

# Edinburgh Integrated Joint Board

9.30 am Friday 16 June 2017

## Community Justice Outcome Improvement Plan 2017/18 – referral from the Health, Social Care and Housing Committee

Item number

Report number

Wards

All

### Executive summary

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The Health, Social Care and Housing Committee on 18 April 2017 considered a report by the Head of Safer and Stronger Communities and Chief Social Work Officer on Community Justice Outcomes Improvement Plan 2017/18

### Links

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**Coalition pledges** See attached report

**Council outcomes** See attached report

**Single Outcome Agreement** See attached report

**Appendices** See attached report

# Terms of Referral

## Community Justice Outcome Improvement Plan 2017/18

### Terms of referral

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- 1.1 The Health, Social Care and Housing Committee on 18 April 2017 considered the attached report by the report by the Head of Safer and Stronger Communities and Chief Social Work Officer on Community Justice Outcomes Improvement Plan 2017/18
- 1.2 The Community Justice (Scotland) Act 2016 introduced a local model for the planning and delivery of community justice services, effective from 1 April 2017. Service planning responsibilities have been transferred from the now abolished Community Justice Authorities to community planning partnerships, and a new national body, Community Justice Scotland, has been created to provide leadership for the community justice sector and assurance to Scottish Ministers on the delivery of improved outcomes.
- 1.3 The Edinburgh Community Safety Partnership developed the Plan on behalf of the Edinburgh Partnership and is responsible for its implementation. The Plan sets out the ongoing work by partners to prevent and reduce offending through addressing the underlying causes and highlights initiatives to reduce inequalities, improve individuals' resilience, and build strong, safe and inclusive communities.
- 1.4 The Plan identifies priority areas for improvement to achieve the aspirations for community justice, where people have better access to the services they require such as health and wellbeing, welfare, housing and employability, all of which help prevent and reduce offending.
- 1.5 The Edinburgh Community Safety Partnership approved the Plan on 1 March 2017 and it was endorsed by the Edinburgh Partnership on 30 March 2017. It has been submitted to Community Justice Scotland.
- 1.6 The Health, Social Care and Housing Committee agreed:
  - 1.6.1 To note the Community Justice Outcomes Improvement Plan 2017/18 (the Plan) attached at Appendix 1 of the report by the Head of Safer and Stronger Communities and Chief Social Work Officer
  - 1.6.2 To refer the report to the Integrated Joint Board for information.

### For Decision/Action

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- 2.1 The Integrated Joint Board is requested to note the report

## Background reading / external references

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Health, Social Care and Housing Committee 18 April 2017.

### Laurence Rockey

Head of Strategy and Insight

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## Links

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<b>Coalition pledges</b>	See attached report
<b>Council outcomes</b>	See attached report
<b>Single Outcome Agreement</b>	See attached report
<b>Appendices</b>	See attached report

# Health, Social Care and Housing Committee

10.00, Tuesday, 18 April 2017

## Community Justice Outcomes Improvement Plan 2017/18

Item number	7.3
Report number	
Executive/routine	
Wards	All

### Executive Summary

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This report presents to Health, Social Care and Housing Committee the Community Justice Outcomes Improvement Plan 2017/18 attached at Appendix 1, which has been developed to support and take forward the new local model for planning and delivering community justice services.

### Links

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Coalition pledges	P12, P29, P32, P36
Council priorities	CP2, CP3, CP4, CP7
Single Outcome Agreement	SO2, SO4

## Community Justice Outcomes Improvement Plan 2017/18

### 1. Recommendations

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- 1.1 Health, Social Care and Housing Committee is recommended to note the Community Justice Outcomes Improvement Plan 2017/18 (the Plan) attached at Appendix 1.

### 2. Background

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- 2.1 The Community Justice (Scotland) Act 2016 introduced a local model for the planning and delivery of community justice services, effective from 1 April 2017. Service planning responsibilities have been transferred from the now abolished Community Justice Authorities to community planning partnerships, and a new national body, Community Justice Scotland, has been created to provide leadership for the community justice sector and assurance to Scottish Ministers on the delivery of improved outcomes.
- 2.2 The Scottish Government's vision for community justice is that Scotland is a safer, fairer and more inclusive nation where we:
- prevent and reduce further offending by addressing its underlying causes; and
  - 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. Main report

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- 3.1 The Edinburgh Community Safety Partnership developed the Plan on behalf of the Edinburgh Partnership and is responsible for its implementation. The Plan sets out the ongoing work by partners to prevent and reduce offending through addressing the underlying causes and highlights initiatives to reduce inequalities, improve individuals' resilience, and build strong, safe and inclusive communities.

- 3.2 The Plan identifies priority areas for improvement to achieve the aspirations for community justice, where people have better access to the services they require such as health and wellbeing, welfare, housing and employability, all of which help prevent and reduce offending.
- 3.3 The Plan's outcomes align with the priorities of the Edinburgh Partnership to reduce inequalities, improve opportunities for all, support people to fulfil their potential, and build safer communities.
- 3.4 The Edinburgh Community Safety Partnership approved the Plan on 1 March 2017 and it was endorsed by the Edinburgh Partnership on 30 March 2017. It has been submitted to Community Justice Scotland.

## **4. Measures of success**

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- 4.1 Reduced inequalities through improved effectiveness of interventions to prevent and reduce offending, and an increase in the proportion of positive outcomes for people with convictions.

## **5. Financial impact**

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- 5.1 The Scottish Government has provided transitional funding of £50,000 for 2017/18 to support the transfer of community justice services to a local model.

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

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- 6.1 The Scottish Government has prescribed an Outcomes, Performance and Improvement Framework to support robust governance and accountability in the new model. Potential risks to partners, communities or individuals will be identified and managed as part of this process. The Edinburgh Community Safety Partnership will report progress under the national indicators to the Edinburgh Partnership annually.

## **7. Equalities impact**

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- 7.1 A full Equalities and Rights impact assessment has been carried out on the Plan. The Plan advances equality of opportunity through its commitment to improving people's life chances by providing better access to services proportionate to need. It also fosters good relations through the services delivered to support and manage those who have committed offences to successfully reintegrate into the community and fulfil their potential for the benefit of all.

## 8. Sustainability impact

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- 8.1 Community based sentences for people with convictions include work to improve the environmental landscape for example tidying communal parks and gardens. Employability services and ongoing work to reduce health inequalities and create an inclusive society are included in the Plan, all of which contribute to sustainable development.

## 9. Consultation and engagement

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- 9.1 The Plan was developed with the full participation of community justice partners and the third sector with feedback from partner workshops and a community justice working group used to inform the Plan. In addition, comments were invited through an online public survey and consultation took place through events held for people with offending backgrounds and their families, and for victims and witnesses of crime.

## 10. Background reading/external references

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- 10.1 [National Strategy for Community Justice](#)  
10.2 [Community Justice; Outcomes, Performance and Improvement Framework](#)

### Michelle Miller

Head of Safer and Stronger Communities and Chief Social Work Officer

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### Links

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<b>Coalition pledges</b>	<p>P12 Work with health, police and third sector agencies to expand existing and effective drug and alcohol treatment programmes</p> <p>P29 Ensure the Council continues to take on apprentices and steps up efforts to prepare young people for work</p> <p>P32 Develop and strengthen local community links with the police</p> <p>P36 Develop improved partnership working across the Capital and with the voluntary sector to build on the “Total Craigroyston” model</p>
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<b>Council priorities</b>	<p>CP2 Improved health and wellbeing: reduced inequalities</p> <p>CP3 Right care, right place, right time</p> <p>CP4 Safe and empowered communities</p> <p>CP7 Access to work and learning</p>
<b>Single Outcome Agreement</b>	<p>SO2 Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health</p> <p>SO4 Edinburgh's communities are safer and have improved physical and social fabric</p>
<b>Appendices</b>	<p>1 Community Justice Outcomes Improvement Plan 2017/18</p>



# Edinburgh Community Justice Outcomes Improvement Plan

## 2017 - 2018



**SCOTTISH**  
FIRE AND RESCUE SERVICE  
Working together for a safer Scotland



Edinburgh Integration Joint Board



**Edinburgh Community Safety Partnership**  
**Community Justice Outcomes Improvement Plan 2017-18**

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## Introduction

The Community Justice (Scotland) Act 2016 transferred community justice planning responsibilities from Community Justice Authorities to community planning partnerships with effect from 1 April 2017. Edinburgh's Community Safety Partnership, on behalf of the Edinburgh Partnership (community planning) is responsible for the development and implementation of the Edinburgh Community Justice Outcomes Improvement Plan.

The Scottish Government's vision for community justice is that Scotland is a safer, fairer and more inclusive nation where we:

- 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

The Edinburgh Partnership has four strategic priorities:

- Edinburgh's communities are safer and have improved physical and social fabric
- Edinburgh's citizens experience improved health and wellbeing with reduced inequalities in health
- Edinburgh's children and young people enjoy their childhood and fulfil their potential
- Edinburgh's economy delivers increased investment, jobs, and opportunities for all

Edinburgh's Community Justice Outcomes Improvement Plan is based on contextual information, the seven national outcomes and associated indicators, the [National Strategy for Community Justice](#) and [Edinburgh's Community Plan](#).

## Contextual information

Listed below are the characteristics of the city that provide the local context for planning community justice services are.<sup>1</sup>

- Edinburgh is a city of contrasts, with high levels of both prosperity and poverty.
- Partners seek to deliver universal services proportionate to need.
- Vulnerable people and those living in Scotland's 15% most deprived communities are at greatest risk of crime.
- Although unemployment has been falling across the city, people with offending backgrounds face significant barriers to accessing employment despite the fact that employment contributes to a reduction in reoffending.
- For households on low to moderate incomes, demand for housing continues to outstrip supply.
- Drug and alcohol problems affect the city severely, with an estimated 22,400 adults dependent on alcohol and 6,600 people dependent on heroin and/or benzodiazepines.
- [Economic and social costs of crime](#) to communities are significant.
- Supporting a person in prison deepens the social marginality already experienced by many families; support is often provided by women, which may reinforce traditional gender roles and leaves women in custody with few supports.
- Around 300 people in the city are estimated to have complex needs associated with homelessness, addiction, mental health and offending, placing significant demands on services, and for whom, despite significant resource allocation, outcomes are mostly poor.

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<sup>1</sup> 'CJOIP contextual information' and 'Feedback from general consultation and engagement activity' available on request. Detailed data is available in [Edinburgh's locality profiles](#).

- Children affected by parental imprisonment are at much greater risk of developing behavioural problems, low attainment levels, school attendance problems, and school expulsion; two thirds of boys with a parent in prison are likely to offend themselves.
- Violent crime levels continue to drop; this is reflected in perception of crime levels; reconviction rates remain constant at just under 30%.

A wide range of engagement and consultation activity is carried out in Edinburgh, by a range of partnerships and organisations, with communities, groups and the general public, on different issues affecting people living and working in the city. Feedback highlights that people strongly support prevention, as a shared responsibility of all services, and tackling inequalities as priorities. Building trust with professionals and longevity of relationships are highlighted as very important by service users. Services need to be able to see the whole picture, not just someone's offending history.

Current service provision has been mapped and is outlined in the [transitional plan for the delivery of community justice 2016-17](#).

## **Achievements towards the national outcomes and indicators and priority areas for improvement actions**

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This section provides a high level overview of achievements of community justice partners in Edinburgh in relation to the national outcomes and indicators<sup>2</sup>. This has helped partners identify priorities for improvement action.

### **STRUCTURAL OUTCOMES**

#### **Outcome 1: Communities improve their understanding and participation in community justice**

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##### **National indicator 1: Activities carried out to engage with communities as well as other relevant constituencies**

Community justice partners in Edinburgh carry out a wide range of activities to engage with communities. Feedback informs service development and strategic planning. Engagement with service users is based on the [National Standards for Community Engagement](#) and informs service redesign and improvement action. Examples include the residential accommodation service for men who pose a risk of serious harm; the Alcohol Problem Solving Court pilot; the [redesign of domestic abuse services](#); the [antisocial behaviour strategy](#); the [Edinburgh Local Policing Plan 2014 -17](#); and an ongoing awareness raising programme in relation to hate crime.

Direct engagement with people who use services takes place routinely. People who are subject to statutory supervision are encouraged to participate actively in the development of their plans and to reviews of these plans. They complete exit questionnaires and participate in exit interviews at the end of community payback orders, and they provide feedback at the end of programme work. This informs future interventions. Case file audits, [Multi-agency Public Protection Arrangements \(MAPPA\)](#) audits, and practice evaluations have consistently demonstrated that service users' views are taken into account. Service users' views and the response from local communities to assistance given by those undertaking unpaid work are reported each year in the [Community Payback Order Annual Report](#). Family involvement in integrated case management

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<sup>2</sup> Most of the evidence/examples listed below fit with more than one outcome and indicator. Information has been placed in line with the descriptors included in the Outcomes, Performance and Improvement Framework.

for serving prisoners is a priority, in recognition of the impact of imprisonment on families and the key role that family members can play in the reintegration of people who are released from custodial sentences.

### **National indicator 2: Consultation with communities as part of community justice planning and service provision**

An [online consultation](#) has gathered views on how offending could be further reduced and community facing events have been held, involving people with lived experience.

Public events were held for victims and witnesses and for people involved in the criminal justice system and their families. The victims and witnesses' event resulted in Victim Support (Scotland) becoming a full partner in the Edinburgh Community Safety Partnership and related actions being included in this Plan. The event for people involved in the criminal justice system highlighted that relationships as much as services are valued most, that people are less concerned about which *agency* provides support than the *person* who delivers it, that they value persistence and others not giving up on them, and that, for some, if they had received the right support earlier, they might not have been drawn into the criminal justice system.

Throughout 2017-18, there will be a series of engagement events for people involved in the criminal justice system, linked to their local area. This will inform service delivery, as well as providing a service user perspective for the [Community Payback Order Annual Report](#).

The City of Edinburgh Council's move to a more locality-focused model in 2016 is reflected in community justice and related services' strong locality focus. Each locality will be producing its Locality Improvement Plan by October 2017 and the outcomes will be aligned with those in this Plan. The localities each have a multi-agency community improvement partnership, responding to local expressed need, where priorities are set and aligned to this Plan. City-wide issues, such as motor cycle crime, begging, or hate crime have bespoke community improvement partnerships.

A communications framework has been developed build relationships with key audiences regarding the positive contribution of the Multi-agency Public Protection Arrangements (MAPPA). This framework is reflected in the Scottish Government's draft public consultation strategy on offender management. The framework has been translated into an action plan for Edinburgh, which focuses on raising awareness among the inter-agency workforce.

### **National indicator 3: Participation in community justice, such as co-production and joint delivery**

Partners are committed to using people's lived experience to improve and develop interventions. There are already a number of initiatives that reflect our aspiration to secure the participation of communities.

**Community in Motion** is a partnership initiative to develop a community-based problem-solving, restorative justice approach in North East Edinburgh. Motivated by the opportunities created by community empowerment and community justice legislation, and the move to locality working, Community in Motion has developed a framework for joint working, increasingly preventative in focus, with more community involvement and an emphasis on restorative and problem solving practices. It is anticipated that the range of initiatives developed in the North East locality will provide a practical model, which can be scaled up across other localities or city-wide.

**Violent Offender Watch (VOW)** has taken learning from our [Total Place](#) experience in engaging local communities to respond to crime in their area. VOW is led by Police Scotland and aims to reduce reoffending by tackling issues of drug/alcohol misuse, accommodation, finance, personal relationships, health, attitudes/behaviour and employment/training. The outcomes are to:

- reduce violent and acquisitive crime

- reduce drug and alcohol-linked offending
- reduce antisocial behaviour
- promote community safety and well-being
- reduce the fear of crime
- encourage offenders to become involved in training and work initiatives

VOW commenced in 2013. In early 2016, the decision was taken to focus on the North East locality working within the Community in Motion framework. Intrinsic to its operation is **Aid and Abet**, a peer-led organisation providing mentoring and support to people leaving prison. Volunteer mentors are all people with lived experience of the criminal justice system, and are in recovery from alcohol or drug addiction. The project has developed with support from Scottish Churches Housing Action since June 2014 and has been providing mentoring services since March 2015.

A **peer mentoring service** in partnership with **Aid and Abet** has been developed as a result of resource transfer funding received from the Scottish Government in September 2016 to support community-based sentences. The service is for people who are subject to Community Payback Orders and aims to improve health/wellbeing and relationship outcomes. All volunteer mentors have lived experience of the criminal justice system. The outcomes for service users are that they will:

- be registered with a GP
- access appropriate health services/treatment to improve physical and mental well-being
- be registered with substance misuse services and in receipt of appropriate treatment/interventions to support recovery
- attend, where appropriate, an organisation designed to address other addiction issues, for example gambling
- be in stable accommodation
- be in receipt of the correct benefits or in employment
- have improved relationships with their families and communities

**Just Us** is a service user-led group of women with experience of trauma, mental health issues and criminal justice involvement. Statistics indicate that in excess of 80% of women in criminal justice have at least one mental health diagnosis. The aim of the group is to work with professionals to raise awareness and reduce stigma around women involved in the criminal justice system with mental health issues. Just Us has been developed by women who have been involved in the Willow Service (see below).

### **Alcohol Problem Solving Court**

Alcohol sales in Scotland are 20% higher per capita than England and Wales. A disproportionate number of people in the criminal justice system have mental health problems and problems with drug and alcohol misuse. 50% of Scottish prisoners were drunk at the time of their offence. Short-term prison sentences are ineffective, with a 66% reoffending rate. These statistics are the backcloth to the development of an alcohol problem solving court pilot in Edinburgh, which commenced in February 2016. The pilot was developed in response to a request from a Sheriff, and discussions with partners, including the City of Edinburgh Council, NHS Lothian, Police Scotland and Lifeline. The target group is males over 18 years of age, with a pattern of alcohol related offending resulting in frequent appearances in Court, who are appearing on summary procedure and assessed as suitable for a Community Payback Order,

The key elements of the court are: quicker assessment, faster access to treatment, court review, and peer support for those on orders. The outcomes sought are to reduce the use of imprisonment, and to reduce reoffending by impacting positively on the person's health and well-being by:

- reducing alcohol dependency
- reducing harmful consumption of alcohol

- improving mental health
- improving physical health
- reducing accident and emergency attendances
- increasing uptake of education, volunteering and employment

The pilot is being evaluated and the model will be continued throughout 2017-18. Consideration will be given to the appropriateness of this model to other problems.

**The Edinburgh and Midlothian Offender Recovery Service (EMORS)** is commissioned jointly by the City of Edinburgh Council, Midlothian Council and NHS Lothian. It brings together three services – arrest referral, prison treatment and support, and voluntary throughcare – and takes a recovery-centred approach, working with individuals to build and encourage the creation of recovery capital, helping more people move away from problematic alcohol and drug use and other issues that increase the likelihood of reoffending. By adopting a holistic approach, the service provides robust routes into a range of support services and networks, helping people access support that is right for them. This includes support from people with lived experience of alcohol and drug use.

EMORS has an extensive service user participation strategy and works with people to achieve the following outcomes:

- address substance misuse
- reduce offending behaviour
- improve health, skills and personal resources
- improve social relationships and social support
- improve practical skills

EMORS has recruited peer volunteers in response to service users' feedback that they would like to see more visible recovery within the service.

**Community improvement partnerships** exist in each locality to respond to local issues, including antisocial behaviour and low level offending, along with city-wide community improvement partnerships, which address wider issues such as motorcycle crime or new psychoactive substances. As the Locality Improvement Plans are developed in 2017-18, the community improvement partnerships will be a vehicle for addressing the priorities for local areas.

**Project Halt** is police led and has recently been introduced as a response to widespread concern about the level of housebreaking, and associated vehicle theft, in Edinburgh. The project provides a mechanism to divert people from reoffending, based on research about the recurring socio economic factors, which underpin motivation. The key areas addressed, using a partnership approach, are drug abuse, housing, benefits, employment and education.

#### **National indicator 4: Level of community awareness of/satisfaction with work undertaken as part of a CPO**

Unpaid work directly and indirectly benefits communities. Beneficiaries regularly provide evidence of their satisfaction with the service, especially the physical differences made to gardens or buildings. They also frequently comment on the team work of the groups, their positive attitude, and their hard work. There has been increased interest in, and referrals for, unpaid work. Public consultation for the [Community Payback Order Annual Report 2015-16](#) highlighted that over 80% of respondents thought that community payback provided people with an opportunity to repay the community for the crimes they had committed and that it helped reduce reoffending.

Partnerships for the other activity element of unpaid work have been developed with a variety of organisations, and there are options to suit all abilities and needs, being as inclusive as possible. Other activity allows people to take the skills, learning and experience gained in unpaid work into activities that help them to sustain progress beyond the period that they have been subject to statutory supervision. Further information is available at national indicator 18 below.

**National indicator 5: Evidence from questions to be used in local surveys/citizens panels, etc.**

The [Edinburgh People Survey](#) (2015) highlights that 63% of respondents agree that the City of Edinburgh Council provides protection and support for vulnerable people (compared to 52% in 2014) and that 83% agree that their neighbourhood is a place where people of different backgrounds get along, broadly consistent with previous years.

An engagement and consultation programme is being carried out across the city in relation to the [Edinburgh Vision 2050](#) and the **Locality Improvement Plans**. Community safety is one of the key themes. **Family and Household Support Teams** have been established in Edinburgh to provide integrated community safety, housing support and family support services (see below).

**National indicator 6: Perceptions of the local crime rate (quantitative)**

New questions were introduced to the [Edinburgh People Survey](#) in 2015, exploring perceptions of how commonplace various types of crime and antisocial behaviour are perceived to be in neighbourhoods:

- 85% state that violent crime is not common in their neighbourhood.
- 78% state that vandalism and graffiti are not common in their neighbourhood.
- 75% state that antisocial behaviour is not common in their neighbourhood.
- 75% do not consider street drinking and alcohol-related disorder to be a problem in their neighbourhood.
- 84% feel safe in their neighbourhood after dark.

The 2016 Survey results will be used to compare results from previous years and identify areas for improvement. The Survey for 2017 will be carried out in the latter half of the year.

Police Scotland’s most recent national survey, ‘[Your View Counts](#)’ conducted in 2016, included 1413 Edinburgh responses. Local priorities were identified as housebreaking, antisocial behaviour, car theft, violent crime, drug dealing and drugs misuse. The survey results will be used to inform the future [Edinburgh Local Policing Plan](#) and the delivery of community justice services, including the development of the current services that seek to address these issues.

**Outcome 1 priority areas for improvement actions**

Priority area (indicator)	Improvement action	Lead	Completion
1	Explore more effective ways of engaging hard to reach groups	Prolific Offenders Sub Group	31 March 2018
2	Develop and implement a communications plan for community and service user engagement to include wider reporting of success stories in community justice	Prolific Offenders Sub Group	31 March 2018



3	Evaluate the initiatives/pilots and use these evaluations to inform the strategy for community justice services	Prolific Offenders Sub Group	31 March 2018
3	All partners will as far as possible ensure that victims of crime receive the support they need, by referring to Victim Support Scotland and/or other partners as appropriate	All sub groups/Victim Support	31 March 2018
4	Highlight benefits to communities of unpaid work projects and raise the profile of those undertaking it	Senior Manager, Community Justice	31 October 2017 (CPO Annual Report)

## Outcome 2: Partners plan and deliver services in a more strategic and collaborative way

### National indicator 7: Services are planned for and delivered in a strategic and collaborative way

**Edinburgh’s Reducing Reoffending Partnership** was established in 2013 as a strategic group responsible for coordinating a multi-agency response to reoffending, acknowledging that effective reduction in reoffending depends on a complex, multi-agency and multi-sector approach to the delivery of a wide range of both universal and specialist services. The partnership included representation from the City of Edinburgh Council (criminal justice, community safety, housing, and employability services), Police Scotland, NHS Lothian, the Edinburgh Drug and Alcohol Partnership, the Scottish Prison Service and the Edinburgh Voluntary Organisations Council. In 2016, in preparation for the changes introduced by the Community Justice (Scotland) Act 2016, including widening the membership to include all statutory community justice partners, the Reducing Reoffending Partnership was amalgamated with the Edinburgh Community Safety Partnership. The Edinburgh Community Safety Partnership reports to the Edinburgh Partnership (community planning).

Examples of services that are planned and delivered in a strategic and collaborative way include:

**Family and Household Support** teams were established in 2016 as part of the City of Edinburgh Council’s Transformation Programme. The teams deliver effective, joint and collaborative working of community safety, housing support and family support services in each of the four localities. Community police officers are partners in this service. The outcomes for the new service are that:

- communities participate in the creation of a healthy, safe and just city
- people’s life chances are improved by addressing their need for education, health, social and financial inclusion, housing and safety
- individuals are resilient and have capacity for change and self management

The outcomes have been developed to align closely with community justice priorities and focus on effective intervention, prevention, and reducing reoffending and antisocial behaviour, with a strong emphasis on restorative practice. To complement and cement the shared vision, both services are managed within the Council’s Safer and Stronger Communities under the leadership of the Chief Social Work Officer.

The criminal justice social work **accommodation service** provides an important link between prison and the community for men subject to statutory supervision released from long-term prison sentences. The service addresses both risk and need, on a multi-agency basis. Release planning starts well in advance of liberation, working with the Scottish Prison Service through the integrated case management process. The aim is reintegration, helping residents to move on to their own accommodation and live safely in their community, using as far as possible universal services that are available to all citizens. The [July 2016 Care](#)

[Inspectorate report](#) assessed the service as very good and commented on the positive links with other agencies to help achieve positive outcomes.

**Willow** is a partnership between the City of Edinburgh Council, NHS Lothian and the third sector, working with women in the criminal justice system. It aims to reduce offending behaviour and health inequalities; to improve the health, wellbeing and safety of women in the criminal justice system; and to increase their access to services and involvement in their local community. Service users are involved in the design and continuous improvement of the service. Willow facilitates effective, comprehensive and better coordinated responses from public services to address the inequalities faced by women in the criminal justice system. Performance information from Willow demonstrates improvements in women's lives across a range of indicators, including engagement with services, improved problem solving skills, reduction in alcohol and drug use, and a better understanding of how current difficulties relate to previous experiences of trauma. Many women who attend Willow have managed to resume care of their children, which they had previously lost, after making positive changes to their lives.

Willow is featured as an example of good practice in the [Angiolini Report](#) and has continued to build on its strengths in intervening years. The service has benefitted from Scottish Government support and resources transferred from the Scottish Prison Service. The success of the project has resulted in the service being oversubscribed and a plan is in place to ensure the capacity issues are addressed.

The **Scottish Prison Service (SPS)** has a Service Level Agreement (SLA) with the City of Edinburgh Council to deliver the prison-based social work service at HMP Edinburgh. While the SLA primarily relates to statutory responsibilities, there has been a long history of close working between the SPS and the City of Edinburgh Council. The social work team provided support around the introduction of women to HMP Edinburgh, most of whom are not statutory prisoners. Social workers work closely with other disciplines in HMP Edinburgh on risk assessment, sentence planning, education, health, and the delivery of programmes.

**The Positive Lifestyles Project** is a collaboration between Police Scotland and the Scottish Prison Service in HMYOI Polmont, working with through care officers and the third sector to divert young men on the cusp of, or involved in, Serious Organised Crime towards positive lifestyles and to prevent violence within the prison establishment. Prisoners vulnerable to the influences of Serious Organised Crime are identified and supported to achieve their aspirations and reduce the severity and frequency of their offending.

[Inclusive Edinburgh](#) was established to address problems faced by people with complex needs who may struggle with homelessness, unemployment, drug and alcohol problems, or mental or physical ill-health, who sometimes become involved in crime, and who are often the victims of violence. The Inclusive Edinburgh review examined the combined services delivered by statutory and voluntary sector partners to this group of vulnerable people, with a view to redesigning services so that partners can respond in a coordinated and psychologically-informed way. The majority of Inclusive Edinburgh cases have exhausted operational service options and require the concentrated effort of senior managers across partner agencies to achieve a breakthrough. The project aims to improve the life chances, health and well being of the most vulnerable, disenfranchised and disengaged citizens whose needs place significant demands on services, but for whom outcomes are mostly poor.

[NHS Lothian's Health Promotion Service](#) works with partners and organisations on health initiatives to reduce health inequalities in Edinburgh using a systems approach, which recognises the interaction and interdependence of external and personal factors that influence health. The service employs a range of methods to carry out health promotion work in neighbourhoods and localities.

A multi-agency partnership approach was adopted in the commissioning of the **Edinburgh and Midlothian Offender Recovery Service** for short-term prisoners from the two local authority areas, delivered by Lifeline. The service is funded jointly by the City of Edinburgh Council, Midlothian Council and NHS Lothian, and provides continuity of care, from the point of arrest, throughout an individual's stay in prison, and during the transition period from prison to community. The voluntary throughcare element recognises that transition from prison to community is a critical time, and the service includes prison gate pick up and support out of hours to help individuals manage the challenges they face when returning to their communities on release.

Effective transition planning for children and young people takes place through close working relationships between the City of Edinburgh Council's **Young People's Service** and adult criminal justice services, Police Scotland and the Scottish Children's Reporter Administration. Strategic direction is provided by the multi-agency young people's sub group of the Community Safety Partnership. The service is multi-disciplinary, working with young people up to the age of 18, including those subject to community payback or through care. Working within the [Whole Systems Approach](#), the Young People's Service can demonstrate an increase in referrals for early and effective interventions, as well as in the number of 16/17 year olds diverted from prosecution in the adult court.

### **National indicator 8: Partners have leveraged resource for community justice**

Community justice partners in Edinburgh recognise the potential that exists within individuals, groups and organisations, and the contribution they can all make to improved community justice outcomes. Some examples of how partners have leveraged this potential are set out below.

- Developing information sharing protocols within the City of Edinburgh Council and between the Council and Police Scotland. Criminal justice social work crime categorisation has been linked with that of Police Scotland to achieve meaningful analysis of prolific offender demographics and crime categorisation. This has informed the development of the services described above, frequently delivered on a multi-agency basis.
- Co-location of services (e.g. Willow, Community in Motion, recovery hubs, Family and Household Support Teams). This has delivered financial and operation efficiencies, but more importantly, has provided more coherent services to communities, often avoiding service users having to repeat their stories or having to visit a number of sites to achieve a resolution to a problem.
- Edinburgh's Child and Adult Protection and Offender Management Committees have multi-agency quality assurance sub groups, where learning from case file audits, practice evaluations, initial case reviews and significant case reviews is shared across agencies. Action plans inform service improvements.

### **National indicator 9: Development of community justice workforce to work effectively across organisations/professional/geographical boundaries**

Community justice partners in Edinburgh understand the development of the workforce as a joint responsibility.

- Learning and development opportunities on child and adult protection, sexual exploitation, human trafficking and [MAPPA](#) are jointly delivered by partners to the inter-agency workforce.
- The training plan for criminal justice social work staff in Edinburgh is developed and delivered across local authority boundaries, frequently on a multi-agency basis.
- Capacity and training has been built in to the Caledonian System men's programme to respond to the level of domestic abuse.

- The Willow service for women and the Drug Treatment and Testing Order service are both multi-disciplinary teams, with staff from the City of Edinburgh Council and NHS Lothian. Staff are co-located, locally managed and undertake joint training and development.
- The Alcohol Problem Solving Court pilot has included joint training of criminal justice social workers, NHS staff and third sector partners.
- A range of supports is in place to address the potential impact of work on criminal justice social work staff, particularly with regard to vicarious trauma. Staff have access to practice development sessions on self care, reflective group consultations, external support and consultancy from clinical psychology.

**National indicator 10: Partners illustrate effective engagement and collaborative partnership working with the authorities responsible for the delivery of [MAPPA](#)**

The City of Edinburgh Council is a key partner in the Edinburgh Lothians and Scottish Borders Strategic Oversight Group, which is chaired by Edinburgh’s Chief Social Work Officer. A MAPPA Operational Group reports to the Strategic Oversight Group, and brings together the Responsible Authorities to take forward priorities identified by the Strategic Oversight Group.

The Edinburgh Offender Management Committee (OMC) ensures that the statutory responsibilities placed on local partner agencies for the assessment and management of sexual offenders and those who pose a risk of serious harm are discharged effectively. Feedback for Edinburgh from the [thematic review of MAPPA](#) was very positive, and no issues were identified for Edinburgh specifically. The OMC reports to the Edinburgh Chief Officers’ Group – Public Protection, and each year provides an annual report and a [business plan](#).

The OMC ensures that there are comprehensive policies and procedures for the management of high risk offenders, which take account of key transition points between services and ensure effective partnership working. All policies and procedures are reviewed and updated on an annual basis. All key staff across agencies have been briefed on the new [MAPPA Guidance](#) published in March 2016. Arrangements for Category 3 cases have been introduced successfully.

**Outcome 2 priority areas for improvement actions**

Priority area (indicator)	Improvement action	Lead	Completion
7	Family and Household Support teams and frontline staff to develop a wider understanding the criminal justice sector, links to the wider community justice agenda and the support services available in localities.	Senior Management Team, Safer and Stronger Communities	30 Sept. 2017
7	Criminal justice staff to increase awareness of remit of Family and Household Support teams and interventions available, including the identification of opportunities for more effective support for individuals and families.	Sector Manager, Community Intervention	30 Sept. 2017
7	Develop closer links with Education to prioritise the prevention agenda (link between school exclusions and later offending in young people).	Youth Justice Sub Group	30 Sept. 2017
7	Further consolidate the Willow service model and build capacity across community justice to ensure that matters	Women’s Sub Group	31 March 2018

	relating to women in the criminal justice system are appropriately addressed.		
7	Evaluate the impact of the Inclusive Edinburgh initiative.	Senior Management Group, SSC	31 Dec. 2017
8	Maximise the best use of resources for community justice from all partners in a financially challenging climate.	ECSP through quarterly reporting	31 March 2018
9	Identify opportunities to widen staff participation from all sectors in training and development initiatives.	All partners	31 March 2018
9	Work towards a 'one person one plan' (one key contact) model to simplify a service user's journey through multiple interventions.	All Partners	31 March 2018
9	Map all mentoring and community navigating work to facilitate sharing evidence based best practice, and develop opportunities for shared learning.	Prolific Offenders Sub Group	30 September 2017
9	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.	Prolific Offenders Sub Group	31 March 2018

### Outcome 3: People have better access to the services they require, including welfare, health and wellbeing, housing and employability

#### National indicator 11: Partners have identified and are overcoming structural barriers for people accessing services

**The Willow Service** (see above) was highlighted as an example of good practice by the [Commission on Women Offenders](#) and is being developed further to improve outcomes for women in the criminal justice system. Willow provides holistic support and facilitates access to services, including parenting support, employability, and health and wellbeing, based on risk and need in a psychologically informed environment.

A number of the services outlined under indicator 3 above, such as the Aid and Abet peer mentoring project, Violent Offenders Watch, the Edinburgh and Midlothian Offender Recovery Service, and the Alcohol Problem Solving Court, support people to access mainstream services such as GPs, health services and treatment to improve physical and mental wellbeing, substance misuse services and interventions to support recovery, and services to address other addiction issues, such as gambling.

Resource workers are integrated into the **Drug Treatment and Testing Order Teams**, focusing on supporting people subject to an order to access services in the community, as well as supports that will help them maintain a stable and offence free lifestyle after the end of statutory supervision. The Drug Treatment and Testing Order II pilot, which manages a lower level of substance misuse offending, which had been running in Edinburgh, has now been rolled out nationally. The pilot saw a higher proportion of women and young people being assisted to address drug misuse at an early stage.

**Skills Development Scotland (SDS)** works with young people aged 16 to 19 years to help them reach positive destinations. Those who are furthest from the employment market, including those with a history of offending behaviour, receive intensive support from an SDS work coach. An SDS adviser works within HMYOI Polmont and HMYOI Cornton Vale to support young people aged 16 and 17 who are within two months of their release to ensure a plan is in place to support their journey into work. SDS also runs a job club at the Council's Through Care and After Care (TCAC) team premises and the SDS work coach attends the TCAC drop in sessions.

The **Scottish Prison Service** facilitates a work placement programme for prisoners, and placements have been undertaken at Sue Ryder's in Seafield, NHS Western General Hospital and the Salvation Army.

The **visitor's centre at HMP Edinburgh** is run by Barnardo's Scotland on behalf of the Onward Trust. The centre recognises the importance of family contact for prisoners and the impact on families of the imprisonment of a family member, and has for several years provided valuable support to prisoners' families and visitors. It has been the model for similar facilities at other prisons. Prison staff, working in partnership with Barnardo's, now deliver parenting programmes to prisoners. The service is about to commence further work in the community, as well as exploring the possibility of prisoner work placements in the visitor centre.

A **complex needs employability** service, part of the Inclusive Edinburgh initiative, has been co-produced with service users, and the preferred bidder will be announced soon. The service will be up and running during 2017-18. The service will assist people to become employment-ready, as well as helping into employment those who are able to sustain work. Additional initiatives to bring down barriers to employment are referenced under national indicator 18.

Multi-agency work is underway to develop a **preventative approach to online offending** in response to the rising number of convictions for internet-based offending. A communications plan is being developed to support a pilot campaign, which will seek to divert and deter those who may be about to commit an offence by downloading or viewing indecent images of children. The deterrence messages will direct potential offenders to a self help resource as well as highlighting the consequences of offending. The campaign will also target those who may be concerned about a family member's behaviour and provide information on where to obtain help and advice.

Work is ongoing in schools to prevent children offending online as well as becoming victims of online offending behaviour, and clear messages are being developed to inform communities on how partners are addressing this issue.

Initiatives to address **access to housing** for prisoners recognise the crucial role of settled accommodation in assisting people to reintegrate into communities on release from custody.

- Sustainable Housing on Release for Everyone (SHORE) is an early intervention approach being developed for prisoners on remand or those serving short-term sentences to provide support with sustaining their tenancy/accommodation until release.
- Project Halt is a multi-agency group co-ordinated by Police Scotland looking to engage with prisoners with a history of housebreaking and support them to reduce their risk of reoffending. Sustainable accommodation is core to these plans.
- Multi-Agency Through-Care Service (MATS) is a multi-agency approach to pre-liberation plans for prisoners, which is being piloted in HMP Edinburgh. It brings together 11 agencies, including Scottish Prison Service Throughcare Support Officers, the voluntary sector (Four Square for housing advice, and Lifeline), Department for Work and Pensions, the Job Centre, Open Secret (a service for prisoners who have suffered abuse), Advocard, Cruise, Shine Women's Mentoring

Service, and employability and addiction support. The initiative will develop a pathway on release for short-term prisoners to support them to access the services they need, including housing.

- Develop Yourself Now and Move on (DYNAMO) arranges planned moves for young prisoners, who stay at Stopover upon release, transition to a Four Square supported training flat, and then move to a secure tenancy. During this time, the person is supported to engage with all relevant agencies.

### **National indicator 12: Existence of joint-working arrangements such as processes/protocols to ensure access to services to address underlying needs**

Identifying key transition points between services and ensuring effective partnership working are key objectives of the Offender Management Committee. This has resulted, for example, in the identification of **Community Justice Adult Support and Protection Leads**, who are first points of contact for any supervising officer who has concerns or is given information about an adult at risk who is subject to statutory supervision.

The [escalating concerns procedure](#) has been developed as part of [Inclusive Edinburgh](#) and is a multi-agency approach to collaborative, problem-solving interventions to manage individuals or groups presenting particular challenges in local communities who are not adults at risk as defined by the Adult Support and Protection (Scotland) 2007 Act, but who are at risk of harm. This includes those who have dangerous behaviours, which fall outwith the remit of MAPPA, and which make them hard to support or leave them unsupported in the community.

The **Edinburgh and Midlothian Offender Recovery Service** (see above), is delivered by Lifeline. In addition to providing support from point of arrest, through prison and beyond release, Lifeline also manages three addiction recovery hubs, which assist people to address their substance misuse. This approach is based on coordinated working between health services, local authorities, the Scottish Prison Service and other support services to ensure that people can benefit from appropriate pathways from custody to reintegration into communities.

The **Alcohol Problem Solving Court** (see above) uses community payback legislation to provide fast track alcohol assessments where a person's frequent offending behaviour is accompanied by alcohol misuse and, in appropriate cases, community payback supervision supports access to alcohol misuse services. Court reviews ensure judicial oversight of an individual's progress, in line with the drug treatment and testing order model.

The **Drug Treatment and Testing Order (DTTO)** delivers a service to Edinburgh, Midlothian and East Lothian. In common with the Alcohol Problem Solving Court, it is recognised that people with substance misuse problems have an immediate need for support and access to services, and should not have to wait a long time for assessment. The DTTO team has agreed a process with the court for the provision of rapid assessment reports so that the court can make as early a disposal as possible and the person can access services.

The DTTO team and the Willow Service each bring together on a single site staff from the City of Edinburgh Council and NHS Lothian, and have explicit pathways to a range of support services.

In November 2016, the Scottish Violence Reduction Unit introduced the **Navigator** system into the accident and emergency department of the Edinburgh Royal Infirmary. Supported by one year Scottish Government funding, Navigator staff work with health professionals on overnight and weekend shifts at the busiest times, recognising that to be with someone when they are injured, scared or angry and to be able to reach out a helping hand, makes a lasting difference. Interventions are tailored to the needs of the individual and engagement within the hospital is followed up after discharge, with links to local services where required.

There is a strong tradition of criminal justice working across local authority boundaries in Lothian and Borders. **Shared services** include court social work (Edinburgh, Midlothian, East Lothian), DTTO (Edinburgh, Midlothian and East Lothian), Caledonian (Edinburgh, Midlothian, East Lothian, and Scottish Borders), and the Community Intervention Service for Sex Offenders (all five local authorities). This allows for specialist interventions when required, effective sharing of skills and resources, and economies of scale, e.g. where there might not be sufficient volume of demand in one area to allow delivery of a service (e.g. groupwork).

### **National indicator 13: Initiatives to facilitate access to services**

Initiatives to ensure that people who have offended get the support they need, when they need it, in order to encourage desistance include, as highlighted throughout this plan, Willow, the Aid and Abet peer mentoring service, the Alcohol Problem Solving Court pilot, and the outreach service of the residential unit for high risk offenders.

Partnerships for the 'other activities requirement' under community payback orders have been developed with a variety of organisations, twelve of which provide other activity at this time to help facilitate **access to employment** (see national indicator 18 for more information).

Willow staff have played a critical role in shaping national developments regarding the future of the custodial estate for women. As part of the re-provisioning of the estate, five **community custody units are** to be established across the country, and there have been initial discussions between the Scottish Government, the Scottish Prison Service, and the City of Edinburgh Council regarding potential sites in Edinburgh. Based on research and the Willow experience, these units will have as much of an independent feel to them as possible, where women will carry out usual day to day activity and will have staged access to the local community for health services and employability in order to minimise the impact of imprisonment on the lives of the women and their families, including children.

The Scottish Prison Service has created the **Throughcare Support Officer role** to help individuals on their journey to desistance by working with them to prepare for the transition from custody to the community. Partners are working together to improve transitions and outcomes for at least the first twelve weeks following release, as this period is known to be critical and highest risk. In HMP Edinburgh, the co-commissioned Edinburgh and Midlothian Offender Recovery Service (see above) works with Throughcare Support Officers and other partners in this developing area.

### **National indicator 14: Speed of access to mental health services**

The [NHS Local Delivery Plan 2016-17](#) includes a target for 90% of patients to commence psychological therapy-based treatment within 18 weeks of referral. Available data includes the whole community and is available for the NHS Lothian geographical area. Figures published by the Scottish Government (June 2016) show that in the NHS Lothian area, 69.5% of patients commence psychological therapy-based treatment within 18 weeks of referral.

There is a link between mental health and reoffending. This is recognised by the Willow Service, which operates to a trauma-informed model and has psychological services on site. Accessing mental health services is also challenging for men with offending backgrounds and work underway to identify the level of need for mental health services among this client group, with a view to designing a pathway into mental health services. Already, the Edinburgh Payback Programme, a groupwork intervention for men subject to community payback orders, has been re-designed as a Men's Programme, and has drawn on lessons from the Willow service that can be applied to men.

The [Health and Social Care Integration Joint Board's Strategic Plan 2016-19](#) commits to redesigning mental health and substance misuse services to improve access. The Board's strategic approach



recognises the importance of prevention and the advantages of timely access to personalised mental health services to aid recovery and sustain wellbeing. A mental health locality partnership model will be implemented, focusing initially on the population in the North East of Edinburgh as this area has the highest percentage of people with longer term health issues. The model will maximise the opportunities of the [‘Gamechanger’ Public Social Partnership](#) to improve people’s health and life chances.

[The Edinburgh Partnership’s Community Plan 2015-18](#) identifies improving Edinburgh’s citizens’ experiences of health and wellbeing and reducing inequalities in health as a priority. The preventative actions being taken to deliver on this priority are detailed in the [Edinburgh Partnership’s Prevention Strategic Plan 2015-18](#).

### **National indicator 15: Speed of access to drug and alcohol services**

The [NHS Local Delivery Plan 2016-17](#) includes a target for 90% of patients to access drug/alcohol treatment within three weeks of referral. Overall, in 2015-16 in Edinburgh, 86% of people waited less than three weeks to start drug/alcohol treatment. 5% waited longer than six weeks. The data includes the whole community.

The [Health and Social Care Integration Joint Board’s Strategic Plan 2016-19](#) details actions to deliver on reviewing treatments and recovery pathways for substance misuse services in collaboration with the [Edinburgh Alcohol and Drug Partnership](#). Further actions are set out below.

- Implement inpatient and community programmes ([Lothian and Edinburgh Abstinence Project \(LEAP\)](#)).
- Establish a model of care within [Recovery Hubs](#) using lived experience peer supporters.
- Explore new harm reduction and recovery approaches to engage more effectively with people receiving treatment for drug misuse through their GP.
- Develop and implement a stepped care approach to psychosocial and therapeutic interventions across recovery services.

### **National indicator 16: % of people released from a custodial sentence (quantitative) who are:**

- **Registered with a GP**
- **Have suitable accommodation**
- **Have had a benefits eligibility check**

There is no systematic process to collect this information consistently. Input is required from a range of partners to identify need and facilitate access to accommodation as required. The main data source is likely to be the Scottish Prison Service, and will include throughcare, housing, health boards and Scottish Prison Service exit surveys.

Data on the percentage of households presenting as homeless due to ‘discharged from prison’ is being used as a proxy indicator and shows that this has remained fairly constant over the last four years:

2012-13			2013-14			2014-15			2015-16		
Prison	All	% from prison	Prison	All	% from prison	Prison	All	% from prison	Prison	All	% from prison
152	4315	3,5%	127	4102	3,1%	118	4017	2,9%	122	3638	3,4%

The data does not necessarily include all people who presented as homeless who had been in prison. If people stay with family/others for the first few weeks after release, housing officers may record their cause of homelessness as ‘domestic ejection’.

The [Scottish Government's Code of Guidance on Homelessness](#) includes recommendations for partners in dealing with [prison leavers \(2.32\)](#) and sets out the local authority's accommodation duties towards applicants who are homeless or threatened with homelessness (chapter 9).

### Outcome 3 priority areas for improvement actions

Priority area (indicator)	Improvement action	Lead	Completion
11	Raise awareness of psychologically and trauma informed approaches to service delivery.	Women's Sub Group	31 March 2018
11	Map existing employability services assisting people to become employment ready and identify gaps in provision.	Sector Manager, Community Intervention	30 Sept. 2017
11	Develop the complex needs employability service.	Sector Manager, Community Intervention	30 Sept. 2017
12	Deliver year two of the Alcohol Problem Solving Court and identify other areas where the model might be applied.	Senior Manager, Community Justice/NHS Rep.	31 March 2018
12	Explore options for sustainability of the Navigator Programme.	Senior Manager, Community Justice//NHS Rep.	31 October 2017
12	Improve continuity in health intervention from DTTO to community management on expiry of DTTO.	Sector Manager, City-wide Services	31 March 2018
12	Work with other local authorities to maintain and enhance services across local authority boundaries.	Senior Manager, Community Justice/	31 March 2018
13	Develop a clearer understanding of third sector services, build closer links, and improve collaborative working to remove gaps in service provision.	EVOC/ECSP	31 March 2018
14	Improve speed of access to mental health services in Edinburgh.	NHS Lothian Rep.	31 March 2018
14	Design a pathway to make it easier for men with offending backgrounds to access mental health services.	Prolific Offenders Sub Group	30 Sept. 2017

15	Improve the speed of access to drug and alcohol misuse services.	NHS Lothian Rep.	31 March 2018
15	Establish baseline information for those within the community justice system accessing drug and alcohol services.	Prolific Offenders Sub Group	30 Sept. 2017
16	Liaise with NHS Lothian/Scottish Prison Service to establish baseline figures in relation to GP registration.	Prolific Offenders Sub Group	30 Sept. 2017
16	Liaise with Scottish Prison Service and community justice partners to establish accurate baseline information on prisoners having suitable accommodation and benefits check on release.	Prolific Offenders Sub Group	30 Sept. 2017

#### Outcome 4: Effective interventions are delivered to prevent and reduce the risk of further offending

##### National indicator 17: Targeted interventions have been tailored for and with an individual and had a successful impact on their risk of further offending

Interventions tailored with individuals to reduce their risk of further offending are outlined in Edinburgh's [transitional plan for the delivery of community justice 2016-17](#), some of which have been highlighted above. These include the Violent Offender Watch, supervised bail, diversion from prosecution, Drug Treatment and Testing Orders, the Community Intervention Service for Sex Offenders, Willow, the prison based social work team, the Positive Lifestyles Project, community payback orders, the Caledonian system, the residential unit for high risk offenders, the Offender Recovery Service, employability initiatives, the escalating concerns group, Community in Motion, the Young People's Service, Community Improvement Partnerships and the newly established integrated Family and Household Support teams.

The [Community Payback Order Annual Report 2015-16](#) in particular highlights how a range of partners work with criminal justice social work staff to assist offenders subject to community payback to make positive changes in their life. A range of interventions available to case managers supports behavioural and lifestyle change for offenders. Some examples are set out below.

The **Edinburgh Payback Programme** is for men to address general offending, including attitude and lifestyle issues, and reintegration work, which links people to services to support desistance after completion of the order. The programme also provides a module for road traffic offending. Drawing upon the successes of the Willow service, the programme has developed into a service for men where workers from criminal justice, health and other partners help men to address a broad range of needs, such as physical, mental and sexual health, abuse and trauma as well as confidence, self esteem and life skills.

The **Serious Offender Liaison Service (SOLS)** is based at the Orchard Clinic of the Royal Edinburgh Hospital and provides an assessment and consultancy service to criminal justice social work and partner agencies in relation to sexual offending.

The **Learning Disability Service** based at the Royal Edinburgh Hospital supports those with a learning disability who are subject to community payback. The service provides a wide range of support from art therapy to speech and language therapies. It also contributes to the intervention work with sex offenders with a learning disability to change their behaviour. Guidance on relationships and sexual health exists for those caring for people with learning disabilities, entitled [Making Choices Keeping Safe](#).

The **Scottish Prison Service** delivers activities and interventions that either address offending behaviour or support the needs of people in the care of the Scottish Prison Service. Examples include Alcohol Awareness, Drugs Action for Change, SMART Recovery, Constructs, Moving Forward Making Changes and the Youth Justice Programme targeting general offending behaviour in medium-high risk 16-17 year olds.

### **National indicator 18: Use of 'other activities requirement' in Community Payback Orders (CPOs)**

Partnerships for the 'other activities requirement' have been developed with a variety of organisations. There are options to suit all abilities and needs, being as inclusive as possible. Twelve organisations provide other activity at this time. Examples of the new additions in the past year are set out below.

- Skills Path works with people who have a recognised disability, developing skills and experience, and provides the opportunity for people to move on to paid employment in various sectors.
- Street Soccer Scotland is a non-profit social enterprise, which delivers a range of football related services to socially disadvantaged adults and young people. Through sport, people develop new skills and increase confidence, self-esteem and better self-efficacy. People are shown how to build a portfolio, gain SQAs in communication, and develop first aid skills.
- Veterans First Point has been developed by veterans for veterans. Funded by the Scottish Government and NHS Lothian, it provides a one-stop shop for veterans and their families, helping ex-service personnel to reintegrate to civilian life.
- Youth Build Edinburgh assists young people who experience considerable disadvantage to access sustainable employment and comprehensive training in construction.

Improvement actions for 2017-18 will be to develop other activity work further, not only providing additional opportunities for people, but raising the awareness of the benefits of unpaid work/other activity in local communities and amongst partners. Improved publicity for completed unpaid work projects, through on-site information or local networks will also raise the profile of the benefits to communities and to people undertaking the work.

### **National indicator 19: Effective risk management for public protection**

Partners in Edinburgh have established strong, multi-agency governance arrangements for public protection. Edinburgh's Chief Officers' Group – Public Protection is responsible for the leadership and performance management of the multi-agency aspects of public protection in the city. The Local Police Commander and the Chief Executives of the Council and NHS Lothian are members of the group. Five committees/partnerships (child protection, adult support and protection, offender management, alcohol and drugs, violence against women, multi-agency serious organised crime) manage performance and oversee the quality of services. The Edinburgh, Lothian and Scottish Borders Strategic Oversight Group monitors the operation of [MAPPA](#) and makes changes to improve effectiveness where required.

As part of the City of Edinburgh Council's Transformation Programme, Housing and Regulatory Services are introducing a generic housing officer, responsible for a geographical patch of Council tenancies. This will enable housing officers to have oversight of changing household composition in the area and to ensure that the Responsible Authorities under [MAPPA](#) routinely receive relevant information. This improves risk management with regard to allocating homes near known sex offenders and other offenders subject to MAPPA.

The young people risk management case conference process, an arrangement similar to [MAPPA](#), is being used to work with young people who pose a significant risk of harm.

Addressing human trafficking and counter terrorism ([Prevent](#) and [CONTEST](#)) have been added to the public protection remit. Inter-agency guidance has been developed for staff and training takes places on a continuous basis to raise awareness about these issues and enable staff to respond appropriately. Serious and organised crime in the city is addressed on a multi-agency basis.

### **National indicator 20: Quality of CPOs and DTTOs**

As highlighted in the [Community Payback Order Annual Report 2015-16](#), most people who carry out unpaid work recognise that this can be an opportunity to learn a new skill, often as part of a team, as well as giving something back to the community. Some people who have completed their unpaid work hours are now volunteers within the same project. Exit surveys carried out with people who have completed an order highlight positive outcomes in areas including reduction in drug and alcohol use, uptake of employment and training, improved relationships and stable accommodation. As in previous years, many people cite the importance of the relationship with their social worker in helping them to improve their life and stop offending.

Teams delivering community payback and DTTO are subject to the City of Edinburgh Council quality assurance processes, which include case file audits, practice evaluations and focused themed audits, such as violent offenders or [MAPPA](#). All of these processes result in improvement action plans, which are subject to ongoing monitoring. Lessons from Serious Incident Reports, Initial and Significant Case Reviews and actions from audits and practice evaluations are overseen by the Protection Committees' multi agency quality assurance sub groups.

### **National indicator 21: Reduced use of custodial sentences and remand (quantitative)**

- **Balance between community sentences relative to short custodial sentences under 1 year**
- **Proportion of people appearing from custody who are remanded**

The Scottish Courts and Tribunal Service is now represented on the Edinburgh Community Safety Partnership. A system will be established for the relevant data to be provided. The Scottish Prison Service provides figures on prison populations by local authority as a snapshot, which is used for planning purposes.

The Crown Office and Procurator Fiscal Service will link into local authorities' community planning processes on a sheriffdom basis. This will also include work to extend awareness and knowledge of prosecution diversions amongst procurator fiscals to maximise the best use of appropriate community justice interventions.

The Edinburgh Community Safety Partnership is committed to reducing the use of short-term custodial sentences by developing the services outlined in this plan, which enable early intervention when difficulties are identified, have a focus on prevention, and, when people are convicted, have a clear focus on the prevention of re-offending. An important part of this strategy has been to develop credible community-based alternatives to custody that have the support of the courts and local communities.

### **National indicator 22: The delivery of interventions targeted at problem drug and alcohol use (quantitative)**

In 2015-16, across Lothian, 28,972 [Alcohol Brief Interventions](#) were delivered against a target of 9,738. 12,179 of these were delivered in priority settings (primary care, maternity services, accident and emergency). A further 16,793 were delivered in wider settings, including higher education, dentistry,

criminal justice, sexual health services, young people’s services, and occupational health. Edinburgh continues to deliver on this pan Lothian target and no improvement goals have been set for the [Edinburgh Alcohol and Drug Partnership](#).

**National indicator 23: Numbers of police recorded warnings, police diversion, fiscal measures, fiscal diversion, supervised bail, and community sentences (including CPOs, DTTOs and RLOs)**

1025 Community Payback Orders were imposed in 2015-16, compared to 1114 in the previous year, consistent with fewer criminal justice social work reports being requested by courts. The Community Payback Order Annual Report provides information on all aspects of community payback, including the nine possible requirements.

The annual aggregate return to the Scottish Government provides detailed information on criminal justice social work reports, bail, diversion, voluntary assistance and statutory throughcare.

All statistical information provided from these and other sources (such as the Level of Service, Case Management Inventory (LS/CMI)) is used to plan and develop services.

Improvement action for 2017-18 is to work with Police Scotland and the Crown Office and Procurator Fiscal Service to establish baseline figures.

**National indicator 24: Number of short-term sentences under 1 year**

Snapshot data is available regarding males and females in prison by local authority and sentence (undetermined sentence, remand, fine defaulters, less than 3 months, 3 months to less than 6 months, 6 months to less than 2 years, 2 years to less than 4 years, 4 years or over, including life). This information is being used to inform planning.

**Outcome 4 priority areas for improvement actions**

Priority area (indicator)	Improvement action	Lead	Completion
18	Further develop ‘other activity’ work to increase opportunities for those subject to Community Payback Orders.	Manager, CPO Unpaid Work Team	31 October 2017 (CPO Annual Report)
21	Establish baseline information and work with the Scottish Courts and Tribunal Service to obtain relevant data for comparison.	Sector Manager, City-wide Services	30 Sept. 2017
21	Work with the Crown Office and Procurator Fiscal Service to extend Procurator Fiscals’ knowledge of suitable prosecution diversions opportunities in criminal justice and the third sector.	Sector Manager, City-wide Services	30 Sept. 2017
23	Work with Police Scotland to establish baseline figures for police warnings and diversions.	Sector Manager, City-wide Services	30 Sept. 2017
23	Work with the Crown Office and Procurator Fiscal Service to establish baseline figures for fiscal diversions, supervised bail, and community sentences.	Sector Manager,	30 Sept. 2017

		City-wide Services	
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## PERSON-CENTRIC OUTCOMES

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**Outcome 5: Life chances are improved through needs, including health, financial inclusion, housing and safety being addressed.**

**Outcome 6: People develop positive relationships and more opportunities to participate and contribute through education, employment and leisure activities.**

**Outcome 7: Individuals' resilience and capacity for change and self-management are enhanced.**

**National indicators 25, 26 and 27: Individuals have made progress against the outcome.**

Local interventions designed to improve person-centric outcomes all follow a holistic approach addressing improved life chances, developing positive relationships and resilience at the same time. Consequently, the person-centric outcomes and related indicators are addressed jointly in this plan, as evidenced above. Outcomes are measured for individuals accessing community justice services. Examples are set out below.

The Caledonian System is the integrated approach to addressing domestic abuse. It combines a programme for male offenders with support services for women and children affected by domestic abuse, as both victims and witnesses. In the [evaluation of the Caledonian System](#) women reported that they felt safer and men who completed the programme were judged by case workers as posing a lower risk to partners, children and others by the end of the programme.

An evaluation of the **Edinburgh domestic abuse court** roll-out sought feedback from victims. It demonstrates the many successes of the domestic abuse court roll-out and the positive impact that can be achieved through effective support and intervention from all agencies and at every stage of the process.

The **Edinburgh Domestic Abuse Court Advocacy Service** (EDDACS) assists victims of domestic abuse to make informed choices relating to their circumstances, including person-centred work to improve confidence where victims are required to attend court at witnesses.

Performance information from **Willow** has demonstrated improvements in women's lives across a range of indicators, including improved mental health and engagement with services, improved problem solving skills, reduction in harmful behaviours to self and in alcohol and drug use, and a better understanding of the link between current difficulties and previous experiences of trauma. Many have been helped to resume care of their children.

The [Care Inspectorate report](#) on the residential unit for those who pose a risk of serious harm (July 2016) highlights that 'service users were supported to access housing, employment/training, health and finance and that outcomes for service users were positive.'

The positive outcomes for people subject to **community payback** are summarised in the exit questionnaires completed at the end of each order. Positive outcomes are cited in many areas, including employment and training, relationships and accommodation, and a reduction in drug and alcohol use.

The **Community Interventions Service for Sex Offenders (CISSO)** delivers the accredited programme for convicted sexual offenders: Moving Forward Making Changes. A national outcome evaluation is being planned for 2017. No control group is available therefore the evaluation will assess progress made towards short- and medium-term outcomes, which are expected to contribute towards the long-term outcome of decreasing offending behaviour.

**Scottish Government reporting:** Performance information for the [Caledonian system](#) is reported to the Scottish Government. An [evaluation of the programme](#) was conducted in 2016, which accompanies a [summary of the key findings](#).

An [annual report on the delivery of social work services in Edinburgh](#) is also submitted. This is a requirement of each local authority to enable [monitoring of the national social work landscape](#).

[Edinburgh’s Community Payback Order Annual Report 2015-16](#) is published online; along with other local authorities’ annual reports it informs the [Scottish Government Summary of Community Payback Order Local Authority Annual Reports 2015-16](#).

### Outcomes 5, 6 and 7 priority areas for improvement actions

Priority area (indicator)	Improvement action	Lead	Completion
25	Identify opportunities within existing pathways for vulnerable people to have access to health, wellbeing or other relevant interventions.	All	31 March 2018
27	Examine services proven to improve outcomes for individuals and consider whether the successful models can be replicated elsewhere.	Prolific Offenders Sub Group	31 March 2018

### Alignment to National Outcomes and Community Planning

The Edinburgh Community Justice Outcomes Improvement Plan supports the [Scottish Government’s National Outcomes](#) to: tackle the significant inequalities in Scottish society; live our lives safe from crime, disorder and danger; and build strong, resilient and supportive communities. It is being developed in line with the Edinburgh Community Planning Partnership’s vision: Edinburgh is a thriving, successful and sustainable capital city in which all forms of deprivation and inequality are reduced.

The Edinburgh Partnership works towards four strategic outcomes:

- Edinburgh’s economy delivers increased investment, jobs, and opportunities for all (strategic priority: reducing unemployment and tackling low pay)
- Edinburgh’s citizens experience improved health and wellbeing with reduced inequalities in health (strategic priorities: shifting the balance of care; reducing alcohol and drug misuse; reducing health inequalities)
- Edinburgh’s children and young people enjoy their childhood and fulfil their potential (strategic priorities: improving early support; improving outcomes for children in need; improving positive destinations)
- Edinburgh’s communities are safer and have improved physical and social fabric (strategic priorities: reducing antisocial behaviour, violence, harm; reducing reoffending; improving community cohesion, participation and infrastructure; increasing availability of affordable housing; reducing greenhouse gas emissions)



Development of the Community Justice Outcomes Improvement Plan has identified four key themes, which align with the vision for community justice in the National Strategy, and cut across a number of Edinburgh’s strategies and improvement plans listed at Appendix 1.

- Making communities safer through reducing crime and antisocial behaviour
- Reducing inequalities by improving access to services (health, housing, welfare)
- Building strong and inclusive communities
- Improving individuals’ resilience and life chances by creating more opportunities for participation in society (access to employment, education)

Public consultation events have highlighted those themes important to local communities and the Community Justice Outcomes Improvement Plan will feed into the development of the four Locality Improvement Plans, which will be in place by October 2017, and into the Edinburgh City Vision 2050.

### Governance Arrangements

Edinburgh’s Community Safety Partnership (CSP) has developed the Community Justice Outcomes Improvement Plan on behalf of Edinburgh’s Community Planning Partnership. Statutory partners approved the Plan on 1 March 2017. The CSP has responsibility for implementing and monitoring the Plan, including delivering the improvement actions for the structural and person-centred outcomes. The CSP will report progress under the national indicators to the Edinburgh Partnership annually, in addition to carrying out an annual review of the Plan. Edinburgh’s reporting structure for community justice is set out below.



### Participation statement

The Community Justice Outcomes Improvement Plan has been developed with the full participation of community justice partners and the third sector. Partners who contributed to the Plan’s development are listed at Appendix 2.

Feedback from the following activities was used to inform the Plan:

- online public consultation using survey questions and inviting comments
- Community Safety Partnership workshops to explore priority areas
- a short life community justice working group to gather input from partners
- consultation with people with offending backgrounds and their families
- consultation with victims and witnesses of crime and their families

The third sector is represented on the Community Safety Partnership and was included in the short life working group. Additional consultation events are planned with service users and the third sector in 2017/18 to support the Plan’s review and further development.



## **Appendix 1: Sources**

[Scottish Government National Performance Framework](#)

[Edinburgh Partnership Community Plan 2015-18](#)

[Edinburgh Partnership Prevention Strategic Plan 2015-18](#)

[Integration Joint Board Strategic Plan 2016-19](#)

[The City of Edinburgh Council Business Plan 2016-20](#)

[Edinburgh Local Policing Plan 2014-2017](#)

[Antisocial Behaviour Strategy 2016-19](#)

[Local Fire and Rescue Plan for the City of Edinburgh 2017-20](#)

[Edinburgh Alcohol and Drug Partnership Strategy and Delivery Plan 2015-18](#)

[Integrated Plan for Children and Young People 2015-18](#)

## **Appendix 2: Partners**

The partners are members of Edinburgh's Community Safety Partnership (CSP):

Elected member and chair of the CSP

Chief Social Work Officer, the City of Edinburgh Council

Senior Manager, Community Justice, City of Edinburgh Council

Senior Manager, Integration Joint Board for Health and Social Care

Programme Manager, Edinburgh Alcohol and Drug Partnership

Chief Superintendent, Police Scotland

Area Manager, Scottish Fire and Rescue Service

Governor, HMP Edinburgh, Scottish Prison Service

Strategic Programme Manager, NHS Lothian

Chief Executive, Edinburgh Voluntary Organisations Council

Area Manager, Skills Development Scotland

Procurator Fiscal, Crown Office and Procurator Fiscal Service

Scottish Courts and Tribunals Service