# An Independent Evaluation of the SToMP (Supporting Transition of Military Personnel) Project

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# Foreword

## Director of National Probation Service Wales and Partnerships

## Co Chair of the IOM Cymru Board

The IOM Cymru Board reports to the All Wales Criminal Justice Board and is led by HMPPS in Wales and the National Police Chiefs' Council, with representation from a wide range of criminal and social justice partners, including the Welsh Government. It has responsibility for supporting and facilitating the coordinated development and delivery of IOM across Wales, including oversight of the IOM Cymru programme of work.

This evaluation has been commissioned to reflect upon the collective progress of criminal justice and partner agencies in Wales in supporting ex Armed Service Personnel, since the commencement of the SToMP project in 2016.    I would like to thank the armed forces covenant who have funded the SToMP project since 2016, and have confirmed their commitment to continue funding this project to allow recommendations to be taken forward and the progress made further embedded

In Wales we have achieved significant improvement in the identification and recording of Ex-Armed Service personnel by criminal justice organisations over this time frame, and increased partnership working between criminal justice organisations, voluntary sector and specialist services at all stages of the criminal justice system.  This work has been led by SToMP, but I would like to thank all agencies for their continued support and appetite for collaborative working.

I am pleased and proud of the achievements of IOM Cymru partners and specialist ex-Armed Service providers, coordinated by SToMP since 2016.  However, I acknowledge that there is still room for improvement and we are grateful for Swansea University for capturing what works well and what more can be done to support ex-Armed Service Personnel. With this in mind, I am pleased that the Armed Forces Covenant fund and Her Majesty's Prison and Probation Service in Wales will be continuing to fund/resource the SToMP project until December 2020, allowing SToMP to focus on addressing the recommendations outlined in this evaluation in Phase 2.

Ian Barrow

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# Executive summary

The SToMP (Supporting Transition of Military Personnel) project was formed in 2016, with a large grant from the Covenant Fund. The project aims to improve access to appropriate services for ex - armed services personnel (ex-ASP) within the criminal justice system (CJS), with a particular focus on identification and collaborative working practices. This report was commissioned by the SToMP project to evaluate its impact after two years of being operational.

The data for this evaluation were largely collected in tandem with a prior research project, also commissioned by SToMP, which examined the barriers to identification of ex-ASP within the CJS and access to services (Davies & Davies, 2019). Qualitative, quantitative and ethnographic data, from both primary and secondary sources, were collated across the CJS and third sector. Additional documents generated by the SToMP team, and data in relation to SToMP hosted multi-agency meetings, were also examined.

The findings highlight the progress made by SToMP – particularly within the prison system – in improving identification and awareness of ex-ASP issues. Feedback from ex-ASP 'champions' within the probation services was also particularly positive regarding the support and assistance they had received from the project. More recently, SToMP's work with the police has made some very progressive steps with collaboration across the four forces. Indeed, SToMP has made a consistent effort to enhance collaborative working across all the statutory agencies involved and the third sector; it has also commissioned and collaborated on several research projects. The key recommendations from this report mainly focus on a improvement to routine data collection and monitoring, in order to continue to evaluate the impact of SToMP across the Criminal Justice System.


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# Introduction

Background

The SToMP (Supporting Transition of Military Personnel) project began in 2016, financed by a large grant from the Covenant Fund. As the name suggests, this fund is available for projects that uphold The Armed Forces Covenant, which states:

> *"Those who serve in the Armed Forces, whether regular or reserve, those who have served in the past, and their families, should face no disadvantage compared to other citizens in the provision of public and commercial services."* (Ministry of Defence, 2016)

Projects supported by the fund are expected to fall within the remit of one or more of the core themes, in addition to other specifically themed funding calls made based on priority. In 2016, the Covenant Fund announced such a call for projects working with ex-ASP within the CJS. This is an area that has received increasing attention, particularly following the Philips review (2014), which highlighted the importance of improving identification and service provision for ex-ASP within the CJS. Along with commending the positive impact of collaboration between the third sector and statutory agencies within the CJS, the review also recommended an improvement in the routine collection of data pertaining to ex-ASP within the CJS, to provide better evidence to policy makers.

One of the unique aspects of the SToMP project was its specificity to Wales, as the first national project of its kind and scale. While the scope of SToMP as a project has been broad ranging, it has been particularly focused on improving identification of ex-ASP across the CJS in Wales and facilitating access to relevant services. Within this, SToMP has aimed to enhance collaboration between statutory services, and the third sector, to provide fully coordinated support to ex-ASP across the CJS at a national level.

The current report follows a previously commissioned examination of the barriers to identification of ex-ASP within the CJS in Wales and access to specialist services commissioned by SToMP (Davies & Davies, 2019). This prior document will be referred to as the Identification Report throughout.

SToMP resources and structures

The coordination of the 'on-the-ground' delivery of SToMP is largely handled by two core members of its team: The Veteran Liaison Officers (or VLOs). Their work is effectively divided geographically with one VLO focused within North Wales (HMP Berwyn and its specialist ex-ASP wing, as well as the surrounding area) and the other in the south (with a focus on HMP Cardiff, HMP Swansea, HMP Parc and HMP Usk/Prescoed,

as well as throughout the CJS in the surrounding area). The VLOs aim to contact every identified ex-ASP within the police, prison and probation to ensure individuals have been appropriately signposted/referred and that this support is not replicated by multiple agencies. As they work directly on the ground with service users and veterans' charities, they are well placed be aware of any themes or issues arising. The VLOs are managed and assisted by an overall project manager and a business support officer.

As the SToMP project was bid for by, and operates within, IOM Cymru (IOMC), the project is overseen by a Senior Responsible Owner (SRO) on behalf of the IOMC board. This individual leads the project and is responsible for successful completion of objectives. While the SRO is ultimately accountable to the board, they are expected to monitor project delivery and provide strategic leadership throughout its duration.

As part of SToMP's strategic level work, the project has a multi-agency steering committee that meets on a quarterly basis. It also has two main sub-committees: one for the police (comprised of senior representatives from each of the four Welsh forces) and one for the prison service (comprised of management level staff and prison officers working in a specialist role with ex-ASP). A central tenant of SToMP has been its multidisciplinary focus; however, a substantial amount of the project's effort has been centred on services for ex-ASP in prisons. This is perhaps not surprising given the relative concentration of ex-ASP in the six prisons across Wales, compared to those spread across community services. The majority of those serving custodial sentences will face a transition from prison back into the community: a point at which they may be in particular need of additional and / or specialist support. While in prison, many ex-ASP encounter specialist charities for the first time. This therefore offers an opportunity for support to be coordinated between agencies.

At the time of writing, SToMP was coming towards the end of its initial two-year funding period and had recently been awarded funds for an additional two years.  Therefore, this report will also act as a benchmark for future formal evaluation concerning the ongoing impact of SToMP.

## Terms

The term ex-ASP (ex-armed services personnel) will largely be used throughout this report. However, we will also use the term 'veteran' generally in relation to agencies and events. While we acknowledge this has different connotations for some, it is a term that is commonly used in certain arenas and therefore its inclusion here was deemed appropriate. It should be noted that it was not a term used when collecting data.

The term 'service user' is used throughout to provide consistency of language.  The context / service information will allow readers to determine other terms which might be used to refer to individuals at this

stage of the CJS (e.g. individual in police custody).  At times, service user participants in prison cohorts may be referred to as 'men'. This is not to say ex-ASP could not be women, rather it is the nature of the prisons visited. The term 'probation' will be used to cover National Probation Service (NPS) and Community Rehabilitation Companies (CRCs). Finally, 'criminal justice system' will be abbreviated to CJS throughout.

Additional abbreviations used:

HMPS: Her Majesty's Prison Service

HMPPS: Her Majesty's Prison and Probation Service

NOMIS: National Offender Management Information System

PNOMIS: Prison National Offender Management Information System

OM: Offender Manager

VICSO: Veterans In Custody Support Officer

VLO: Veteran Liaison Officer

## Aims

SToMP commissioned this independent evaluation with the aim of assessing the project's impact to date.

In addition to examining impact, this report also considers how SToMP could a) routinely collect impact evidence; b) maximise its impact c) embed its operations in a routine and sustainable way. Thus the overarching questions addressed by this report are:

1. **What have been the impacts of the SToMP project?**
2. **What recommendations can be made for progression and/or sustainability?**

## Report Structure

This report will be structured around SToMP's core focus on **developing a consistent whole system approach to the identification, recording and signposting of ex-ASP throughout the CJS.** This builds upon the previous Identification Report. We will also seek to evaluate SToMP in several key areas which were identified in the initial SToMP funding application. The report will therefore be structured using the following headings:

- **Identification & access to specialist services**
- **Coordinated support & collaboration**
- **Data recording and monitoring**
- **Cost effectiveness**
- **Research and evaluation**
- **Embedded and sustainable services**

Each section concludes with a summary, where relevant, of achievements (actions which have been implemented); impacts (evidenced or measurable outcomes) and recommendations.

# Method

In order to assess the multiple facets of SToMP at both frontline and strategic levels, and with the perspectives of staff and service users, we took a broad ranging approach to data collection. This included qualitative and quantitative data which were collected as part of the data gathering undertaken for the Identification Report. The details of the approach taken can be found in the Identification Report and are included in Appendix A.

In addition, sources such as SToMP's meeting minutes, grant applications and newsletters were accessed via requests to the project.  A list of the meetings attended and documents accessed is provided in Appendix B. Personal communication and observational data from multi-agency meetings have been drawn upon; where used, these data are referenced to indicate their origin.  Additional secondary quantitative data were also requested from across the CJS and third sector organisations.  A thematic approach was adopted to identify themes running through this diverse data set.

## Identification and access to specialist services

The Philips report (2014) detailed a specific need to improve identification of ex-ASP within the CJS. This was deemed an important step in ensuring corresponding provision and access to services. The report also recommended that more research was needed to better understand the barriers to self-disclosure. In-line with this, the aim to improve the identification of ex-ASP within the CJS and support access to specialist services is at the core of the SToMP project. Within the original application, SToMP expected that 4% of the total HMPPS caseload would be identified as ex-ASP (SToMP, 2015).

Within the prison system, the question *'have you ever served in the armed forces?'* has been a formalised part of the Basic Custody Screening Tool since January 2015. Prior to the introduction of this question, the estimated number of ex-ASP within the prison system in England and Wales was 3.5% (DASA, 2011; OSA, 2018). A more recent estimate, from 2018, indicates that this has only risen to 3.6% since this question was introduced (OSA, 2018). While this may suggest that all ex-ASP are being identified, it may also imply that more effort is needed to create better systems for identification rather than just a single standardised question asked at reception. Notably, within the prison system in Wales, in 2015 only 96 prisoners had identified as ex-ASP out of an approximate total population of 3440 (MoJ, 2015). Thereby comprising only around 2.7% of the overall prison population in Wales: substantially fewer than the number of identified individuals within services in England. These figures highlight the potential relevance of SToMP's concentrated effort on identification within the prison system. However, it is important to note that data from one third sector organisation indicated that 38% of the ex-ASP cases they dealt with from within the CJS had come to them via self-referral. Therefore, alongside supporting identification, each criminal justice service needs to ensure they make information available and accessible, especially for those who choose not to identify to CJS staff.

This section will now consider identification and service access within the police, prison and probation services in turn.

As discussed within the Identification Report, rates of disclosure appear to be particularly low where the question *'have you ever served in the armed forces?'* is not directly asked (see Table 1). **In the one force where the question is asked, the proportion of arrestees who identify as currently serving or ex-ASP is roughly twenty times higher than in those where it is not** (Davies & Davies, 2019)[1]. Interview derived data suggests that individual staff and detainee views may also impact on ex-ASP status disclosure.

*Table 1: Arrest data in relation to armed services personnel in Wales*

| Police Force | % of total arrests | Question formalised |
|---|---|---|
| Force A | 6.6% | Yes |
| Force B | 0.1% | No |
| Force C | 0.3% | No |
| Force D | N/A | No |

*(Replicated from Davies & Davies, 2019)*

Additional staff training to raise awareness about ex-ASP related issues, and the introduction of custody veteran 'champions' (i.e. staff members with specialist training/knowledge about SToMP, similar to the model in place throughout probation services) are being considered by the police sub-group committee.

From the point of view of the individual in police custody, many service user interviewees indicated reluctance to disclose at this point due to concerns about ex-ASP status increasing sentence length. Conversely, some individuals indicated that they had disclosed because they felt this may have meant a more lenient sentence. This was described by two service users as part of a prison focus group, below:

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[1] Based on data made available from three of the forces

> **Interviewer:** *If they [police] had asked if you had served, would you have said?*
>
> **Participant 4:** *Now that can be a tricky question can't it really cos if you've got someone who's got no respect towards ex-forces or ex-vets, you've got no reason to tell them you're an ex-vet.*
>
> **Participant 5**: *I told my solicitor.*
>
> **Participant 4**: *Yeh I told my solicitor cos you know it's going to help you in court.*
>
> **Participant 5**: *It didn't do nothing for me! Still got nine years.*
>
> **Participant 4**: *You're not gonna tell them though are you? Cos for some of them, if they're ex-vet themselves, you get respect from them.*
>
> **Participant 5**: *When I was serving in the army I used to tell them. Get out of jail card wasn't it?*
>
> **Participant 4**: *You just don't get asked do you? Not even in the custody suite. They don't bother asking you. It's just your solicitor and the prison that asks.*

The relationship between ex-ASP status and sentencing has been discussed in SToMP steering committee meetings in the past, and SToMP has previously worked with court staff. **We suggest that SToMP seeks to reignite this topic.** For minor offences, it may be that the more widespread use of Liaison and Diversion (L & D) pathways could be seen as an explicit benefit leading to increased identification and channelling of ex-ASP into specific support.  Collection of data over time will help to determine the extent to which this is effective.

One of the forces was able to provide data regarding referrals made by staff for ex-ASP individuals.  These data showed that, in 2017-2018, 67% of all identified ex-ASP were signposted (i.e. given information) and 6% were referred to an organisation or service (i.e. formal written referral by staff). In the data available from 2018, signposting was up to 90% and referrals at 11%. These data did not include whether such referrals were made to specialist (i.e. veterans' charity) or statutory (e.g. social) services; nor whether they were made based on requests or on perceived need.  However, this information reflects that identification is followed by action in almost all cases in this particular force area.  **Ensuring that similar data are collected across forces will enable identification, signposting and referral data to be analysed and used to inform practice delivery and development.**

SToMP has recently liaised with the four forces to produce a new poster for custody suites, which lists the contact details of several veteran agencies with a brief explanation of the role of each one. A smaller version is also available in business card size, that may be handed out to individuals who have disclosed their military

status. This is a very positive step towards improving signposting for ex-ASP in custody suites. Ongoing data collection is needed to determine the impact of this practical practice change.

## *Achievements*

★ SToMP have continued to explore initiatives to improve identification and signposting within the police (e.g. ex-ASP champions), through hosting collaborative meetings with senior representatives from each of the forces in Wales.

★ Ongoing collaboration between SToMP, the police and the third sector to provide a new brief training packing for custody staff, to raise awareness around ex-ASP issues.

★ Through a SToMP led initiative, posters and leaflets have been collaboratively produced to be used across the four forces.

## *Recommendations*

▶ SToMP should continue to work with the police to ensure that the question '*have you ever served in the armed forces?*' is asked and recorded as part of the booking in procedure across the four forces.

▶ Data recording should include information on
  - ASP status (current or previous service)
  - Signposting rates
  - Referral rates (and to whom)
  - Number of leaflets / cards distributed

▶ Deliver appropriate training / support to front line staff and especially custody sergeants.

▶ Consider researching the perceived issues of ex-ASP status in relation to sentencing.

The SToMP project has prioritised the identification and signposting of ex-ASP within prison services which has resulted in a number of positive results. The pathways created by the SToMP project have clearly outlined the various points at which prisoners can - and should – be asked if they have ever served in the armed forces. For reference purposes, while individualised pathways have been created for each prison, the all-Wales example is provided in Appendix C. Our Identification Report showed that, across institutions, the question '*have you ever served in the armed forces'* is being asked with reasonable consistency at the various points recommended by the pathway; although there was some variation across sites. As of January 2019, due to the work of the SToMP group, ex-ASP status has been added as a flag on PNOMIS.  Therefore, SToMP appears to have developed the necessary procedures for prison identification and recording; this will require monitoring to ensure that these procedures are embedded**.**

The introduction of Veterans meetings has been an important achievement within the prison establishment in Wales.  These meetings provide a forum for ex-ASP to gather together and to socialise; as well as to gain and share information.  For the institutions who do not currently record attendance at veterans' meetings, such data should be gathered routinely to better understand the uptake of this service and how corresponding resource provision should be calculated. While veterans' coffee mornings are often discussed as central to the specialist support offered to ex-ASP within prisons, anecdotal evidence from VICSOs and service users suggests that attendance rates can be relatively low. Monitoring this and recording feedback may therefore be important to ensuring this service is being optimally delivered.

In accordance with the 'SToMP pathways', it appears that most identified ex-ASPs are able to access specialist services. However, the availability of information seems to vary across institutions. For example, in some prisons, ex-ASP who spoke to us expressed that it may not always be clear to prisoners how to access support outside the veterans' meetings; some felt this could lead to a lack of access for those who did not wish to attend these events or in the event of veterans' meetings being cancelled. While the SToMP model indicates that service users should not need to use these meetings as a gateway to support, this is the perception for some.  Access to resources outside of veterans' meetings is perhaps particularly important in those prisons with a high turnover, where individuals serving short sentences may wish to seek support prior to moving on. Thus a clear strategy to publicise support and make information available to ex-ASP outside the veterans' meetings is needed.  The freephone numbers (further discussed below) may partly serve this function.

It should be noted that in those services with specialist ex-ASP units, information was integrated throughout, and service users appeared knowledgeable about the support available. In addition, individuals on these units were able to influence which agencies came into the prison.

> *"I suppose the biggest thing is getting the message out there. It's that old thing that you can take a horse to water but you can't make it drink... There needs to be information throughout the prison, particularly on induction wings, and keep whatever information you've got is up to date and make sure that information is out there, at least on all the house blocks."*
>
> Participant 3, Prison Service User

**One major impact for the SToMP project in terms of information accessibility has been the recent addition of free phone numbers for prisoners to use to access several specialist charities.** This is very positive and may also allow those who choose not to identify to more easily access help. It will be important to examine the use of these numbers to determine their impact (i.e. for affiliated agencies to record referral data). It is also important to ensure that where specific organisations are publicised, they are able to work with all groups within the CJS; and to ensure that this is communicated in any instances where this may not be the case.

SToMP offers a direct point of contact and advice for VICSOs which has been largely welcomed, as reflected in the quote from Participant 7:

> *"If I've got any questions about where to signpost someone, I can always ask SToMP. Because he [VLO] knows all these different people from all these different agencies way better than what I do."*
>
> Participant 7, Prison Staff Member

Nevertheless, if the SToMP prison pathways are to be fully embedded and sustainable, it will be important to consider how they function with different levels of VLO and VISCO resource in place. Full-time staff dedicated to working with ex-ASP confer a significant advantage within some institutions; and there are others who benefit from highly proactive and enthusiastic VICSOs. Indeed, the functionality of this role appears contingent on these two core factors: dedicated time for work with ex-ASP and individual personalities. In conversations with prison management staff, a primary concern was whether allocating resources to specialist ex-ASP services was cost effective. This is a timely observation as the SToMP project is currently seeking a review of protected VICSO time for ex-ASP work. Developing good data recording and

monitoring practices is essential to allow the achievements and impact of these roles to be formally assessed.  Thus SToMP should closely examine the resource level and type required in different prison establishments.

> "There was a period where the staff doing it didn't seem very keen. And if they're not very keen they're not going to make a huge effort to round these people up to come down [ex-ASP to attend veterans' meetings]".
> Participant 56, Third Sector Worker
>
> "My veteran's responsibility, it's part of my job, so I can't do it all the time. If I was doing it all the time, stuff like that I could get to [meeting other VICSOs] but it's not my dedicated job."
> Participant 7, Prison Staff Member

In addition to the VICSO role, many service users reported that they felt they had a better relationship with ex-ASP staff. This may speak to a need for further training for staff within the wider prison estate, to help non-ASP staff better understand and respond to issues specific to ex-military personnel.

> "To a standard prison officer, you're a convict. Plain and simple. You're in and it doesn't matter what you're in for or what you're classed as, you're a convict. To an ex-forces, they know there's an underlying reason why you're in here. That's the difference."  Participant 4, Prison Service User
>
> "The quality of the service provided, a lot depends on the quality of the staff that provide it and their knowledge of what can be done by the various agencies. So maybe there should be training programme - even if it's a self-teach pack - these are things you need to know, because these are the things that veterans often ask about..." Participant 3, Prison Service User

One issue that was highlighted by our previous report was the importance of ensuring as much consistency as possible in the services available for all ex-ASP within the CJS. SToMP should take a lead in determining the extent to which access to services for different groups (e.g. by gender, offence type, ethnicity, location) is equitable or restricted.  This may also highlight areas where SToMP may need to act to facilitate service access in order to meet need.

> *"They are quick to come in... I've got a situation at the moment, I won't name the charity, but they came in here [prison] and it was great because they said they help with accommodation and I've filled two applications in in the last few months for two guys that are due to get out next year... and they said yes they'd be able to help with accommodation but then when you get down to the nitty gritty… And the reply I got was* **we can't guarantee we can help you particularly because of the nature of his offence, we don't normally deal with those sort of cases…. "**

Participant 7, Prison Staff Member

## Achievements

- ★ SToMP have created individualised pathways for each prison to highlight the various points at which individuals should be asked if they have ever served in the armed forces.

- ★ In tandem with existing forums and services within some establishments, SToMP have helped to develop veterans' meetings for service users across the prison estate.

- ★ Signposting services have been improved through upskilling of VICSOs.

- ★ The SToMP group have successfully campaigned for ex-ASP status to be recorded as flag on PNOMIS.

- ★ Representatives from each of five prison services have been invited to share practice ideas and co-ordinate events / processes through meetings hosted by SToMP.

## Recommendations

- ► The planned review of staffing use and provision within prisons by SToMP should be used as an opportunity to gather data to determine the level of ex-ASP dedicated resources needed and their impact. This would also enable a formalised economic evaluation of SToMP and ex-ASP specific services within Welsh prisons to be conducted.

- ► There is a need for improved data recording and monitoring regarding ex-ASP referrals, needs and use of services, as well as little follow-up data to show whether the use of specialist services has any impact on reoffending. It is essential that steps are taken to develop and use systems to collect such data.

- ► SToMP could be leading the way in monitoring and championing equity of services for ex-ASP cross the board (e.g. by age, offence type, ethnicity and location).

► As part of its second funded phase, SToMP may wish to consider how the VICSO role could become fully imbedded within routine services. This may require collaborative discussion and / or individualised plans based on feedback from each institution. In-line with this, SToMP could continue to help facilitate the sharing of best practice between establishments (e.g. VICSOs visiting veterans' coffee mornings in other prisons).

In the original SToMP business case, it was hoped that 4% of the total offender population in Wales would be flagged as ex-ASP (SToMP, 2015). This appears to have been particularly successful within those cases covered by the NPS. Across Wales, the proportion of ex-ASP at the beginning of 2017 was 4% and in December 2018 was recorded as 4.5%.  Comparison of numbers of identified ex-ASP within the NPS and CRC across time (2015 vs 2018; see Table 1), clearly shows a substantial rise in identification rates particularly within the NPS.  It should be noted however that as these data represent those on the caseload during the calendar year; it is unclear how many of those identified in 2015 would also have been present in 2018.

*Table 2: Number of identified ex-ASP on the NPS and CRC caseloads*

|  | NPS | CRC | Total |
|---|---|---|---|
| **2015** | 33 | 122 | 155 |
| **2018** | 315 | 213 | 568 |

As shown in Figure 1, at the regional level, four of the five NPS areas are around or above this recording rate; with Area Five showing a notable increase from 3.9% to 5.9% between October 2017 and December 2018. However, Area Three remains below the 4% benchmark level.   These area differences may reflect natural variation but may relate to the different activities and methods being used across areas. This needs some further review, as it may show that identification and services for ex-ASP are not yet geographically equal across Wales.
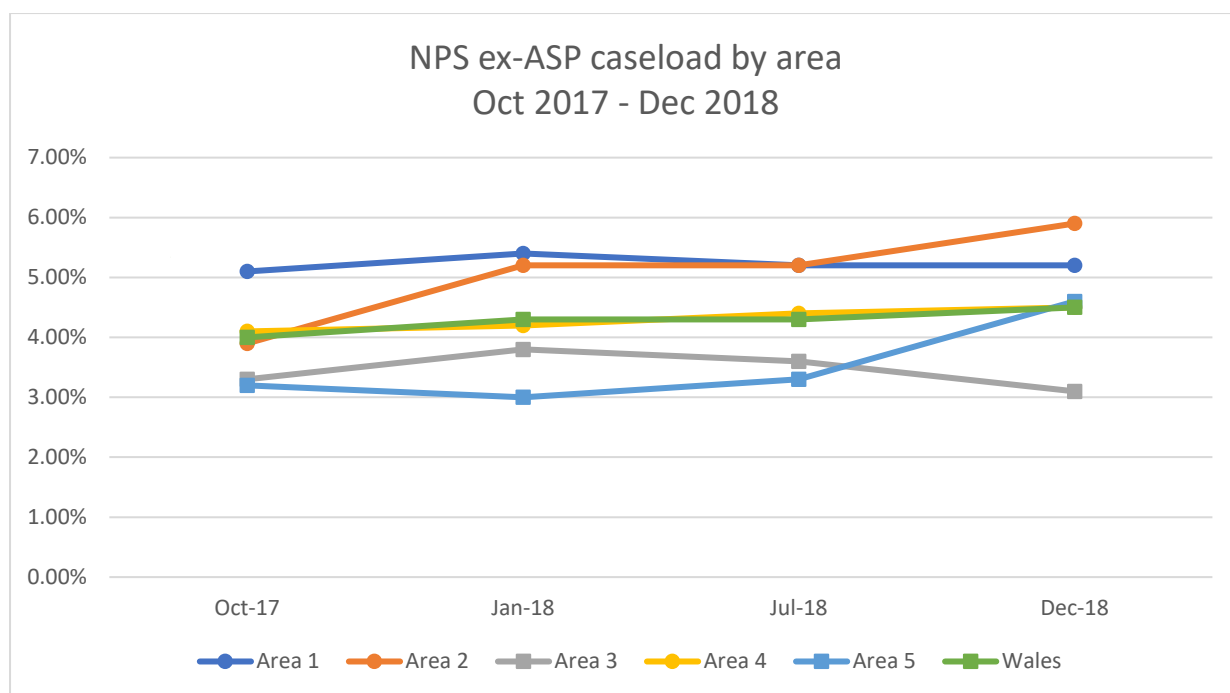
*Fig 1: Ex-ASP caseload per NPS area and overall national average*

Corresponding data to show changes over time were not available from the CRC. However, based on its overall caseload, the identification rate of ex-ASP (as of Feb 2019) is 2.2%: half of what is observed in the NPS. The existing literature indicates that, across England and Wales, ex-ASP make up an equal proportion of those serving custodial or community sentences (DASA, 2011; MoJ, 2018), so the rate of identified ex-ASP within the NPS and CRC would be expected to be similar. While this assumption needs to be investigated further, the higher identification rate within the NPS seems likely to reflect the work of SToMP to improve identification within the prison system in particular.

Conversely, the comparatively lower identification rate reported within the CRCs suggests that more work may be needed to improve identification within these services. Indeed, several offender managers (OMs) reported that asking about ASP status was not a formalised part of their paperwork (as discussed further in our Identification Report).

> *"I think it's not as structured across the board across all of the probation areas. Cos obviously we've got the national probation service and then we got Wales CRC, so we use different paperwork anyway but that, for example that equalities form, sometimes we get that from court. So if someone's been through court and they've got an order we'll get that form with that information on. Other times we won't, or other times we won't ask the question ourselves. And I'll be honest, I've forgotten to ask the question."*
>
> Participant 43, Probation Staff Member

The SToMP project has been very proactive in the advancement of the ex-ASP champion role across probation services within Wales. SToMP has created new posts, as well as formalising processes that were already in place. However, there is a substantially higher proportion of champions within NPS offices compared to the CRC (see Figure 2). It is possible that this is an additional factor in the lower identification rates within the CRC in Wales compared to the NPS.

**Feedback from all champions was unanimously positive in terms of the support and resources available.** One aspect of the champion role is to raise awareness of identification of ex-ASP within teams. However, given that 'champion duties' make up a very small part of their jobs as OMs, there is limited time dedicated to this. This notwithstanding, champions appear to play an important part as a point of contact for other OMs within teams (e.g. for assistance with referrals).

> *"For what I actually do, this particular element [champion role] is 1%, tops, of the stuff I do."*
> Participant 58, Probation Staff Member

While all champions were positive about their role, there were substantial differences between individuals in terms of how confident they seemed in their ability to signpost or provide appropriate support without referring to SToMP. Probation champions were all very positive about the information they had been given by SToMP, however some felt they would benefit from more information about services within their local area.  It was also noted that due to the short-term funding of many agencies, contacts in the information pack could go quickly out-of-date. **I**t may therefore for worthwhile considering a more dynamic online resource that could be updated and accessed in real time without the need for dissemination. As is the case with VICSOs in prisons, to further embed these roles with a view to long term sustainability**, it will be important for probation champions to have sufficient knowledge and resources to independently deal with cases and/or liaise with relevant third sector agencies.**
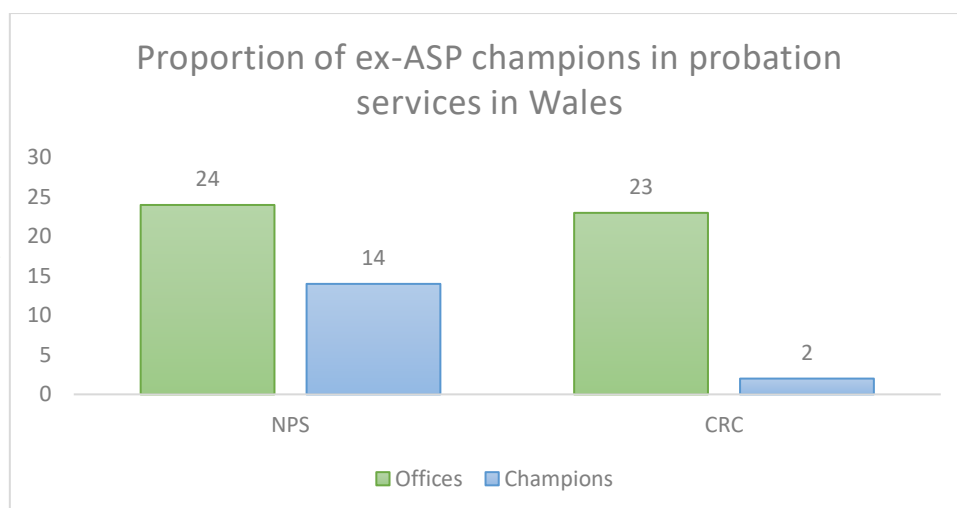
*Fig 2: Champions across NPS and CRC probation offices*

There were geographic differences reported that may impact on the equity of service provision and access. Firstly, while there was a greater proportion of champions in the NPS overall, the number of champions per office varied by area (as shown in Figure 3). Interestingly, while we have not performed any formal analyses on these data, the NPS identification rate of ex-ASP per area (see Figure 1) does not appear to correspond to the proportion of champions per area (see Figure 3). This further highlights the need for an improvement in data recording in tandem with any service changes to better understand where – and why – certain processes are creating change.
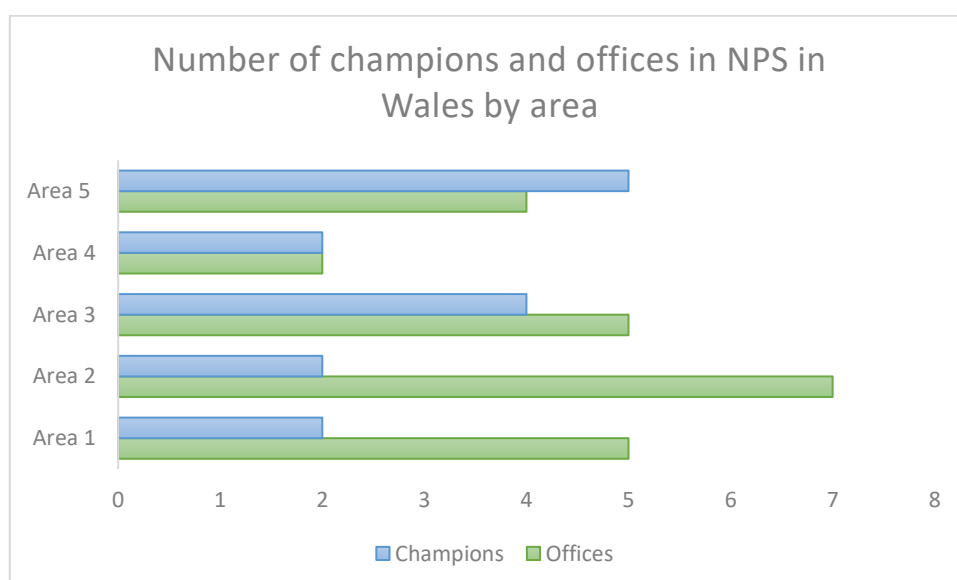


*Figure 3: Proportion of ex-ASP champions per NPS area in Wales*

Some champions in Mid and North Wales expressed that they felt disadvantaged in terms of attendance at meetings and events, as these largely took place in the south. In order to combat this, SToMP previously set-up a teleconference for champions, however it was reported from various sources that this was generally poorly attended and was therefore discontinued. Some champions mentioned the e-mails received as part of the SToMP mailing lists needed more context and information to be given in order for them to determine the relative importance of individual events (i.e. which should be prioritised / were just 'for information'). It may be that more explicit consideration is needed by SToMP, the champions and their managers in order to prioritise the most important meetings; and to negotiate and / or encourage attendance at events that may be have a particularly beneficial impact on their champion role (i.e. specialist training events).

> *"A lot of it's on the system.... I'm now included in the email traffic which is quite a lot, and it can obviously sometimes be like meetings and the trouble is, down here, we are away from it. It's one of those catch 22s. You want to be part of it, but you know to go all the way up to wherever say for instance Cardiff for a meeting, you know what's traffic like, it can be terrible just getting there in the first place."*
> Participant 58, Probation Staff Member

SToMP appear aware of geographical differences in Wales.  Forthcoming training for all probation staff will centre on ex-ASP issues and may help to reduce the need for champions in all probation offices and may also improve identification and signposting. **However, it will be critical to monitor these developments to determine the impact** and to inform an optimal staffing and resource model for this area of work.

### *Achievements*

- ★ Champions feel supported in their role and praised the resources available.

- ★ Systems in place to disseminate information through email updates and event invitations sent to probation champions.

- ★ Clear contact points created for assisting champions with referrals and signposting to specialist services.

- ★ Knowledgeable ex-ASP champions who are largely aware of the services available and where to signpost.

*Impacts*

- ✓ Identification rates have improved within NPS and CRC with most NPS areas meeting or exceeding the initial 4% benchmark.

*Recommendations*

- ► The equity of services needs to be examined to ensure no service users are disadvantaged (e.g. by location).

- ► Embedding knowledge and procedures needs to continue so that champions can work independently. This includes refining the information which is provided re meetings and events to ensure appropriate prioritisation.

- ► A dynamic information database of local and national resources could be created, that could be edited in real time to ensure ongoing relevance.

- ► An ongoing audit of probation offices / approved premises should be introduced to show where and why the question '*have you ever severed in the armed forces*' is being asked and recorded as part of formalised paperwork.

- ► Improved data recording is needed to know where identification has occurred (i.e. pre-identified in prison or again/first time at probation) and which services people are being referred to.

## Coordinated support & collaborative working

Central to SToMP's ethos and perhaps the project's most fundamental aim has been *"to develop a consistent whole-system approach to identifying, recording and signposting ex-ASP in the CJS"* (Leeanne Plechowicz, personal communication 23rd Jan 2019; SToMP 2015). In this regard, SToMP has made important progress at a service level (e.g. steering committee meetings and influence on policy) as well as on the ground (e.g. coordinating third sector support for individual service users). However, **work is now needed to develop ways to routinely record and evidence such work and to ensure collaborative working practices are fully embedded across services.**

### *Strategic level working*

> *"To me SToMP is at the top of the pyramid, that controls all the organisations that want to help to ensure that collaborative working actually happens."* Participant 57, Third Sector Worker

The SToMP project has aimed to bring together statutory and third sector stakeholders at a national level. One way this has been approached is through the development of quarterly steering committee meetings and service specific (e.g. police; prison) sub-groups. SToMP's official list of steering committee members includes 11 ex-ASP charities, as well as 15 statutory agencies including representatives from across the CJS, NHS and Welsh government. It is evident from the committee minutes that over the last 12 months, nine of the 11 charities have attended one steering committee meeting or fewer. Five of the charities listed as steering committee members did not attend any meetings during the period. Of the statutory agencies listed as members, two had not attended any meetings and four had attended only one meeting or less in the last year. It is important for the SToMP committee to regularly review their membership and the potential barriers to attendance (e.g. relevance, importance, cost) to ensure it remains up to date and inclusive. Using meeting attendance data in tandem with data relating to signposting activity (i.e. which organisations are ex-ASP's currently being directed to) would be a robust way to do this.

The SToMP project's sub-group meetings of police, prison and probation appear to have had mixed successes and faced various challenges. Attendance at the prison sub-group has historically varied, often as a result of the lack of protected time for VICSOs. However, this appears to be changing and the group has been proactive in progressing actions, including in looking to assess how time is allocated to VICSOs for ex-ASP work. Issues of time were also expressed by probation champions; who previously had a specialist

teleconference meeting organised by SToMP. This may also be due to many champions often having few ex-ASP on the team caseload, meaning such work is not a priority. Indeed, this was expressed by individuals but may be also be an issue for managers in terms of offering protected time for specifically ex-ASP related work. Nevertheless, of the champions spoken to, most were happy with the level of support and did not express a particular desire for these meetings to occur.

The SToMP police sub group brings together representatives from each of the forces. Some members report that while this has been relatively slow moving in terms of its impacts, recent collaborations between the forces have created some positive outcomes. This includes publicity for custody suites and collaborating with the third sector to improve staff awareness of ex-ASP issues.

The original SToMP application also stated that it would work to assist smaller charities with funding bids etc (SToMP, 2015). This has been an important part of SToMP's work and has created some positive ongoing collaboration. Nevertheless, due to the short-term nature of many funding streams, it also means that some previously involved organisations no longer have financial support. SToMP may wish to engage with other stakeholders to consider how statutory agencies can collaborate with the third sector in a more consistent way. One suggestion arising from the police sub-committee has been to contract specific agencies to work as partners, however at the time of writing this is not a strategy that has been implemented. Deciding on an approach for how to work with such organisations may be important in SToMP's future work to create a sustainable model across services. At present, there are many smaller organisations doing positive work; however due to short-term funding, this is often difficult to embed before these projects close. Greater, formalised collaboration may therefore be beneficial in order to provide more sustainable services.

## Work on the ground

Efforts to coordinate support appear to have been most concentrated within the prison service. As part of this, it is expected that all ex-ASP – particularly those in resettlement prisons and establishments with specialist veteran provision – would be offered a meeting with their local VLO or VICSO, who would assist in signposting and coordinating support. However there were no data available regarding which service users had or had not met with the VLOs, why this was and whether they had been signposted / any formal referrals had been made. It is essential that SToMP develops systems to formally record VISCO and VLO meeting, assessment and signposting activity to monitor its own working and to evidence their role in any successes.

> *"Do people know what STOMP is? No."* Participant 30, Prison Staff Member

In order to ensure access to appropriate support and to avoid duplication in service provision, some locations have trialled a needs assessment form. Information collected through this process is used to guide discussions with different agencies about individual needs and possible assistance required. At present this takes place at the end of veterans' coffee mornings. **It is essential that this process is evaluated to determine the effect it has on outcomes such as signposting, services being accessed, and actions being completed**. Consideration is also needed about the management and governance of this data to ensure its use and storage complies with GDPR (General Data Protection).

> *"I think it's [needs assessment form] a good idea but I don't think anything comes from it. It seems like a wonderful idea but unless there's action on each point, what's the point of doing it?"*
>
> Participant 56, Third Sector Worker

Third sector and probation staff expressed that they would like further assistance to work more collaboratively. This appeared to be particularly important at the point that service users were leaving prison. Here there was a reported lack of information sharing and sometimes confusion between the agencies about their respective roles.

> *"There should be a liaison between the probation officer who's been assigned to the person that's in prison and will then see them on a regular basis if they're under licence, I think if we're involved we should have a discourse with that probation officer as a standard thing. **Because it's all about communication**. They need to know what we're doing, we need to know what the prisoner's doing and what the prisoner's licence requirements are, to be as effective as we can and not to contravene any regulations inadvertently. **I think that's very important, but this structure isn't set up at all, it's very hit and miss.... I think it should be built into what's the norm, I think it should be the protocol really**."* Participant 57, Third Sector Worker

What was suggested by two individuals from each of these sectors was a meeting or event between probation champions and relevant third sector agencies. The aim would be to make connections, as well as to learn about the specific role of each charity.

> "*I think I'd like potentially a gathering, it would cost money obviously… **so for example if we could split the country up into areas and SToMP organise a meeting to get one representative from probation within that area, the police, prison**…I think if we could have a sort of gathering where all the third sectors come in and just give a 5 minute spiel to just say look, this is what we do, here's some information. If you put it on your noticeboards you know. Whether it's a veteran that comes in or whether it's you yourselves that recognise that individual could use assistance. We're not here to interfere or takeover, erm, and if that could be done on a sort of campaign that could be done.*" Participant 56, Third Sector Worker

> "*I need to know what's going on a bit better, to be going out and seeing what's going on, what we've got available, if things do change. We're trying to do that, you know, this is just a small part of my role. I am a probation officer with thirty odd cases, who are all high risk and have got things going on every day. **So, you know it is hard but it's knowing what's going on locally, having a better understanding of who offers what and how we can get that in place quickly rather than just learning as I'm going along.**"*
> Participant 43, Probation Staff Member

One level of collaboration that could be enhanced is input directly from service users. Three of the prisons visited appeared to be working in conjunction with ex-ASP prisoners and incorporating their feedback into their work. The most formalised example of which uses the monthly veterans' meeting as a forum for service users to present, and have their say on, several issues. This group has agreed terms of reference and minutes from each meeting are sent to relevant professionals and service users. This was also the institution were prison staff appeared to work most closely with ex-ASP peer mentors, to apparently positive effect. This may act as a model for other services. The SToMP committee should also consider service user representation quarterly and sub-group meetings and practical ways to achieve this (e.g. holding the steering group in settings where service users could attend). This may benefit from formally linking to the service user engagement work being undertaken within NPS.

In 2019, SToMP commissioned videos to add to staff training resources around ex-ASP issues which featured service users. The videos were particularly intended to highlight issues around the importance of identifying and signposting ex-ASP within the CJS. Such material is clearly very valuable for raising awareness, however, it should not be considered a substitute for formalised service user input or feedback.

*Achievements*

★ Collaboration through the creation of multi-disciplinary meetings and events with a wide range of stakeholders.

★ Establishment of a project steering committee and a number of service specific sub-groups.

★ Creation of service user videos as a unique and specialist training resource.

★ Work with third sector organisations to develop strategic partnerships.

*Recommendations*

► The work on the needs assessment form and the processes for recording / sharing information should continue and be appropriately evaluated.

► Work to enhance collaboration between statutory agencies and the third sector should continue. To achieve this, SToMP may wish to consider the use of anonymous feedback; focus groups and strategic meetings to understand operational barriers and how these can be addressed.

► Ways to develop service user involvement needs to continue, especially for strategy level meetings. This should build upon the achievements already made in this area.

► Data recording and monitoring mechanisms are needed to evaluate how multi-agency support is being coordinated.

## Data recording and monitoring

Improved data recording and monitoring practices were outlined as one of the main aims of the SToMP project within its original application. While some important progress has been made in this area (e.g. ex-ASP status as a flag on PNOMIS), much more focus and priority for routine data gathering is now needed. Refining the way in which data are managed is essential to the ongoing monitoring of SToMP's activities and to how its work may be embedded within routine services in the long term.

In April 2018, SToMP published a brief report regarding the pathways for ex-ASP in Welsh prisons in terms of identification and access to services, where the routine collation of information was highlighted as a key point. Furthering this, SToMP may wish to provide guidance and a framework for what data should be recorded and how this could be introduced. This would provide clarity about, and consistency in, recording and reporting of key information. In turn, this would contribute towards an empirical understanding of the nature of the ex-ASP prison population and whether specialist services are having any meaningful impact.

The lack of data recording has meant that many of the potential impacts of the SToMP project have been difficult to empirically evaluate beyond case study evidence and anecdotal reports.  This is reflected in the limited scope and nature of the quantitative impacts highlighted and the recommendations made in the summary sections throughout this report.  **The collection and collation of data is absolutely essential for ongoing impact assessment; therefore, we provide a number of recommendations for this below.**  It is worth noting that those domains where quantitative data have been readily accessible are those where specific actions in relation to recording have been introduced (e.g. identification rates in NPS) or where data are being used to inform future activity (e.g. data from a third sector organisation).

To date, SToMP has collated basic information for identified ex-ASP within the CJS provided by HMPPS. This has included the number of identified service users (standing at 518 in Oct 2018) and basic demographic data pertaining to each case (i.e. age/sex/type and length of sentence/needs). These data are also broken down by service area. An example data snapshot is available in Appendix D. Such data are a useful starting point with which to profile this cohort and to provide a general overview of identification practices by area, particularly if collated at regular intervals over time. Nevertheless, additional data recording remains essential to monitor the impacts of SToMP initiatives.

We would recommend that data collection includes, as a minimum: detailed profiling of the group, crimogenic needs, referrals, engagement with services and the outcomes of these, offending and recall data. These data would need to be standardised and collected routinely across the CJS pathway. In order to

ensure that this information is gathered at every possible point, an assessment form could be developed and distributed across disciplines; this could become a requirement for individuals working with ex-ASP throughout their criminal justice journey (i.e. VICSO, probation officer, third sector workers). It may be that tools such as the needs assessment form being piloted in prisons would provide a foundation for this. The information collected could also provide evidence as to the cost-benefit of committing time and resources to ex-ASP services. As such it is likely to be of interest to a wide range of stakeholders.  It should be noted that high quality data recording is already happening within some third sector services, where we saw some excellent examples of the use of such data for monitoring and evaluation purposes. Below are some suggested fields in which data could be gathered from identified ex-ASP known to SToMP:

> - **Demographics**: Age; gender; ethnicity
> - **Military service:** Branch; service length; date left; reason for leaving
> - **Needs:** e.g. mental health; housing; accommodation; relationships; drugs etc*
> - **Referrals:** a record of all referrals to which organisations
> - **Engagement:** is the service user engaging/attending? If not, why not?
> - **Outcomes** from service engagement (e.g. access to housing, resources, specialist support)
> - **Offending behaviour:** record of index offence; record of any reoffending

*We would recommend this on a scale rather than a yes / no basis*

One of the best examples of data good practice we were provided with as part of this evaluation was from a veterans' charity. They had developed a system to enable them to produce detailed reports of key information at a push of a button.  This organisation also commented on how much improving these systems had changed the way they were able to think about their work.

*"You know so again, and we've had to do this with other parts of our services, you don't listen to your gut feeling you listen to the data. So you do have to look at the actual specifics of what your service users are… So we've had to learn, and I'm sure a lot of agencies the same, to look at your data and not just go to your gut."* Participant 55, Third Sector Worker

In addition to the routine recording of quantitative data as suggested above, we would also encourage SToMP to regularly obtain feedback from both service users and stakeholders in relation to the project through surveys and interviews. As the project progresses it may be important to assess whether service users perceive signposting and access to services to be improving. Feedback at this level may also help to elucidate any remaining barriers to service users accessing support. Eliciting feedback from stakeholders may be of additional utility to better understand operational barriers, as well as to assess ongoing

collaborations with the project and viewpoints on going progression. This may be particularly important to ensure that achievements can be embedded within routine services in a sustainable manner.

## Achievements

★ Introduction of recording of identification within PNOMIS within all prison settings.

## Recommendations

► Data collection must be improved to enable ongoing monitoring and evaluation. The current lack of empirical evidence, particularly longitudinally, means that it is very difficult to formally assess the impact of the project or of many other services for ex-ASP within the CJS.

# Cost effectiveness

Determining the cost effectiveness of SToMP is an area for further development.  At present, assessing the monetary benefits and wellbeing value of SToMP is difficult due to the lack of empirical data to measure outcomes. However, for the project going forward, an economic assessment should be included to inform judgements about its sustainability and longevity. It is also essential for stakeholders to be assured of ongoing investment in ex-ASP specific services. Systems need to be introduced which will enable a future economic assessment of SToMP if this is seen as an important element of the evaluation.  To achieve this, it will be necessary to record service user outcomes and the resources associated with SToMP (both directly budgeted and financed in other ways). As SToMP's greatest expenditure is on staff salaries, it is important to know that staff time is being appropriately directed to ensure this is an economically viable structure. This should be informed by, and used to inform, any revisions or changes to staff roles and activity. We would suggest periodic activity sampling be used (where each staff member keeps and reports a log of activities and targets for a specific period of time). This would allow mapping of how time is spent which could be cross referenced with impacts in the different areas of activity.   This approach could also be considered in tandem with steering committee or other quarterly overall goals for the project. Creating percentages for time allocation may be useful in mapping this in relation to cost and effectiveness. It may also help to map where specialist SToMP resources are needed or where these can be embedded and delivered by others as part of routine practice.  Travel logs could also be kept, for a clearer analysis of these costs and how they are best managed.

Process mapping of this kind may also be beneficial in highlighting the institutions, or areas, where SToMP's work may be most needed and to provide a clearer picture more specific cost-benefit analysis. For example, in prisons with full-time staff dedicated to ex-ASP, such staff appeared to not require external assistance; rather STOMP's role seemed better placed in terms of providing input on best practice and collaborative working. Whereas, in other institutions which appear to have comparatively little support for ex-ASP, SToMP's resources may have a more significant impact. While these are clearly operational issues for each service, close monitoring of such operations may help SToMP workers to know where time will be most affectively allocated.

*Recommendations*

► Improve data collection and monitoring procedures to permit economic evaluation of both SToMP and specialised ex-ASP provision across the CJS. Particular assessment of staff costs, with a view to how SToMP's services could be imbedded within existing structures.

## Research and evaluation

SToMP has directly commissioned three pieces of formal academic research, including allocating funds for the present independent evaluation, and the project should be commended for this. Wrexham Glyndwr University were commissioned to examine domestic violence perpetrated by ex-ASP and we were additionally commissioned to conduct the Identification Report. These have been highly relevant areas of research, particularly in terms of a Wales-specific perspective. Going forward however, **SToMP may wish to consider using research not only to expand knowledge but also as a way of defining clear, actionable objectives that can be used as a measure of ongoing progress and development**

SToMP has also been involved in the evaluation of pilot project with ex-ASP charity Change Step to map and create pathways for ex-ASP from Military Corrective Training Centre (MCTC) in England, who are then released back into Wales. This was an important collaboration as its a) involved partnership with a relatively small third sector organisation in order to improve working strategies with HMPS and b) demonstrated the potential for empirical measurement of scoping activities.

In addition to this commissioned and collaborative research work, a member of SToMP staff also conducted a research study as part of a MSc award. This study was undertaken to better explore the resettlement experience of ex-ASP who had been released from England and Wales' first ex-ASP dedicated prison unit. As a small-scale research study, the results were not conclusive; however this project was valuable in its demonstration of the importance of research to the ongoing understanding of ex-ASP services within the CJS.

Future impact evaluation of SToMP should be linked to the development of data management practices and outcome measurement.  Collecting data in relation to a clear set of measurable objectives would allow routine evaluation based on data extraction and reporting.  This could then be used to inform service development and implementation, and could be supplemented by additional qualitative work to understand staff and services user perspectives.

An additional avenue for the SToMP project to consider in terms of research and evaluation may be trying to gather some data regarding individuals within the CJS who may not have identified. Clearly this is a difficult to reach group, although it is possible that some of this cohort would identify to non-CJS agencies (e.g. veterans' charities).  It would be pertinent to SToMP's overarching aims to have more information regarding the number of individuals who have not identified to the CJS, why they have chosen not to identify and how this group may differ from those who have disclosed their ex-ASP status (e.g. in terms of demographics, needs etc). This may not be achievable, but it seems more than worthy of an attempt. If SToMP were

interested in gathering such data, it may be possible through an anonymous prison wide survey if distributed to a large enough group (i.e. with a 20% response rate from the larger prisons in Wales). We have provided an example survey in Appendix E that could act as a possible template.  This could be used in conjunction with data about the number of people who have been through CJS processes but have accessed non-statutory support without a referral from a CJS agency

## *Achievements*

★ Three independent university led research projects have been commissioned by SToMP in three meaningful areas

★ A collaborative pilot evaluation and creation of descriptive pathway completed for ex-ASP resettling to Wales following sentences in MCTC

★ Research study exploring the resettlement of experience of ex-ASP released from a specialist ex-ASP unit in Wales.

## *Recommendations*

► Improved data collection and monitoring practices to enable easily conducted, ongoing evaluation of SToMP and its impacts

## Embedded and sustainable services

> *"I think it's good but what does it [SToMP] really do? What does it actually do? It was a brilliant idea and they launched it with all this paper and the logo... and it's got money for a couple of years but what's going to happen after that? How's it going to enhance, what's it gonna do to help these veterans?"* Participant 56, Third Sector Worker

In SToMP's initial application, a significant focus was placed on the time-limited nature of the project and the importance of ensuring sustainability within the structures it planned to embed. With the further agreed funding for SToMP, if this remains the long-term goal of the project, **we would expect that the operationalisation of this would form a major part of its next phase.**

Throughout this report, we have commented on areas that would be necessary to ongoing sustainability, particularly in relation to staff with ex-ASP specific roles (e.g. VICSOs and champions) being sufficiently engaged and competent to conduct their role independently. How services would continue to work collaboratively would be important to explore and whether – or not – such collaboration would function without a secondary orchestrator remains to be considered. To be adequately answered, such questions would require in-depth feedback from stakeholders across the board; as well as multi-disciplinary strategic agreements.

> *"I think if STOMP was taken away you would still need an overarching manager of some sort, something to guide, to manage the processes that we do to ensure that the agencies do continue to work together to ensure that we do have the veterans at the centre of everything that we're actually trying to achieve… Little nudges to keep people going the right way."* Participant 26, Prison Staff Member

It will be important for SToMP to consider the most appropriate models for creating embedded and sustainable services, and how this can be achieved. This will require collaboration with partners and other stakeholders to determine the long-term future of SToMP – what resources might be needed, what form they should take and how these will be funded.

### Achievements

★ Training and supporting of ex-ASP specialist staff members in prison and probation services.

### Recommendations

► Consideration of how to embed existing good practice and create consistent, sustainable services for ex-ASP across the CJS should be a major part of SToMP's next phase.

## Closing Remarks

SToMP appears to have delivered a range of very positive work to improve the identification of ex-ASP and to raise awareness across the CJS of ex-ASP specific issues, as well as in concerted efforts to bring together a host of stakeholders to improve services at an individual and strategic level. They have demonstrated some areas of exemplary good practice of which they should be proud, and they have also taken forward some important actions across the CJS. However, it is difficult for the project to showcase the specific impacts of some of this work due to a lack of routinely collected data. We hope that the successes that have been achieved will be sustained and that SToMP's focus going forward will be on developing systems for routine data collection and consideration of how to embed their model within standard services.

In whatever iteration the project goes forward, the single biggest recommendation to be made is an improvement in data recording and monitoring practices. Careful implementation and standardisation of routine data collection will permit a more thorough, empirically focused evaluation in the future. The existing approaches used by some third sector organisations may provide a solid foundation for this. Following from the recommendations within this report, SToMP may wish to utilise its steering group to discuss key impacts for ongoing measurement and how these could be collaboratively recorded.

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# Appendix A: Methods

Method

Study design

The study used a mixed method design to capture as much data as possible across different sources. This included bringing together existing quantitative data, as well as conducting additional observational and qualitative research from multiple sectors.

*Observational*

In order to assess day-to-day procedures and environmental factors, observational methods were employed across custody suites and prisons services. Multi-agency meetings as part of the SToMP project were also attended, and minutes reviewed, to better understand current procedures and planned progression. The aim of this was to understand current systems and to provide an opportunity to look for 'windows' that are currently used for identification and signposting and/or how these could be improved.

*Quantitative*

Requests for existing data pertaining to ex-ASP were sent to individual police forces and prisons across Wales, as well as a number of third sector agencies. This was to gather existing data / knowledge about ex-ASPs, as well as to develop thinking around recording practices.  In addition to the existing data gathered, a brief survey was also given out at two prisons (see Appendix E). This was developed based on the qualitative data that had already been collected and was designed to provide some additional demographic information, as well as quantifiable data regarding identification and services accessed.

*Qualitative*

Interviews and focus groups were conducted with service users and staff across different elements of the CJS. The decision to employ individual or group-based methods was made by the researcher based on practical factors (e.g. availability of people) and interviewee preferences.  This enabled the qualitative component to be flexible to individual factors in each setting, thereby maximising participation.

Ethical considerations

*Approvals*

The study was granted NRC approval (2018-138) to be conducted across HMPPS. Where necessary (i.e. in privately owned institutions) separate approvals were gained. Where informal notes were taken, whether on the phone or in person, it was made clear that this was the researcher's intention. For formal interviews and focus groups, where information was audio recorded (and therefore specific quotes could be used), all participants signed a consent form to indicate they understood this procedure, consented to their data being used and to anonymised quotes being included within the final report.

*Data protection and anonymity*

All services were assigned a letter (i.e. HMP A) and participants assigned a pseudonym, where relevant. All existing data requested from other services was received in an anonymised format and surveys were conducted anonymously. For formally recorded qualitative data, all identifiable information was removed upon transcription. Where appropriate, additional editing may have taken place to ensure anonymity (e.g. where region specific slang has been used). In the interests of keeping all opinions featured within this report anonymous, it will only be made clear whether a quotation was derived from staff or a service user and from which service area.

## Appendix B: Included meetings and documents

| Meeting | Date | Location |
|---|---|---|
| Steering Committee - attended | 16.01.2019 | HMP Berwyn |
| Steering Committee - attended | 03.10.2019 | Cardiff Probation |
| Steering Committee - minutes | 26.06.2018 | HMP Berwyn |
| Steering Committee - minutes | 29.03.2018 | HMP Usk |
| Steering Committee - minutes | 13.12.2017 | Merthyr Tydfil |
| Steering Committee - minutes | 29.08.2017 | Swansea Probation |
| Steering Committee - minutes | 08.05.2017 | Cardiff Probation |
| Steering Committee - minutes | 31.01.2017 | Bridgend Probation |
| Steering Committee - minutes | 12.10.2016 | Cardiff Probation |
| Prison Sub Group - minutes | 19.07.2017 | Bridgend Probation |
| Prison Sub Group - attended | 24.10.2018 | Cardiff Probation |
| Prison Sub Group -minutes | 04.02.2019 | Cardiff Probation |
| Police Sub Group - attended | 10.09.2018 | Cardiff Probation |
| Police Sub Group - minutes | 28.11.2018 | Cardiff Probation |
| Police Sub Group - attended | 13.02.2019 | Teleconference |
| Veterans Coffee Morning attended | 04.09.2018 | HMP Cardiff |
| Veterans Coffee Morning attended | 02.10.2018 | Hmp Cardiff |
| Veterans Coffee Morning attended | 19.09.2018 | HMP Berwyn |
| Veterans Coffee Morning attended | 20.11.2018 | HMP Berwyn |
| Veterans Coffee Morning attended | 05.09.2018 | HMP Swansea |
| Veterans Coffee Morning attended | 28.09.2018 | HMP Swansea |
| Veterans Coffee Morning attended | 27.09.2018 | HMP Parc (mains) |
| Veterans Coffee Morning attended | 27.09.2018 | HMP Parc (VP wing) |
| Veterans Coffee Morning attended | 27.11.2018 | HMP Usk |
| **Document** | **Date** | |
| Newsletter | Aug-18 | |
| Newsletter | Feb-18 | |
| Newsletter | Jul-17 | |
| Newsletter | Mar-17 | |
| Newsletter | Oct-17 | |
| Newsletter | Winter 2016 | |
| SToMP final application form | Jan-16 | |
| Covenant large grant stage 2 | | |
| Prison Pathway Report | April 2018 | |

## Appendix C: All Wales Prison Pathway

**All Wales ex-ASP Pathway**

**SToMP**
Supporting Transition of Military Personnel
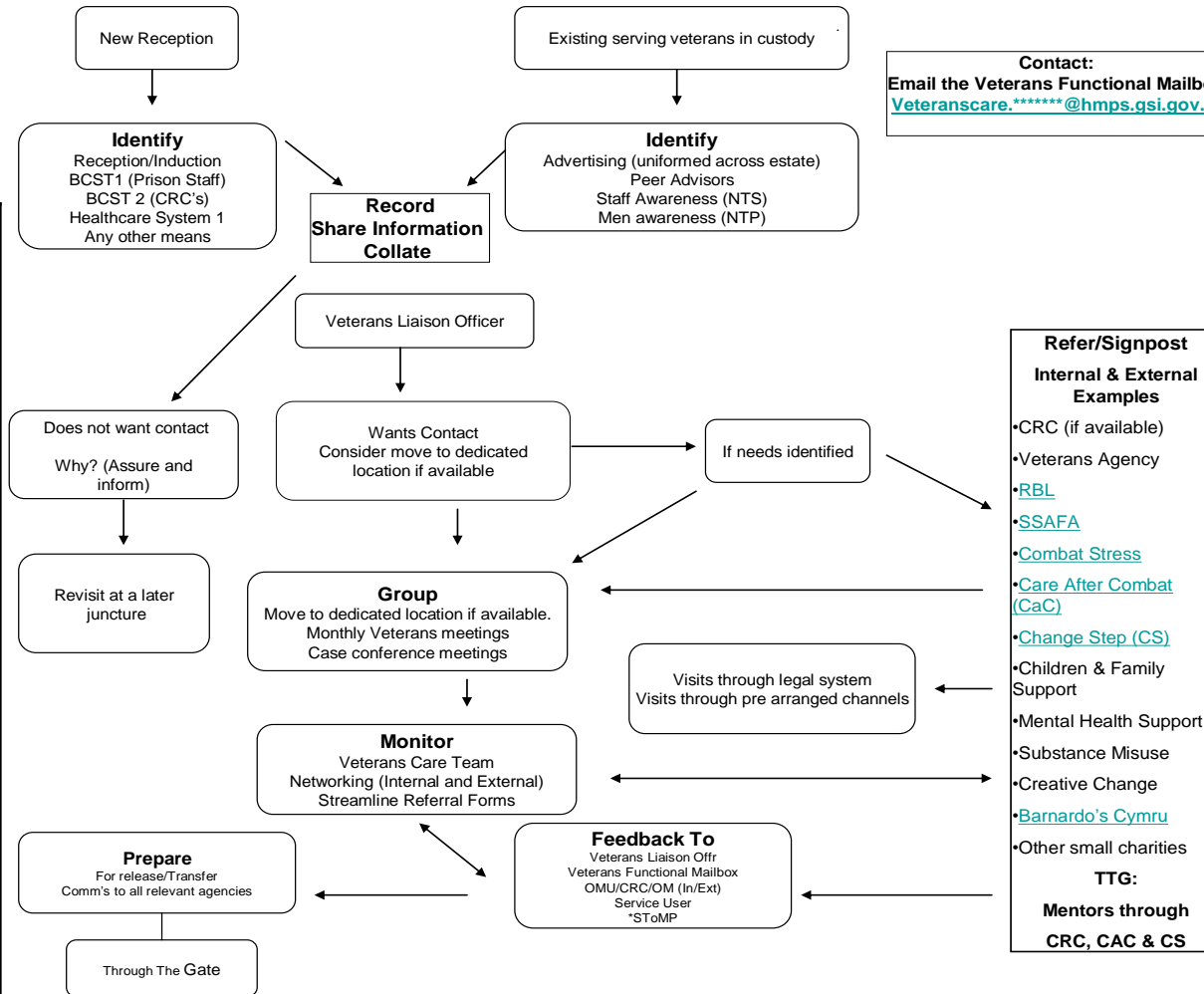Cefnogi cyn-aelodau'r lluoedd arfog i groesi'r bont

### Operating Model

1. Identify
2. Record
3. Share Information
4. Collate
5. Group
6. Signpost
7. Monitor
8. Feedback
9. Prepare

### Veterans Care Committee Examples

| | |
|---|---|
| Head of Reoffending Head of Families Intervention | |
| Activities & Resettlement Programme | |
| Veterans Mental Health lead | |
| Veterans Liaison Officer (VLO) | |
| Committee Member VLO deputy | |
| Care After Combat coordinator | |
| SSAFA Representation | |
| Royal British Legion Representation | |
| SToMP Prison Liaison Officer | |
| CRC Representative | |
| Veteran Peer support worker | |
| OMU | |
| PACT Children & Family Support | |
| Barnardo's children and family support | |

**New Reception**

**Existing serving veterans in custody**

**Contact:**
Email the Veterans Functional Mailbox:
Veteranscare.*******@hmps.gsi.gov.uk

**Identify**
Reception/Induction
BCST1 (Prison Staff)
BCST 2 (CRC's)
Healthcare System 1
Any other means

**Identify**
Advertising (uniformed across estate)
Peer Advisors
Staff Awareness (NTS)
Men awareness (NTP)

**Record
Share Information
Collate**

Veterans Liaison Officer

**Does not want contact**
Why? (Assure and inform)

**Wants Contact**
Consider move to dedicated location if available

If needs identified

Revisit at a later juncture

**Group**
Move to dedicated location if available.
Monthly Veterans meetings
Case conference meetings

Visits through legal system
Visits through pre arranged channels

**Monitor**
Veterans Care Team
Networking (Internal and External)
Streamline Referral Forms

**Prepare**
For release/Transfer
Comm's to all relevant agencies

**Feedback To**
Veterans Liaison Offr
Veterans Functional Mailbox
OMU/CRC/OM (In/Ext)
Service User
*SToMP

Through The Gate

### Refer/Signpost

**Internal & External Examples**

- CRC (if available)
- Veterans Agency
- RBL
- SSAFA
- Combat Stress
- Care After Combat (CaC)
- Change Step (CS)
- Children & Family Support
- Mental Health Support
- Substance Misuse
- Creative Change
- Barnardo's Cymru
- Other small charities

**TTG:**

**Mentors through**

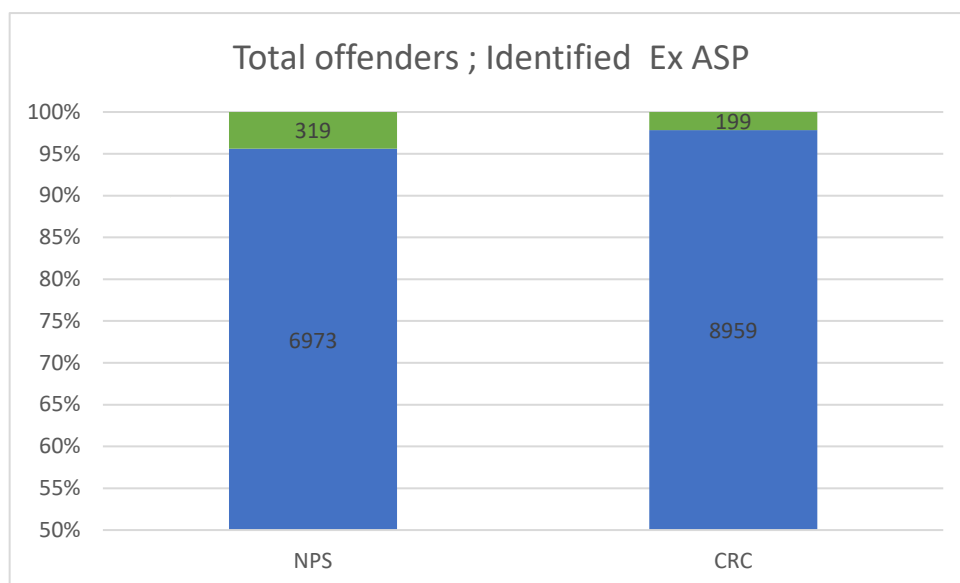**CRC, CAC & CS**

i

# Appendix D: SToMP Data Collection Feb 2019

## Current offenders in Wales between NPS and CRC as at 15.02.19

1.Summary, Wales wide, showing split between providers and numbers and % identified as ex service personnel

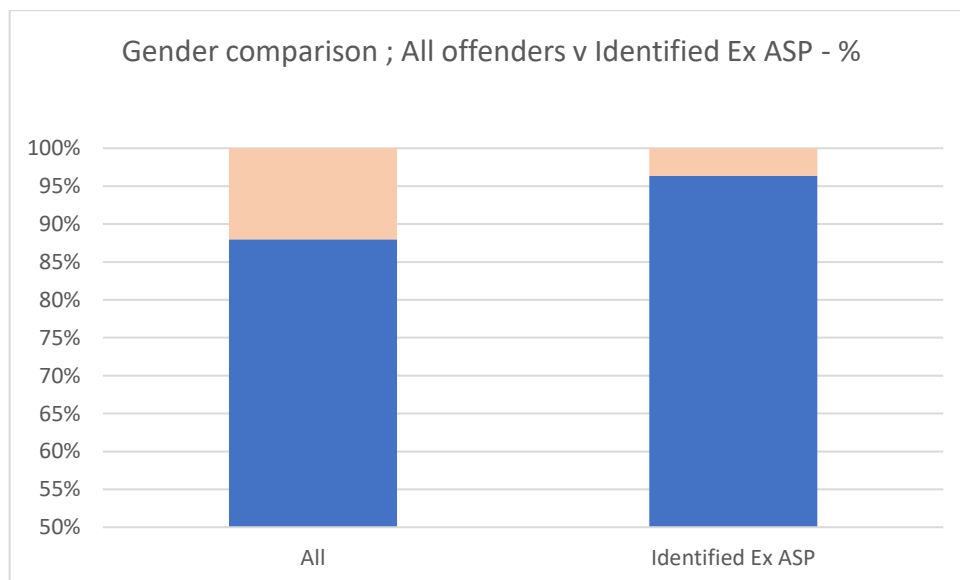| Total offenders | | identified Ex ASP | | identified Ex ASP % | |
|---|---|---|---|---|---|
| NPS | CRC | NPS | CRC | NPS | CRC |
| 6973 | 8959 | 319 | 199 | 5% | 2% |
| 15932 | | 518 | | 3.25% | |

2. Detailed, Wales wide, showing split between local authority areas and % identified as ex service personnel

| Local Authority | Total | Total offenders | | Identified Ex ASP | | identified Ex ASP % | |
|---|---|---|---|---|---|---|---|
| | | NPS | CRC | NPS | CRC | NPS | CRC |
| A | 224 | | 224 | | 9 | | 4% |
| B | 773 | 303 | 470 | 21 | 5 | 7% | 1% |
| C | 860 | 438 | 422 | 30 | 11 | 7% | 3% |
| D | 190 | 69 | 121 | 6 | 2 | 9% | 2% |
| E | 2815 | 1130 | 1685 | 42 | 26 | 4% | 2% |
| F | 672 | 256 | 416 | 17 | 12 | 7% | 3% |
| G | 834 | 479 | 355 | 24 | 9 | 5% | 3% |
| H | 434 | 241 | 193 | 7 | 10 | 3% | 5% |
| I | 554 | 270 | 284 | 20 | 7 | 7% | 2% |
| J | 401 | 207 | 194 | 8 | 5 | 4% | 3% |
| K | 393 | 245 | 148 | 8 | 2 | 3% | 1% |
| L | 4 | | 4 | | | | 0% |
| M | 7 | 1 | 6 | | | 0% | 0% |
| N | 1433 | 588 | 845 | 17 | 17 | 3% | 2% |
| O | 335 | 120 | 215 | 7 | 6 | 6% | 3% |
| P | 306 | 142 | 164 | 4 | 2 | 3% | 1% |
| Q | 1444 | 516 | 928 | 22 | 25 | 4% | 3% |
| R | 2215 | 961 | 1254 | 42 | 31 | 4% | 2% |
| S | 225 | 219 | 6 | 6 | | 3% | 0% |
| T | 622 | 271 | 351 | 11 | 6 | 4% | 2% |
| U | 733 | 356 | 377 | 14 | 4 | 4% | 1% |
| V | 456 | 159 | 297 | 13 | 10 | 8% | 3% |
| X | 2 | 2 | | | | 0% | |
| TOTAL | 15932 | 6973 | 8959 | 319 | 199 | 5% | 2% |

**Total offenders ; Identified Ex ASP**

| | NPS | CRC |
|---|---|---|
| Green | 319 | 199 |
| Blue | 6973 | 8959 |

3.Gender split

| | ALL | | identified Ex ASP | | |
|---|---|---|---|---|---|
| Gender | CRC | NPS | CRC | NPS | % |
| Male | 7383 | 6633 | 185 | 314 | 3.56% |
| female | 1576 | 340 | 14 | 5 | 0.99% |
| TOTAL | 8959 | 6973 | 199 | 319 | 3.25% |



**Gender comparison ; All offenders v Identified Ex ASP - %**
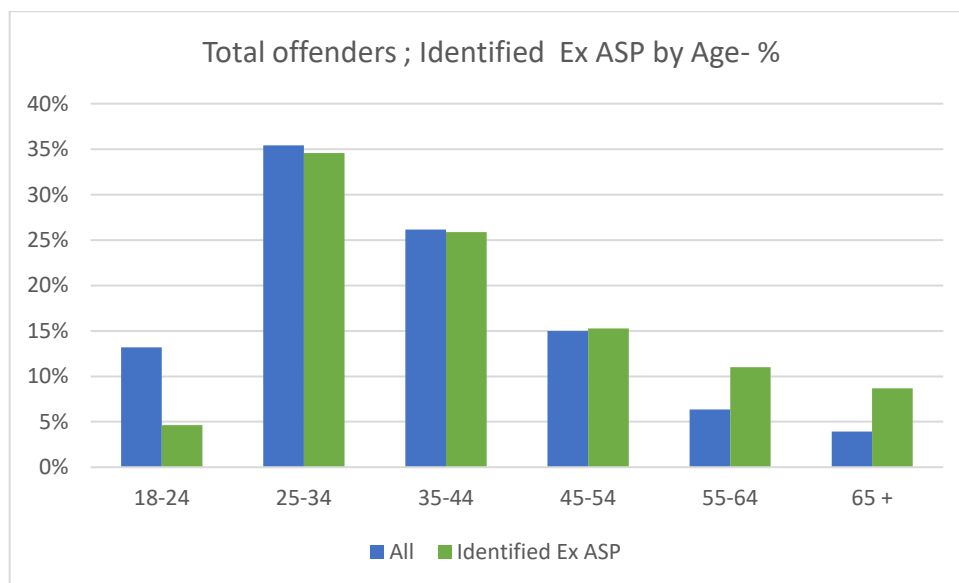
| | All | Identified Ex ASP |
|---|---|---|

4. Age,

This highlights that 10% of the general offender population are 55 and over, were as 20 % of the ex service personnel offender population is 55 and over.
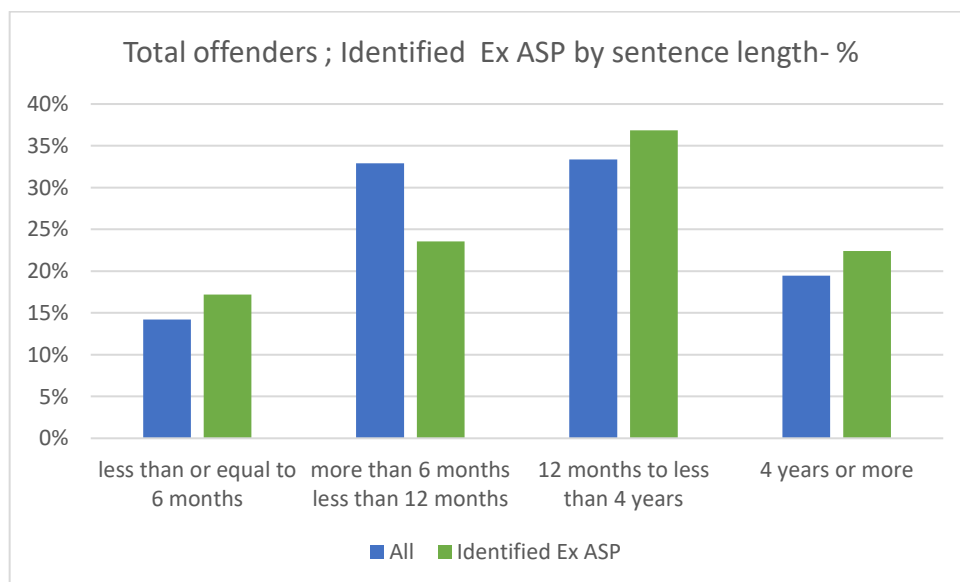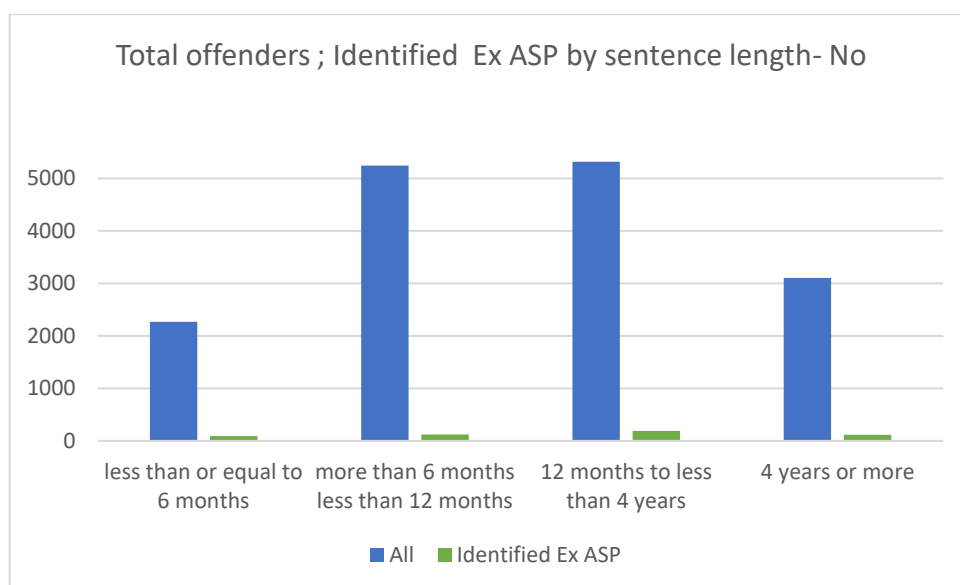
| AGE | All | Identified Ex ASP | % |
|---|---|---|---|
| 18-24 | 2100 | 24 | 1% |
| 25-34 | 5642 | 179 | 3% |
| 35-44 | 4164 | 134 | 3% |
| 45-54 | 2387 | 79 | 3% |
| 55-64 | 1014 | 57 | 6% |
| 65 + | 625 | 45 | 7% |
| TOTAL | 15932 | 518 | 3% |

| AGE | All | Identified Ex ASP |
|---|---|---|
| 18-24 | 13% | 5% |
| 25-34 | 35% | 35% |
| 35-44 | 26% | 26% |
| 45-54 | 15% | 15% |
| 55-64 | 6% | 11% |
| 65 + | 4% | 9% |
| TOTAL | 100% | 100% |



Total offenders ; Identified Ex ASP by Age- %

## 5. Sentences

| Sentence | All | % | Identified Ex ASP | % |
|---|---|---|---|---|
| less than or equal to 6 months | 2267 | 14% | 89 | 17% |
| more than 6 months less than 12 months | 5245 | 33% | 122 | 24% |
| 12 months to less than 4 years | 5317 | 33% | 191 | 37% |
| 4 years or more | 3103 | 19% | 116 | 22% |
| TOTAL | 15932 | 100% | 518 | 100% |



Total offenders ; Identified Ex ASP by sentence length- No



Total offenders ; Identified Ex ASP by sentence length- %

## 6. Needs

Offender Assessment System (OASys) for assessing the risks and needs of an offender, data capture taken from latest completion.

Total offenders ; Identified Ex ASP by needs assessment
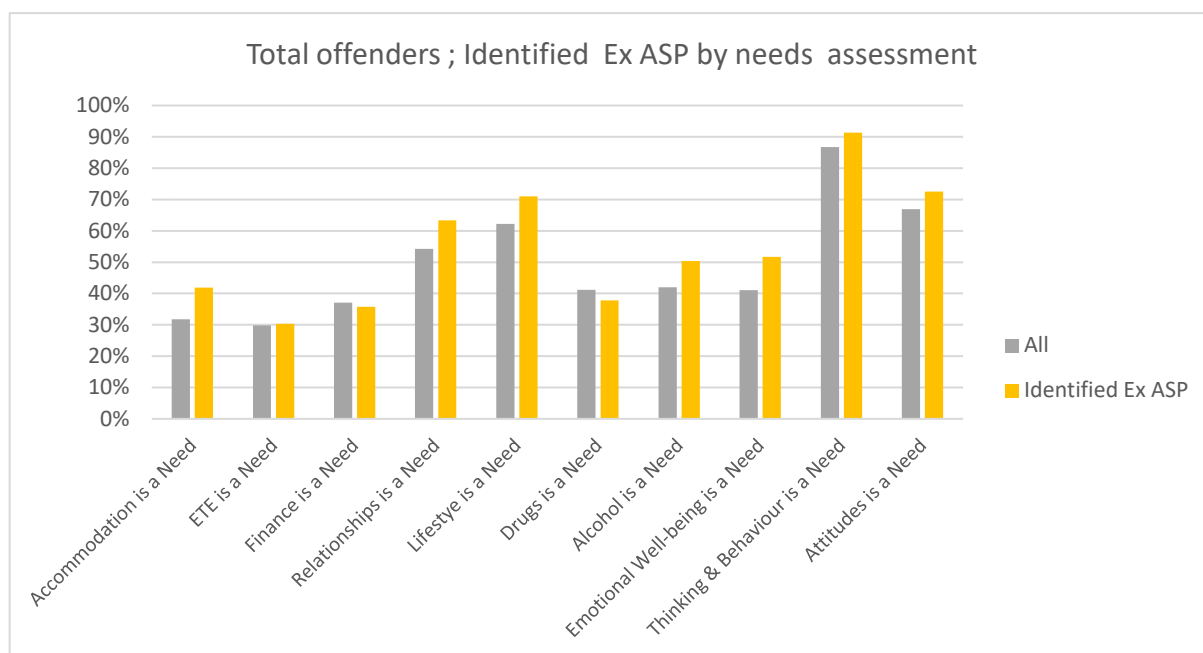
| Needs | All | Identified Ex ASP | diff |
|---|---|---|---|
| Accommodation is a Need | 32% | 42% | 10% |
| ETE is a Need | 30% | 30% | 1% |
| Finance is a Need | 37% | 36% | -1% |
| Relationships is a Need | 54% | 63% | 9% |
| Lifestyle is a Need | 62% | 71% | 9% |
| Drugs is a Need | 41% | 38% | -3% |
| Alcohol is a Need | 42% | 50% | 8% |
| Emotional Well-being is a Need | 41% | 52% | 11% |
| Thinking & Behaviour is a Need | 87% | 91% | 5% |
| Attitudes is a Need | 67% | 73% | 6% |

v

# Appendix E: Survey example

**Swansea University**
**Prifysgol Abertawe**

**Ex-Armed Forces Personnel in the Criminal Justice System**
**Survey**

We are trying to find out how many people in prison have previously served in the armed forces and, if you have, whether you have told prison staff. It is equally important for us to know if you haven't been in the forces. *This survey is completely anonymous and is independent from HMPPS. This means that no-one will know who has completed it; completing it will not affect your time in custody.* **Please take 5 mins to complete this form.**

---

**Section A** (please put a tick in the appropriate box)

**1. How old are you?** 18-24 ☐   25-34 ☐   35-44 ☐   45-54 ☐   55-64 ☐   65+ ☐

**2. Have you ever served in the armed forces?** No ☐ *(please go section D)*   Yes ☐

**3. How long did you serve in the armed forces?** __ years __ months   What year did you leave? _____

**4. Which branch were you in?** Army ☐   Navy ☐   RAF ☐   Royal Marines ☐ Other _____

**5. Do staff in this prison know that you served?** No ☐ *(please go to section B)*   Yes ☐ *(please go to section C)*

---

**Section B**

**1. Why have you not told staff in this prison that you served in the armed forces?** *(please tick all that apply)*

I don't think it's important ☐   I haven't been asked ☐   I don't feel like a veteran ☐   I don't want any help ☐

It's in my past ☐   I feel ashamed ☐   I think I could lose my pension ☐   I had a bad experience in another prison ☐

Other reason _____

**Please go to section D**

---

**Section C**

**1. How did staff in this prison find out that you served?** *(please tick all that apply)*

I told them without being asked ☐   I told them because I was asked ☐   It was already on my records ☐
Another prisoner noticed I was ex-forces ☐     A staff member noticed I was ex-forces ☐

**2. In relation to your current charge, who was the first staff member that you told you served in the armed forces?**

Police officer ☐ Healthcare staff ☐ Prison officer ☐ Other: _____

**3. Are there benefits to telling prison staff that you served in the armed forces?** Yes ☐   No ☐

**4. If YES, what are the benefits?** _____

**Please go to section D**

---

**Section D**

**1. What kind of offence(s) have you been charged with?** *(please tick all that apply)*

Sexual ☐ Violent ☐ Drug related ☐ Burglary/theft ☐ Firearms ☐ Fraud ☐ Other _____

**2. Are you on remand?** Yes ☐   No ☐

**3. If no, how long is your current sentence?** __ years __ months

**4. a) Since being in prison, have you wanted support with any of the issues below:** *(please tick all that apply)*
Relationships ☐ Anger ☐ Drugs ☐ Alcohol ☐ Housing ☐ Finances ☐ Employment ☐ Mental Health ☐
PTSD ☐ Physical Health ☐ Family ☐ Gambling ☐

**b) Have you received the support that you wanted?** Yes ☐   No ☐

**Thank you for taking part in the survey.**
**Please put the completed survey in the box provided.**