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Veterans & Families Institute

National Audit of Support for Veterans in the Criminal Justice System

A report for the Cobseo Criminal Justice Cluster Group

Veterans & Families Institute for Military Social Research
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Executive Summary

The Phillips Review in 2014 signalled the need to address shortfalls in provision for veterans within the Criminal Justice System (CJS). A key recommendation of the Report was the requirement for there to be greater co-ordination of support across statutory and service provision for veterans in the CJS. The Cobseo Criminal Justice Cluster and its predecessor, the Ex-Service Offenders Working Group, identified the lack of information about the nature, type and scope of provision for ex-service personnel who have offended.

In April 2016, the Veterans & Families Institute for Military Social Research (VFI) at Anglia Ruskin University (ARU) were commissioned by the Royal British Legion Industries (RBLI) to produce a directory of statutory, charitable and service provision that is specific for veterans who are in the criminal justice system. The RBLI appointed the VFI on behalf of Cobseo, the Confederation of Service Charities and the project is funded by the Armed Forces Covenant Fund. During the research phase, the VFI undertook a collaboration with Her Majesty's Prison and Probation Service (HMPPS) to produce a delivery map that provides links to support across the CJS continuum, from the point of arrest in Police Custody, through to Courts, Prisons and probation. This report provides an overview of the process of the production of the map, a gap analysis of our findings and recommendations for future provision, to support the legacy of the map.

Two key pieces of research were undertaken, over a two year period, to inform this report:

1. A comprehensive audit of UK-wide veteran offender specific services available across the entire criminal justice pathway; and
2. An analysis that identifies both geographical and service gaps against any evidence we have on service need.

Based on the above objectives and a light touch analysis, the following points can be made:

1. The map is a clear, visual tool, providing easily identifiable detail for use by those seeking information on veteran specific support in the CJS;
2. Provision is easily recognised via geographic area using postcodes or area as a search term;
3. The map can be usefully employed by charitable funders to gain an immediate picture of where provision is available and where it is deficient; and
4. Two clear areas that have emerged where providers suggest that provision is lacking - family support and financial guidance.

We would make the following recommendations for on-going access to provision in the future and more effective use of the map:

1. Of particular concern is the absence of detail regarding CJS support on many statutory and service providers' websites, many of which are lacking signposting and are difficult to navigate. Also highlighted are the obstacles we have faced in gaining information at a local level through telephone enquiry, particularly as this is a significant first point of contact for veterans reaching out for help. The provision of training for some organisations' front-of-house staff is required;
2. The need for providers to work more collaboratively and in a 'joined up' way. We highlight on the map several geographic areas where the same provision is offered in the same location;
3. Easy online access to the map is critical for the use by both veterans and service providers. Therefore we would recommend that the URL is changed from its current address, to a more straightforward, user-friendly name;
4. Additionally, we would recommend that all service providers consider the accessibility of their websites, with clear email and telephone contact details. Websites with contact forms, whereby the service provider takes details rather than providing signposting, were also found to be problematic in terms of sourcing information and the people with whom to talk;

5. Cobseo have an important role in supporting the legacy of the map through signposting and strategic direction of its use, particularly through its CJS Cluster members and numerous stakeholders;
6. A link to the Veterans' Gateway and key service providers would provide an enduring form of access for those seeking information through alternative search means and would support a more 'joined-up' way of working collaboratively across all areas of veteran CJS service provision; and
7. In order to ensure its longevity, further funding will be necessary to oversee the on-going functionality of the map. It is important that information is consistently added or amended on the map as it emerges.

A caveat must be added that by the nature of collating information from such a large geographic area over an extended period of time, that the findings are only a snapshot of provision at the time and point of collection. The data that informs the delivery map has been sourced through organisational contacts, recommendations, online material and direct telephone or email approach. It has to be acknowledged that by the uncertain nature of future charitable funding and consolidation of business costs that provision is constantly changing. We therefore wish to be explicit that the content of the map is likely to alter at any time.

Literature – Veterans in the CJS

The Phillips Review (2014) signalled the government's commitment to the Armed Forces Covenant. This followed a data matching exercise undertaken by the UK Ministry of Defence (MOD), to ascertain the numbers of veterans in prison and on probation (DASA, 2011). A veteran is defined by the UK government as a person who has served for at least one day in Her Majesty's Armed Forces (MOD, 2011). The last approximation of veterans in prison in 2009 was estimated at 2,820 offenders, or 3.5% of the prison population. This figure was also recognised by Bray and O'Malley (2011) whose study about veterans in the criminal justice system in England and Wales suggested that 3.5% of prisoners are ex-Service personnel, and 3.4% of those on probation are veterans. The same percentage was estimated for offenders on licence

or following release from prison (Ministry of Justice (MOJ, 2014). MOJ statistics suggest that 77% of ex-Servicemen in prison served in the Army, 15% in the Royal Navy and 8% in the Royal Air Force. Furthermore, it estimated that 51% of ex-Servicemen in prison are over the age of 45 years and 29% are over the age of 55, alluding to that fact that many ex-Servicemen in prison offended a considerable time after their date of discharge (The Howard League for Penal Reform, 2011). The literature suggests that the most common type of criminal offence committed by veteran offenders is violence against the person (Bray *et al.*, 2011) and that ex-Service personnel are more likely to go to prison for sexual offences (Amour, 2017).

Treadwell (2010) and Albertson *et al.*, (2015) recognise the lack of robust data on veterans in the CJS due to an absence of any recorded statistical information, although the procedure of identifying veterans has recently been implemented in English prisons. In 2015, the policy paper 'Update on progress in addressing the needs of ex-armed services personnel in the criminal justice system' (MoD, 2015) stated that the number of opportunities for offenders to reveal their veteran status whilst in the criminal justice system has increased. However, Amour *et al.*, (2017) discovered that there is no formal monitoring of the veteran population within the criminal justice system in Northern Ireland. Amour *et al.*, (*ibid.*) highlighted that veterans are not seen as a vulnerable cohort within the prison and probation systems in Northern Ireland. To date, Northern Ireland has not formally adopted the Armed Forces Covenant and there is a lack of information about the experiences of veterans in the criminal justice system and Northern Ireland (Amour *et al.*, 2017).

The Phillips Review (2014), acknowledged that if you have served in the Armed Forces you are less likely to become involved in the CJS in comparison to the non-veteran population, recognising that some personnel have existing pre-enlistment anti-social behaviours, often linked to low socio-economic conditions (Howard League, 2011). However, for the minority of veterans who are convicted to a prison sentence, Phillips (2014) proposed a package of measures to identify and support veterans when entering and leaving prison. Identification of former members of the Armed Forces remains problematic and since January 2015, every prisoner going through the custody process is asked if they have ever served in Her Majesty's Armed Forces. The Welsh government has provided a guide to the formal identification and verification process, in the document '*Veteran Informed Prisons*' for veterans who find themselves

with a custodial sentence in Wales (Welsh Government, 2013). The co-ordination of assessment and health-screening has been acknowledged as necessary in the early stages of custody, but this support is currently only available once the sentence has begun.

Murray (2013) coined the phrase 'veteranality', a term used to understand the ways the criminal justice system has acknowledged the specific needs of the veteran offender population. This includes identification of the different criminogenic needs, vulnerabilities, and risk factors associated with the veteran population and the move towards targeted interventions, including the establishment of veteran prison wings and, in the US, veteran courts (*ibid.*). Some of the key recommendations of the Review (Phillips, 2014) included the co-ordination of veteran-specific programmes, transitional support at the end of a prison sentence and a targeted approach to reducing recidivism, including help for offenders' families. A pilot study of an intervention model supporting veterans in the CJS, Project Nova (RFEA, 2017), has identified that early intervention at the point of police custody, supported by a targeted, case-management approach, can produce effective results. An awareness of available support is vital and the Veterans Gateway (Royal British Legion, 2016) offer a one-stop signposting service to help veterans navigating service user provision.

In 2015, the policy paper 'Transforming Rehabilitation' (Gov.uk, 2015) provided legislation to reform community based rehabilitation for offenders following release from prison. Phillips (2014) also acknowledged the findings of Lord Ashcroft's Veterans' Transition Review (2014), noting that those most vulnerable at the point of leaving the military include young early service leavers (less than 4 years' service), those with low educational attainment, those who are single and/or lacking positive relationships and those who engaged in anti-social behaviour prior to joining the Armed Forces. These findings are in line with those in the Howard League (2011) study of former armed forces personnel in prison. A number of academic papers have been published by the King's Centre for Military Health Research (KCMHR) examining the potential risk factors for veteran offenders (Macmanus and Wessely, 2011; MacManus *et al.*, 2012, 2013, 2014). Taylor *et al.*, (2012) created a protocol to be used for a systematic review to determine whether veterans with mental health problems have an additional risk of becoming involved in the criminal justice system.

However, to date, there is no suggestion that this systematic review has been conducted or the results published.

Alongside an examination of the potential risk factors for veteran offenders, the work by MacManus *et al.*, (2013) suggested that any action for targeted interventions need to be based on evidence, with alcohol misuse and aggressive behaviour the appropriate targets for such interventions. In 2014, Murray produced an academic paper that examined the Veteran Support Initiative established by the Cheshire Probation Trust. There was no national strategy to guide practitioners with regard to working with the veteran population. Therefore the Cheshire Probation Trust created a model of support which included the implementation of Veteran Support Officers (trained by the Royal British Legion) and Veteran Support Mentors, to help raise awareness about veteran offending and to provide interventions for veteran offenders (Murray, 2014). Although the paper focused on the implementation of the Veteran Support Officer Initiative in Cheshire, Murray (*ibid.*) did highlight the lack of UK national strategy with regard to veteran offending and the need for further work in this area.

In 2016, the 'Profile for Provision for Armed Forces Veterans under Probation Supervision' report (Probation Institute, 2016) was published and provided an overview of the current state of services for veterans under probation service in England and Wales. The purpose of the report was to inform an emerging network of national support and highlighted the importance of identifying the veteran cohort within the criminal justice system (*ibid.*). Albertson *et al.*, (2017) produced a paper analysing the developments in the field since the Phillips Review (2014), the paper also included a number of key recommendations designed to inform service delivery. The paper (Albertson *et al.*, 2017) suggested there needed to be a political and policy level commitment to the production of a national veteran pathway. This pathway would be based on a cross-sectional approach to ensure veterans and custodial staff benefited from informed support and intervention packages. Albertson *et al.*, (2017) call for mandatory service training across all public sector staff, including those who work in the criminal justice system, as well as a commitment to expand the evidence base to ensure commissioners and those who influence practice for veterans in the criminal justice context share good practice.

The literature that has been sourced supports the need for a greater understanding of the provision for veterans in the CJS, as well as a clarity on the provision along the CJS continuum, through Custody, Court, Prison and service provision. The research was therefore designed to address this gap in knowledge.

Research Design

The research was originally designed to be undertaken using a two stage approach; firstly, to capture a substantial volume of data using an online survey and secondly, discussion and face-to-face meetings with the large service providers and charitable organisations. Geographic areas were delineated across the UK to make the data capture more manageable for the research team. The data collection would begin in Scotland, move down to Wales and Northern Ireland and then through England via Police and Crime Commissioner (PCC) regions. A visit was made to Poppy Scotland and Veterans Scotland, to gain support from colleagues who have the most interaction with work in the CJS arena in Scotland. We also wished to be explicit that all regions, not just England, were important to be included in the map. The country was 'split' into the four nations - Scotland, Northern Ireland, Wales and England. Due to the much larger geographical and disparate areas, England was divided by the 44 PCC regions.

Once the geographical areas for the data collection had been established, a Bristol Online Survey (BOS) was created [recently renamed as Online Surveys] (onlinesurveys.ac.uk, 2018). BOS/Online Surveys is a validated survey tool, regularly used by academic institutions. The survey was considered the best way of gathering information on the larger scale service providers, as we could capture both local provision and organisational level data. The questions revolved around what services they offer and where they are located, both geographically and across the CJS continuum. Thereafter, we would add the details from Police custody suites, Courts and Prisons. Once the surveys had been completed, the data was to be transferred to an Access database, to analyse the findings to inform the map and for future research purposes.

It is important to reiterate that at every stage we have only gained generic information on contact detail and provision. Only secondary data has been gathered, that is,

information available in the public domain or via word of mouth. No personal data on any individual has been collected. In cases where organisations use homeworkers, we have not included these details and have only pinpointed support via localised branches. Further, we have only included information based on the knowledge we have gained from the providers themselves or details publicly available online.

In terms of preliminary advertising of our need for engagement with the survey, a webpage was created on the ARU website (<https://anglia.ac.uk/vfi>). We also produced and distributed flyers to be included in delegate packs at the Kings College for Mental Health Research (KCMHR) Annual Conference 2017. Notices were put in Cobseo's newsletter and on the RBLI website (<https://www.rbli.co.uk>). Social media sites such as Facebook and Twitter were also used to advertise that the audit was in progress. In all cases, the information outlined the importance of the capture of this data to inform the map, with a link to undertake the survey and our contact details for those needing assistance.

The survey went live on 22 February 2017 and was sent in the first instance to service providers in Scotland. Notwithstanding the enormous support from Poppy Scotland and Veterans Scotland, when we tried to retrieve localised information we received only a very limited number of replies. The survey was devised to gain information at a regional level, as we believed this to be necessary to achieve the level of granularity to create a full map of services.

We chased for responses in Scotland a further two times before moving on to Wales. Unfortunately, engagement was no better and this pattern continued as we approached providers in England. We would reiterate that we have received an enormous amount of committed support to this project at organisational level, but gaining localised support has been problematic. Based on feedback and assumptions during the initial research phase, we believe there are a number of potential reasons for a lack of engagement with the survey by service providers: concerns regarding sharing of information prior to publication and potential loss of future funding; nervousness regarding the word 'audit' and fear of the implications of financial auditing; people suggesting they are too busy to fill in the survey and the general lack of difficulty in getting people to undertake online surveys, despite this being a targeted

audience. The calling of a General Election also hindered replies when we approached civil servants, with suggestions of purdah during the election campaign period.

After a loss of several months and a concerted effort that returned a handful of online responses, we adapted our approach to data gathering.

Collaboration

At this point in the project we became aware at a regional Cobseo CJS cluster meeting that Her Majesty's Prison and Probation Service (HMPPS) were also putting together an organisation map available to veterans. Their production of a map was a by-product of their Armed Forces Covenant project to create a more joined up pathway between the Military Corrective Training Centre (MCTC) in Colchester and HMPPS Estate. The Covenant Team were contacted by the RBLI and once their agreement had been reached, a collaboration between HMPPS, the RBLI and the VFI was established. A Letter of Intention and Data Sharing Agreement were drawn up between both parties and joint progress began in August 2017.

The VFI team continued to collect data from secondary sources, which was then supplied to HMPPS. The HMPPS team populated the map, using postcodes to pin the service provision to a particular area or point along the CJS continuum. The resulting map is the joint effort of both organisations to produce the final product.

HMPPS has been working on a system which allows the Veterans in Custody Support Officers (VICSOs) to access the map, amongst other support materials, using the intranet in the prisons. This is a clear example of how practitioners can use the map as part of their support package.

Analysis

The data has been analysed on a light touch basis, for recommendation purposes for this report only. Should greater analysis be required, further funding would be required for this additional piece of work. The information we have collected has been

considered across all areas of the continuum, from Police Custody, Courts, Prison and wider service provision.

Analysis of Support in Police Custody Suites:

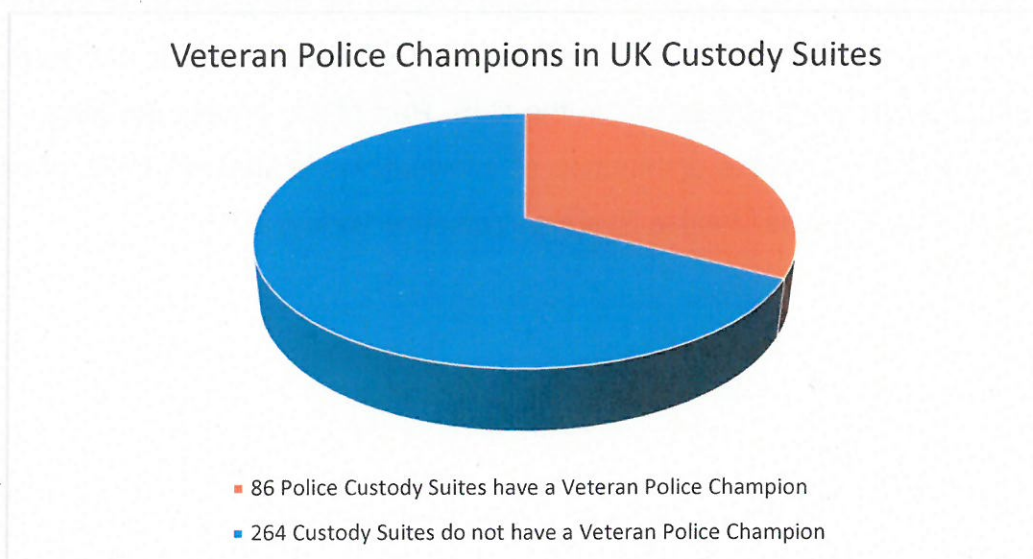
In order to collect information about the type of support available to veterans at the point of arrest, researchers at ARU distributed a letter to each Police and Crime Commissioner in each region around the UK. The letter highlighted the nature of the audit and asked for information concerning the main points of contact within these regions. Colleagues in the Police and those who had worked with Police partners at a senior level in NHS England provided the most connections to respondents. Officers in 45 Police regions were contacted to provide information on Police support for veterans in their custody suites. Information was gathered on 264 custody suites across 44 Policing regions, of which 32 individual suites were in Scotland, 17 in Wales, 10 in Northern Ireland and of the remaining 205 in England, 49 were in London. Regions were chased for information two more times and every region responded, with the exception of two – Staffordshire and Thames Valley. For these regions, they were listed as not having a Police champion due to a lack of information. The following table provides an overview of the number of Police Custody Suites with a Veteran Police Champion in each of the four countries within the UK.

	England	Northern Ireland	Scotland	Wales	TOTAL
No of Police Custody Suites without a Veteran Police Champion	147	10	19	2	178
No of Police Custody Suites with a Veteran Police Champion	58	0	13	15	86
TOTAL	205	10	32	17	264

Emails were sent to Police officers identified in the regions and they were asked if Liaison and Diversion services were available in their suites and if veteran specific Police Champions were on site. Liaison and Diversion (L&D) is a widely available support that has been rolled out across the UK, except Northern Ireland. The service started as mental health provision for young people, but has been broadened to encompass anyone in Police custody who identifies with need or at risk. The City of London and Metropolitan Police recorded no Police Veteran Champions, but offer L&D services. Despite having 49 custody suites in London, there was no reported Veteran Police Champion in any London region. Whilst we understand that this may appear inconsistent, we would reiterate that our reported findings are based on the responses at the time of data collection.

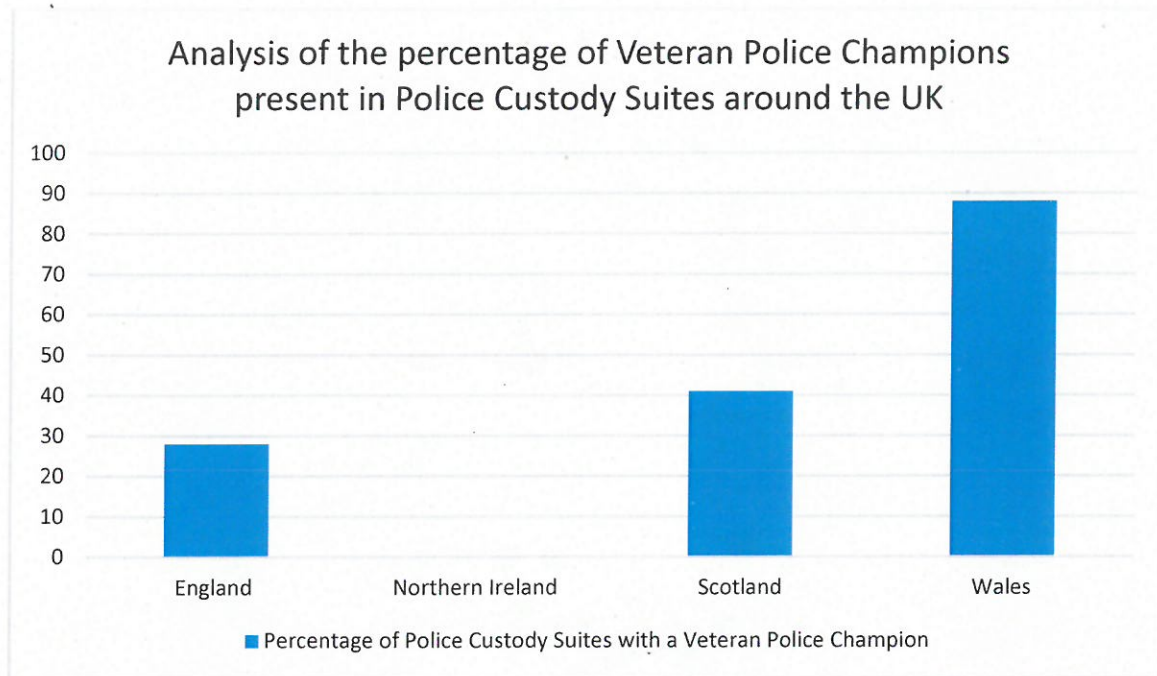
86 Police suites identified as having Veteran Police Champions; 15 are in Wales and 13 in Scotland. Northern Ireland has no Veteran Police Champions. The other 58 are across England in Greater Manchester, Hampshire, Lincolnshire, Merseyside, Northumbria, Nottinghamshire, Scotland, South Yorkshire, Wales, Warwickshire and Wiltshire. It was mentioned several times that each Police region has an allocation of funds for projects for each year and those who have nominated veteran support as a cause are more likely to have a champion in their suites.

The following pie chart provides a visual representation concerning the number of Police Custody Suites with a Veteran Police Champion presence. This suggests that at the point of data collection only 33% of Police Custody Suites around the UK have a Veteran Police Champion.



The information suggests that 88% of Police Custody Suites in Wales have a Veteran Police Champion presence. In Scotland, 41% of the Police Custody Suites have a Veteran Police Champion, whilst in England the number of Veteran Police Champions stands at 28%. None of the Police Custody Suites in Northern Ireland have a Veteran Police Champion in situ. Anecdotally, the political situation in Northern Ireland and that veterans are potentially not seen as a vulnerable group may explain the lack of formal or statutory support. As the bar chart below suggests, there is a significant gap in England and Northern Ireland with regard to the number of Police Custody Suites and the number of Veteran Police Champions. Similar to the support provided to veterans in prisons, Northern Ireland does not recognise the veteran population as a vulnerable group and we would suggest this is the reason for a lack of Veteran Police Champion presence in this region.

The level of provision across Wales may be attributed to the Welsh Government's commitment to support and raise awareness of the Armed Forces Covenant. In 2011, the Welsh Government Package of Support was published, which highlighted the provision available to veterans in Wales across a number of key areas including; health, education, and housing services. All Local Authorities (22) in Wales have signed the Armed Forces Community Covenant (Welsh Government, 2016) and an Armed Forces Champion has been established in each of these Local Authorities, as well as on each Local Health Board. Although the document does not stipulate the requirement for Veteran Police Champions in each Police Force, the support for veterans in the Criminal Justice System has been fortified by the Support Transition of Military Personnel (SToMP) project established in 2016 to create an inclusive, multi-agency approach to supporting veterans in the CJS. Part of the project includes the sharing of good practice and the distribution of information via Veteran Champions placed throughout the Criminal Justice System (Veterans Today, 2016).



The following map provides a visual representation of the number of Police Custody Suites around the UK and the location of Veteran Police Champions within these Custody Suites. The map highlights the lack of Veteran Police Champions in Northern Ireland. It also highlights that there is a concentration of Veteran Police Champions around the larger cities in the UK – including Glasgow, Edinburgh, Cardiff, Swansea, Manchester, Liverpool, Lincoln, Southampton, and Portsmouth.



Key:

●	Police Custody Suite.
●	Police Custody Suite with Veteran Police Champion presence.

As well as collecting data about the number of Veteran Police Champions present within the Police Custody Suites around the UK, information was also collected about other services being offered to veterans at the point of arrest. These services were provided by either Armed Forces charities or other statutory service providers.

Around the UK, 79 Police Custody Suites were highlighted as having veteran support provided by an external organisation. Of these Police Custody Suites, 71 of these services were provided by Armed Forces charities, namely Project Nova, Skill Force, The Veterans Contact Point, Ubique Partnerships, and Veterans Outreach Support. The eight remaining Police Custody Suites have a service provided by the Thames Valley Referral Service. This service is provided by Thames Valley Police and refers veterans to specialist support provided by the Armed Forces charities.

Analysis of Service Provision Support in UK Courts

During the data collection process only one service provider, Project Nova, a partnership between the RFEA and Walking with the Wounded, gave details about the specific courts in the 18 counties in which they provided a service. Other providers suggested they could support the veteran within a court environment, but did not specify in which courts they had a working relationship. Nova support includes writing letters for veterans at the pre-sentencing and Court attendance stages, letters of support and support worker presence at hearings. A caveat must be included that none of the service providers suggested they had an office or presence within any of the courts but instead that they have the capacity to support veterans at this stage of the criminal justice pathway.

Analysis of Service Provision Support in UK Prisons

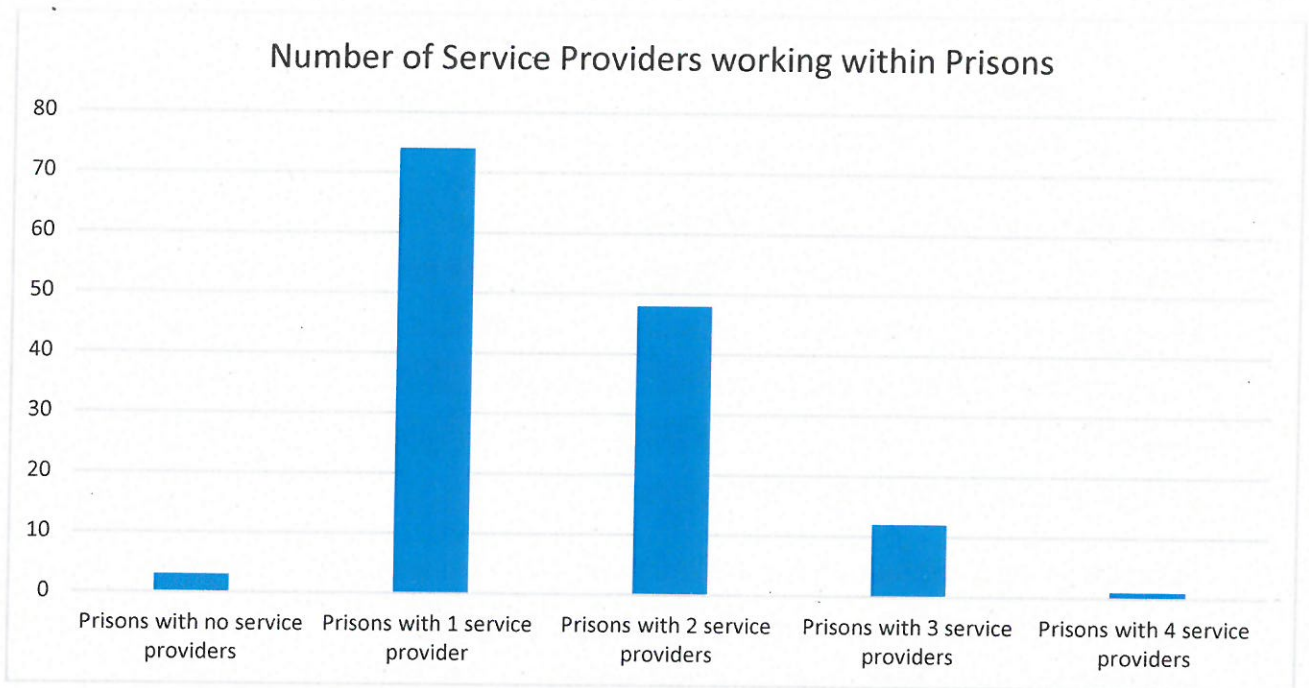
Alongside the presence of VICSOs in UK prisons, there are a number of Armed Forces charities providing support to veterans within UK prisons. This data was collected during the search for information about the service provision available to veterans

across the Criminal Justice System. For further details about the data collection methods used please see the section *Analysis of Service Provision* (p25).

The data gathered was cross-referenced with the information provided by prison staff after emails were distributed by our Ministry of Justice colleague when determining the presence of VICSOs in UK prisons. Alongside the request for VICSO information, each contact was asked to provide a list of Armed Forces charities or veteran-specific service providers who work within that prison. However, only 20 responses were received. Information was also gathered during internet searches and was cross-checked against the information provided by other sources. However, it is important to note that the information provided by service providers and the locations where they work, is taken at face value.

There are 138 prisons within the UK and, at the point of data collection, it is suggested that there is veteran specific service provision available in 135 prisons. Three prisons in the UK do not have any service provision available to veterans, either in the form of a VICSO lead or by an external support provider. These prisons are HMP Medway, HMP Oakhill, and HMP Rainsbrook. However, all three of these establishments are Secure Training Centres for Young People in Custody, therefore will not have any prisoners with veteran status.

The Armed Forces charity, SSAFA, offers prison in reach support in 131 establishments around the UK. They are the largest provider of prison in reach support to veterans in the UK. However, for 31 prisons, the only form of service provision or support available to veterans is provided by the charity sector. The following bar chart highlights the number of service providers working within prisons. As suggested above, three prisons have no support available. However, 74 prisons in the UK have one service provider offering a service to veterans. The number of prisons with two and three service providers operating within the establishment is 48 and 12 respectively. One prison has four service providers providing a service to veterans.



Analysis of VICSO Support for Veterans in UK Prisons

Information was collected about the number of Veteran in Custody Support Officers (VICSOs) operating in prisons around the UK. A Veteran in Custody Support Officer, or VICSO, is a member of staff working within the prison establishment who oversees the 'implementation and works as the essential link between the veterans in custody and specialist organisations' (National Offender Management, 2015). The role of the VICSO is usually voluntary and in addition to their regular employment responsibilities. Members of prison staff who opt to become VICSOs have usually served in Her Majesty's Armed Forces themselves or have an affiliation with the UK Armed Forces.

Three different strategies were used to collect data about the number of VICSOs present in UK prisons. Firstly, information was gathered via the use of telephone discussions with each prison. Ethical Approval had been granted at the start of the research project and allowed ARU researchers to conduct telephone interviews with key stakeholders on the proviso no personal details were being recorded. A researcher at Anglia Ruskin University compiled a list of operational prisons within the UK, with the aim to contact each prison institution to ask the following questions:

- a. Does this prison have a Veteran in Custody Support Officer (VICSO) present?
- b. Does this prison have a veteran-only wing?

It became apparent during the data collection process that the means of contacting prison establishments within the UK was varied. The contact telephone numbers for some prisons provided a direct link to the establishment and it was possible to speak to a member of staff based within the organisation. Whilst it was possible to collect data from our colleagues in Scotland and Northern Ireland this way, the task proved difficult for prisons in England and Wales.

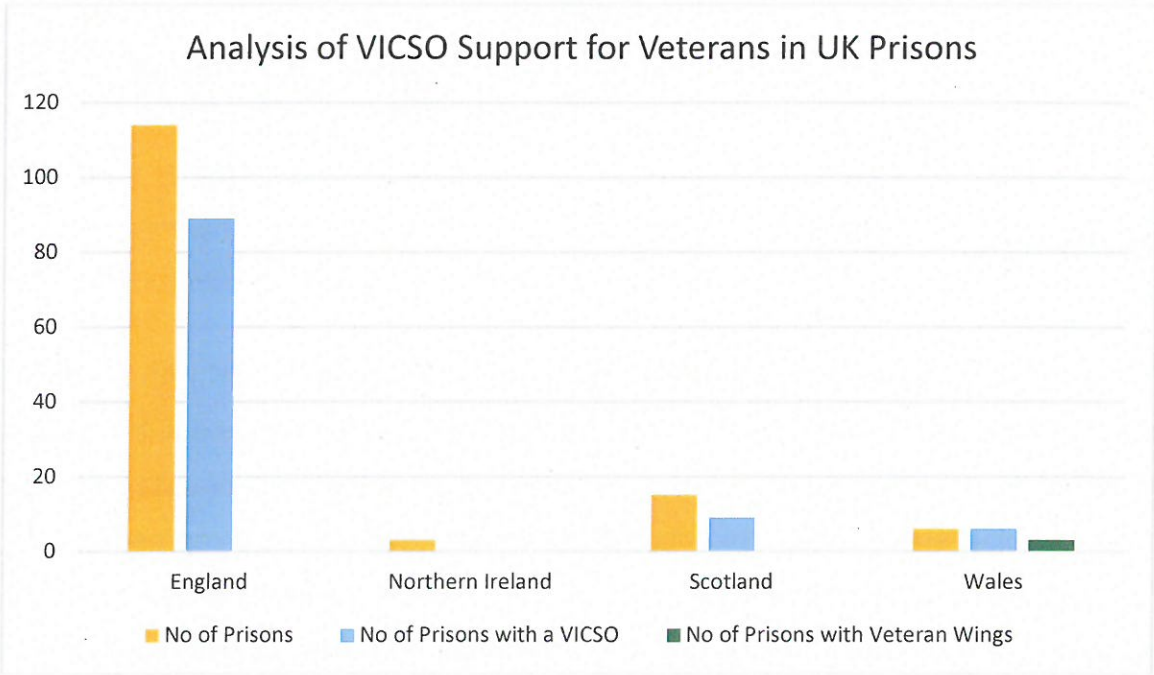
Whilst a number of the prisons in England and Wales had direct telephone numbers, the contact numbers for other prison establishments directed the caller to a national switchboard, with staff members not linked to the prison institution tasked with answering questions about the prison. When directed to the national switch board, some staff members suggested that they could not provide answers to the above questions therefore transferred the call to a member of staff based within the prison. Other staff members provided the information themselves. Although this task was completed with a research mind-set, it highlighted the difficulty facing members of the public when attempting to access such information to seek what support is available. Therefore, signposting to VICSOs within prisons needs to be clearer, so that veterans within the prison are aware of the support available and how to liaise with their VICSO point of contact.

As there were still a number of gaps in the data, contact was made with the Ministry of Justice and an email sent to each prison establishment to ask the questions listed above. Twenty email responses were received from prison staff. The information collected from both the telephone discussions and emails were cross-referenced with literature and information from open sources about the VICSO provision within UK prisons. Some of the prison websites provided details about their VICSO provision and the support available to ex-Service personnel.

The information about which prisons offered VICSO support or had a veteran-only prison wing were included in the interactive directory and map, shown via a separate pin point at the location of the prison in which support is provided.

Analysis was conducted to highlight the level of VICSO support in prisons around the UK. The bar chart below highlights the findings and provides an insight into the number of prisons within each country of the UK, whether there is a VICSO present, and if a prison has a veteran-only wing. It is important to note that the presence of VICSOs within prisons is likely to change due to changes in employment and staffing. At the point of data collection, 104 prisons out of the 134 in the UK have a VICSO in place.

As the bar chart demonstrates, 100% of the prisons in Wales have a VICSO present and three out of the six Welsh prisons also have a veteran-only wing. However, it should be noted that the veteran-only wing or Endeavour Unit at HMP Parc also includes first time offenders without veteran status but who are eligible for the same bespoke interventions designed to reduce re-offending (Call to Mind: Wales, 2016). However, the data suggests that there are no veteran-only wings located elsewhere in the UK. Whilst Northern Ireland has no VICSO presence, 78% of English prisons and 60% of Scottish prisons have a VICSO presence. Responses from Scottish VICSOs indicate the lack of representation in prison may be due to people moving between jobs and the voluntary nature of the role.



Within the UK, it is only Wales that have implemented veteran-only wings. The Scottish Prison Service established Veteran in Custody Support Officer (VICSO) Champions and suggest that every prison in Scotland has a VICSO Champion present (Scottish Government, 2017). However, during the data collection stage of this research it became apparent that not all prisons in Scotland had a VICSO champion in situ. However, this report has taken a cross-sectional analysis and therefore does not reflect the fluidity in the posts in the Scottish prison system. It is important to note that it is the aim of the Scottish Prison Service to have a VICSO Champion present within each establishment and that they recognise the importance of this initiative. From the data collected, it became apparent that within the Northern Irish Prison Service there were no VICSOs present at any of the 3 prisons listed. As *Amour et al.*, (2017) discussed in their report *Supporting & Serving Military Veterans in Northern Ireland*, Northern Ireland has no formal processes in place to collect data about the number of veterans entering the criminal justice system and do not recognise veterans as a vulnerable sub-set of the population.

	England	Northern Ireland	Scotland	Wales	TOTAL
No of Prisons	114	3	15	6	138
VICSOs	89	0	9	6	104
Veteran only wings	0	0	0	3	3

The data collected suggests that there are 34 prisons across the UK with no VICSO presence. However, it must be noted that this figure is likely to change due to transition between different employment roles and is a snapshot at the point of data collection. The table below shows of the 34 prisons that do not have a VICSO representative in place, 9 of these establishments house youths therefore are unlikely to have a veteran population and one prison contains foreign nationals only. The remaining 24 prisons could have a VICSO provision in place as they house adult offenders with seven prisons categorised as female only and 17 prisons listed as housing male offenders.

	England	Northern Ireland	Scotland	Wales	TOTAL
Female Prisons	5	1	1	0	7
Male Prisons	11	2	4	0	18
Mixed Prison	0	0	1	0	1
Youth Prisons	8	0	0	0	8
Foreign Nationals	1	0	0	0	1
TOTAL	25	3	6	0	34

The following map provides a visual representation of the geographical spread of prisons in the UK with a VICSO point of contact and those without. Each dot on the map represents the geographical location of a prison. The red dots symbolise prisons that have a VICSO presence, whereas the black dots highlight prisons that do not have a VICSO presence based on information provided at the point of data collection.



Key:

●	Prison.
●	Prison with a VICSO presence.

Analysis of Service Provision

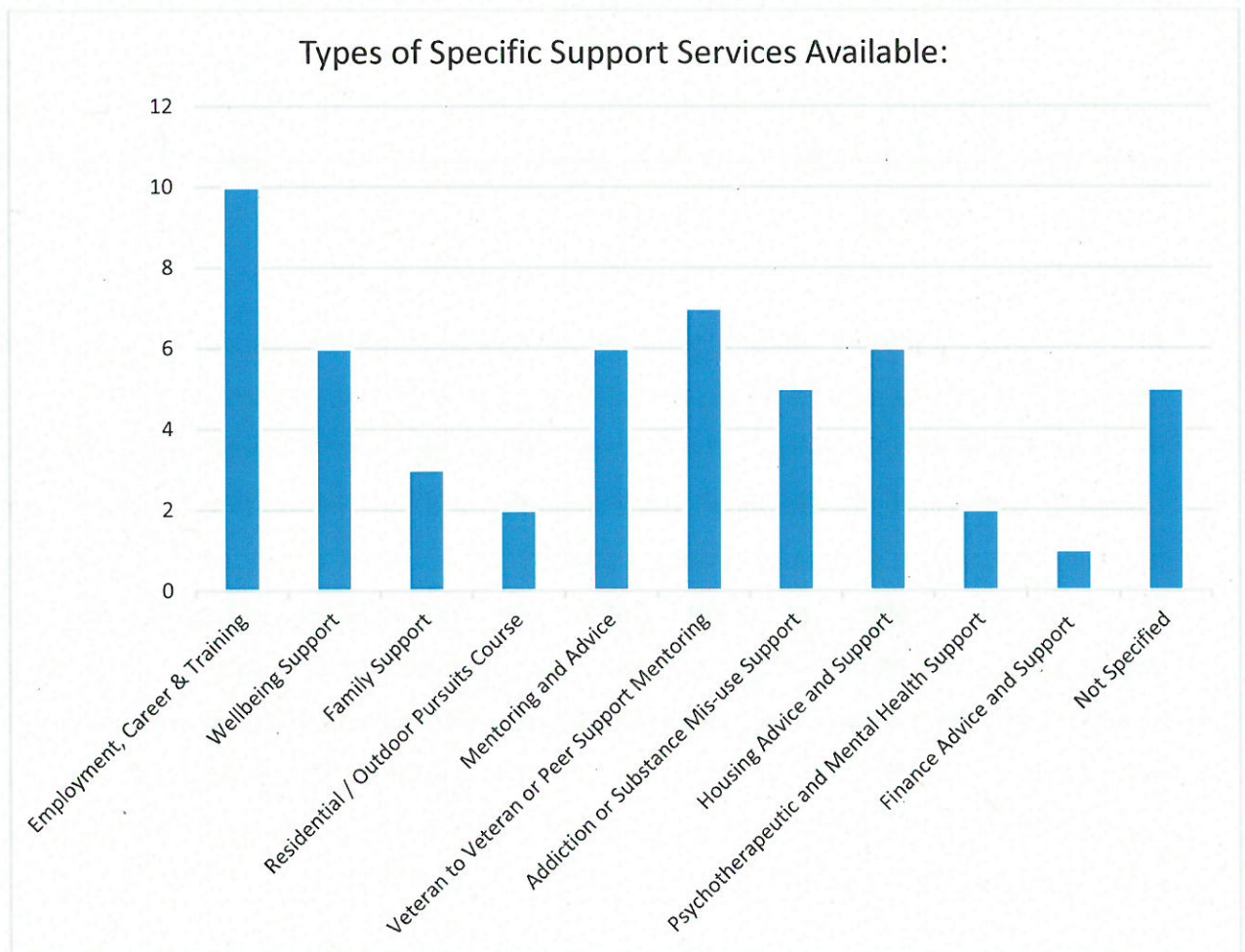
In order to collect data on service provision, letters were sent to Armed Forces charities and service provider organisations to explain the nature of the research project, and asking for either a criminal justice point of contact or information about the criminal justice specific services they offer to veterans. However, we were aware that a number of Armed Forces charities did not have the same visibility as some of the larger organisations and we were keen to include all service providers who offered a veteran specific service to those in the Criminal Justice System.

Therefore, the audit was also advertised on the VFI home page, with an email address established for relevant service providers to inform us about their services and to be included in the directory. A link to this home page was also included on the Cobseo website and flyers were distributed at the 2017 King's College Mental Health Conference, to promote the research project and to ask organisations to engage with the project. Social media was also used to advertise the project and to invite service providers to become involved by providing information about their work. Colleagues within the VFI and the RBLI used the Cobseo meetings, and specifically the Cobseo CJS cluster meetings, to advertise the research project and engage with service providers.

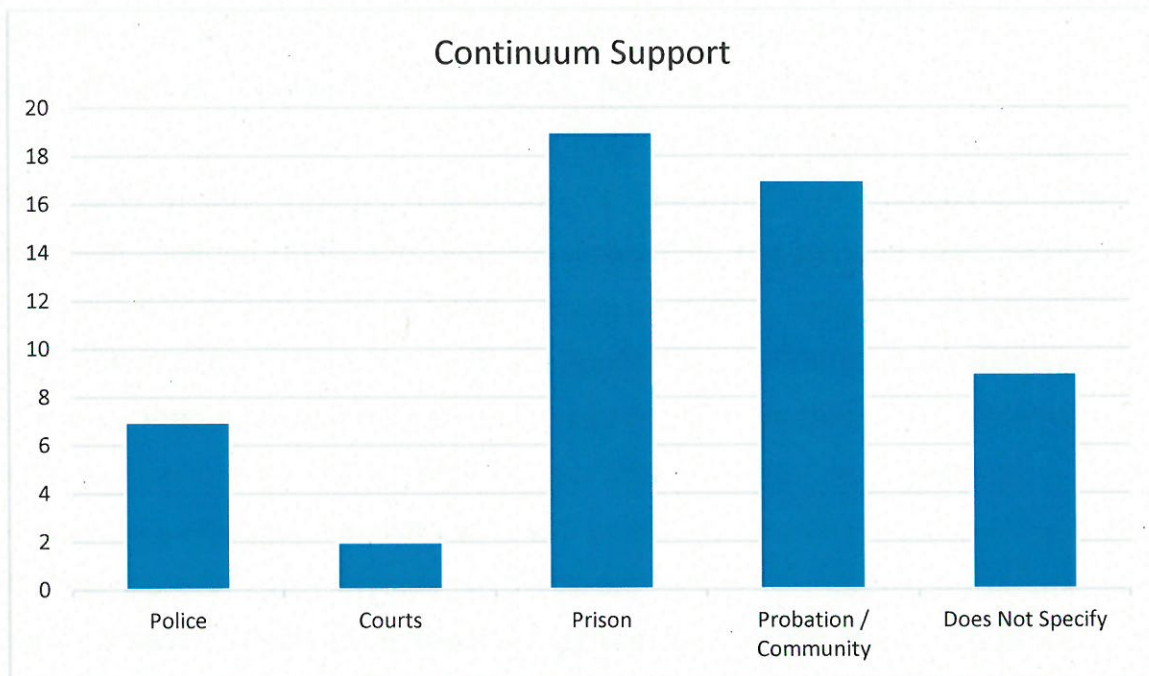
An email was sent to all VICSO leads by our colleagues in the Ministry of Justice, to ask which charity or service providers worked within their establishments. Members of the research team also liaised directly with stakeholders within the charity sector and statutory provision to develop relationships and to encourage support and engagement with the project. These contacts were useful in providing information about the service providers operating at a more local level and to help increase the opportunities for relevant organisations to be included in the project. A thorough search of the internet was also conducted to seek information about service providers and charities providing support to veterans in the Criminal Justice System. This was conducted as both a UK wide search and as a county-by-county search, to increase the opportunities of including all relevant organisations.

We would reiterate that the research team aimed to be as thorough as possible, but due to lack of information on websites or limited engagement by service providers, the data collection on the delivery map represents only that at the point of collection.

The following bar chart highlights the type of support services offered by charities and service providers working with veterans in the CJS. During the data collection search, it became apparent that there are a number of providers and charities offering support to those in the CJS or veterans but this audit specifically sought to map the specific provision available to veterans in the CJS. A total of 36 service providers were identified. Of these 36 providers, 24 offered only one specific form of support to the veteran involved in the CJS. The remaining eight service providers offered a variety of support to aid veterans involved in the CJS. The bar chart below highlights the totality of support provided.



The most popular form of support delivered to veterans in the CJS is focused on employment, career and training support. The benefits of veteran to veteran peer mentoring is also a popular form of support provided to veterans in the CJS. During the analysis of support provision, it was decided to split the organisations who stated they provided peer support with those that provided mentoring support. Academic research suggests that peer support is positive and improves engagement with the community (Cornish *et al.*, 2014). Therefore, it is interesting to note that mentoring is a popular choice of support available to this cohort, and in particular peer mentoring support. A number of service providers did not specify the type of support they provided to the veteran population, stating that they provided support to 'veterans in the Criminal Justice System'. However, the above bar chart highlights the lack of family support and support for financial matters. Where support is provided it became evident that service provision was focused on veterans in prisons or providing support during the probation or community phase of a veteran's criminal justice journey. The bar chart below highlights where on the criminal justice continuum service providers and Armed Forces charities work with veterans. Similar to the types of support services provided, a number of organisations stated that they provided a service to 'veterans in the Criminal Justice System' and did not divulge the elements of the Criminal Justice System to which this referred. As the bar chart suggests, there is little service provision available to veterans in the court stage of their criminal justice journey. Support provision at the point of arrest is also low compared to the provision available at the custodial and community stages of a veteran's criminal justice journey.



The map below provides a geographical illustration of the spread of service provision available to veterans in the Criminal Justice System in the UK. Each red dot highlights a geographical point where service provision is available to veterans. The numbered dots suggest that there are 2 or more providers operating in the same location, however, it is important to note that they may be providing different types of support despite sharing a location.

The map highlights a distinct lack of support in the more rural areas of the UK, with the majority of support being focused around large cities or areas with high populations of serving or ex-Service personnel. There is a lack of service provision available in Northern Ireland and the North and Mid Wales, as well as the most Northern parts of Scotland. The dots on the map do not reflect in scale the support available and accessibility, particularly to rural areas, remains sparse. Whilst for greatest reach we appreciate that services are likely to be put in urban areas, consideration needs to be given to those who need public transport to access such services. Those with the most need are the least likely to seek help, particularly if it is difficult to access.



Recommendations

We would make the following recommendations for on-going access to provision in the future and more effective use of the map:

1. Of particular concern is the absence of detail regarding CJS support on many statutory and service providers' websites, many of which are lacking signposting and are difficult to navigate. Also highlighted are the obstacles we have faced in gaining information at a local level through telephone enquiry, particularly as this is a significant first point of contact for veterans reaching out for help. The provision of training for some organisations' front-of-house staff is required;
2. The need for providers to work more collaboratively and in a 'joined up' way. We highlight on the map several geographic areas where the same provision is offered in the same location;
3. Easy online access to the map is critical for the use by both veterans and service providers. Therefore we would recommend that the URL is changed from its current address, to a more straightforward, user-friendly name;
4. Additionally, we would recommend that all service providers consider the accessibility of their websites, with clear email and telephone contact details. Websites with contact forms, whereby the service provider takes details rather than providing signposting, were also found to be problematic in terms of sourcing information and the people with whom to talk;
5. Cobseo have an important role in supporting the legacy of the map through signposting and strategic direction of its use, particularly through its CJS Cluster members and numerous stakeholders;
6. A link to the Veterans' Gateway and key service providers would provide an enduring form of access for those seeking information through alternative search means and would support a more 'joined-up' way of working collaboratively across all areas of veteran CJS service provision; and
7. In order to ensure its longevity, further funding will be necessary to oversee the on-going functionality of the map. It is important that information is consistently added or amended on the map as it emerges.

Legacy

In order to ensure the ongoing availability of the map, it will be important to update the map regularly, which will require an investment in its legacy. A key way that this could be facilitated would be to consider whether all new CJS Covenant funded projects could have a requirement for their project or organisation to be added to the map. The teams at the VFI, HMPPS and RBLI are investigating other methods by which funding could be found to pay for support to keep the map relevant.

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Appendices:

Appendix A:

The following table provides an overview of the services included in the interactive map and directory including their operational regions.

Active Plus	Cornwall.
Alabare Homes	Wiltshire, Bristol, Hampshire, Gloucestershire, Dorset, and Wales.
Armed Services Advice Project	Scotland.
Barnardo's FVSS	Wales.
Calvert Trust	Northumberland.
Care After Combat	England & Wales.
Catch 22	South Yorkshire.
Change Step	Wales.
Combat Stress	Lancashire.
Ex Forces Action Network	Manchester.
Forward Assist	Northumberland.
Inside Out Project	Liverpool.

Inspiring Intelligence	Lincolnshire.
Liverpool Veterans HQ	Liverpool.
Outside the Wire - The Matthew Project	Norfolk.
Project Nova	Bedfordshire, Cambridgeshire, Suffolk, Cheshire, Cumbria, Co Durham, Manchester, Hertfordshire, Lancashire, Norfolk, North Yorkshire, Northumbria, Northumberland, Tyne and Wear, South Yorkshire, and Suffolk.
PTSD Resolution	England.
RBLI Lifeworks	Kent.
RDV Project	Northern Ireland.
RFEA	Norfolk, Suffolk, and Cambridgeshire.
Riverside Housing	Essex.
Royal British Legion	Manchester and Yorkshire.
SACRO	Scotland.
Skill Force	Nottinghamshire, Derbyshire, Lincolnshire, Northamptonshire, and Leicestershire.
SSAFA	UK.
Ubique Partnerships Ltd.	Warwickshire, Worcestershire, and Staffordshire.
Venture Project NACRO	Essex.
Venture Trust	Scotland.
Veteran Support Service Northern Learning Trust	Northumberland and Cleveland.
Veterans Contact Point	Warwickshire, Worcestershire, and Staffordshire.
Veterans HQ	Liverpool.
Veterans Norfolk	Norfolk.
Veterans Outreach Support	Hampshire.

Appendix B

The following table provides an overview of the statutory support services included in the interactive map and directory, including their operational regions.

Bold Moves	Cambridgeshire, Bedfordshire, Hertfordshire, and Northamptonshire.
Northern Learning Trust	Northumberland.
Thames Valley Armed Forces Referral Service	Berkshire, Buckinghamshire and Oxfordshire.
Veteran and Reserves Mental Health Team	Colchester.
Veterans' Mental Health TIL Service	England.
Veterans Welfare Service	UK.

