

**DRAFT**



**Glasgow**

**Community  
Justice  
Authority**

# **Area Plan 2011-14**

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## 1. Introduction and context

### 1.1 About Community Justice Authorities

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Community Justice Authorities (CJAs) bring together a broad range of agencies to coordinate the delivery of quality services for offenders and their families at a local level, to reduce re-offending. This partnership working reflects the challenges involved - no single agency can manage a reduction in re-offending.

Section 3(5)(a)(i and ii) of the Management of Offenders Etc. (Scotland) Act 2005 requires Community Justice Authorities 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 3 – year Area Plan for Glasgow Community Justice Authority covering the period 2011 – 2014.

#### **CJA Vision**

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

### 1.2 About Glasgow Community Justice Authority

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#### 1.2.1 Glasgow Community Justice Authority

Glasgow Community Justice Authority (GCJA) covers the same area as Glasgow City Council. It is the only single-local authority CJA.

GCJA is led by a Board of elected members of Glasgow City Council. The board meets 4 times per year to monitor progress towards the CJA's aims and objectives and to agree future activity. These meetings are open to the public.

Much of the work of the CJA is undertaken through its partners – these include statutory partners such as the Scottish Prison Service (SPS) and Glasgow City Council, and other agencies including voluntary sector service providers. GCJA also links to a number of different local and national organisations.

## 1.2.2 About Glasgow

Glasgow's people are amongst the most disadvantaged in Scotland. In 2008/09 over one quarter of the city's population was considered to be income deprived<sup>1</sup>. Glasgow has more working age people with no or low qualification levels and less school leavers go on to higher education and employment than for Scotland as a whole<sup>2</sup>. Health and wellbeing in the city is variable, and average life expectancies in some areas of the city have been estimated at around 54, some 20 years below the national average<sup>3</sup>. Rates of crime in the city are higher than national rates. In 2007/08, 1 in 4 Glaswegians were victims of crime, compared with 1 in 5 people in Scotland<sup>4</sup>.

Glasgow also has proportionately more offenders than any other CJA area. In 2008-09 Criminal Justice Social Work worked provided around 6,800 reports to court about offenders in the city and worked with around 4,000 individuals. In the same year 4,314 prisoners were released to the city from Scotland's prisons. On a snapshot day in 2008/09 1,646 Glaswegians were in custody – making up around one quarter of the total prison population. This rate of imprisonment is almost twice the average rate for Scotland.

Despite this, Glasgow's reputation as a thriving city, with a wealth of cultural and economic activity, continues to grow. In its thinking and practice, Glasgow has led Scotland in pioneering new approaches to reducing offending and improving community safety. It has provided a testing ground for innovative pilots such as the 218 Service for women offenders, the Drug Court and the Domestic Abuse Court.

## 1.3 Context – national policy

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The Scottish Government's purpose as stated within 'Scotland Performs' is "to create a more successful country where all of Scotland can flourish through increasing sustainable economic growth." Other aims include 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 the work of GCJA 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

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<sup>1</sup> Scottish Index of Multiple Deprivation definition

<sup>2</sup> Scottish Neighbourhood Statistics

<sup>3</sup> World Health Organisation

<sup>4</sup> Scottish Crime and Justice Survey

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Crime, offending and public safety are closely linked to other social and economic 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

These outcomes are delivered locally through the Concordat with Local Government and the Single Outcome Agreement (SOA) with local community planning partnerships (CPPs). GCJA must work with the 5 local CPPs and contribute at a strategic level to the Single Outcome Agreement process.

## **1.4 Context – Justice Policy**

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Protecting Scotland's Communities: Fair Fast and Flexible Justice published in 2008 sets out the national direction for offender management policy. It outlines a commitment to 'immediate, visible, effective, high quality, flexible and relevant' justice.

The Government sets out to achieve this in two ways:

- Legislative reform through the Criminal Justice and Licensing (Scotland) Bill
- A programme of end to end reform of the system - delivered through the Reducing Reoffending Programme

The Criminal Justice and Licensing Bill will 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 and probation orders.
- A presumption against short term (less than 6 months) prison sentences

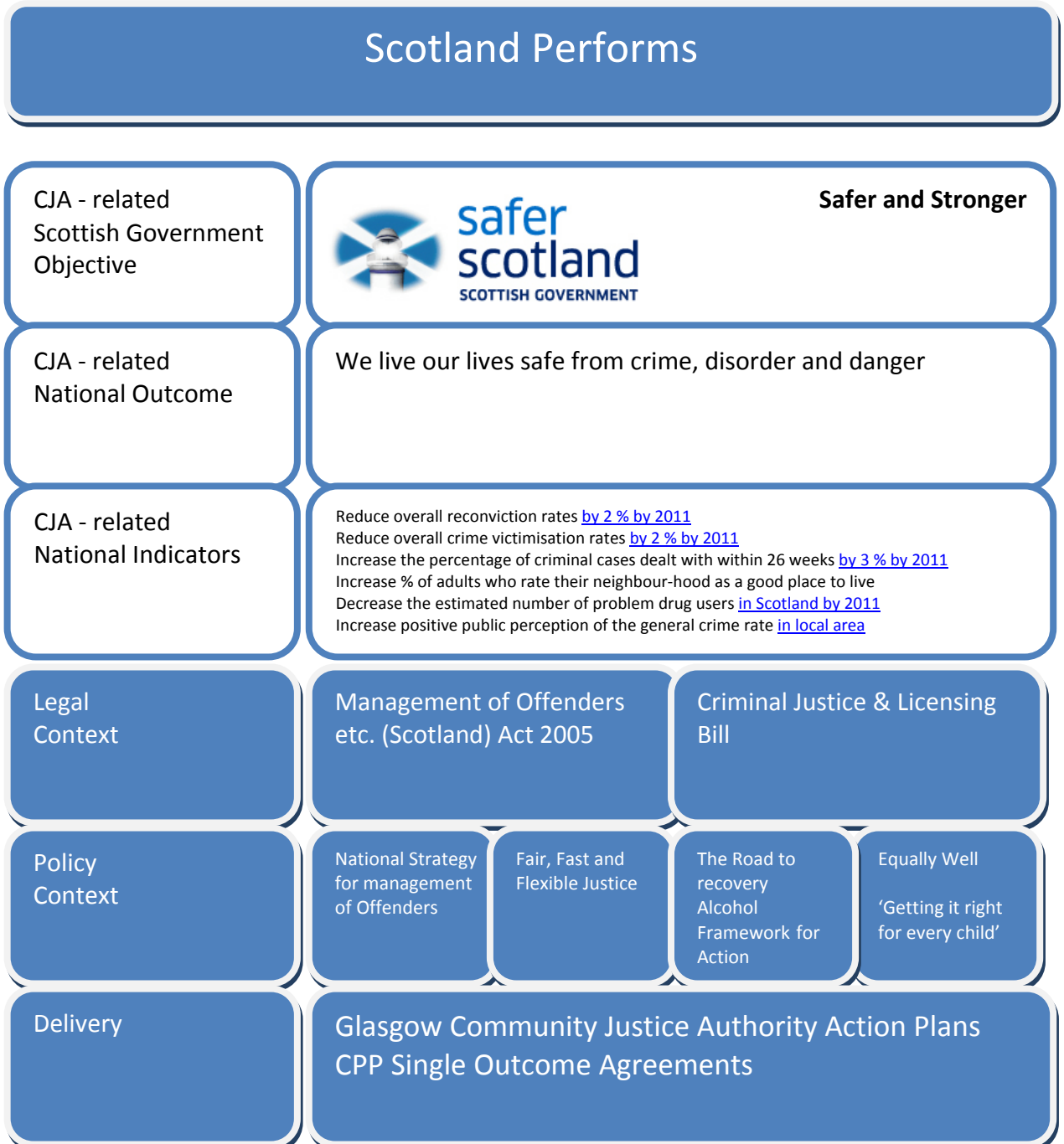
The Government's key goals, as set out in the Reducing Reoffending Programme, are:

- To prevent re-offending by young people through appropriate interventions

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- 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 reoffending
- 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

**Diagram 1** below shows how the work of GCJA fits with national and justice policy.



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## 1.5 About this plan

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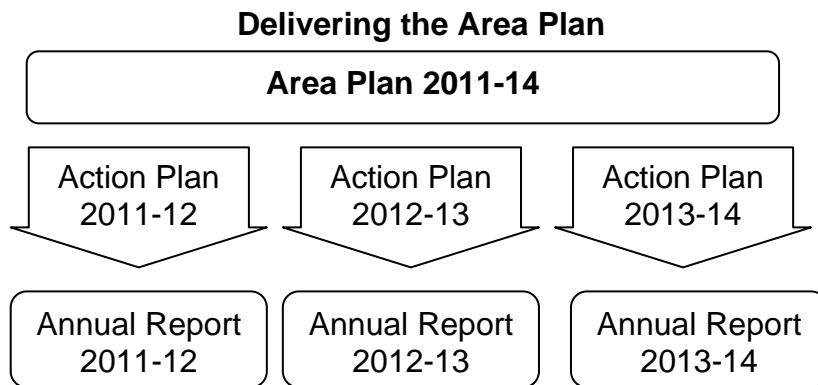
This plan sets out what Glasgow Community Justice Authority and its partners will achieve during 2011-14. The plan has been prepared through

- National discussion with the Scottish Government, SPS and Association of Directors of Social Work (ADSW)
- Local discussions with our partners and other organisations involved in providing services to offenders in Glasgow
- Consultation with our stakeholders, including offenders and communities

This plan also sets out how we will measure progress with our aims and objectives, and the challenges we may face in achieving them.

Along with this plan, each year we will make an action plan that sets out how we will achieve our aims and objectives. The action plan will be agreed with our partners and stakeholders – there will be consultation processes each year, starting around December, that all our partners and stakeholders can get involved in.

We will also report on our progress each year in our Annual Report. Each action plan and annual report will be available on our website [www.glasgowcja.org.uk](http://www.glasgowcja.org.uk)



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## 2. Aims and Objectives

Glasgow CJA has worked with local and national stakeholders to agree aims and objectives for 2011-14.

Scotland's 8 CJAs have worked with the Scottish Government, the Association of Directors of Social Work (ADSW) and the Scottish Prison Service (SPS) to develop shared **strategic aims and national objectives** to be delivered during the 2011-14 Area Plan period.

Glasgow CJA's local partners, colleagues and stakeholders worked together to agree the **local objectives**.

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## Strategic Aim One: **Improve Joint Working Practices**

### **Overview**

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CJAs will engage with their key partners to promote joint working practices in order to enhance service delivery, create efficiencies and reduce reoffending.

### **National Objectives**

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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.

### **Proposed Local Objectives**

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Develop a shared vision for services for offenders across the city

Commit to equal access to mainstream services for offenders

Work in partnership to improve awareness of offenders' needs amongst mainstream services.

Develop opportunities for interagency training and secondments which promote learning and improve understanding across agencies involved in work with offenders.

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## Strategic Aim Two: **Improve Information Sharing**

### **Overview**

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Sharing information is vital to effective service delivery by public agencies. However, information sharing must take place within a secure framework that reflects the legal and professional needs and responsibilities of the partner agencies. CJAs are committed to promoting and improving information sharing amongst all partners.

### **National Objectives**

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Review existing processes for information sharing between SPS, CJSW; Local Authorities and other key partners (e.g. Police, Health, Courts, voluntary sector) forming recommendations to streamline and improve processes.

Specific areas to be considered include:

- Information Flows

- Violent Offenders

- Multi Agency Public Protection Arrangements

- 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.

### **Proposed Local Objectives**

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Build on existing good practice in information sharing across the city to improve the flow of information for the management of offenders.

Share and use information to better target and develop services to meet offender needs.

Use information to regularly monitor service performance.

Communicate our successes.

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## Strategic Aim Three: **Improve Community Integration**

### **Overview**

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CJAs are committed to breaking the cycle of reoffending by ensuring proportionate and early interventions and effective integration into the community.

### **National Objectives**

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Develop a shared understanding and ownership of 'community integration' amongst Community Planning Partnerships, CJAs, Scottish Prison Service and partners, including the voluntary sector, 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.

### **Proposed Local Objectives**

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Improve awareness and understanding of the services available for offenders across Glasgow

Increase the contribution offenders in both custody and the community make to Glasgow's communities, and raise awareness of the benefits of work done

Ensure effective in reach services for Glasgow prisoners to support them from custody to the community.

Develop integrated approaches at local community planning partnership level to plan and deliver services for offenders, balancing risks and needs for both the offender and the community.

Support Glasgow's communities to tackle the root causes of offending at an early stage and help identify routes out of offending for those at the start of the offender pathway.

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## Strategic Aim Four: **Improve the shared management of resources and policy development**

### **Overview**

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CJAs recognise the importance of consistent service delivery and ensuring best value. By improving the shared management of resources and working together to develop policies CJAs and their partners will achieve these goals.

### **National Objectives**

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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, Addictions services, Housing Advice etc.

### **Proposed Local Objectives**

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Promote understanding of the availability and remits of relevant services to make best use of existing resources and reduce duplication.

Ensure integration services are based on principles known to work with offenders and that promote a person-centred approach to identifying and meeting need, to improve outcomes around addiction, accommodation and employability.

Agree shared standards for all those involved in the justice system, including victims of crime, families of offenders and offenders leaving custody.

## 3. Strategic Challenges and Solutions

This section sets out the key challenges GCJA and our partners will face during 2011-14, along with solutions to help overcome these. These challenges will form the basis for a risk log to accompany our annual Action Plan.

### Political challenges

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With a General Election scheduled during the consultation stage for this plan, and a Scottish Parliament Election scheduled during the early days of the plan period, the political climate for the 2011-14 Area Plan is uncertain. Changes in either UK or Scottish Governments will have implications for resources. In addition, an administrative change in the Scottish Parliament could have implications in terms of planned legislation and policy.

#### **Solutions**

- Identifying and communication what works in reducing reoffending
- Strong local partnerships with shared objectives

### Economic challenges

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Recession, local government cuts and national spending reviews will mean that finances will be tight and under increasing pressure and scrutiny. In addition legislative change planned during the plan period will have resource implications.

For Glasgow, these challenges are set within an ongoing context of deprivation. A third of the most deprived areas of Scotland are located in Glasgow, and 2 out of 5 areas in Glasgow fall into the 15% most deprived areas of Scotland.<sup>5</sup>

#### **Solutions**

- Review of activity to make sure funding is devoted to what works in reducing reoffending
- Joint planning and working, with shared priorities

### Societal challenges

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Evidence suggests that many people do not feel that the criminal justice system delivers justice to them. To achieve our aims and objectives, community involvement and buy in is crucial. This is particularly important in ensuring offenders pay back to their communities, and are reintegrated to society.

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<sup>5</sup> Scottish Index of Multiple Deprivation 2009

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In addition, long standing inequalities in society are known to contribute to offending behaviour, and to make the impact of offending worse for communities.

## **Solutions**

- Real involvement and consultation with our communities
- Good communication and shared messages across our partners
- Support efforts to reduce inequality from early years onwards

## **Technological challenges**

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Technology has a role to play in sharing information and managing risk across our partner agencies. In particular, case recording and information management systems help us check whether we are meeting standards and goals. Delays in technological developments can have an impact on our ability to work together effectively, and our ability to be accountable for our work.

## **Solutions**

- Working together to identify problems and develop solutions
- Building on existing joint working practices, with protocols and procedures in place to support this.

## **Legal challenges**

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Significant legislative change is planned for the months before and early stages of the 2011-14 Plan period. In particular, the Criminal Justice and Licensing Bill and the Custodial Sentences and Weapons Act are due for implementation. This will mean that partners will have to work together in new ways to achieve change, and there will be implications in terms of resources.

## **Solutions**

- Participation of all our partners in the consultation and planning processes for the new legislation
- Early assessment of the impact of the planned changes
- Good communication with the Scottish Government.

## **Environmental challenges**

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The Scottish Government is committed to improving Scotland's natural and built environment and the sustainable use and enjoyment of it, and all our partners have a role to play. This ethos can be embedded in our work with offenders – particularly in considering how offenders can pay back to the community, and in the development of new prisons and services.

## **Solutions**

- Good awareness of national and local policy and practice
- Identifying best practice and opportunities to impact
- Working with local communities and services to make payback meaningful and effective

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## 4. Resources

We all know that the next three years are likely to be tight financially. All services will need to look at where savings can be made and there will be less money available for developing new services.

GCJA is responsible for the oversight and monitoring of Section 27 Funding which comes direct from government and is designed to provide those services for offenders the local authority is responsible for. It also funds additional services for offenders including addictions support, accommodation and other relevant support services.

This is only a small part of the overall funding that is spend on offenders and offending in the city. The prevention, detection and prosecution of crime involves the Police, Crown Office and Procurator Fiscal Service and Court Service. The SPS alone costs over £330 million per year. Health services contribute to offender care in custody and the community. The third sector provides a range of services for victims of crime, offenders and their families. These are difficult to quantify but are clearly contributions to the shared agenda we lay out in our plan.

However the costs of offending to the city are enormous. More hidden costs include:

- Unemployment - costs to city revenues through the loss of economic activity by a significant proportion of its population.
- Repeat homeless presentations to the city on release
- Problematic drug/alcohol use and associated cost of health and care services, compounded by repeat presentations at services on release and resulting duplication of assessment
- Other adult services – recent studies suggest a high incidence of mental health issues and learning disability amongst the prison population – although often undiagnosed.
- Reputational and revenue costs - to the city's reputation, for local business, e.g. if visitors chose not to come.
- To communities and individuals through experience of victimisation, reduction in wellbeing and fear of crime.

Addressing these costs are our most valuable resources, our staff. Effectiveness in offender rehabilitation is linked to the quality of the staff delivering the programmes. Trained, committed and motivated staff are the essential core of all work with offenders. A key element of our plan is aimed at better supporting them to use their skills to help reduce reoffending and providing opportunities for learning and sharing good practice.

The CJA partners will continue work together to identify where shared activity can lead to better services and better value for money. Those services that are directly funded by Section 27 funding will be reviewed on a regular basis to ensure they are in line with the area plan and are delivering the required outcomes. The CJA will continue to support bids for additional funding where opportunities arise.

## 5. Performance

### 5.1 GCJA and national performance

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CJAs have a key role in delivering Scotland's national objectives and outcomes. These are set out in 'Scotland Performs', the Scottish Government's performance framework.

The areas of Scotland Performs that are most relevant to CJAs are shown below.

#### Strategic Objective

Safer and Stronger: Help local communities to flourish, becoming stronger, safer place to live, offering improved opportunities and a better quality of life.

#### National Outcomes

- We live our lives safe from crime, disorder and danger.
- We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others.
- Our public services are high quality, continually improving, efficient and responsive to local people's needs.

#### National indicators

- Reduce overall reconviction rates by 2 percentage points
- Reduce overall crime victimisation rates by 2 percentage points
- Increase positive public perception of the general crime rate in local area

Source data for national indicators available by CJA area are:

- Reconviction rates (information about how many offenders are convicted of more crimes after they have been sentenced).
- Crime recorded by the police (all the crime recorded by the police, even if the crime is not solved, and even if no one is charged with the crime).
- Scottish Crime and Justice Survey (SCJS) data (information about how many people have been victims of crime and about people's perceptions of crime in their area).

### 5.2 GCJA Performance

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GCJA must work through the area planning process to contribute to the national outcomes and indicators set out in Scotland Performs. If GCJA works effectively:

- Our partners will work together more effectively
- Offenders will be integrated into our communities
- We will make best use of our resources
- Re-offending will reduce and Glasgow will be safer

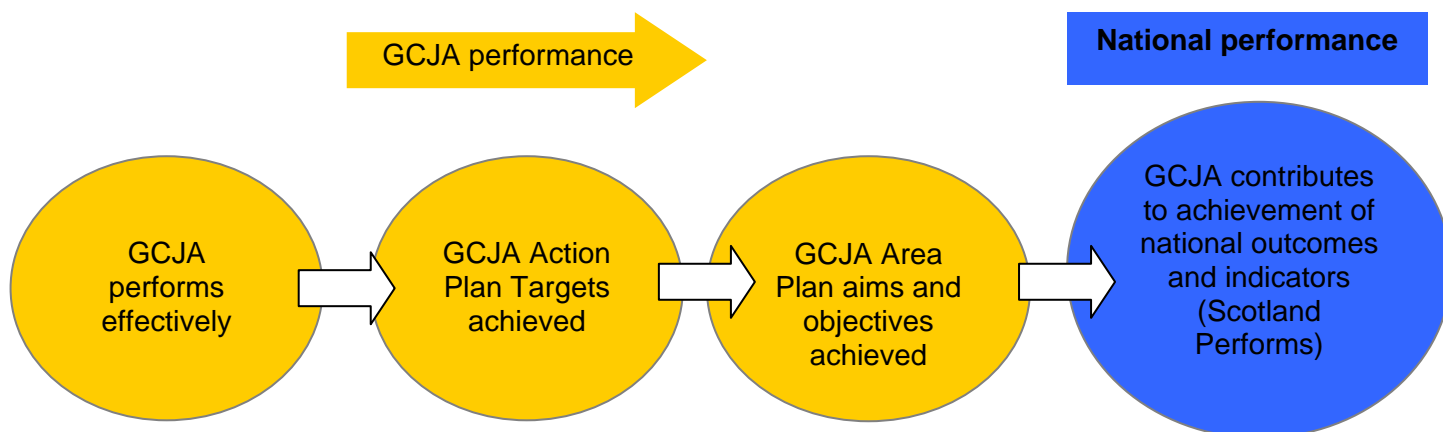
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To perform well in 2011-14 and beyond, GCJA must achieve the aims and objectives set out in this Area Plan.

## 5.3 Area Plan and Action Plan Performance

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This will be done through an annual Action Plan. The strategic aims and objectives set out in this plan will be the basis for the actions. Actions will have associated targets. Through working effectively and achieving these targets, we will achieve our aims and objectives.



During each year, we will meet with our partners' lead officers to check progress with the agreed actions. The action plan will be updated and presented to the Glasgow CJA Board that meets every 3 months. At this point the updated action plan will be available on our website.

At the end of each year, we will include the action plan in our annual report.

In addition to this planning and reporting cycle, you will be able to find out how we are achieving our objectives in a number of ways:

- We will include stories about our work and our partners' work in our newsletter, published every n months
- If there is something in particular you want to find out about, you can contact us – our contact details are on the back of this report
- Our website will be updated regularly to reflect progress