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# Outer Hebrides Community Justice Partnership

## COMMUNITY JUSTICE OUTCOMES IMPROVEMENT PLAN

2017/18



## FOREWORD

The Outer Hebrides Community Justice Partnership represents the best of public service – where a range of independent statutory and third sector bodies come together to plan better-connected services, focused on improving outcomes for people involved in offending and the victims of crime.

Community justice is not a niche agenda – it is about ensuring that all people have an opportunity to live purposeful and fulfilling lives.

The new model for Community Justice, underpinned by the Community Justice (Scotland) Act 2016, will transform the community justice landscape to bring forward a more prominent local perspective. The new model places planning at the local level where decisions can be made by people who know their area best. A legal duty is placed on statutory Community Justice Partners to engage in this planning process and report annually on their progress towards improving community justice outcomes. These outcomes are set out in this document.

The Partnership wants to make progress on a number of areas during 2017/18, including the development of a comprehensive communications strategy, which is capable of addressing misperceptions about levels of crime and which outlines the actions being taken by public services to improve community justice outcomes; identifying mechanisms to support community engagement, receiving effective feedback from communities in respect of issues relevant to the community justice agenda; exploring opportunities to support volunteering and building community capacity in support of the community justice outcomes; and better understanding the support available to victims of crime and people involved in criminal justice. By the end of the financial year, we would hope to be in a position to write a comprehensive three year strategy to improve outcomes and improve lives.

**Dr. Ron Culley. Chief Officer Western Isles Integration Joint Board. Chair, Outer Hebrides Community Justice Partnership.**



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**OUTER HEBRIDES COMMUNITY JUSTICE PARTNERSHIP**

Chief Officer Western Isles Integration Joint Board, (Chair, Outer Hebrides Community Justice Partnership.)
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Head of Social & Partnership Services, Social and Community Services, CnES
Criminal Justice Partnership Manager, CnES
Housing Services Managers, CnES
Chief Executive, NHS Western Isles
Director of Public Health, NHS Western Isles
Area Commander, Police Scotland
Group Manager, The Scottish Fire and Rescue Service
Area Manager, North Region, Skills Development Scotland
The Scottish Courts and Tribunal Services and the Crown Office
Divisional Head of Strategy, Planning and Partnerships, Scottish Prison Service
Chair, Third Sector Interface (TSI) Western Isles
Chief Executive and Operational Manager, Hebridean Housing Partnership
Coordinator, Western Isles Women's Aid
Coordinator, Western Isles Rape Crisis Centre
Chair, Outer Hebrides Alcohol and Drug Partnership



## 1. INTRODUCTION

The following Community Justice Outcomes and Improvement Plan (CJOIP) sets out the vision of the Outer Hebrides Community Justice Partnership for a period of one year: 1 April 2017 - 31st March 2018

A three year comprehensive CJOIP will be by the Partnership and will be completed by October 2017. Monitoring and evaluation of the CJOIP will be ongoing and act as a crucial point of reference to inform future Plans.

The Scottish Government **Vision** for Community Justice is;

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.

The Scottish Government's **Mission Statement** for Community Justice is;

We will achieve this Vision by effectively implementing the Scottish Government's plans for penal policy to:

- Deliver a decisive shift in the balance between community and custodial sentences by:
- Increasing the use of community based interventions: and
- Reducing the use of short term custodial sentences:
- Improve the reintegration from custody to community

The Scottish Government's **Priorities for Community Justice** are;

Extensive consultation with stakeholders has made clear that the Scottish Government's vision and mission will be delivered by prioritising action in the following areas

- Improved community understanding and participation.
- Strategic planning and partnership working.
- Effective use of evidence-based interventions.
- Equal access to services.

The Scottish Government's vision for Community Justice is underpinned by the following Principles:

- People must be held to account for their offences, in a way that recognises the impact on victims of crime and is mindful of risks to the public, while being proportionate and effective in preventing and reducing further offending.
- Re-integrating those who have committed offences into the community, and helping them to realise their potential, will create a safer and fairer society for all.
- Every intervention should maximise opportunities for preventing and reducing offending as early as possible, before problems escalate.



- Community justice outcomes cannot be improved by one stakeholder alone. We must work in partnership to address these complex issues.
- Informed communities who participate in community justice will lead to more effective services and policies with greater legitimacy.
- High quality, person-centred and collaborative services should be available to address the needs of those who have committed offences, their families, and victims of crime

Source: Scottish Government <http://www.gov.scot/Publications/2016/11/5600/2>

### Community Justice is ...

“the collection of individuals, agencies and services that work together to support and manage people who have committed offences, from the point of arrest, through prosecution, custody or community disposal and alternatives to those, until they are reintegrated into the community. Local communities and the third sector are a vital part of this process which aims to prevent and reduce reoffending and the harm that it causes, to promote desistance, social inclusion and citizenship.”

National Strategy for Community Justice, Scottish Government, November 2016.

<http://www.gov.scot/Publications/2016/11/5600>

The new model for Community Justice, underpinned by the Community Justice (Scotland) Act 2016, will transform the community justice landscape to bring a local perspective to community justice. The new model places planning at the local level where decisions can be made by people who know their area best. A legal duty is placed on statutory Community Justice Partners to engage in this planning process and report annually on their progress towards improving community justice outcomes.

Partnership working is crucial to improving community justice outcomes and Community Planning Partnerships have an important role to play in facilitating this. In addition to the statutory partners, this requires the input of a diverse range of individuals and organisations covering a wide-range of interests, including housing, employability, and health and wellbeing. The diagram below shows the range of partners and stakeholders who have a role to play in community justice.

The Community Justice (Scotland) Act 2016 places a legal duty on a range of statutory partners to plan and decide on how services are delivered within the Outer Hebrides to support prevention and a reduction in the number of people reoffending following a previous conviction. This approach aims to address the underlying causes of offending behaviour. Partners will work with a range of individuals and organisations that have a role to play in community justice. Statutory partners for community justice as outlined in the Act are:

<b>Local Authorities</b>	<b>Police Scotland</b>	<b>Scottish Fire &amp; Rescue Service</b>
<b>Scottish Ministers (i.e. Scottish Prison Service, Crown Office And Procurator Fiscal Service</b>	<b>Health Boards</b>	<b>Integrated Joint Boards for Health &amp; Social Care</b>
<b>Skills Development Scotland</b>	<b>Scottish Courts and Tribunals Service</b>	

<http://www.gov.scot/Publications/2016/11/4628/2>



The third sector plays an important role in improving community justice outcomes. They are a source of innovation, responsiveness and flexibility, and can provide a meaningful connection to otherwise hard-to-reach service users and communities. The most effective way to improve outcomes for people and communities is by joined up working with the third sector at the planning stage.

Community is at the heart of the new model. Whether challenging stigma, employing people with convictions, or participating in community justice planning - improving community justice outcomes will require the involvement and support of local people and businesses. It is vital that this includes victims of crime, people who have committed offences, families, and the community bodies that represent them.

Source <http://www.gov.scot/Publications/2016/11/5600/3>

A national organisation has been established called Community Justice Scotland which will monitor performance across each local authority area in the achievement of seven common Community Justice Outcomes. A national strategy, performance indicators and a reporting framework set the strategic direction for partners and support delivery within the Outer Hebrides and more broadly across Scotland. Common outcomes cover structural or person-centric outcomes and progress will be reported upon annually. All seven common outcomes form part of this plan:

### **Structural Outcomes – What we deliver as partners**

- Communities improve their understanding and participation in community justice
- Partners plan and deliver services in a more strategic and collaborative way
- People have better access to the services they require, including welfare, health and wellbeing, housing and employability
- Effective interventions should be delivered to prevent and reduce the risk of further offending.

### **Person-centric Outcomes – Changes to users**

- Life chances are improved through needs, including health, financial inclusion, housing and safety being addressed
- People develop positive relationships and more opportunities to participate and contribute through education, employment and leisure activities
- Individual's resilience and capacity for change and self-management are enhanced.

There is a strong evidence base that identifies the underlying causes of offending behaviour and those factors that can be a positive effect on attitudes and prevalence of future offending known as criminogenic needs. The complex needs that services support have been identified as;

- Availability of suitable Housing
- Health
- Education and Training
- Relationships with friends and family
- Substance misuse
- Financial difficulties
- Attitudes to offending
- Employment
- Mental Health



The Outer Hebrides Community Justice Outcomes Improvement Plan sets out the improvement actions identified as being necessary to support achievement of the common outcomes.

#### 4. DECLARATION OF INTENT

Participation in the community justice plan is an ongoing process whereby the Community Justice Partnership Manager, will continue to ensure there is liaison with statutory & non statutory partners, third sector organisations, those affected by crime, those persons with an offending history and their families whereby cognisance is taken of the issues which affect our communities in order that these can be reflected in community justice plans for the forthcoming years.

#### 5. EVIDENCING NEED

Evidencing need in relation to offenders can be difficult to quantify within the data currently available to us. For example, NHS Western Isles may record the rates of alcohol related admissions; however this does not reveal the numbers of those who offend who have been admitted to hospital due to alcohol.

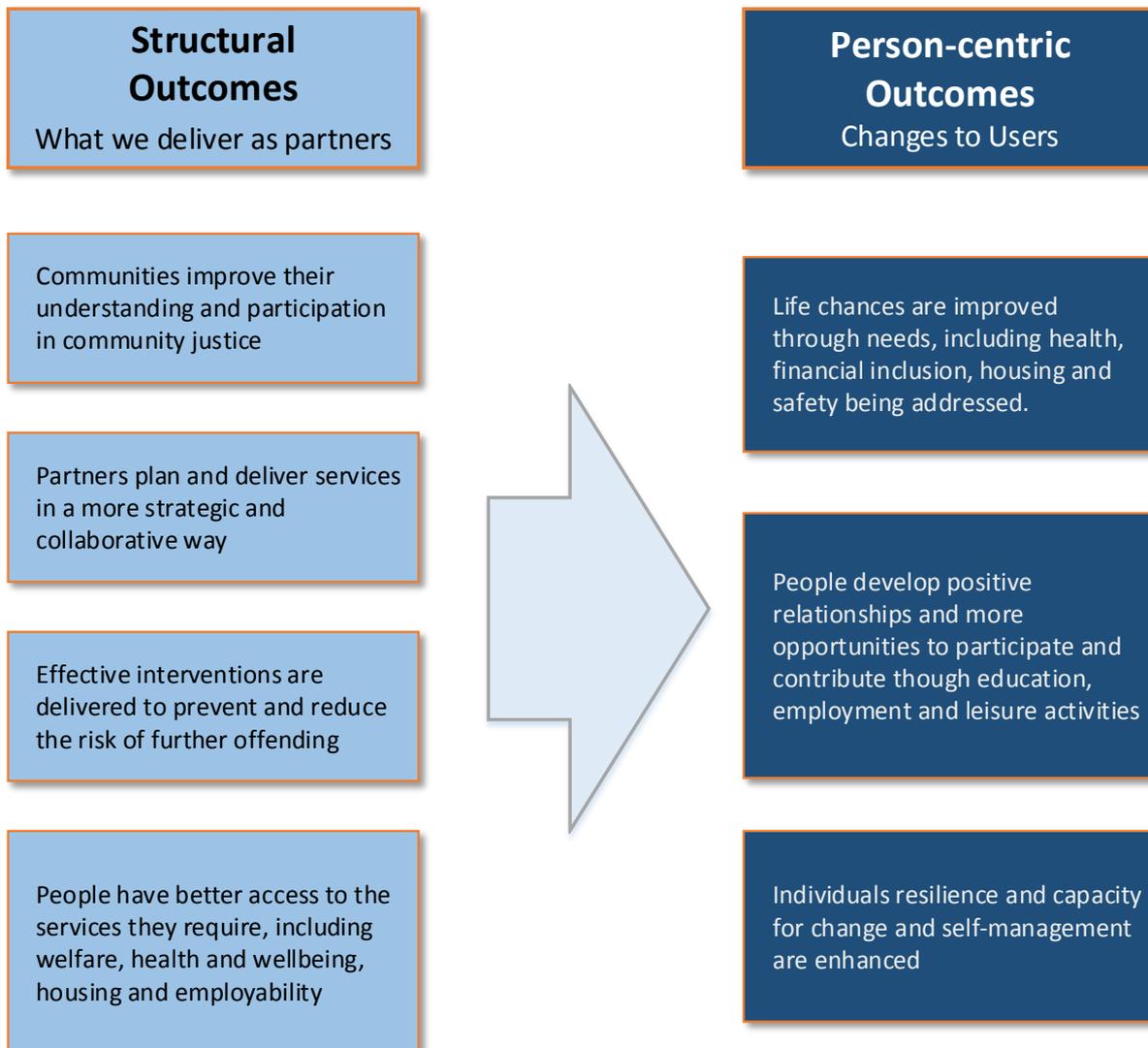
The Needs Assessment and Community Justice Transition Plan 2016 / 2017 were both created to establish baseline information; designed to inform and act as a contextual point of reference for the development of this Community Justice Outcomes Improvement Plan (CJOIP) for the Outer Hebrides thus ensuring the smooth transfer of accountability for Community Justice to community planning.

The key messages that flow from the needs assessment are as follows:

1. The Outer Hebrides has the second lowest recorded crime rate in Scotland, demonstrating that it is a safe place to live.
2. Not only are the Outer Hebrides the second safest place to live, we are experiencing a downward trends across almost all crime related indicators, indicating that our local public services are delivering against statutory obligations.
3. Although there are relatively low rates of crime, the Outer Hebrides has witnessed increasing levels of crime in respect of domestic violence and sexual offences. While this follows the national trend, it suggests that the Community Justice Partnership should focus on better understanding the reasons for these trends, and to decide upon a course of action which will contribute to the amelioration of this position.
4. Although levels of crime in general are falling, the perception of the local community is that crime prevalence is increasing. This dissonance indicates that the Community Justice Partnership should develop a communication strategy that is capable of addressing misperceptions about levels of crime.
5. In respect of substance misuse, while the Outer Hebrides does not have a major challenge in respect of drug misuse, levels of alcohol misuse are still higher than the national average, despite recent improvements in this area. This indicates that the Community Justice Partnership should continue to reflect on actions that can be taken by constituent partners.

## 6. COMMUNITY JUSTICE OUTCOMES, PERFORMANCE AND IMPROVEMENT FRAMEWORK,

### The set of Common Outcomes and Indicators



Source: <http://www.gov.scot/Publications/2016/11/3701/3>

### What are the Common Outcomes?

The common outcomes, shown in the diagram above contain both person-centric and structural outcomes. They are based on existing evidence and are strongly linked to supporting an individual's desistance from offending.

The structural outcomes are those which the statutory Community Justice Partners have more direct control over or they may readily influence as they relate to services or actions that they deliver upon; the person-centric ones are those which the statutory Community Justice Partners may have less direct control over as they may be impacted by a range of different factors but in which partners play a key role in supporting and delivering that change. These outcomes are directly linked to the complex needs at an individual level which are so often key to preventing and reducing further offending and promoting desistance.

Both sets of outcomes are equally important because the person-centric outcomes are largely dependent on achievements made under the structural outcomes.

The statutory Community Justice Partners, working with the Third Sector, community bodies and individuals, will have a contribution to make towards all outcomes. Some may require one partner to take a lead in an area but that partner will require the contribution from others to achieve the outcomes, reinforcing the principle of collective responsibility which underpins the new model for community justice.

Structural Outcome	Why is this outcome important?
Communities improve their understanding and participation in community justice	<p>The degree to which the community understands and supports community justice services has a strong effect upon their overall effectiveness. The extent to which the public are willing to engage with people with convictions has a major impact in key areas, for example access to housing and opportunities for employment. Many community justice services are made possible through members of the public offering their time through community groups and volunteering with organisations that seek to prevent and reduce further offending.</p> <p>The visibility of and public attitude towards the community justice landscape is important in encouraging a culture of volunteering that extends to community justice services. Public services that protect and support victims of crimes are also important in terms of fostering confidence.</p>
Partners plan and deliver services in a more strategic and collaborative way	A key focus under the model for community justice is to ensure effective partnership working through establishing joint prioritisation and planning processes, and integrated delivery, working across organisational boundaries to promote synergies and efficient use of resources.
Effective interventions are delivered to prevent and reduce the risk of further offending	A key tenet of the vision for community justice is to prevent escalation of the criminal justice system response through the use of diversion from prosecution and non-court disposals where appropriate, and minimising the use of prison in favour of community sentences and alternatives to remand. Effective interventions are those which are proportionate, timely, tailored to the individual and person-centred. By working to a broader definition of interventions, this outcome brings a wider range of partners than purely justice interventions such as health and those delivered by the Third Sector.
People have better access to the services they require, including welfare, health and wellbeing, housing and employability	The evidence is clear that addressing basic needs such as housing, healthcare and welfare are key to promoting desistance and preventing and reducing further offending. Improving access to services, crucially including initiatives to improve equity of access, will ensure that people who have offended get the support they need, when they need it, to make a real difference to their lives.

The above outcomes are expected to lead to improved person-centric outcomes.



## Person-centric Outcomes

Person-Centric Outcome	Why is this outcome important?
Life chances are improved through needs, including health, financial inclusion, housing and safety being addressed	Individuals within the criminal justice system experience poorer physical and mental health in comparison to the general population. It is also generally accepted that there is a well-established link between substance misuse and offending behaviour. It is acknowledged that insecure housing is an issue that disproportionately affects those who have been convicted and this outcome seeks to address this disparity. Having access to a regular income can promote desistance and an individual's capacity for change.
People develop positive relationships and more opportunities to participate and contribute through education, employment and leisure activities	There is consistent evidence that maintained or improved relationships with families, peers and community reduces the risk of re-offending. There is also a strong link between educational and developmental opportunities and a lowered risk of reoffending.
Individual's resilience and capacity for change and self-management are enhanced	Resilience is the capacity for successful adaptation, positive functioning or competence under adverse conditions: this is an important factor in the desistance journey. Desistance research also stresses the importance of individuals' self-efficacy and agency (that is, belief in one's own ability to complete tasks), and suggests that establishing a sense of motivation and capacity for change is important in desisting from crime.

In turn, the achievement of the structural and person-centric outcomes will lead to the prevention and reduction of further offending, fewer victims of crime and the achievement of broader social outcomes for Scotland.

### The Indicators for the Common Outcomes

Key to the development of indicators has been striking the correct balance between those which ensure that statutory Community Justice Partners demonstrate the achievement of outcomes to communities and their lines of accountability, with assurance provided across Scotland by Community Justice Scotland, whilst ensuring that this does not become a major data collection exercise.

The following types of indicator have been developed in the table shown below:

**Quantitative:** those which require statistical data and analysis. If something is defined as a common indicator here, it must be measured consistently and robustly across local areas. We also need to be clear that some measures will be contextual due to issues of attribution.

**Change and impact:** affords the opportunity to show activity that has been carried out, what this has meant for the local area, the impact of the activity, the resultant change, user and community views; leading to the sharing of good practice. Undertaking the activity is not an end in itself but a precursor to achieving an improved outcome. Partners should consider and measure the improvement, the movement for the service or individual, the impact and the change for people and communities brought about as a result of the activity. The '5 Step Approach to Evaluation' explains this in more depth.

**Contextual information:** contextual drivers, including those of demand, to guide planning rather than direct indicators of performance. <http://www.gov.scot/Publications/2016/05/32>



## OUTER HEBRIDES COMMUNITY JUSTICE PLAN 2017 – 2018

### STRUCTURAL OUTCOMES

Outcome	Action	Deliverables	Lead	Timeline
<b>1. Communities improve their understanding and participation in community justice</b>	<b>Develop a comprehensive communications strategy, which is capable of addressing misperceptions about levels of crime and which outlines the actions being taken by public services to improve community justice outcomes</b>	Communications strategy is agreed and disseminated across all partners and appropriate media outlets	<b>CJ Manager</b>	<b>December 2017</b>
	<b>Identify mechanisms to support community engagement, eliciting effective feedback from communities in respect of issues relevant to the community justice agenda</b>	Locality Planning Groups have identified local community justice issues for consideration at the CJP	<b>IJB Chief Officer</b>	<b>December 2017</b>
		Discussions with third sector partners about how best to provide peer support to people who have been involved in offending have been undertaken and specific actions have been devised by the CJP to take this forward	<b>CJ Manager/ TSI</b>	<b>March 2018</b>
	<b>Ensuring that constituent partners and the CJP as a whole look for opportunities to co-produce and co-design services that are designed to improve community justice outcomes</b>	A full mapping exercise has been undertaken to determine the level of coproduction across the CJP	<b>CJP Leads</b>	<b>September 2017</b>
	<b>Explore opportunities to support volunteering and building community capacity in support of the community justice outcomes</b>	A full mapping exercise has been undertaken to determine the level of volunteering across the CJP	<b>CJP Leads</b>	<b>September 2017</b>
	Mentoring and support options are developed across all constituent partners to support those involved in offending	<b>CJ Manager/ TSI</b>	<b>March 2018</b>	



Outcome	Action	Deliverables	Lead	Timeline
<p><b>2. Partners plan and deliver services in a more strategic and collaborative way</b></p>	<p><b>The CJP uses data analysis to ensure that the constituent partners plan and deliver services to people involved in offending in a more holistic way</b></p> <p><b>The Community Justice Partnership should better understand the reasons for an increase in domestic violence and sexual crimes, and to decide upon a course of action which will contribute to the amelioration of this position.</b></p> <p><b>The Community Justice Partnership should continue to reflect on actions that can be taken by constituent partners in respect of tackling alcohol misuse.</b></p> <p><b>Constituent partners explore opportunities to join-up operational delivery, where this would have a material benefit to service users</b></p> <p><b>Appropriate linkages are made to Sub-groups of the CPP, particularly around prevention.</b></p> <p><b>The CJP produces a three year Local Outcome Improvement Plan for the period 2018-21</b></p>	<p>The CJP monitors data trends across all areas of responsibility</p> <p>A paper is brought to the CJP examining academic evidence and local intelligence in respect of increases in this area of criminal activity</p> <p>The ADP is asked to provide an overview of interventions and impact in respect of supporting people who misuse alcohol</p> <p>A paper is brought to the CJP exploring areas of joint service delivery</p> <p>Minutes of the CJP meetings are disseminated to all relevant CPP groups and mutual exchange of work plans and actions</p> <p>The existing one-year plan is used as a foundation to develop a longer-term plan focused on improving community justice outcomes</p>	<p><b>Health Intelligence</b></p> <p><b>CJ Manager</b></p> <p><b>Director of Public Health</b></p> <p><b>Chief Officer, IJB</b></p> <p><b>Community Partnerships Manager</b></p> <p><b>CJ Manager</b></p>	<p><b>Quarterly</b></p> <p><b>September 2017</b></p> <p><b>September 2017</b></p> <p><b>June 2017</b></p> <p><b>Ongoing</b></p> <p><b>March 2018</b></p>

Outcome	Action	Deliverables	Lead	Timeline
<b>3. People have better access to the services they require, including welfare, health and wellbeing, housing and employability Communities</b>	<b>The CJP undertakes action to improve the collective understanding of the community justice experience in the Outer Hebrides</b>	A series of case studies are produced, which reflect the experience/transitions of people who have been involved in offending (including families and friends)	<b>CJ Manager</b>	<b>December 2017</b>
		Using the case study material, identify barriers to services and appraise the effectiveness of local interventions by statutory and third sector bodies	<b>CJ Manager</b>	<b>December 2017</b>
	<b>The CJP partners develop a greater awareness of criminogenic need</b>	Produce an action plan to address any barriers emerging from the CJP needs assessment and case study work	<b>CJ Manager</b>	<b>December 2017</b>
		Events and training are delivered across public bodies to ensure that front line public servants are more aware of criminogenic need	<b>CJ Manager</b>	<b>September 2017</b>
		A paper is brought to the CJP to describe existing practice in respect of victim support arrangements, including possible gaps in service	<b>Police Scotland Area Commander</b>	<b>June 2017</b>
<b>The CJP better understands the support available to victims of crime</b>				
<b>4. Effective Interventions are delivered to prevent and reduce the risk of further offending</b>	<b>The CJP undertakes work to better understand the distance travelled by people who have been involved in community justice</b>	A series of case studies are produced, which reflect the experience and distance travelled of people who have been involved in offending (including families and friends)	<b>CJ Manager</b>	<b>December 2017</b>
		Examples of best practice are shared between constituent partners in respect of lessons learned from Multi-agency Public Protection Arrangements (MAPPA) and Multi-agency Risk Assessment Conferences (MARAC)	<b>CJ Manager</b>	<b>September 2017</b>