

Desk research findings: Criminal Justice

Prepared summer 2022, published May 2023

CONFIDENTIAL – GENDER DISPARITY REVIEW 2022

List of sources

- Centre for Justice Innovation
- Centre for Crime and Justice Studies
- Ministry of Justice
- Her Majesty's Justice Inspectorate
- Her Majesty's Inspectorate of Probation
- Judiciary UK
- Women's Budget Group
- Advice UK
- Criminal Justice Alliance
- Citizen's Advice Bureau

- Appeal
- Revolving Doors
- Women in Prison
- Women against Rape
- Clinks
- The Prison Reform Trust
- Gingerbread
- Victim Support
- Advance Charity
- · Centre for Mental Health UK
- Society for Personality and Social Psychology

1. WOMEN AND CRIME: VICTIMS AND OFFENDERS

The drivers of the crimes women commit Example cases of women who are victims and/ or offenders

Criminologists highlight women's 'economic crimes'

Women's crime has been explained in the context of poverty and economic marginalisation:

"Criminal women tend to commit property offences which might be labelled 'economic crimes'.

These include specific types of thefts including customer **theft or shoplifting, cheque frauds, forgeries, deceptions, drug related offences and offending related to sex work** such as prostitution or soliciting.

Criminologists have tended to explain the actions of those women who **resort to crime in response to their historical, socio-economic and political position in patriarchal society**"



Women Against Rape campaign against women being criminalised for poverty

WAR and the retiring Head of Merseyside Police Force advocate tackling poverty and inequality in order to reduce crime





WBG report 100 people were sent to prison in 2018 for the offence and highlight cases of women whose sentences were successfully challenged (after the trauma of imprisonment) as unlawful:

Or take Melanie Woolcock (whose case was reported by The Justice Gap here). Melanie is a single mother who was caring for both her son and an elderly neighbour with limited means. Struggling financially, she prioritised paying her rent, gas and electric and buying food and ended up owing the council £4,700. Despite Melanie having made a payment of £100 towards her debt, she was sentenced to 81 days in prison.

The Centre for Criminal Appeals states "erroneous judgements that failure to pay is because of 'culpable neglect' or 'willful refusal' make imprisonments unlawful".

If magistrates don't fully consider the position of people struggling to pay debts, they risk gross miscarriages of justice.

Following judicial review proceedings after Ms Melanie Woolcock's case was successfully challenged in 2017, the judgement by High Court in Cardiff found errors, mistakes and oversights by magistrates were to blame. It suggested training and guidance should be issued to legal advisors and solicitors to address these problems

In addition to gender, ethnicity can impact womens' experience of the CJS

Whist there's an absence of data on some areas of the CJS, the Prison Reform Trust highlighted inequalities experienced by Black, Asian and minority ethnic women in the CJS (this was published prior to the Lammy Review)

The available evidence suggests that women from minority ethnic groups are disadvantaged compared to white women in the criminal justice system. The report includes a number of recommendations for agencies to address this, assisting them in reducing crime and reoffending, improving outcomes for vulnerable women and their families, and tackling discrimination:

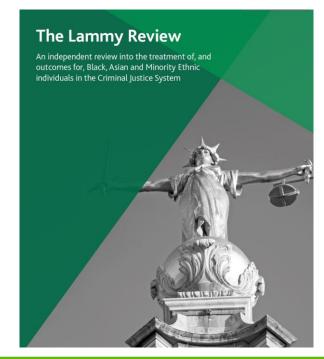
- The forthcoming government strategy on female offenders, to be published this year, should include specific measures to improve outcomes for Black, Asian and minority ethnic women, and women from minority faith communities in contact with the criminal justice system.
- National and local government, as well as criminal justice agencies, should improve data monitoring and publishing practices to allow analysis of performance by both race and gender. This would establish an accurate baseline of current performance and enable monitoring of progress over time.
- The representation of women from minority ethnic groups in the criminal justice workforce, as well as in juries, should be increased to better reflect the communities that they serve and achieve cultural change.
- Agencies should increase awareness and understanding by seeking support from women from minority ethnic groups with experience of the criminal justice system. This should be underpinned with expert support from specialist, woman-centred organisations working within minority ethnic communities.

The Lammy Review highlighted ethnic minority women's needs and treatment in the CJS are different

The Lammy Review in 2017 highlighted

- i) ethnic minority women were different from ethnic minority men
- ii) areas in which ethnic minority women were treated differently to women from a white background

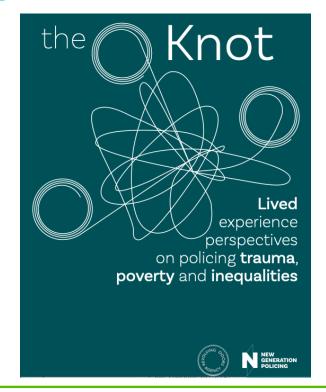
It was noted that the term BAME has the potential to obfuscate issues, since groups within the BAME category can have different offending profiles and needs from each other. Black women for instance reoffend at lower levels than white women, while black men reoffend at higher levels than white men. A programme designed for ethnic minority people with this high level of reoffending in mind might be entirely inappropriate or even counter-productive for black women.



People caught in the 'revolving door' of crime experience multiple disadvantage

Recognising this, Revolving Doors intervene to get young adults out of the CJS and into support, freeing up police time to focus on serious and violent crime. Their approach considers 'causes of causes' – looking behind the crime or even the immediate health need, and instead understanding what's driving it – poverty, trauma and inequalities

Their research study spoke to 2,500 young adults aged 18-25 with experience of entangled disadvantages: poverty, homelessness, contact with the criminal justice system, mental ill health, trauma, and substance misuse





Lone mothers felt stereotyped as 'single mothers of the estate' and felt under constant scrutiny for lack of employment, poverty and their supposed 'inadequate parenting'

Women participants also shared their experiences of encountering police services as a victim of domestic abuse

"It's as if I was the only person responsible for raising my children alone. My partner was abusive towards me, I had to leave him to save my children. I can't find work due to my criminal record, not because I don't want to work, or not because I don't want to look after my children."

. At no point, did they ask me 'hey, how are you feeling, what can we do to help you?'. They were interested in securing evidence, rather than securing I am okay."

2. TV LICENCE FEE EVASION AND OTHER CRIME STATISTICS

Statistics



Offences

TV licence evasion was the most common offence for which womer were convicted in 2019 (74% female). It accounted for 30% of all female convictions, compared to 4% of male convictions

Defendants

offences at court.

Of all female defendants prosecuted at court,

55% were prosecuted for summary nonmotoring offences compared to 29% of male

First offenders

Of all female offenders cautioned or convicted in 2019, 35% were first time offenders, compared to 22% for males.

Victims

The proportion of women experiencing domestic abuse in 2019/20 was 7.3%, double that of men (3.6%)

Engagement with police

Women engaging with liaison and diversion services more often had suspected alcohol misuse, financial needs, were abuse victims and had mental health needs compared to men

Women in prison

Women reported more problems on arrival at prison compared to men [2019/20 HM Inspectorate of Prisons survey]
Including: mental health problems, physical disability, drug and alcohol problems, money and housing worries.

Defendants in the CJS are predominantly men, committing more severe offences than women and receiving severer sentences

In 2019, 74% of individuals dealt with by the Criminal Justice System were male, and 26% were female. These proportions have remained constant over the last 5 years.

COURT PROCEEDINGS AND SENTENCING

F								
1	Proceedings	1,227,587		Convictions	1,069,158		Sentencing	1,067,843
i	Females	Males	1	Females	Males		Females	Males
1	26%	74%		27%	73%		27%	73%
			'			•		

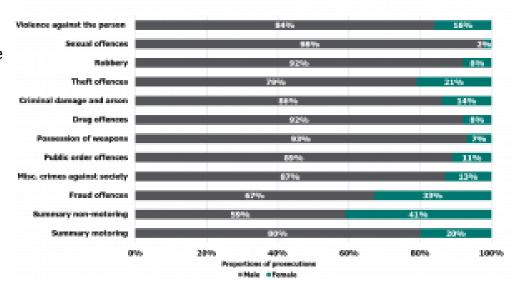
Fines were the most common sentence given to both men and women offenders, but women typically had less severe sentencing (e.g. lower fines averaging £230 compared to men's £302). This difference is due to a larger proportion of women committing summary offences (handled in a magistrates' court e.g. motoring offences, minor criminal damage, common assault) which

Women offend for different reasons than men

Women commit less violent, serious or organised crime, but more acquisitive crime than men

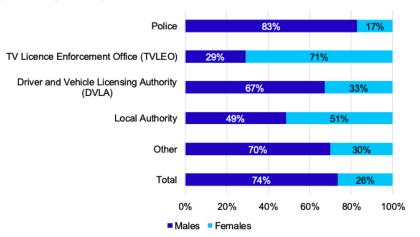
Acquisitive crime is associated with drug use. There are also links between mental health issues and violence by women, and women are often involved in the justice system due to their repeated victimisation – cuts to crisis support services have meant unmet mental health needs of women and lack of safe residential facilities for those fleeing violence

The proportions of male/ female offenders prosecuted for each offence group, England 2019 [MOJ data]



Of all female prosecutions in 2019, 56%% were brought by a prosecuting authority other than police, compared to 23% for male defendents

Figure 5.04: Proportion of the defendants brought to magistrates' court by prosecuting authority and sex, 2019



In 2019, females accounted for the highest proportion of Local Authority prosecutions for the first time since 2016. This can be explained by a 7% rise for females and a 4% fall for males between 2018 and 2019.

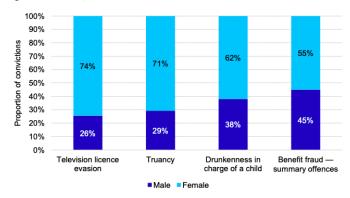
⁴⁰ The data used for this section are sourced from the magistrates' court administrative database LIBRA-MIS.
They represent experimental statistics and tables on this data are provided in the accompanying overview tables.

TV licence evasion was the most common offence for which women were convicted in 2019

74% of those convicted for TV licence evasion were female. This offence accounted for 30% of all female convictions, compared to 4% of male convictions

Convictions for summary offences

Figure 8.02: Summary offences with the highest proportion of female convictions, England and Wales, 2019



The summary offences with the highest proportion of females among those convicted in 2019 were 115:

TV licence evasion — females made up 74% of the 114,000 convictions in 2019, up 3 pp from 2015. TV licence evasion made up 30% of all female convictions, compared to 4% of male convictions. A contributing factor is the greater availability of females when an enforcement officer visits the home¹¹⁶. Fines accounted for 99% of those sentenced for TV licence evasion in 2019 across both sexes.

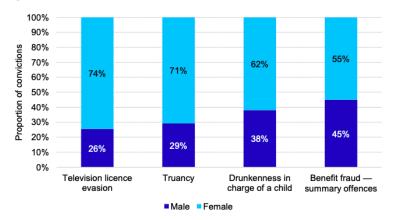
Truancy convictions were 71% female

Women made up 71% of truancy convictions in 2019.

Lone parents with dependent children represented 17% of all families with dependent children in 2019, and females accounted for 91% of these lone parents. In 2019, the most common sentence for this offence was a fine, received by 87% of females sentenced and 90% of males

Convictions for summary offences

Figure 8.02: Summary offences with the highest proportion of female convictions, England and Wales, 2019



Truancy: a gendered offence

The offence

In England and Wales truancy is deemed to have been committed by parents of school age children who've missed 10% of school sessions* [parental duty outlined in S.7 of the Education Act, 1996]

The offence is strict liability, meaning the prosecution doesn't have to prove intent to commit the crime or even that the parent was aware the child was missing school. There's further offence if the parent knew but failed to act.

The punishment can be a **Fixed Penalty Notice by the Local Authority (£60 per parent)** who can prosecute if it's unpaid or withdraw the Notice. If summoned to the Magistrates Court there's risk of imprisonment. **The prosecution fine is up to**£2,500

*Covid19 circumstances aside

The Centre for Criminal Justice's "Justice Matters' research:

The project reported on the prosecution targeted at parents

It concluded women are disproportionately pursued for this offence:

In 2017, 16,406 people were prosecuted for truancy:

- Of whom 71% were women
- Of 12,698 convictions, 74% were women
- Of 110 suspended sentence imprisonment 80% were women

They argue non-attendance at school should be treated as child welfare and not a criminal justice issue:

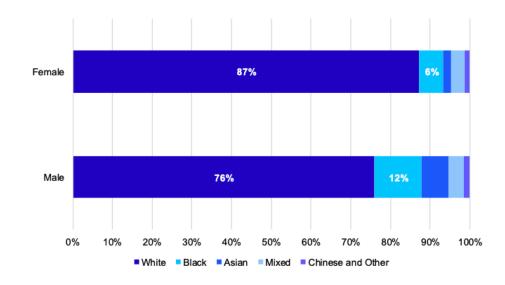
- many children who don't attend have SEN, disabilities or mental health problems
- bullying makes children reluctant to go
- parents forced into home-schooling for fear of prosecution

Sex and ethnic group of prosecutions

Ethnic minority groups accounted for higher proportion of prosecution against men compared to women, with Black males over represented (2019) in male prosecutions

Within all female prosecutions, 6% were Black females and white female defendants accounted for 87%

Figure 7.01 Proportion of prosecutions for indictable offences by sex and ethnic group, England and Wales, 2019



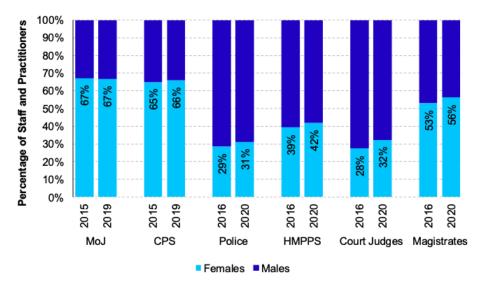
Women's representation in the CJS workforce has increased in the last 5 years but there's a lack of data on ethnicity in the workforce

Over the last 5 years, there have been increases in female representation across almost all CJS organisations and in the proportion of senior staff

The largest increase in female representation was seen in court judges by 5 percentage points, to 32%. Other increases included a 3 % point increase in both magistrates and HMPPS (excluding probation) to 56% and 40%, respectively. Female representation within MoJ and CPS remained constant

However, there's a lack of data on Black, Asian and minority ethnic women in the criminal justice workforce (Prison Reform Trust, Briefing August 2017)

Figure 9.01: Proportion of practitioners in organisations involved in the CJS of each sex, by organisation, most recent year available 123 vs. five years prior.



3. ADVICE AND SUPPORT FOR THOSE IN THE CJS

Supporting rights and understanding
Support for professionals and people in the system

Guidance on 'equal treatment' in the judicial system

Judges may be just as biased or even more biased than the general public in deciding court cases where traditional gender roles are challenged, according to a study into bias of judges and legal decisions

"Cultural ideas about gender bias may shape judges' decision-making as much as the rest of us," Miller said. "The significant expertise that judges possess doesn't inoculate them again decision-making biases, and we can't expect much change until we see policy reforms that address decision-making procedures in the courtroom."

[Which, Jan 2022]



Gender equality

Key points

- Women remain disadvantaged in many public and private areas of their life; they are underrepresented in the judiciary, in Parliament and in senior positions across a range of jobs; and there is still a substantial pay gap between men and women.
- Stereotypes and assumptions about women's lives can lead to unlawful discrimination.
- Factors such as ethnicity, social class, sexual orientation, disability status and age
 affect women's experience and the types of disadvantage to which they might be
 subject; assumptions should not be made that all women's experiences are the same.
- Discrimination is often unconscious and based on a person's own experience and perceptions; it is important to be aware of the wide diversity of women's experiences.
- Women may have particular difficulties participating in the justice system, for example, because of child care issues, and courts may need to consider adjustments to enable women to participate fully.
- Women's experiences as victims, witnesses and offenders are in many respects different to those of men.
- As judges, we can go some way to ensuring that women have confidence in the justice
 process and that their interests are properly and appropriately protected.
- Of course, men can suffer from gender discrimination too; this section reflects the reality that this is rarer.



Victim Support's report looks at outcomes and experiences for people in the CJS with English as a second language (covering victims, witnesses, suspects, defendants, convicted)

Individuals have the right to language support. This should ensure witnesses and defendants can provide their 'best evidence'

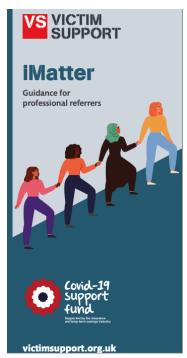
Findings relevant to our project included:

- 'Professional judgement' was commonly used to assess whether someone needed an interpreter. There was no guidance about the level of English language proficiency needed to participate effectively in the CJ process
- Many practitioners interviewed from statutory and voluntary sectors had **never received training about supporting those** who speak ESL beyond guidance on how to book interpreters
- Less formal methods involved using *Google Translate*, drawing on language skills of peers, and reducing complex terminology



Victim Support's iMatter programme abuse (with their permission) supports victims of domestic abuse.

They guide front-line professionals on how to refer individuals to the programme if they spot someone who's suffered/ is suffering domestic



Advice UK and Scotland are a support network for independent advice organisations

In support of their vision for "every individual, regardless of means, is able to access the advice they need in order to exercise their rights and deal with any legal and social welfare problems they may face", they provide services and tools to organisations that offer advice to their member users, such as Money Advice Scotland and Turn2Us

Tools are open to members/ partners only, but include:

- AdvicePro for case management specifically for advice organisations, including local authorities, housing associations and universities. It captures client personal and socio-economic information over a range of matters
- AdviceFinder which is a national directory of advice giving organisations, covering subjects such as debt, legal, mental health, domestic violence

Source: AdviceUK

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When women's rights organisations talk about the importance of legal aid in helping women escape abusive relationships they also raise the challenge of securing evidence of domestic, economic and sexual abuse. This has meant many women are denied access to legal aid.

"Our most recent research shows that about **40% of women affected by violence do not have the required evidence** in order to apply for family law legal aid"

[Rightsofwomen.org.uk]





Women are in the minority in the criminal justice system, approximately 5% of the prison population and 15% of those serving a community sentence. Women are often neglected in a system designed for the majority

The Corston Report called for change in the way that women at risk of offending are treated across the CJS with:

- a women-centred approach through the extension of women's community centres;
- reservation of custodial sentences for only the most serious and violent offenders
- and geographically dispersed, small, multi-functional custodial centres for women

Corston highlighted the disproportionately harmful impact of prison on women and their children and the futility of short custodial sentences. However, the MOJ's 2018 *Female Offender Strategy* recognises the ineffectiveness of short sentences and seeks to reduce their use

Source: Clinks, 2022

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Women in contact with / on the edges of the CJS are vulnerable and for most their already difficult lives are compounded by poor mental health

- Between half and two-thirds of women caught up in the CJS have depression and half say they've attempted suicide at some point in their lives
- Two-fifths have a low IQ, which may mean they need support with daily living, such as dealing with debt and money management, sorting out housing tenancies, and family support
- One third have spent time in local authority care as a child, half report having experienced abuse as a child
- And half report a history of domestic violence



Leading women's organisation calls for UK-wide drive to reform women's justice

Too many women in the UK are still being sent to prison instead of receiving community sanctions and targeted support to address the causes of their offending, according to a leading women's voluntary organisation.

The women's prison population doubled between 1995 and 2010. Most women in prison serve short prison sentences for non-violent offences and many have themselves been victims of domestic violence and sexual abuse. In 2011 the Soroptimist

In December 2011 the Soroptimist International UK Programme Action Committee (UKPAC) took the decision to work in partnership with the Prison Reform Trust to reduce women's imprisonment across the UK. The decision reflected concern that women who have committed petty and non-violent offences are unnecessarily and disproportionately imprisoned when community solutions are often more effective and less damaging for children and families. The project also ties in with Soroptimists' flagship project Violence Against Women – Stop It Now,⁵ as abusive and coercive relationships are a significant driver to women's offending, and a majority of women in prison report having been abused at some point in their life.

"Most of the solutions to women's offending lie outside prison walls in treatment for addictions and mental health problems, protection from domestic violence and coercive relationships, safe housing, debt management, education, skills development and employment. This report shows how effective cooperation between police, health, women's services and local authorities can help keep women out of trouble."

Juliet Lyon, director of the Prison Reform Trust

Source: Prison Reform Trust

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Due to crime's complex underlying causes, research advocates for use of early intervention and prevention

The Criminal Justice Alliance argue:

By addressing these issues earlier, we can reduce crime in society. Yet often individuals only have access to services once they enter the CJS

If an individual has committed a crime, processing them through the courts can do more harm than good, leaving them with a criminal record and increasing their rate of reoffending

Greater use of early intervention, prevention and diversion will help people live crime-free lives

Example of a diversion scheme specifically targeted at women:

New Chance Project

by Lucy Slade

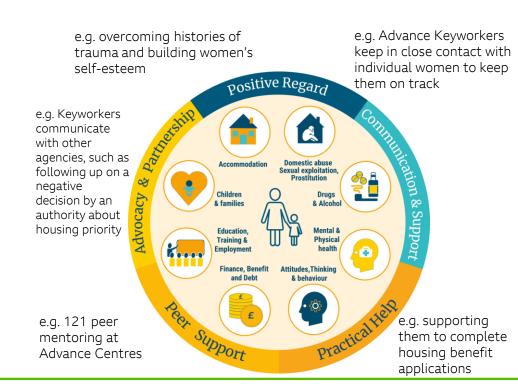


Case study 14: New Chance is a diversion scheme for women, which is funded by the West Midlands PCC. Participants are referred by the police into a system of tailored support delivered by non-profit organisations, such as Women's Aid. Engagement with the scheme allows the individual to avoid receiving a criminal record. An evaluation found the scheme to reduce reoffending rates for participants with substance misuse issues by more than 50 percent.⁴²

Charities such as Advance provide services to divert women from crime

Advance believe the CJS is built by men, for me, so it's important a safe woman-only option like Minerva programme is available for women of all levels of risk and needs nationally with sentences in custody or the community.

Their approach is based on 5 principles of support:



Source: Advance Charity, UK, 2022



Women's Centres respond to women's individual needs, beyond the bounds of the CJS, offering

- 1) preventative measures to help women resolve situations that might lead to reoffending
- 2) follow up services

Family relationships for women were found to affect reoffending significantly more than men – women are more likely to be primary carers of children and more likely to have been abuse vicitims, so a positive relationship is an explicit element in rehabilitation of women

The Lammy Review noted how Muslim women could be cut off by their families because of shame – this is notable given the importance of family links in rehabilitation



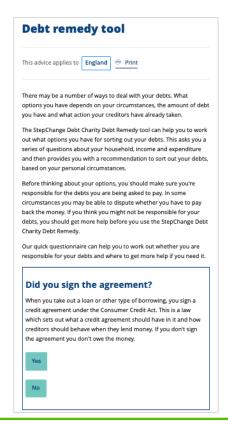
- Young adults who come into repeat contact with police are likely to have stacked experiences of trauma, poor health, structural inequalities and poverty which shaped they way they encounter the police, their trust for the police and opinion of police's effectiveness
- Police and authority figures should review how tactics might contribute to existing dynamics of personal trauma, loss of power, autonomy and safety
- Opportunities to spot vulnerabilities include spotting: impulsive and high-risk behaviours such as self-harm, substance use, aggression as a means to gain control over their lives
- Young adults committing low-level but repeat offences, but feel stressed and disoriented in police custody (not
 understanding their rights, obligations, the information given and requested from them) are <u>inclinded to plead guilty to
 simply speed up the process and leave custody as soon as possible</u> this has a huge bearing on the procedures and
 fairness our the CJS



CAB explains debt solutions

Options explained by **CAB** include Debt Relief Orders, debt management plan, administration orders, Individual Voluntary Arrangements.

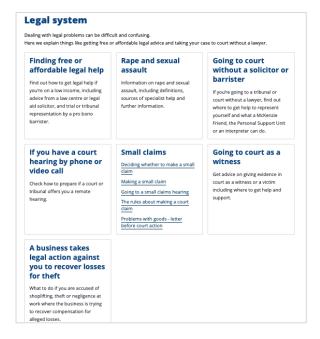
CAB help users identify which is right for their needs and explain the financial and legal aspects of them



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Source: CAB

CAB signpost legal help



Source: CAB 'Legal System' website page

If you're being taken to court for debt

This advice applies to England Print

The people you owe money to are called 'creditors'. If you owe money and you don't pay it back your creditor might take you to court.

You should reply to the claim as early as possible - usually within 2 weeks. If you disagree you owe the debt, you can tell your creditor this when you reply.

You should also check your options for getting out of debt - you might be able to agree a plan with your creditor instead of going to court.

If you're taken to court, a court order will be made. This will say whether you need to pay the debt. If you need to pay the debt, the court order will also say how much you need to pay and when you need to pay by.

3. Claim pack

If you and your creditor didn't reach an agreement, they can start legal action against you.

If your creditor has started legal action, the court will have sent you a 'claim pack'.

You're given 2 weeks to reply to your creditor from the day you receive the claim pack.

You should always check they documents are genuine. The form name should be at the top and the form number in the bottom right corner.

There should be 4 forms in the claim pack, which you can also download from GOV.UK:

- 'N1: Claim form 's' this tells you how much you owe and what the debt is
- 'N9: Response pack '- use this to tell the court you need 4
 weeks to prepare your defence if you disagree with the debt
- "N9A: Admission (specified amount) "" use this to tell your creditor you agree to all or part of a debt, and make an offer to pay
- "N9B: Defence and counterclaim \(\bar{U}'' \) use this to defend a claim if you disagree with the debt, or make a counterclaim if you think your creditor owes you money

If you've received a County Court Judgment

If this is the first document you've got about the debt, you might be able to apply to cancel it - this is called 'setting aside' the judgment.

Cancelling a claim can be complicated - you contact your nearest Citizens Advice for help.



Bereavement

Information for single parents who have lost a

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Benefits, tax credits and universal credit

different times in different parts of the country, it can be difficult...

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If you want to arrange child maintenance, you can either do this with your child's other parent directly. or through...

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Information for single parents families with a disabled parent and/or child.

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If you have recently become a single parent, you may be looking to find a new home, or adjusting your...

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This page looks at issues and questions relevant to LGBTQ+ single parents.

With the rollout of universal credit occurring at

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These pages are written for children who have lost a parent or whose parents are splitting up.

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Many single parents take on the challenge of studying as a single parent successfully. If you're thinking about going to college...

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If you don't live with your children

This information is for parents whose children don't live with them for most of the time.

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Managing money and debt

If you are having trouble managing your money, there are ways to help yourself get out of immediate

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Depending on your situation and your financial circumstances, your childcare options can vary as your income changes and as your..

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Children usually keep seeing or staying with their other parent regularly after their parents have separated. This is often called...

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As a single parent, you will have parental responsibilities towards your child. Find out what your parental responsibilities are, how...

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There's a lot to consider when you're about to have a

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You and your child's wellbeing

If you're split up with your partner or are going through a divorce, it's important to look after vourself as...

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Support for single dads

Becoming a single dad is a life changing event. Here you'll find a range of practical information to help

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Young single parents

This page addresses key things for you to consider as a voung single parent.

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Source: Gingerbread 36

APPEAL offer a free tool providing templates

Navigating the Maze: Guidance and Templates for TV Licensing Prosecutions

Please note that the templates and details provided through the tool are for information purposes only and do not constitute legal advice. If you have any problems filling it out, just drop us a message via our contact page.

You can use the tool on this page or access it via the link: bit.ly/NavigateMazeAPPEAL

Navigating the Maze: Guidance and Templates for TV Licensing Prosecutions

This form was created by APPEAL to provide general guidance and template letters for people who have been, are being, or might be prosecuted for not paying their TV Licence. It is not legal advice and cannot be used as such because it is not case specific.

Data collected:

Name, email/ phone, gender, reason for help, can we contact you

