

# HAMPSHIRE POLICE AND CRIME PANEL

2.00pm – 27 January 2017

Held in Ashburton Hall, Winchester  
(Hampshire County Council)

## PRESENT

### **Councillors:**

#### Chairman

a David Stewart  
(Isle of Wight Council)

#### Vice Chairman

p Jan Warwick  
(Winchester City Council)

p John Beavis MBE  
(Gosport Borough Council)

p John Kennett  
(Hart District Council)

p Simon Bound  
(Basingstoke & Deane Borough Council)

a Peter Latham  
(Hampshire County Council)

p Ken Carter  
(East Hampshire District Council)

a Ian Lyon  
(Portsmouth City Council)

p Trevor Cartwright MBE  
(Fareham Borough Council)

a Ken Muschamp  
(Rushmoor Borough Council)

p Steve Clarke  
(New Forest District Council)

d Jacqui Rayment  
(Southampton City Council)

a Tonia Craig  
(Eastleigh Borough Council)

a Leah Turner  
(Havant Borough Council)

a Alison Johnston  
(Test Valley Borough Council)

### **Co-opted Members:**

#### Independent Members

p Michael Coombes  
a Bob Purkiss MBE

#### Local Authority

a Reg Barry  
p Frank Rust  
p Lynne Stagg

### **At the invitation of the Chairman:**

Lisa Allam  
Tony Walker  
Sophie Haynes  
Sarah Herbert  
Elle Snookes

*Office of the Police and Crime Commissioner  
Restorative Solutions  
Restorative Solutions  
Hampshire Youth Offending Team  
Hampshire Youth Offending Team*

54. **BROADCASTING ANNOUNCEMENT**

The Vice Chairman announced that the press and members of the public were permitted to film and broadcast the meeting. Those remaining at the meeting were consenting to being filmed and recorded, and to the possible use of those images and recording for broadcasting purposes.

55. **WELCOME AND INTRODUCTIONS**

The Vice Chairman, Cllr Jan Warwick, welcomed all to the meeting and announced that she would be Chairing the session in the absence of Cllr Stewart. Cllr Clarke was invited to assist the Chairing of the meeting, as he had recently attended the launch of the Police and Crime Commissioner's (hereafter referred to as 'the Commissioner') new Restorative Justice and Restorative Approaches strategy on behalf of the Police and Crime Panel (hereafter referred to as 'the Panel'). A special welcome was provided to the external witnesses attending to present their evidence to the Panel.

56. **APOLOGIES FOR ABSENCE**

Apologies were received from:

- Councillor Trevor Cartwright (Fareham Borough Council)
- Councillor Alison Johnston (Test Valley Borough Council)
- Councillor Peter Latham (Hampshire County Council)
- Councillor Ian Lyon (Portsmouth City Council)
- Councillor Ken Muschamp (Rushmoor Borough Council)
- Councillor Jacqui Rayment (Southampton City Council) – Councillor Dave Shields was in attendance as the Deputy Member
- Councillor David Stewart (Isle of Wight Council)
- Councillor Leah Turner (Havant Borough Council)
- Bob Purkiss (Independent Member)

57. **DECLARATIONS OF INTEREST**

Members were able to disclose to the meeting any disclosable pecuniary interest they may have in any matter on the agenda for the meeting, where that interest is not already entered in their appointing authority's register of interests, and any other pecuniary or non-pecuniary interests in any such matter that Members may wish to disclose.

No declarations were made.

58. **SESSION ONE 2016/17: DOMESTIC ABUSE FINAL REPORT**

The final draft of the 'Domestic Abuse' report was presented before the Panel by the Police and Crime Plan working group.

The Panel commended the report and agreed that it summarised well the oral and written evidence received.

RESOLVED:

That the 'Domestic Abuse' proactive scrutiny report and its recommendations are agreed, and sent to the Police and Crime Commissioner for Hampshire and the IOW for his response to the Panel's recommendations.

59. **SESSION TWO 2016/17: RESTORATIVE JUSTICE**

Members heard that this was the second session of the Panel's work programme for 2016/17, and the proactive scrutiny would be focused on the topic of 'restorative justice'. A scope for this review (see Appendix 1 to Item 6 in the Minute Book) had been agreed by the Plan working group, who had written to stakeholders in the previous weeks to collate evidence (see Appendix 2 to Item 6 in the Minute Book).

The key questions asked of witnesses were:

- How well have the Office of the Police and Crime Commissioner (OPCC) worked with voluntary and statutory sector partners to date, to support the development and delivery of the Restorative Justice and Restorative Approaches Strategy?
- How are the Commissioner and his office engaging with local communities and victims and perpetrators of crime and anti-social behaviour, to raise the profile of restorative justice and restorative approaches within Hampshire and the Isle of Wight?
- What are the key priorities which need to be considered by the PCC to support delivery of the Restorative Justice and Restorative Approaches Strategy?
- What best practice exists which could also be considered by the PCC in his approach to enhancing the restorative justice provision across Hampshire and the IOW?

It was heard that this proactive scrutiny session would allow the Panel to scrutinise and support the Commissioner, in his intention to keep communities across Hampshire and the Isle

of Wight safe and secure, through reviewing the progress made towards achieving the vision of the Restorative Justice and Restorative Approaches Strategy. This scrutiny will also consider how the Commissioner and his office are engaging partners across the two counties in delivering this agenda, as well as increasing awareness and engagement from the wider community.

The Vice Chairman explained that the oral evidence giving session would take the format of a witness expert panel, with all representatives present being given the opportunity to answer questions from the wider Panel. Discussion was encouraged, and any questions that were not answered on the day would be fed back to witnesses for a written response after the meeting.

The expert witnesses were provided with the opportunity to introduce themselves and to give a brief overview of their organisations role in the delivery of Restorative Justice to date and their vision for the future provision of Restorative Justice across Hampshire and the IOW. Members heard:

#### *OPCC*

- Lisa Allam had started in her role as the OPCC's Restorative Justice County Co-ordinator in February 2016 to manage the commissioned service provider, maintain an overview of and implement the strategy and liaise with partners to embed throughout the criminal justice system.
- During the initial commissioning process, two providers were commissioned to deliver the Restorative Justice Service. However, in May 2016, the provider for North and Mid Hampshire withdrew from service delivery due to capacity issues within their own organisation. This provided an opportunity for the Police and Crime Commissioner to commission a single inclusive service. Restorative Solutions were invited to submit a proposal to the Commissioner, which was approved in July 2016.
- The first strategy for the provision of restorative justice (RJ) was limited to victims of certain crime types. The initial budget and scope had projected a high volume of referrals for low-impact crime. While there have been fewer requests than projected, the referrals received have mainly been from victims of serious, higher impact crime who had suffered significant trauma for many years, including those affected by serious sexual crime.

This requires more thorough preparation which in most cases, will take place over several months, with ongoing support and involvement post intervention.

- Following consultation, a new strategy was launched by the Commissioner in November 2016. The new Restorative Justice and Restorative Approaches strategy seeks to make restorative justice available to all victims and all perpetrators, regardless of the nature of the offence and also broadens the scope of the strategy to consider restorative approaches, such as mediation, to prevent offending and re-offending.
- The Commissioner had made a commitment under this strategy to provide funding of £290,000 per annum until 31 March 2018.
- The OPCC hopes to set up a consultation group with sexual violence and domestic abuse partners to ensure that victims and perpetrators of sexual and domestic abuse are robustly risk assessed before engaging in restorative justice, to prevent any additional harm being caused. It will also be imperative that participants are adequately supported by specialist support services before, during and after any restorative intervention.
- A restorative approaches forum has been set up, led by the OPCC. The scope of this forum is not limited to Restorative Justice within a Criminal Justice setting. It is an opportunity for restorative practitioners from Restorative Solutions, Youth Offending Team's, mediation services and organisations using restorative approaches within schools, prisons and within neighbourhoods to come together to share best practice, take part innovative case planning, quality assurance discuss new policy and legislation etc.
- The OPCC had sought to raise awareness with partners through delivering briefings and specifically with Hampshire Constabulary will be providing training for police champions and new recruits.
- Awareness raising had also taken place within communities in the New Forest and with multi-faith groups in Portsmouth. This was achieved through the Capacity Development Fund, led by local mediation services and community groups.
- The OPCC considered that some of the key challenges in the delivery of the Commissioner's strategy included increasing knowledge and awareness with partners and the public, increasing confidence in the benefits of restorative options and ensuring that all victims and

perpetrators are given an open, but informed choice on whether to engage with restorative services.

### *Restorative Solutions*

- Restorative Solutions is a national community interest company and not for profit organisation and have been commissioned by nine Police and Crime Commissioner's nationally to deliver restorative justice services.
- Their team within Hampshire currently consists of five to six permanent members of staff and approximately 50 community volunteers. In Hampshire they have partnered with Hampshire Fire and Rescue and with Age UK on the Isle of Wight to share volunteers and resources and to align their community engagement aims.
- Restorative Solutions provide services for all offences which can be either victim or offender lead and can be offered for any offence.
- They felt that the benefit was generally greater for those most affected by a crime and those victims of more serious crimes. Nationally they had supported restorative approaches for victims of manslaughter, historical sexual abuse, burglary and hate crime.
- 127 referrals had already been received by Restorative Solutions from across the Hampshire Policing Area which had resulted in seven conferences and a number of other indirect processes.

### *Hampshire Youth Offending Team*

- Youth Offending teams (YOT) are responsible for restorative justice for those young people aged under 18.
- Hampshire YOT have an integrated RJ team and all staff are required to attend training and integrate restorative justice principles within daily practice . As a result of the training provided to its staff and volunteers, Hampshire YOT had been awarded the RJ quality mark accreditation.
- Where as adult victims only have the right to be given advice on how to access restorative justice, YOT's have a statutory obligation to offer restorative justice to all victims, where the offender is aged under 18 and regardless of the nature or seriousness of the crime.
- Any young person on an out of court or court disposal is automatically referred to the restorative justice team,

and if a victim is identified they will always be contacted.

- All pre-court disposals are checked centrally to ensure that the offer and application of restorative approaches is consistent.
- Whilst RJ within the youth system is victim led, perpetrators still have the opportunity to make restitutions.
- Hampshire YOT were looking to develop a pan-Hampshire whole family approach and were also considering opportunities for integration with schools and children's homes.
- Hampshire YOT felt that they had a good relationship with the OPCC which had delivered a joined-up approach in the delivery of restorative approaches.
- They felt, however, that more awareness raising was needed and closer working with Neighbourhood Policing Teams, to ensure that victims can be better assured that harm caused was being repaired and to help police officers better integrate RJ principles in their work.

The expert witness panel were then asked a number of questions relating to the written evidence received. Members heard:

- That, based on the volume and nature of enquiries received within the previous six to eight months, the OPCC felt confident that they could meet the aims of the strategy in making RJ available to every victim and offender across Hampshire and the IOW, but that they would continue to monitor and assess the level and types of referral received.
- Restorative Solutions were also training volunteers to build capacity and Hampshire YOT had committed the resources and staffing required delivering RJ.
- Restorative Solutions and the OPCC intended to ask victims about their wellbeing both before and after restorative justice conferences to build up an evidence base to assess the impact and the quality of outcomes. Restorative Solutions further noted that to date they had seen a 98% success rate in victim satisfaction, based upon whether the victim felt their needs were met and if they had achieved what they had wanted from the process.
- Whilst it was considered important that nobody was denied access to RJ, it was also felt that appropriate risk assessment must be undertaken in cases of serious

crime, and/or where the level of harm to the victim was high, to ensure that RJ was undertaken safely and that further harm was prevented. The OPCC noted their intention to create two steering groups with specialist partners in the fields of domestic abuse and sexual crime to support the risk assessment process.

- Further work was needed to encourage victims to self-refer themselves to RJ services; to date Restorative Solutions had received seven self referrals which included five victims of historical sexual abuse and one of domestic homicide.
- Devolved funding was initially made available for victim led RJ services, however this had now been expanded to include perpetrator initiated RJ. Work was being undertaken by partners looking at recognising when a perpetrator could be referred to RJ services.
- HMP were creating a supportive environment for the use of RJ through prisons, and have invited the OPCC to be part of the training programmes for new keyworker posts at Winchester Prison. Three places on the next RJ facilitator's course have been offered to the Violence Reduction Team.
- The OPCC were also planning to meet with the probation services to discuss how their practitioners can be more informed regarding the use of RJ.

Councillor Carter left the meeting at this point

- A positive example of the use of a restorative approach within the prison service was 'through the gate'. Initially implemented at Kingston Prison the approach had been adopted by Winchester prison, under the title 'inside out'. The scheme allowed inmates to talk to young offenders to help them understand the impact of their offending behaviour. Current funding for the scheme finishes on 31 March 2017. It was also noted that the reduction in the number of first time entrants into the Youth Justice System has limited demand for the project which seems to have reached a natural conclusion.
- It was felt that RJ didn't exist in a silo and needed to be used in conjunction with other existing support services to create a holistic response. Partnership and collaboration in the delivery of this was considered essential.
- It was also considered important that RJ services were made available to victims at anytime during the victim's

journey and that awareness should be raised throughout so that the victim could identify the right time for them to engage with restorative services.

- The OPCC encourages, through the restorative practise strand within the Commissioner's commissioning strategy, innovative bids for partners who want to use restorative approaches within their work.
- Community partners were using restorative approaches to seek to contain and manage issues before they became a criminal concern.
- Mediation was considered a powerful approach within restorative practice and anecdotal evidence had suggested that the use of mediation within local neighbourhoods has led to a reduction in the number of police call outs to within those areas.

The Vice Chairman thanked the witnesses for providing key evidence to the proactive scrutiny of Restorative Justice.

The Vice Chairman noted that from the evidence presented orally and explained that recommendations would be drafted based on the Panel's consideration of the written and oral evidence received, and this would be sent to the Commissioner for comment in due course.

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Chairman, 7 April 2017