

# Culture and Communities Committee

10.00am, Tuesday, 19 June 2018

## Community Justice Update - Prison Community Integration Working Group

Item number	9.3
Report number	
Executive/routine	Executive
Wards	All
Council Commitments	<a href="#">C7</a> , <a href="#">C9</a> , <a href="#">C31</a> , <a href="#">C34</a> , <a href="#">C40</a> , <a href="#">C51</a>

### Executive Summary

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This report responds to the City of Edinburgh Council's [motion 9.4 from 23 November 2017](#) (the Motion) and follow up [question number 13 from the City of Edinburgh Council meeting on 3 May 2018](#) regarding the establishment of a prison community integration working group. It summarises work ongoing to improve prisoner reintegration into local communities and reduce the risk of further offending, and provides examples of relevant community justice improvement actions as set out in [Edinburgh Community Justice Outcomes Improvement Plan 2017-18 \(CJOIP\)](#).

## Community Justice Update

### 1. Recommendations

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- 1.1 To note the work ongoing to improve prisoner reintegration and reduce reoffending.

### 2. Background

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- 2.1 The City of Edinburgh Council's [motion 9.4 from 23 November 2017](#) (the Motion), called for improved help both for prisoners' reintegration into communities, and to reduce the risk of further offending by providing a continuum of support from prison to liberation and beyond. The Motion included a number of actions to support this aspiration which are listed below, along with responses giving an overview of work ongoing to improve services for prisoners and their families.

### 3. Main report

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#### Part One of the Motion

- 3.1 The Motion **“calls for a report in three cycles to improve help for prisoners' reintegration into local communities and reduce the risk of further offending by giving them support, such as benefit, housing, employment, healthcare, and befriender services which starts inside and seamlessly continues after their release. To improve communications between Council and relevant stakeholders including prison specialist agencies, NHS Lothian, Edinburgh Partnership and relevant third sector organisations”**.

#### Response to Motion

##### Statutory interventions

- 3.2 People who have been convicted of a criminal offence may be subject to statutory requirements, the extent of which vary according to the severity of the offence, the length of sentence imposed, and the public protection risk. For example, individuals receiving a community sentence can also be supervised by criminal justice social work by way of a Community Payback Order (CPO) for up to three years. A CPO with supervision enables regular monitoring of an individual and may also include requirements such as attending groupwork programmes, mental health treatment or addiction services.

- 3.3 A Drug Treatment and Testing Order (DTTO) is a community sentence made following assessment from community social workers when a person's risk of offending is directly related to their substance abuse. People subject to a DTTO have access to a multi-disciplinary team including social work, medical and nursing staff.
- 3.4 Short term prisoners (those receiving a sentence of less than four years) who have been convicted of sexual or serious violent offences may be subject to supervision on release if the court at the time of the sentence puts in place such a requirement. The supervision would include supports aimed at reducing the risk of further offending. Most prisoners serving a short-term sentence are not subject to statutory supervision on release, but are entitled to request voluntary throughcare (support during their sentence and for a specified period on release, providing continuity of care) and aftercare (services delivered after release into the community) to support them in the early stages of prison release.
- 3.5 All long-term prisoners (those receiving a custodial sentence of over four years) are subject to supervision on release and therefore receive mandatory throughcare. Supervision involves targeted social work intervention supporting a person while they are in prison, and monitoring their progress. Following risk management planning, the intervention will be continued in a community setting on release from prison (mandatory aftercare).
- 3.6 Where a long-term prisoner can be effectively supported and managed in the community, he/she may be released early. The suitability for early release is informed by robust risk management procedures and the provision of supports in the community, balanced with the need to protect the public. The length of time a person may be supervised in the community is dependent upon the requirements of the sentence, for example some people are subject to lifelong supervision.
- 3.7 Multi-Agency Public Protection Arrangements (MAPPA) is the framework which joins up the agencies who manage offenders with the primary purpose of public safety. It ensures a consistent approach is applied to the assessment and management of sex offenders and those who pose a risk of serious harm. MAPPA facilitates multi-agency meetings to mitigate risk, share information, and provide supports to assist successful reintegration planning and minimise the risks of further offending.

#### The Edinburgh Community Safety Partnership (ECSP)

- 3.8 The ECSP is the strategic group responsible for co-ordinating a multi-agency response to promote community safety and reduce reoffending. It is chaired by an elected member and its membership includes the Council (including representation from housing and the Young People's Service), Police Scotland, the Scottish Prison Service (SPS), NHS Lothian, Skills Development Scotland (SDS), and community justice third sector partners.

- 3.9 As a result of the Community Justice (Scotland) Act 2016, from 1 April 2017, the ECSP, on behalf of the Edinburgh Partnership, is responsible for implementing Edinburgh's [Community Justice Outcomes Improvement Plan \(CJOIP\) 2017-18](#) which has been developed to progress the Scottish Government's vision for community justice which is;
- To prevent and reduce offending by addressing its underlying causes
  - Safely and effectively manage and support those who have committed offences to help them reintegrate into the community and realise their potential for the benefit of all citizens.
- 3.10 The ECSP is currently reviewing its priorities to take account of its wider community justice remit and to ensure the establishment of effective links with locality working. To support the review, the ECSP held a development session in January 2018 to consider partner priorities. It also included a workshop focussing on ways to build upon existing successful relationships with the third sector and further embed partnership working arrangements. The direction of the ECSP will be informed by the outcome of the community planning review and consultation exercise due to be completed in June 2018.
- 3.11 The ECSP reports progress under the CJOIP to the Edinburgh Partnership annually with the first report due to be submitted in the latter part of 2018. Annual reports are to be submitted by all planning partnerships in Scotland to Community Justice Scotland by September 2018. The CJOIP will be reviewed annually to reflect progress made and new challenges identified. A non-exhaustive summary of work ongoing and relevant improvement actions being taken forward in 2017-18 is below.

### **Support for prisoners**

- 3.12 Partners and agencies working with prisoners deliver services with a specific focus such as managing addictions, while others provide tailored support for an individual by responding to wider unmet needs which contribute to reoffending, including poverty, poor housing and homelessness, addictions, mental health issues, and previous convictions.
- 3.13 Services are delivered in partnership with both statutory and third sector agencies working together to improve outcomes for individuals in the criminal justice system. A range of throughcare and aftercare supports is available, some of which are outlined below. In addition, SPS has created the Throughcare Support Officer role to assist individuals to desistance by working with them to prepare for the transition from custody to community for at least the first twelve weeks following release, as this period is known to be the highest risk.

### Health

- 3.14 The Edinburgh and Midlothian Offender Recovery Service (EMORS) is commissioned jointly by the City of Edinburgh Council, Midlothian Council and NHS Lothian, and co-ordinated with SPS to provide support from point of arrest, through prison and beyond release to community reintegration. It brings together prison treatment and voluntary throughcare, employing a recovery centred approach working with individuals to help them move away from problematic alcohol and drug use and other issues that increase the likelihood of reoffending.
- 3.15 The NHS is currently carrying out a health needs assessment in HMP Edinburgh to ensure that health provision for prisoners is operating effectively. Where areas for improvement are identified, the current service model will be modified accordingly to ensure that health service provision for prisoners with addictions and other health issues remains accessible and effective, supporting improved health outcomes.
- 3.16 Willow is a partnership between the City of Edinburgh Council, NHS Lothian and the third sector, working with women in the criminal justice system, which aims to reduce offending behaviour and health inequalities. It provides holistic support to women in a trauma informed environment, including improving their health and wellbeing, parenting support, employability, improved access to services, and increased involvement in their local community. The service has benefitted from resources transferred from SPS.

### Housing

- 3.17 The residential accommodation service for high risk offenders provides an important link between prison and community for men subject to statutory supervision released from long term prison sentences. Its aim is reintegration; helping residents to move on to their own settled accommodation and live safely in the community.
- 3.18 Settled accommodation plays a crucial role in assisting reintegration into communities and initiatives to address access to housing for prisoners include:
- Sustainable Housing on Release for Everyone (SHORE) – an early intervention developed for prisoners on remand or serving short term sentences to provide support with sustaining their tenancy/accommodation until release
  - Multi-agency Throughcare Service (MATS) – a multi-agency approach to pre-liberation plans for prisoners in HMP Edinburgh bringing together SPS Throughcare Support Officers, voluntary sector, Job Centre, Department for Work and Pensions, employability, and addiction support. The project develops a pathway on release for short term prisoners to support them to access the services they need, including housing.
- 3.19 As part of the Council’s transformation programme to deliver more effective, responsive and better-quality services focussing on prevention, Safer and Stronger Communities, established in 2016, introduced a more integrated working

arrangement between community justice offender management and homelessness and housing support. This approach recognises the importance of safe and suitable accommodation in supporting prisoners' desistance on release.

### Employment

3.20 Skills Development Scotland (SDS) is a member of the ECSP. The service works with young people aged 16 to 19 years to help them reach positive destinations, with those who are furthest from the employment market, including those with a history of offending, receiving intensive support from a SDS work coach. Work advisers also support young people who are within two months of release from prison to ensure a plan is in place to support their journey into work. The SPS also facilitates a work placement programme for prisoners.

### Mentoring/befriending

3.21 Aid and Abet is a peer led organisation providing mentoring and support to people leaving prison. Volunteer mentors are people with lived experience of the criminal justice system and are in recovery from alcohol or drug addiction. The outcomes for services users include that they will:

- be registered with a GP
- access appropriate health services/treatment to improve physical and mental wellbeing
- be registered with substance misuse services and in receipt of appropriate treatment/interventions to support recovery
- be in stable accommodation
- be in receipt of the correct benefits or in employment
- have improved relationships with their families and communities.

3.22 A community justice Peer Support and Mentoring Service was established in 2017 to work with male and female offenders over the age of 16 years who are subject to statutory criminal justice social work supervision. Some of the mentors are ex-offenders who have relevant lived experience and they support people in the community who are subject to post release supervision. Support may also include helping a person in prison prepare for their release. The mentors offer crisis support, and work with the service user to improve their outcomes in health and relationships as well as supporting them to develop pro-social skills and attitudes; all of which contributes to reducing reoffending.

3.23 Just Us is a service user led group of women with experience of trauma, mental health issues and criminal justice involvement, working with professionals to raise awareness and reduce stigma around women involved in the criminal justice system who have mental health issues.

### Financial advice

- 3.24 Advice on accessing benefits is provided as part of throughcare support which provides a holistic approach to prisoner needs incorporating housing advice, employment support, health, and mentoring services as mentioned above.

#### Prisoner's Families

- 3.25 The visitor's centre at HMP Edinburgh is run by Barnardo's Scotland. It recognises the importance of family contact for prisoners and provides support to prisoners' families and visitors. The service is exploring the possibility of prisoner work placements in the visitor centre.
- 3.26 The Council funds the Travel Service delivered by SACRO, which facilitates eligible family and friends to visit a relative/friend in prison, recognising the importance of families in helping individuals to resettle after release from custody. Volunteer drivers transport the visitors to prisons/secure hospitals throughout Scotland and return them safely to their homes.
- 3.27 Criminal justice social workers work with people in prison, which includes looking at a prisoner's relationship and involvement with their family. An Integrated Case Management Meeting (ICM) takes place three months after a person has been imprisoned and annually thereafter until three months prior to release. The SPS and social work encourage family involvement at ICMs and a community social worker also visits the prisoner's family to engage with them and explain prison processes.

#### **Part Two of the Motion**

- 3.28 The Motion requests reported updates on the following:

**(a) "Exploring the establishment of a joint initiative of relevant groups between the Council, prison specialist agencies, NHS Lothian, relevant stakeholders including Third Sector organisations, and cross-party elected members"**

#### Response (a)

- 3.29 In 2016, Edinburgh's Reducing Reoffending Partnership was incorporated into the ECSP, Edinburgh's strategic group which now has responsibility for coordinating a multi-agency response to community safety and reducing reoffending. As mentioned at 3.8 above, an elected member chairs the group and membership includes the Council, SPS, SDS, NHS, Police Scotland, the third sector and cross party elected members.

**(b) "themes of co-production and early prevention to address the root causes of reoffending and homelessness"**

Response (b)

- 3.30 Outcome 2 of the national [Community Justice Outcomes, Performance and Improvement Framework](#), requires partners to ‘plan and deliver services in a more strategic and collaborative way’. Examples of collaborative working are included above in the response to part one of the Motion, and additional information on partnership initiatives is provided in section 2 of Edinburgh’s [CJOIP 2017-18](#).
- 3.31 In addition, effective transition planning for children and young people takes place through close working between the Council’s Young People’s Service and adult criminal justice services, Police Scotland, and the Scottish Children’s Reporter Administration, with strategic direction provided by the multi-agency young people’s sub group of the ECSP.
- 3.32 The Family and Household Support Service (FHSS), established in 2016, brought together community safety, household support, and family support staff into multi-disciplinary teams based in each locality. The service focuses on prevention, early intervention and improving health and wellbeing, while working with partners to address inequalities, promote community safety and build long term individual and community resilience.

**(c) “investigating the creation of an appropriate mechanism or body to assist any improvements in the effective implementation of service”**

Response (c)

- 3.33 The ECSP is responsible for delivering the improvement actions for community justice as set out in the CJOIP.

**(d) “improving or implementing a City-wide information sharing network for advice and knowledge so all relevant stakeholders can be more informed”**

Response (d)

- 3.34 The ECSP meets quarterly to share and discuss updates from partners and stakeholders, and to receive progress reports from ECSP sub group leads in the following areas:
- Women in the criminal justice system
  - Families with complex needs
  - Prolific offenders
  - Young people
- 3.35 The ECSP provides an annual summary report of its achievements and challenges to the Edinburgh Partnership and reports to the Council’s Culture and Communities Committee as required.

**(e) “investigating how housing and other relevant advice could be best delivered to all relevant stakeholders and prisoners to ensure the best support is provided for prisoners and their families”**

Response (e)

- 3.36 As mentioned above in the response to part one of the Motion, the importance of stable housing in helping to prevent reoffending is recognised and initiatives have been established to deliver housing, welfare, health and employability advice alongside throughcare support, to enable prisoners and their families to access appropriate services to meet their needs.

**(f) “considering best practice as operated by other local Councils and other external bodies representative of prison specialist agencies and relevant stakeholders”**

Response (f)

- 3.37 Created in 2017, Community Justice Scotland is the national agency responsible for promoting excellence in community justice across Scotland, and driving improvements to Scotland’s justice system. It aims to provide leadership, training and insight to community justice partners to prevent offending and reduce the number of future victims. It also seeks to identify national and international expertise, share best practice across local authorities, partners and stakeholders, and introduce ideas to inspire innovation in the sector. The City of Edinburgh Council community justice service has already established links with Community Justice Scotland and will contribute examples of best practice as well as learning from the experience of others, locally, nationally and internationally.

**(g) “the level of civic and budgetary support required by the Council”**

Response (g)

- 3.38 The ECSP receives funding from the Council. The section 27 grant received by the Council from the Scottish Government for the delivery of community justice services is ring-fenced. In 2017-18, the grant was £9.7 million. Much of the work in community justice is based on partnerships and in many instances partners contribute through multi-agency partnership working rather than making a separate budget contribution.

**(h) “contributing to the development of a common understanding on the implementation of framework and guidelines for all relevant stakeholders”.**

Response (h)

3.39 The ECSP has an agreed set of priorities to reduce reoffending, reduce violence, reduce harm, and reduce antisocial behaviour. In addition, the CJOIP 2017-18 was developed with the full participation of community justice partners and the third sector through ECSP workshops and a short life working group, with improvement actions shared across all partners. The plan was also developed by consulting and listening to people with lived experience of the criminal justice system.

### **Improvement actions from 2017-18 CJOIP**

3.40 A snapshot of improvement actions for 2017-18 is listed below:

- criminal justice staff to increase awareness of remit of FHSS teams and interventions available, including the identification of opportunities for more effective support for individuals and families
- develop closer links with Education to prioritise the prevention agenda (there is a link between school exclusions and later offending in young people)
- work towards a 'one person one plan' (one key contact) model to simplify a service user's journey through multiple interventions
- develop a shared understanding across internal and external partners of the expectations for community justice, including a better understanding of each contributor's strategic role
- work with other local authorities to maintain and enhance services across local authority boundaries
- identify opportunities within existing pathways for vulnerable people to have access to health, wellbeing, or other relevant interventions

3.41 The ECSP is committed to working together to build safer communities and reduce reoffending, in line with the Scottish Government's vision for community justice for a safer, fairer, and more inclusive nation. The CJOIP details the improvement actions agreed by partners, to support the national vision and prioritise the aims of community justice, to prevent and reduce reoffending, and to safely and effectively manage and support those who have committed offences to successful reintegration.

## **4. Measures of success**

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4.1 The overarching aims of community justice are that:

- Reoffending rates are reduced because underlying causes are addressed
- People who have committed offences are safely and effectively managed and supported to reintegrate into the community for the benefit of all.

## **5. Financial impact**

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- 5.1 The Council received a ring-fenced grant of £9.7 million from the Scottish Government to deliver community justice services. This resource funds the services described in this report.

## **6. Risk, policy, compliance and governance impact**

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- 6.1 Funds to deliver community justice services are ring fenced to ensure that statutory and non- statutory interventions are in place to effectively manage risk and protect the public.

## **7. Equalities impact**

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- 7.1 There is a well-established link between offending/reoffending and poverty and inequality. The services described in this report support people who have committed offences to exercise their rights and improve their life chances. This may include accessing services to assist with health improvement, housing, finance, education and family support. Community justice services support people to desist from offending and successfully reintegrate into the community which in turn supports the public sector equality duty to foster good relations and support community cohesion.

## **8. Sustainability impact**

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- 8.1 Community justice services contribute to creating sustainable and inclusive communities where people with offending backgrounds, can realise their potential and contribute to society, for the benefit of all citizens.

## **9. Consultation and engagement**

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- 9.1 Community justice services routinely seek the views of service users and partners through consultations, customer surveys and focus groups/workshops. Feedback is used to inform service design, improve services and deliver better outcomes for people who have committed offences.

## 10. Background reading/external references

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10.1 [Community Justice Outcomes Improvement Plan 2017-18](#)  
[National Strategy for Community Justice](#)

[National Community Justice Outcomes, Performance and Improvement Framework](#)

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## 11. Appendices

None