



NOTICE OF MEETING

Glasgow Community Justice Authority

Agenda

**Tuesday 10th August 2010
at 1400 hours**

1. Minutes of 4th May 2010 – Submitted for approval.
2. Matters arising:
 - (a) Area Plan 2011-14;
 - (b) Women Offenders; and
 - (c) Community Service Awards.
3. Financial Monitoring - Report by Head of Criminal Justice Services
 - (a) Quarter 1 - 2010/11; and
 - (b) Final Outturn Report 2009/10 –
4. Overview of Addiction related Community Justice Initiatives – Report/Presentation by Head of Addictions Services.
5. Glasgow Drug Court future development – Report by Head of Criminal Justice Services.
6. Structured Deferred Sentence – Report by Head of Criminal Justice Services.
7. National Policy and Legislation update – Report by CJA Chief Officer.
8. 2009/10 Annual Report: Framework and Timetable - Report by CJA Planning and Development Officer.
9. Member and Officer activity update – July to September 2010.

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GLASGOW COMMUNITY JUSTICE AUTHORITY.

Glasgow, 4th May 2010.

Present: John McKenzie (Chair), Ruth Black, Stephen Curran, Phil Greene, Elaine McDougall, Jean McFadden and Mary Paris.

Apologies: Viv Dickenson, Diane Gibney, Shona Hamilton and Wayne Mawson.

Attending: A M McGuire (Clerk); Gillian Little and Beth MacMaster (Glasgow CJA), Mark Boyd, Raymund McQuillan and David Williams (Social Work Services), James Dustan (Scottish Prison Service), Stephen McNeill (Strathclyde Police), Christine Buntrock (Turning Point Scotland), Lorna Kelly (GG & C NHS) and Morag Pryce (The Wise Group).

Also attending: Carol Grant (Audit Scotland), Jim McBride (Glasgow Addiction Partnership) and John Hynes and Darren Lambie (Glasgow Community Safety Services).

Minutes of previous meeting approved.

1 The minutes of the previous meeting of 9th February 2010 were submitted and approved.

Draft Glasgow Community Justice Authority Area Plan 2011-14 approved.

2 There was submitted a report by Beth McMaster, Acting Planning and Development Officer regarding the CJA Area Plan 2011-14,

- (1) advising that
 - (a) the plan set out Glasgow CJA's vision for 2011-14 and provided a framework for all CJA activity over the next 3 years;
 - (b) the report had been developed through a wide consultation exercise, including a more focussed consultation with key groups; and
 - (c) the draft report had now reached its final stages prior to its submission to the Scottish Government; and
- (2) detailing in the Appendix to the report, the draft Area Plan 2011-14.

After consideration, the authority

- (i) noted the partners' and stakeholders' input to the planning process thus far; and
- (ii) approved the draft plan for submission to the Scottish Government by 28th May 2010.

Criminal Justice Social Work Services – Financial monitoring – Draft final outturn 2009/10 noted.

3 There was submitted a report by Raymund McQuillan, Criminal Justice Social Work Services regarding the draft final outturn position for 2008/09 and the projected financial position as at quarter one for 2009/10, detailing

- (1) that the Criminal Justice Social Work Services finance was funded by the Scottish Government Section 27 grant; and
- (2) in the appendix to the report, the final outturn position for 2008/09 and the financial position as at quarter one for 2009/10.

After consideration, the authority noted the final outturn position for 2008/09 and the financial position as at quarter one for 2009/10.

Annual Audit Plan 2009/10 – Details noted.

4 There was submitted a report by the Carole Grant, Senior Auditor of Audit Scotland regarding the annual audit plan for Glasgow CJA,

- (1) advising that
 - (a) in accordance with the Management of Offenders etc (Scotland) act 2005, each CJA must prepare annual accounts on expenditure incurred throughout the year;
 - (b) the audit had been designed to review the financial statements and review all governance arrangements that were in place;
 - (c) an independent auditor's report would be provided to Glasgow CJA and the Auditor General along with an annual report that would be produced to summarise all significant matters that may arise from the audit; and
 - (d) this work and the provision of accounts to Parliament would be completed by November 2010; and
- (2) detailing in the appendix to the report, the annual audit plan 2009/10.

After consideration, the authority noted

- (i) the contents of the annual audit plan for Glasgow CJA; and
- (ii) that a further report on the audit would be presented to a future meeting.

MAPPA progress noted.

5 There was submitted a report by the Head of Criminal Justice, Social Work Services regarding the Multi Agency Public Protection Arrangements (MAPPA) six monthly update detailing

- (1) that Multi Agency Public Protection Arrangements (MAPPA) had been in place since April 2007;
- (2) that over the last 9 months, Glasgow had completely reviewed their MAPPA arrangements; and
- (3) the current MAPPA progress.

After consideration the authority

- (a) noted the six monthly update as detailed in the report; and
- (b) agreed that a further update be submitted in six months time.

Her Majesty's Inspectorate of Prisons Inspection (HMIP) of HMP & YOI Cornton Vale – Inspection report noted.

6 There was submitted a report by Dawn Ashworth, Scottish Prison Service regarding the HMIP's inspection of HMP & YOI Cornton Vale,

- (1) advising that
 - (a) there had been a full, and unannounced inspection of Cornton Vale between 21st and 29th September 2009;
 - (b) the focus of the inspection had been on the conditions in which prisoners lived and how they were treated; and
 - (c) the report provided a welcome insight into the challenges and complexities of managing ever increasing prisoner numbers; and
- (2) detailing
 - (a) in the appendix to the report, the 22 recommendations of the inspectorate report; and
 - (b) the approach taken by Scottish Prison Service (SPS) in addressing the recommendations that had been made.

After consideration, the authority

- (i) noted the findings of the HMIP report;
- (ii) welcomed the approach taken by SPS in addressing the issues raised within the report; and
- (iii) requested further HMIP reports, as and when they become available.

Additional funding for women offenders – Use of funding approved.

7 There was submitted and noted a report by Gillian Little, Acting Chief Officer regarding proposals to spend additional funding to improve services and outcomes for women in the Criminal Justice System,

- (1) advising that
 - (a) the Scottish Government had announced that each CJA area would receive an additional £100k in 2010/11 to address the needs of women offenders; and
 - (b) the funding announcement had been made in response to the findings of two reports that had highlighted the concerns about women in the criminal justice system; and
- (2) outlining the use of the additional funding as follows:-
 - (a) to create a post to work specifically from HMP Cornton Vale and HMP Greenock, to link women to community resources on release;
 - (b) a service to collect women on release from prison and to bring them back to the city to an identified service;
 - (c) to support local mentoring and community reintegration services; and
 - (d) possible funding of research to evidence impact and inform future development; and
- (3) detailing that a women offender's forum with a broad membership, would be set up to provide a strategic lead in service provision and a monitoring and evaluative role.

After discussion, the authority

- (i) approved the plans outlined in the report for the use of the additional funding for women offenders; and
- (ii) requested a further report on the impact of the funding prior to the end of the financial year.

Performance and research – Update noted.

8 There was submitted a report by Beth McMaster, Acting Planning and Development Officer regarding Glasgow CJA's performance during 2009-10 and the work underway in developing the CJA Performance Framework,

- (1) detailing in the appendix to the report, quarters 3 and 4 performance by Criminal Justice Social Work against key performance indicators; and
- (2) advising that
 - (a) following a review of the National Integrated Performance framework for CJAs, the government had indicated that it was not fit for purpose and had instead suggested that CJAs should consider success criteria and indicators to measure CJA performance; and
 - (b) this task had been remitted to the national CJA Planning Officers Group who would identify proposed criteria and indicators and report back to Chief Officers.

After discussion, the authority

- (i) noted the performance to date, as detailed in the appendix to the report; and
- (ii) requested further updates on performance and the new performance arrangements once they become available.

Convener and Officer summary update noted.

9 There was submitted and noted a report by Gillian Little, Acting Chief Officer regarding the various meetings and visits that had been attended and those planned for the future, for the CJA Chief Officer, Planning Officer and Convener/Vice Convener.

Community Service Awards – Glasgow Nominations – Details noted.

10 There was submitted a report by the Head of Criminal Justice, Social Work Services regarding the Scottish Government Community Services Awards event in Glasgow,

- (1) advising that
 - (a) the Scottish Government was launching a national award event to showcase the best Community Service projects across Scotland; and
 - (b) nominations had been invited from Criminal Justice Social Work in four different categories, these being Environmental, Skills Building, Partnership and Community; and
- (2) detailing the Glasgow Community Service nominations that had been shortlisted for an award.

After discussion, the authority

- (i) noted the establishment of the Community Service awards scheme and the Glasgow nominees; and
- (ii) requested a further report on the outcome of the awards ceremony.



Report to: Glasgow Community Justice Authority

Date: 10 August 2010

Report by: Raymund McQuillan
Head of Criminal Justice Services

Contact : 0141 276 5789

**CRIMINAL JUSTICE SOCIAL WORK SERVICES
FINANCIAL MONITORING REPORT
QUARTER ONE 2010-11**

Purpose of Report:

To advise the Community Justice Authority of the projected financial position as at quarter 1 for 2010/11, in respect of Criminal Justice Social Work Services, funded by the Scottish Government Section 27 grant.

Recommendation:

The Community Justice Authority is asked to note the contents of this report.

1. Purpose of Report

- 1.1 The purpose of this report is to advise the Authority on the projected financial position for quarter 1 for 2010/11, in respect of Criminal Justice Social Work Services. This is funded by the Scottish Government Section 27 grant.

2. Allocation

- 2.1 Criminal Justice Social Work Services are split into “core” and “non-core” services. Core services are, in general, statutory services such as Probation and Community Service, where availability occurs on a Scotland wide basis. Non-core services are, in general, support services such as Supported Accommodation and Drug Treatment and Testing Orders (DTTO).
- 2.2 The Scottish Government provides 100% funding for these services. For the financial year 2010/11 the funding allocated to Glasgow City Council currently is as follows: -

Core funding	£11,117,567
Non-core funding	£ 7,396,847

Total £18,514,414

A report outlining the 2010-11 grant allocation was submitted to the CJA board in February 2010. Since this time, and following a review, full year funding has been re-instated for the Drugs Courts (i.e. additional £903k, previously 1 qtr funding approved at £301k). Further, to date an additional £44k has been approved for Intensive support and monitoring packages. This takes the total approved funding for 2010/11 to £18.5m from £17.6m.

3. Financial Monitoring Arrangements

- 3.1 The CJA are accountable to the Scottish Government for this ring-fenced grant allocation and are required to monitor spend against budget throughout the financial year.
- 3.2 As part of this process, the CJA must now submit a quarterly return to the Scottish Government that details the actual expenditure incurred at the end of each quarter and include a forecast of the annual outturn expenditure for the financial year.

4. Projected Spend as at Quarter 1 – 2010/11

- 4.1 The quarter 1 projected spend for 2010/11 is included in Appendix 1. The total projected spend for 2010/11 (inclusive of the 8% admin fee) is £19.1m, which represents excess expenditure against grant of £587k.

- 4.2 The variance includes a number of under and over-spends across various headings. Within core funding, there is a projected over-spend of £235k, whilst non-core funding shows a projected over-spend of £352k. It should be noted that a significant number of staff are not dedicated solely to individual projects and as such their salaries are allocated across a range of projects, based on assessed workload.
- 4.3 Within Core, quarter 1 projections indicate that over-spends will occur across Probation and Court Services and underspends across Throughcare, Social Enquiry reports and SAO's. With the exception of Throughcare, this pattern is broadly consistent with last year and is reflective of the statutory, demand led nature of activity. The application of a reviewed workload based allocation model however, has caused a swing in expenditure, mainly from Throughcare into Programme Delivery (non-core) when compared with last year.
- 4.4 The non-core projected over-spend of £352k is represented by Centrally Initiated Programmes (£105k over-spend) and Non-Centrally initiated Programmes (£247k underspend).
- 4.5 It should be noted that staff cost projections have been based broadly on staff currently in post and projected to the year end. Account has been taken for certain posts being vacated in the coming year as part of Glasgow City Council's 50's and overs exercise, however, the full extent of the cost reductions impacting on the service is not currently known. The anticipated cost reductions therefore will be fed into the quarterly projections as and when they are known.

5. Budget Management 2010/11

- 5.1 The rules governing the section 27 grant allow the movement (virement) of up to 20% of the Non-Core allocation into Core, if an under-spend position is anticipated within Non-Core. Therefore based on the 1st Quarter projection no virement is anticipated at this stage.

6. Recommendations

- 6.1 The Authority is asked to note the content of this report.

Appendix 1**Criminal Justice Services
Period 4 Ending 9 July 2010
Glasgow CJA - Quarter 1 - 2010**

Service	2010/11 Gross Allocation	Total YTD Costs to 9/7/2010	Total Projection 10/7/10 to 31/3/11	Total	Overheads @ 8%	Projected Outturn 10/11	Variance
CORE							
Probation	£1,969,399	£1,056,268	£1,979,513	£3,035,781	£242,862	£3,278,643	£1,309,244
Community Service	£3,222,294	£490,903	£2,487,470	£2,978,373	£238,270	£3,216,642	-£5,652
Social Enquiry Reports	£2,068,860	£470,152	£1,108,091	£1,578,242	£126,259	£1,704,502	-£364,358
Throughcare	£1,771,322	£283,463	£668,087	£951,550	£76,124	£1,027,674	-£743,648
Home Detention Curfew		£0	£0	£0	£0	£0	£0
SAO	£1,171,156	£229,227	£632,381	£861,608	£68,929	£930,536	-£240,620
Mandatory SAO		£0	£0	£0	£0	£0	£0
Diversion	£26,668	£0	£24,693	£24,693	£1,975	£26,668	£0
Bail	£301,982	£100,671	£220,365	£321,036	£25,683	£346,719	£44,737
Court Services	£528,586	£225,664	£512,996	£738,659	£59,093	£797,752	£269,166
Home Detention Curfew	£57,300	£6,405	£15,468	£21,872	£1,750	£23,622	-£33,678
Total Core Services	£11,117,567	£2,862,751	£7,649,063	£10,511,814	£840,945	£11,352,759	£235,192
Non Core	2010/11 Gross Allocation	Total YTD Costs to 9/7/2010	Total Projection 10/7/10 to 31/3/11	Total	Overheads @ 8%	Projected Outturn 10/11	Variance
Non Core							
Centrally Initiated Funding							
218 Centre	£1,736,863	£305,456	£1,259,263	£1,564,719	£125,177	£1,689,896	-£46,967
Arrest Referral	£1,083,175	£208,268	£624,629	£832,897	£66,632	£899,529	-£183,646
Delivery of the National Training Prog	£60,000	£0	£55,556	£55,556	£4,444	£60,000	£0
Drug Courts	£1,204,350	£221,422	£981,562	£1,202,984	£96,239	£1,299,223	£94,873
MAPPA	£134,227	£26,108	£63,327	£89,435	£7,155	£96,590	-£37,637
Throughcare Addiction Services	£321,500	£138,845	£416,419	£555,265	£44,421	£599,686	£278,186
Total	£4,540,115	£900,099	£3,400,757	£4,300,856	£344,068	£4,644,924	£104,809
Funding for Non Centrally Initiated Areas of Work							
DTTOs	£350,733	£66,139	£293,194	£359,333	£28,747	£388,079	£37,346
Programme Delivery	£1,036,052	£373,509	£886,234	£1,259,742	£100,779	£1,360,522	£324,470
New Service Development Funding	£190,000	£33,955	£120,476	£154,431	£12,354	£166,785	-£23,215
Substance Related Offending	£270,099	£25,938	£92,878	£118,816	£9,505	£128,322	-£141,777
Supported Accommodation	£832,886	£192,882	£640,682	£833,564	£66,685	£900,250	£67,364
Intensive Support Package PS	£13,398	£13,398	£0	£13,398	£0	£13,398	£0
Intensive Support Package TW	£11,804	£11,804	£0	£11,804	£0	£11,804	£0
Intensive Support Package JPA	£19,137	£19,137	£0	£19,137	£0	£19,137	£0
Young Women Offender Project	£132,623	£0	£106,474	£106,474	£8,518	£114,992	-£17,631
Total	£2,856,732	£736,762	£2,139,938	£2,876,699	£226,589	£3,103,288	£246,556
Total Non Core Services	£7,396,847	£1,636,861	£5,540,695	£7,177,555	£570,657	£7,748,213	£351,366
Overall Totals	£18,514,414	£4,499,611	£13,189,757	£17,689,369	£1,411,602	£19,100,971	£586,557



Report to: Glasgow Community Justice Authority

Date: 10 August 2010

**Report by: Raymund McQuillan
Head of Criminal Justice Services**

Contact : 0141 276 5789

**CRIMINAL JUSTICE SOCIAL WORK SERVICES
FINANCIAL MONITORING REPORT
FINAL OUTTURN 2009-10**

Purpose of Report:

To advise the Community Justice Authority of the Final Outturn position as at 31st March, 2010, in respect of Criminal Justice Social Work Services, funded by the Scottish Government Section 27 grant.

Recommendation:

The Community Justice Authority is asked to note the contents of this report.

1. Purpose of Report

- 1.1 This report follows on from the draft report issued to the CJA Board on 4th May, 2010. The purpose of the report is to advise the Authority on the final outturn position for 2009/10, in respect of Criminal Justice Social Work Services. The financial outturn workings for 2009/10 have now been presented to Audit Scotland for Scrutiny.

2. Allocation

- 2.1 Criminal Justice Social Work Services are split into “core” and “non- core “ services. Core services are, in general, statutory services such as Probation and Community Service, where availability occurs on a Scotland wide basis. Non-core services are, in general, support services such as Supported Accommodation and Drug Treatment and Testing Orders (DTTO).
- 2.2 The Scottish Government provides 100% funding for these services. For the financial year 2009/10 the total funding allocated to Glasgow City Council is confirmed as follows: -

Core funding	£10,910,157
Invoicing	£ 107,865
Non-core funding	£ 7,526,707

Total £18,544,729

From quarter 3, virement of up to £111,498 was approved by the Scottish Government from non-core services to core services, however as at quarter 4 this virement was not required as the non-core level of expenditure exceeded allocation. The allocation also includes Intensive support and monitoring funding of £68,515 as well as funding for the 218 Centre evaluation of £39,350. This total allocation of £107,865 is shown under the invoicing section above, as prescribed by the Scottish Government.

3. Financial Monitoring Arrangements

- 3.1 The CJA are accountable to the Scottish Government for this ring-fenced grant allocation and are required to monitor spend against budget throughout the financial year.
- 3.2 As part of this process, the CJA must now submit a quarterly return to the Scottish Government that details the actual expenditure incurred at the end of each quarter and include a forecast of the annual outturn expenditure for the financial year.

4. Final Outturn Position – 2009/10

- 4.1 Included in Appendix 1 is the Final Outturn position for 2009/10. The outturn workings have now been be presented to Audit Scotland for scrutiny.

- 4.2 The total outturn for 2009/10 (inclusive of the 8% admin fee) is £19.5m, which represents excess expenditure of £975k against the Section 27 grant funding. From the draft position reported in 4th May, 2010, additional expenditure totalling £286k was incurred, predominately within employee costs. Glasgow is therefore looking to recover the full grant allocation for 2009/10. This balance of excess expenditure against grant has been budgeted for and will be met from Glasgow City Council's budgeted resources in 2009/10.
- 4.3 The variance includes a number of under and over-spends across various headings. Within core funding, there is excess expenditure of £869k, whilst non-core funding shows excess expenditure of £106k. It should be noted that a significant number of staff are not dedicated solely to individual projects and as such their salaries are allocated across a range of projects, based on workload.
- 4.4 Within Core, expenditure in excess of grant occurred across Probation, Throughcare and Court Services and underspends across Social Enquiry reports and SAO's. This pattern is consistent with last year and is reflective of the statutory, demand led nature of activity. It should also be noted that the areas of significant overspend are resource intensive (i.e. predominately employee costs) and therefore the financial impact of Glasgow City Council's Workforce Pay and Benefits Review, combined with a zero % inflation on grant allocation, have further affected the position.
- 4.5 Within non-core the £106k excess expenditure against allocation is represented by both Centrally Initiated Programmes (£89k) and Non-Centrally initiated Programmes (£17k).
- 4.6 The movement in both expenditure levels and allocation from the position reported in the 4th May, 2010 draft report is summarised as follows:-
- Additional employee costs incurred across Probation, SER and Throughcare, total £170k, due to final year end retiral related costs for leavers during 09/10.
 - Additional employee costs incurred across Drug Courts and DTTO, total £77k, due to final year end retiral related costs for leavers during 09/10.
 - Increase / amendment to allocation for Intensive Support and Monitoring funding £8k
 - Additional funding awarded in respect of 218 Centre Evaluation, total £39k

Note. All retiral related costs have been funded by Glasgow City Council. This is evidenced by the level of excess expenditure against grant allocation. Further, all financial provisions made for future leavers have been excluded from the outturn position, following advice from Audit Scotland.

5. Recommendations

- 5.1 The Authority is asked to note the content of this report.

Appendix 1

Criminal Justice Services Financial Year 2009-2010 Glasgow CJA - Final Outturn					
Service	2009/10 SE Gross Allocation	Final Outturn at 31/3/10	Overheads @ 8%	Total Final Outturn 2009/10	Variance
Core Services					
Probation	£1,895,769	£2,588,555	£207,084	£2,795,640	£899,871
Community Service	£2,737,661	£2,524,112	£201,929	£2,726,041	-£11,620
Social Enquiry Reports	£2,068,860	£1,522,681	£121,814	£1,644,496	-£424,364
Throughcare	£1,972,722	£2,397,012	£191,761	£2,588,773	£616,051
SAO	£1,345,720	£849,815	£67,985	£917,801	-£427,919
HDC	£57,300	£21,485	£1,719	£23,204	-£34,096
Diversion	£10,570	£9,787	£783	£10,570	£0
Bail	£301,982	£342,074	£27,366	£369,440	£67,458
Court Services	£519,573	£650,888	£52,071	£702,959	£183,386
Total	£10,910,157	£10,906,410	£872,513	£11,778,923	£868,766
Non Core Services					
Centrally Initiated Funding					
Invoicing					
218 Centre Evaluation	£39,350	£39,350	£0	£39,350	£0
Intensive Supervision and Monitoring of PS	£43,035	£43,035	£0	£43,035	£0
Intensive Supervision and Monitoring of TW	£25,480	£25,480	£0	£25,480	£0
Total	£107,865	£107,865	£0	£107,865	£0
Centrally Initiated Funding					
218 Centre	£1,736,863	£1,564,719	£125,178	£1,689,896	-£46,967
Arrest Referral	£1,083,175	£811,630	£64,930	£876,561	-£206,614
Delivery of the National Training Programme	£60,000	£55,556	£4,444	£60,000	£0
Drug Courts	£1,204,350	£1,309,113	£104,729	£1,413,842	£209,492
Mandatory Drug Testing of Arrestees	£230,769	£134,110	£10,729	£144,839	-£85,930
MAPPA	£134,227	£83,669	£6,694	£90,362	-£43,865
Throughcare Addiction Services	£321,500	£541,087	£43,287	£584,374	£262,874
Total	£4,770,884	£4,499,885	£359,991	£4,859,875	£88,991
Funding for Non-Centrally Initiated Areas of Work					
DTTO	£350,733	£391,034	£31,283	£422,316	£71,583
Programme Delivery	£1,036,052	£1,098,842	£87,907	£1,186,749	£150,697
New Service Development Funding	£190,000	£151,795	£12,144	£163,939	-£26,061
Substance Related Offending	£270,099	£220,317	£17,625	£237,942	-£32,157
Women Offenders Project	£32,623	£30,206	£2,416	£32,622	-£1
Social Enquiry Report Pilot (To June 2009)	£28,430	£16,356	£1,308	£17,665	-£10,765
Supported Accommodation	£832,886	£658,844	£52,708	£711,551	-£121,335
Caledonian Self Evaluation	£15,000	£0	£0	£0	-£15,000
Total	£2,755,823	£2,567,394	£205,391	£2,772,785	£16,962
Total Non Core Services	£7,526,707	£7,067,278	£565,382	£7,632,660	£105,953
Overall Totals	£18,544,729	£18,081,553	£1,437,895	£19,519,448	£974,719



**Glasgow
Community
Justice
Authority**

Report to: Glasgow Community Justice Authority

**Report by: Interim Joint General Manager,
Glasgow Addiction Services**

Date: 10 August 2010

Contact: Eric Steel,

Overview of Addiction related Community Justice Initiatives

Purpose of Report:

The purpose of this report is to brief the Community Justice Authority Board on a range of addiction related Criminal Justice initiatives and to summarise the current issues.

Recommendations:

The Board is asked to note the contents of the report.

1. Purpose

- 1.1 The purpose of this report is to brief the Community Justice Authority Board on a range of addiction related Criminal Justice initiatives and to summarise the current issues.

2. Background

- 2.1 Glasgow Addiction Service is a partnership of NHS Greater Glasgow and Clyde and Glasgow City Social Work formed in 2004 to improve outcomes for individuals suffering from alcohol and drug addiction.
- 2.2 Glasgow Addiction Service has the primary function of establishing a range of alcohol and drug treatment/rehabilitation services which promote recovery from all types of substance misuse based on local needs and circumstances.
- 2.3 A key element of the care and treatment agenda is to target individuals who are offending and involved in drug related crime and associated activity. GAS delivers a number of services in partnership with the Police, Social Work, NHS and the Voluntary Sector which seek to address these issues and which is the focus of this report.

3. Range of Initiatives

- 3.1 Glasgow Addiction Service is funded to deliver a range of services. These are as follows:
- Arrest Referral
 - Throughcare Addiction Services
 - Persistent Offenders Project
 - Drug Court (in Partnership)
 - 218 (in Partnership)
- 3.2 A brief synopsis of the above initiatives is provided below.

4. Arrest Referral

- 4.1 Arrest Referral (AR) Service is a partnership service between Strathclyde Police and Glasgow Addiction Services. The Arrest Referral pilot commenced in Glasgow in September 2004 and was subsequently rolled out across Glasgow to the 4 main police holding areas in April 2008. (London Road, Maryhill Road, Stewart Street and Helen Street).
- 4.2 The AR is a bridge in to treatment and care services for adult offenders (aged 16+) who have been arrested and have an alcohol / drug problem. The Arrest Referral encourages arrestees to attend services and receive treatment and care provided by Community Addiction Teams / Homeless Addiction Team.
- 4.3 The Arrest Referral services linked in with 1240 arrestees (84% males and 16% females) from April 2009 – March 2010. Of the total number of arrestees 342 (27%) are new to addiction services. This is an indicator that the police are referring new offenders in to addiction services who may not have come to treatment and care services until later on in their criminal behaviour and addiction dependence.

- 4.4 A new service development involves piloting a two-site police office AR service delivery in the North of the city (Maryhill Road and Baird Street). This has significantly increased the number of arrestee who accept the offer of the Arrest Referral Service with the AR workers moving between 2 police offices and AR workers going to the Police Office where the referrals are.

5. Throughcare Addiction Services

- 5.1 Glasgow Addiction Services (GAS) started delivering the TAS service in April 2007. The service is for adult males, females and young offenders with addiction problems serving a sentence of 31 days or more and up to 4 years. It is funded by the Scottish Government.
- 5.2 The purpose is to provide seamless care between prison and community and reduce the rate of drug related deaths for high risk offenders when leaving prison. TAS workers meet the offender in the 6 weeks before release and offer a 6-month post release follow up. Every offender is linked in to Community Addiction Teams / Homeless Addiction Team for pre-release contact and post release treatment and care. In addition all services users are encouraged to attend Community Rehabilitation Services and Employability Services as part of their recovery plan.
- 5.3 In the year April 09 – March 10 Glasgow TAS received 215 referrals (167 males / 34 females / 14 young offenders). Eleven offenders were referred in twice resulting in 204 individuals linked in to TAS. This was an increase in referrals of 20% on the two previous years (07 – 08 and 08 – 09). 46% of TAS offenders had Drug Problems / 11% Drugs and Alcohol Problems and the remaining 43% had alcohol only problems. TAS received 103 referrals for offenders who were homeless on their release from prison (this was an increase of 60% on the previous year's homeless figures).
- 5.4 New service developments include formalising the links with Clyde Place for Homeless TAS offenders, Wise Group Life Coaches, engagement with the most high risk offenders through a gate meeting on release from prison.

6. Persistent Offenders Project

- 6.1 The service commenced in Glasgow in April 2006. It is a joint partnership between Glasgow Addiction Services and Strathclyde Police and funded by Fairer Scotland Fund (Glasgow Community Planning Partnership).
- 6.2 The primary purpose is to reduce anti-social behaviour and crime / promote community safety and well-being / reduce drug related deaths / reduce the fear of crime / provide robust packages of treatment and care / promote training and employment opportunities and encourage offenders to become involved in work initiatives.
- 6.3 During the year April 09 – March 10 the Persistent Offender Project had 86 new sign ups to the service (67 males and 19 females). In terms of CHCP areas the breakdown is as follows: East CHCP n=25 , West CHCP n=19, North CHCP n=17 South East CHCP n=13, South West CHCP n=12 (Total n=86).). In addition, POP maintain vigilance on previous service users

criminal activity and if someone relapses the POP link in again at an early stage with that person and review that individual's care package.

- 6.4 Recent developments include the Saltmarket Initiative to reduce crime in that area and encourage those offenders who are often homeless and have addiction problems in to treatment and care, and further development of the POP Service User Involvement Forum.

7. Drug Court – Drug Treatment and Testing Orders

- 7.1 A partnership service amongst Criminal Justice Social Work, Sheriffs and Glasgow Addiction Services for health care. The Glasgow Drugs Court was established in 2001.
- 7.2 The Drugs Court works with offenders who have been involved in the Criminal Justice system for a significant period of time and who have a long history of criminality and repeat offending.
- 7.3 The Drugs Court work with 100 – 120 offenders each year. The Drugs Court provide robust packages of treatment and care and a variety of care packages including Cognitive Behavioural Therapy (CBT) and group work activities including alcohol awareness and employability.
- 7.4 Current work involves the streamlining of the assessment process/increasing referrals to ensure that offenders have quicker access to treatment and care services within the Drugs Court. The main aim is to encourage individuals on Drugs Court Orders to reduce / stop criminal activity and link in to treatment and care services.

8. 218

- 8.1 218 is an innovative service that seeks to engage and work with women subject to the criminal justice system recognising that women may also have co-existing substance misuse and mental health problems. The service offers a day and residential programme for women involved in CJ and aims to address offending behaviours often related to substance use, mental and physical health problems and complex social needs.
- 8.2 The service is provided a multi disciplinary team and includes nursing, psychology, social care, dietetics, physiotherapy as well as sessional medical staff. The 218 service is provided on a partnership basis between Glasgow Addiction Services and Turning Point Scotland.

9. Summary

- 9.1 The services delivered by GAS, often in partnership with other key agencies, is consistent with Government policy in that the most effective way to reduce drug related crime and re-offending is to get problem substance misusers into the appropriate treatment and support services.
- 9.2 Glasgow City has developed a range of opportunities with Government funding to facilitate entry to treatment at all stages of the Criminal Justice

system. All activity is geared towards recovery from addiction and the consequent reduction in offending and related anti-social behaviour.

- 9.3 The services described in the report complement the general provision in the City which is currently available on a direct basis through Community Addiction Teams.
- 9.4 The Glasgow City Alcohol and Drug Partnership has been recently established and will provide the basis for further strengthening relationships with key partners around addiction and criminal justice. The development of a new city plan provides an early opportunity to frame priorities e.g. alcohol developments, services for women.

ITEM 5

10th August 2010



Report to: Glasgow Community Justice Authority

Report by: Head of Criminal Justice Social Work

Date: 10 August 2010

Contact: Raymund McQuillan 0141 420 5756

Review of the Glasgow and Fife Drug Courts

Purpose of Report:

The purpose of this report is to inform the CJA of the review of the Glasgow Drug Court published in 2010 and to outline the work currently in progress to further develop this service.

Recommendations:

The Board is asked to note the information contained in this report and request an update progress.

Review of the Glasgow and Fife Drug Courts

1. Background

- 1.1 Pilot Drug Court were introduced in 2001 in Glasgow and Fife in 2002. In 2006 following broadly positive evaluations of the Drug Courts Scottish Ministers agreed to continue funding for a further 3 years.
- 1.2 The purpose of the 2009 review was to assess the impact and effectiveness of the two Drug Courts including cost effectiveness, in light of the impact of the summary justice reforms. This will inform future policy and funding regarding Drug Courts.
- 1.3 Drug Courts aim to reduce Drug Misuse and associated offending by offering treatment based options outwith the traditional court setting. The specific objectives of the Drug Court Pilots were to:-
 - Reduce the level of drug offending behaviour.
 - Reduce or eliminate offender” dependency on or propensity to use drugs; and
 - Examine the viability and usefulness of a Drug Court in Scotland using existing legislation and to demonstrate where legislative and practical improvements might be important.
- 1.4 Both Pilot Drug Courts were evaluated following the first six months of operation. In respect of the Glasgow Drug Court the evaluation concluded that “The main strengths of the Drug Courts were perceived to be the fast tracking of offenders, the existence of a trained and dedicated multi disciplinary team in regular contact with each other and the system of pre-court review meetings and reviews.
- 1.5 The 2006 evaluation concludes that “there is evidence that a sizeable proportion of clients made subject to Drug Court Orders were able to achieve and sustain reductions in drug use and associated offending behaviour”. The Drug Court was continued for a further 3 years with a commitment to review the impact and effectiveness of Drug Courts by spring 2009.

2. Scope of the Review

- 2.1 In light of the full 2006 evaluation of the Drug Courts it was decided to restrict the scope of the current review to an update of statistics relating to throughput, outcomes and meetings with key stakeholders.
- 2.2 The overall aim of the review was to evidence the impact and effectiveness including cost effectiveness and included:

- Gathering views of key personnel involved in the operation of Drug Courts.
- An update of the key statistics from the 2006 evaluation.
- Assess the added value that the Drug Courts provide in dealing with drug related offending through comparing completion rates of DTTO's and Probation Orders with an additional condition of drug treatment when ordered by the Drug Courts against when they are ordered by the Sherriff Court.
- Consideration of reconviction data.

3. Findings

3.1 The review refers to a number of specific areas of focus i.e.

- The Therapeutic Court
- The Pre-Review
- The Dedicated Sheriff
- Treatment and Testing
- Operational Efficiency
- DTTOs
- Key Statistics
- Outcomes

3.2 The Therapeutic Court where offenders are held accountable for their offending behaviour by Sheriffs who can impose sanctions was highlighted as effective in motivating offenders to comply

3.3 Pre-reviews were cited as positive where the multi-disciplinary team meets with dedicated Sheriffs to discuss progress and planned reviews

3.4 It was noted with regard to operational effectiveness, efficiencies could be made in the assessment process and confirmed that "Glasgow had already began to explore ways of reducing staff time involved in the assessment process and hoped to make efficiency savings."

3.5 Close working relationships between the dedicated Sheriffs and the multi-disciplinary supervision and treatment was enhanced by the four weekly meeting chaired by a Drug Court Sheriff.

3.6 The use of Structured Deferred Sentence in Glasgow was cited as a significant development in that the inclusion of offenders who would not meet the criteria for the Drug Court, including women, is now possible.

3.7 Statistics confirm that Glasgow Drug Court throughput has remained constant whilst in Fife the business of the Drug Court has decreased gradually by 33%.

4. Current Position

- 4.1 Given that the majority of offenders referred to the Drug Court are currently in treatment with Glasgow Addiction Service, the assessment process has been streamlined.
- 4.2 Achieving efficiency savings is a priority and ongoing activity will focus on this for the development of a revised service model for the Drug Court Team including efficiency savings.
- 4.3 The Review confirms the activities in Glasgow in relation to streamlining the assessment process for the Drug Court and in making savings. In order to progress these matters a Drug Court Development Group was established with representatives from Glasgow Addiction Service which fed into the Drug Court Management Group. As a consequence of this work the assessment process has been streamlined and the timeframe for assessments reduced from 4 weeks to 2 weeks.

Appendix 1

7. Key Statistics

Throughput

Glasgow Drug Court Throughput Table 1

	Assessments	DTTOs	EPOs	POs	SDS	Total Orders	% resulting in Orders
2004	153	66	5	26	1	98	63%
2005	171	61	0	17	1	79	46%
2006	175	59	0	20	8	87	48%
2007	139	36	0	22	8	66	47%
2008	164	54	0	22	9	85	52%
2009	240	76	0	14	30	120	50%*

(key: EPO - Enhanced Probation Order, PO - Probation Order, SDS - Structured Deferred Sentence)

* Interim Figures from GCC Aggregate return 2009/10

29. Table 1 provides details of the throughput of Glasgow Drug Court from 2004 -2008. In the 2006 evaluation period of 3 years from November 2001 to November 2004 the Glasgow Drug Court made a total of 191 Orders in respect of 150 offenders. It can therefore be concluded that the business of the Drug Court has remained broadly constant apart from a dip in 2007.

Fife Drug Court Throughput Table 2

	Assessments	DTTOs	EPOs	Total Orders	% resulting in Orders
2005	121	62	18	90	74%
2006	117	72	17	89	76%
2007	91	70	8	78	86%
2008	90	46	14	60	67%

30. Table 2 provides details of the throughput for the Fife Drug Court from 2005 - 2008. The 2006 evaluation used 2 years worth of data for the Fife court (Sept 2002 to Sept 2004). In that time 184 individuals (205 orders) were made subject to a Drug Court Order equating to over 100 Orders per annum. The figures in table 2 show that the business of the Fife Drug Court has fallen gradually since that time with a 33% decrease in the annual number of Orders made between 2005 and 2008.

Appendix 2

Outputs

Glasgow Drug Court Completed Orders Table 3

	No. of Completed Orders	Successful	Revoked/Breached	% Successful
2004	94	61	33	65%
2005	71	42	29	59%
2006	122	62	60	51%
2007	126	56	70	44%
2008	76	36	40	47%
TOTAL	489	257	232	53%

Note: breakdown by type of Order not provided.

31. Table 3 provides information on completed Orders in Glasgow Drug Court. Completion rates are between 44% and 65% between 2004 and 2008. In addition to this the 2006 evaluation showed that the Glasgow Drug Court achieved a 47% successful completion rate

Fife Drug Court Completed Orders Table 4

	No. of Completed Orders	Successful	Revoked/Breached	% Successful
2005	89	24	65	27%
2006	84	41	43	49%
2007	76	27	49	36%
2008	41	17	24	41%
TOTAL	290	109	181	38%

32. Table 4 provides information on completed Orders in Fife Drug Court. Completion rates are between 27% and 49% between 2005 and 2008. The low successful completion rate in 2005 was under a previous prescribing regime in NHS Fife at the time. That prescribing policy changed towards the end of 2005 and may account for the improvement over subsequent years. In addition to this the 2006 Evaluation showed that Fife Drug Court achieved a 30% successful completion.

Appendix 3

Scotland wide DTTOs Table 5

	Assessments	DTTOs	Breaches Revocations	Successful completions	% successful
2005/06	1036	521	233	186	36%
2006/07	1153	613	318	210	34%
2007/08	1133	543	209	183	34%
Total	3322	1677	760	579	35%

Note: These figures include data from Fife & Glasgow Drug Courts.

33. Table 5 provides information on completed Orders across Scotland. This includes Fife and Glasgow Drug Courts figures. While the successful completion rate for Scotland wide DTTOs from 2005 -2008 is not directly comparable with the successful completion rate for the Drug Courts (see tables 3 and 4) it suggests that there is not much of a percentage difference. Scotland wide DTTO data has been published by financial years. Thus, completed DTTOs in 2007/2008, for example, may have been assessed in 2005/06 or 2006/07. Drug Court data, obtained from the Drug Courts themselves, looks at completion or otherwise of DTTOs within any one year.



Glasgow
Community
Justice
Authority

Report to: Glasgow Community Justice Authority

Report by: Head of Criminal Justice Social Work

Date: 10 August 2010

Contact: Raymund McQuillan 0141 420 5756

Structured Deferred Sentence

Purpose of Report:

To update members on the operation of the Structured Deferred Sentence (SDS) pilot and provide an interim evaluation of the impact of the pilot to date. Funding for the pilot is agreed up until March 2011.

Recommendations:

Members are asked to

- Note the contents of the report;
- Submit the report to the Scottish Government; and
- Request that the Scottish Government consider further funding for 2010-11 onwards.

Structured Deferred Sentence Pilot Service Evaluation 2009-10

1 Background

The Scottish Government provided £190,000 per annum from 2008/09 to 2010/11 for each Community Justice Authority for development of services to meet local needs. In Glasgow, this funding was used for the development of a Structured Deferred Sentence (SDS) pilot.

The SDS is an option to be considered by sentencers after an offender has been found guilty but before they are sentenced. It is a short, consensual period of social work led supervision lasting between 3 and 12 months (usually 3 to 6 months). It involves a structured programme of intervention tailored to the offender's needs, supporting them to address their offending behaviour and underlying needs, and to test their commitment to change. Offenders on SDS are monitored and reviewed by the court to assess progress. The sentencer then has an opportunity consider whether a further sentence is required when the SDS is completed. The SDS aims to give offenders the opportunity to demonstrate that, with appropriate time limited support, they can tackle their offending behaviour. The overall objectives of the SDS pilot are:

- To reduce reoffending;
- To provide an additional community-based court option for earlier intervention, in line with the Review of Community Penalties; and
- To reduce use of short term prison sentences.

The SDS pilot is a citywide service provided by a centralised team managed by the Service Manager for Criminal Justice Social Work for South East Glasgow, who also has responsibility for the Court Social Work team. The team includes:

- 2.5 Social Care Officers
- 0.5 Team Leader
- 1 Administrative Assistant

The SDS pilot is designed to be used in 2 ways:

- To provide earlier intervention for fairly low level offending where there are clearly identified social needs such as addictions, homelessness or health issues – likely to be lower tariff offenders
- As an alternative disposal for persistent offenders at risk of receiving a short custodial sentence or other higher tariff disposal – likely to be higher tariff offenders

Within this, key target groups are:

- 18-21 year olds
- Women offenders
- Persistent offenders committing less serious offences

Key objectives for offenders on SDS are:

- To access appropriate community based resources (for instance Employment Support Services, Drug and Alcohol Projects);
- To achieve a positive progress report to court at the end of the SDS by responding well to resources accessed and by avoiding further offending; and
- To receive a lower-tariff sentence or admonishment on the basis of this.

The development of SDS in Glasgow included work with Glasgow Community Safety Services who received funding to deliver a groupwork/1-2-1 programme for young people given SDS. A summary of work undertaken by GCSS in 2009-10 for the pilot is provided in appendix 1.

2 Service activity

Glasgow's Structured Deferred Sentence (SDS) pilot team first received cases in early March 2009, and since then 168 SDS have been made. This followed a lengthy set up period involving:

- Service development: this involved discussion with key stakeholders about the best way to deliver the SDS option including discussion with Sheriffs, social workers and partner organisations.
- Development of young offender input with GCSS
- Recruitment. During this time social work services underwent significant changes due to the Workforce Pay and Benefits Review and the redesign of the practice team model. This led to some delays in recruitment of key members of staff.
- Promoting the new service. This included development of leaflets for sentencers and service users, and meetings with sentencers, defence agents and staff in area teams.

2.1 The referral process

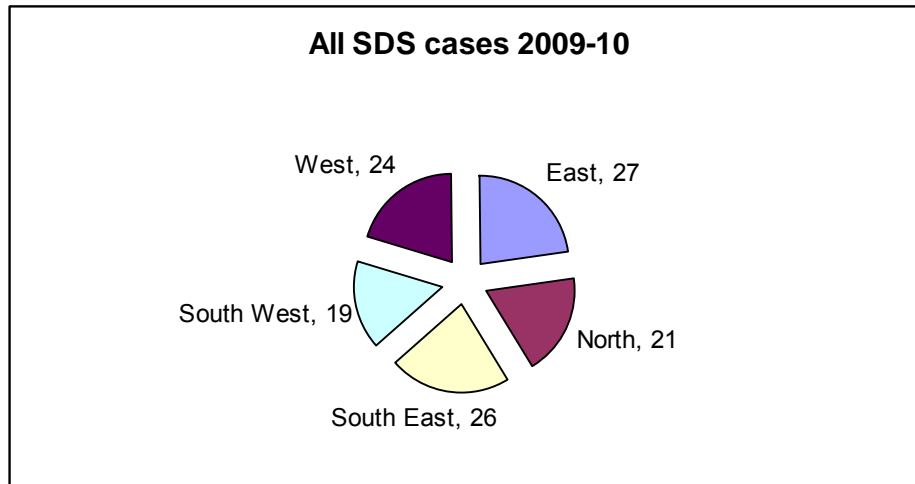
There are a number of key routes for accessing the SDS option:

- SDS team screening – members of the SDS team review Social Enquiry Report requests to identify cases suitable for SDS and flag up the option to social workers responsible for preparing reports
- Social Enquiry Report author initiated – social workers may identify SDS as an possible option when preparing a report, and can contact the SDS team
- Court-initiated – Sheriffs, Justices of the Peace and Stipendiary Magistrates can refer cases to the SDS team.

It is important to note that while the SDS process is designed to include a referral and assessment for suitability, usually as part of a Social Enquiry Report, a significant proportion of SDS are made by sentencers directly without prior referral or assessment by the SDS team. This indicates a high level of support for the SDS option amongst the judiciary but may result in some cases that are out with the intended profile for SDS

2.2 Service take up and client profile

The pilot was anticipated to supervise around 95 cases per year. In the 2009/10 financial year 117 new SDS were made, and a total of 80 cases were closed.



Take up has been consistent across the city, with a relatively even split between the 5 CHCP areas.

Age	Female	Male	Total
15 to 17*	-	11	11
18 to 21	2	21	23
22 to 24	1	12	14
25 to 30	5	12	17
31 and over	18	35	53
Total	26	91	117

*1 SDS related to a 15 year old male

A total of 80 cases were closed during 2009/10. The following analysis focuses on these closed cases and explores main offence type and use of reviews. The closed cases involved 66 men and 14 women, with 33 clients aged under 25. Of the closed cases, 73 were made by the Sheriff Court with the remainder coming from the Justice of the Peace and Stipendiary Magistrate courts. Most closed cases involved SDS of 3 months (70) with 2 shorter SDS and 8 6-month SDS made.

As shown in the table below, the most common main offence type was Breach of the Peace (18 cases), followed by violent crime (17 cases). Although breach of the peace and most other offence types are in keeping with the expected profile of offending for the SDS client group, it was not originally expected that SDS would be used for those involved in violent crime. Due to the focus on young people, the relatively high proportion of cases involving possession of a weapon is not unexpected.

Main offence	n
Breach of the Peace	19
Violent crime (assault)	17
Possession of a weapon	11
Acquisitive crime (such as theft or housebreaking)	7
Drugs offences	6
Benefits fraud	5
Breach of a community based order or bail	5
Other*	11

*included driving offences, causing racially aggravated alarm, vandalism/damage and others

Main offence type varied by age and gender. Around 1 out of every 3 young people under 25s had been found guilty of a Breach of the Peace, and 1 out of 4 had been found guilty of possession of a weapon, although similar proportions of older and younger offenders had been found guilty of violent crime. Offenders aged 25 and older were disproportionately responsible for acquisitive, benefits and drugs offences. Only 2 of the 26 women had been found guilty of violence. Women given SDS were more likely to have involved in fraud, drugs offences, driving offences and breach of community based or bail orders.

2.3 Links to other organisations and services

SDS workers liaise with a range of other agencies to provide tailored support to tackle clients' offending behaviour. During the first year of the pilot, the team made a number of referrals and links to both specialist and mainstream services. In particular, links to support with addictions, employability and financial support were used to help tackle offending need.

- GCSS provide a specific structured programme for clients aged up to 21 who are given SDS. This involves groupwork, recreational activities and 1 to 1 work. GCSS can also link young people in with other diversionary activity across the city.
- The 218 Service for women offenders: 218 is a criminal justice specific intervention for women with on-site addictions support and health care, and can be accessed on a day or residential basis.
- Community Addictions Teams: CATs provide community-based support and treatment for those with drug or alcohol misuse problems.
- Local Regeneration Agencies: LRAs provide support to find work and training in the 5 local CHCP areas. They can also help find funding to help clients attend job interviews and training placements.
- Glasgow Council on Alcohol: GCA runs a groupwork programme for offenders with alcohol issues (ACE) and also provides 1 to 1 alcohol counselling
- Other services: Clients were linked to a number of other services including money/benefits advice services such as Welfare Rights, counselling (for instance for bereavement) and the Autism Resource Centre.

2.4 Review

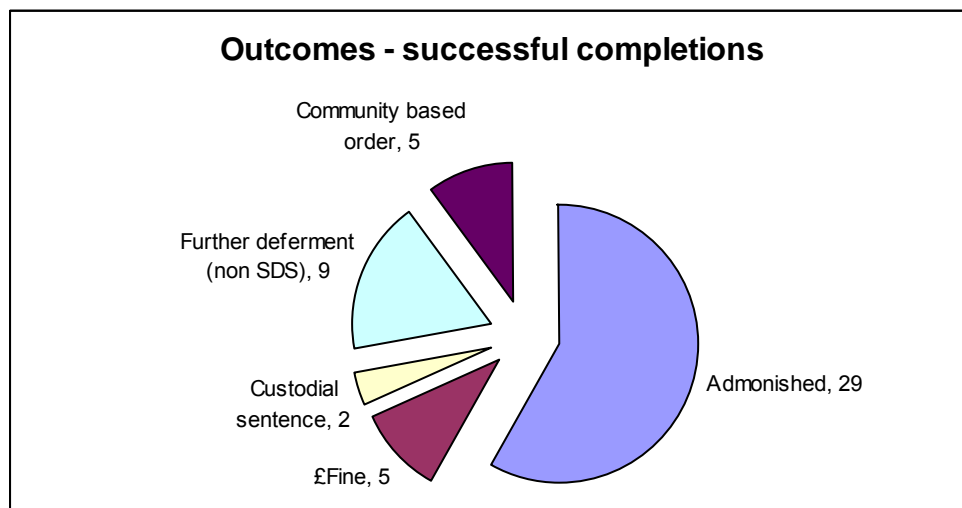
Just over half of SDS cases involved 1 review (41 cases). Some 26 cases involved 2 reviews. A small proportion (13 cases) involved 3 or more reviews; it is interesting to note that all 13 completed their order successfully and just 1 had a 'punitive' outcome (a warrant for apprehension was issued).

3 Outcomes

Information about reoffending or reconviction of individuals completing SDS in 2009/10 is not yet available and as a result it is impossible to comment on whether the SDS pilot has reduced reoffending in Glasgow. However, data from the pilot does suggest that the SDS option may have led to some clients avoiding prison or substantial community based sentences.

The rate of successful completion of SDS was 72.5% (58 out of 80); although SDS is not directly comparable to other community based orders, this is a positive completion rate in comparison to other community based orders (for instance probation is around 65%).

A key aim of the SDS pilot was to avoid use of custody. In the cases completed successfully, over half of the individuals were admonished, and just 2 received a custodial sentence (although it is important to note that there were 9 cases where sentencing was further deferred without an SDS element and so the final outcome is not yet known).



There are some key differences in final sentencing outcome for different groups of offenders.

Although numbers are small, outcomes for women receiving SDS appeared to be better than outcomes for men. Of 14 closed cases, 10 women completed successfully and all but 1 was admonished; the remaining woman received a fine. This compared with 48 out of 66 men completing SDS successfully and just 20 being admonished. This may reflect the different profile of offending

amongst women offenders receiving SDS as much as the impact of the work undertaken by the team.

Young people under 25 were less likely to successfully complete SDS, although those that did so had broadly positive sentencing outcomes (over half were admonished and only 1 received a custodial sentence).

Although it was not expected that SDS would be used for those found guilty of violent offences, of the 17 closed cases that did involve violence, 13 were completed successfully and none resulted in a custodial sentence.

4 Conclusions and recommendations

4.1 Summary of findings

- take up of SDS is high and is consistent across the city
- the SDS pilot is providing an option for women offenders and young offenders as intended
- although originally intended for less serious offences, sentencers are accessing it as an option for those involved in some violent crimes
- the SDS pilot team are linking well with a range of community based support services, including mainstream services that clients will be able to access following the end of SDS
- the rate of successful completion of SDS is high
- sentencing outcomes for those completing SDS successfully can be considered to be less punitive than might have been without SDS input, with over half admonished and only 2 receiving a custodial sentence.

4.2 Fit with future developments

A number of national and local developments may have an impact on the ongoing operation of the SDS pilot

- Reducing Reoffending Programme: The SDS pilot fits well with the Scottish Government's Reducing Reoffending, particularly in relation to the Pre-disposal and Effective Community Sentences workstreams. There may be scope to share learning and make links around new developments in this area.
- Early intervention: By offering a pre-sentence intervention SDS offers scope to undertake tailored work to tackle offending behaviour earlier in the justice process, potentially avoiding use of custodial sentences. SDS in Glasgow includes young offenders and persistent offenders likely to receive custodial sentences. It therefore offers scope to contribute to the early intervention agenda being driven primarily by young people's services including Youth Justice and GCSS.
- Women offenders: Each CJA area has received additional funding to support women offenders in 2009/10, and linked to this GCJA partners have reviewed women's pathways through the criminal justice system in Glasgow. Resulting changes (such as increased activity at the bail information stage) could result in more referrals for women for SDS, with the pilot supporting a reduction in use of custody.

- Community Payback Order (CPO): The new CPO will focus on pulling in a range of interventions to meet offending needs. This is also the focus of SDS, albeit in a shorter timescale. The SDS pilot team in Glasgow may be able to inform discussion around implementation of the new order. SDS will continue to be relevant once the CPO is in place, as it is a pre-sentence intervention.

4.3 Recommendations

- Funding should be sought from the Scottish Government to extend the SDS pilot for a further 3 years to enable time to establish whether SDS reduces reoffending and use of custody.
- The SDS pilot team should share learning on engaging with partner organisations, to inform work around implementation of the CPO
- Reconviction or reoffending data should be sought for those who have completed SDS to assess the impact of the pilot on reoffending in the city
- Views of key stakeholders such as the Judiciary, partner organisations and defence agents should be sought in terms of the operation and impact of the pilot.
- It should be considered whether there is scope to maximise the GCSS element of the pilot.



Subject: Structured Deferred Sentence

Date: 21-04-2010

1. Introduction

GCSS received funding from CJSW to facilitate offence based interventions for SDS clients (aged 16-21) starting in April 2008. GCSS created an SDS team in February 2009 comprising one service manager and two SDS case workers.

GCSS is funded to provide offence based interventions for 40 clients per year (aged 16-21). CJSW has a dedicated SDS team which consists of 2.5 workers, 1 admin worker and 1 PTL (who has been in post since December 2009.) This team is responsible for working with sentencers to generate referrals, manage court orders and refer clients as appropriate.

The GCSS team met with CJSW at the start of the service and operational guidelines were agreed and established. CJSW promoted the use of the service with sentencers and GCSS met with each CHCP social work team to provide information on the service.

To date, the GCSS/SDS service has received 34 referrals since March 2009, 10 of whom have been returning clients, given extensions to their SDS. The low rate of referrals can be attributed to sentencers taking some time to become familiar with the SDS option.

2. Delivery of SDS Intervention

GCSS agreed to provide a groupwork programme for each client including activity sessions. It was agreed that before groupwork could commence, a minimum of four referrals would be required. Groupwork has been limited given that the referrals have come in separately and sporadically. Individual programmes of work have been delivered as an alternative. The programme has followed the intervention model on p2.

SDS INTERVENTION MODEL

STAGE	SESSION	EXERCISES	THEORIES
ENGAGEMENT AND EDUCATION	1	INTRODUCTION CBT, MAKING CHANGES	MOTIVATIONAL INTERVIEWING, COGNITIVE BEHAVIOURAL, LEARNING THEORY
ENGAGEMENT AND EDUCATION	2	STIMULUUS SCENE AND JUSTIFYING OFFENDING	COGNITIVE BEHAVIOURAL, ATTACHMENT, LEARNING THEORY, INTEGRATION OF SHAME
OFFENCE ANALYSIS	3	THIRD-PERSON TABLEAUS,	MOTIVATIONAL INTERVIEWING, COGNITIVE BEHAVIOURAL
OFFENCE ANALYSIS	4	INDIVIDUAL TABLEAUS, WALK THROUGH OF OFFENCE	MOTIVATIONAL INTERVIEWING, COGNITIVE BEHAVIOURAL
VICTIM AWARENESS AND EMPATHY	5	THIRD PERSON VICTIM CHAIRS, PERSPECTIVE-TAKING EXERCISES	LEARNING THEORIES, SOCIAL LEARNING, COGNITIVE BEHAVIOURAL
VICTIM AWARENESS AND EMPATHY	6	RJ CONFERENCES, RIPPLE-EFFECT EXERCISE	COGNITIVE BEHAVIOURAL, RESTORATIVE JUSTICE
SELF EVALUATION,	7	PERSONAL SHIELDS, VALUES AND BELIEFS,	PERSONAL CONSTRUCT THEORY, LEARNING THEORIES
SKILLS PRACTICE AND MANAGING CHANGE	8	COMMUNICATION SKILLS , POSITIVE SELF-TALK, SUPPORT NETWORKS FORCE FIELD ANALYSIS	LEARNING THEORIES, COGNITVE BEHAVIOURAL, SOCIAL LEARNING

3. Current Service Provision

As of the 21st April there are seven open SDS cases. All seven of these clients are engaged in the SDS programme with GCSS and work is ongoing. The review dates for these cases are as follows:

- I. Case one – 30th April '10
- II. Case two – 5th May '10
- III. Case three – 19th May '10
- IV. Case four – 28th May '10
- V. Case five – 9th June '10
- VI. Case six – 4th July'10
- VII. Case seven – 15th July' 10

Three of these cases are already on extensions to their SDS and it is highly unlikely they will remain open to GCSS after their review dates. There are currently no new referrals from the CJSW / SDS team.

4. Level of engagement

GCSS have received thirty four referrals for young offenders given Structured Deferred Sentences. Of these, twenty four have attended and participated on the offender programme. As a percentage, this figure is 70.5, which compares favourably with compliance rates on other community based sentences. In all cases there have been varying degrees of commitment and participation, though formal engagement (turning up for appointments, punctuality etc) has remained high throughout. A more qualitative study of engagement on SDS is outwith the scope of this report but would detail attitudes, motivation and commitment to change among participants.

5. Outcomes for SDS clients

Clearly a number of factors will have a significant bearing on sentencing at the SDS review including the original offence and previous convictions. However, outcomes for those who have engaged with CJSW and GCSS throughout their SDS order have generally been more positive than for those who clients who did not participate on the programme throughout their SDS. Below are some details of final disposals for clients who attended appointments and worked through the programme content.

- PoW → **Admonished**
- Assault to Injury → **£150 fine**
- BoP → **Admonished**
- PoW → **Admonished**
- Theft → **3month deferred sentence**
- BoP and PoW → **Admonished**
- Assault → **Admonished**
- PoW → **£150 fine**
- Assault to severe injury → **£200 fine**

In contrast, those who did not engaged with the SDS programme for the duration of their order have tended to receive higher tariff sentences when they have returned to court at review as detailed below.

- Housebreaking / BoP → **240 hours community service**
- Breach or curfew → **Custody (further offence also committed)**
- Assault and BoP x2 → **SDS extended for six months, outcome pending**
- Vandalism → **Custody (further offences committed)**

6. Conclusions

GCSS involvement in Structured Deferred Sentence has been positive. The development and implementation of SDS in Glasgow has so far yielded promising results and in most cases achieved the intended outcomes of clients receiving non custodial sentences when returning to court. Given that there is no option to breach clients and that participation on the programme component of the order is essentially voluntary, the engagement rate of 70.5% is very encouraging. As yet there is no available data to track re-offending rates for those who have completed SDS orders. All of the 34 referrals received by GCSS have been appropriate and within the agreed criteria for programme intervention.

However, the relatively low rate of referrals suggests that the true potential of the SDS option is not being maximised. Sentencers have used the order sparingly and despite the first year's outcomes suggesting SDS can work effectively in diverting young offenders away from custody, it has been under promoted to date.



Report to: Glasgow Community Justice Authority
Report by: Chief Officer
Date: 10 August 2010
Contact: Gillian Little 0141 287 0153

National Legislation and Policy Update and Local Implications

Purpose of Report:

To inform members of the content of the recently passed Criminal Justice and Licensing Bill and other related policy developments at a Scottish Government level.

Recommendations:

Members are asked to note the report and to request further reports as implementation of the new provisions within the Bill are progressed.

1. Background

- 1.1. The Scottish Parliament debated the Criminal Justice and Licensing (Scotland) Bill on 30 June 2010 and was passed by 64 votes to 61. The Bill will introduce a number of significant reforms to the Criminal Justice system including:
 - Introduction of a **Scottish Sentencing Council** aimed at increasing transparency and consistency in sentencing
 - There will be a **presumption against short sentences** of three months or less.
 - Introduction of a new '**Community Payback Order**' to replace a range of existing community penalties.
 - A series of new offences will be brought in to deal with serious and organised crime.
 - New measures to strengthen the law on stalking
 - New powers to increase the sentences of prisoners using mobile phones
 - The age at which a child can be prosecuted in adult criminal courts will rise from eight to 12
- 1.2. A number of proposed amendments were rejected including one to impose a mandatory minimum sentence of four years for knife carrying.
- 1.3. The Bill is expected to gain Royal Assent in the autumn with the implementation of these measures to follow thereafter. The introduction of the Community Payback Order (CPO) is set for mid December with any offence committed on or after this date (of an appropriate type) able to be considered for a CPO on conviction.
- 1.4. The CPO itself can take a number of forms and there are a possible 9 requirements that can be attached to the order. These are:
 - (a) an offender supervision requirement,
 - (aa) a compensation requirement,
 - (b) an unpaid work or other activity requirement,
 - (c) a programme requirement,
 - (d) a residence requirement,
 - (e) a mental health treatment requirement,
 - (f) a drug treatment requirement,
 - (g) an alcohol treatment requirement,
 - (h) a conduct requirement.
- 1.5. For the first time JP Courts will be able to impose an unpaid work or other activity requirement, as well as all others from (a) – (d) above.
- 1.6. As is made clear by the name of the new order the Government is keen that offenders are seen to 'payback' for their offending. There is a clear emphasis on unpaid work within this as well as payback by stopping offending and playing a more positive part in their community.
- 1.7. Additionally there has been a significant emphasis on the role that non Criminal justice services can play to support the work of the CPO. For example for the first time the unpaid work condition can include an element of programmed 'other activity' e.g. employability support or literacy work up to a maximum of 30% of the total hours imposed.

2. Implications

- 2.1. There are clear implications for the CJA to consider. There is a clear drive to see community sentences as the focus of reducing persistent offending and as a way to reduce prison population while providing a 'robust' alternative to custody. These community sentences as well as being concerned with 'payback' are expected to be quicker and more intensive than before.
- 2.2. Both the Scottish Prison Service and Criminal Justice Social Work are likely to be affected by the changes in legislation directly in terms of volume of work. Work is ongoing within each organisation to fully analyse and cost these changes but some initial implications are described below.

3. The Scottish Prison Service

- 3.1. At present, without information about the extent to which sentencers will choose to use the new Community Payback Order, the SPS has identified the Financial Memorandum for the Criminal Justice and Licensing Bill as the most reliable assessment of implications (this is available from the Scottish Parliament website: <http://www.scottish.parliament.uk/s3/bills/24-CrimJustLc/b24s3-intro-en.pdf>)
- 3.2. In the event that sentencers use the CPO as an alternative to short term custodial sentences, this may result in a reduction in volume within the short term prison population, particularly in terms of 'churn' (for instance volume of admissions and liberations).

4. Criminal Justice Social Work Services

- 4.1. **Volume of Work** - The introduction of the Community Payback Order (CPO) will potentially create a significant increase in the workload for Criminal Justice Social Work Services. It is anticipated that the increase in workloads will arise from 2 sources:
 - JP Courts will be able to impose a CPO with a condition of unpaid work.
 - The presumption against short sentences of 3 months or less.
- 4.2. At this point it is difficult to be precise regarding the anticipated increase in workloads. However, information from the Scottish Government's "Proceedings Database" show that in 2008/2009 there were 1267 instances where custodial sentences of 3 months or less were imposed by all Courts in Glasgow. This is an imprecise measure of the potential increase as this figure will include offenders from outwith the city and does not include others, from Glasgow, who were sentenced in Courts outwith Glasgow. Additionally, the presumption against short sentences does not necessarily mean that all these individuals would be given an alternative community disposal.
- 4.3. Glasgow's Aggregate Return to the Scottish Government for the period 2009/2010 revealed the following levels of workload:

Supervised Attendance Orders (SAO)	295
Community Service	923
Probation	1153
Probation with a Condition of Community Service	493
TOTAL	2864

- 4.4. Assuming that 50% of the custodial disposals of 3 months or less are translated into Community Payback Orders, this would imply 663 new orders. This equates to a 22% increase in current workloads. The extension of Community Payback

with requirement of unpaid work, to JP Courts might also be expected to generate an as yet unspecified increase in workload.

- 4.5. **Finance** - The financial settlement for Criminal Justice Social Work Services across Scotland for the year 2011/2012 has not yet been determined. If, as anticipated, there is an overall reduction in budgets, difficult decisions will be required regarding the prioritisation of core services. Further information on the financial settlement for the next financial year is expected in September 2010.
- 4.6. **Content/Quality of CPOs** – Conditions which might be attached to CPO are outlined above. While similar conditions might routinely be imposed under current legislation, it is anticipated that the introduction of the CPO will be accompanied by a need for greater clarity and transparency regarding work undertaken with the client and a greater consistency regarding the response to a client's failure to comply.
- 4.7. The Scottish Government are currently arranging briefing sessions for staff across Scotland and National Outcomes and Standards (NOS) are currently being revised to reflect the introduction of the new legislation.
- 4.8. Following the briefings from the Scottish Government there are plans for both ADSW and for Glasgow Criminal Justice Social Work Services to hold further training and briefing sessions for staff to ensure that the necessary steps are taken to prepare for the introduction of the new order.

5. Next Steps

- 5.1. The Scottish Government have arranged a series of roadshows to brief stakeholders on the CPO and their expectations of the new order. Glasgow will hold 4 sessions on the 12 August and 6 September (morning and afternoon sessions). This will be the first opportunity to hear about these expectations and the arrangements for implementation including the wider communications strategy that will be needed to inform of the changes.

6. Recommendations

- 6.1. Members are asked to note the report and to request further reports as implementation of the new provisions within the Bill are progressed.



Glasgow Report to: **Glasgow Community Justice Authority**
Community Justice Authority Report by: **Planning Officer**
 Date: **10 August 2010**
 Contact: **Beth Macmaster 0141 287 5787**

2009-10 Annual Report: Framework and Timetable

Following national discussion between CJAs and the Scottish Government, CJA Planning Officers developed the following outline for the 2009-10 Annual Reports. This provides a basic framework for GCJA's report.

Proposed Sections	Content
Foreword	<ul style="list-style-type: none"> • Conveners comments • Contextual information
Introduction	<ul style="list-style-type: none"> • Who are we? • Who are our partners/stakeholders? • What's our structure? • What's our purpose?
How we add value	<ul style="list-style-type: none"> • How CJAs are adding value and what differences are we making? • Engaging and influencing: Reducing Re-offending Programme MSPs National Forums CoSLA , ADSW • Work carried out by Convener Group
Our Progress	<ul style="list-style-type: none"> • Action Plan 2009/10 • Good Practice Examples • Information Sharing • Performance • Governance • Update on any actions identified in last report.
Managing Resources	<ul style="list-style-type: none"> • Section 27 Grant Allocation Methodology Monitoring • Additional Resources Added Value Methodology Monitoring • Admin Grant Efficiencies

Communication	<ul style="list-style-type: none"> • Promoting CJAs • Consultation processes • Partnership working • Media involvement • Newsletter / Publications • Thematic Events • Website
Our Future Focus	<ul style="list-style-type: none"> • 2011-2014 Area Plan • Service Improvements • Efficiencies • National Policies and Strategies

GCJA's Annual Report will also contain a summary on performance in the appendix. A full analysis of the performance framework will also be circulated to members and be placed on the website.

The timetable for reporting is as follows:

- 16 August 2010: first draft circulated for comment
- 30 August 2010: all comments provided
- 6 September: final draft
- 28 September: report submitted to Scottish Government

Since the date for submission to the Scottish Government is out with the GCJA Board cycle, the report can be circulated to members for comment at the draft stages. The report will also be submitted to the November Board for approval.

Recommendations:

Members are asked to note the contents of the report and provide comment on the draft Annual Report once available.



Glasgow
Community
Justice
Authority

**Report to: Glasgow Community Justice
Authority**

Report by: Chief Officer

Date: 10 August 2010

Contact: Gillian Little 0141 287 01753

ITEM 9

10th August 2010

Activities July – September 2010	
CONVENOR	
22 July 2010	No Knives Better Lives Campaign
03 August 2010	Glasgow Community Justice Authority Pre-Agenda
03 August 2010	COSLA – Community Safety Executive Group
10 August 2010	Glasgow Community Justice Authority Board
12 August 2010	Community Payback Order Awareness Session
24 August 2010	CJA Convenor Development Day
BOARD MEMBERS	
05 August 2010	Glasgow Offenders Employability Group
10 August 2010	Glasgow CJ A Board
12 August 2010	Community Payback Order Awareness Session
06 September 2010	Community Payback Order Awareness Session
OFFICERS	
02 July 2010	Meeting with Kenny McAskill, HMP Barlinnie Offender Outcomes Manager, Scottish Prison Service
06 July 2010	Meeting with Darren Lambie and John Hynes of GCSS
08 July 2010	Attending Theatre Nemo's "Urban Creations" event at HMP Barlinnie
09 July 2010	Meeting with Dr Judi Bolton to discuss provision of Psychological Court Reports
09 July 2010	Tour of 218 Project
12 July 2010	Scottish Government Community Payback Order Working Group
13 July 2010	National CJA Area Plans Scrutiny Panel
14 July 2010	Meeting with Paul Lowe, Coordinator Glasgow Criminal Justice Board
15 July 2010	Meeting with Social Work Homelessness Services
16 July 2010	NHS Greater Glasgow & Clyde Prison Healthcare Implementation Group
21 July 2010	Alcohol and Drug Partnership Operational Group
22 July 2010	No Knives Better Lives Campaign
28 July 2010	Meeting with Scottish Government to discuss Glasgow Drug Court
29 July 2010	Glasgow CJA Lead Officer Group
03 August 2010	National CJA Convener / Chief Officer Meeting
03 August 2010	Glasgow Community Justice Authority Pre-Agenda
05 August 2010	Glasgow Offenders Employability Group
09 August 2010	Glasgow Addiction Services
09 August 2010	Scottish Government Community Payback Order Working Group
10 August 2010	National CJA Chief Officer Group
10 August 2010	Glasgow Community Justice Authority Board
11 August 2010	MAPPa Strategic Oversight Group
18 August 2010	Victims Issue Group
24 August 2010	Planning and Development Officers Group
24 August 2010	Convenor Development Day
25 August 2010	Includem Gangs Project Steering Group
06 September 2010	National CJA / ADSW Meeting

07 September 2010	National CJA Chief Officer Group and Scottish Government Meeting
08 September 2010	Glasgow City Centre Alcohol Group
13 September 2010	Scottish Government Community Payback Order Meeting
14 September 2010	SPS meeting about new HMP Low Moss
15 September 2010	Alcohol and Drug Partnership Operational Group
24 September 2010	NHS Greater Glasgow & Clyde Prison Health Implementation Group