

EAST AYRSHIRE COUNCIL

SOCIAL WORK COMMITTEE: 2 NOVEMBER 2006

SOUTH WEST SCOTLAND COMMUNITY JUSTICE AUTHORITY AREA PLAN

Report by the Executive Director of Educational and Social Services

1. PURPOSE OF REPORT

- 1.1 To advise Committee of the detail of the South West Scotland Community Justice Authority (SWCJA) Area Plan which was compiled by SWCJA Chief Officer in consultation with the three local authorities in Ayrshire, Dumfries & Galloway, Scottish Prison Services and other parties.
- 1.2 To advise committee of the submission of the plan to the Scottish Executive.

2. BACKGROUND

- 2.1 Previous reports to Committee have described the development of Scotland's eight Community Justice Authorities (CJA). The CJA's were created as a direct result of the Management of Offenders (Scotland) Act 2005 and each authority was required to produce an Area Plan for submission to the Scottish Executive by 30 September 2006.
- 2.2 The Area Plan covers the period 2007/08 and lays the foundation for a subsequent three year plan.
- 2.3 The Area Plan provides the foundations to bring together Local Authorities and the Scottish Prison Service, whilst engaging with other key partners to ensure effective inter agency joint working.
- 2.4 The Area Plan outlines how partners involved with service users within the Criminal Justice System work together with each other and offenders to reduce re-offending and protect the public more effectively.
- 2.5 The Area Plan has been developed with reference to the 2006 national report 'Reducing Re-Offending—National Strategy for the Management of Offenders' in making a commitment to a process of radical reforms across the Criminal Justice System.
- 2.6 The intention of the Plan is to provide a strategic framework to reduce re-offending and to create stronger, safer and more inclusive communities.
- 2.7 It remains the responsibility of each Local Authority Criminal Justice Social Work Service and the Scottish Prison Service to provide operational plans.

3. THE AREA PLAN

3.1 The plan is divided into six sections as follows: -

3.1.1 Introduction and Context

Part 1 of the plan lays the foundation from which to develop a partnership structure that will drive and oversee the development and implementation of the CJA by reference 3 year Area Plan 2008-2011

3.1.2 Priorities

Part 2 of the Plan outlines the priority groups of offenders as identified by the Scottish Executive and provides an Action Plan under each of the following headings: -

- Less serious/ First Time Offenders
- Offender with Mental Health Problems
- Offenders with Substance Misuse Problems
- Young Offenders
- Perpetrators of Domestic Abuse
- Persistent Offenders
- Prisoners Needing Resettlement and Rehabilitation Services
- Violent, Serious and Sex Offenders
- Women Offenders.

The plan further identifies Employability as one of the key elements in reducing re-offending.

3.1.3 Working together in New Ways

- Part 3 of the Plan introduces new ways of working together that will build on structural arrangements between partners that already exist across South West Scotland.
- The Plan also highlights the need to reinforce the Community Justice Authority area by influencing other partners to structure and deliver services along consistent boundaries where possible.
- The Community Justice Authority will establish committees of designated parties and others in keeping with its Standing Orders to guide and monitor progress along with the identified priorities.

3.1.4 Developing and Supporting the Workforce

Part 4 of the plan identifies the Criminal Justice Authority action plan for Developing and Supporting the workforce.

The Plan highlights the need for the Community Justice Authority to support partners efforts in relation to the continuous improvement agenda by ensuring partners have systems in place for workforce development including staff profiles and recruitment plans, joint training initiatives and joint working arrangements across all appropriate partners.

3.1.5 Communication Strategy

- Part 5 of the Plan highlights the need to ensure effective communication across all agencies involved in the criminal justice system.
- The Plan recognises the need for the Community Justice Authority to develop a communication strategy in partnership with the key stakeholders.

3.1.6 Performance Framework

- Part 6 of the Plan commits to the development of a strategic performance framework agreed with the key stakeholders. It acknowledges however, that the Community Justice Authority as yet has no performance indicators and measures agreed.
- The Scottish Executive Justice Division has set up a team to examine how best to realise the impact of Scotland's criminal justice reforms.

3.2 Risk Management

- 3.2.1 A "Risk Register" for the South West Scotland Community Justice Authority is attached as an appendix to the Area Plan to assist in the preparation of new policies, procedures, legislation, practice issues and initiatives.

4. POLICY/LEGAL IMPLICATIONS

- 4.1 The Area Plan has been endorsed by the Convener of South West Scotland Community Justice Authority and submitted to the Scottish Executive Justice Division.
- 4.2 The submission of the Area Plan is a requirement of the Community Justice Authority and future grant funding is dependant on the submission.

5. FINANCIAL IMPLICATIONS

- 5.1 The Area Plan recognises it is important for all partners to understand how the Community Justice Authority proposes to allocate the criminal justice grant for 2007/08. Local Authorities require to be at the forefront of the decision making as this will impact significantly on the planning and the delivery of services in local authority areas.
- 5.2 As reported to Committee on the 7 September 2006 in the report headed "Management of Offenders etc (Scotland) Act 2005" the Scottish Executive will notify the Community Justice Authorities of their budget allocation by end of January 2007.

6. COMMUNITY PLANNING IMPLICATIONS

- 6.1 The intention of the Area Plan is to reduce re-offending and create stronger, safer and more inclusive communities. This aspiration is consistent with the Improving Community Safety Theme of the Community Plan.

7. RECOMMENDATIONS

- 7.1 Social Work Committee is asked to:-
- (i) endorse the area plan; and
 - (ii) otherwise note the contents of the report.

Graham Short
Executive Director of Educational and Social Services
FMACK/SS
4 October 2006
Enc (1)

LIST OF BACKGROUND PAPERS

1. Reducing Re-Offending National Strategy for the Management of Offenders
2. Management of Offenders (Scotland) Act 2005
3. South West Scotland Community Justice Authority Area Plan
1 April 2007 – 31 March 2008

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SOUTH WEST SCOTLAND

COMMUNITY JUSTICE AUTHORITY AREA PLAN

1st APRIL, 2007 - 31ST MARCH, 2008

**Jacqueline Clinton
Chief Officer**

SOUTH WEST SCOTLAND COMMUNITY JUSTICE AUTHORITY AREA PLAN

Foreword

I am proud to announce the inaugural Area Plan for this Authority. The Plan covers the period 2007-2008 and will lay the foundations for a subsequent three-year plan.

Scotland's eight Community Justice Authorities are created as a direct result of the Management of Offenders etc. (Scotland) Act 2005. The South West Scotland Authority combines four local Councils and covers Dumfries & Galloway, East Ayrshire, North Ayrshire, South Ayrshire, an area of over 3,600 square miles. The area has a diverse population of around 520,000, located in urban, rural and isolated communities, including the island communities of Arran and Cumbrae. There are two prisons located within the area, sited in Dumfries and Kilmarnock, the latter being the newest and only privately run prison in Scotland.

The South West Scotland Community Justice Authority is now operating and consists of the four Local Authorities elected representatives. The Scottish Prison Services and Local Authority representatives will soon be joined by designated partner organisations. The Chief Officer is in post and is establishing an office base. The Chief Officer has produced this Area Plan in consultations with Local Authorities, Scottish Prison Services and other partners.

The aim of the South West Scotland Community Justice Authority, in keeping with the other Authorities in Scotland, is to tackle crime by breaking the cycle of re-offending. Therefore, the Authority, as a strategic body, has the objective to combine all aspects of Criminal Justice Services and work towards delivering a coherent response to those who need to change their behaviour and lifestyle to be free from crime.

The Community Justice Authority will for the first time bring together Local Authorities and the Scottish Prison Services, whilst engaging with other key partners to ensure that traditional barriers to joint working are eroded and that public confidence can be restored in Scotland's Criminal Justice System. The Action Plan contained in this report will provide an excellent starting point for this work.

On behalf of the South West Scotland Community Justice Board I recommend approval of this Area Plan and trust the actions proposed will meet with all partners agreement.

**Alan Munro, Convenor
South West Scotland Community Justice Authority**

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SOUTH WEST SCOTLAND COMMUNITY JUSTICE AUTHORITY

AREA PLAN

PART 1 INTRODUCTION AND CONTEXT

The South West Scotland Community Justice Authority Area Plan outlines how organisations within the Criminal Justice System across the area, work together with each other and offenders to reduce reoffending and protect the public more effectively. This is commensurate with the Scottish Executive National Strategy in making a commitment to introduce a process of radical reforms across the Criminal Justice System.

Key partners within the Authority include the four Local Authorities, Scottish Prison Service with Dumfries & Galloway Constabulary and Strathclyde Police Force, Ayrshire & Arran and Dumfries & Galloway Health Boards, Procurator Fiscal Services, Scottish Court Services, Victim Support for Scotland and specific Voluntary Organisations. These services have already demonstrated a commitment to work together through consultation with the South West Scotland Community Justice Authority.

The Community Justice Authority will further develop close working relationships with a range of voluntary organisations and other local authority services including housing, education, as well as Department of Social Security, employment and training services. The purpose is to ensure that work to reduce re-offending reflects local needs and delivers measurable improvements.

There are several Courts operating across the area predominately four Sheriff Courts of Ayr, Dumfries, Kilmarnock and Stranraer. The most recent statistical information (Section 306 Criminal Procedure (Scotland) Act 1995) for 2003 published in 2005 indicates the percentage of all crimes and offences :

Sheriff Court	Custody	Community service	Probation	Fined	Other	Persons /charged proven
Ayr	21%	4%	12%	49%	14%	3,050
Dumfries	12%	5%	9%	57%	17%	2,207
Kilmarnock	21%	7%	7%	57%	8%	3,294
Stranraer	15%	6%	3%	66%	10%	819
Scotland	15%	5%	10%	56%	14%	79,066

The data shows a total of 9,370 persons with a charge proven appeared before courts in the South West Scotland Community Justice Authority area. The use of custody in two of the local Sheriff Courts, Ayr and Kilmarnock, is 6% higher than the Scottish average. It should be noted however that the use of custody by Kilmarnock Sheriff Court significantly reduced between 2000-2003 (29% to 21%).

A further reduction is also expected for 2004. Over the same period the Court has significantly increased the use of community alternatives to custody disposals.

South West Scotland Criminal Justice Authority will take an interest in ensuring that there is an adequate range of such disposals available and that they are appropriately recommended.

Commissioning and delivery of services for offenders and their families remains the responsibility of the four Local Authorities Criminal Justice Social Work Services and the Scottish Prison Service. There is some evidence of existing partnership working and commissioning of services utilising non criminal justice funding. However, these partnerships should be reinforced through their 'duty to co-operate' with the Community Justice Authority, as legislated within the Management of Offenders etc. (Scotland) Act 2005. The Area Plan has been prepared following consultation with these agencies and other key partners.

It is the Community Justice Authority's intention to create an environment for change, provide a strategic framework to re-offending and therefore help create strong, safe and more inclusive communities. It will be the responsibility of each Local Authority Criminal Justice Social Work Service and the Scottish Prison Service to provide operational plans for the purpose of monitoring the quality of service provision and engaging with them in the development of strategic plans.

The South West Scotland Community Justice Authority Area Plan lays the foundation from which to:

- encourage those delivering services or interventions to establish the efficacy of their work
- identify gaps in service and ensure Local Authorities, SPS and partners address them
- encourage Local Authorities, SPS and partners to co-ordinate and improve the delivery of services for offenders, families of offenders, victims of crime and communities across the area
- obtain operational plans from Local Authority Criminal Justice Social Work Services and the Scottish Prison Service
- develop strategic partnership working and facilitate local partnerships to maximise their effectiveness in reducing reconviction to reduce re-offending
- assist in the improvement of communication and information sharing
- link with other relevant strategies and policies to improve criminal justice services
- align with the Scottish Executive framework being established in the measurement of service provision and performance and begin the process of collecting and analysing local information to ensure prioritisation of services
- explore ways to engage with local communities, offenders, offenders families and victims of crime
- develop a partnership structure that will drive and oversee the development and implementation of the 3 year Area Plan 2008 –11

PART 2 PRIORITIES

The South West Scotland Community Justice Authority will give specific consideration to each of the offender groups identified in the following chapters and expect that statutory and voluntary partners will strive to achieve effective practices, improve risk assessment and management systems towards redesigning services. Further, all partner agencies should develop strategic and operational plans to achieve these aims and be able to demonstrate innovative local initiatives to target these groups alongside nationally sponsored initiatives.

Criminal Justice Social Work Services across South West Scotland have been selected to deliver the newly accredited 'Positive Steps to Stop Offending' (PSSO) the revised Constructs Offending Behaviour Programme. The Scottish Prison Service also intend to delivery PSSO programme and the two services will work together to increase access to the programme.

Local information is being obtained from various statistical information providers and service providers. This includes Social Work Services annual aggregate data, Scottish Executive statistical bulletin, Scottish Prison Services data and other local authority reports. This will provide the facility to analyse outputs and outcomes and consider local need against services provided. The Authority will use this information in discussion with Directors of Social Work/Chief Social Work Officers and Scottish Prison Services to identify local priorities, where appropriate consider then redesign services to achieve the aim to reduce re-offending.

The South West Scotland Community Justice Authority will:

1. obtain local data to assist in analysing needs in relation to service provision within the area
2. use the information and agree with Local Authority Criminal justice Social Work, Scottish Prison Services and other partners the use of information to agree priorities, performance measures and actions to reduce re-offending
3. ensure that Local Authorities, Scottish Prison Services and other partners have established systems to evidence a targeted approach to the identified priority groups
4. ensure that Local Authorities, Scottish Prison Services and partners have established systems to monitor and assess their effectiveness
5. work with the Police, Crown Office, Procurator Fiscal Service and Judiciary to explore new ways of responding to criminal behaviour that effectively deters it

2.1 Less Serious / First Time Offenders

The Community Justice Authority will encourage maximum use of a re-offending framework to include early actions by the police, procurator fiscal, and local authority services. This includes cautions, restorative justice for young offenders, fiscal fines and where appropriate greater use of social work diversion from prosecution and court schemes. The aim in this context is to prevent offenders

escalating into the Criminal Justice Service at an early stage.

There are already established initiatives within the area that will be assessed during this planning period to determine successful outcome and outputs. Currently there are two pilot initiatives across the South west Scotland Community Justice Authority area. A Structured Deferred Sentence Programme is available to Ayr and Kilmarnock Sheriff Courts focussing on the impact of alcohol and offending. An Arrest Referral Scheme is available in Dumfries and Galloway Council and police area. This scheme utilises the arrest process to provide information, advice and referral to appropriate treatment & support services.

The South West Scotland Community Justice Authority will:

1. promote good practice and work with Local Authorities, Scottish prison Services and partners and the Scottish Executive to ensure that positive interventions are made available across the area
2. arrange with Local Authority Criminal Justice Social Work, Scottish Prison Services and other partners agreed priorities, performance measures and actions.
3. ensure that Local Authorities/Scottish prison services and partners have established systems to determine the impact of interventions
4. ensure that service providers focus on learning and employability issues at an early stage of intervention

2.2 Offenders with Mental Health Problems

A significant number of offenders have mental health problems with the potential to impact on their risk of harming themselves or others. Given the intensive level of assessment and treatment that may be necessary, the appropriate community forensic, psychiatric and psychological services need to be available to work with these offenders

There is a range of mental health services provided across the area and good practice should be shared. Successful rehabilitation however may be hampered through difficulties accessing health services, GP's, psychiatric or psychological services. This can be exacerbated where there is drug or alcohol misuse and where offenders receive a custodial sentence. In particular women offenders frequently come into the criminal justice system exhibiting complex mental and physical health problems. There is also a need to ensure links are made with all levels of secure facilities for mentally disordered offenders as well as local rehabilitation facilities.

The South West Scotland Community Justice Authority will:

1. ensure that a baseline audit is conducted to assess service provision available for those requiring mental health diagnosis and support across the area
2. explore service provision across the area, identify gaps in provision within established strategic structures and highlight these to the appropriate agencies

3. encourage robust information sharing protocols, intervention and joint working arrangements to improve services.
4. Agree with Local Authority Criminal Justice Social Work/Scottish Prison Services and other partners priorities, performance measures and actions required to reduce re-offending

2.3 Offenders with Substance Misuse Problems

Drugs and alcohol misuse is often a contributory factor in crime. It is recognised that organisations are working with a high proportion of offenders who have substance misuse problems. The Scottish Prison Service has invested heavily in providing assessment & treatment services within all prisons and Local Authority Criminal Justice Social Work Services have established a range of community based services to support offenders.

Within the Community Justice Authority area there are established strategic structures that focus on substance misuse. These include community planning, community health partnerships and Drugs Action Teams.

The National Alcohol Strategy has highlighted alcohol misuse as a contributory factor of offending and as a public health issue. In recent years there has been a particular focus on drug misuse in line with Scottish Executive policy. Within part of the South West Scotland Community Justice Authority area there is concern that access to drug treatment, including opiate substitute medication (methadone), is restricted by current policy and priorities. This has potentially serious implications for offenders in the community or being received into or discharged from prisons.

The aim of the Community Justice Authority is to ensure agencies are providing services to reduce re-offending and substance related harm whilst protecting the public.

South West Scotland Community Justice Authority will also explore the area of offenders involved in the supply and distribution of illicit substances to establish whether this type of offender should be a priority group for the Authority.

The South West Scotland Community Justice Authority will:

1. explore what is available with a view to ensuring that provision meets agreed priority needs throughout the area
2. agree with Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners that referral systems are in place to monitor performance
3. ensure that substance misuse is addressed as part of supervision
4. agree with Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners that there are systems established to ensure treatment is not interrupted by transfer to custody or community
5. ensure that treatment and support services provide information to assist offenders and their families to access services

6. ensure that Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners have systems to develop a competent and confident workforce.
7. develop links with Child Protection Committees to ensure Local Authorities, Scottish Prison Services and other partners have systems in place to address issues raised in Hidden Harm, Getting our Priorities Right and Hidden Harm Next Steps

2.4 Young Offenders

Local Authorities, Scottish Prison Services and other partners should ensure they have established systems for integrated assessment of young people entering the criminal justice system and proportionate targeted interventions to address the factors that underlie the offending behaviour. The number of young people being received into custody is reported as having increased by 14% nationally in the last year. The Community Justice Authority in conjunction with Local Authority Social Work Services will promote the development of a range of interventions that take account of their age, development and maturity. Preventative or intensive interventions must address the behaviour, attitudes and thinking towards offending and support the young person to make and sustain changes that will reduce further offending.

The Community Justice Authority acknowledges that there can be difficulties in transition from the Children Hearing system to the adult criminal justice system. Such transitions if managed well can provide opportunities for positive action and it is critical that the right interventions with clear outcomes and resources are in place. The Authority further believes that prison should only be used for young people where there is no other course of action available because of the seriousness of the offence and risk to the public.

as at 31st March, 2006 (Scottish Prison Service Statistics)

Community Justice Authority	Young people in prison
South West Scotland	111

For those young people in custody the introduction of Integrated Case Management will enable appropriate interventions and resettlement matters to be planned from the beginning of the custodial sentence. Existing strategic systems and policies should recognise young people who offend as a priority group for a range of interventions including education, employment, health and treatments. Special consideration should be given to those who display inappropriate sexualised behaviour, have been convicted of sexual offences or are identified as having mental health problems.

The South West Scotland Community Justice Authority will:

1. establish links with existing strategic structures including youth justice strategies
2. monitor the availability and the range of service provision for this group and highlight gaps

3. support Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners to improve the availability and access to intervention
4. obtain information on the provision of other support services, take up gaps and ensure Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners have established systems and use information to improve services
5. monitor services key performance indicators and targets in conjunction with the National Advisory Board information
6. ensure Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners have established systems to monitor and measure performance against agreed indicators.

2.5 Domestic Abuse

Police statistical information indicates that the South West Scotland area has a high incidence of reported domestic abuse. There are established procedures between the Police, Local Authorities and Scottish Children's Reporters Administration to exchange information regarding incidents and issues of domestic abuse.

The Community Justice Authority acknowledges that addressing the 'culture of domestic abuse' requires long term planning and intervention across a range of agencies. Development work is expected to be within existing strategic structures including those of the Scottish Executive and local Domestic Abuse Forums to identify supports, needed by victims and children of offenders convicted of domestic abuse.

Given the high number the Local Authority Criminal Justice Social Work Service, supported by Police and Sheriffs, will make representation to the Scottish Executive to be involved in the delivery of an accredited Domestic Abuse Programme.

The South West Scotland Community Justice Authority will:

1. build links with Domestic Abuse Forums
2. examine levels of domestic abuse across the area and assess the level to which provision meets needs of those in the criminal justice system
3. ensure that Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners have arrangements in place for joint training of staff from statutory and other agencies to raise awareness of domestic abuse
4. support Local Authority Criminal Justice Social Work, Scottish Prison Services and other providers develop offender intervention programmes
5. ensure that agencies working with victims are doing everything possible to keep them safe from further harm
6. examine the response of the criminal justice system to incidents of domestic abuse

2.6 Persistent Offenders & Prisoners Needing Resettlement and Rehabilitative Services

The South West Scotland Community Justice Authority aim is for a seamless

sentence from Court to prison and to the community on release. Towards this aim there have been considerable developments pioneered by the Tripartite Group (Scottish Executive Justice Division, Association of Directors of Social Work, Scottish Prison Services, Association of Chief of Police & Health Services). These developments have been consolidated by the Management of Offenders etc (Scotland) Act 2005 to improve services provided to prisoners and their families.

31 st March, 2006 (Scottish Prison Services Statistics)		
South West Scotland Community Justice Authority	Males in Prison	701
National	% return within 2 years	49%

In order to provide a more cohesive service every offender sentenced to imprisonment will be subject to integrated assessment. This will result in an action plan reflecting their needs in relation to reducing the risk of further offending. This will require the Scottish Prison Service and Local Authority Criminal Justice Social Work Services, in partnership with others, to tailor services to the individual.

The recent introduction of Integrated Case Management by Scottish Prison Services provides the framework for all agencies involved in managing offenders to contribute to the assessment and management of risk and needs to identify and target interventions and establish an agreed community integration plan. It provides a framework for agreed sequential action based on comprehensive assessment, which will be clear and understood by offenders, families, staff and the organisations involved.

Integrated Case Management is likely to highlight gaps in prison and community provision that will inform reappraisal of operational service provision and priorities. This will include the availability of suitable and safe accommodation. Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners need to ensure that links are made with services in the home area of prisoners.

There are specific groups who because of the nature of their offences present additional accommodation issues that need addressed to protect the public and the offender from harm. The South West Scotland Community Justice Authority will work within existing systems and promote the implementation of the Multi-agency Public Protection Arrangements (MAPPA) to ensure that agencies within the Authority can provide suitable safe accommodation in such cases.

This will be a challenge for services. There are current strategic structures set up with housing providers, including Registered Social Landlords and the private sector.

The South West Scotland will:

1. ensure that the Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners have established a system to exchange relevant and timely information
2. ensure that the Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners have established a system to monitor the implementation of Integrated Case Management and its outcomes
3. ensure that housing and homelessness strategies take account of the needs of offenders and that the housing needs of offenders are tackled prior to release from custody
4. ensure that the Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners are able to implement strategies to house sex offenders
5. ensure that Local Authorities Criminal Justice Social Work and Scottish Prison Services have systems in place to review performance against targets
6. ensure that the Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners provide a range of skills programmes for offenders to achieve independent living if they choose

2.7 Violent, Serious and Sex Offenders

It is critical that the appropriate organisations are able to identify individuals who present a high risk of violence, sexual offending and to take action to prevent further harm to victims. The number of registered sex offenders in this area:

as at August, 2006.	Sex Offenders Registered.	On Statutory Supervision
Dumfries & Galloway Police Area	102	28
Strathclyde Police U Division (Ayrshire)	179	68

The South West Scotland Community Justice Authority is informed that robust systems are in place to exchange information and a co-ordinated and consistent approach is maintained for disclosure, risk assessment and management. A new system to monitor violent and serious offenders (ViSOR) is currently being rolled out to appropriate partners. The introduction of the National Accommodation Strategy for Sex Offenders (NASSO) proposes that housing services identify named housing officers with whom relevant agencies can liaise.

The Management of Offenders etc (Scotland) Act, 2005 provides the legislative framework for the introduction of Multi-Agency Public Protection Arrangements (MAPPA) to manage the risk to the public posed by potentially dangerous offenders. MAPPA provides the statutory framework for inter-agency co-operation in assessing and managing violent and sex offenders across the United Kingdom. The four 'Responsible Authorities' are Police, Local Authority Criminal Justice Social Work Services, Scottish Prison Service and Health. Housing will also play a key role. All partners will be influenced by a 'duty to co-operate' contained within the Act. The Community Justice Authority will monitor the implementation of MAPPA arrangements.

It is recognised that only a very small number of offenders will be assessed as posing the highest risk of harm. Such cases will be referred to a Multi-Agency Public Protection Panel (MAPPP), where designated senior managers of the responsible authorities and other appropriate agencies will regularly monitor these cases against agreed risk management plans. Local Authorities, SPS and other partners must also ensure appropriate risk assessment and management training is identified and available to staff. The training should reflect levels of responsibility within organisations and must include risk awareness training. Where practicable, training should be delivered in a multi-agency context.

The Community Justice Authority requires to be satisfied that across the area, services are equipped to deliver an appropriate range of accredited intervention programmes. The availability of interventions will be required to cater for the full range of offending needs and be responsive to individual needs. Currently the Community Sex Offender Groupwork Programme (CSOGP) is not available in the Criminal Justice Authority area and it would require a great deal of planning to implement this programme. A pilot non-accredited Individual Treatment Sex Offender Programme (ITSO) is being delivered and will be evaluated in 2006.

The South West Scotland Community Justice Authority will:

1. ensure Police/Local Authorities Criminal Justice Social Work and Scottish Prison Services have systems established to review and revise the established procedures to deal with violent and sex offenders.
2. ensure that Local Authorities Criminal Justice Social Work, Scottish Prison Services and Police have established systems to monitor and register sex offenders and exchange appropriate information
3. explore the provision of service and interventions against need from Criminal Justice Social Work, Scottish Prison Services, Police and other partners
4. seek assurance that a robust and consistent approach is adopted towards the implementation of the Multi-Agency Public Protection Arrangements
5. seek assurance from Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners that they have sufficiently trained and competent staff to deliver services
6. ensure that Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners have Risk Management systems in place and that a Risk Management Plan has been agreed prior to a high-risk offender being released in the community
7. support the implementation of VISOR

2.8 Women Offenders

Over the last decade the number of women entering the penal system has increased by 77% (Scottish Executive Statistical Bulletin 2006).

On 31st March, 2006 (Scottish Prison Service Statistics)

SWS Community Justice Authority	Women in Prison	53
National	% return within 2 yrs	39%

The Community Justice Authority will need to be assured that Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners are able to provide adequate assessment, treatment and rehabilitation services. These should be available and accessible to women in the community whilst in custody and on release to reduce the risk of re-offending.

It is recognised that the profile of women's criminogenic needs are different from those of male offenders. They often display complex problems including mental and physical health problems, experience of physical and sexual violence, and drug and alcohol abuse. The Authority recognises that an increasing number of women are becoming involved in crimes of violence and this is changing offending patterns amongst women. In this connection, the Authority requires to be assured that Community Health Partnership arrangements and policies across the Area reflect and recognise the needs of women offenders.

The Authority recognises the impact on children of women entering the criminal justice system, especially if sentenced to imprisonment. It is necessary that Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partner statutory organisations continue to examine ways to support the families of women in custody. Appropriate resettlement plans for the rehabilitation of women should reflect the needs of the dependant children. Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners need to develop links between HMI Cornton Vale, Scotland's only women's prison and key health and drug services.

The South West Scotland Community Justice Authority will:

1. ensure that Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners have established systems to review services to women entering the criminal justice system
2. ensure that Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners have established systems to review effectiveness of interventions in reducing re-offending
3. identify gaps in service and in conjunction with Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners ensure there are plans to address them
4. promote examples of good practice
5. ascertain from existing strategies, policies and procedures whether women offenders needs are reflected in Women's Health Strategies.

2.9 Employability

The Community Justice Authority recognises that employment is one of the key elements to reducing re-offending. As an initial factor in considering the issues, there is information available regarding the level of benefit claimants in the South West Scotland area.

Working age benefit claimants 2003 South West Scotland issued April, 2006-09-28

<i>Local Authority</i>	<i>Population</i>	<i>16-59 pop</i>	<i>DLA</i>	<i>HB/CT</i>	<i>IB</i>	<i>IS</i>	<i>JSA</i>
Dumfries & Galloway	147,765	82,453	5,285	7,045	7,475	5,990	2,650
East Ayrshire	108,579	63,679	3,960	7,060	6,785	5,130	2,745
North Ayrshire	135,817	79,139	5,140	10,450	9,040	6,775	3,945
South Ayrshire	123,753	70,616	4,615	7,940	7,390	4,935	2,610
Total	515,914	295,887	19,000	32,495	30,690	22,830	11,950
Claim Rate			6.4%	11%	10.3%	7.7%	4%

*DLA – Disability Living Allowance : HB/CT – Housing/Council Tax Benefit
 IB – Incapacity Benefit : IS – Income Support : JSA – Job Seekers Allowance*

The Authority will use this data together with other information on unemployment to analyse social and economical trends across the area. There is growing evidence that a greater focus on assisting offenders to find and keep gainful employment can hasten desistance from re-offending.

The Community Justice Authority will however promote understanding that many offenders are not job-ready due to limited skills. Access to education, training and developing employment should be a priority during imprisonment and community supervision. At an appropriate stage, offenders should be referred to employment or training services. The Authority should be assured that Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners will consider employment and training for offenders with strategic and operational plans.

The Community Justice Authority will encourage Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners to develop closer working arrangements with employment and training providers and to ensure that offender needs are reflected in Local Authority Life Long Learning and Community Learning Plans.

Offenders sentenced to prison will be assessed within the Integrated Case Management System. This will result in a Community Integration Plan (CIP) that may raise employability issues. It is crucial that links are made with appropriate services prior to their return to the community.

The South West Scotland Community Justice Authority will:

1. recommend offenders who access alternatives to custody have employability assessed as part of their needs
2. encourage Local Authorities Criminal Justice Social Work, Scottish Prison services and other partners to develop partnerships that enable offenders to access programmes and employment opportunities
3. ensure Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners consider employment and training needs of offenders within strategic and operational plans.
4. expect offenders to have an assessment of their training and educational needs that directly informs resettlement plans via the community integration plan
5. Scottish Prison services to deliver relevant training and experience to reflect links to the current job market and demonstrate increased employability
6. Encourage Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners to work towards the delivery of community service orders that can contribute to increased employability

PART 3 WORKING TOGETHER IN NEW WAYS

South West Scotland Community Justice Authority Area Plan initiates new ways of working together. The Authority recognises that successful partnership working is central to achieving its aims. Structural arrangements between partners already exist across South West Scotland and this indicates a willingness to engage that is now underpinned by a 'duty to co-operate'.

The first year of its operation will see the Authority explore existing arrangements, assessing the potential to optimise joint working. The Community Justice Authority however will go beyond inclusion in existing groups by establishing committees of designated partners and others, in keeping with its Standing Orders, to guide and monitor progress along the identified priorities.

It is the intention of the Community Justice Authority in its approach to performance management and strategic planning to build strong and supportive relationships with stakeholders from statutory partners to the community. This will be achieved by jointly agreeing shared aims and objectives, by being mindful of conflicting priorities and fostering a culture of shared learning and business improvement.

The South West Scotland Community Justice Authority will:

1. work towards the achievement of a single point of contact within statutory partners
2. reinforce the Community Justice Authority as an area by influencing other partners to organise along the same geographical lines where possible for the purpose of communicating with the Authority
3. facilitate full inclusion of organisations from the voluntary sector
4. seek inclusion in appropriate existing groups and organisations in a purposeful way

5. evidence that new ways of working can often be achieved by 'working smarter' using existing resources
6. explore commissioning arrangements through the Scottish Prison Service commissioning client process in relation to HMP Kilmarnock
7. ensure that Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners have information sharing protocols that are reviewed regularly.
8. ensure that Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners have systems to monitor the effectiveness of Integrated Case Management
9. engage with the community
10. establish appropriate committees in keeping with Standing Orders
11. Local Authorities Criminal Justice Social Work, Scottish Prison Services and other partners to explore ways to ensure that appropriate and useful information sharing takes place

PART 4 DEVELOPING AND SUPPORTING THE WORKFORCE

The Community Justice Authority is a strategic body. It will oversee, influence and monitor Local Authorities, SPS and other partners delivering services to offenders and their families, on behalf of victims and the community at large. It will not directly provide service but will gather information on staffing levels and recruitment from operational service plans to achieve value for money. In addition, the Community Justice Authority, in time, will influence the pattern of resource allocation.

It is important for all partners to know how the CJA proposes to allocate the grant for 2007-2008. This information is needed to plan the delivery of services the Local Authorities need to know that whatever system or formulas will be used for future allocation ensures equity and transparency to enable the Local Authorities, SPS and other partners to meet their strategic and operational priorities.

The Community Justice Authority acknowledges that there already exist well-established working relationships between and across several of the partner organisations. This will be further developed with the implementation of Multi-agency Public Protection Arrangements (MAPPA), Integrated Case Management ICM and VISOR.

The Community Justice Authority will oversee the range of supervision, development and training programmes offered by agencies to ensure they meet the requirements from Changing Lives, Scottish Social Services Council, Skills for Justice as well as other policy documents. The Authority will also ensure that when tragedies occur, every lesson is learned and with agreement of Local Authorities, SPS and other partners necessary changes are implemented.

The above responsibilities of the Community Justice Authority have the potential to promote best practice. The Authority however knows that it is those working within the criminal justice agencies who hold the key to translating proposals into

action needed to achieve the target of reducing re-offending.

During 2007-2008 the Community Justice Authority will work towards supporting the required changes by gaining the commitment and confidence of staff within criminal justice services and facilitating mutual understanding and joint working.

The South West Scotland Community Justice Authority will:

1. Support an increase in the deployment of paraprofessionals and peer support where appropriate to release the time of skilled staff to deal with difficult cases and to extend services to a greater number of people, where possible
2. Ensure that the advent of MAPPA and ViSOR fully exploits the opportunities it represents to forge and strengthen links between Police, Criminal Justice Social Work, Scottish Prison Service, Health services and others
3. Collect staffing profiles and recruitment plans identify and support local opportunities for joint training, work exchange initiatives and other experiences for staff designed to facilitate mutual understanding and promote joint working across all appropriate partners
4. Expect assurance from services regarding the competency of their staff and the work related support provided
5. Seek assurance that value for money is being achieved and that organisations are doing the right things with the right people at the right time
6. Facilitate and broker the breakdown of traditional barriers where this is hampering progress
7. Ensure that working groups are short-life, action-focussed and attended by the right people

PART 5 COMMUNICATION STRATEGIES

The South West Scotland Community Justice Authority is cognisant of its enormous and wide-ranging responsibility to communicate effectively. It will be necessary to communicate and engage with a vast and diverse range of organisations from the local media and practitioners in the field to the judiciary, victims of crime and offenders themselves.

The Community Justice Authority represents the opportunity to raise the public profile of the work of the Criminal Justice System, it can shape public perception, that direct work with offenders is work to reduce crime and fear of crime.

South West Scotland Community Justice Authority will play a role in breaking down inter-agency prejudices by being a bridge between partners and working towards mutual understanding. The aim is that the Community Justice Authority will for the first time, take a whole system approach to reduce re-offending. Such an approach has many potential benefits including the identification of gaps and overlaps in services, harnessing efficiency gains, identifying 'what works' and sharing this on a national basis. It will aim to improve access by offenders to employment, education and health services traditionally regarded as hard to reach.

In the document 'Community Justice Authority Challenges and Opportunities', published August, 2006, by the Management of Offenders National Support

Team, the most prolific single challenge put forward by stakeholders was 'Ensuring engagement with all partners'. South West Scotland Community Justice Authority is committed to tackling this challenge in its first year and effective communications will be a cornerstone of its approach.

The South West Scotland Community Justice Authority will:

1. develop a Criminal Justice Authority communications strategy in partnership with key stakeholders
2. undertake a local launch of the area plan to the full range of stakeholders by April, 2007
3. in consultation with the Local Authority Criminal Justice Social Work, Scottish Prison Services and partner organisations agree a meetings structure
4. build a relationship with the local media
5. develop audience appropriate promotional material that details why it exists, what its aims are and how it plans to achieve them
6. publish regular bulletins and an annual report regarding its activity progress and direction
7. disseminate information by deploying the full variety of media
8. work towards the establishment of a single point of contact from all partners
9. engage with the local Judiciary whilst maintaining respect for their requirement to be independent

PART 6 PERFORMANCE FRAMEWORK

The South West Scotland Community Justice Authority is committed to working in partnership with agreed aims and objectives that demonstrably reduce re-offending and make communities safer.

The aim will be to develop an agreed strategic performance framework however the Authority, as a new strategic body, has yet to have performance indicators and measures agreed. The Scottish Executive has set a target to reduce re-conviction by 2% by 2008.

A team has been set up by the Scottish Executive Justice Division to examine how best to measure the impact of Scotland's criminal justice reforms. This process has already begun with Community Justice Authority specific data being included in the most recent statistical bulletin (August 2006). The Authority believes that an analysis of this data, given its complexity, can only be advised by skilled statisticians.

The South West Scotland Community Justice Authority will:

1. play a role in the development of performance indicators and measurements on a national basis
2. support partners to collate and provide accurate information regarding their activities and outcomes related to them

3. ensure that the views of key stakeholders including service users are incorporated into the improved delivery of services

RISK MANAGEMENT

A 'Risk Register' for the South West Scotland Community Justice Authority is attached as an appendix to assist in the preparation of new policies, procedures, legislation, practice issues and initiatives, etc.

SOUTH WEST SCOTLAND COMMUNITY JUSTICE AUTHORITY

RISK REGISTER

The following risk register is informed by the content of the document 'Community Justice Authority's, challenges and opportunities, stakeholders views' published by the National Support Team in August, 2006. It captures the views of individuals representing over three hundred agencies with a stake in the new arrangements.

The purpose of the register is to captivate the most significant perceived challenges to success and take action specifically to limit impact.

Risk / Challenge	Action to minimise
1. Ensuring full engagement with all partners	<ul style="list-style-type: none"> • Run Seminars to launch Area Plan. • Engage with judiciary on a face to face basis • Publish appropriate material • Ensure joint training takes place • Ensure Chief Officer presence on relevant forums • Engage with Health Boards, and Housing organisations • Ensure full and effective consultation
2. Resources	<ul style="list-style-type: none"> • Ensure that any activity to analyse or distribute resources is underpinned by an agreed framework • Ensure additional resources are in place to take on new initiatives • Foster culture of working 'SMARTER' • Stop duplication / unnecessary work • Encourage the use of video conferencing

3. Settings outcomes and Targets	<ul style="list-style-type: none"> • Take the time to establish what is effective • Resist the setting of targets because the information is readily collectible • Agree priorities, eg. high, medium, low • Engage professional statisticians at national level
4. Making things work at the new local level	<ul style="list-style-type: none"> • <i>CJA Chief officer will take care to work with all areas on an equal basis</i> • CJA Chief officer will resist involvement in a 'blame culture mentality' whilst promoting achievability of the Area Plan • Promote realistic timescales to achieve the changes required
5. National agenda, clarity, consistency and transparency	<ul style="list-style-type: none"> • Translate national agenda into local capacity • Tackle agreed local priority and needs • Support local innovation • Tackle head-on any views the CJA is a vehicle towards single agency