health Service (NHS) &amp; the Scottish Court Service to increase access &amp; timeliness of such reports to assist the court with a sentencing decision.</td>
</tr>
<tr>
<td>7.</td>
<td>Mental health (MH) services &amp; approaches should be developed in such a way that facilitates women with borderline personality disorder (BPD) to access them.</td>
</tr>
<tr>
<td>8.</td>
<td>Mental health programmes &amp; interventions for short-term prisoners are designed so that they can continue to be delivered in a seamless way in the community.</td>
</tr>
<tr>
<td>9.</td>
<td>The Scottish Government’s mental health (MH) strategy must place a greater focus on women offenders, specifically the provision of services to address trauma, self-harm &amp; borderline personality disorder.</td>
</tr>
<tr>
<td>10.</td>
<td>An urgent review of the provision &amp; resourcing of services for women with borderline personality disorder &amp; post-traumatic stress disorder (in relation to previous abuse &amp; neglect) should be carried out.</td>
</tr>
<tr>
<td>11.</td>
<td>Mental health training for police, prison officers, criminal justice social workers &amp; third sector must be widely available, with ongoing supervision.</td>
</tr>
</tbody>
</table>

**Good and improving practice**

Participants highlighted the following areas of good and improving practice:

- The value of multi-disciplinary teams. A number of services are currently making use of this approach, including Tomorrow’s Women and the Willow Service.
- The use of key workers, where these are in place.
- Improvements to voluntary and community throughcare, although it was felt more could be done to strengthen this further.
- The use of peer mentoring and peer support. It was suggested that there was also scope for greater service user leadership to be developed, and to support individuals to move into roles with increasing levels of responsibility over time.
- Training staff in psychological therapies.
- Making greater use of trauma informed practice, and providing trauma training for staff.

**Ongoing challenges and identified gaps**
Participants identified the following gaps in service provision:

- Not every woman currently has a key worker or can access one.
- A lack of supported accommodation/housing.
- Patchy mental health support, and the need for better service user involvement in the treatment of mental health issues.

Participants also identified the following challenges to delivering redesigned services:

- Multi-disciplinary teams may not be accustomed to working together, for example managing dual diagnosis and ensuring consistency in practice between services.
- Funding shortfalls, including the impact of council cuts and a lack of sustainable funding. This was also identified as a barrier to improving court confidence in community options and created a competitive environment for services, which can detract from collaborative working.
- Time limits for some organisations/services working with women. A need for more flexibility was identified so that services could provide what individual women need.
- The need to improve access to training across all services (both statutory and third sector).
- Improving how learning is shared and networks can be developed across different agencies that work with women. Participants suggested that there was an opportunity for more shared training events.
- Delivering services for women in rural areas, although one stop shops appear to be working well where they have been established.
- The need to strengthen service-user involvement.

**Further questions from participants**

Participants were also keen to understand:

- Why the funding for women’s community justice centres was distributed equally across the different areas, rather than distributed based on need?
- What can be done under the new community justice partnerships model to improve services for women?
- How can Health and Social Care Partnerships best be utilised to improve services for women?

**ii. Alternatives to prosecution**

<table>
<thead>
<tr>
<th>Angiolini Recommendations relating alternatives to prosecution</th>
</tr>
</thead>
<tbody>
<tr>
<td>12. Fiscal Work Orders (unpaid work orders of between 10 &amp; 50 hours – ‘fine on time’) are rolled out across Scotland for offenders as an alternative to prosecution.</td>
</tr>
<tr>
<td>13. Procurators Fiscal are given new powers to impose a composite diversion order, which could include both unpaid work &amp; rehabilitative elements.</td>
</tr>
<tr>
<td>14. New powers are given to the police to divert women offenders from prosecution by issuing a conditional caution directing women offenders to attend Community Justice Centres so that appropriate services can be delivered.</td>
</tr>
<tr>
<td>15. To ensure the availability of appropriate diversion schemes across Scotland &amp; more consistent use of this measure, the services &amp; programmes provided or coordinated by Community Justice Centres will be available to women at the point of diversion from prosecution.</td>
</tr>
<tr>
<td>16. To help Procurators Fiscal quickly identify suitable cases for diversion, the police should highlight in their report whether a person is suitable for diversion, taking into consideration the victim &amp; community.</td>
</tr>
</tbody>
</table>

**Good and improving practice**

Participants highlighted the following areas of good and improving practice:

- Appropriate diversion schemes – the importance of investing in preventative work such as this was highlighted, with participants suggesting that greater investment in this area is required. A number of high quality diversion schemes have been
established already and more consistent use of these would be welcomed. The voluntary sector can play an important role here, often filling gaps in statutory provision and supporting a whole system approach.

- Early identification of whether or not a case is suitable for diversion was welcomed. Police referrals were seen to be positive, with participants noting that this approach was also dependent on a number of factors in order for it to be successful e.g. police having confidence and belief in the quality of diversion services, the values and attitudes of individual officers and sufficient resourcing for diversion schemes to be available locally.

**Ongoing challenges and identified gaps**

Participants noted the following concerns and challenges:

- Little evidence of progress in relation to a number of the recommendations around alternatives to prosecution.
- Fiscal Work Orders – inconsistent delivery. This was attributed to a combination of resourcing issues and a dependence on individual personalities in local areas.
- The lack of long term/sustainable funding for appropriate diversion schemes.
- A lack of knowledge and awareness of local services that are available.

Participants also identified a need for:

- Strong accountability working within triage services and the establishment of working agreements to support this approach.

### iii. Alternatives to remand

<table>
<thead>
<tr>
<th>Angiolini Recommendations relating to alternatives to remand</th>
</tr>
</thead>
<tbody>
<tr>
<td>17. Bail supervision is available consistently across Scotland. For women offenders ('bail supervision plus') it will include mentoring, supported accommodation &amp; access to Community Justice Centres to enable better compliance with bail orders &amp; provide decision makers with the confidence to release on supervised bail rather than place women on remand.</td>
</tr>
<tr>
<td>18. The Scottish Government examines further the potential of using electronic monitoring (EM) as a condition of bail, taking into account the findings of the pilot conducted in 2008.</td>
</tr>
<tr>
<td>19. Immediate steps are taken by the Scottish Government to encourage &amp; ensure that communication &amp; awareness of alternatives to remand in custody among all of those dealing with offenders is improved.</td>
</tr>
</tbody>
</table>

**Good and improving practice**

Participants highlighted the following areas of good and improving practice:

- Some supervised bail projects are producing good results, although concerns were raised about the lack of ongoing funding for these.
- Views about electronic monitoring were mixed, with some noting the high compliance rate of Home Detention Curfews (HDCs) amongst women.
- The use of one stop shops and letters/phone calls/texts to remind women of appointments.

**Ongoing challenges and identified gaps**

Participants noted the following concerns and challenges:

- The reasons for holding women on remand – e.g. being held due to court reports not being available or because the woman has no fixed abode. A number of practicalities were also identified: e.g. being able to make yourself available for the report, childcare, caring roles, limited social work time, transport (particularly in rural areas).
- The use of alternatives to remand could be increased. There is still a need to raise awareness of and increase the confidence of the courts in the options that are available.
- Improving the minimum standards of services by looking at assessments and care packages to provide improved support with daily living challenges for women in the community.

iv. Sentencing

### Angiolini Recommendations relating to sentencing

<table>
<thead>
<tr>
<th>Recommendation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>20.</td>
<td>In order to provide a broader evidence base than is currently available on the effectiveness of the problem solving approach, a pilot of a problem solving summary criminal court should be established for repeat offenders with multiple &amp; complex needs who commit lower level crimes. This pilot should run for male &amp; female offenders.</td>
</tr>
<tr>
<td>21.</td>
<td>A truncated Criminal Justice Social Work Report, a Rapid Report, is available in summary criminal courts on the day of conviction, where possible or within two working days to enable the appropriate sentence to be imposed &amp; implemented as quickly as possible.</td>
</tr>
<tr>
<td>22.</td>
<td>That in every case where the sentencing court assigns subsequent Progress Review Hearings, the judge who passed sentence should, wherever possible, deal with the subsequent hearings.</td>
</tr>
<tr>
<td>23.</td>
<td>The introduction of two new sentences; a composite sentence of imprisonment which would comprise a custodial element &amp; a community based element &amp; a suspended sentence.</td>
</tr>
<tr>
<td>24.</td>
<td>The Judicial Studies Committee is supported in being able to provide comprehensive training at appropriate intervals including induction training &amp; engagement with local prisons &amp; community based criminal justice services.</td>
</tr>
</tbody>
</table>

### Good and improving practice

Participants highlighted the following areas of good and improving practice:
- Aberdeen problem solving court pilot for low level offences commenced in January 2016 and offers an opportunity to test out a different approach.
- The Kilmarnock service, where support workers are based in the court, is delivering positive outcomes in terms of decreasing remand and custodial sentences.
- Women’s pathways into custody tend to be very different from men’s and require different approaches that are appropriate for the individual case. This is increasingly being recognised.
- Training and learning activities for sentencers which enable them to visit prisons and services in the community as well as training which increases understanding of the impact of imprisonment.
- Regular review hearings can be positive and aid motivation.
- The consultation on increasing the presumption against short term sentences was welcomed. It was agreed that the purpose of imprisonment needs to be defined to ensure that it is only used where appropriate.

### Ongoing challenges and identified gaps

Participants noted the following concerns and challenges in relation to the progress made towards the sentencing recommendations:
- Ensuring continuity of judicial contact for review hearings – whilst this is allowed in legislation, logistically it is not always easy to achieve and there seems to be variance in practice between different courts. Improving this was highlighted as important. It can help to improve motivation since the women feel they are working towards something and value the more relationship based approach.
- Fife Drug Court has closed and concerns were raised that Glasgow Drug Court may not be getting the level of referrals that it should.
• Prison is still being used as a place of safety in some instances, and as a place of respite and rehabilitation, when more appropriate options may be available within the community.
• The number of women in prison does not appear to be decreasing significantly
• There is still a need to increase the confidence of sentencers, the media and the general public in the value of community sentences and to develop understanding of some of the reasons that women end up in the criminal justice system in the first place.
• Variable practice in the provision of social work court reports was identified.

Further questions from participants

Participants were also keen to understand:

• With the introduction of family impact assessments, can courts be obliged to ensure that support is made available to families?

v. Prisons

<table>
<thead>
<tr>
<th>Angiolini Recommendations relating to prisons</th>
</tr>
</thead>
<tbody>
<tr>
<td>25. Cornton Vale is replaced with a smaller specialist prison for those women offenders serving a statutory defined long-term sentence &amp; those who present a significant risk to the public.</td>
</tr>
<tr>
<td>26. The new national prison for women offenders should include:</td>
</tr>
<tr>
<td>• Meaningful &amp; consistent work with sufficient premises to allow that work to take place &amp; enable all women prisoners to build skills for release &amp; improve self-esteem &amp; mental health.</td>
</tr>
<tr>
<td>• A medical centre with adequate space for group work &amp; individual appointments to address physical &amp; mental health problems.</td>
</tr>
<tr>
<td>• A separate unit for young women.</td>
</tr>
<tr>
<td>• A purpose built mother &amp; baby unit.</td>
</tr>
<tr>
<td>• A family-friendly visitor centre with an outside play area for children.</td>
</tr>
<tr>
<td>27. Most women prisoners on remand or serving short-term sentences are held in local prisons to improve liaison with local communities &amp; reintegration once their sentence is complete.</td>
</tr>
<tr>
<td>28. Video conferencing facilities are widely used to help manage the logistical demands made on Cornton Vale, reduce travel &amp; improve communication between women &amp; their families, &amp; social workers, &amp; make significant cost savings</td>
</tr>
<tr>
<td>29. We recommend that an independent non-executive member of the Scottish Prison Service Board is appointed with a specific remit for women offenders, championing &amp; driving through change.</td>
</tr>
<tr>
<td>30. Gender specific training is provided to all professionals working with women prisoners.</td>
</tr>
</tbody>
</table>

Good and improving practice

Participants highlighted the following areas of good and improving practice:

• The decision to cancel plans for Inverclyde was welcomed
• The plans for smaller custodial units offer an opportunity to join services up with the local community and to maintain support networks. Participants were keen to see women supported to engage safely and to be able to manage more independently on their return to the community
• The provision of child friendly areas in prison (e.g. the Cornton Vale Family Help Hub)
• The use of video conferencing – It was suggested that the use of this could be increased. It is a great facility, but in some areas there is perhaps a lack of awareness that it is available for families. Accessibility of the service is also an issue in some places
• Gender specific training has been developed, based on reflective practice, and has been rolled out in HMP Grampian and HMP Edinburgh
• SPS has introduced Trauma Advocates to help develop a more trauma informed workforce
Ongoing challenges and identified gaps

Participants noted the following concerns, challenges and gaps in relation to the progress made towards the prison recommendations:

- There is a need for structural programmes to support the development of life skills whilst in custody.
- Participants were keen to see more use of impact assessments, with consideration given to the impact on children if a mother is given a custodial sentence.
- The number of women experiencing self-harm, low confidence and/or mental health problems who end up in custody remains a concern.
- There is still a need for more joined up working, involving a wide range of services and better involvement with people who have lived experience. Increasing interchange between prison and communities (e.g. through secondments) was seen to be an effective way of improving understanding of roles and respect for different professions.
- There can be challenges in some prisons around accessing external agency services due to regime activities. There is a need to improve information sharing about routine and regime with external agencies so that they are aware of when the best times for access are in individual establishments.
- Community Integration Unit – some women are not able to access this, but the reasons why are unclear.
- There continue to be some challenges for service providers accessing people in their cells, although this is improving.

Further questions from participants

Participants were also keen to understand:

- What the timescales will be for the new women’s custodial estate and how they can help to inform what these might look like.
- Where will the community custodial units be located and what will be the criteria for entering them?

vi. Community reintegration

Angiolini Recommendations relating to community reintegration

<table>
<thead>
<tr>
<th>Recommendation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>31.</td>
<td>Inter-agency protocols on prison discharge &amp; homelessness are introduced across all areas of Scotland with the twin aims of sustaining tenancies when women are in custody &amp; of securing access to safe accommodation for every woman prisoner upon release from custody.</td>
</tr>
<tr>
<td>32.</td>
<td>In order to prevent financial instability that may lead to the recommencement of offending behaviour, the UK Government, which has responsibility for Social Security matters, puts arrangements in place, as a matter of urgency, to ensure that every woman prisoner can access her benefit entitlement, immediately upon release from prison.</td>
</tr>
<tr>
<td>33.</td>
<td>Community reintegration support is available for all women offenders, during &amp; after their custodial sentence is completed, irrespective of the local authority they are from. Offenders are met at the gate on release from prison by their key worker or appointed mentor.</td>
</tr>
</tbody>
</table>

Good and improving practice

Participants highlighted the following areas of good and improving practice:

- One stop shop approaches for supporting reintegration through joint partnerships and information sharing – e.g. Willow centre, Tomorrow’s Women in Glasgow where a Housing Advisor is based within a multi-agency team and this has been helpful for increasing the sustainability of tenancies.
- In HMP Perth, an ‘Improving Offenders Housing Outcomes’ project has been established, along with a Community Reintegration Project (CRP) which was
designed to increase the take-up of reintegration support services. The CRP introduced improved screening, referral and information-sharing processes. Whilst HMP Perth is a men's prison, it is likely that a number of the lessons learned may be transferrable and further information about these projects can be found within the following reports:

- Reid Howie Associates’ Housing and Reoffending Report
- Evaluation of the Community Reintegration Project

- Ensuring that somebody is available for meeting people at the gate, to provide practical support.
- The value of trust and relationships was highlighted as being a major factor in successful reintegration. Mentoring, particularly over a longer time period, was seen to be an effective way of building up these relationships.

**Ongoing challenges and identified gaps**

Participants noted the following in relation to the progress made towards the community reintegration recommendations:

- Some new supported accommodation services are available (e.g. in Glasgow) but they are often full. In other areas, the provision of accommodation is not fit for purpose. Practical challenges around accommodation issues were also identified—e.g. sustaining tenancies, the inability to arrange accommodation in advance for those that are presenting as homeless.
- There is a need to improve access to welfare provision for women returning to the community. Simply providing routine and basic information when someone enters/leaves prison about how much people are entitled to and when their next payment is due would be helpful – as these are two very common questions that people in prison ask, and take up appointment time that could be used on more complex issues. Practical barriers, such as access to ID also need to be addressed.
- Although joint working between the prison and the community is improving, concerns were raised that we still have a cluttered landscape that can be difficult for people to navigate. Participants were keen to see greater use of interagency protocols (rather than relying on informal networks) to support joint working.
- Pre-release re-engagement activities need to be linked to the local community that women will be returning to (not necessarily the local community that the prison is based in).
- Consistency of service between the prison and the community still needs to be improved, e.g. NHS provision in the community for multi-trauma.
- There is also a need to improve information sharing between prisons and community services. This would help to reduce the likelihood of women having to repeat their stories multiple times to different staff members.
- A lack of sustainable funding for community reintegration services.
- Timing of release remains an issue – particularly around Christmas/New Year/Fridays, when it is harder to ensure appropriate services will be available.

---


vii. Making it work (Leadership, structures and delivery)

<table>
<thead>
<tr>
<th>Angiolini Recommendations relating to leadership, structures and delivery</th>
</tr>
</thead>
<tbody>
<tr>
<td>34. A new national service, called the Community Justice Service, is established to commission, provide &amp; manage adult offender services in the community.</td>
</tr>
<tr>
<td>35. A National Community Justice &amp; Prison Delivery Board, with an independently appointed Chair, is set up to promote integration between the Community Justice Service &amp; the Scottish Prison Service, &amp; deliver a shared vision for reducing reoffending across the community &amp; within custodial settings.</td>
</tr>
<tr>
<td>36. A senior director in each of the key agencies is identified to take responsibility for women offenders, championing &amp; driving through change.</td>
</tr>
<tr>
<td>37. The Cabinet Secretary for Justice reports to the Scottish Parliament within six months of the publication of this report, &amp; annually thereafter, on the steps taken to implement the recommendations in this report.</td>
</tr>
</tbody>
</table>

**Good and improving practice**

Participants highlighted the following areas of good and improving practice:

- The **Community Justice (Scotland) Bill** provides an opportunity for community justice to be included within local planning of wider services, rather than as a separate standalone item.
- There was recognition of the potential for the new organisation, Community Justice Scotland, to raise the profile of community justice amongst the public and get involved in judicial training programmes.
- The recent resource transfer from Scottish Prison Service to Community Justice was seen to be a positive step, although participants felt there is still a substantial imbalance between expenditure on custody and community-based interventions/services.

**Ongoing challenges and identified gaps**

Participants noted the following in relation to leadership, structures and delivery:

- There is a lack of knowledge about the proposals contained within the Community Justice Bill and a sense that the legislative process was ‘rushed’ – many were unclear about the impact of the proposals on their day to day working practices.
- Concerns about the accountability within the new community justice model and whether or not the new model will lead to the desired change, particularly when it is being introduced at a time of budget cuts.
- Doubts about whether community justice will be given sufficient priority within Community Planning Partnerships (CPPs) and the risk of a disconnect arising between policy and practice.
- There is a need for longer term funding agreements, to support longer term planning and delivery based around evidence of what works.
- The SPS remain a dominant voice in the debate. Participants were keen to see genuine parity between the SPS and Community Justice Scotland.

**Further questions from participants**

Participants were also keen to understand:

- What information will be included in the local Community Justice Partnership annual reports? To what extent will this include information about improving outcomes for women and how local activities are supporting progress towards the Angiolini recommendations?

---

6 For further information about the Community Justice (Scotland) Bill, please visit the CJVSF website: [www.cccpscotland.org/cjvsf/hot-topics/community-justice-scotland-bill/](http://www.cccpscotland.org/cjvsf/hot-topics/community-justice-scotland-bill/)
• How will the NHS and voluntary sector be appropriately represented and respected within the local partnership model?
• What change will the new community justice model make to sentencing decisions?
• Who will be the contact person for community justice in each area?
• How will outcomes be monitored and implemented under the new model?

3. The Transforming Lives report

The Prison Reform Trust and Soroptimist International published the ‘Transforming Lives’ report in 2014. The report made a number of findings and recommendations (at both a Scottish and UK level) for reforming women’s justice and delivering reductions in the imprisonment of women in the UK.

Fifteen Soroptimists clubs in Scotland took part in the research with visits to a range of establishments including Cornton Vale and Edinburgh prisons, women’s centres including 218, Willow and Tomorrows Women and took part in groups and conferences such as the Scottish Working Group on Women’s Offending and the Scottish Soroptimist conference. The Scotland recommendations can be found in Annex C.

Prison Reform Trust have now launched a UK wide programme running from 2015-2018, funded by Big Lottery Fund. The project’s objectives build on the findings and proposals in the Transforming Lives report.

The Prison Reform Trust has recently employed a Programme Manager, based in Scotland, to lead the work to support the change of direction in Scotland in favour of small custodial units and community-based provision and to spur on progress in Northern Ireland.

Further information is on the Prison Reform Trust website: http://www.prisonreformtrust.org.uk/ProjectsResearch/Women

4. Services and support available for women and families affected by the criminal justice system

During the afternoon roundtable sessions, delegates were able to:

• hear from a range of providers about the services and support that their organisation provides for women and/or their families
• share information about their own roles in supporting women and families affected by then justice system.

We are grateful to the following organisations for facilitating these table discussions and a summary of the services that they offer to women is provided in the text boxes overleaf.

---

Apex Scotland’s Support for Women

In Grampian, Apex Scotland works as part of a multi-disciplinary team to support women to reintegrate back in to the community after their release from prison and to assist in reducing their risk of reoffending or breaching an order from the courts. This service provides practical and emotional support to the women on a one-to-one basis, responding to clients in a flexible and welfare oriented way, addressing client’s vulnerabilities and issues and prioritising practical needs. Apex is also a partner of the national Shine Mentoring Service.

In addition to these specialist services for women, Apex offers a range of services for adults, which are open to both men and women. These include their Community Activity and Social Enterprise (CASE) programme, providing employability advice and support to individuals subject to a Community Payback Order or a Fiscal Work Order, offering support groups for people in recovery and supporting individuals with practical support, such as home starter packs for people on benefits and low income. In partnership with the Scottish Prison Service, they also offer a video-conferencing facility in Aberdeen for friends and families of prisons.

For further information about these services, please contact Apex:

Apex Scotland, 9 Great Stuart Street, Edinburgh, EH3 7TP.
0131 220 0130
admin@apexscotland.org.uk
www.apexscotland.org.uk/apex-services/

Circle’s Families Affected By Imprisonment (FABI) Service

Circle’s Families Affected By Imprisonment (FABI) Service supports mothers and fathers at risk of imprisonment as well as pre and post release support from prison to them and their families in the community. The service is available throughout North Lanarkshire, South Lanarkshire, West Lothian, Fife and Forth Valley and Tayside.

Circle’s work with mothers and fathers involved in the criminal justice system adopts a whole family approach to working with children, young people, parents and families. Circle’s support is practical, emotional and relational working to meet the full range of needs within each family, strengthening the ability of family members to provide care and support to each other. They work to mitigate the impact of imprisonment felt by families, tackling the stigma and discrimination they may experience. The service for example, in the past, has helped individuals and families by supporting people in meetings with other professionals, such as social workers and housing officers, assisting with the completion of forms and correspondence, supporting parents to manage their child’s behaviour and meet their needs, providing hands on support to manage life in the community and supporting people to access other relevant services, such as counselling, education and support to address substance misuse.

For further information about this service, please contact Circle:

Circle FABI Project
18 West Pilton Park, Edinburgh, EH4 4EJ.
0131 552 0305
info@circle.scot
www.circle.scot/fabi.aspx

Families Outside support for women and their families

Families Outside works to mitigate the effects of imprisonment on children and families, through support and information for families and for the people who work with them.

They run an independent Support and Information Helpline for families and friends affected by imprisonment. This service supports people with any questions or concerns they may have including if they are worried about how they are coping, what they need to know about visiting a prison, advice on claiming travel expenses and any queries they may have about home leave or their relative’s release. The Helpline is open Monday to Friday and support is also available via e-mail (support@familiesoutside.org.uk) and by text (by typing FAMOUT to 60777).

Family Support Coordinators also provide direct support to children and families throughout
Scotland. This support includes listening to families’ concerns and worries, providing information and advice, supporting and encouraging positive choices, advocacy, assisting with paperwork, liaising with partner organisations and facilitating visits.

Families Outside also provides training for professionals in relation to women and their children. The training can be tailored according to participants’ needs and interests.

For further information about these services, please contact Families Outside:

Families Outside
13 Great King Street, Edinburgh, EH3 6QW.

0131 557 9800 (General enquiries)
0500 83 93 83 (Families Outside Support and Information Helpline)
admin@familiesoutside.org.uk
www.familiesoutside.org.uk/services-and-support/

Shine Women’s Mentoring Service

The national Shine women’s mentoring service is designed to work with women who are on remand in prison, currently serving a short term custodial sentence of less than four years or are subject to a Community Payback Order.

The service provides women with a mentor who can offer practical and emotional support on a one-to-one basis to help address many of the issues that people might face in the community. This support can include a range of activities, including for example: practical support to help meet CPO requirements, support to attend appointments, access specialist services and maintain contact with other agencies, the provision of housing and benefits advice and support and activities to enhance life and social skills (such as budgeting, housekeeping and cooking).

The service has been developed using a Public Social Partnership (PSP) model and involves eight third sector providers (Sacro, The Wise Group, Barnardo’s Scotland, Turning Point Scotland, Apex Scotland, Circle, Access to Industry and Venture Trust) supported by the Scottish Prison Service (SPS), Social Work Scotland and the eight Community Justice Authorities.

For further information about this service, please contact Shine:

Shine Women’s Mentoring Service
29 Albany Street, Edinburgh, EH1 3QN.

0131 624 7270
info@shinementoring.org
www.shinementoring.org/

Tomorrow’s Women Glasgow

Tomorrow’s Women is one of 16 Women’s Community Justice Services that have been established to support women in the criminal justice system. It works across Glasgow and supports women aged 18 years and above, who have complex and high needs who are at high risk of reoffending. The service also supports women on release from short term custodial sentences.

The service provides holistic support to women through a combination of outreach, group work, 1 to 1 support and drop in facilities. Attendance at the centre is voluntary and the service is delivered by a multi-agency team, which includes criminal justice social workers, mental health nurses, a housing advisor, consultant psychologist and a prison officer.

For further information about the service, please contact Tomorrow’s Women:

Tomorrow’s Women
The Adelphi Centre, 12 Commercial Road, Glasgow, G5 0PQ.

0141 275 6052
anne.gallacher@glasgow.gov.uk
**Venture Trust’s Next Steps programme**

Venture Trust’s Next Steps national programme is aimed at women aged 16 years and over who have been involved in offending. It is available across Scotland.

Next Steps offers women time, space and intensive support away from their day-to-day circumstances, where they can unlock the skills and motivation they need to make positive changes in their lives. The programme is grounded in Cognitive Behavioural approaches and wilderness-based experiential learning techniques and is complemented by community-based 1-to-1 outreach support alongside partnership work at a local level with other relevant organisations including Shine Women’s Mentoring Service of which Venture Trust are a core partner, the 16 national women offender projects as well as local criminal justice teams. Venture Trust also offers training and work experience opportunities with partners including Network Rail, Move On and Scottish Business in the Community.

For further information about this service, please contact Venture Trust:

Venture Trust
3 Lady Lawson Street, Edinburgh, EH3 9DR.
0131 228 7700
info@venturetrust.org.uk
www.venturetrust.org.uk/programmes/next-steps/

**Vox Liminis**

Vox Liminis was established in 2013 to develop the role of creative arts in reducing crime and promoting justice in Scotland. They work with prisoners, their families, academics, prison staff and the wider community across Scotland.

They facilitate music work in prisons, primarily song-writing, as well as through the gates work and activities in other diverse settings. The songs that are created are then shared and used to stimulate discussion - particularly through the Distant Voices project. They also work with families affected by crime through the In Tune and KIN projects, which are run in partnership with Families Outside. Across all of their work, Vox Liminis aims to engage people in creative conversations about justice in Scotland.

For further information about the service, please contact Vox Liminis.

Vox Liminis
Wasps, 219The Briggait, 141 Bridgegate, Glasgow, G1 5HZ.
admin@voxliminis.co.uk
www.voxliminis.co.uk/

During the day, delegates also had the opportunity to hear from a group of women that are involved with the JustUs user-led group. Further information about this group’s activities can be found in the box below.

**JustUs**

The group is made up of 15 women who have experience of the criminal justice system and is supported by Willow. JustUs aims to:

- Promote equality and diversity by challenging the discrimination faced by women who have had contact with the criminal justice system
- Improve the mental health and wellbeing of women who face disadvantage as a result of having contact with the criminal justice system
- Promote the recovery of women who have been through the criminal justice system and address issues around the barriers and stigmas they face.

JustUs does this through the provision of workshops, which allow women to build on their individual confidence and self-esteem whilst learning new skills, and through sharing and understanding how their experiences have affected their recovery. They have also produced a film, which highlights contributor’s experiences and they run conversation cafes to help raise awareness of the issues faced by women who have had contact with the criminal justice system.
5. Feedback from Delegates

At the end of the event, all delegates were invited to complete feedback forms. A summary of the responses is provided below, along with a selection of comments that reflect the views of the delegates.

Comments:

- “would benefit from having a copy of the full grid of responses to the commission’s recommendations”

- “Good to hear examples of different projects”

- “The effects of the CJ system on women weren’t discussed individually, this wasn’t a bad negative thing, I just don’t feel my awareness is any more than it was.”

- “Had a fairly sound knowledge already, but always good to pick up new info along the way.”
Comments:

- "It was more about specific organisations, but was good all the same."
- "Good to get to know more about services available. It showed varied resources within areas"
- "Chance to network"
- "Good to know about the flexibility of some services to support women with children."
- "Excellent range of delegates"

Comments:

- "Links were made with other agencies to enhance service provision"
- "Great opportunity for delegates from all backgrounds"
- "It was really important to hear all about the different organisations that are working with our clients"
- "Already knew most, but also got to make some knew contacts."

Comments - Particularly useful aspects:

- "I found the JustUs speakers inspiring"
- "A chance to participate in round table discussions"
- "Discussions, mix of delegates and the energy in the room"
- "Michael Matheson’s speech"

Comments - areas for improvement:

- "Longer to discuss during the group"
- "A shame we couldn’t have had a Q&A with minister"
- "It would be good to see today’s info collated and fed into government"
6. Conclusions

Throughout the discussions a pattern of key themes were raised in each group. The recurring theme in discussion of good practice was the value attached to and real strength in multi-disciplinary teams and partnership practice. Delegates emphasised the importance of joined up approaches in providing services and opportunities that are developed around the individual the women they work with. Delegates also thought that strengthening partnerships further could help with areas where they felt the key obstacles or challenges for women were, namely in housing and better support for mental health provision.

Throughout the day, concerns were raised about sustainable funding, with many delegates highlighting frustrations with the short funding cycles and wishing to see a more consistent approach to funding projects. It was also felt that sustainable funding would show a change in attitude and shift in emphasis towards alternatives to custody, which is the explicit policy of the Scottish government.

In light of the good practice gathered and a developing understanding of some of the challenges we are facing, it is important to look at the steps we need to take continue to improve the criminal justice system for women. The Prison Reform Trust will be using the findings from the event to help inform the 3 year Transforming Lives project in Scotland and we would encourage others to make use of the findings as well.

The evaluation process showed the value of discussion events and opportunities to share practice and ideas. The information from this event will prove valuable in arranging future forums for shared learning.

Annex B gives a list of organisations that were registered for the event. Many of the delegates shared an enthusiasm for building on their networks and it would be encouraging for those interested or developing new working relationships to get in contact either with CJVSF or PRT, to explore how we can support this work further and share any developments.

<table>
<thead>
<tr>
<th>Criminal Justice Voluntary Sector Forum</th>
<th>Prison Reform Trust</th>
</tr>
</thead>
<tbody>
<tr>
<td><a href="mailto:Rose.McConnachie@ccpscotland.org">Rose.McConnachie@ccpscotland.org</a></td>
<td><a href="mailto:Yvonne.Donald@prisonreformtrust.org.uk">Yvonne.Donald@prisonreformtrust.org.uk</a></td>
</tr>
<tr>
<td>0131 475 2676</td>
<td>07572022995</td>
</tr>
</tbody>
</table>
## Annex A: Women and Criminal Justice in Scotland

### Event Programme

<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
</tr>
</thead>
<tbody>
<tr>
<td>9.30</td>
<td>Arrival, registration, refreshments &amp; networking</td>
</tr>
</tbody>
</table>

**Session 1: Setting the context: Women in justice in Scotland**

<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
</tr>
</thead>
<tbody>
<tr>
<td>10.00</td>
<td>Welcome &amp; introductions - Yvonne Donald, Prison Reform Trust, Transforming Lives Programme Manager (Scotland and Northern Ireland)</td>
</tr>
<tr>
<td>10.15</td>
<td>Key findings from the Transforming Lives report – Lexi Smart (Chair, Soroptimist International, Scotland North)</td>
</tr>
<tr>
<td></td>
<td>Introduction to Prison Reform Trust’s new UK-wide programme, Juliet Lyon (Director, Prison Reform Trust)</td>
</tr>
</tbody>
</table>

**Session 2: Progress towards Angiolini**

<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
</tr>
</thead>
<tbody>
<tr>
<td>10.35</td>
<td>Roundtable discussions: Progress towards the Angiolini recommendations – Where have we reached? (part 1)</td>
</tr>
<tr>
<td>11.15</td>
<td>Comfort break</td>
</tr>
<tr>
<td>11.45</td>
<td>Roundtable discussions: Progress towards the Angiolini recommendations – Where have we reached? (part 2)</td>
</tr>
<tr>
<td>12.30</td>
<td>Lunch</td>
</tr>
</tbody>
</table>

**Session 3: Services and support – Knowledge and practice exchange**

<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
</tr>
</thead>
<tbody>
<tr>
<td>13.45</td>
<td>Roundtable discussions: Services and Support – Making the links</td>
</tr>
<tr>
<td>14.15</td>
<td>Willow and JustUs – Emma Waters (Criminal Justice Worker, Willow) and women involved in JustUs</td>
</tr>
<tr>
<td>15.00</td>
<td>Closing speech from Michael Matheson, Cabinet Secretary for Justice</td>
</tr>
<tr>
<td>15.20</td>
<td><strong>Closing remarks</strong>, Alan Staff, CJVSF</td>
</tr>
</tbody>
</table>
Annex B: Women and criminal justice in Scotland – Registered attendees

We are delighted to welcome delegates from the following organisations as well as a number of individuals who have lived experience of the criminal justice system.

<table>
<thead>
<tr>
<th>Aberdeenshire Council</th>
<th>Phoenix Futures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Access to Industry</td>
<td>Police Scotland</td>
</tr>
<tr>
<td>Action for children</td>
<td>Prison Reform Trust</td>
</tr>
<tr>
<td>Apex Scotland</td>
<td>Sacro</td>
</tr>
<tr>
<td>Barnardos</td>
<td>Scottish Adoption</td>
</tr>
<tr>
<td>Big Lottery Fund</td>
<td>Scottish Government</td>
</tr>
<tr>
<td>CAMHS</td>
<td>Scottish Prison Service</td>
</tr>
<tr>
<td>Centre for Law, Crime &amp; Justice, Strathclyde Law School</td>
<td>Scottish Working Group on Women's Offending</td>
</tr>
<tr>
<td>Centre for Youth and Criminal Justice (CYCJ)</td>
<td>Shine</td>
</tr>
<tr>
<td>Circle</td>
<td>Soroptimist International</td>
</tr>
<tr>
<td>Community Safety Glasgow</td>
<td>South Ayrshire Council Criminal Justice</td>
</tr>
<tr>
<td>Cornerstone</td>
<td>Station House Media Unit</td>
</tr>
<tr>
<td>Criminal Justice Voluntary Sector Forum (CJVSF)</td>
<td>The Richmond Fellowship Scotland</td>
</tr>
<tr>
<td>Cyrenians</td>
<td>The Robertson Trust</td>
</tr>
<tr>
<td>East Ayrshire Advocacy Services</td>
<td>Tomorrow's Women Glasgow</td>
</tr>
<tr>
<td>East Ayrshire Health and Social Care Partnership</td>
<td>Turning Point Scotland</td>
</tr>
<tr>
<td>Engender</td>
<td>University of Strathclyde</td>
</tr>
<tr>
<td>Families Outside</td>
<td>Up-2-Us</td>
</tr>
<tr>
<td>Fife &amp; Forth Valley CJA</td>
<td>Venture Trust</td>
</tr>
<tr>
<td>Fife Local Authority</td>
<td>Vox Liminis</td>
</tr>
<tr>
<td>Her Majesty's Inspector of Prison for Scotland (HMIPS)</td>
<td>Willow Project</td>
</tr>
<tr>
<td>Howard League Scotland</td>
<td>Ypeople</td>
</tr>
<tr>
<td>Includem</td>
<td>Lothian &amp; Borders Community Justice Authority</td>
</tr>
<tr>
<td>IRISS</td>
<td>NHS Lothian</td>
</tr>
<tr>
<td>JustUs</td>
<td>North Ayrshire Council</td>
</tr>
<tr>
<td>Outside the Box</td>
<td>One Glasgow Reducing Offending Partnership</td>
</tr>
</tbody>
</table>
Annex C: Transforming Lives Recommendations

Recommendations (Scotland):

1. Police Scotland should develop force-wide training for all staff, particularly custody suite and frontline officers, which promotes understanding of the need for and legitimacy of a gender-informed approach to working with women offenders. Training should be underpinned by protocols and guidance, making clear the links between experience of domestic abuse and women's offending, and the likelihood that for some victims of domestic abuse, their first contact with the police may be as a suspect/offender.

2. Women-specific diversionary approaches, working in conjunction with existing community provision including Community Justice Centres, should be introduced Scotland-wide.

3. Following its acceptance of the Angiolini Commission’s recommendation, the Scottish Government should legislate to enable police to divert women offenders from prosecution and into rehabilitative services as part of a conditional caution. This should be done at the earliest opportunity and before the next election.

4. The Scottish Government should scale back its proposal to build a new national women's prison at HMP Inverclyde. Much of the cost of building a new prison would be better spent on embedding and expanding community alternatives to custody, and ensuring imprisonment is used as a last resort. If sufficient focus was given to community alternatives a smaller facility at HMP Inverclyde would be all that is required.

5. Community Justice Authorities, in conjunction with Criminal Justice Social Work Services and women-specific service providers, should develop local resources for use by sheriffs and other court users, detailing the availability of local services and alternative sanctions for women offenders.

6. The Scottish Government should legislate to restrict the use of remand where there is no real prospect of the offender/defendant receiving a custodial sentence on conviction.

7. The Judicial Institute for Scotland should review its training for JPs and sheriffs on women in the criminal justice system in accordance with the Angiolini Commission’s recommendation.

8. There should be a presumption against remanding into custody or imprisoning women with dependent children and against use of short sentences, which can lead to loss of housing and employment, in favour of community alternatives where appropriate.

9. Local authorities should ensure their Criminal Justice Social Work Service provides women-specific services. In rural communities, virtual hubs or mobile outreach services should be developed.

10. Following the extension of funding for the Reducing Reoffending Change Fund (RRCF) to 2017, the government should undertake an audit of funding for other services for women offenders with a view to providing ring-fenced funding, on a three-year basis, to ensure their sustainability beyond March 2015.

11. Where a service model has a robust evidence base for reducing women’s reoffending and achieving positive outcomes for women and their families, this success should not be jeopardised by ‘diluting the model’.