



# Annual Reducing Re-offending Action Plan 2015-16

## ‘Promoting Desistance - Improving Performance - Supporting Reform’

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## 1. Introduction

This refreshed Annual Reducing Re-offending Action Plan is informed by evidence from a range of sources:

- The National Framework and Justice Strategy: an outcomes approach;
- The LBCJA Improvement Framework which assesses the effectiveness of the CJA as an organisation and as a statutory partnership system (as evidenced through our survey undertaken in December 2013 and highlighted in Charts 1 and 2);
- The CJA baseline of reducing reoffending priorities and strategies for Lothian and Borders, as informed by partners (as evidenced through our survey undertaken in December 2013 and highlighted in Charts 3 and 4);
- The Annual Audit Plan for the CJA by Audit Scotland;
- The Assessment of Internal Control by City of Edinburgh Internal Audit;
- The joint priorities agreed between CoSLA, the SPS, ADSW and CJAs at national level;
- The Lothian and Borders Criminal Justice Board Annual Plan;
- The Edinburgh, Lothians and Borders Public Protection Strategy Group Plan and MAPPA Annual Report;
- The Scottish Prison Service 'Unlocking Potential, transforming lives' Strategy;
- Local reducing reoffending action planning by Community Planning Partnerships, Alcohol and Drugs Partnerships and Community Safety Partnerships;
- Plans for the use of section 27 funding, as submitted by Criminal Justice Social Work.

The diagram on page 5 illustrates how all the relevant CJA performance and planning obligations hang together.

The diagram further illustrates the pivotal role of the CJA Board in the scrutiny, oversight and monitoring of progress, underpinned by the Community Justice Strategic Officers Group.

While this Area Plan already correlates with existing partnership planning across Lothian and Borders, especially the Criminal Justice Board and the Public Protection Oversight Group, we anticipate further progress throughout the term of the plan with Community Planning Partnerships (to help them meet their reducing reoffending obligations), Alcohol and Drugs Partnerships, Domestic Abuse partnership arrangements and Third Sector networks and community organisations.

## Performance Reporting Cycle

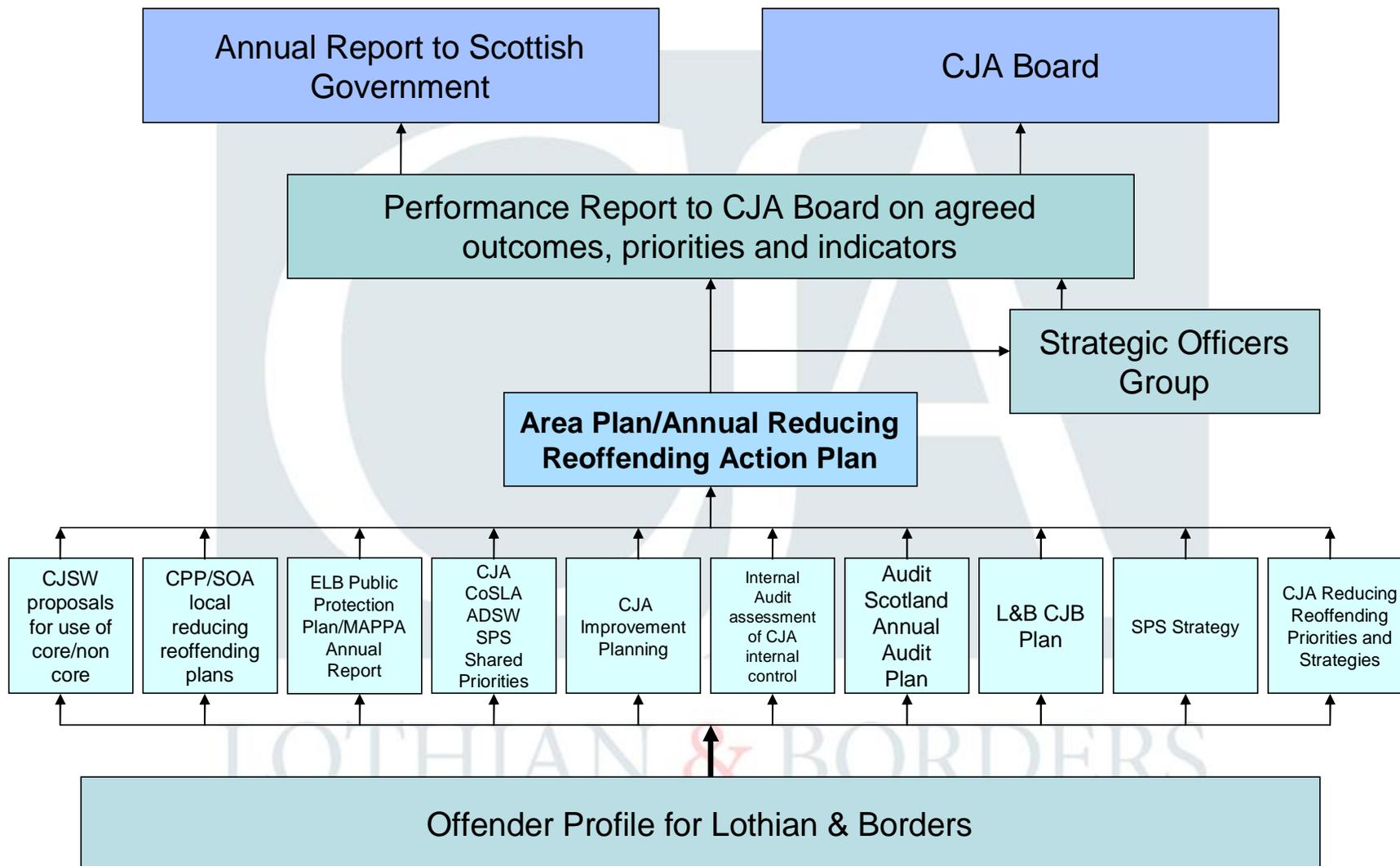
The Area Plan is the strategic document which sets the direction for the CJA's Annual Reducing Re-offending Action Plan. The Annual Action Plan directly feeds in to the performance report to the CJA Board.

The performance report is in the form of a written report to the CJA Board which is supplemented by verbal commentary by the CJA Chief Officer and lead Directors at the CJA Board meeting.

The performance report highlights the following:

- quarterly progress on the outcomes, priorities and indicators in the Annual Reducing Re-offending Action Plan, including key risks to success;
- quarterly progress on the discharge of the CJA's statutory and regulatory obligations; and
- any performance challenges for partners and partnerships, on an exception basis.

We continue to strive for a more integrated approach to performance management, resource planning and risk management.



## 2. Where we are now.

**In 2014/15, the CJA network achieved a great deal. Specifically, we secured system change and improvement across all of our shared priorities:**

- we brought Public Social Partnerships and Community Planning Partnerships together to ensure a cohesive approach around prolific offenders and women;
- we supported the development of specialist community justice services for women across Lothian and Borders;
- we developed proposals for problem solving court in Edinburgh;
- we developed a framework for working with families affected by the justice system;
- we developed a protocol to support the reintegration of young people leaving HMYOI Polmont and connect with the emergence of the Whole System Approach;
- we assessed CJA improvement against statutory and regulatory expectations and international partnership standards and tested the strength of our governance arrangements –and better connected risk, performance and financial management - using the OPM Governance standards and Audit Scotland Standards;
- we populated a reducing re-offending baseline of priorities and strategies to inform future business planning (See Appendix);
- we rolled out the LBCJA community justice performance framework;
- in the absence of an agreement to cross-CJA strategic assessment for offenders, we encouraged local offender profiling through circulating guidance on 'strategic intelligence assessment for reducing reoffending' for Community Planning Partnerships;
- we developed briefing for Community Planning Partnerships on reoffending in their local area as part of the Single Outcome Agreement process and connections with prevention planning (See Appendix);
- we developed and circulated guidance for Community Planning Partnerships on how they can discharge existing statutory and regulatory obligations, as they relate to community justice, through local partnership arrangements (See Appendix);
- we rolled out a partnership support programme for Community Planning Partnerships, specifically around families, prolific offenders and young people;
- we developed an international literature review of prolific offenders and a partnership and systems test for Community Planning partnerships around prolific offenders;
- we held a series of workshops under the CJA Innovation and Learning Programme on key shared themes, including young people, women, families and reform of community justice;
- we evaluated the impact of specialist courts for domestic abuse;
- we engaged in collaborative policy development with Violence Against Women leads, Alcohol and Drugs Partnerships, the Third Sector, Community organisations.

### 3. Where we want to get to.

#### 2014 – 2017: Promoting Desistance - Improving Performance - Supporting Reform

The period 2014 – 2017 needs to be where we focus more rigorously on a desistance orientated, asset based approach, to improving reoffending performance, embedding sustainable system change across all of our shared priorities in conjunction with Community Planning Partnerships whilst also responding to evolving national policy and public sector reform.

2015 – 2016 needs to be when we:

- ensure innovation, specifically around prolific offenders, women and families becomes systematic and spread, ensuring consistency and joint approaches where it makes sense to do so;
- see partners shifting resources – community justice and mainstream - behind assets based approach and reducing reoffending outcomes (priority groups and themes), based on logic modelling (CJA Board decision February 2012) and ‘what works’ evidence;
- embed an intelligence and performance culture into reducing reoffending partnership arrangements and strategic planning across Lothian and Borders;
- see reducing reoffending partnership working being taken on to the next level by CPPs;
- agree effective handover of functions while maintaining effective performance;
- improve learning and innovation around desistance and ensure that the service user experience and the communities of Lothian and Borders inform the design and delivery of services and interventions.

While data has informed our business planning, the inability to develop a fit for purpose Lothian and Borders wide offender profile means that we continue to be service-led in our resource planning. We are nevertheless, encouraging offender profiling at the CPP level.

#### 4. What key challenges we face.

A number of policy, fiscal and practice reforms are underway which impact on the Action Plan. In summary these are:

- Changing financial management expectations within allocation letter for 2015/16 from Scottish Government (2013);
- Audit Scotland Review of Reducing Reoffending (2012);
- Audit Scotland Review of Public Finances (2011);
- Audit Scotland Review of Scotland's Criminal Justice System (2011);
- The Scottish Government's Justice Change programme and Reducing Re-offending Programme 2;
- Public Sector reform and associated legislation, especially for Community Justice, Police, Courts and COPFS;
- The 2013 Spending Review and the emerging themes for the planning cycle 2013 to 2016;
- The aftermath of the Commission on Women Offenders and the development of Community Justice Centres;
- The potential trial of Problem Solving Courts.

Greater effectiveness and efficiency in approaches towards reduce reoffending require to be demonstrated, whilst maintaining public confidence in the system as a whole.

Reform of Community Justice is key. It is crucial that partnership working and reoffending performance continue to improve throughout the period of reform and the board signed up to a handling strategy to help mitigate the impact of reform. We need to embed an asset based approach to reoffending within CPP led prevention planning.

## 5. What priorities we will focus on.

We will measure progress against our shared priorities, as follows:

- Prolific offenders (the 1% of offenders responsible for circa 10% of crime / 10% of offenders responsible for circa 50% of crime – in Lothian and Borders it is 1% responsible for 13% and 10% responsible for 47%);
- Families with complex needs (CPPs define this cohort);
- Families affected by imprisonment;
- Women in the justice system (the circa 45 women from Lothian and Borders who are in prison at any one time and the circa 2000 women in the community);
- Young people (a particular focus on the circa 70 young people in custody at any one time and those leaving HMYOI Polmont);
- Public protection (sex offenders and violent offenders).

We will also promote and support Community Payback Orders and have a workstream in place to continuously improve the CJA as a public body and partnership system.

At first sight, this number of priorities may seem over-ambitious for the CJA as a public body and as a statutory partnership system. However, these priorities have been challenged and subject to rigorous scrutiny by community justice partners and stakeholders, as highlighted in the chart below.

Our priorities interconnect, overlap and demand a sophisticated, assets based, nimble and targeted approach that embeds value for money and performance improvement. In the absence of support for CJA wide approaches to these shared priorities, CPPs are developing their own strategies around these shared priorities with CJA support and we will promote desistance as part of this process.

## 6. What strategies we will follow.

The strategies we will follow are based on our statutory and regulatory obligations:

- We will continue to build a shared understanding of each of our priorities and outcomes across Lothian and Borders;
- We will continue to pull together and promote the evidence base for each of our priorities and outcomes, based on local, national and international learning. We will showcase learning and innovation through our quarterly workshops and demonstrate our commitment as a learning organisation through our six strand approach to learning and development; through publication and publicity of our research register, ongoing discussions and debate at Board level, Partnership Support programmes, Learning and Innovation Workshops, Engagement with universities and colleges and by our continued and ongoing support of PhDs.
- We will continue to develop formal and informal networks across partners and across geographies around our priorities and outcomes and play an active role in existing networks and partnerships – including CPPs;
- We will continue to support and embed sustainable system change around our priorities and an assets based approach through testing and spreading innovation;
- We will encourage partners to make the connection between the allocation of resources and agreed priorities and outcomes through SOAs and prevention planning;
- We will embed equality, performance and intelligence into our priorities and outcomes and we will encourage partners and partnerships to do so.
- We will support the implementation of an Asset Based Approach (see commentary below)

This Annual reducing re-offending Action Plan is based on a rigorous assessment of the strategies we will follow against each of our priorities and outcomes (see Appendix B).

## 7. What resources we will deploy.

Resource planning is a cross cutting priority and continues to be rated as 'Red' in the CJA baseline of priorities and strategies for 2014/17. The flexibility in funding introduced by Government has been devolved fully to local government although most funding continues to be tied up in pilots. Local councils are getting resources behind shared priorities where the flexibility is available, for example, through the Offender Recovery Model in Edinburgh and Midlothian. The review of community justice funding at national level and the consequent uncertainty around the impact of using resources, as well as the management of funding for Intensive Support Packages, provides additional context.

To reduce reoffending we need a more integrated approach between the resources which the CJA has a statutory obligation to allocate, and wider mainstream public sector resources, in particular NHS and partners in the criminal justice system. The CJA Improvement Framework, which assessed CJA effectiveness in 2011/12 and again in 2013/14 illustrated the distance that still has to be travelled in order to connect the allocation of resources with agreed priorities and outcomes. In essence, partners feel that the CJA needs to start allocating resources effectively and to start shifting resources behind priorities and target re-offending. Unfortunately, shifting resources and targeting cannot be done through a geography based budget.

We put in place a four-strand response in 2013/14:

- the development of a budget process between the CJA and local government to encourage councils to put resources behind agreed priorities and statutory obligations;
- encouragement for the development of resource planning frameworks by partners at local level for each of our key priorities, over time;
- quarterly reporting to the CJA Board on resources and risk as part of performance reporting described in part 1; and
- promoting a coherent approach to other funding streams which will support sustainable system change, such as the Reducing Re-offending Change Fund.

## 8. What outcomes we will achieve.

EQUALITY OUTCOME INDICATORS			
<b>The Community Justice Authority will:</b> <ul style="list-style-type: none"> <li>• Ensure people in Lothian and Borders have equal access to and benefit from services to reduce reoffending; and</li> <li>• Work with partnerships and partners to understand what data is available about people with protected characteristics, their experience and outcomes for community justice services</li> </ul>			
<b>The Community Justice Authority will measure:</b>			
	<i>BASELINE</i>	<i>TARGET</i>	<i>CURRENT</i>
Victimisation rates. Proportion of people who have been the victim of one or more crimes in the last year.	27.1% (2011-12)	<i>Reduce year on year (2013-14)</i>	↓ 19.2% (2013-14)
One year reconviction rate for Lothian and Borders offenders, from <a href="#">Reconviction Rates in Scotland</a>	28.4 % Is national average for 2010-11 cohort	<i>5% below the national average by 2016.</i>	→ 25.4 % for 2010-11 cohort On track
Re offending by young people aged under 21	34.1% is national average for 2010-11.	<i>5% below the national average by 2016</i>	→ 31.4% for 2010-11 cohort On track
Re offending by young people leaving Polmont, year on year. (Measured through Young People Leaving Polmont Working Group.)	TBC	<i>TBC</i>	TBC
Engagement with voluntary throughcare by young people aged 18 - 21 leaving Polmont. (Measured through Young People Leaving Polmont Working Group.)	TBC	<i>Increase (2013-14)</i>	13 Clients from L&B Sept 2013 to Jan 2014
The number of women in custody	Average of 50 (May 2012)	<i>Reduce (2014-15)</i>	↓ 39 (SPS data March 2014)
Re-offending by women	22.8% is national average for 2010-11.	<i>Reduce to 5% below the national average by 2016</i>	→ 20.1% (2010-11) Below national average but off target

## 9. What performance we will monitor.

### National Outcomes

- Safer lives.
- Resilient communities.
- Value-for-money.

### Indicators

- Reconviction rate.
- Victimisation rates.
- Sex offenders who do not reoffend.
- Public perceptions.

### Key Service Performance

- Unpaid work commencements. (CJSW)
- CPO conversions (conversion percentage of preferred versus actual outcome of CJSW Reports). (CJSW)
- HEAT A11 reducing waiting times for accessing specialist drug and alcohol services. (NHS)
- Community facing prisons. (SPS)
- Acquisitive crime. (Police)
- Integrated Case management. (SPS)
- Hate crime. (Victim Support)
- Cases received by COPFS within 28 days by Police (COPFS)
- Cases taken and implemented within target (COPFS)

## Appendix A: What we will do

Priority	Specific actions	Who:	By:
Families	Agree 'families' criteria in each partnership, using intelligence. <b>ONGOING</b>	CPPs	March 2015
	Evidence base understood. Workshops will continue to be held. <b>ONGOING</b>	CJA/ CPPs.	ongoing
	Families as part of offender profile and interim families profile. <b>ONGOING</b>	CPPs	Summer 2013
	Families Outcomes Group (FOG) for Lothian and Borders in place, which functions well. <b>ONGOING</b>	CJA	August 2012
	System testing and spreading In Midlothian, East Lothian, Scottish Borders and City of Edinburgh. West Lothian now have Gill Strachan in place. Extended as at discretion of CPPs. <b>ONGOING</b>	CPPs	March 2016
	Resources, risk assessment carried out by Families Outcome Group, including use of CJA resources. Framework under development. <b>ONGOING</b>	FOG	August 2015
	Performance arrangements agreed at CPP level. Extended as at discretion of CPPs and subject to local pace and commitment. <b>ONGOING</b>	CPPs	March 2015
	Strategy for families with multiple needs in each CPP. Needs extended to reflect SOAs and local needs. <b>ONGOING</b>	CPPs	March 2015

Families affected by imprisonment	Agree project proposal with Families Outside / CJA, including timeline, co-badging, launch arrangements, consultation. <b>COMPLETE</b>	FOG	March 2014
	Families Affected by Justice System Framework in place. Timelag due to ongoing dialogue with justice partners – now August 2015 for full roll out. <b>ONGOING</b>	CJA and Families Outside	End April 2014
	Launch of consultation on framework and Learning and Innovation Workshop. <b>COMPLETED Consultation ongoing</b>	CJA and Families Outside	August 2013 – now August 2014
	Framework roadtested with all justice partners. <b>ON TRACK</b>	Criminal Justice Board (CJB) and CJA	August 2014
	Framework fully adopted by Criminal justice partners. <b>ON TRACK</b>	CJB and CJA	March 2015
	Framework evaluated and lessons learned captured. <b>ON TRACK</b>	FOG	June 2015
	Lessons learned responded to and framework amended accordingly. <b>ON TRACK</b>	CJA/FOG	December 2015

Prolific Offenders	Shared understanding and criteria agreed across CJA area. <b>WITHDRAWN</b> due to police analytical changes and withdrawal of capacity by PS.	CJA/CPPs	March 2014 – shifted to August 2015
	Each CPP to set own criteria for prolific offenders. <b>ONGOING – KEEP UNDER REVIEW</b>		
	Literature review completed and cascaded. <b>COMPLETED Promote local adoption of local partnership frameworks.</b>	CJA at discretion of CPPs	June 2012 review completed. Workshops ongoing.
	System 'test' completed in Edinburgh. Learning from System test understood and shared including connections with DTTOs/ADP recovery processes. <b>COMPLETED</b> – cascading of lessons learned <b>COMPLETED</b> through workshop. Further analysis needed with Police Scotland. <b>OUTSTANDING</b>	CJA, City of Edinburgh	TBC
	Strategic assessment underway – integration with other data and intelligence. Now at discretion of CPPs in light of analytical capacity by PS. <b>ONGOING</b>	CPPs	ongoing
	Proposal for problem solving court to focus on prolifics. <b>REJECTED BY GOVT.</b> Explore potential for NHS engagement with justice system. <b>ONGOING</b>	CJA CJA CPP	Potential June 2014
	Connections with Public Social Partnership to be explored and embedded across all CPPs. Workshops completed. <b>ONGOING DIALOGUE</b>	CPPs	January 2014 onwards
	Prolific offender performance framework scoping and testing. <b>ON TRACK Roadtest with Scottish Government Policy leads (May 2014); County Durham Community Safety Board (August 2014); Roadtest with British Columbia Justice (October 2014); Request exemplar.</b>	CJA/SCCJR	April 2014 with road-testing to begin
Partnership system to be explored through offender recovery model. Approved at the CJA Board in November 2012. Commission Risk and Recovery Assessment Tool to bring CJ/Prolific Offenders and recovery agencies closer together. <b>COMPLETED Risk to performance: Further work to be delivered to improve housebreaking performance across L&amp;B _ to be confirmed.</b>	Edinburgh and Midlothian with ADPs	April 2014	
Connection with ADPs to be explored and understood. <b>ONGOING WITH OTHER ADPs – EAST LOTHIAN AND BORDERS – To Be Confirmed</b>	NHS Lothian and CEC	End of March 2015	
Connection with COPFS re prolific offenders to be explored.	COPFS CJA CJB	August 2014	

Public protection	MAPPA rated highly – build understanding of potential for violent offenders being included, particularly domestic abuse. <b>INTELLIGENCE ASSESSMENT COMMISSIONED ON TRACK</b>	CJA/ ELBSOG	August 2013 – moved to August 2014
	Moving Forward/Making Changes by ELB SOG.	ELBSOG	October 2014
	Work with Violence Reduction Unit to develop outcomes and intelligence framework with Edinburgh. <b>ON TRACK. COMPLETED</b>	CoE/CJA/VRU	by end March 2014.
	Network development nurtured and supported (ongoing). Governance review now completed and SOG developed. <b>ONGOING</b>	CJA/ELBSOG	Ongoing
	ISP process reviewed and refreshed. Register in place and process better understood by partners. <b>COMPLETED BUT UNDER ONGOING REVIEW</b>	CJA SOG	August 2015
	Domestic abuse court evaluation and performance management arrangements understood and spread. <b>SECOND EVALUATION COMPLETED – UNDER DISCUSSION WITH CJB</b>	CJB	October 2014
Engage 'Stop it Now' in CPPs as part of wider High Risk Offender Strategy. <b>MEETING WITH SiN in PLACE AND TRAINING FOR PARTNER AGENCIES COMPLETED</b>	CJA	Ongoing	
<b>CJB – Domestic Abuse Courts</b>			
Implementation Group Chaired by Sheriff Mackie meeting regularly to monitor and review pilot in Edinburgh. (Group).	CJB	Ongoing	
Livingston dedicated court continues to be expanded due to pressure of business. (Group).	CJB	Ongoing	
Monitoring of Livingston court to be considered. (Group).	CJB	Ongoing	
Cluster court in Selkirk to continue. (Group).	CJB	Ongoing	
Evaluation of DAC findings to be promoted. Joint event to be hosted by end of 2014 to be explored.	CJA	Ongoing	

Women in the justice system	Partnership arrangements for Lothian/Borders and HMP Edinburgh and shared understanding developed. <b>SPS and CJC Group in place</b>	CJA/SPS/City of Edinburgh	Ongoing
	Lothian and Borders and connection with HMP Edinburgh Group. <b>PARTNERSHIP ARRANGEMENTS UNDER DEVELOPMENT</b>	CJA SOG/Edinburgh CPP	Ongoing
	Cross borders protocols agreed to ensure effective integration of female offenders. <b>PARTNERSHIP ARRANGEMENTS UNDER DEVELOPMENT</b>	CJA/SPS/Councils/NHS	March 2016
	Cross border and Lothian and Borders specific system subject to re-interpretation following Commission findings. <b>PARTNERSHIP ARRANGEMENTS UNDER DEVELOPMENT</b>	CJA/SPS/Councils/NHS	March 2016
	Local partnership arrangements and action plan informed by needs/risk assessment implemented and reviewed. <b>PARTNERSHIP ARRANGEMENTS UNDER DEVELOPMENT</b>	CJA/SPS/CJSW Heads of Service	TBC
	Integration plans in place as part of the Reducing Reoffending Programme Community Integration workstream. <b>PARTNERSHIP ARRANGEMENTS UNDER DEVELOPMENT</b>	CJSW	TBC
	Women's needs and pathways reflected locally within the NHS Healthcare Transfer 'Throughcare standards' and the alcohol and drug treatment models / integrated care pathways developed by ADPs. <b>PARTNERSHIP ARRANGEMENTS UNDER DEVELOPMENT</b>	NHS	TBC
	Women's needs and pathways tested locally in the CJA's Accommodation protocol. <b>PARTNERSHIP ARRANGEMENTS UNDER DEVELOPMENT</b>	CJA/SPS	TBC
	Resources and risk assessment carried out, including future use of CJA resources. To be confirmed by councils as per governance framework.	Councils	TBC
	Community Justice Centre for women developed with hub and spoke model. <b>Partnership arrangements under development.</b>	NHS Lothian and Local Authorities	Ongoing
	Mentoring arrangements to be agreed with CPPs and PSP. <b>Discussions ongoing.</b>	National women PSP	April 2014
	Research into potential performance management arrangements. <b>ON TRACK Roadtest with Scottish Government Policy leads (May 2014); County Durham Community Safety Board (August 2014); Roadtest with British Columbia Justice (October 2014); Request exemplar.</b>	CJASOG /SCCJR	April 2014

Young people:	Protocol in place for young people leaving Polmont. LAUNCH COMPLETE	CJA/SPS/CJSW Service Managers	Formal Launch March 2013
	Training for staff to be rolled out (up to 80 places). COMPLETE	Training manager/ Working Group	February 2013
	Introduction of protocol across partners to reflect PSP engagement needed. COMPLETED	Working Group	April 2014
	All local action plans to include focus on protocol roll out. COMPLETED	CPPs	April 2014
	Evaluation commissioned, managed and completed. ON TRACK	RS/CA/Working Group	April 2015
	Promote lessons learned. ON TRACK	RS/CA/Working Group	April 2016
	Cross over with other offender groupings explored and agreed. ONGOING	CJA SOG	Ongoing
	Support development of the personal officer role in relation to reintegration, planning and delivery	RS/CA/Working Group	April 2015
	Maintain and develop partner involvement in protocol delivery.	RS/CA/Working Group	April 2015
	Monitoring and evaluation framework to be in place	RS/CA/Working Group	April 2015
	Protocol arrangements to be integrated or co-ordinated with other relevant reintegration programmes ( mentoring service)	RS/CA/Working Group	April 2015
	Increase and improve engagement with voluntary throughcare for young offenders leaving Polmont	RS/CA/Working Group	April 2015

Community Payback Orders	Evaluation completed. UNKNOWN	CJA/CJSW	TBC
	Shared understanding of CPO across justice system, including CJB engagement:	CJA/CJSW Service Managers/	Ongoing
	Increase Sheriff awareness of Community Payback 'outcomes' and community confidence 'ratings'. ONGOING	CJB	
	Alternatives to custody for female offenders and young people are evaluated and outcomes are communicated with Sheriffs in each Local Authority area. ONGOING	CJSW Service Managers	Ongoing
	CJA Board reporting through CJSW Service Managers meeting as lead network (6 monthly). ONGOING	CJSW report	Ongoing
	Effectiveness and improvement work emerging from evaluation to be driven forward through CJA and CJSW Service Managers meeting. TBC	CJA/CJSW Service Managers	TBC
	Improvement planning around CPOs to be embedded within Single Outcome Agreements across Lothian and Borders. TBC	CJSW Service Managers	TBC
CJA as an effective public body and partnership system	CJA partnership improvement planning.	CJA	Annual
	Assess learning framework and amend accordingly. ONGOING	CJA	April 2014
	Induction programme for Members developed and implemented. Performance/ Risk/ Equality ONGOING	CJA	Ongoing
	Implement governance framework developed based on previous Finance Protocol workstream. COMPLETED – ONGOING	CJA/CSWOs	Ongoing
	Demonstrate a coordinated approach to local delivery.	CJA SOG	Ongoing
	Demonstrate how services have been targeted to reduce reoffending.	CJA SOG	Ongoing
	Demonstrate examples of close cooperation between prison and community based services.	CJA SOG	Ongoing
	Review the Community Justice Performance Management Framework. FIRST REVIEW COMPLETED. FURTHER EVALUATION AGAINST THE	CJA SOG	Annual - Ongoing

Putting 'Community into Community Justice'	<b>AUDIT SCOTLAND PERFORMANCE MANAGEMENT GUIDELINES COMPLETE</b>		Autumn 2013
	Literature review of outcomes and performance framework for all CJA priorities to be completed. Roadtest with Scottish Government Policy leads (May 2014); County Durham Community Safety Board (August 2014); Roadtest with British Columbia Justice (October 2014); Request exemplar.	CJA and SCCJR	April 2014
	Roadtest CJA priorities with Equality and Diversity organisations by end April 2014. <b>COMPLETED</b>	CJA, ELREC	
	Offender profiling in place across Lothian and Borders.	CPPs	Ongoing
	CJA Advocacy and Communications Plan to be delivered. MSP Liaison completed; CPP Liaison a key challenge; VAWP leads liaison in place; ADP Liaison in place; Third Sector liaison in place.	CJA	Ongoing
	Bureaucracy reduction: explore single performance reporting format with ELBEG and Criminal Justice Board. Proposal submitted to CJB. <b>COMPLETED</b> (REJECTED – AGREED TO MERGE ACTION PLANNING AND TO KEEP UNDER REVIEW)	CJA SOG	November 2012
	Bureaucracy reduction: explore single Strategic Officers Group for CJA and Criminal Justice Board. Proposal submitted to CJB. <b>COMPLETED</b> (REJECTED – AGREED TO MERGE ACTION PLANNING AND TO KEEP UNDER REVIEW)	CJA / CJB	November 2012
	Commission research through SCCJR re community role in justice priorities.  Build dialogue and discussions with ELREC, Council of Faiths, Soroptomist international and Scottish Borders Equality and Diversity around community engagement in justice.  Mainstream research into community engagement in justice as part of PhDs.	CJA / Soroptomist International / Council of Faiths / ELREC and SBEF; Families Outside; Visitor Centre and SPS.	Programme under development towards March 2017

	<p>Engage board and other elected members in discussion around role of communities in justice - including training - and role of participative democracy and representative democracy.</p> <p>Increase awareness of Prison and offending for community groups:</p> <p>Tour of HMP Edinburgh; Presentation to Boards on the reoffending challenge; Tour of Prison visitor centre and tea/coffee morning with families; workshop on the role of community capacity in supporting an asset based approach to re-integration; dialogue with SCCJR.</p> <p>Promote community engagement in local priority setting and CPO.</p>		
	<p><b>Review of Justice in Scottish Borders:</b></p> <p>Active Member of study group.</p> <p>Analytical support to study group.</p> <p>Promote delivery of effective justice in Scottish Borders.</p>		

## Appendix B: Local Action Plans

Place: Scottish Borders

Outcome: Develop Criminal Justice Services to reduce reoffending. Criminal Justice Business Plan 2015-16

Shared Priority/ Priorities	Strategic Actions	Who	Anticipated completion
Persistent/Prolific Offenders	Develop an agreed criterion for persistent/prolific offenders within Scottish Borders.	Scottish Borders Community Justice Group	August 2015
	Ensure that analysis and mapping is undertaken to identify the most prolific/persistent offenders in respect of the following categories within Scottish Borders: <ul style="list-style-type: none"> <li>• Violence</li> <li>• Acquisitive Crime</li> <li>• Disorder and anti-social behaviour</li> <li>• Alcohol and drug offences</li> </ul>	Scottish Borders Community Justice Group	December 2015
	Ensure that a multi-agency strategic approach is taken to identify and analyse the risk/needs of persistent/prolific offenders.	Scottish Borders Community Justice Group	March 2016
	Ensure that the analysis of risk/needs is used to inform and agree objectives and methods of service delivery.	Scottish Borders Community Justice Group	March 2016
	Ensure that outcomes are agreed and measured in terms of trends and individual cases.	Scottish Borders Community Justice Group	March 2016
	Develop links with PSP New Routes to ensure persistent/prolific offenders are supported to re-integrate into their communities.	Group Manager, CJSW	August 2015
	Ensure that the recovery/desistance needs of persistent/prolific	ADP Co-ordinator	

	offenders are linked to ADP strategy.		On-going
Young Offenders	<p>Complete the review of youth justice provision within Scottish Borders.</p> <p>Ensure that the Whole System Approach is fully implemented within Scottish Borders, with a focus of early and effective interventions, diversion from prosecution, and alternatives to secure care and custody; and that support is given to those young people appearing before the court and leaving secure care and custody.</p> <p>Ensure that an appropriate range and availability of interventions for children and young people involved in offending behaviour, and improve information and assistance provided to victims of youth offending and local communities.</p> <p>Ensure that there is strategic direction and co-ordination of multi-disciplinary services for children and young people who offend.</p> <p>Increase the uptake of voluntary throughcare via the Young Persons Reintegration Protocol.</p>	<p>Group Manager, CJSW</p> <p>Youth Justice lead</p> <p>Youth Justice lead</p> <p>Youth Justice lead</p> <p>Group Manager, CJSW</p>	<p>July 2015</p> <p>On-going</p> <p>On-going</p> <p>August 2015</p> <p>On-going</p>
Women	<p>Development of ReConnect, focusing on prevention and early as possible multi-agency trauma-informed interventions for women at risk of offending and with multiple and complex needs, in order to ensure that the recommendations within the report by the Commission on Women Offenders are delivered within Scottish Borders.</p> <p>Develop links with PSP Shine to ensure that women offenders are supported within their communities.</p>	<p>Scottish Borders Community Justice Group</p> <p>Group Manager, CJSW</p> <p>Group Manager, CJSW</p>	<p>December 2015</p> <p>On-going</p>

	Develop a range of alternatives to remand/custody in order to support women within community settings and which address the risk/needs.	Group Manager, CJSW	On-going
Violent and/or Sex Offenders	Work in partnership with key responsible authorities to deliver the Scottish Borders Offender Management Committee Action Plan.	Chief Social Work Officer	On-going
	Ensure that MAPPA extension with regards to Category 3 offenders is fully implemented in Scottish Borders.	Chief Social Work Officer	On-going
	Continue with the development of domestic abuse cluster courts within Scottish Borders.	Chief Social Work Officer	On-going
Families	Develop a strategy for families with multiple needs	Service Director, Strategy and Policy	On-going
	Support the implementation of the Supporting Families Affected by the Criminal Justice System framework	Scottish Borders Community Justice Group	Commencing August 2015

Overall, to take a co-ordinated approach to local delivery, with services targeted to reduce re-offending, and to ensure that the transition for CJA to CPP is supported.

Our approach is person centred & provides a flexible co-ordinated service across agencies focussing on prevention & early intervention, including:

- Early identification of risk/needs and sharing of information
- Proactive engagement with service users based on assessed risk/needs
- Accessibility to community services/supports
- Developing opportunities for engagement; right time, right place
- Awareness-raising of services available to partner agencies and communities
- Shared key performance indicators

Place: Midlothian

Outcome: Fewer people are victims of crime, abuse or harm (from the Single Midlothian Plan) 2015-2016

Shared Priority/Priorities	Strategic Actions	Who	Anticipated completion	Estimated Budget
Prolific Offenders	<p><b>Maintain reconviction rate below the national average</b></p> <p><b>Increase engagement in voluntary throughcare of 18 to under 21 year olds by 20% in 2013/14</b></p> <p>Prolific Offenders:</p> <ul style="list-style-type: none"> <li>• Offender Recovery Service –Midlothian Council is has co-commissioned this service with City of Edinburgh Council. The service began in April 2014 and is being provided by Lifeline. The early months of the service were challenging due to staffing issues. However the service is now becoming more established and the recent quarterly performance review indicated an increase in Midlothian residents engaged with it.</li> <li>• A strong partnership has been formed with the local police analyst who is providing monthly information to Criminal Justice Social Work about the most prolific offenders over the past month, and is also working on a detailed analysis of offending and offenders in Midlothian between 2012 and 2014. This will be invaluable in producing a Reducing Reoffending Strategic Plan in 2016 when the shadow Reducing Reoffending partnership is formed.</li> <li>• Plans are underway to transform the existing Safer Communities Board into the Reducing Reoffending</li> </ul>	<p>Midlothian and CEC Councils</p> <p>Lifeline</p>	Ongoing	£15,150

<p><b>Women Offenders</b></p>	<p>partnership as part of the transition to the new community justice structure.</p> <p><b>50% of women offenders from Midlothian engage with support services.</b></p> <ul style="list-style-type: none"> <li>The Spring service was set up in East and Midlothian in June 2014. This service has been set up within existing resources; it is not one of the 16 projects funded by the Scottish Government. We now operate an 'opt out' system for all women on CPOs with supervision conditions and the majority attend Spring. However the number of women on supervision CPOs is small in Midlothian and we have opened the referral criteria to women with multiple and complex needs such as substance misuse, mental health/trauma issues and domestic abuse. As a result we have had referrals from a number of sources. We have benefited from staffing support from the Willow Centre and have also worked in partnership with Health, Community Care social work and voluntary organisations. As the project is not funded we have some sustainability concerns going forward. We are losing the staffing support from Willow at the end of March 2015. However in Midlothian the service has an excellent reputation and some evaluation is currently being carried out with a view to looking at the options for sustainability in the longer term</li> </ul>	<p>Midlothian Council, East Lothian Council and Willow Centre.</p>	<p>Ongoing</p>	<p>No additional funding at present.</p>
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<b>High Risk Offenders</b>	<ul style="list-style-type: none"> <li>• Quarterly multi-agency file audits across East and Midlothian now established.</li> <li>• Statistics relating to high risk violent offenders and all MAPPA cases are discussed at the quarterly East and Midlothian Offender Management Group.</li> <li>• Service Manager attends the Public Protection Quality Assurance group and reports on performance relating to high-risk offenders that is then communicated to the East and Midlothian Public Protection Committee.</li> <li>• Service Manager is now also responsible for adult protection and this is improving links and communication across the public protection spectrum.</li> <li>•</li> </ul>	Midlothian Council, East Lothian Council and MAPPA Co-ordination Unit	Ongoing	Not applicable
<b>Marginalised and Chaotic Families</b>	<p><b>Ensuring Midlothian is a safe place to live, work, visit and grow up in.</b></p> <ul style="list-style-type: none"> <li>• The Family Resilience project has been running since July 2013 and was set up with support from the CJA. The project is currently being evaluated and an interim evaluation report was recently published. The Statutory Service Manager is on the Project Board but the project is managed and funded by Children and Families social work.</li> </ul>	Midlothian Council	Ongoing	Funded by Children and Families through resource transfer

**Place: East Lothian**

**Outcome: East Lothian is an even safer place (from East Lothian's Single Outcome Agreement: Outcome 7). This outcome sits within the Safe and Vibrant Communities Strategic Planning Group.**

Shared Priority/Priorities	Strategic Actions	Who	Anticipated completion	Estimated Budget
Prolific Offenders	<p>Maintain reconviction rate below the national average</p> <p>Develop partnership with local police analyst to enable prolific offenders to be identified. This information can then help inform EL CJ targeting of resources as well as East Lothian's reducing re-offending strategy in conjunction with our partners</p> <p>Access LSMCI data to enable profiling of EL's offender population and help inform targeting of resources within service delivery</p> <p>Develop group work for prolific male offenders with groups being delivered by the EL CJ team.</p>	<p>East Lothian Criminal Justice Service</p> <p>EL CJS; Police; Safe and Vibrant Communities Group</p> <p>RMA; EL CJS</p> <p>EL CJ Team</p>	<p>Ongoing</p> <p>End of December 2015</p> <p>Ongoing</p> <p>To commence by September 2015</p>	
Women Offenders	<p>Evaluate the impact of the Women's Spring Service (Begun in June 2014). Advise partners of these outcomes and agree plans for introducing this service within the East Lothian area (currently being run in Midlothian).</p>	<p>EL CJS; Midlothian CJS; Willow, Edinburgh; Resilient People Group; Safe and Vibrant Communities Group</p>	<p>End of 2015</p>	<p>No additional funding although grants being applied for</p>

	Develop women offender services in partnership with national PSP providers	EL CJS; Peps	Ongoing	
High Risk Offenders (Sexual and/or Violent)	<p>East and Midlothian Offender Management Group reports on high risk offenders within both areas. Quarterly Mapped statistics reported.</p> <p>Quarterly file audits are embedded in practice across both East and Midlothian CJ Services, in conjunction with our partners. Inclusion of LSCMI data is to be developed to help inform our risk management processes.</p> <p>Introduction of Serious High Risk Violent offenders into Mapped process is planned for April 2015. We will await further advice from Scottish Government regarding this before implementing this into our practice.</p>	<p>EL Council; Midlothian Council; Mapped</p> <p>EL Council; Midlothian Council; Police</p> <p>Scottish Government; EL Council; Mapped</p>	<p>Ongoing</p> <p>End of October 2015</p>	No additional funding
Marginalised and Chaotic Families	Make stronger links with Resilient People Strategic Planning Group. Recent findings have shown that the most chaotic families work with a multitude of agencies within the Council. We need to improve how we work with these families, including a more integrated and effective approach. This can be achieved through this group.	EL Resilient People Partnership Group; EL CJS	End of 2015	
Young Offenders	<p>Evaluation of Young People Leaving Pomona Protocol is currently being completed. Use findings from this to help inform service delivery.</p> <p>Current working groups (Positive Destinations; Looked After Children) are driving forward young people's agenda. CJS are involved in these groups with young offenders being a priority group. Links to employment/college are priority areas.</p>	<p>CJA EL CJS</p> <p>EL CJS; EL Children's Wellbeing; EL Partners</p>	<p>End of October 2015</p> <p>End of December 2015</p>	

**Place: City of Edinburgh Council**

**Outcome: Edinburgh's communities are safer and have improved physical and social fabric (from Edinburgh's Single Outcome Agreement).**

The priorities outlined below are identified through the Reducing Reoffending Partnership and, for high risk offenders, the Offender Management Committee.

A partnership approach has been implemented through the Reducing Reoffending Partnership, which reports to the Edinburgh Community Planning Partnership. This arrangement ensures that Edinburgh is well prepared for the transition from Community Justice Authorities to Community Planning Partnerships in relation to the planning responsibilities for community justice. The Reducing Reoffending Partnership has membership from:

- Criminal Justice Social Work Services
- Health and Social Care
- Children & Families
- Services for Communities
- Community Safety
- Community Justice Authority
- Police Scotland
- NHS Lothian
- SACRO
- EVOG
- Scottish Prison Service

The group has established four sub-groups for:

- Women offenders
- Prolific offenders
- Families with complex needs
- Young people

The City of Edinburgh Offender Management Committee is a multi-agency body established to ensure that the statutory responsibilities placed on local partner agencies for the assessment and management of risk posed by dangerous offenders are discharged effectively. The Committee is responsible for monitoring the implementation of risk assessment and risk management procedures and for promoting the highest standards of inter-agency practice in responding to the presentation of risk and in preventing harm.

The Offender Management Committee has membership from:

- Criminal Justice Social Work Services
- Health and Social Care
- Children & Families
- Services for Communities
- Community Safety
- MAPPA Co-ordination Unit
- Police Scotland
- NHS Lothian
- Scottish Prison Service

<b>Shared Priority/ Priorities</b>	<b>Strategic Actions</b>	<b>Who</b>	<b>Anticipated completion</b>
High Risk Offenders	<p>Ensure effectiveness of multi-agency cooperation and working</p> <p>Proactive promotion of multi-agency public protection activity in Edinburgh</p> <p>Ensure that staff working with offenders who pose a high risk of harm are given access to clear policies and procedures</p> <p>Ensure that staff are aware of and work to the MAPPA guidance</p> <p>Ensure that the ViSOR database is fully used by criminal justice social workers</p>	Actions allocated to partners, singly or jointly.	Business Plan 2015/16

<p>Women Offenders</p>	<p>Effective management of performance Monitoring of the quality of services</p> <p>Work with other Responsible Authorities in Lothian and Borders to develop consistent arrangements, share knowledge and disseminate best practice</p> <p>Development and training of staff in order that service demands are met</p> <p>Identify key transition points between services and ensure effective partnership working</p> <p>Seek views from offenders, victims and families</p> <p>Prepare for the introduction of violent offenders to MAPPA.</p> <p>Sustain the Willow service beyond the ending of Scottish Government additional funding at 31 March 2015</p> <p>Develop a shared understanding and language regarding the needs of women offenders</p> <p>Develop integrated pathways for women in the criminal justice system, together with a multi agency education and training strategy</p> <p>Provide a strategic overview of prolific offenders in Edinburgh</p>	<p>Reducing Reoffending Partnership sub group on women offenders</p>	<p>Quarterly updates to the Reducing Reoffending Partnership</p>
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Prolific Offenders	<p>Agree objectives for service delivery</p> <p>Develop analysis and mapping that supports the identification of the 'Top 10' recidivists in each of the following offending categories:</p> <ol style="list-style-type: none"> <li>1) Violence (including domestic violence and hate crime),</li> <li>2) Acquisitive crime,</li> <li>3) Disorder and ASB (including hate crime with no violence)</li> <li>4) Alcohol and drugs offences</li> </ol> <p>Establish tactics and structure to achieve these objectives and include transfer of good practice from elsewhere in the UK</p> <p>Develop a framework of quantitative and qualitative indicators to report on trends and individual cases across the city</p>	Reducing Reoffending Partnership sub group on prolific offenders	Quarterly updates to the Reducing Reoffending Partnership
Young People	<p>Increase the number of young people diverted from prosecution in the adult court</p> <p>Increase the number of 16/17 year olds receiving early and effective intervention</p> <p>Divert more young people who are already subject to legal orders away from referral to the Children's Hearing system by use of early and effective intervention and flexible approaches to policing</p> <p>Increase demand for voluntary throughcare services from young people subject to a custodial sentence</p> <p>Ensure that voluntary services for young people sentenced to custody begin</p>	Reducing Reoffending Partnership sub group on young people	Quarterly updates to the Reducing Reoffending Partnership

<p>Families with Complex Needs</p>	<p>within 72 hours of sentence</p> <p>Develop alternatives to secure service provision for young people</p> <p>Develop clear recommendations for the Partnership on how to improve reoffending rates through projects, partnership working and work with families</p> <p>Broaden the knowledge of the group about how to work effectively with families with complex needs by sharing information, experience and practice</p> <p>Seek to develop and enable new ways of working within current resources and services, with a focus on co-production</p>	<p>Reducing Reoffending Partnership sub group on families with complex needs</p>	<p>Quarterly updates to the Reducing Reoffending Partnership</p>
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## CJA Action Plan pro-forma

**Place: West Lothian**

**Outcome:**

- **West Lothian’s Criminal Justice partners will actively cooperate in work to reduce re-offending, and report on the progress we have made.**
- **Jointly plan our service delivery in West Lothian, through the Reducing Re-offending Committee structure.**
- **Investigate best practice in early intervention, in preventative approaches, and in managing transitions from youth to adult justice systems; and will implement such approaches across West Lothian**
- **Build on previous successes and past learning**

**Action:**

- Share resources, expertise and information
- Support transitions, particularly from prison to the community
- Ensure a strong partnership with the voluntary sector
- Move resources to support earlier intervention and preventative approaches
- Breaking the re-offending cycle is synonymous with addressing disadvantage and inequality in our community
- It will lead to safer communities and fewer victims
- It will reduce pressure on the resources of the organisations that make up the criminal justice system

<b>Shared Priority/Priorities</b>	<b>Strategic Actions</b>	<b>Who</b>	<b>Anticipated completion</b>	<b>Estimated Budget</b>
Women who offend	Continue to improve services for all women who offend.	Offender engagement Sub Group/RRC	On going	£70k
	Ensure that all women who require a service from the Almond Project receive the service at the point of need.	Violence Against Women Sub Group/RRC	On going	
			On going	

	<p>Ongoing development with Shine to provide service for women in WLC.</p> <p>Integrated working with the Domestic Abuse and Sexual Assault Team (DASAT)</p>		On going	
Young people who offend	<p>Youth Justice Redesign to improve effectiveness of local service delivery to meet the needs of young people who offend.</p> <p>Through implementation of the Whole System Approach, young people who offend will be supported through offers of increased opportunities for diversion from prosecution and viable community alternatives to secure care and custody; we will effectively manage the risk posed by more concerning young offenders.</p> <p>Introduce Young Almond Project for girls at risk in the community</p>	<p>Youth Crime Sub Group/RRC</p> <p>Youth Justice</p> <p>Youth Justice/Families Included/ADP</p>	<p>On Going</p> <p>On going</p> <p>April 2015</p>	<p>£100k</p> <p>£50k</p>
High risk violent offenders	<p>Provide a robust partnership risk management responses to violent and sexual offenders.</p> <p>Preparing to implement Category 3 offenders within MAPPA.</p> <p>Re-establish access and use of ViSOR for Criminal Justice Social Work.</p> <p>Work in partnership with key agencies to further develop MATAC/MAPVO in West Lothian</p>	<p>Offender Management Sub Group/RRC</p> <p>Criminal Justice/Police Scotland</p>	<p>On going</p> <p>2015</p> <p>July 2015</p> <p>On Going</p>	<p>£30k</p>

Short-term prisoners – prison Throughcare	<p>Ensure all short-term prisoners are offered post release support</p> <p>Work in partnership with HMP Addiewell to further develop community re-integration strategies for all WLC prisoners</p>	Offender Engagement Sub Group/WLDAS/SODEXO	April 2015  On Going	
Persistent/prolific offenders (adult and juvenile)	<p>Ensure prolific and persistent offenders receive appropriate drug and alcohol services and sustain engagement.</p> <p>Develop analysis and mapping that supports the identification of the 'Top 10' recidivists in each of the following offending categories:</p> <p>5) Violence (including domestic violence and hate crime), 6) Acquisitive crime, 7) Disorder and ASB (including hate crime with no violence) 8) Alcohol and drugs offences</p> <p>Develop a framework of quantitative and qualitative indicators to report on trends and individual cases across West Lothian.</p>	<p>Offender Engagement Sub Group/RRC WLC ADP</p> <p>Offender Engagement Sub Group/Police Scotland</p> <p>RRC</p>	<p>April 2015</p> <p>April 2016</p> <p>April 2016</p>	£10k
Services to reduce risk from Domestic Abuse, and support for victims of such behaviour	<p>Continue to establish 1:1 programme for perpetrators of domestic abuse.</p> <p>Establish corporate council and CPP Membership of the White Ribbon Campaign</p>	<p>CYJS</p> <p>WLC/ CPP</p>	September 2015	