



HAMPSHIRE & THE ISLE OF WIGHT CRIMINAL JUSTICE BOARD



Criminal Justice System: working together for the public

Interim progress review (12 months) Hampshire & Isle of Wight LCJB Plan (2019 – 2021) December 2019

Introduction

The Local Criminal Justice Board for Hampshire & IOW (LCJB) brings together agencies with responsibility for delivering criminal justice services across our area. The criminal justice landscape is complex and no single agency is responsible for the system as a whole. It is vital that criminal justice agencies are unified in their ambition and work together, to improve outcomes both for victims of crime and people who offend and deliver justice in the most efficient and effective way possible.

Background

On December 2018 the LCJB held a partnership planning day in order to identify key areas for strategic focus and establish a plan to measure progress. This plan was drawn up and agreed by the board in February 2019.

Commitment to the board remains strong with good attendance from partners and collective engagement to support discussions.

The LCJB committed to communicating the work of the agencies represented within the CJS to promote justice, the value of the LCJB and provide the public with a better understanding.

Planning Day 2018 Outcomes

Four key priorities were identified

- Supporting victims in their journey to ensure their experience is of a seamless single system
- Reduce offending and improve rehabilitation
- Provide an effective and efficient Criminal Justice System
- Improve public confidence by raising awareness of criminal justice partners and their services

Under each of these priorities a number of work strands were developed to support the board to achieve these priorities. These were published [in the LCJB plan](#).

This report, prepared by the LCJB Business Managers, looks to review progress against the activities that were identified in the plan as well as whole system development which allows for flexibility to respond to emerging priorities as they arise.

Evidence of Progress

Priority - Supporting victims in their journey to ensure their experience is of a seamless single system

Crime affects everyone differently and the criminal justice system needs to provide tailored support to help victims and witnesses cope and recover. This is not only the right thing to do, but increases confidence in the criminal justice system and improves outcomes. A victim's journey through the system, whatever the path and outcome, should not result in them becoming a victim of the process, as well as of the crime. No one criminal justice agency can alone provide the services that victims rightly expect to receive. We will ensure we are informed by listening to victims' views and our joint working in order to provide a seamless system. The following work-streams have been the focus of work for the Victims & Witness sub-group over the past 12 months.

In May 2019, the Ministry of Justice (MoJ) published the Victim Code of Practice compliance monitoring framework giving PCC's performance oversight and management through the appropriate LCJB forums. Partners are capturing the required data, although there have been some challenges with the mechanism and this is being fed back. The first national return of data for two quarters is due at the end of December 2019. Data captured is in response to the identified five key entitlements: Informed at key stages of the case, Referred to organisations who can support, Provided with regular updates, Opportunity to make a victim personal statement and, Know the outcome from court and be informed when an offender is released. This is an iterative process and is not finalised. Feedback from partners is being requested in order to understand how meaningful the data capture is and the challenges encountered to shape future amendments. At this stage it is too early to draw any conclusions from the data. Based on the top five entitlements, the information will be used locally to frame LCJB performance improvements in services provided and used as a baseline to improve from.

The Police Witness Care Unit and the Witness Service have jointly devised an easy steps guide as to what a victim/ witness can expect when they attend court with a bespoke version for each court. These are provided to all victims and witnesses required to attend court.

Progress is underway to review all partners' victim related literature to ensure accuracy, availability and relevance. This has proven to be a significant area of work and the delivery timescales have been put back as a result. It is prioritised for completion by the end of March 2020.

The Victim Care Service is developing a website directory of all services available to victims and witnesses. This will be a really useful tool that can be shared with all criminal justice partners to assist in signposting victims and witnesses to the relevant services that support victims. User Acceptance Testing is underway with a completion date expected for 31 December 2019.

The multi-agency group monitoring the transferring of Crown Court cases between courts and consideration of impact on victims and witnesses continues to meet. The Court Listing Officers maintain a log of cases that are moved which includes details of the impact the move had on victims and witnesses. Since records on this started to be kept, the number of trials moved across Wessex has fallen from circa 70 per quarter to just 18. Timely communication and increased information sharing as to specific victim vulnerabilities has led to listing officers being far better informed. Cases are now only moved for significant reasons and communication between the courts and Witness Care Unit (WCU) staff has improved. There are weekly meetings between Listing Officers, WCU and CPS which identify any issues for victims and witnesses that may arise if cases were to be moved over the following three weeks. It is agreed that this is excellent progress.

The south west regional video group's focus exists to share good practice across the region, maximise the use of existing technology and explore innovative ways for victims and witnesses to give evidence remotely. This area of work has not been able to progress across the region and is being addressed through the Wessex CJS Efficiency Board, as this is a priority strand.

Victim and Witness subgroup members challenged themselves to articulate and demonstrate that the victim's voice is listened to throughout the criminal justice process. This has been undertaken by reviewing the practical evidence base for understanding victims' experiences and ensuring their voice is heard. All agencies have captured when and how they interact with victims and witnesses, obtain their feedback and disseminate learning as a result of it. This has been reviewed collaboratively by the group.

Outcomes from the HMCTS Court comprehensive audit remain outstanding, when they are available, work will be done to identify where the gaps are and what the LCJB can do locally to change or influence. In the meantime, quick wins are being addressed throughout the courts in Hampshire & IoW including surveys to focus on improving the court experience for victims and witnesses.

The Hampshire & IoW Specialist Domestic Abuse Court Group (SDAC), led by CPS, focuses on responding effectively to Domestic Abuse cases by cross-agency scrutiny of local performance outcomes and regular review of nationally identified SDAC components.

Stronger links have been built with other DA forums through those who attend both meetings, enabling clear two-way feedback. Performance generally in the Domestic Abuse courts has been positive, particularly to note that there has been increased consistency in service across all areas due to improved co-ordination of specialist DA officer support. Independent Domestic Violence Advisors (IDVA) involvement is now being fully communicated to all partners providing a better wrap around service. Release dates for perpetrators are now being given to DA victims where sentences are under 12 months which was not happening previously. There are concerns regarding future capacity in court resulting from the reduction in trial courts. This will be a priority for the group to closely monitor over the coming year.

National returns for the Domestic Abuse Best Practice Framework have been administered directly by CPS Wessex and Police, moving forward this will be closer aligned to the SDAC Group.

Priority - Reduce offending and improve rehabilitation

By preventing offending the Criminal Justice agencies not only prevent victims but also aim to provide the right level of support to enable offenders to address their criminality and better equip them to avoid reoffending in the future. The LCJB wants to have the most effective pathways to prevent and reduce offending and reoffending in adults and young people through appropriate enforcement, early intervention, diversion and effective rehabilitation. The LCJB will work with partners across the Criminal Justice System to better support those at risk of committing an offence.

There are 6 activities that sit underneath this priority strand. All of which have been discussed within the Reducing Reoffending Strategy Group (RRSG) over the past 12 months and particular progress has been made as detailed below.

Following the LCJB planning meeting the RRSG took a paper to the Hampshire Drug and Alcohol forum to identify a task and finish group assigned to improving the outcomes of Drug and Alcohol clients in Criminal Justice in Hampshire and Isle of

Wight. This group have produced a scoping report which is due to be brought for discussion at the December 2019 meeting. Following this further steps will be identified to make progress against this priority.

The LCJB requested partners to provide information as to their involvement in mental health interventions, sentencing and treatment following the concerns regarding Sentencers' inability to sentence defendants to suitable interventions for mental ill-health. This information was collated into a report that was presented to the RRSg in June 2019. The report advised that the Liaison and Diversion service was in the process of being established in Winchester Crown Court and additional communications were being sought to address this concern throughout the county and proposed a review due to be presented at the December RRSg to assess whether this has improved. Feedback is currently being collated and initial reports are positive with more Mental Health Treatment Requirements being attached to orders being sentenced across the county.

In September the sub-group focused on ascertaining membership support to explore the links between accommodation and offending within Hampshire and Isle of Wight. The proposal is to bring agencies together in a task and finish group to host an event in January 2020 to establish the reality of the housing problem for service users, improving the collective understanding of the issues and barriers, identify solutions and improve links across agencies. The multi-agency group is holding a meeting before the end of the year to put plans in place to bring together this event.

Since the 2018 planning meeting where the aspiration to have a women-only pathway across all partners in Criminal Justice was identified, the RRSg have extended their membership to include Jane Smith from One Small Thing which enables the group to focus on supporting the development of the Southampton Women's Centre which is planned to open in 2021.

The new conditional cautioning programme for women – WaDE (Women and Desistance Engagement) is also being piloted in the Eastern Districts of the Hampshire Constabulary force area. A multi-agency working group has been established to monitor the outcomes of the pilot and to date 11 women have been issued Conditional Cautions since go live on 1st September. The first two courses have commenced and positive feedback has been received. It is too early in the pilot to evaluate outcomes at this stage. Planned review dates have been set to monitor

reoffending post inclusion on to the programme at three months, six months, and twelve months post-course and these will be monitored by the RRSg.

Trauma informed training was provided to main board members in the summer and details on how to access further training was also provided to partners. Across the county a number of schools, health visitor and social service teams, as well as third sector groups have already benefited from accessing this training. Plans are also in place to train key criminal justice partners, Society for St James, Inclusion and the Strategic Drug and Alcohol Partnership.

As part of this commitment to focusing on Women's services the sub-group have developed a statement of intent which will be tabled at the December meeting for sign off at the February LCJB.

The task and finish group focusing on young people up to age 25 remains in the planning stages, with membership being agreed. It was agreed that due to the size of this priority the elements would be split into smaller areas with a timeline created and a review process built in. This priority will be tabled at the December 2019 RRSg meeting.

Project Gateway confirmed the funding post May 2020 has yet to be agreed, presenting a risk to the continuation of the project and the retention of existing Navigators. Improvements to the linkage between the project and other parts of the Criminal Justice System were identified within the subgroup, providing opportunities to improve the outcomes for service users. The need to raise the profile of the project and its success with Sentencers resulted in an offer from the CRC to incorporate communication from the project within the Community Rehabilitation Companies Sentencer newsletter.

The first Youth Focused Scrutiny Panel takes place on 6th December 2019 with Hampshire Constabulary and the four area Youth Offending Teams fully engaged in developing a format. This will be reviewed after the panel in December.

Work to explore opportunities to support the Pupil Referral Units (PRU) across the county is being managed through the violence reduction unit's (VRU) work which

began earlier this year following a successful bid for funding. Eastleigh PRU head teacher is engaged in this process so will assist in managing the issues being seen at PRUs in relation to county lines. This is an ongoing piece of work which will require further understanding and development to provide better support to those young people attending the PRUs.

At the April 2019 LCJB following a presentation on the Serious Organised Crime Strategy it was identified that many partners could benefit from a better understanding and awareness of the issue, particularly by agencies managing offenders. This was adopted as an additional priority by the RRSG and further discussions have taken place within this forum with current actions to scope options for cross-agency awareness training.

Priority - Provide an effective and efficient Criminal Justice System

From the Victim's perspective, the progression of their case through the criminal justice system, from reporting to conclusion, should be seamless, with no delay or disruption. There should be end to end coordination across all justice agencies, understanding the demands and implications, ensuring any risks to delivery are identified and managed through collaborative working. To do this, establishing a modern digitalised criminal justice system is essential to providing an effective and efficient service with successful outcomes and better experiences for everyone. Therefore, Hampshire & IOW should identify opportunities to take new initiatives, nationally and locally, in order to develop innovative approaches to improve the service provided.

The Wessex CJS Efficiency Board is the decision forum which monitors the handling of criminal cases through the CJS to improve the impact on victims and witnesses, working to progress to digital by default to improve efficient and effective outcomes.

The following areas of work have been undertaken, highlighting achievements and challenges encountered.

Police and CPS continue to focus on sustaining improvements in the quality of prosecution case files. The data set for this is obtained from the National File Quality Dashboard and overview from local reports. This is closely monitored on a regular basis by police and CPS. Key areas of focus are the standard of files, quality of evidence and victims and witnesses attending court. Following identification of

areas for improvement, actions plans have been implemented and through better engagement and training improvements are being seen. Hampshire & IoW remain in the top five forces nationally.

Locally police and CPS continue to work to the Wessex tri-force disclosure action plan in line with the National Disclosure Improvement Plan. Cases are reviewed against the agreed key performance indicators and fed into the national ongoing process of improvement. Wessex also has a Multi-Agency Disclosure Forum which oversees progress against the action plan.

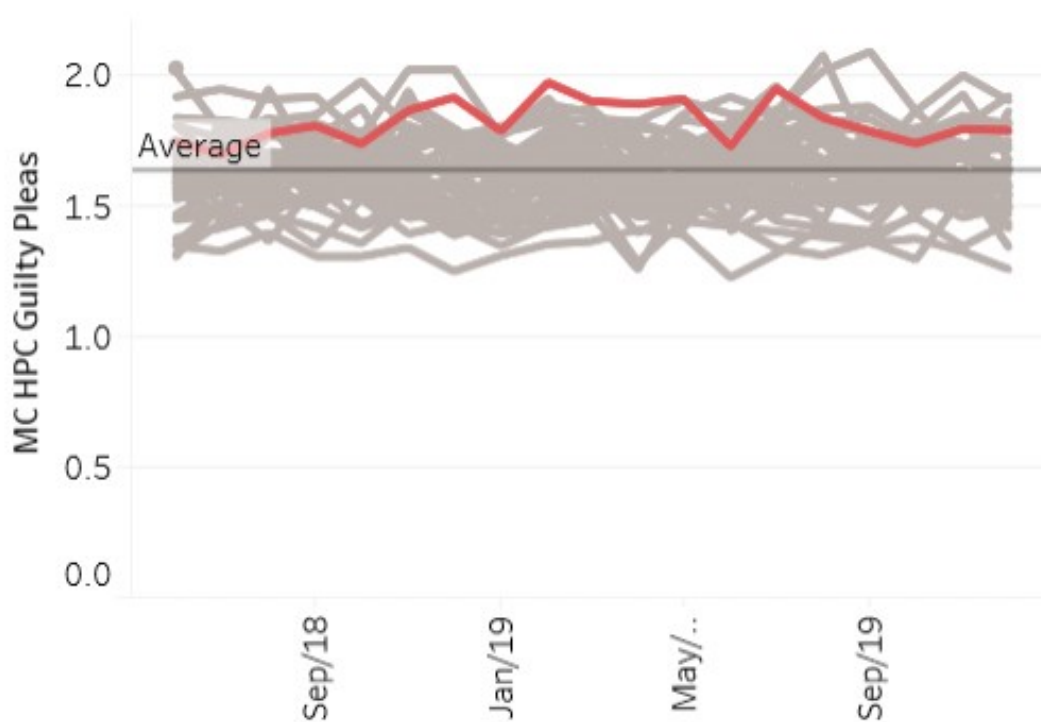
Maintaining scrutiny of rape and serious sexual offence cases continues to be a priority through performance monitoring and separate peer review to learn best practice. The outcomes from the peer review by West Yorkshire Police and Yorkshire & Humberside CPS are expected in December 2019. This is a comparable CPS/Policing area however it performs better. It is hoped that there will be shared learning and the identification of where improvements can be made locally. HMCPSI are also inspecting five CPS areas of which Wessex is one. Outcomes from the inspection are expected by the end of December 2019. Throughout the year there has been a significant increase in resourcing and investment by CPS and Police in trying to understand the reasons behind low outcome rates for rape and serious sexual offences, examining quality of investigations and decision making to take further action and/or prosecute and this focus will continue into 2020.

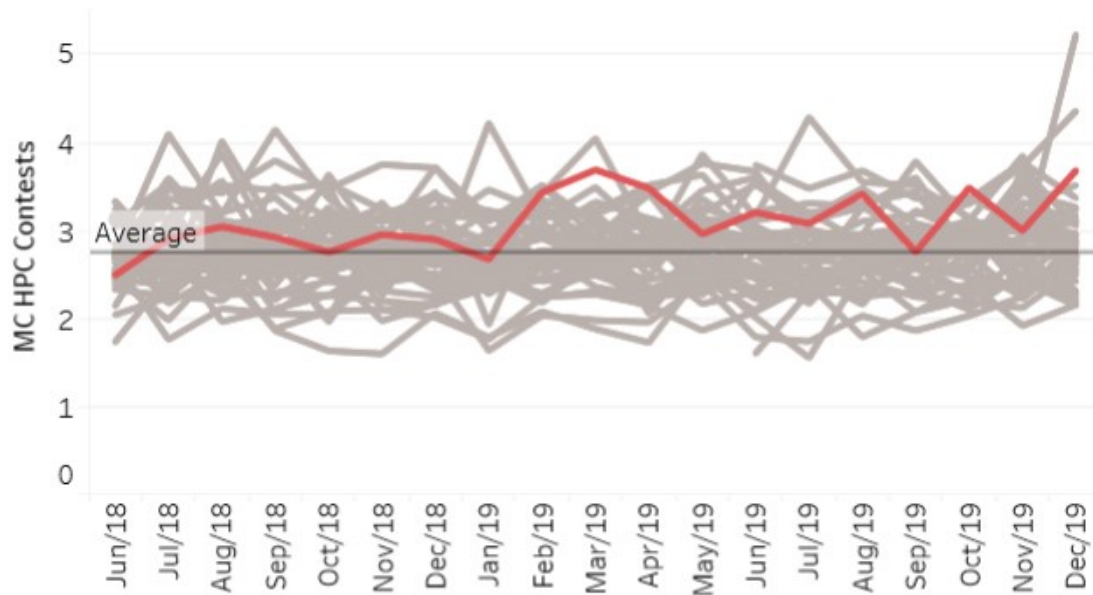
The impact of the Bail Act changes on performance across the criminal justice system in the Wessex area continues to be a priority. The dataset required to understand where improvements are needed has been identified however extracting the required data remains outstanding. There has been progress with Wiltshire Police who are leading on developing a tool to assist in understanding the impact of the changes on service delivery particularly to victims and witnesses but also to criminal justice as a whole. It is anticipated we are a few months away from understanding the full picture around cases that are released under investigation.

Ensuring compliance with the national Transforming Summary Justice (TSJ) and Better Case Management (BCM) initiatives continues through monitoring of performance at magistrate and crown courts. The Wessex wide Quality Assurance and Delivery Group (QADG) are tasked to focus on improving performance in these areas. Furthermore, the monitoring of performance within the main LCJB has been prioritised over the last 12 months with the board decision to utilise a new tool to formalise the way performance is measured and monitored. 'Collaborate' has therefore been established with partnership data being fed into the tool to be analysed and understood collectively in one digital framework. The tool will require

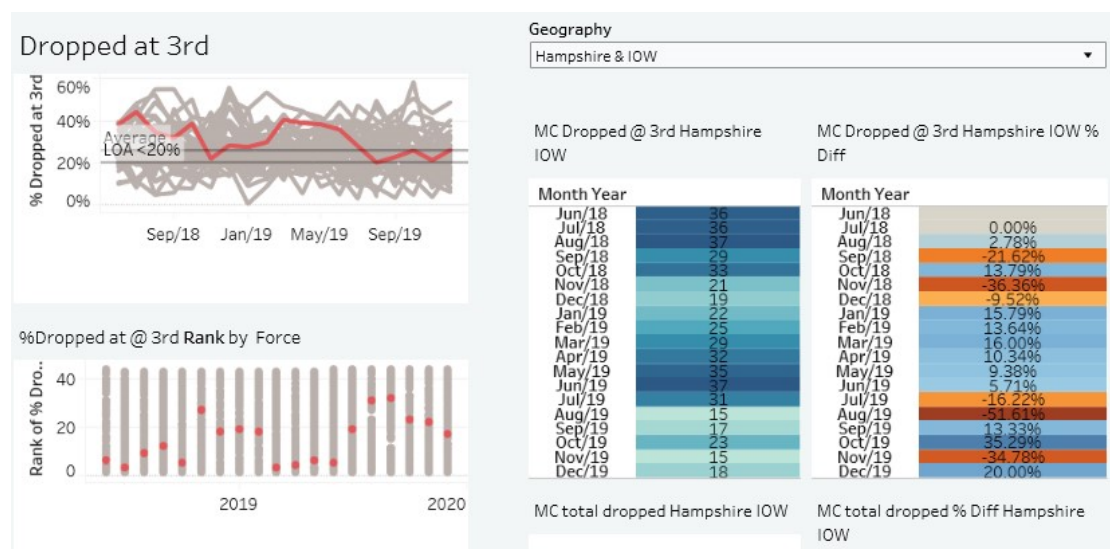
ongoing development to meet the board’s needs but has already being used within a meeting to display data on screen.

Below are a few performance areas that have been monitored through the year. A key performance indicator for magistrates’ court performance (TSJ) is the number of hearings per case in both the Guilty Plea and Not Guilty Plea Courts. This has been raised for further review as performance has continued to remain high and above the level of ambition where the aim is to keep the number of hearings per case to a minimum. The (QADG) strand from the CJS Efficiency Board have explored the reasons further and identified that there is concern that, when the defence practitioner is unknown prior to the first hearing this has a significant impact on the hearings per case. This will continue to be monitored.





The QADG have also been working on trying to reduce the number of cases dropped at 3rd or subsequent hearing. The graph below illustrates the improvements that have been made and there are robust processes now in place from a CPS perspective to ensure this is maintained



At last year's LCJB planning meeting, the Judiciary raised whether there was scope for the police and CPS to share a data set of serious and multi-handed offences in the pipeline for court to assist crown court with forward planning. Therefore, in February, CPS and Police provided a joint data set of the cases in the pipeline which

was then shared with the local judiciary and the senior presiding judge. It was felt this was a worthwhile task serving a purpose for the system. However, the provision of the data needs to be balanced with the resource needed to complete. There was discussion as to whether it could be repeated, maybe annually. As an example, this could be linked to understanding the demand posed by county lines and improving the collective response of all agencies in the long term. This will be an agenda item for the first board meeting in 2020.

At the last LCJB planning meeting, concerns were raised regarding late and delayed investigations and in particular charging decisions for youth cases and those with vulnerable witnesses. This was discussed at subsequent LCJB meetings where the judiciary raised particular cases that were causing concern. This led to the police investigation teams hosting an awareness raising event for the judiciary which was well received. Moving forward now there is a mechanism in place for future issues to be addressed.

The Digital strand continue to make good progress implementing the various national digital working projects at a local level working collaboratively to identify opportunities to improve efficiencies. The well-established group, tasked with progressing this area of work, provide regular updates on progress and raise challenges encountered, to the Wessex CJS Efficiency Board.

As previously outlined within the victims & witness priority, continuing to engage with the regional video forum has been a challenge as the group has not met since early 2019. There is an outstanding action to re-invigorate this area of work across the region exploring the feasibility for video enabled justice opportunities to improve service provided to vulnerable victims and witnesses and to offer a more cost effective alternative for police officers giving evidence. We continue to work with colleagues across the south west region to learn and share best practice.

Priority - Improve public confidence by raising awareness of criminal justice partners and their services

All partner agencies represented at the LCJB have reinforced their commitment to improving public confidence, to encourage trust that the system deals with crimes and offenders according to the law, while providing victims the support they need. The LCJB has committed to increasing awareness of the roles that all agencies play in the criminal justice system and the challenges they face, including sharing and

celebrating partners' successes. The LCJB wants to place a greater focus on young people in particular, and will seek to provide effective communication with the public and across the partnership through various channels.

In order to support this, the communication strategy was developed following the 2018 planning meeting and highlights seven key strands for the communications priority to focus on within the LCJB plan; Research, Campaigns, Internal Communications, Digital Communications, Social Media, Partnership events and Media content. The 2018 Annual Review was also published on the Police and Crime Commissioner's website for public access.

A considerable amount of focus this year has centred on the Crime and Punishment filming, and the first series of the Channel 4 documentary was aired in September and October with six episodes. The whole series, to be shown in two parts, looks to capture the work of police, probation, prison, prosecution and parole all coping with difficult cases - managing risk to the public and themselves, with limited resources, which is central to the LCJBs priority of improving public awareness of criminal justice partners and their services. Earlier in the year, in June, the Sheffield International Documentary Film Festival successfully screened the documentary and held a panel Q&A sessions with the film makers including Roger Graef, parole and prison staff featured in the series as well as Channel 4 newsreader, Krishnan Guru-Murphy. These events sold out and received particularly positive feedback.

A number of communications events were also held in September with local partners and media as well as a national events at Channel 4 which encouraged criminal justice debates through expert panel discussions. A letter from the LCJB chair was sent to Hampshire and Isle of Wight stakeholders including MPs, local authority leaders and VIPs informing them of the imminent broadcast and reminding them of the role of the LCJB. Following the first episode being released on 16th September extensive media coverage was achieved on the programme nationally and in specialist press. Twitter feeds were also monitored and expert Q&A sessions took place following a number of episodes. The next series is due to be broadcast in spring 2020 and further stakeholder engagement and awareness raising activity will be undertaken at this point.

The Winchester Heritage Open Days took place in September, LCJB fully supported the with the '100 Years of Women in Law' Event having full LCJB support. Two board

members were on the panel for an evening discussion on 'Women and Law: Changing Attitudes'. Jo Jakymec, Head of the CPS and HHJ Susan Evans QC spoke about their roles and their experiences of being a women working in the criminal justice system. Dana Denis-Smith chaired the event and they were also joined by Lady Edwina Grosvenor (prison philanthropist and founder of One Small Thing) who spoke about the challenges for women in prison and the system. PCC Michael Lane spoke briefly at the beginning of the event and discussed the Crime and Punishment programme and LCJB in order to raise public awareness of the board and criminal justice in general. The event was featured on the Heritage Open Days website, which included PCC and LCJB logos and over 100 people requested tickets, with around 80 attending on the evening.

Further partnership events are planned including CPS presentations to the Youth Commission and the Youth Commission will also take part in a panel discussion in February 2020. This is the first time this has been done and provides a great opportunity to public to build their confidence in the system. Plans are also in place to explore a youth focused open day at Basingstoke Youth Court. These events particularly look to focus on the LCJB agencies engagement with young people.

To mark Restorative Justice (RJ) Week, a second RJ and re-integration event was held at HMP Winchester on 20 November 2019. Over 70 prisoners attended the event to find out about RJ and other services available that can support them prior to and on release from the prison. 30 staff working in the prison also attended the session to better equip them to support the prisoners in accessing the support that is available. Post event communications were issued to local media and out via social media.

Further work is also planned for the end of 2019 to mark the first 100 years of women in the criminal justice system and to raise awareness through video interviews of the Chair of the LCJB and other members of the board, also supported by blogs. A series of short online polls through the PCC website are planned to gauge awareness to use for future communications activity.

National Developments

Nationally, there has been a noticeable drive to improve the communication between local criminal justice boards and the national criminal justice board (CJB)

chaired by the Secretary of State for Justice. The CJB secretariat have been building on the existing website to develop a better resourced site with more opportunities for local boards to gain insight into their work.

<https://www.gov.uk/government/groups/criminal-justice-board>

The national CJB secretariat is trialling a clearer mechanism for submitting local cross system issues to the national Criminal Justice Board. This aims to draw in local concerns that would benefit from the scrutiny of senior leaders from across the sector at national level.

Hampshire & IoW LCJB raised a concern to the CJB highlighting the impact on the system as a result of anticipated increase in prosecutions following the officer uplift. The MoJ responded to acknowledge they are working with partners across the CJS to manage the impact from the officer uplift on the rest of the system. They are working to understand current and future drivers of demand and ensure the system is resourced to respond. Also noted that they are thinking more widely about the future of criminal legal aid and referenced the on-going review.

The CJB secretariat have set up virtual dial in sessions for the network of LCJB Business Managers to link in to enabling local matters to be raised and the forum for national updates to be provided on key areas of focus from the CJB. The CJB four thematic priorities are Disclosure, Sexual Offences, Forensics and Case Progression.

Earlier in the year, the LCJB forwarded two letters to the Secretary of State for Justice, as Chair of the Criminal Justice Board highlighting the impact locally from austerity and jointly from Wessex (Hampshire, Wiltshire & Dorset) requesting clarity on the prioritisation of digital developments. This resulted in a reply from the Lord Chancellor offering senior MoJ official, Matthew Gould, to visit Wessex to discuss building relationships nationally and locally and ensure better sharing of information. This was a very informative meeting from both the perspective of the LCJB Chairs and also the MoJ official. More clarity was provided on the priorities of the CJB, work done to date and the direction of travel. LCJB Chairs were able to raise key concerns on the local CJS environment including Bail Act changes, EU exit, Reoffending, and increases in national funding where some assurances were given that these matters are high on the radar nationally and acknowledgment of the local challenges faced. All parties agreed it would be helpful to meet again at a later date.

In May 2019 national and local protocols were published providing guidance on local forums and the role of police and crime commissioners. These can be accessed through the below link.

<https://www.gov.uk/government/publications/police-and-crime-commissioners-engagement-protocols>

Other

BAME disproportionality in the CJS

The Lammy Report, published September 2017 was an independent review into the treatment of, and outcomes for Black, Asian and Minority Ethnic individuals in the criminal justice system.

Following detailed review of the recommendations from the report the next stage was to take a collaborative approach based upon a multi-agency review of data to establish whether ethnicity data has or has not been captured correctly. A data set was established from identified cohorts and qualitative analysis undertaken to understand the decisions made and explore disproportionality to identify if there are gaps in the system that agencies need to address.

The report concluded that there is a need for improvement on how offender's details are stored on each agencies systems and how they are shared amongst CJS agencies. There is also a need for further research to establish a better understanding of how BAME individuals are treated within the system.

The LCJB agreed that the next stage of this work is to focus on disproportionality of BAME young people entering the CJS in a specific area within Southampton, which had been highlighted as an area of concern. This work will look into drivers wider than those within the CJS, drawing data from health, education and social care. County lines and gang culture will play into this but without an assumption that these two issues are the drivers for the disproportionality but whether these issues have taken hold because of the wider social issues within the area.

Forward Plan

To be discussed at Planning Meeting 2019.