



# Area Plan 2011–2014



## FOREWORD

As Convener of the Northern Community Justice Authority I am pleased to welcome you to our third Area Plan to Reduce Re-offending covering the 3 year period from April 2011 – March 2014.

The plan sets out how the CJA will take forward the duties laid out in the Management of Offenders etc (Scotland) Act 2005, and our commitment to the Scottish Government's Strategic Objectives and National Outcomes.

Members of the Community Justice Authority; the elected councillors from Aberdeen City, Aberdeenshire, Comhairle nan Eilean Siar, Highland, Moray, Orkney and Shetland, are grateful for the commitment and co-operation shown by all the partners involved in the Community Justice system which enabled this plan to be produced.

In December 2008 the Scottish Government published its new strategy for offender management 'Protecting Scotland's Communities; Fair, Fast and Flexible Justice'. The priorities identified in that strategy are being taken forward through the Reducing Re-offending Programme Board and its implementation workstreams. These priorities form a key part of this Area Plan.

The challenge issued to local authorities, the Scottish Prison Service and all the partners involved in Community Justice in the North of Scotland is to continue to work together to reduce re-offending and promote safer communities. There is a strong emphasis on co-ordinated action to break the cycle of re-offending by ensuring proportionate and early interventions with effective integration into the community.

At the centre of these arrangements is an acknowledgement that for every crime there is a victim and victims must be at the forefront of our efforts, whilst maintaining our focus on engaging communities, to achieve long-term reassurance and well-being.

I wish to commend the hard work and co-operation which went into the preparation of this Plan. We will ensure that all partners will continue to work together and commit to delivering the objectives and achieving the outcomes that will reflect the positive impact on communities and offenders ensuring that offending in our local communities is reduced.



*A. Robertson*

Councillor Anne Robertson  
Convener

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## Executive summary

The Area Plan 2011—2014 for the Northern Community Justice Authority contains two crucial elements: national and local strategic objectives which set out the future strategic direction. These strategic objectives will be primarily delivered through detailed annual action plans with contributions from all partners involved in the planning process.

Underpinning our approach is a firm commitment to an outcome focussed approach to the planning and delivery of community justice services across the Community Justice Authority area. The outcomes approach requires both the Community Justice Authority and its partners to think and act differently. This will present complex challenges, especially in a period of low economic growth, but prove worthwhile as together we tackle crime and its effects on individuals and communities.

The Plan reflects the learning acquired in developing and delivering the previous three year Area Plan and we will put our knowledge of what is effective in reducing reoffending behind the alignment and development of services in order to enhance their effectiveness.

We will endeavour to improve communications, especially through seeking the views of communities and victims of crime, and keeping them informed at all stages. Equally, we will ensure the Scottish Government and all partners are kept informed of relevant developments.

To achieve the objectives set out in this Plan the Northern CJA will agree with partners, the development of its local performance framework in order to measure progress against national and local outcomes linked to the Area Plan.

## Introduction and Context

### Introduction

The primary purpose of Community Justice Authorities is to bring together a broad range of agencies to achieve a more co-ordinated approach to delivering quality services for offenders and their families at a local level, with the jointly agreed task of reducing re-offending. It is a partnership arrangement in recognition that this is a complex landscape and that no single agency can manage a reduction in re-offending.

The community of Scotland expects that those who commit crime are held to account for their offences and that crime is taken seriously. The community has a right to expect that offenders are dealt with effectively; this means that they should make recompense for their behaviour and do not commit further offences.

Currently significant resources are spent on prisons, which has little impact on reducing the level of crime our community experiences. It is time to recognise that money needs to be reinvested in a range of services both in and outside the criminal justice system in the communities from which offenders come. Offenders are largely from disadvantaged sections of our society, many have experienced multiple deprivations, and it is time to reinvest our resources in order to stop the generational cycle of poor outcomes and offending behaviour.

Earlier intervention in these issues can be delivered by a range of agencies working in partnership including Community Planning Partnerships and Alcohol and Drug Partnerships together with Community Justice Authorities.

Section 3(5)(a)(i and ii) of the Management of Offenders Etc. (Scotland) Act 2005 requires the Community Justice Authorities across Scotland to;

- i. Prepare, in consultation with the partner bodies, the Scottish Ministers, the appropriate local authorities and such other bodies as the Scottish Ministers may specify, a plan for reducing re-offending by relevant persons; and
- ii. To submit that plan to the Scottish Ministers

This is the second Area Plan for the Northern Community Justice Authority (Northern CJA) and is for the three year period 2011 – 2014.

### Strategic Context – National

#### Government Policy

The Scottish Government has stated within its ‘Scotland Performs’, purpose, objectives and outcomes, a single aim – “to create a more successful country where all of Scotland can flourish through increasing sustainable economic growth.” It also has the stated aims of wanting “to live in a successful Scotland: a healthy, safe, well-educated country, with a vibrant economy, opportunities for all, and a desire for Scotland to be fair, tolerant and green.”

Of the 15 National Outcomes detailed in ‘Scotland Performs’ those most relevant to Northern CJA business are:

- National Outcome 9 – We live our lives safe from crime, disorder and danger
- National Outcome 11 – We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others

- National Outcome 15: Our public services are high quality, continually improving, efficient and responsive to local people's needs

In working towards these outcomes, we are also aware of the importance of the social and economic context within which we work. Crime, offending and public safety are closely linked to these factors, which are reflected in the following national outcomes:

- National Outcome 2 - We realise our full economic potential with more and better employment opportunities for our people
- National Outcome 3 - We are better educated, more skilled and more successful, renowned for our research and innovation
- National Outcome 6 - We live longer, healthier lives
- National Outcome 7 - We have tackled the significant inequalities in Scottish society
- National Outcome 8 – We have improved the life chances of children and young people and families at risk

The Government seek to deliver these outcomes locally through the Concordat with Local Government and the Single Outcome Agreement (SOA) with Community Planning Partnerships (CPPs). We therefore see it as critical that the CJA continues to develop our relationship with the seven local CPPs and contribute at a strategic level to the Single Outcome Agreement process.

## Community Justice Policy

Protecting Scotland's Communities: Fair Fast and Flexible Justice published in 2008 provides the national direction for offender management policy. It outlines a commitment to Immediate, Visible, Effective, High Quality, Flexible and Relevant Justice. The Government set out to achieve this in two ways:

1. The Reducing Re-offending Programme is a programme of end to end reform of the system with the following programme goals:

- ⇒ To prevent re-offending by young people through appropriate interventions
- ⇒ To divert cases from the courts system where appropriate and to ensure the proportionate use of bail and remand
- ⇒ To ensure the availability of effective community disposals across Scotland, to improve public confidence in these disposals, and reduce re-offending
- ⇒ To ensure the effective management of offenders who get custody including rehabilitation and appropriate arrangements for risk management to reduce prisoner numbers and re-offending
- ⇒ To ensure effective re-integration into the community by ensuring that the employment, health, accommodation and other needs of offenders are being met
- ⇒ To secure equality by ensuring that systems and services are designed to meet the specific needs of all offenders

2. The Criminal Justice and Licensing Bill proposes to introduce a number of new structures including:

- ⇒ A Sentencing Council that will produce guidelines for sentencing in court
- ⇒ A single community payback order to replace existing community service, probation and supervised attendance orders.

The CJA has been involved in all areas of this work and will continue to be involved in consultation on legislative change and in developing and implementing the work from the Reducing Re-offending Programme throughout the period of this plan.

## **Strategic Context - Local**

### **The Northern Community Justice Authority**

The Northern CJA comprises the seven constituent local authorities of Aberdeen City, Aberdeenshire, Comhairle nan Eilean Siar, Highland, Moray, Orkney Islands and Shetland Islands Councils, who provide the political and strategic oversight for the CJA. Each authority provides a CJA elected member and substitute member. Two of these members fulfil the role of Convener and Vice-Convener. The CJA meets quarterly in open meetings. Local authorities are further represented at CJA meetings by Senior Council Officers who support the CJA and represent their local authorities, together with senior representatives from the statutory partners including;

<b>The Scottish Prison Service</b>	<b>Grampian NHS Board</b>
<b>Grampian Police</b>	<b>Highland NHS Board</b>
<b>Northern Constabulary</b>	<b>Orkney NHS Board</b>
<b>Grampian, Highland and Islands Area</b>	<b>Shetland NHS Board</b>
<b>Procurators Fiscal</b>	<b>Western Isles NHS Board</b>
<b>Scottish Court Services</b>	<b>Victim Support Scotland</b>
<b>Voluntary organisations including Sacro, Apex, Barnardos, Action for Children and Venture Trust.</b>	

The CJA has responsibility for the criminal justice social work budget, which is allocated in accordance with the Scottish Government/COSLA agreed funding formula. This formula is based upon a combination of workload indicators and certain needs factors.

The CJA will strive towards developing sustainable partnerships, which will implement national policies on offender management. We recognise that our work must be communicated effectively to the public and we will keep the communities and people of the CJA area informed of and seek their views on what we are doing.

The Northern CJA covers an extremely large and diverse geographical landscape, ranging from the third largest city in Scotland to vast remote areas on the mainland and large numbers of islands forming the three Island Authorities. The CJA recognises the importance of ensuring there are close strategic and local links with other planning processes. This, combined with improving access to services, especially in rural and remote communities, is crucial to achieving better outcomes.

## Vision, Aims and National Strategic Objectives

### Introduction

During the Area Plan consultation process with partners in developing the strategic objectives and priorities for the Northern CJA the four national strategic aims were used as an over arching guide along with the five main themes developed from 'Protecting Scotland's Communities – Fair, Fast and Flexible Justice' which were the work streams of the Reducing Re-offending Programme.

The local objectives directly related to the four national strategic aims are included in this section. Those objectives emanating from the Reducing Re-offending work streams are detailed in pages 12 and 13 of this document.

A complete list of the Northern CJA Strategic Objectives can be found at Appendix 2.

### Vision, Mission and Values

#### Our Vision

The Northern CJA will work through partnership to reduce re-offending and make Scotland a safer and stronger country.

#### Our Mission

Community Justice Authorities, in order to create a safer Scotland will, through strategic planning and oversight, ensure the availability of services designed to reduce re-offending and promote multi-agency participation in working with offenders.

#### Our Values

As a public body our values are those defined by the Standards Commission for Scotland in line with the Ethical Standards in Public Life etc. (Scotland) Act 2000. These values are to conduct our business having regard to:

- ⇒ Duty and Public Service
- ⇒ Accountability and Stewardship

We will act with selflessness, integrity, objectivity, openness, honesty, leadership and respect those we work with and the communities we serve.

## National Strategic Aims

The 8 Community Justice Authorities have worked together along with the Association of Directors of Social Work (ADSW) and senior Scottish Prison Service (SPS) staff to develop these strategic aims for the area plan period.

### Joint Statement

We will make an effective contribution to creating a safer Scotland by working in partnership to reduce re-offending in our communities.

Our joint national strategic aims are to:

- 1. Improve joint working practices,**
- 2. Improve information sharing**
- 3. Improve community integration**
- 4. Improve the shared management of resources and policy development.**

This joint strategic plan sets out our common aims and objectives for the period 2011-14 and how we intend to monitor and report on our progress.

## **1. Improve Joint Working Practices**

Community Justice Authorities will engage with their key partners to reinforce and promote the value and benefits of developing and delivering joint working practices which will, in turn, enhance service delivery, create efficiencies and contribute to the reduction of reoffending.

### **National Objectives:**

- ⇒ Improve the interaction between Scottish Prison Service and Local Authorities in the assessment and management of offenders subject to statutory and non statutory supervision at point of sentence; during custody and post release.
- ⇒ Ensure, where interventions are delivered in community and custody settings, the appropriate staff are jointly trained with the potential to deliver across both settings.
- ⇒ Develop national arrangements for shadowing / secondment opportunities, for all levels of staff, between agencies.

### **Local Objectives:**

- ⇒ Continue to develop and enhance the existing partnership working approach whilst maximising opportunities to develop smarter working methods.
- ⇒ Ensure consistent and effective assessment and management of high risk offenders and continue to develop MAPPA processes in line with national guidance.
- ⇒ Further strengthen strategic and local links with other planning processes and particularly Community Planning Partnerships and Alcohol and Drug Partnerships, and demonstrate a closer alignment of strategies, priorities and objectives.

## **2. Improve Information Sharing**

CJAs across Scotland recognise that sharing information is vital to the provision of co-ordinated and seamless services by public agencies. However, it is also acknowledged that information sharing must take place within a secure framework that is cognisant of statutory requirements and the professional needs and responsibilities of the partner agencies. Historically critical incident reviews have highlighted failures in information sharing and CJAs are committed to promoting and improving information sharing amongst all partners.

## National Objectives:

- ⇒ Review existing processes for information sharing between SPS, CJSW; Local Authorities and other key partners (e.g. Police, Health, MAPPA, Courts etc) forming recommendations to streamline and improve processes. Specific areas to be considered include:
  - Information Flows
  - Violent Offenders
  - Integrated Case Management process
- ⇒ Review performance measures around work with offenders, whether in custody or community, and develop a common set of core measures and associated information sharing requirements.
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## Local Objectives:

- ⇒ Implement the 2011 – 2014 Northern CJA communication strategy ensuring we:
  - Communicate our achievements;
  - Maximise opportunities to raise public awareness of the work of the CJA and in particular community payback; and
  - Develop and promote the MAPPA model of information sharing as best practice.
- ⇒ Support Criminal Justice services to forge stronger links with CHPs within the CJA at a strategic level and promote the role of the CJA within the NHS agenda.

## 3. Improve Community Integration

The majority of people who end up in the criminal justice system have experienced multiple disadvantages in their early years. Factors include housing, skills, training and employment, mental and physical health, and substance misuse. CJAs face a significant challenge in trying to prevent the generational cycle of poor outcomes and offending behaviour through aligning our strategies with those of our Community Planning Partnerships, Alcohol and Drug Partnerships and the broader Reducing Re-offending Programme. Early intervention cannot be delivered by CJAs alone. We require a joined up, high level, strategic response with our key partners.

## National Objectives:

- ⇒ Develop a shared understanding and ownership of 'community integration' and early intervention amongst Community Planning Partnerships, Community Justice Authorities, Scottish Prison Service and partners for offenders in custody and community.
- ⇒ Identify roles and responsibilities for service delivery across the tiers of service i.e. universal services, targeted and specialist, and identify offender pathways to ensure effective integration into the community.
- ⇒ Draw from existing models such as 'Getting It Right for Every Child' to ensure an appropriate response to meet offender needs, criminogenic and wider, at the right time, with clear strategies for managing transitions/disengagement.

- ⇒ Engage with offenders and communities to develop effective services around integration, to increase community safety and reduce reoffending.

### Local Objectives:

- ⇒ Promote equity of access to services across the Northern CJA area.
- ⇒ Work with SPS and all partners in the development of HMP Grampian and the associated service provision to achieve a best practice model for a community facing prison.
- ⇒ Together with partners, maximise opportunities to engage with groups and communities to provide reassurance in respect of offending and to raise public awareness of the positive work being carried out by offenders.
- ⇒ Develop ways in which services reflect the local need and available resources to assist communities to develop their own solutions.

## 4. Improve the shared management of resources and policy development

CJAs recognise the importance of consistent service delivery combined with a need to ensure best value. This is the basis upon which councils and other authorities plan, review and manage their performance in order to deliver continuous improvement and to meet the needs and expectations of service users. By improving the shared management of resources and working together to develop policies CJAs and their partners will achieve these goals.

### National Objectives:

- ⇒ Develop and implement a model for joint policy development and extending existing policy (where appropriate) across both custodial and community settings. The model should be informed by existing practice e.g. piloting the transfer of existing policy such as the SPS Family Strategy.
- ⇒ Develop and improve the sharing of resources between custodial and community settings, within and between CJA areas, to improve service delivery to offenders. Examples of this could include Programme Delivery, Training, Housing Advice etc.

### Local Objectives:

- ⇒ Employ an evidence-based approach to service development and resource allocation ensuring the best use of resources and reducing duplication.
- ⇒ Ensure continuous improvement of performance frameworks and quality assurance systems to support national and local priorities.
- ⇒ Improve service delivery by adopting a system of shared management of resources which will improve community integration.
- ⇒ Encourage closer ties with ADPs to best manage/pool resources where possible for increased efficiency of service delivery.

## Local Strategic Objectives

As previously mentioned, during the partner consultation process the work streams from the Reducing Re-offending Programme were used to develop additional but equally relevant local objectives for this Area Plan period. The five work streams are:

1. **Young People who Offend**
2. **Pre Disposal**
3. **Effective Community Disposals**
4. **Custodial Sentence Management**
5. **Community Re-integration**

One further local priority and associated objectives has been added under the heading **Workforce Development**.

### Young People who offend

Promote early intervention/preventative work with young people who offend and ensure a seamless transition between youth justice and adult criminal justice services.

CJA to take a more proactive approach to interacting with and further developing links with the North Region Children's Reporters.

### Pre-Disposal

Continue to promote, develop and better use bail supervision schemes.

Continue to promote and develop the most effective use of diversion schemes across the NCJA area.

### Effective Community Disposals

Oversee the implementation of and promote the use of Community Payback Orders.

Meet the likely challenges in the development of Community Payback Orders, which will be more complex, delivered over a shorter period and require improved management of compliance.

Promote the development of a gender appropriate Community Payback Order for women.

## **Custodial Sentence Management**

Maximise on the unique opportunity that the development of HMP Grampian will provide for the CJA, SPS and Health to work together to develop a groundbreaking model for service provision.

In conjunction with the development of HMP Grampian ensure community based resources complement custodial provision with 'in reach' support bringing community services into the prison environment in order to contribute to more effective community integration.

Work with partners in the development and enhancement of risk assessment tools and, in particular, Level of Service/Case Management Inventory (LS/CMI).

Collaborate with SPS and partners to ensure the better use of Community Integration Plans.

## **Community Re-Integration**

Work with partners to identify the specific requirements of offenders in respect of housing, health, employment, learning and substance misuse and develop solutions to address their individual needs.

Investigate the feasibility of devolving NCJA non-core budgets for drug and alcohol related services to ADPs and the introduction of performance monitoring arrangements to oversee the achievement of jointly desired outcomes.

Explore and investigate opportunities for ADPs, on behalf of the NCJA, to integrate criminal justice and non-criminal justice addiction and recovery services in their areas.

Develop Throughcare partnership approaches locally to plan and deliver services to offenders.

## **Workforce Development**

Contribute to a culture of learning and development amongst partners.

Maximise joint training opportunities including work shadowing.

## Strategic Challenges and Solutions

### Introduction

The Northern CJA is fully committed to the 'Scotland Performs' agenda, the Community Justice Authorities national aims and objectives, the Reducing Re-offending Programme objectives and the Northern CJA strategic aims and objectives.

### Partnerships

Community Justice Authorities have a range of statutory and duty to co-operate partner bodies. These include the constituent local authorities, Scottish Prison Service and Scottish Ministers. Partner bodies include: the Chief Constables of the two police forces (Northern Constabulary and Grampian Police), the 5 Health Boards within the Northern CJA area, Scottish Courts Service, the Procurators Fiscal across the Area, Victim Support Scotland and selected organisations in receipt of funding for the provision of services or support to relevant persons or their families e.g. Sacro, Apex, Barnardos, Action for Children, Venture Trust amongst others.

### Local Partnerships

There are a number of local partnerships that have links with the work of Community Justice Authorities. These include Community Planning Partnerships, Community Safety Partnerships, Alcohol and Drug Partnerships and the Local Criminal Justice Boards.

The Chief Officer meets with key representatives of partner bodies to promote the CJA and the reducing re-offending agenda, and a sound basis has been established on which to develop further partnership approaches.

### Challenges

Making and maintaining links to Community Planning Partnerships and Alcohol and Drug Partnerships is an ongoing challenge for the CJA. Whilst the Convener and Chief Officer actively involve themselves at a strategic level there is always more that can be done to highlight where community justice, reducing re-offending and increasing community safety is relevant to CJAs, CPPs and ADPs.

There are five Health Boards and nine Community Health Partnerships within the Northern CJA area and how the CJA relates to health services at a strategic and local level presents an ongoing challenge. Maintaining an active role within the Local Criminal Justice Boards is also identified as an important role for the Northern CJA.

### Solutions

Within the Northern CJA area a Community Planning network has been developed. Whilst this is in its early days it does provide a means of communicating between the Northern CJA and the CPPs.

There is an expectation that elected Members will support and raise awareness of the work of the CJA within CPPs whilst promoting the links between the CPPs, the CJA and Criminal Justice Social Work in each authority.

The Northern CJA contributes to the development of the Single Outcome Agreements

(SOAs) by local authorities. CJAs have a role to play in the delivery of a number of the National Outcomes and we feel it is important that CPPs acknowledge this along with our Area and Annual Plans within their SOAs.

The NHS Director of Planning and Workforce Development, North of Scotland Planning Group in conjunction with the Chief Officer has been working toward developing a structure that promotes closer links at a strategic and local level.

The Chief Officer attends the Grampian and Highlands and Islands Criminal Justice Boards and discussions are progressing around how the CJA and the Local Criminal Justice Boards can work more effectively together.

The well established MAPPA processes are a key area of active partnership working across a wide range of local agencies. This ensures a collaborative approach is taken at all times when dealing with registered sex offenders across the area.

The Northern CJA recognises the need to continue to build on the strong foundations already in place for developing effective partnership working.

## Community Engagement

The term 'community engagement' is broad and can often be used to mean a number of different things. Put simply, community engagement is the process of involving people in decisions that affect them. This can mean involving communities in the planning, development and management of services. Or, it may be about tackling a range of problems within a neighbourhood, such as vandalism, drug misuse and anti social behaviour amongst many other things.

In order to be effective Community Justice Authorities must be in a position, whether directly or through partners, to engage with their communities to identify the issues that affect communities and CJAs. It is only by listening to the experiences and ideas of people who live in these communities that we can find solutions that will make a lasting difference.

## Challenges

One of the major challenges in engaging communities for the Northern CJA is the geography of the area. With 7 local authorities and 337 Community Councils contained in an enormous area with some of the most rural and remote communities in the country, practical efforts to achieve meaningful engagement is an ongoing issue.

An integral part of Community Service and a challenge for local authority Criminal Justice Social Work services is the identification of community based projects that can be undertaken by offenders sentenced to community service or probation with unpaid work.

## Solutions

The Northern CJA will work closely with its partners to engage communities at all levels. Key partners in this respect are seen as Community Planning Partnerships, Community Safety Partnerships, Criminal Justice Social Work services, Voluntary Organisations, Community Councils and other Community Groups.

We will use a range of mediums to promote the work of Community Justice Authorities to our partners in communities through our information network of community councils including regular newsletters, information bulletins and by keeping our website up to date.

## Finance/Resources

The Northern CJA distributes around £12 million per annum to its constituent local authorities in respect of CJSW (core and non-core service provision). With the current financial climate and pressures on national and local government budgets it is reasonable to predict that this will continue into and probably for the length of the 2011-14 Area Plan period.

## Challenges

During the period of this Area Plan both statutory and third sector partners will be required to operate within tight budgetary constraints. This will present challenges in terms of maintaining existing levels of service whilst seeking efficiency savings. We all will have to find ways of working smarter in order to deliver efficient and effective services which offer best value.

## Solutions

The Northern CJA has carried out a review of both core and non core funding. As a result of the core review adjustments were made to grant allocations making the allocations more equitable. All authorities and agencies are acutely aware of financial pressures and the need for achieving maximum value for money whilst maintaining service provision.

## HMP Grampian

In 2007 it was announced that a new prison (HMP Grampian) would be built to replace the Victorian buildings that are HMP Aberdeen and HMP Peterhead. The new 500 place prison will be built within the existing site at HMP Peterhead. Key features of the new prison are that it will be the first truly community facing in Scotland and will provide for remand prisoners, for young offenders who would have gone to Polmont, and for women prisoners who would have been sent to Cornton Vale.

## Challenges

There will be a number of challenges associated with the building of a new community facing prison in the area. The co-ordination and provision of a range of services e.g. Health, Employment, Social Work, Learning etc. to a diverse population will be a substantial undertaking.

## Solutions

Recognised key factors in supporting the rehabilitation of prisoners include the ability to maintain family contact, have homes to go back to and ease of access to employment opportunities. Being located nearer their home areas enhances the prospect of engaging more effectively with local services.

HMP Grampian will provide for far greater opportunities for service provision to be delivered on a partnership basis from the community into the prison ensuring that the transitional process for prisoners returning to communities is as smooth as possible. Successful community reintegration should have the knock on effect of reducing re-offending within the Northern CJA.

## Resources

### CJA Running Costs

The Northern CJA receives an administration budget of approximately £222.000 annually which covers running costs. This includes staff costs, Members travel expenses, stationery, telephones etc. The Northern CJA employs 3 staff, the Chief Officer, Chief Officer's Personal Assistant and a Research and Information Officer.

### Section 27 Funding

The Northern CJA has responsibility for the allocation of funding for the delivery of approved core and non-core components of Criminal Justice Social Work Services. Core funding provides grants for those mainstream services where availability occurs throughout Scotland e.g. Probation, Community Service and Court Reports. On-going funding is provided for a range of non-core expenditure, the largest elements of which are Drug Treatment and Testing Orders, supported accommodation together with a range of support programmes.

The CJA receives around £12 million in "Section 27 funding", for allocation to its constituent local authorities for the delivery of Criminal Justice Social Work Services. Section 27 of the Social Work (Scotland) Act 1968 Act states (following amendment by Section 21 of the Management of Offenders Act 2005) that Scottish Ministers may pay to a Community Justice Authority such amounts incurred by a Local Authority in providing a "relevant service". The definition of "relevant service" includes:

- ⇒ submitting reports to Courts and Parole Board as required;
- ⇒ supervising offenders placed on probation, community service, supervised attendance order (SAO), drug treatment and testing order (DTTO), diversion or release from custody on supervision and;
- ⇒ a service enabling a Local Authority to comply with the area plan

The 2005 Act clearly states that the area plan is for the purpose of "reducing reoffending by relevant persons". A relevant person is an individual under supervision or a person in custody. Funding is therefore restricted to resourcing services which are provided directly to offenders.

As in the past we intend continuing to source additional funding (such as match funding) in order to maximise the resources available for reducing reoffending and ensuring best value for money.

### Other Resources

Different organisations e.g. Health, SPS, Job Centre Plus, ADPs amongst others, bring various resources to the Northern CJA which contribute to the Community Justice/Criminal Justice process.

### Funding Reviews

During 2009/10 and 2010/11 the CJA carried out reviews of both core and non core funding. On receiving the results of the reviews the CJA agreed adjustments to the allocation of core funding which is now distributed on a more equitable and target focussed basis. The non core review has still to be finalised.

## **Communication and Consultation**

### **Communication**

In conjunction with the development of this Area Plan we have developed a Communication Strategy 2011 -2014 to reflect the strategic aims and objectives within this plan. In the Communication Strategy we have set out how we will ensure the Scottish Government, partners and, most importantly, communities and victims of crime are kept informed of all relevant matters. We will do this through a variety of mediums, by the production of reports to the CJA, by the production of regular newsletters and bulletins, by maintaining our web site and keeping the content up to date and meaningful, by the production of our annual report and by using all other media related opportunities at our disposal.

### **Progress**

We will, within the CJA's administrative budget, produce information on our progress throughout the planning period. Regular reports will be submitted to the Northern CJA detailing progress being made against the Plan by the respective authorities and partners.

### **Performance**

We will report on our performance at both national and local levels.

Statutory performance indicators will be reported on by local authorities as required. National performance information will be gathered and provided as required.

Locally performance will be monitored quarterly by the CJA in respect of Criminal Justice Social Work services, 6 monthly in respect of the Scottish Prison Service Integrated Case Management (ICM) process, and annually in respect of the National Accommodation Strategy for Sex Offenders and Multi Agency Public Protection Arrangements.

We will detail aspects of our performance in our annual reports and performance information will also be available in official Inspection Reports.

### **Consultation**

The Northern CJA's approach of consultation and inclusion to the promotion of links to partner bodies is reflected in the planning environment designed to ensure that all partners have an opportunity to fully participate in the work of the CJA.

Northern CJA members, local authorities, the Scottish Prison Service and statutory partners were fully consulted throughout the process of preparing this plan. The Sheriff Principal and Sheriffs were also consulted. Three consultation events were held in Aberdeen and Inverness where partners came together to assist in the development of this plan and to identify and agree local priorities.

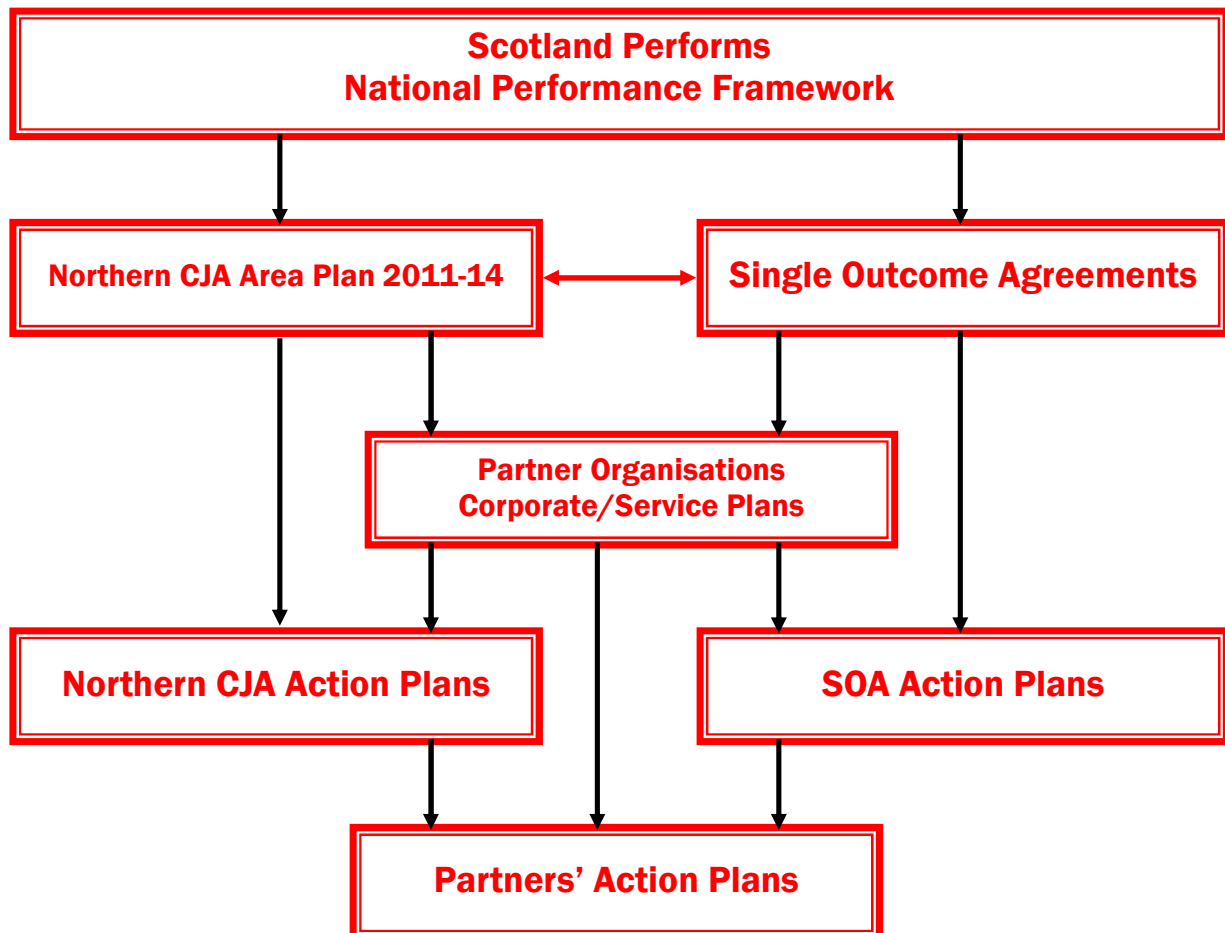
## Measuring Achievements

How we measure our achievements as a Community Justice Authority is essentially about how we manage the CJA effectively as a strategic planning and monitoring body focussing our efforts in order to achieve our intended outcomes. The Performance Management Framework supports this by providing information and evidence about how well partners are achieving their objectives, both individually and collectively, and considering what may be done to improve them further.

The Northern CJA's approach is based around four key components which together form a robust performance management framework.

### Planning Hierarchy

This component seeks to place the CJA Area Plan 2011-14 in the context of our partners' key plans, it indicates the way in which the CJA seeks to influence the direction of the different layers of planning which provide increasing detail about how our shared outcomes will be delivered, what we will actually do and who is responsible and accountable for its achievement.



While our own performance management processes are robust in their own right they are further supported when they are embedded within Single Outcome Agreements and our partner organisations own plans as high level commitments which in turn translate into more detail within service plans and finally within work plans for teams and individuals. This then is the 'golden thread'.

## **Performance Management**

We have identified a series of high level indicators within Scotland Performs which are linked to the broad agenda of Community Justice Authorities. In particular we will focus on the key target of reducing reconviction rates. We recognise however that this indicator is a blunt measure of re-offending, limited in terms of its timeliness and is difficult to breakdown to local authority level as data is based on court records.

The Northern CJA will work with the Scottish Government over the life of this plan to develop a more robust measure which reflects the frequency and seriousness of re-offending and provides more reliable regional and local data.

We have also identified success criteria for the national strategic objectives and a streamlined set of high level indicators which will measure our progress towards our local outcomes.

Each year the Northern CJA develops an Action Plan which identifies the key activities which partners will undertake to deliver the outcomes of the Area Plan. Each action is assigned to a lead agency or agencies and progress is regularly reported to the CJA.

## **Reporting Arrangements**

Reports on progress against our Action Plan are submitted on a quarterly basis to the to the Community Justice Authority. In addition strategy groups and partner organisations provide progress reports on particular services and initiatives. This provides the opportunity for CJA Members to scrutinise the progress made by the CJA and ensures accountability.

The Northern CJA is required by the Management of Offenders etc (Scotland) Act 2005 to provide Scottish Ministers with an Annual Report on our progress. Our Annual Report is also made available to our partners, stakeholders and the wider community.

Similarly a MAPPA Annual Report is provided to Scottish Ministers detailing the progress made in managing high risk offenders.

## **Continuous Improvement**

The Northern CJA recognises that the performance management systems outlined will allow the Authority to report on progress against the Area Plan 2011-14. However, the Authority will also examine how it performs in developing partnership approaches in order to identify and address any areas for improvement.

Our approach to performance management is a commitment to continuous improvement. This recognises that we need to review and reflect on the information developed through the processes outlined above, identify opportunities for improvement and feed this back into the ongoing planning process to ensure that we continue to deliver our outcomes.

The Community Justice Authority Strategic Landscape

# Scotland Performs

CJA - related Scottish Government Objective	 <div style="display: inline-block; vertical-align: middle;"> <p><b>safer scotland</b> <small>SCOTTISH GOVERNMENT</small></p> </div> <div style="display: inline-block; vertical-align: middle; margin-left: 20px;"> <p><b>Safer and Stronger</b></p> </div>
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CJA - related National Outcome	We live our lives safe from crime, disorder and danger
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CJA - related National Indicators	<ul style="list-style-type: none"> <li>Reduce overall reconviction rates</li> <li>Reduce overall crime victimisation rates</li> <li>Increase the percentage of criminal cases dealt with within 26 weeks</li> <li>Increase % of adults who rate their neighbourhood as a good place to live</li> <li>Decrease the estimated number of problem drug users</li> <li>Increase positive public perception of the general crime rate</li> </ul>
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Legal Context	Management of Offenders etc. (Scotland) Act 2005	Criminal Justice & Licensing Bill
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Policy Context	Protecting Scotland's Communities	Equally Well 'Getting it right for every child'	The Road to Recovery Alcohol Framework for Action	Summary Justice Reform Programme
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Delivery	<p>Northern Community Justice Authority Action Plans</p> <p>CPP Single Outcome Agreements</p> <p>Partner's Action Plans</p>
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## Northern CJA Strategic Objectives 2011 - 2014

### 1. IMPROVE JOINT WORKING

- 1.1 Continue to develop and enhance the existing partnership working approach whilst maximising opportunities to develop smarter working methods.
- 1.2 Ensure consistent and effective assessment and management of high risk offenders and continue to develop MAPPA processes in line with national guidance.
- 1.3 Further strengthen strategic and local links with other planning processes and particularly Community Planning Partnerships and Alcohol and Drug Partnerships, and demonstrate a closer alignment of strategies, priorities and objectives.

### 2. IMPROVE INFORMATION SHARING

- 2.1 Implement the 2011 – 2014 Northern CJA communication strategy ensuring we:
  - Communicate our achievements;
  - Maximise opportunities to raise public awareness of the work of the CJA and in particular community payback; and
  - Develop and promote the MAPPA model of information sharing as best practice.
- 2.2 Support Criminal Justice services to forge stronger links with CHPs within the CJA at a strategic level and promote the role of the CJA within the NHS agenda.

### 3. IMPROVE COMMUNITY INTEGRATION

- 3.1 Promote equity of access to services across the Northern CJA area.
- 3.2 Work with SPS and all partners in the development of HMP Grampian and the associated service provision to achieve a best practice model for a community facing prison.
- 3.3 Together with partners, maximise opportunities to engage with communities to provide reassurance in respect of offending and to raise public awareness of the positive work being carried out by offenders.
- 3.4 Develop ways in which services reflect the local need and available resources to assist communities to develop their own solutions.

### 4. IMPROVE SHARED MANAGEMENT OF RESOURCES AND POLICY DEVELOPMENT

- 4.1 Employ an evidence-based approach to service development and resource allocation ensuring the best use of resources and reducing duplication.
- 4.2 Ensure continuous improvement of performance frameworks and quality assurance systems to support national and local priorities.
- 4.3 Improve service delivery by adopting a system of shared management of resources which will improve community integration.
- 4.4 Encourage closer ties with ADPs to best manage/pool resources where possible for increased efficiency of service delivery.

## **5. YOUNG PEOPLE WHO OFFEND**

- 5.1 Promote early intervention/preventative work with young people who offend and ensure a seamless transition between youth justice and adult criminal justice services.
- 5.2 CJA to take a more proactive approach to interacting with and further developing links with the North Region Children's Reporters.

## **6. PRE-DISPOSAL**

- 6.1 Continue to promote, develop and better use bail supervision schemes.
- 6.2 Continue to promote and develop the most effective use of diversion schemes across the NCJA area.

## **7. EFFECTIVE COMMUNITY DISPOSALS**

- 7.1 Oversee the implementation of and promote the use of Community Payback Orders.
- 7.2 Meet the likely challenges in the development of Community Payback Orders, which will be more complex, delivered over a shorter period and require improved management of compliance.
- 7.3 Promote the development of a gender appropriate Community Payback Order for women offenders.

## **8. CUSTODIAL SENTENCE MANAGEMENT**

- 8.1 Maximise on the unique opportunity that the development of HMP Grampian will provide for the CJA, SPS and Health to work together to develop a groundbreaking model for service provision.
- 8.2 In conjunction with the development of HMP Grampian ensure community based resources complement custodial provision with 'in reach' support bringing community services into the prison environment in order to contribute to more effective community integration.
- 8.3 Work with partners in the development and enhancement of risk assessment tools and, in particular, LS CMI.
- 8.4 Collaborate with SPS and partners to ensure the better use of Community Integration Plans.

## **9. COMMUNITY RE-INTEGRATION**

- 9.1 Work with partners to identify the specific requirements of offenders in respect of housing, health, employment, learning and substance misuse and develop solutions to address their individual needs.
- 9.2 Investigate the feasibility of devolving NCJA non-core budgets for drug and alcohol related services to ADPs and the introduction of performance monitoring arrangements to oversee the achievement of jointly desired outcomes.
- 9.3 Explore and investigate opportunities for ADPs, on behalf of the NCJA, to integrate criminal justice and non-criminal justice addiction and recovery services in their areas.
- 9.4 Develop Throughcare approaches locally to plan and deliver services to offenders.

## **10. WORKFORCE DEVELOPMENT**

- 10.1 Contribute to a culture of learning and development amongst partners.
- 10.2 Maximise joint training opportunities including work shadowing.

## **GLOSSARY OF TERMS**

ADP	Alcohol and Drug Partnerships
ADSW	Association of Directors of Social Work
CHP	Community Health Partnership
CJA	Community Justice Authority
CJSW	Criminal Justice Social Work
COPFS	Crown Office and Procurator Fiscal Service
COSLA	Convention of Scottish Local Authorities
CPP	Community Planning Partnership
CSP	Community Safety Partnership
DTTO	Drug Treatment and Testing Order
HMP	Her Majesty's Prison
ICM	Integrated Case Management
LS/CMI	Level of Service Case Management Inventory
MAPPA	Multi Agency Public Protection Arrangements
NCJA	Northern Community Justice Authority
NHS	National Health Service
SAO	Supervised Attendance Order
SOA	Single Outcome Agreement
SPS	Scottish Prison Service

## Northern CJA Members

### Aberdeenshire



**Cllr Anne Robertson  
Convener**

### Eilean Siar



**Cllr Norman Macdonald  
Vice Convener**

### Aberdeen City



**Cllr Jim Kiddie**

### Highland



**Cllr Margaret Davidson**

### Moray



**Cllr John Divers**

### Orkney Islands



**Cllr Roderick McLeod**

### Shetland Islands



**Cllr Florence Grains**



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