

DUNDEE CITY COUNCIL

**REPORT TO: COMMUNITY SAFETY AND PUBLIC PROTECTION COMMITTEE –
MONDAY 23 APRIL 2018**

**REPORT ON: COMMUNITY JUSTICE OUTCOME IMPROVEMENT PLAN
2017-2018 UPDATE**

REPORT BY: EXECUTIVE DIRECTOR, CHILDREN AND FAMILIES SERVICES

REPORT NO: 108-2018

1.0 PURPOSE OF REPORT

1.1 The Community Justice (Scotland) Act 2016 created a new model for Community Justice which placed new responsibilities on community justice partners working at a local level and on, a new national body, Community Justice Scotland. The first local Community Justice Outcome Improvement Plan (CJOIP) was approved in April 2017 (Report Number 88/2017) and this report provides the first annual update.

2.0 RECOMMENDATIONS

It is recommended that Committee:

2.1 Notes the content of this report and the ongoing developments in relation to Community Justice.

2.2 Notes the changes to annual reporting arrangement outlined in para 6.2.

2.3 Instructs the Executive Director, Children and Families to continue to present such reports to Committee on an annual basis.

3.0 FINANCIAL IMPLICATIONS

3.1 In 2017-18, the Scottish Government provided initial funding of £50,000 to support local authorities' transition arrangements. They have agreed a further £50,000 for 2018-19 however long term funding arrangements are not yet known.

4.0 BACKGROUND

4.1 The new model for community justice follows a strong foundation of regional and local partnership work to reduce re-offending, including the Tayside Community Justice Authority and the Dundee Community Safety Partnership. Previous developments included innovative, nationally recognised work in the co-location of multi-disciplinary teams and approaches towards young people, women and people presenting a high risk of harm.

4.2 In order to maintain and build on these developments, the CJOIP 2017-18 was aligned with the National Strategy for Community Justice and the Local Outcome Improvement Plan. The plan focuses on local priorities and was informed by all partners, communities, a strategic assessment of needs and evidence based knowledge of what works to reduce re-offending. It consists of 5 categories outlining a range of actions designed to:

- 1 **Communities** - improve communities understanding of and participation in community justice
 - 2 **Partners** - involve partners in strategic and collaborative planning and the delivery of services
 - 3 **People** - ensure people have better access to the services they require, including welfare, health, housing and employability
 - 4 **Interventions** – deliver effective support to prevent and reduce the risk of further offending
 - 5 **Outcomes** – promote positive outcomes by improving life chances, developing relationships and increasing individual resilience
- 4.3 Over the last 12 months, actions have been progressed by a newly established local Community Justice Partnership, which consists of those bodies identified as statutory partners and reports to the Community Safety and Justice Board. The actions are designed to promote stronger engagement with all stakeholders, develop an integrated approach towards re-offending and have a positive impact on people and the community.

5.0 UPDATE

- 5.1 **Community Understanding and Participation** – building on the consultation which informed the plan, the Council has been collaborating with partners to conduct a range of engagement groups in HMP Perth to ensure that the future delivery of Community Justice Services is informed by people with lived experience. The outcome will inform the next plan for 2018-2019.
- 5.2 A partnership has also been established with Angus Council to work with Recruit with Conviction to stimulate an Employer Network for ex-offenders. This network will co-ordinate a training and development programme for agencies who support people to access employment. Crucially, it will also work with employers to help them better understand the issues associated with employing people with offence histories and promote access to jobs.
- 5.3 Community Justice Services have continued to liaise with Local Community Planning Partnerships (LCPPs) on possible unpaid work activities which has contributed towards increases in the number of projects across the city. The partnership has also liaised via the Coldside LCPP on the possible development of a Community Custody Unit for women.
- 5.4 **Strategic and Collaborative Planning** - in order to help drive a consistent approach over time, key aspects of the plan have now been incorporated into both the Council Plan 2017-2022 and the City Plan 2017-2026. The Community Justice Partnership terms of reference and membership have also been agreed to ensure partners are clear on governance, accountability and reporting arrangements.
- 5.5 **Access to Services** - NHS Tayside Prison Healthcare are working on a project to increase the number of prisoners serving more than 6 months in HMP Perth who are registered with a GP practice on liberation. This work focuses on ensuring that de-registrations are avoided or, where people are de-registered due to the length of sentence, processes are in place to ensure people have access to a GP practice immediately upon release.
- 5.6 The Health and Social Care Partnership has progressed the re-design of substance misuse and mental health services with a focus on enhancing accessibility for the most vulnerable in our communities. Within substance misuse, specific consideration has been given to the multiple and complex needs of women, including those involved with the Community Justice Service. The continued expansion of the social prescribing approach by the partnership, targeted in the city's most deprived communities, has also supported enhanced access to a range of services addressing health, wellbeing, employability and welfare rights.

- 5.7 In partnership with Families Outside, work has taken place to raise family awareness of and access to available supports when a family member is imprisoned. Signposting to Families Outside is designed to help families overcome the potential stigma associated with imprisonment and link them with relevant supports, such as welfare rights, employability, child care and emotional support. Family support is a key aspect of community reintegration.
- 5.8 The partnership has also been informing the work of the wider Housing and Homeless Strategic Planning Group to ensure the needs of ex-offenders are reflected in planning arrangements. This work is linked to a new initiative to increase the number of tenancies with additional support available to people hoping to exit the cycle of homelessness and imprisonment. This work has included strong involvement from Social Work, with many homeless people being formerly Looked After Children or women who have lost children to the care system as well as ex-offenders.
- 5.9 **Effective interventions** – following work with the Council and the Crown Office Procurator Fiscal Service, referrals to Diversion from Prosecution schemes have increased from 95 in 2016-17 to 133 referrals over the first 11 months of 2017-18. This includes the use of Fiscal Work Orders, which require people who have committed low level offences to carry out unpaid work in the community as an alternative to a summons to the Sheriff Court.
- 5.10 In terms of community sentences imposed by Courts, 79% of all Community Payback Orders (CPOs) were successfully completed in 2016-2017. This is the highest completion rate since 2011 when CPOs were introduced. It offers a positive indication that constructive and supportive interventions are being delivered in Dundee. Figures for 2017-18 are not yet available.
- 5.11 For people with a substance misuse problem who are subject to a CPO, further work has been progressed between Community Justice Service and NHS Tayside on assessment and treatment pathways. This ensures that those people with a substance misuse problem who are not already engaging with services receive joint health and social care support to help manage and reduce the problem and reduce associated, typically acquisitive, crime. Partners will also inform the work of the new drugs commission in terms of a targeted approach towards preventing re-offending which involves dependence on drugs.
- 5.12 For people at risk of a custodial sentence, an Electronic Monitoring demonstration project began in October 2017 and will run for a year. This involves people having access to additional support where they are subject to a Restriction of Liberty Order (ROLO). The number of ROLOs issued in Dundee have been rising from 204 in 2016 to 272 in 2017. Orders are targeted at times when people are more likely to offend.
- 5.13 In respect of domestic abuse, a Safe and Together model has been introduced which focuses on perpetrator patterns of offending and emphasises survivor strengths and takes a child centred approach. It has been complimented by voluntary work with alleged perpetrators of domestic abuse who have not been convicted; the use of an accredited risk assessment tool for those appearing in Court; and work with more persistent or serious offenders as part of a Community Payback Order Programme Requirement.
- 5.14 Work with the Scottish Prison Service has continued to ensure short term prisoners have opportunities to access voluntary resettlement support upon release. In 2016-17, 32% of prisoners voluntarily engaged with support in the community when released and in 2017-18, 44% voluntarily engaged. This suggests that prisoners are responding to pro-active support within the prison and that their confidence in available community-based support is growing.

- 5.15 Community Justice Services continued to deliver a range of multi-disciplinary, gender specific services to women. Typically, this involves around 130 women subject to Diversion, CPOs or Resettlement receiving support from a team of Social Work, NHS Tayside, Tayside Council on Alcohol and Venture Trust staff. It includes trauma informed practice and services relating to the multiple and complex needs presented by women, such as substance misuse, mental health, self-esteem, bereavement, loss associated with children in the care system, parenting, life skills and domestic abuse.

Case Study
<p>Laura is a woman aged 32. Her only child has been removed from her care and adopted. In 2017 Laura was charged with Misuse of Drugs and Possession of an Offensive Weapon. Her life was characterised by a history of overlapping problems, such as adverse childhood events, very low self-esteem, substance misuse, refusing drug treatment and rental arrears. Whilst on bail, she complied with support provided by Mentors from Tayside Council on Alcohol (TCA) and was placed on a CPO with a supervision requirement. As part of the CPO, she established a personal action plan which included weekly supervision appointments offering structure, routine and support to:</p> <ul style="list-style-type: none"> ▪ Attend substance misuse services ▪ Address childhood trauma and issues of anxiety ▪ Attend appointments with Housing <p>Laura has complied with the requirements of the CPO, is engaging with services and is now much more stable. The meetings with Housing resulted in a gradual reduction of her rent arrears and her name going on the waiting list for re-housing into preferred accommodation. She has since appeared in Court again but for offences which predated the CPO and based on the progress she has made, the Sheriff chose to deal with matters through a series of deferments. She now feels she has hope and one of her goals is to feel confident enough to join a 'Beyond Mentoring Group' run by TCA.</p>

- 5.16 **Person-centric outcomes** – in order to more effectively understand the experiences of people subject to interventions and the impact of supports, the partnership has partnered with Falkirk to devise as reliable as possible methods to capture improvements made, for example, in housing, employment, substance misuse and health. This will add qualitative data to information on numbers accessing different services across the system and engagement and completion rates.

6.0 CONCLUSION

- 6.1 This report shows that significant progress has been made by local community justice partners over the last 12 months to cement shared responsibilities, build on strong foundations and link with other partnership arrangements or cross-cutting priorities, such as Health and Social Care, Violence Against Women and Child Protection. There has been a targeted approach towards engagement with communities; progress has been made to promote access to healthcare, housing and family support services; services for women have continued to progress; and processes across the criminal justice system, from Diversion through to Resettlement, have improved.
- 6.2 This work will continue and alongside activities informed by the outcomes of engagement with those with lived experience of community justice, work over the next 12 months will prioritise remaining aspects of the plan. There will be a particular focus on self-evaluation, using a Care Inspectorate model to learn about and enhance the effectiveness of the partnership and developing a dataset to better understand outcomes. Other work will involve:

- **Workforce development** – the partnership has responded to Community Justice Scotland consultation on a new national learning and workforce development strategy. Further local work will be informed by the outcomes of this.
- **Mentoring** – the partnership will ensure that mentoring is prioritised and targeted at those people in need of greatest support, including young males aged 18-26 years who are at highest risk of short-term imprisonment. Peer mentoring will also be explored.
- **Victims and witnesses** – the partnership will explore ways of improving communication with and support to victims and witnesses in the criminal justice system. This work will be strongly informed by Victim Support Scotland.
- **Self-evaluation** – the partnership will undertake a thematic review using the Care Inspectorate model 'A Guide to Self-Evaluation for Community Justice Scotland'. It will also develop a robust dataset consisting of quantitative and qualitative performance measures.

6.3 Going forwards responsibility for the production of the national CPO annual report has been transferred to Community Justice Scotland and they now have the duty to collate the report and lay it in Parliament. This means that the publication of CPO reports will now have to be at the same time as the publication of the Community Justice Scotland annual report. Further information is awaited from Community Justice as to the reporting timescales.

7.0 POLICY IMPLICATIONS

7.1 This report has been subject to an assessment of any impacts on Equality and Diversity, Fairness and Poverty, Environment and Corporate Risk. A copy of the Impact Assessment is available on the Council's website at: www.dundee.gov.uk/ia.

8.0 CONSULTATIONS

8.1 The Council Management Team have been consulted in the preparation of this report.

9.0 BACKGROUND PAPERS

9.1 None.

PAUL CLANCY
EXECUTIVE DIRECTOR

3 April 2018

