



AREA PLAN 2007-2008

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Lothian & Borders Community Justice Authority

Foreword

This Plan outlines how the Lothian and Borders Community Justice Authority (CJA) intends to contribute to reducing re-offending in its area in year 2007-2008.

The CJA fully supports the “Reducing Reoffending” consultation process which began in April 2004. The introduction of the Management of Offenders (Scotland) Act and the Community Justice Authorities is a significant development in criminal justice. We believe that crime must be tackled through local agencies working together. The partners in Lothian and Borders welcome the approach of front line provision in the criminal justice system coming under the co-ordination of locally elected members in conjunction with our colleagues in the relevant bodies. We look forward to working with the Scottish Prison Service, and our other partners in new and innovative ways, to reduce re-offending and the impact this has on our communities.

We know that people in Lothian and Borders have fears about crime: lives are afflicted and people prevented from fulfilling their full potential. Services in the criminal justice system can help to alleviate the impact on individuals, families and communities. By working to reduce re-offending with local stakeholders and member Councils, we have the best opportunity to assist in protecting our communities.

It can already be shown that our organisations can work effectively together to provide joined-up services. We are however determined to use this partnership to create safer neighbourhoods for people in Lothian and Borders.

Much can be achieved in the first years of the CJA’s existence as we concentrate upon new ways of working together, changing culture, sharing resources, developing effective practice and measuring our results.

More will need to be done thereafter but this one-year plan explains how we intend to lay the groundwork for the future.

COUNCILLOR KINGSLEY THOMAS

Convener

Lothian and Borders Community Justice Authority

September 2006

Part 1 Introduction and Context

1.1 Purpose of the Plan

This first Lothian and Borders CJA Area Plan is intended to create an environment for change. Lothian and Borders CJA members and partner agencies have a firm commitment to the field of offender management and supporting services, such as Housing, National Health Service, Education and Employment and Training, as well as to delivering a wide range of service improvements. A key focus for the CJA is to contribute to the creation of safer, stronger communities by reducing re-offending rates. It is recognised that this will not be achieved by any given single agency. Rather, in order to impact on re-offending rates the CJA welcomes the opportunity for effective joint planning of offender management services and for increased partnership working in service delivery. This Area Plan sets out the aims and objectives for the first full year of operation of the CJA taking account of national priorities, the National Strategy for the Management of Offenders and tailored to suit local needs.

1.2 Statement of Aims and Objectives

Aims

Lothian and Borders CJA endorse the shared aim of the National Strategy for the Management of Offenders to ‘Reduce both the amount of re-offending and the amount of serious harm caused by those already known to the criminal justice system’.

Objectives:

In order to address the above Aim and having regard to local data, Lothian and Borders CJA has identified the following seven objectives for 2007/8:

1. To set up the structure of the CJA to ensure equality of representation from the community of agencies.
2. To ensure the introduction of local multi-agency risk management plans integrated into Multi Agency Public Protection Arrangements [MAPPA]
3. To consolidate implementation of Integrated Case Management [ICM]
4. To reduce reconviction rates by 2% by March 2008 in the context of national priorities and effective practice
5. To establish a CJA structure for multi agency training
6. To establish a performance framework for the CJA
7. To establish a Communication Strategy for the CJA

These inter-related objectives are referred to again under parts 2-6 of the plan.

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1.3 Operational arrangements for Lothian and Borders CJA

Lothian and Borders CJA is one of 8 CJAs established in Scotland under the terms of the Management of Offenders etc. [Scotland] Act 2005 and covers City of Edinburgh, Midlothian, West Lothian, East Lothian and Scottish Borders Council areas. The CJA consists of one Elected Member from each of the 5 local authorities noted above and Chief Officer. CJA partner agencies include Scottish Prison Service, Local Authority Criminal Justice Social Work, and a range of statutory and voluntary sector agencies including Health, Police, Courts Administration, and Victim Support.

The CJA has a statutory duty to ensure that Local Authorities, Scottish Prison Service and partner agencies work together in local partnership to plan the management of offenders and to reduce re-offending. The functions of the CJA, largely carried out by the Chief Officer [who also has certain reporting functions to Scottish Ministers], include:

- In consultation with partner bodies, preparation of a CJA Area Plan for reducing re-offending and seeking approval for the area plan from Scottish Ministers
- Reporting to Ministers on the performance of local authority criminal justice services and Scottish Prison Service [SPS] in relation to the CJA Area Plan and as necessary issuing directions to Local Authorities or making recommendations to Ministers in relation to SPS
- Promoting good practice in relation to management of offending behaviour
- Allocating the Scottish Executive '100% criminal justice grant to local authority social work services and attaching conditions to grant as appropriate
- Promoting effective exchange of information on offenders

The CJA meets bi-monthly, meetings being advertised on partner agency websites. Arrangements are currently being made to purchase organisational functions, including Human Relations, Payroll, Legal and Finance services, for the CJA by means of Service Level Agreements made with member Local Authorities.

1.4 Links to partner bodies

The 5 Local Authorities Criminal Justice Services, Scottish Prison Service, statutory and voluntary sector have nominated representatives on the CJA. In order to promote exchange of information and foster partnership links, partner agencies are undertaking short presentations of their work during the initial meetings of the CJA.

The CJA has established a short-life Area Plan Working Group in order to prepare the Area Plan. This has been a well attended group including representatives from Local Authority Social Work, Scottish Prison Service, Procurator Fiscal, Police, Lothian and Borders Health Boards, Courts Services, SACRO, APEX, NCH and Victim Support covering the range of CJA partner agencies. For this first CJA Area Plan the group has undertaken a process of sharing information about each agencies service provision, developments, planned initiatives and priorities. The above joint planning process has begun to fulfil a number of functions as follows:

- Increasing knowledge and awareness raising between partner agencies,
- Establishing a base line for future planning development
- Identification of local priorities and individual partner agencies contributions to them
- Initial mapping of local priorities against National Priorities and the National Strategy for Management of Offenders.

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It is anticipated that the working arrangements for the CJA will change and evolve as the CJA develops. However, during the life of the Area Plan Working Group and with a view to further developing working links between partner agencies and the joint planning process, an initial CJA working group structure has been identified as follows:

- A **Joint Planning, Implementation and Evaluation Group** which will build on the experience of the short life Area Plan Working Group; address implementation of 2007/8 Area Plan; further develop the joint planning process towards preparation of the 2008/11 Area Plan. This group will address issues related to simplifying and where possible unifying contracts and commissioning arrangements between partner agencies and will examine opportunities for reduction in the number of separate contracts voluntary organisations are required to enter within the CJA area.

A number of Sub Groups have been identified as follows:

- An **Information Sub Group** which will address further analysis/consolidation of the existing information base; identify data requirements/gaps in data both joint planning/working and performance measurement; build on existing information sharing protocols; contribute to the implementation of new systems such as ViSOR.
- A **Communication Strategy Sub Group** The Group will draw up a CJA Communication Strategy which will include engaging with, improving consultation, information exchange and dialogue with service users and local communities.
- A **Training Sub Group** which will address and develop opportunities for joint training between relevant partner agencies, shared training within existing training structures and future training needs.
- An **Operational Sub Group** which will initially address development of structured programme provision, both in custody and the community; development of accredited programme provision; development of a network of supports for structured/accredited programme provision for example in relation to substance use and employment/training.

1.5 Consultation

The Area Plan Working Group, noted above, met together and debated the core content of this Plan on four occasions before the draft was circulated for wider consultation. The partner representatives on the Working Group have agreed in principle, subject to formal agreement with their respective Chief Executives or Commissioning Body, the content of this Plan on behalf of their agencies. The CJA has also approved the Plan as a draft for presentation to the National Advisory Board and submission to the Scottish Executive.

Lothian and Borders Community Justice Authority is committed to eliminating any unlawful discrimination and to promoting equality of opportunity for all in all that it does [including the area of reducing re-offending]. Like other public bodies in Scotland, we will be subject to the statutory equalities duties – covering race, disability and gender. We intend to publish an equalities scheme outlining our legal obligations and will

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develop this in consultation with our stakeholders. Lothian and Borders Community Justice Authority gives an undertaking to consider the impact of the Area Plan on equality groups and to report on this at a later date.

1.6 Context of CJA

Lothian and Borders CJA occupies a large area of central and south-east Scotland. The population of the CJA area in 2001 was 880,476 and is expected to grow by 3% as follows:

Council area	2001 Population	2008 Population	Shift from 2001 projections
City of Edinburgh	448,624	452,000	+ 0.5%
East Lothian	90,088	94,000	+ 4%
Midlothian	80,000	82,000	+ 2.5%
Scottish Borders	105,000	109,000	+ 3%
West Lothian	106,764	160,000	+ 11%
Total	880,476	906,000	+ 3%

This anticipated growth, particularly in West, East and Midlothian, contrasts with Scotland as a whole.

The area is diverse in its character, with the large urban centre of Edinburgh alongside the predominantly rural areas of East Lothian and Scottish Borders, with their smaller settlements, and local economies in the process of diversifying from their traditional dependence on agriculture and fishing. In the west of the area is West Lothian, with an expanding economy and population, heavily influenced by the inward migration of light industry. Midlothian was affected by the decline of deep mining and the local economy is in the process of re-structuring, as a result of the changing industrial climate.

Rates of unemployment, deprivation and exclusion vary across the area, reflecting the differing characteristics of the 5 areas. While the City of Edinburgh contains several large areas with a high concentration of poverty and disadvantage, deprivation in the counties is largely contained in small pockets in the larger towns and settlements [with Scottish Borders having the lowest wage economy in Scotland]. Nevertheless offending patterns such as those related to significant use of drugs and alcohol, sex offences and crimes of violence are replicated throughout the area.

The CJA area is co-terminus with the Lothian and Borders Sheriffdom and Police area, and this greatly facilitates joint working. Similarly, the area covers two Health Boards – Lothian and Borders. The area currently contains one prison, HMP Edinburgh. A second prison, to be run by the private sector, is to be sited in West Lothian.

In addition to the requirements of the CJA, partner agencies will also need to respond to influences in their respective corporate bodies for example, inspections, internal restructuring, corporate priorities etc.

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1.7 Key Local Criminal Justice Facts and Statistics

Recorded crime in Lothian and Borders has dropped during the past year along with the cases solved. There is no overall discernable change to the pattern of crime in the CJA area over the past year. Within specific categories of crime, recorded 'Crimes of Dishonesty and 'Other Crimes including drugs' are up whilst the remaining categories including crimes of violence and sexual crimes, are down.

Demand for Services:

Demand for services in all agencies has generally risen during the past year, a trend mirrored in previous planning cycles. This increase relates to both volume of new work within existing services and, following recent legislation, the range of services being provided across the partner agencies for example in Throughcare. There has been a significant increase in the prison population. The number of prisoners held in custody reached a new record in July 2006 of almost 7,300 prisoners against available contracted places for 6,710. Following the introduction of Home Detention Curfew this population has dropped slightly and at 4.8.06 the numbers in custody were 7,126.

Existing Partnerships:

The CJA has a number of effective, existing partnerships between member and other agencies including:

Enhanced Throughcare [SPS, Local Authority, Housing, voluntary sector];

Throughcare Addictions Services [SPS, Local Authority, Health Boards and a range of voluntary sector partners including drug and alcohol and employment services]; Drug Treatment and Testing Order schemes [Local Authority, Health Boards and voluntary sector agencies].

Multi-agency Risk Management Case Conferences [Local Authority, Police, Health]

The CJA believes that these existing partnership arrangements provide a firm foundation for the further development of CJA partnership working and joint planning and is committed to building on these developments and the strengths of the range of agencies to achieve greater cohesiveness of service provision across the area.

Part 2 - Priorities

Objective: To reduce re-offending in the context of national priorities and effective practice. *[all agencies]*

The underpinning principle of the CJA is to achieve a reduction in re-offending through the improved alignment of agencies and their functions to a shared aim. This principle recognises that offenders require equality of access to the broad range of services managed by these agencies, that the agencies agree common mechanisms for assessment and service delivery and achieve a consistency through joint training, prioritisation and the use of common planning systems. These developments will:

- Enhance targeting of services in line with National Priorities and local need,
- Promote greater consistency of practice of within and between agencies,
- Promote the principles of effective practice,
- Promote the whole organisation working to one end,
- Reduce re-offending,
- Build confidence in communities about the work of the CJA.

These developments will involve the majority of CJA partner agencies including Local Authority, SPS, Health Boards, Police and Voluntary Sector.

Part 3 - Working Together In New Ways

Objectives:

- 1] **To set up the structures of the CJA to ensure equality of representation from the community of agencies.**
[All agencies]
- 2] **To ensure the introduction of local multi-agency risk management plans integrated into Multi-Agency Public Protection Arrangements [MAPPA].**
[Police, Local Authority, SPS, Voluntary Sector, Health Boards]
- 3] **To consolidate the implementation of Integrated Case Management [ICM]**
[SPS, Local Authority, Police, Health Boards, Voluntary Sector]
- 4] **To incorporate the National Accommodation Strategy for Sex Offenders into future planning and to undertake an audit of accommodation needs within the CJA area during 2007/8.**
[All agencies]

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The above objectives will serve to further develop existing joint working arrangements and work together in new ways by:

- Increasing knowledge and awareness between partner agencies
- Providing opportunities for joint agency examination/planning of CJA structures
- Providing opportunities for joint planning and implementation of shared services
- Providing structures and processes to enable more effective management of sexual and violent offenders.

The CJA Sub Group structure [outlined above] will also enhance the developments of new ways of working together. Multi agency short-life working groups related to specific developments will supplement the work of standing sub groups. A current example is the multi-agency working group, jointly led by Lothian and Borders Police and Local Authority Criminal Justice Social Work, addressing the implementation of MAPPA.

The Lothian and Borders CJA recognises that the CJA Area Plan does not exist in isolation, and has to be integrated with other reporting processes within and between agencies including: Community Safety Strategies; Road Safety Plans, Drug and Alcohol Action Teams, Social Work Service Plans; Community Plans; Children's Services Plans; Primary and Community Care Plans; Health Board Plans.

Part 4 – Developing and Supporting the Workforce

Objective:

To establish a structure for multi-agency training [*all agencies*]

To assist the process of establishing a structure for multi-agency training the CJA is currently examining the possibility of establishing a CJA training post although the decision on this will post date submission of this plan.

The Training sub group will undertake an audit of existing training provision, identify local opportunities for joint/shared training provision between partner and, as appropriate, other agencies and identify gaps and developments required.

Immediate priorities for joint training provision relate to:

- The introduction of Integrated Case Management [ICM],
- The introduction of Multi Agency Public Protection Arrangements [MAPPA].
- Dissemination of the content and new ways of working set out in the CJA Area Plan and National Strategy for Management of Offenders

The CJA has begun to gather information on staffing levels of all partner agencies This work will be further developed by the Training Sub Group with a view to both planning for the provision of local training and the provision of information on staffing levels and recruitment to the National Advisory Body. The sub group will also identify and work with local employers to develop opportunities for joint training, work shadowing, secondments and mentoring.

Part 5 – Communication Strategies

Objective:

To establish a communication strategy for the CJA [*all agencies*]

The communication strategy will address two broad areas:

- 1] The collation of information required to ensure that the CJA meets the high Level outcomes,
- 2] The provision of information/mechanisms required to:
 - Improve information for victims,
 - Improve services to offenders and their families
 - Raise the profile of work with offenders and communicate with customers and communities about the work of the CJA.

To this end the CJA will:

- Further develop the audit of information currently available from partner agencies and national sources,
- Identify the information and mechanisms for collation required to ensure that the CJA meets the high level outcomes,
- Identify mechanisms for building relationships with the local media
- Work with agencies Victim Support to improve information for victims
- Work with other agencies/forums, for example Community Safety Forums, to improve information for agencies, offenders and the community.
- Contribute to facilitating the introduction of ViSOR.
- Promote the further development of ISCJIS – a protocol for electronic exchange of information between criminal justice agencies
- Promote the development of IT systems required to support the development of joint working for example in relation to ICM and MAPPA.
- Develop a framework for consumer and community feedback/contributions.
- Improve communication internally and externally on the work of the CJA.
- Develop a publication scheme in line with the requirements of the Freedom of Information [Scotland] Act 2002, Sections 23 and 24 and associated guidance.

Part 6 – Performance Framework

Objective: To establish a performance framework for the CJA [all agencies]

The Lothian and Borders CJA await the introduction of the National Public Performance Measurement tools. In the interim we will concentrate on:

- Measurement of performance of service delivery against objectives set out in the Area Plan
- Measurement of reconviction rates
- Collation of supporting performance management and quality assurance measurement data from partner agencies
- Maintain the current performance management and quality assurance arrangements for member local authority criminal justice services
- Begin to devise a strategy for sharing of good practice

We will also begin to:

- Identify the data required by the CJA and partner agencies to ensure that the CJA meets the high level outcomes
- Identify the performance frameworks in use in partner agencies,
- Identify common principles to underpin performance measurement in partner agencies
- Begin to develop a CJA performance measurement framework to meet the strands noted above.

It is recognised that partners agencies within the CJA utilise a range of performance frameworks to suit the demands of their respective agencies.

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Part 7

Action Plan

Action required	Who by	Which agencies	Commenced by	Completed by	Evidence	Output
1) Offender Outcome Groups: <ul style="list-style-type: none"> • Physical and mental wellbeing • Accommodation • Education, employment and advice • Offending behaviour 	Community Justice Authority	NHS Lothian & Borders All LA's SPS SACRO APEX NCH Housing Providers Addiction Services Employment Services Benefit Services	1 st March 2007	30 th September 2007	Set of tangible and measurable outcomes subject to custodial or community sentences	Offenders achieving access to normative services
2) The creation of a multi-agency public protection structure (MAPPA)	Community Justice Authority	L&B Police All LA's SPS NHS L&B	Commenced	2 nd April 2007	Complete and implement model	Sex and high risk offenders risk assessed and managed
3) Review the management of Integrated Case Management (ICM)	Community Justice Authority	SPS All LA's	1 st March 2007	30 th September 2007	Report to CJA, SPS and LA's on review of ICM over 12 month period	Evidence of ICM performance
4) Undertake a joint programme of staff induction	Community Justice Authority	SPS All LA's	1 st March 2007	31 st March 2008	All first-line managers completed induction	Evaluated induction into function of CJA
5) Undertake a programme of joint risk assessment training	Community Justice Authority	SPS All LA's	1 st March 2007	31 st March 2008	All staff who use risk of harm tool trained	Common risk of harm tool being applied to all offenders

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Action required	Who by	Which agencies	Commenced by	Completed by	Evidence	Output
6) Evaluate the existing LINKS centre	Community Justice Authority	SPS SACRO LA's Other providers	1 st April 2007	30 th September 2007	Report to CJA, SPS and LA's	Improved effectiveness of LINKS & greater offender access to services
7) Review the effectiveness of the community based LINKS centre	Community Justice Authority	SPS SACRO LA's Other providers	1 st April 2007	30 th September 2007	Report to CJA, SPS & LA's	Assessment of effectiveness and platform to launch into all L&B areas if appropriate
8) Develop a protocol for information sharing between SPS and Local Authorities	Community Justice Authority	LA's SPS	1 st April 2007	30 th December 2007	Information sharing protocol implemented in use between agencies	Monitored exchange of prisoner information both into and out of custody
9) Engage Jobcentre plus with both SPS and local authorities	Community Justice Authority	LA's SPS Jobcentre Plus	1 st April 2007	31 st March 2008	Number of employment assessments completed prior to release and within a week of release in the community	Enhanced opportunity for offenders employment needs to be assessed and employment sought
10) Review performance management and quality assurance arrangements	Community Justice Authority	LA's Independent providers	1 st April 2007	30 th December 2007	Report to CJA evidencing performance management and quality assurance arrangements	Continuous improvement in standard, range and quality of service delivery
11) Obtain and analyse detailed performance data	Community Justice Authority	LA's SPS Independent providers	1 st April 2006	30 th June 2007	Comparative report to CJA	Benchmark data for CJA comparison

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Action required	Who by	Which agencies	Commenced by	Completed by	Evidence	Output
12) Value for money audit of purchased services	Community Justice Authority	LA's Independent providers	1 st March 2007	30 th August 2007	Report to CJA detailing inputs and outputs of each purchased service	Basis for continuance of service provision
13) Unit-cost base for each area of core-grant allocation	Community Justice Authority	LA's	1 st March 2007	30 th August 2007	Report to CJA detailing comparative cost of service elements between LA's	Benchmark data to assist in financial allocation and Area Planning
14) Audit of all services purchased by the 100% grant allocation	Community Justice Authority	LA's Independent providers	1 st March 2007	30 th August 2007	Report to CJA describing how targeted services are to achieve national priorities	Re-shape services where services are not adequately prioritised and targeted.
15) To engage with Lothian & Borders Criminal Justice Board	Community Justice Authority	L&B Criminal Justice Board CJA	1 st February 2007	Ongoing	Attendance at L&B Criminal Justice Board	Jointly shared tasks achieved
16) Prepare and submit 3 year strategic plan	Community Justice Authority	Multi-agency planning group	1 st March 2007	30 th September 2007	Area Plan	