



**Northern
Community
Justice
Authority**

Area Plan 2014 – 2017

Foreword

As Convener of the Northern Community Justice Authority I am pleased to welcome you to our fourth Area Plan to Reduce Re-offending covering the 3 year period from April 2014 – March 2017.

The plan sets out how the CJA will take forward the duties laid out in the Management of Offenders etc (Scotland) Act 2005, and our commitment to the Scottish Government's Strategic Objectives and National Outcomes.

This Area Plan is of course set against a backdrop of the restructuring of community justice services. In December 2013 the Cabinet Secretary for Justice announced that under the new model to be taken forward to deliver community justice, the eight CJAs will cease to exist, with responsibility for the planning and delivery of community justice transferring to Community Planning Partnerships, with the new arrangements being unlikely to come into effect before the financial year 2016/17. Notwithstanding these planned changes, the Northern CJA is committed to endeavouring to ensure that all partners continue to work together to deliver the objectives and achieve the outcomes outlined in this Plan that will reflect a positive impact on communities and offenders, ensuring that offending in our local communities is reduced.

Members of the Community Justice Authority - the elected councillors from Aberdeen City, Aberdeenshire, Comhairle nan Eilean Siar, Highland, Moray, Orkney and Shetland - are grateful for the commitment and co-operation shown by all the partners involved in the Community Justice system which enabled this plan to be produced.

In 2012 the Scottish Government published 'The Strategy for Justice in Scotland'. Reducing Reoffending was identified as one of the priorities of that strategy, and is being progressed through the Reducing Re-offending Programme Board and its implementation workstreams. Two of the workstreams relate to throughcare arrangements, ensuring that both long and short term offenders have access to the services they need to reduce their reoffending, and to improving responses to women who offend (taking forward the recommendations of the 2012 Angiolini Commission). These priority areas form a key part of this Area Plan.

The challenge to local authorities, the Scottish Prison Service and all the partners involved in Community Justice in the North of Scotland continues to be to work together to reduce reoffending and promote safer communities. There is a strong emphasis on co-ordinated action to break the cycle of re-offending by ensuring proportionate and early interventions with effective integration into the community.

At the centre of these arrangements is an acknowledgement that for every crime there is a victim and victims must be at the forefront of our efforts, whilst maintaining our focus on engaging communities, to achieve long-term reassurance and well-being.



*Anne Robertson
Northern CJA Convener*

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Executive Summary

This Area Plan covers the three year period 2014 to 2017, and is the fourth such plan developed since CJAs were created by the Management of Offenders etc (Scotland) Act 2005. The Plan contains ten overriding priority areas and the supporting objectives which the Northern CJA and partners will work towards achieving over the next three years.

The Plan aims to build on progress made, and learning acquired, over previous area plan periods, and progress against the agreed objectives will be measured going forward by the Northern CJA and partners via the local performance framework.

The objectives for 2014 – 17 take into account local 'reducing reoffending' priorities which have been identified via consultation with a wide range of partners, at two Consultation Events, and by circulation of draft objectives to partners to seek their agreement to and engagement with the proposed Plan.

The Plan also endeavours to take into account the evolving national context, including; the principles established by the 'Commission on the Future Delivery of Public Services', chaired by Dr Campbell Christie CBE (June 2011), Scotland's National Performance Framework, the Scottish Government's 'Strategy for Justice in Scotland 2012' and Reducing Reoffending Programme (Phase 2), and the recommendations of the Women Offenders Commission (April 2012) and recent Audit Scotland Reports – 'An Overview of Scotland's Criminal Justice System' (September 2011) and 'Reducing Reoffending in Scotland' (November 2012).

In addition to these developments, the Criminal Justice System in Scotland is undergoing a period of significant structural change, including the restructuring of the Crown Office and Procurator Fiscal Service (COPFS) into three federations in April 2012, the creation of a single Scottish police force from April 2013, forthcoming changes to the structure of the Scottish Court Service, and the outcome of the Scottish Government's recent consultation on 'Redesigning the Community Justice System', which will result in the eight CJAs ceasing to exist, and responsibility for the planning and delivery of community justice transferring to Community Planning Partnerships.

During the forthcoming period of change, the Northern CJA is committed to keeping the needs of victims of crime, and of offenders and their families, all of whom are members of our communities, at the centre of thinking around the development and delivery of effective, evidence-based services to reduce reoffending in the Northern CJA area.

Introduction and Context

Scotland's eight CJAs were established by the Management of Offenders etc (Scotland) Act 2005 with the task of **working in partnership to reduce re-offending and contribute towards a safer and stronger Scotland**.

As devolved public bodies with strategic planning, monitoring and reporting functions, CJAs' functions (as outlined in the legislation) include the following:

- To prepare, in consultation with its partner bodies and Scottish Ministers, an area plan for reducing re-offending;
- To submit this plan to Ministers; and to monitor and report annually on compliance;
- To promote good practice in the management of offenders;
- To act as the accountable body for the management of the Criminal Justice Social Work (Section 27) grant funding.

The primary purpose of Community Justice Authorities is to bring together a broad range of agencies and services to achieve a more co-ordinated approach to delivering quality services for offenders and their families at a local level, with the jointly agreed task of reducing re-offending. It is a partnership arrangement in recognition that this is a complex landscape and that no single agency alone can manage a reduction in re-offending.

This Area Plan aims to set out how the Northern CJA will achieve its purpose over the next three years, learning from experience and building on progress already made, with key focuses on early intervention and prevention, and on developing holistic interventions which address a range of problems and are more likely to be effective in reducing reoffending. A summary of the Northern CJA's achievements and progress against the Area Plan 2011 – 2014 can be found at Appendix 1.

Strategic Context - National

This Area Plan is set against an increasingly complex backdrop of evolving national policy and strategy, and potentially also changes to legislation.

Commission on the Future Delivery of Public Services (June 2011)

In the light of budget constraints and the need to ensure sustainability of public services, the 'Christie Commission' was charged by the Scottish Government with identifying opportunities and obstacles to continuing to improve outcomes for the people of Scotland: by driving up the quality of services; and by redesigning services around the needs of citizens, tackling the underlying causes of those needs as well as the symptoms.

The Commission was chaired by Dr Campbell Christie CBE, and recommended the reform of public services informed by the following principles:

- Involving individuals and communities in the design and delivery of services;
- Closer partnership working by public service providers to integrate service provision;

- Prioritisation of expenditure on services which prevent negative outcomes from arising;
- Public services must become more efficient.

The Christie Commission findings and recommendations form a back-drop to all subsequent evolving changes to the public service landscape.

Scotland's National Performance Framework

The Scottish Government has stated, within its 'Scotland Performs' purpose, objectives and outcomes, a single aim; "to create a more successful country where all of Scotland can flourish through increasing sustainable economic growth." It also has the stated aims of wanting "to live in a successful Scotland: a healthy, safe, well-educated country, with a vibrant economy, opportunities for all, and a desire for Scotland to be fair, tolerant and green."

Of the 15 National Outcomes detailed in 'Scotland Performs', those most relevant to the remit of the Northern CJA are:

- National Outcome 8: we have improved the life chances for children, young people and families at risk;
- National Outcome 9: we live our lives safe from crime, disorder and danger;
- National Outcome 11: we have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others;
- National Outcome 15: our public services are high quality, continually improving, efficient and responsive to local people's needs.

A chart demonstrating the link between the NCJA's objectives and the National Outcomes, and the relationship of the NCJA's plans with those of partners, can be found on page 23.

Strategy for Justice in Scotland 2012

The [Strategy](#) describes an over-arching and consistent framework to which all who work for justice and community safety can align their efforts. It sets out a clear line of sight from programmes and activities to the overall vision and outcomes.

"Our vision is of a justice system that contributes positively to a flourishing Scotland, helping to create an inclusive and respectful society, in which all people and communities live in safety and security, individual and collective rights are supported, and disputes are resolved fairly and swiftly."

The Strategy sets out the approach being taken to meet identified priorities in working towards specified justice outcomes which feed into the 'Scotland Performs' national outcomes (see section above on 'Scotland's National Performance Framework').

Reducing Reoffending Programme Phase 2

One of the Programme Boards established by the Scottish Government to take forward elements of the Justice Strategy is the Reducing Reoffending Programme (RRP) Board. The focus of the first phase of RRP, which came to a close at the end of March 2012, was to work towards real alternatives to custody based on tough community sentencing combined with actions to address the root causes of an individual's offending.

RRP Achievements included:

- The implementation of Community Payback Orders;
- The implementation of the Whole System Approach to reducing re/offending by young people;
- The implementation of the LS/CMI (Level of Service/Case Management Inventory) assessment tool (an IT-based tool to support practitioners to conduct a thorough review of a person's circumstances, difficulties and strengths, that leads to a plan of intervention); and
- Completion of a national on-line directory of services and interventions.

The Scottish Government consulted widely about what further work should be done to build on the progress made in Phase 1 of the Reducing Reoffending Programme, and Phase 2 of the Programme was formally launched on 26 April 2012. This Phase is focused on making sure people who have offended use services and make the most of opportunities so that they fulfil their responsibilities as citizens and move away from offending.

Areas of work covered by RRP2:

- A comprehensive review of funding arrangements;
- Overhauling performance management - to seek clearer information on how well public money to reduce reoffending is spent, and on the impact of individual interventions;
- Services and throughcare - to ensure that short term offenders have access to the services they need to reduce their reoffending;
- Reforms to improve responses to women who offend - to take forward the Angiolini Commission's findings and to produce a longer term strategy that will deliver real and substantial improvements in the outcomes of women in the criminal justice system; and
- A cross-cutting workstream on community justice structures.

Commission on Women Offenders

The Commission was established by the Scottish Government in June 2011 to look at ways to improve outcomes for women in the criminal justice system. The Commission, which was chaired by The Right Hon Dame Elish Angiolini DBE QC, operated independently of the Scottish Government.

The remit of the Commission was 'to consider the evidence on how to improve outcomes for women in the criminal justice system; to make recommendations for

practical measures in this Parliament to reduce their reoffending and reverse the recent increase in the female prisoner population’.

The Commission launched its [final report](#) on 17 April 2012, and the Scottish Government [responded](#) formally to the findings of the Commission on 25 June 2012.

Audit Scotland Reports

1) An Overview of Scotland’s Criminal Justice System (September 2011)

Audit Scotland undertook a detailed [report](#) into the justice system.

Recommendations were made around improving:

- Support for victims and witnesses;
- Availability of cost and performance information;
- Efficiency in processing summary cases; and
- Funding and delivery of services for offenders.

2) Reducing Reoffending in Scotland (November 2012)

Following publication of the above report, the Scottish Parliament’s Public Audit Committee took evidence on the findings and published its own report in February 2012. In that report, the Committee asked Audit Scotland to look at a number of issues related to reducing reoffending in a further [performance audit](#).

This audit resulted in a number of recommendations:

- i) for Scottish Government
 - to improve arrangements for funding community justice
 - to improve performance measures
 - to review arrangements for managing offenders in the community
- ii) for Scottish Government, SPS, CJAs and councils
 - to work together to improve how services to reduce reoffending are planned, designed and delivered
- iii) for CJAs and councils
 - to work together to improve understanding of the unit costs of criminal justice social work.

Structures

In addition to the evolving policy and strategic landscape described above, a period of considerable structural change is currently underway within the arena of criminal and community justice.

- In April 2012 the Crown Office and Procurator Fiscal Service (COPFS) was restructured into three regional federations, with a fourth national federation;
- Scotland’s police forces were combined into one Police Scotland with effect from 1 April 2013;

- The Scottish Court Service has consulted about the shape of future court provision, and published proposals about changes to the structure of the Service in April 2013; and
- Following a consultation which closed in April 2013, further changes are anticipated to structures within community justice.

Strategic Context - Local

The Northern CJA comprises an elected Member (and substitute Member) from each of the seven local authorities in its area: Aberdeen City; Aberdeenshire; Eilean Siar; Highland; Moray; Orkney Islands; and Shetland Islands. More information about the Northern CJA's Members can be found on the NCJA website at: <http://www.northerncja.org.uk/NCJA-Members>

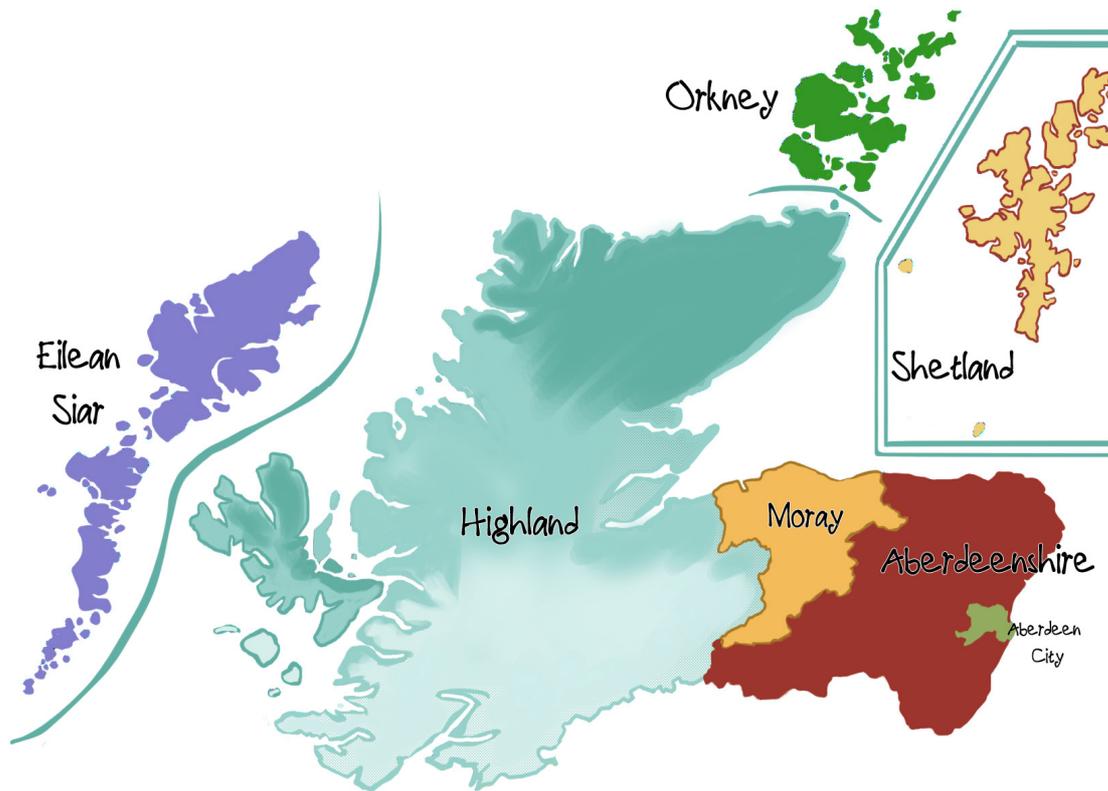
CJAs bring together a broad range of agencies to coordinate the delivery of quality services for offenders and their families at a local level. This partnership working reflects the challenges involved - **no single agency can manage a reduction in re-offending.**

CJAs, local authorities and the Scottish Prison Service share a special relationship defined as a "duty to co-operate". CJAs' statutory partners include these "duty to co-operate" partners, as well as Police, Crown Office and Procurator Fiscal Service (COPFS), Scottish Court Service, NHS and Third Sector Organisations.

Northern CJA's Statutory Partners:	Northern CJA's 3 rd Sector partners include:
Local Authorities Scottish Prison Service Scottish Court Service Police Scotland COPFS NHS	Victim Support Scotland Sacro Apex Scotland Action for Children Venture Trust

Northern CJA Area

The Northern CJA covers an extremely large and diverse geographical landscape, ranging from the third largest city in Scotland to vast remote areas on the mainland and the large numbers of islands forming the three island Authorities. The CJA recognises the importance of ensuring that there are close strategic and local links with other planning processes. This, combined with improving access to services, especially in rural and remote communities, is crucial to achieving better outcomes for communities, victims and offenders.



Map courtesy of Virginie Billet

Vision, Mission and Values

Our Vision

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

Our Mission

Community Justice Authorities, in order to create a safer Scotland will, through strategic planning and oversight, ensure the availability of services designed to reduce re-offending and promote multi-agency participation in working with offenders.

Our Values

As a public body our values are those defined by the Standards Commission for Scotland in line with the Ethical Standards in Public Life etc. (Scotland) Act 2000. These values are to conduct our business having regard to Duty and Public Service, and, Accountability and Stewardship.

We will act with selflessness, integrity, objectivity, openness, honesty, leadership and respect those we work with and the communities we serve.

National Priority – Transitions

The Scottish Government announced the outcome of its recent consultation, “Redesigning the Community Justice System”, in December 2013. The proposed model going forward is local strategic planning and delivery of Community Justice services through Community Planning Partnerships. A new national body will also be created and the duties and functions of this body are the subject of further consultation during early / mid 2014.

The new arrangements are unlikely to come into effect before the financial year 2016/17. The challenge for all involved in the criminal justice system in Scotland during this period will be to endeavour to ensure that the overall aims of ensuring the availability of services to reduce reoffending, and the promotion of multi agency participation in working with offenders to achieve this, remain at the forefront of considerations.

Nationally

The Northern CJA, along with Scotland’s other CJAs, will work with Scottish Government, Cosla, Solace, ADSW, the National Community Planning Group, SPS, 3rd Sector and other partners to contribute to the development of the new model of Community Justice for Scotland in respect of the development of the National Body and the transition to the delivery of Community Justice locally by Community Planning Partnerships.

Locally

The Northern CJA will proactively engage with Community Planning Partnerships, local authorities, SPS, NHS, Police Scotland, 3rd Sector and other Community Justice Partners in developing local approaches to the transition to the new model of delivery of Community Justice through Community Planning Partnerships. The NCJA will offer advice and support to CPP members and staff in the form of CJA-wide ‘learning events’, a ‘toolkit’ of resources which CPPs may find of use, and in any other way deemed desirable/useful as further detail about the way forward becomes known.

Whilst working with partners to implement changes brought about as part of the community justice re-design we will ensure that the interests of victims, offenders and their families and communities remain at the centre of considerations.

Strategic Objectives

The following priority areas and objectives have been agreed, in consultation with partners and taking into account national and local context, for this Area Plan period.

The over-riding objective of Northern CJA and partners is to reduce reoffending in the Northern CJA area.

Victims

Ensure victims' issues remain central to Northern CJA and partner plans to reduce reoffending.

Early Intervention, Prevention and Young People Who Offend

Maintain the focus of NCJA and partners on Early Intervention and Prevention, and the Whole System Approach, to support members of our communities who offend or who are at risk of offending, and to further reduce the number of young people entering the criminal justice system and custody in particular.

Women Offenders

Ensure provision of person-centred, evidence-lead, gender-specific support/services/interventions for Female Offenders, taking cognisance of the 2012 recommendations of the Women Offenders Commission.

High Risk Offenders including Domestic Abuse Perpetrators

Ensure provision of person-centred, evidence-lead support, services and interventions for high risk offenders including sex offenders and perpetrators of domestic abuse.

Pre-Disposal

Increase the focus on Pre-Disposal measures where appropriate, including diversion from prosecution, alternatives to remand, and other direct measures, to reduce the numbers of offenders sentenced (and potentially moving on to pass through the 'revolving door' of reoffending).

Community Sentences

Continue to support the increased use of all forms of community sentence where appropriate, such sentences to be delivered appropriately, efficiently and effectively, and ensure that custody is used for offenders who pose a significant risk to our communities.

Throughcare/Community Re-integration

Continue to work towards a prison culture where the maximisation of opportunities for prisoners to work towards more positive destinations is the norm, taking advantage in particular of the opportunities presented by the development of HMP & YOI Grampian.

Partnership Working, Sharing Good Practice, and Performance Management

Build on existing partnership links, and develop new links as appropriate, to ensure coordination of plans/strategies to reduce re/offending, and the provision of appropriate, effective, person-centred, evidence-based services, and developing outcomes-based performance management measures.

Workforce Development

Ensure the provision of timely and appropriate training which responds to need, as well as enhancing career development opportunities, to enable staff to adapt and perform effectively in a constantly changing Criminal Justice landscape.

Equality

Ensure equality and diversity are mainstreamed across the Northern CJA.

Local Priorities – Additional Information

Community Sentences

The Northern CJA will work towards increased engagement with ADPs and other health services in relation to increased effectiveness of community sentences in addressing health-related issues. The Northern CJA has active links with ADPs across the area, either directly or through representation by partners locally.

Women Offenders

The Northern CJA's commitment to undertake work on women offenders in line with the recommendations of the Women Offenders Commission will include progression of projects funded by specific 18- and 12- month funding to the end of March 2015 (in Aberdeen City, Aberdeenshire and Highland) and the Shine mentoring service, continuation of NCJA funding from the Section 27 allocation specifically for women offenders projects/services, and other projects/ways of working developed locally without specific additional funding. NCJA will receive regular reports on progress to achieve outcomes, will ensure sustainability, and will share good practice across all disciplines.

Throughcare and Community Reintegration

The Northern CJA will continue to work to improve engagement with partners to ensure meaningful access to relevant universal services. Current engagement already takes place on a regular basis with NHS Grampian, local authority housing/homeless services and JobCentre Plus in relation to services for offenders in HMP & YOI Grampian.

Challenges and Solutions

The Northern CJA will face a number of challenges in endeavouring to implement its Objectives for the three-year period 2014 – 17, both locally and in terms of the national landscape.

Challenge: Partnership Working

The CJA has significantly achieved its aim of bringing partners together to reduce reoffending, but 'silo' working still exists, and further improvements can be made:

- Links with NHS for services for offenders throughout their 'journey' through the criminal justice system and on return to the community, including in relation to mental health issues;
- Links with ADPs to improve meaningful coordination of effort in tackling substance misuse issues;
- Links with CPPs to work more closely on taking forward the 'Reducing Reoffending' agenda, particularly since its inclusion in Guidance on formation of Single Outcome Agreement priorities.

Solution:

The Northern CJA has active links with the North of Scotland Planning Group (a collaboration between NHS Grampian, NHS Highland, NHS Orkney, NHS Shetland, NHS Western Isles and NHS Tayside) and the Director of Public Health of NHS Grampian who periodically attend NCJA meetings. CJAs are represented nationally on the National Prisoner Healthcare Network. It is hoped that real advances can be made (where necessary) in terms of inter-agency relations and health care provision for offenders, including via improved access to universal services, in the Northern CJA area.

Networks are in place for the exchange of information with ADPs and CPPs, as well as mutual consultation on plans, strategies, etc, to ensure coordination of agendas. The Northern CJA relies on Members and partners to link in with ADPs and CPPs locally given the large geographical spread of the area. Further consideration can be given as to how to further improve joint working (although this may be overtaken by structural change).

Challenge: Community Integration

There remains a need for all involved in the criminal justice system to promote key messages in order to provide reassurance and inform some public perceptions about the criminal justice system and treatment of offenders: the benefits of community sentences as opposed to custody where appropriate; the need to support offenders (and their families) to reduce the likelihood of their reoffending, and to break the generational cycle of offending, as well as to punish; and that offenders are members of their communities, and communities can play a role in supporting individuals to a crime-free existence.

Solution:

All criminal justice partners can play a role in the consistent promotion of these key messages when they come into contact with members of the public, community groups, local politicians, media, etc, including in relation to Community Payback Order Unpaid Work, prison links with local communities, etc. The Northern CJA approach is outlined in our Communication Strategy for 2014 – 17.

Challenge: Provision of person-centred, needs-led, evidence-based support/services

The Northern CJA and partners need to ensure that services are in place in response to need/s of individuals, and are based on evidence of effectiveness.

Solution:

The development of HMP & YOI Grampian provides an ideal opportunity to ensure that services implemented are outcomes-driven. Other elements of the criminal justice system may need to review services in place, as well as how those services are evaluated to inform ongoing development of provision. Lessons learned can then be shared across the CJA. The Northern CJA performance framework is adapting over time to incorporate increased outcomes information.

Challenge: Finance/Resources

The Scottish Government is currently leading a comprehensive review of funding arrangements - to consider how best to maximise funding for those services which work best to reduce reoffending - via one of the workstreams of Phase II of its 'Reducing Reoffending Programme'. It is unlikely that decisions will be made about this review until Scottish Government decides the future design/structure of community justice in Scotland following its recent consultation.

The Northern CJA distributes around £12 million per annum to its constituent local authorities in respect of their Criminal Justice Social Work Service provision, and in 2013-14, further to one of the recommendations of the above review group, and to comments made by Audit Scotland in its 2012 report on "Reducing Reoffending in Scotland", CJAs were given increased flexibility to allocate funding as they deemed appropriate in accordance with agreed Area/Action Plans. Going forward both statutory and 3rd sector partners will be required to rise to the challenge of operating within ever tighter budgetary constraints, working 'smarter' in order to deliver efficient and effective statutory and 'non core' services which offer best value. The Northern CJA will continue to benchmark performance, and progress to reducing reoffending, through the local outcomes-focussed performance framework and through regular reporting on progress against planned outcomes of Reducing Reoffending projects, against resources deployed, to the quarterly NCJA meetings . A regular feature of Northern CJA meetings is the challenging of partners where expectations with regard to performance may not be being met.

Solution:

The Northern CJA has recently carried out a review of funding for core services (statutory services which local authorities have to provide) in advance of the 2014 – 17 Area Plan period. As a result of this review, core allocations were adjusted slightly for 2014-15, and similar adjustments will be applied for the financial years up to 2016-17. The CJA will also continue to build on its local outcomes-focussed

performance framework to enable the provision of meaningful outcomes information about services, and progress to reduce reoffending.

As referred to above, from 2013-14 CJAs were given increased flexibility to allocate Section 27 funding as they deemed appropriate in accordance with agreed Area/Action Plans. In relation to the 2014-15 Northern CJA Section 27 funding allocation, £8.9 million (71.6% of the total funding) was allocated to Core (statutory) Services using a formula which takes into account workload (average workload for core services) and needs factors (percentage share of Sheriffs Court business and percentage share of unemployed males aged 16 – 24). Just under £2 million (15.9%) was allocated to particular initiatives, pilots, etc, for which Scottish Government indicated that if the funding was not used for those purposes, discussions would be initiated about “whether the same amount of funding should be provided for that purpose.” That left a balance of £1.5 million (12.5%) which was allocated for use flexibly by the seven local authorities for projects to reduce reoffending in line with Area and Action Plans. As at the time of writing of this Area Plan, during the first year of increased flexibility of funding allocation, no detailed information is as yet available as to the impact of this on service delivery. Further information will be provided in future Northern CJA Annual Reports.

Challenge: Transition to new Community Justice Structures

The Scottish Government announced the results of its recent consultation, “Redesigning the Community Justice System”, in December 2013. Under the new model to be taken forward to deliver community justice, the eight CJAs will cease to exist, with responsibility for the planning and delivery of community justice transferring to Community Planning Partnerships. The new arrangements are unlikely to come into effect before the financial year 2016/17. The challenge for all involved in the criminal justice system in Scotland during this period will be to endeavour to ensure that the overall aims of ensuring the availability of services to reduce reoffending, and the promotion of multi agency participation in working with offenders to achieve this, remain at the forefront of considerations.

Solution:

The Northern CJA, along with Scotland’s other CJAs, will continue to work with partners to contribute to the changes brought about as part of the community justice re-design to ensure that the interests of victims, offenders and their families and communities remain at the centre of considerations.

Resources

Section 27 Funding

The Northern CJA receives around £12 million in “Section 27 funding”, for allocation to its constituent local authorities for the delivery of Criminal Justice Social Work Services. Section 27 of the Social Work (Scotland) Act 1968 Act states (following amendment by Section 21 of the Management of Offenders Act 2005) that Scottish Ministers may pay to a Community Justice Authority such amounts incurred by a Local Authority in providing a “relevant service”. The definition of “relevant service” includes:

- ⇒ submitting reports to Courts and Parole Board as required;
- ⇒ supervising offenders placed on probation, community service, supervised attendance order (SAO), drug treatment and testing order (DTTO), diversion or release from custody on supervision and;
- ⇒ a service enabling a Local Authority to comply with the area plan. (This can be a range of ‘reducing reoffending’ (non-core) projects undertaken/services provided by local authorities.)

Following a national review of Section 27 grant funding in 2012, Scottish Government agreed a range of changes to be effective from the 2013-14 allocation. One of the key elements of this was that funding would no longer be split into “core” and “non core”, but would be disbursed as a single “lump sum” for all relevant services.

A further review of Community Justice funding is underway by Scottish Government as part of the Reducing Reoffending, Phase 2 Programme. However, it is unlikely that decisions will be made about the review of the Section 27 funding formula until Scottish Government decides the future design of Community Justice in Scotland following the consultation process which closed on 30 April 2013.

The Northern CJA has undertaken a review of how Section 27 funding should be allocated for the new Area Plan period (2014-17), which resulted in small adjustments to the percentage of funding to be allocated to the four mainland local authorities. The proportion of funding allocated to the island authorities will remain unchanged.

The annual allocation of the Section 27 grant is agreed by circulation of a draft proposal to all local authority Directors, Heads of Service, Managers and Finance Officers for consideration. Any amendments are agreed, and then the proposal is submitted to a special meeting of the Northern CJA for consideration, further amendment as necessary, and then approval. Specific approval is sought from the CJA for any additional projects arising, or any variance of funding, in liaison with Scottish Government.

The Scottish Government makes clear that there is an expectation that resource allocation will be in line with Area Plan priorities. The links between the proposed 2014/15 allocation and the 2014 – 2017 Area Plan are detailed below.

A significant share of the 2014/15 proposed s27 allocation relates directly to the Area Plan priorities, these include Early Intervention, Prevention and Young People who

Offend, Women Offenders, High Risk Offenders including Domestic Abuse Perpetrators, Pre-disposal, Community Sentences Throughcare/Community Reintegration and Workforce Development. The total allocated to these specific areas is around £10 million or 80%.

The table below shows the extent to which the Northern CJA is the main financial sponsor of the objectives set out in this Area Plan:

Objective	Is Northern CJA the Main Financial Sponsor?
Victims	No. Victim Support Scotland is the main financial sponsor, NCJA Section 27 funding to Aberdeen City/Sacro for mediation and reparation, additional support from partnership arrangements.
Early & Effective Intervention, Young People Who Offend	No. Funding shared across partnership arrangements via Whole System Approach (and similar).
Women Offenders	Yes, with additional resourcing by individual partners and shared across partnership arrangements
High Risk/ Domestic Abuse Offenders	No. Funding shared across partnership arrangements, significantly Police Scotland and NHS/ADPs. NCJA Section 27 funding for MAPPA , Caledonian, JSOP/CSOGP/MFMC.
Pre-Disposal	No. Funding shared across partnership arrangements. NCJA Section 27 funding for Criminal Justice Social Work Reports, Diversion, Bail, Court Services, FWO pilots, Arrest Referral.
Community Sentences	Yes
Throughcare and Community Reintegration	Funding shared across partnership arrangements. NCJA Section 27 funding for Throughcare, Home Detention Curfew, Structured Deferred Sentence, Supported Accommodation.
Partnership Working, Sharing Good Practice and Performance Management	Funding shared across partnership arrangements.
Workforce Development	Yes
Equality	Funding shared across partnership arrangements.

The NCJA will also support the sustainability of the Reducing Reoffending Mentoring PSPs beyond April 2015 (assuming the PSPs are evaluated as successful) by working with the Scottish Government's Sub Group established to look at

sustainability issues. The NCJA will continue to consider sustainability of all projects on an ongoing basis.

More information about Northern CJA finances including grant allocations and annual accounts can be found on the Northern CJA website at: www.northerncja.org.uk/Our-Finances.

Other Resources

Different organisations e.g. Health, SPS, Job Centre Plus, ADPs amongst others, bring various resources to the Northern CJA which contribute to the Community Justice/Criminal Justice process.

CJA Running Costs

The Northern CJA receives an administration budget of approximately £222,000 annually which covers running costs. This includes staff costs, Members' travel expenses, stationery, telephones etc. The Northern CJA employs 3 staff, the Chief Officer, Chief Officer's Personal Assistant (0.5 fte) and a Planning Officer.

Financial Statement

Northern Community Justice Authority 2014-15 Section 27 Grant allocation	
Service	2014/15 Allocation
Islands (Including Supported Accommodation and MAPPA)	£962,100
Community Orders	£4,119,300
Criminal Justice Social Work Reports	£1,590,900
Throughcare	£956,600
HDC, Diversion, Bail, Court Services & DTTOs	£1,268,900
Caledonian Programme	£140,000
MF/MC	£409,500
Delivery of the National Training Programme	£59,800
Fiscal Work Order Pilots	£75,000
MAPPA	£251,400
Venture Trust	£572,100
Venture Trust Management Fee	£12,000
Arrest Referral	£130,000
Reducing Reoffending Projects	£1,438,200
Women Offenders Projects	£100,000
Women's Justice Centre and additional services*	£329,400
Structured Deferred Sentence	£98,200
Unallocated**	£5,000
Overall Total	£12,519,100

Communication and Consultation

Communication

In conjunction with the development of this Area Plan we have developed a Communication Strategy 2014-2017 to reflect the strategic aims and objectives within this plan. The Communication Strategy sets out how we will promote consistent key messages and ensure the Scottish Government, partners and, most importantly, communities and victims of crime, are kept informed of all relevant matters. We will do this through a variety of mediums; by the production of reports to the CJA, by the production of regular newsletters and bulletins, by maintaining our web site and keeping the content up to date and meaningful, by the production of our annual report and by using all other media-related opportunities at our disposal.

Continual engagement with service users has been mainstreamed in relation to community sentences via Exit Questionnaires, summary results of which are regularly reported to the Northern CJA as part of the outcomes-focussed performance framework. Feedback from service users is also sought on other projects and services by means of interviews, focus groups, questionnaires, etc, and the results used to inform the ongoing development of services.

Community consultation also takes place regularly across the Northern CJA area with regards to the benefits of Community Payback Orders, and potential Unpaid Work opportunities, to ensure that local need is addressed.

Progress

We will, within the CJA's administrative budget, produce information on our progress throughout the planning period. Regular reports will be submitted to the Northern CJA detailing progress being made against the Plan by the respective authorities and partners.

Performance

We will report on our performance at both national and local levels.

Statutory performance indicators will be reported on by local authorities as required. National performance information will be gathered and provided as required. CJAs have compiled, and maintain, an interim National Performance Framework, which includes data on reconviction rates, recorded crime, victimisation rates, community sentences, licence recalls, and sex offender recidivism rates. A workstream of Scottish Government's Reducing Reoffending Programme Phase 2 is to review performance measurement in community justice.

Locally performance will continue to be monitored by the Northern CJA: quarterly in respect of Criminal Justice Social Work services and an Area Plan Delivery Report; six-monthly via updates on progress against the Annual Action Plan; and annually in respect of the Multi Agency Public Protection Arrangements. We will continue to detail aspects of our performance in our annual reports, and performance information will also be available in official Inspection Reports as required.

Consultation

The Northern CJA's approach of consultation and inclusion, and the promotion of links with partner bodies, reflects a planning environment designed to ensure that all partners have an opportunity to fully participate in the work of the CJA. Northern CJA members, local authorities, the Scottish Prison Service and statutory and other public and 3rd sector partners were fully consulted throughout the process of preparing this plan. Well attended consultation events were held in Inverness and Aberdeen, where partners came together to assist in the development of this plan and to identify and agree local priorities.

Measuring Achievement

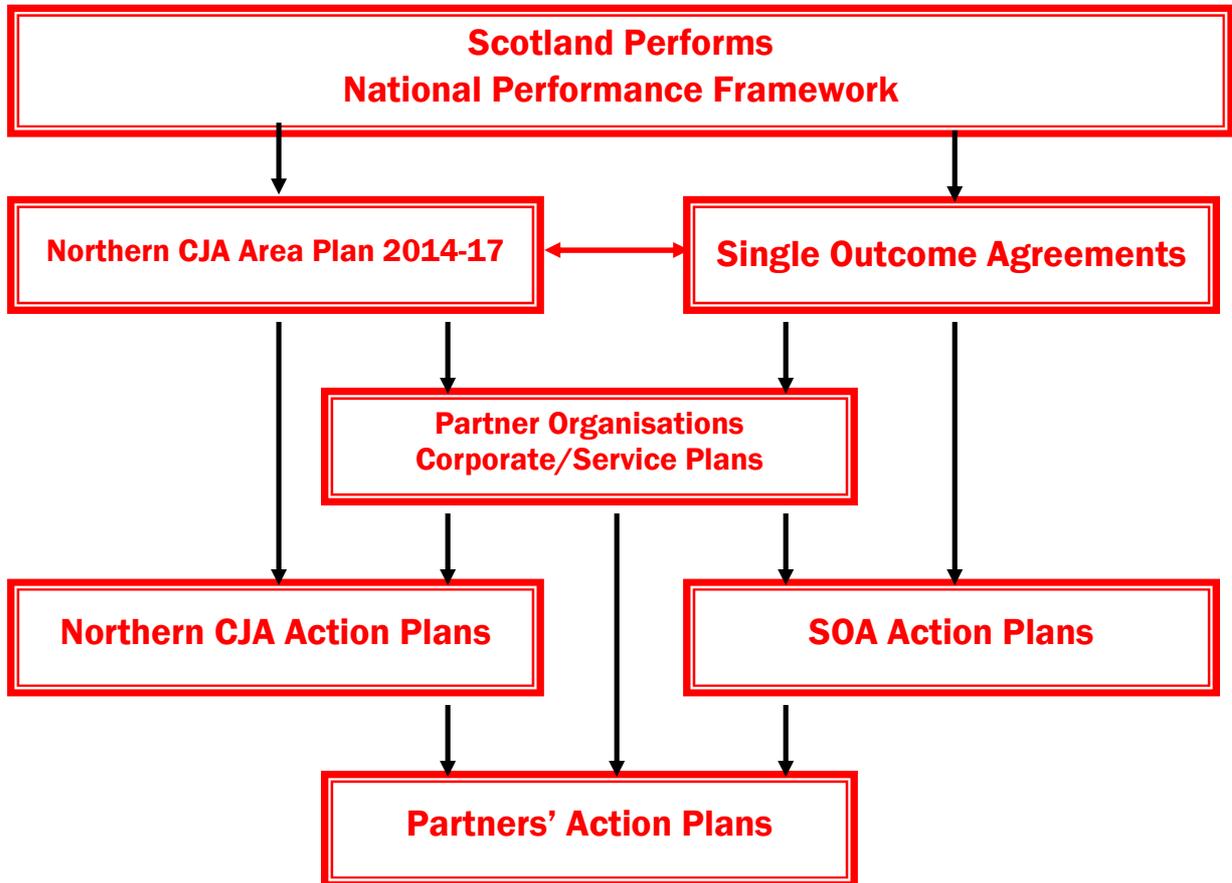
How we measure our achievements as a Community Justice Authority is essentially about how we manage the CJA effectively as a strategic planning and monitoring body focussing our efforts in order to achieve our intended outcomes. The Performance Management Framework supports this by providing information and evidence about how well partners are achieving their objectives, both individually and collectively, and considering what may be done to improve them further.

Performance of Criminal Justice Social Work Services in relation to Community Payback Orders is measured using a robust locally-developed outcomes-focussed framework, via which the NCJA receives a quarterly report on achievement of outcomes. Where new projects are planned, logic models are drawn up, in consultation with relevant partners, to identify appropriate short, medium and long term outcomes and related evaluation mechanisms, and regular reports are submitted to the NCJA on progress towards achievement of these, with reference to resourcing deployed. Wider stakeholders receive updates via circulation of NCJA agendas and papers, which are also published on the NCJA website. Plans are in place to review Community Sentences during 2014-15, applying a 'logic model' approach, to ensure services forming part of Community Payback Orders/Requirements contribute to outcomes and are evidence-based.

In relation to centrally funded projects, eg Caledonian, Moving Forward: Making Changes, Fiscal Work Order Pilots, MAPPA, Training and Venture Trust, the Northern CJA will receive update reports including outcomes information and in relation to resources deployed.

Planning Hierarchy

This component seeks to place the CJA Area Plan 2014-17 in the context of our partners' key plans, it indicates the way in which the CJA seeks to influence the direction of the different layers of planning which provide increasing detail about how our shared outcomes will be delivered, what we will actually do and who is responsible and accountable for its achievement.



While our own performance management processes are robust in their own right they are further supported when they are embedded within Single Outcome Agreements and our partner organisations own plans as high level commitments which in turn translate into more detail within service plans and finally within work plans for teams and individuals. This then is the 'golden thread'.

Progress Against the Northern CJA Area Plan 2011 – 14

1. Improve Joint Working Practices

The Northern CJA and partners continue to work together to build on the unique opportunities that the development of HMP & YOI Grampian presents to develop an innovative model for service provision within a community facing prison. The Northern CJA Chief Officer chairs regular meetings of representatives from SPS, local authorities, NHS and other partners, to provide a strategic overview of the project, and ensure sharing of information about developments, as well as meetings of the Leads of the four Workstreams established to progress the specific areas of Community Integration, Health and Wellbeing, Family Support, and Education and Employment. The Northern CJA is also leading on the development of a 'Family Help Hub' to be built adjacent to the prison.

Partners from across the Northern CJA have continued to meet on a quarterly basis to progress the implementation of the annual action plans, to address issues as requested by the Northern CJA, to discuss common challenges, and to share good practice.

Consistent and effective assessment and management of high risk offenders, and the development of MAPPA processes, has been ensured by partners via their representation on and contribution to the MAPPA Strategic Oversight Group. This included the commissioning of a Serious Case Review which was published in April 2012.

Links with other planning processes, particularly Community Planning Partnerships (CPPs), have been strengthened, at both a Northern CJA and a local level, to ensure a two way exchange of information and a closer alignment of strategies, priorities and objectives. This has become of increasing importance since the addition of 'Reducing Reoffending' as a new key priority to be included in CPP Single Outcome Agreements from 2013 – 14 onwards.

2. Improve Information Sharing

The Northern CJA 2011 – 14 Communication Strategy has been implemented in a number of ways: a new Northern CJA website and content have been developed; E-Bulletin updates are circulated round to partners following the quarterly Northern CJA meetings; Northern CJA Members now receive samples of media coverage relating to local community justice issues on a regular basis; and the Northern CJA continues to promote the use of the national Interventions Directory to partners.

3. Improve Community Integration

As described under 1. above, the Northern CJA has continued to work with the SPS and all partners in the development of HMP & YOI Grampian and the provision of associated services to achieve a best practice model for a community facing prison accommodating prisoners from across the Northern CJA area. Work continues to take place around all the prisons in the Northern CJA area to build positive links with local communities.

The Northern CJA and partners have sought to engage with communities to provide reassurance in respect of offending and to raise awareness of the positive work being carried out by offenders, particularly in relation to Community Payback Orders.

DTTO and Substance Misuse service provision has been successfully devolved to Criminal Justice Social Work Services in Aberdeen City, Aberdeenshire and Moray, and

budgets redistributed accordingly. Minor teething problems were ironed out and effective working relationships established with NHS and community partners.

Police have been working with Victim Support Scotland (VSS) and internal stakeholders to improve the quality, meaningfulness and method of data transfer to VSS. VSS community and court-based services have been successfully integrated in Orkney and Shetland.

4. Improve the Shared Management of Resources and Policy Development

The Northern CJA Performance & Practice Sub Group, lead by Highland Council, developed a new outcome-focussed performance framework based on a logic model, which continues to become established since its implementation in Autumn 2012. The Northern CJA contributed to a national CJA response to the Scottish Government's consultation on performance management in community justice (July 2012), and the Performance and Practice Sub Group also submitted a response. The Northern CJA contributed to the development of, and provides update information for, an interim national CJA performance framework.

Links are in place locally and at Northern CJA level with Alcohol and Drugs Partnerships across the area to pursue joint working and shared agendas as appropriate.

5. Young People Who Offend

The roll-out of the Whole System Approach and Early and Effective Intervention (for under 18s) continues across the Northern CJA area. Services provided by partner agencies under the Whole System Approach can include diversion from prosecution, restorative justice, assertive outreach, intensive support, court support and services for victims.

6. Pre Disposal

Partners continue to promote and develop the use of bail supervision schemes, although numbers of referrals are variable. An increase in the use of Diversion from Prosecution has been seen across the CJA, particularly for young offenders as part of the Whole System Approach.

7. Effective Community Disposals

Community Payback Orders (CPOs) were successfully implemented and became effective from February 2011. Local community referral processes are in place for unpaid work projects, and partners endeavour to promote the use of CPOs as an alternative to custody. The performance of Criminal Justice Social Work Services in relation to CPOs is monitored by a quarterly report to the Northern CJA, with management continuing to address any immediacy and speed issues.

8. Custodial Sentence Management

As described under 1. above, the Northern CJA has continued to work with the SPS and all partners in the development of HMP & YOI Grampian and the provision of associated services to achieve a best practice model for a community facing prison accommodating prisoners from across the Northern CJA area.

The Northern CJA continues to work with SPS to promote the use of Community Integration Plans (to support the return of individuals to the community on release from prison), and use of such plans is increasing. The use of, and training in, Level of

Service/Case Management Inventory (LS/CMI) risk and needs assessment tool has been rolled out across the Northern CJA area.

9. Community Reintegration

Routine screening is in place to identify the needs of short term offenders going into custody in Peterhead and Aberdeen, and will be in place for all offenders in HMP & YOI Grampian. Organisations and services work in partnership with offenders in HMP Aberdeen via the ADJUST programme, and with women in the Community Integration Units at HMPs Inverness and Aberdeen, to support their needs prior to and after liberation.

As referred to in 4. above, links are in place locally and at Northern CJA level with Alcohol and Drugs Partnerships across the area to pursue joint working and shared agendas as appropriate.

The Northern CJA has supported the development of Public Social Partnership (PSP) bids for funding from the Reducing Reoffending Change Fund for mentoring services for female and prolific young male offenders, and continues to endeavour to bring Northern CJA partners together to support the roll-out of these services.

10. Workforce Development

The Training and Workforce Development Sub Group has revised and refreshed the Northern CJA Training Plan, and the Training & Development Officer continues to push forward and promote the roll-out of relevant service-lead multi-agency training.

Glossary of Terms

ADP	Alcohol and Drug Partnership
CIP	Community Integration Plan
CIU	Community Integration Unit
CJA	Community Justice Authority
CJSW	Criminal Justice Social Work
COPFS	Crown Office and Procurator Fiscal Service
CPO	Community Payback Order
CPP	Community Planning Partnership
DTTO	Drug Treatment and Testing Order
FWO	Fiscal Work Order
GP	General Practitioner (doctor)
HMP	Her Majesty's Prison
HMP & YOI	Her Majesty's Prison and Young Offenders Institute
LS/CMI	Level of Service Case Management Inventory (Risk Assessment Tool)
MAPPA	Multi Agency Public Protection Arrangements
NCJA	Northern Community Justice Authority
NHS	National Health Service
PSP	Public Social Partnership
RRP	Reducing Reoffending Programme
SPS	Scottish Prison Service
TDO	Training and Development Officer



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