

Safer Stockton Partnership

12th December 2017

Agenda Item 12



**CLEVELAND & DURHAM
CRIMINAL JUSTICE PARTNERSHIP BOARD**

Criminal Justice System: working together for the public

****Draft****

Cleveland & Durham
Local Criminal Justice Partnership
Plan
2017 -2021

Partnership logos on this page

Forward from Ron and Barry

Commitment to working in partnership: Forward

Whilst recognising the different roles which we all play in the system, the constraints we face, and our operational independence we are committed to working together in partnership in pursuit of our shared objectives and collaborating for the good of the system as a whole so that we can best deliver for our local communities:

- We will seek to harness opportunities from national changes in legislation and policy, and will not be restricted by our organisational boundaries;
- We recognise that we are providing services for local communities and that they are best served by a local system which operates as a whole;
- We will share the wealth of information which we collect and hold so that we can quickly identify issues and work together to solve them;
- We will seek support from other partners who can help achieve our objectives, including local authorities and the health service;
- And, given that we share the same aims and objectives, we will wherever possible look to work in partnership to commission services which support those aims.

The Partnership Board has lead representation from all the statutory criminal justice agencies as represented below, for Durham and the PCC for Cleveland.

Vision Statement: County Durham, Darlington and Cleveland are areas where people have confidence in a local criminal justice system which supports victims, rehabilitates offenders and reduces reoffending, and delivers value for money.

We will achieve this by taking a whole-system approach so that by 2021 we have an end-to-end local criminal justice system which operates effectively across organisational boundaries and supports an independent judiciary to deliver seamless services, a positive experience for victims and witnesses and the effective and efficient delivery of justice.

The local criminal justice system will play a key role in keeping communities safe, supporting positive social outcomes, preventing harm and reducing demand on services, and growing the local economy.

How we will work together

The partnership has agreed its priority outcomes as reduced intergenerational offending, providing positive experiences for victims and witnesses through the criminal justice process and ensuring high public confidence in the system; these will be achieved through efficient and integrated end to end services for victims, witnesses and those who have committed offences in the local area. Our better understanding of the individual roles each agency has along with our commitment to work together will enable us to;

- Recognise and harness new opportunities
- communicate with each other and the local communities in order to promote success and increase public confidence
- develop a joint performance framework which will allow us to better understand where there are opportunities to make improvements in service delivery

The partnership will have service representation from all local statutory Criminal Justice Agencies and will identify priorities in line with nationally set targets. However we will apply specific understanding of how these translate to the local area and link to local practices and issues as well as highlighting opportunities and risks to business through any developing national initiatives. The partnership will support the independence of the judiciary whilst establishing the means to engage in meaningful conversation with them.

Diagram re who on board to fit somewhere on these two pages

Agreed Partnership Objectives:

1. An end-to-end service for supporting Victims and Witnesses: so that they,

Receive the support they need to cope and recover from the impact of the crime

- Are supported to provide their evidence before and at court so that justice is delivered both fairly and effectively: this will include support with advocacy and navigation through the court process as well as making full use of technology
- Where appropriate, feel involved in the ongoing sentencing and rehabilitation of those people who offend so that they can continue to recover from their experience
- Are not passed from one agency to another without good cause
- Receive tailored support based on individually assessed need

2. An end-to-end system for rehabilitating offenders and reducing reoffending: so that those who offend:

- Are challenged to accept responsibility and change their offending behaviour
- Have any underlying causes of their offending identified, and are provided with access to specialist services to help to resolve those issues – including drugs, alcohol, relationship and emotional support, and mental health - as early as possible in the system and throughout
- Gain opportunities to improve their skills and employability, and have access to work upon completion (or as part) of their sentence, so that their offending stops and they contribute to the local economy and community
- Receive integrated support from agencies so that the public are kept safe
- Are offered effective rehabilitation as part of any punishment

3. The most efficient and integrated local criminal justice system in the country: so that agencies:

- Provide good value for money to taxpayers and local communities and work to eradicate waste
- Work together to monitor their own performance and resolutely resolve issues
- Recognise the impact that one service has on another and see solving problems as a shared responsibility
- Harness the opportunities of reforms and freedoms, nationally and locally, to take new and innovative approaches in pursuit of our overall objectives.

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Effectiveness and efficiency

'Efficiency in the CJS'¹ recognised that inefficiencies are created where individuals and organisations do not get things right first time and problems are compounded because mistakes often occur early in the life of a case and are not corrected. In order to avoid and improve this locally, the aim of the effectiveness and efficiency work stream will be to ensure that there is end to end coordination across all statutory CJ agencies in relation to:

- Case file quality and preparation
- The transfer and management of cases between agencies
- Development and implementation of simplified and secure digital processes
- The development and promotion of victim/witness centred practice including access to justice for vulnerable groups.

The development of a local performance framework which is supported and contributed to by all partners will be key to outcome delivery ; highlighting areas of good practice and concern as well as opportunities for further research in order to improve our understanding of specific issues. With the help of available national data the group will seek to learn from those areas that have been able to implement positive changes and will seek the support of the other sub groups to support CJS processes.

¹ Efficiency in the CJS – Report by the Controller and Auditor General , National Audit Office , March 2016 - www.nao.org.uk

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Victims and witnesses

The aim of this work stream is to develop the support pathways available to victim and witnesses and collecting data which enables the measurement of victim and witness experience through the Criminal Justice process. Identified outcomes for the group are to ensure that victims and witnesses are able to cope and recover from their experience and that they are able to engage with the CJS in a positive way. The group has three objectives in the delivery of these outcomes, namely:

- Provision of coordinated end to end care and support;
- Delivery of positive outcomes for victims , based upon an individual assessment of need;
- Enabling the voice of the victim to be heard through the CJ process

The work stream will seek to develop victim and witness support services which are tailored to local and individual need whilst ensuring the right services are involved at the appropriate time and the promotion of victim and witness centred practice. This will include a review of available support provision for vulnerable victims to engage with CJS processes as well as promoting the use of restorative justice where appropriate. Through a greater understanding of partnership roles the work stream will identify gaps and look to fill these in the provision of services across the CJS and the related pathways of support in line with VCOP and the witness charter. The development of a performance management framework for victim and witnesses across CJS will support the work, enabling monitoring of services, comprehensive data sharing and enhanced analysis to improve performance.

The victim and witness work stream is chaired by the offices of the PCC/PCVC who jointly commission the current referral service for victims. Representation from the statutory CJS services is at a senior level but there is wider membership from those organisations providing specific services to victim and witnesses, these include local authorities, Victim Care and Advice Service, Witness Service, Witness Care, as well as representation from the voluntary sector.

Plan on a page for victims will go here

Reducing Offending and reoffending

The outcomes and objectives of this work stream reflect the need to develop end to end support for those people who offend including prevention, early intervention and targeted intervention. The work stream will focus on

- the need to have a full range of diversion and sentencing powers,
- ensuring that all partners understand the different roles and priorities they each have whilst exploring opportunities to be innovative and work together,
- developing effective pathways to support desistance, this will focus on thinking and behaviour, accommodation and employment but will also address other criminogenic needs including, finance, family and relationships, emotional and physical health, and substance misuse,
- encouraging the whole family approach in relation to prevention and intervention,
- development of a performance framework which includes real time information in relation to current offending and reoffending trends, informing future service provision and commissioning priorities as well as allowing for comprehensive data sharing amongst partners

In order to improve public confidence in the system we will ensure transparency around those things we are doing well and those which require improvement, providing clear communication with internal and external partners as well as the local community.

Each of our local authority Community safety partnerships already have reducing offending within their own priorities and also recognise the impact which early intervention can have in diverting individuals away from offending. The aim of the reducing reoffending work stream will be to support these priorities and will be supported by senior representatives from the local CJS agencies as well as wider representation from the many organisations who contribute to the offending and reoffending agenda, these include local authority children's services, alcohol and drug service commissioners, employment and training providers, anti-social behaviour teams, accommodation providers, and health – including liaison and diversion.

Reducing reoffending plan on a page will go here

Performance Management

Available national data² identifies regional variations in the performance of the CJS and is evidence therefore that there is scope for efficiency gains. For example has less while

However measuring whether the criminal justice system is achieving its many objectives is not always straightforward. The Working in Step report made the following two recommendations to the national board and we will work to progress these themes whilst awaiting further updates from them:

- **The national Criminal Justice Board should consider what does good look like and regularly review performance at a level sufficient to identify good practice. Unlike many other areas of government, there is granular performance data available for many aspects of the system. Identifying and exploring regional variations in performance will highlight innovative practice, as well as giving organisations across the system incentives to improve.**

Locally we will use national data in order to identify a base line for quality which allows us to compare ourselves with other areas in the country and especially with those where improvements or innovations appear to be having a positive impact on CJ performance. However we will also seek to improve services beyond that of the baseline, both in terms of quantitative assessment and quality of delivery.

- **The National Criminal Justice Board should establish mechanisms to increase transparency and encourage feedback through the system. This is particularly important where one element of the system has a direct but discretionary impact on another.**

Locally we will report publicly on whether the set targets for performance are being met in line with the objectives set.

All agencies are committed to providing the data which will allow us to create an integrated performance framework and we will look to remove any barriers which could prevent us from achieving this. Creation of a performance framework for each of the work streams is a priority in order to increase transparency and improve outcomes for the public.

² Performance date

Funding and Commissioning - How we will communicate and consult

Government provision of statutory CJS services is enhanced by localised commissioning and funding; working in partnership, commissioning can empower local communities and victims of crime, using innovation and shared working arrangements to tackle and prevent crime at its source and applying resources intelligently to secure effectiveness, efficiency and value for money. Our aim therefore when addressing funding issues or commissioning new services will be deciding how to use the total resources available in order to achieve agreed outcomes in the most efficient, effective and sustainable way.

The commissioning process will follow a plan, do and review cycle and include³

- Understanding the needs of our communities by ensuring that we engage with the full range of partners and stakeholders;
- Consulting potential provider organisations, including those from the third sector and local experts, well in advance of commissioning new services and working with them to set priority outcomes for that service;
- Putting outcomes for users at the heart of the strategic planning process;
- Mapping the fullest practical range of providers with a view to understanding the contribution they could make to deliver those outcomes;
- Ensuring processes are fair and transparent;
- Facilitating long-term contracts and risk sharing, wherever appropriate, as ways of achieving efficiency and effectiveness;
- Seeking feedback from service users, communities and providers in order to review the effectiveness of the commissioning process in meeting local needs.

³ National Audit Office Successful Commissioning Toolkit, National audit Office 2011

Evidence base and the case for working together to improve the system

Transforming Criminal Justice⁴ is a strategy based on the simple premise that all parts of the CJS should be working towards achieving the same set of outcomes:

- A swift, determined response to crime;
- Treatment of victims and witnesses with the care and consideration they deserve;
- Better value for money for the tax payer.

The National Audit office review of “Efficiency in the CJS”⁵ reported a number of national issues regarding the efficiency of the CJS which are replicated locally:

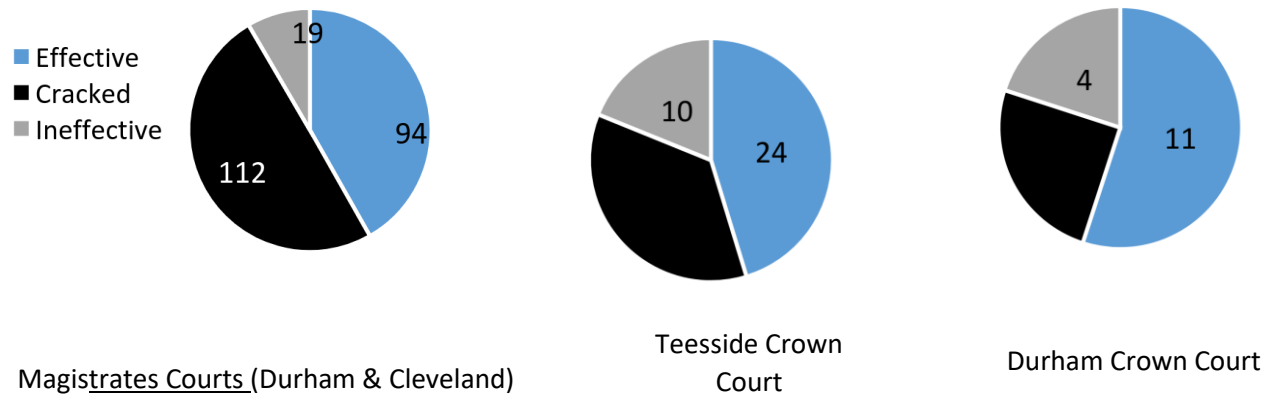
Delays are getting worse against a backdrop of continuing financial pressure. Spending has fallen and whilst there are slightly fewer cases entering the system, the complexity of cases has increased.

- **There have been some improvements in the management of cases since 2010-11.** The proportion of effective trials (those that go ahead as planned) in the Magistrates’ court has increased and the proportion of effective trials in the Crown Court is relatively stable. This is reflected locally and evidences a willingness to work together in order to seek solutions, however over a quarter of cases still collapse on the day of the trial (termed ‘cracked’). This is highlighted as one of our main priority areas for improvement both in terms of efficiency and to enhance the experience of victims and witnesses.
- Local statistics from May 2017 indicate a similar rate of guilty pleas at first hearing in the Magistrates Courts to those achieved nationally, this being 69% in Cleveland and 67.9% in Durham as opposed to 69.3% nationally. However working together to ensure appropriate guilty pleas at the first opportunity continues to be a focus moving forward.

⁴‘Transforming the Criminal Justice System’ – A Strategy and action Plan to reform the Criminal Justice System June 2013 – www.gov.uk

⁵ ‘Efficiency in the CJS – Report by the Controller and Auditor General , National Audit Office , March 2016 - www.nao.org.uk

- **Two-thirds of cases still do not progress as planned, creating unnecessary costs** – In 2014-15 the Legal Aid Agency (LAA) funded defence counsel to the tune of £93.3 million and the CPS spent £21.5 million on preparing cases that were not heard in court due in part to non-attendance of prosecution witnesses and incomplete case files. Of 225 trials listed in the Magistrates courts in Durham and Cleveland only 94 were effective and in the Crown Courts only 11 of the 20 listed at Durham and 24 of the 53 listed at Teesside went ahead on the day as planned. Unsuccessful outcomes at court due to witness issues are currently recorded at 28.9% in Cleveland and 35.5% in Durham. Again partnership work in the local area has resulted in a slight improvement against the national picture but it remains a priority area for the future.
- **Delays and collapsed trials damage the public's confidence in the system which exacerbates the problem** - Only 55% of people who have been a witness or victim in court would be prepared to do so again.



Philippa is looking at tables of go into this evidence section which I will forward on

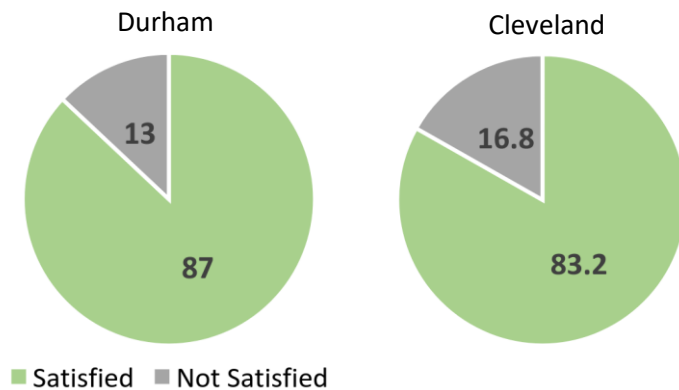
Supporting victims and witnesses

The National Victims' Commissioner's report "What Works in Supporting Victims of Crime"⁶ acknowledged that significant progress has been made in the development and co-ordination of support services for victims of crime. However, the report also points out that services tend to reflect the historical context in which they have emerged. Subsequently, while there remains no one single agency with overall responsibility for victims, the responsibilities that Police and Crime Commissioners have to provide support services creates an opportunity to develop and co-ordinate a range of support to meet the needs of all victims in their area. The report highlights four areas in particular where there is scope to further develop support for victims and witnesses:

- **Information and communication:** Insufficient timely and accurate information and effective methods of communication with victims can aggravate the impact of a crime;
- **Procedural justice:** The quality of service that victims get from criminal justice professionals and associated agencies is often a more important factor in victim satisfaction than the final outcome of their case;
- **Multi-agency working:** Partnership working across statutory and voluntary sectors can provide effective support for victims in terms of information sharing and encourage victims to remain engaged with the CJS ;
- **Professionalism of victims' services and a single point of contact.**

The allocation of some MoJ funding to PCC's for the commissioning of victim services has allowed for the development of greater coordination of those services and local delivery. Following a review of national provision and a consultation process which included victims of crime, a new and localised referral service (Victim Care and Advice Service- VCAS) has been commissioned. This new service works closely with police staff to ensure victims have an increased awareness of the independent offer of support and reports from (put in more recent figures) the first year of delivery across Cleveland and Durham show that 2,621 needs assessments have been completed. Of those receiving ongoing support there were significant improvements in the assessment of need at the commencement and end of the support period. During 2016/17 police victim satisfaction levels were 87% in Durham and 83.2% in Cleveland. Whilst these figures are positive there is limited available data across the CJS which can evidence the victim's ability to cope and recover from the crime or the quality of service which a victim receives across all criminal justice agencies.

⁶ 'What Works in Supporting Victims of Crime – a rapid evidence assessment 2014 – www.victimscscommissioner.org.uk



Reducing offending and reoffending

Despite ongoing partnership work throughout the two areas and the national reforms⁷ which have taken place over recent years the offending and reoffending rates both nationally and locally have remained stubbornly high. According to the most recent proven reoffending figures⁸ a quarter of all offenders cautioned , given a non-custodial sentence or released from custody reoffend within one year, translating into 45% of those released from custody and 32% of those given a community sentence . **Insert table** from most recent In addition we have an ever increasing prison population and those in custody are there for more serious offences.

⁷ Transforming Rehabilitation: A Strategy for reform – May 2013 www.Gov.uk

⁸ Proven Reoffending statistics – Quarterly statistics in England and wales, Jan 2017 www.Gov.UK

There is therefore much progress to be made and better national and local criminal justice partnerships are seen as crucial if there is to be real change. However the 'Working in Step?'⁹ report stated;

“Overall, we saw little evidence that LCJPs were visible, accountable and influential bodies leading work to improve the efficiency and effectiveness of the CJS at a local level and achieving tangible results.”

In line with the report recommendations a review of our own partnership working found similar views held by local partnership board members who concluded that them:

- Valued the relationships developed within the group but questioned its effectiveness in terms of local priority setting for the CJS;
- Acknowledged the need for greater connectivity through the CJS between themselves, the sub groups and wider community partnership support across the victim, witness and offender pathways; and
- Acknowledged the need for a more structured, meaningful and evidenced performance framework through which risks could be identified, issues highlighted and CJS partners held accountable to each other and the public.

Partnership board members were however keen to work together to agree CJ partnership objectives in order to achieve a common purpose, shared aims, priorities and success criteria as well as the means to monitor and measure performance meaningfully and collectively.

⁹ 'Working in Step?' – A joint Inspection of local Criminal Justice partnerships by HMIC, HMCPSI and HMI Probation Oct 2015 – www.justiceinspectors.gov.uk

Outline timeframe and Priority work areas

2017- 2018 - Implementing the review
Agree the Criminal Justice Plan and high level objectives of the partnership
Appoint the Criminal Justice Team to be housed within the PCC/PCVC Offices and prepare initial work plan priorities
Establish priorities and allocate resources for each of the key objectives
Develop a public face and communication strategy for the local criminal justice partnership and it's its constituent agencies – e.g. Website, social media presence and local profile through media
Agree partnership information sharing arrangements as required
Begin discussions around potential opportunities and processes for consultation with CJ service users
Explore opportunities to join up the local work with that of the national board
Collate information from individual agencies data collection to inform the development of a performance frameworks across the partnership

Work stream priorities	
Effectiveness and efficiency	
E1	Identify and analyse available transforming summary justice data in order to increase our understanding of the reasons for cracked and ineffective trials, particularly the reasons why some victims and witnesses fail to attend court
E2	Locate existing data and any gaps in relation to the experience of vulnerable groups through the CJS
E3	Research available information regarding case file quality and transfer of data which can impact on delays and inefficiencies
E4	Evaluate current local provision of video links in order to support to support vulnerable victims and improve efficiency in terms of accessibility to court proceedings
Improving the experience of victims and witnesses	
V1	Develop an outcome framework for the measurement of cope and recovery from crime in order to support preparation of a performance

	framework for victim and witnesses
V2	Conduct a review of current service provision for victim and witnesses in order to inform gaps and where the current experience could be enhanced
V3	Review services available for vulnerable groups e.g. victims of domestic abuse and sexual violence, mental health, young people and hate crime
V4	Increase awareness and accessibility of RJ provision to all victims through development of multi-agency RJ hub
V5	Explore partners current collection of soft data from victims and how this might be collated to support understanding of the CJ experience
Reducing offending and reoffending	
R1	Conduct an assessment of pathway availability and impact for young people and adults who offend in order to inform priorities and future commissioning of services
R2	Identify available data across the Criminal justice agencies in order to develop a performance framework supporting the key objectives
R3	Review Integrated approach to supervision of prolific offenders in order to support and ensure an effective delivery model to reduce reoffending
R4	Sustain, oversee and develop the commitment to diversionary projects reducing the number of first time offenders coming before the courts
R5	Establish partnership support for the development of a whole system approach to the delivery of provision for females who offend and desistance based interventions

2018 - 2019
Review delivery of high level objectives during 2017 -18
Using shared performance data develop structured analysis of performance at board level to inform future priorities and areas of improvement
Review complaints and scrutiny processes and identify opportunities for shared learning
Explore opportunities for local flexibility which could allow for greater innovation

Ensure the service user voice is heard across the local development of CJS provision
Review and extend consultation with voluntary sector in order to inform understanding of pathway provision and commissioning opportunities
Explore opportunities for co-commissioning and participatory budgeting taking into account medium term financial plans
Explore opportunities for shared IT systems to support more effective communication

Effectiveness and Efficiency	
E	Analyse available data in order to increase the number of guilty pleas at first hearing whilst reducing the number of local cracked and ineffective trials
E	Collect and analyse data relating to the experience of vulnerable groups through the CJS and ensure that this incorporated into wider discussion of the issues such as domestic violence, hate crime, child sexual abuse and other sexual violence
E	Ensure processes in place to improve case file quality and transfer of data between partners in order to prevent delays and inefficiencies
E	Prepare for delivery of video-enabled justice to support vulnerable victims and improve efficiency in terms of accessibility to court proceedings
Improving victim and witness experience	
V	Use analysis of collated performance data to highlight areas of concern and good practice in relation to both quality of service and achieving appropriate outcomes for victims and witnesses
V	Following the identification of any gaps in provision seek to fill these through partnership arrangements and increased capacity where appropriate
V	Review and embed where appropriate the current advocacy provision for vulnerable victims
V	Ensure that every victim is offered the opportunity to engage with RJ and that where appropriate interventions are delivered to the RJ quality mark standard
V	Agree method for collection of soft data from victims and ensure that processes are in place to share learning from across all partners
Reducing offending and reoffending	
R	Using information gathered from assessment of pathway availability and impact for young people and adults who offend determine priorities and future commissioning of services
R	Use and analyse collated performance data to support priorities and future commissioning of services

R	Provide governance to Integrated Offender Management approach to supervision of prolific offenders and monitor impact on reducing reoffending
R	Sustain, oversee and develop the commitment to diversionary projects reducing the number of first time offenders coming before the courts
R	Implement a whole system approach to delivery of desistance based interventions to females who offend
R	Implement commitments with local authorities / combined authority on employability and opportunities for employment for those who offend
R	Work with housing providers to improve availability of accommodation for those who offend and sustainability of the tenancy
R	Research local need of those who offend aged 18 to 25 and identify ways in which this group can better be supported by partners working together

2019-2020
<ul style="list-style-type: none"> ● Review progress of whole-system approach to reducing reoffending and supporting victims, evaluating delivery of more integrated services, including those resulting from co-commissioning ● Embed learning and act on increased understanding from shared scrutiny and complaint processes ● Analysis of the performance framework embedded into the end to end delivery of CJ services ● Mature provision of effective pathways to desistance at all stages of the system ● Outcome measurement for victims fully developed and analysed ● Ongoing development and consultation with voluntary sector
Work stream priorities to be identified by December 2019

2020-21
Review and evaluate service delivery and develop specification for future term

Evidenced reduction in reoffending
Victim experiences measured in terms of outcomes and compliance with victim's code with an evidenced increase
Measurable improvements to the progression of cases through the CJS