

West Lothian Community Justice Strategic Plan 2019-2024

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West Lothian Community Justice Strategic Plan 2019-2024

Foreword

The West Lothian Community Justice Strategic Plan 2019-2024 is our first such plan to be developed within the new framework for Community Justice in Scotland. Its predecessors (the Reducing Reoffending Strategic Plans for 2012-15 and 2013-18) focused on the commitment of all partner agencies to work together to address identified priorities which would contribute to Reducing Re-offending.

Changes in focus at national and local level over the past five years, explained within this plan, have resulted in the broadening of our shared agenda, and in the formalisation of shared responsibility for its delivery among an even wider range of local and national partners.

Arguably the most significant change has been the increased recognition that making our communities safer by reducing re-offending requires systemic change. The change in focus towards Community Justice, both nationally and locally, recognises that there is a wide range of factors that may contribute to a person committing an offence; in turn this has led to the widening of the responsibilities of many organisations which would not formerly have seen themselves as directly involved in this demanding agenda.

A shared commitment to 'working up-stream' – recognising and dealing as soon as possible with the range of problems and poor influences that contribute to later offending – is essential. This will be the most significantly changed aspect of our practice: helping communities to make changes that make them safer; helping families in stress, and supporting individuals to make the changes in their lives that will put them at less risk, both to themselves and others. At the same time, we recognise that there are challenges in planning appropriate services in a period of extreme financial stringency.

Partners in the West Lothian Community Planning Partnership have already seen the benefits of working closely, and look forward to further developing effective joint working practices through the life of this plan.

Kirsteen Sullivan

Chair
West Lothian Community Planning Partnership

Introduction

West Lothian Community Planning Partnership (CPP) formally took responsibility for Community Justice planning and service delivery on 1st April 2017, after a transitional year devoted to establishing the new arrangements locally. The concept of Community Justice has been developed across Scotland over the past five years, following the publication of two separate national reports¹ that each commented on the challenges for a wide range of justice partners in ensuring positive outcomes for people who find themselves in the justice system.

The developing vision for Community Justice included a new approach to partnership in planning and delivering the wide range of services in Scotland that are intended to reduce re-offending and to make communities safer. Community Justice has a clear focus on communities, in terms both of improving the lives of residents and of taking into account their concerns and aspirations, but also acknowledges that communities are able to contribute to improving their own well-being.

Our work is carried out in accordance with the requirements of two separate pieces of Scottish legislation: the Community Empowerment (Scotland) Act 2015, and the Community Justice (Scotland) Act 2016, but also encompasses the wider philosophy underpinning Community Justice, explained throughout this Plan.

¹ Reports by Audit Scotland (September 2011) and the Commission on Women Offenders (April 2012)

Our Vision for Community Justice Services

Making our communities safer and more resilient

We are committed to protecting our communities by reducing the threat and harm caused by crime and antisocial behaviour. Through addressing vulnerability and the consequences of inequalities in our communities, we will work to protect people, preventing all forms of abuse, neglect and exploitation. Our focus on prevention and early intervention will improve the safety and wellbeing of individuals both in public places and in their homes. We will continue to work with and listen to our communities, encouraging them to take shared responsibility for their neighbourhoods and to become more resilient both through this support and by better using their own resources.

Supporting people with criminal convictions to change their behaviour and become valued citizens.

Although some people who commit an offence will have only short-term contact with the justice system, others will need longer-term support in avoiding further offending. Justice partners will help and support these individuals as they address the complex issues that underpin such offending, with the aim of ensuring they feel and behave as fully integrated and responsible members of their communities.

Our Commitment to Effective Partnership

We recognise that both the quality and the effectiveness of our services rely on the commitment, dedication and ability of staff in a range of organisations across West Lothian. On a daily basis, they make a difference for our communities, and for people who have committed offences, for their victims, and for those close to them. As a partnership, we are committed to ensuring that our collective workforce has the necessary skills and knowledge to provide high quality services in this challenging environment. We recognise that we should continue to build our partnership with the communities that we serve, in order to provide services that are closely matched to their needs, and to harness the many strengths of those communities.

Principles

The Community Justice Strategic Plan has been developed to encompass the following principles:

- Partners will work together to utilise all available resources from the public, private and third sectors, individuals, groups and communities
- Services will work closely with individuals and communities to better understand their needs, to make best use of talents and resources, to support self-reliance, and to build resilience
- There will be a focus on delivering integrated services that deliver measurable results
- Early intervention and prevention approaches will be prioritised to reduce demand and reduce inequalities
- Identify and target the underlying causes of multi-generational deprivation and low aspiration.

How we have developed this plan.

This plan derives from:

- Previous planning carried out among what are now termed Community Justice partners in West Lothian over the period of seven years since we developed our initial concept of Reducing Re-offending partnership work
- Our work to adapt previous structures of governance to make them suitable for the extended agenda and vision of Community Justice.
- Debate within our new governance structure, which has highlighted some of the issues that we consider to be Priority areas.
- Many of the issues raised here feature in existing planning.
- National strategic planning, including the development of National Outcomes.

Of **The National Outcomes**, the most significant within the context of Community Justice are:

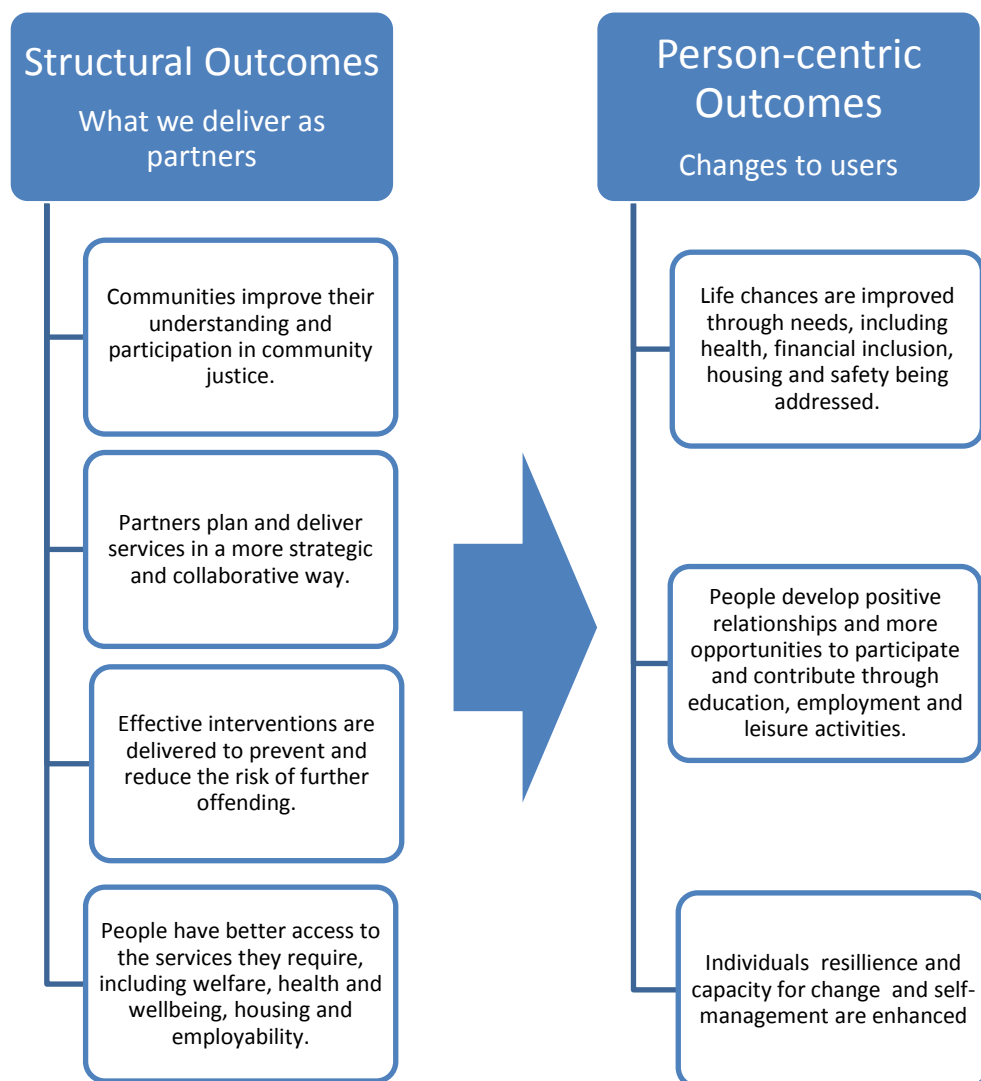
- Outcome 8 – We have improved the life chances for people at risk
- Outcome 9 – We live our lives free from crime, disorder and danger
- Outcome 13 – We take pride in a strong, fair and inclusive society

West Lothian CPP's Local Outcomes Improvement Plan defines two outcomes that are the most significant for the Community Justice agenda:

- We live in resilient, cohesive and safe communities
- People most at risk are protected and supported to achieve improved life chances

The Scottish Government's Community Justice Outcomes Framework

The Community Justice Outcomes Improvement Framework (OPIF) identifies a set of common outcomes that will be used across Scotland. They are in two categories. Structural outcomes define what we deliver in local and national partnerships, while Person-centric Outcomes focus on the changes experienced by users of these services. These outcomes are the framework against which we map the actions laid out in this Strategic Plan.



The Development of Community Justice in Scotland

The model of Community Justice now being implemented in Scotland involves Community Planning Partnerships (CPPs) taking on responsibility for local planning, management and delivery of a range of services focusing on reducing re-offending and creating safer communities. Community Justice Scotland, a national organisation, offers leadership and co-ordination, development and roll-out of best practice, and provides the interface with the Scottish Government. Other national organisations that have a role in this agenda include the Risk Management Authority and the Care Inspectorate.

The Strategic Context for Community Justice in Scotland

Legislation

Two separate acts of the Scottish Parliament define Community Justice and the responsibilities of bodies for its administration.

- **The Criminal Justice (Scotland) Act 2016** gives a precise and relatively narrow definition of Community Justice, in relation to local delivery of services to people aged 16 or over who, in summary, are subject to bail conditions, community disposals or post-prison release control requirements. Responsibilities include:
 - managing and supporting these people with a view to them not offending in future or at least, reducing future offending by them;
 - making it easier for these people to access support services of all types;
 - helping prepare convicted prisoners for release; and
 - working to put in place the relevant general services that they are likely to need immediately following their release.
- The **Community Empowerment (Scotland) Act 2015** emphasises and extends the duty of statutory and third sector bodies to co-operate and to work with communities in the planning and delivery of services that will improve outcomes for those communities.

Scotland's wider vision for Community Justice

Scottish ministers and leaders of Community Justice Scotland have been consistent in promoting a much wider agenda for Community Justice. The National Strategy for Community Justice (2016) develops a comprehensive explanation of the principles of Community Justice. It includes the following propositions:

- Scotland is a modern, progressive country committed to tackling inequalities.
- Our justice system should support those in our justice system to turn their behaviours around and become contributors to an inclusive and respectful society.
- We know about the considerable challenges facing the people who live in the most deprived parts of our society.
- We understand that people who are victims of crime, and those who offend and their families, are drawn disproportionately from these areas.
- The National Strategy for Community Justice requires us to adopt a preventative approach that not only reduces crime and the number of future victims of crime, but also helps to create a more just, equitable and inclusive society where people's life chances are improved and our public resources are made best use of.
- We should adopt a holistic approach, which will:
 - help people to make positive changes in their lives, and help tackle the underlying causes of their offending.
 - encourage community justice partners to provide tailored wrap-around services which work with people as individuals, and which recognise their strengths, needs and aspirations.
- The evidence is clear that better access to welfare, housing and health services, wellbeing and employability assistance can reduce or even prevent offending from occurring in the first place.

West Lothian Demographic Overview

Population and demography

West Lothian is in Central Scotland, has a population of about 181,310 (National Records of Scotland 2017 mid-year estimate). This is an increase of 0.7% from 180,130 in 2016. Over the same period, the population of Scotland increased by 0.4%.

It covers an area of 165 square miles, two thirds of which are predominantly used for agriculture and a tenth of the area is taken up by urban development. In the east-central band there is a large shale oil field, whilst the area in the west is dominated by Scotland's central coalfield. Both of these natural resources were greatly exploited in the 19th and early 20th centuries and contributed to the development of a number of West Lothian's communities. The rapid development of these 'boom' communities meant the loss of these industries was felt heavily, and this legacy has resulted in some small but prominent concentrations of deprivation.

West Lothian has undergone significant change over the last ten years in demography, physical environment and its economy. These changes have presented opportunities and challenges for West Lothian's communities and the organisations that deliver services in the area.

In the period 2016 to 2026 it is predicted that the population will grow by 6.6%, this is the 6th highest percentage change in population size out of the 32 council areas in Scotland. The population of Scotland over the same time frame is expected to increase by only 3.2%.

Inequalities

- West Lothian has 239 datazones, 16 of which fall within the worst 15% of the Scottish Index of Multiple Deprivation
- The Campaign to End Child Poverty estimated that 22 % of children in West Lothian are living in relative poverty after housing costs, a similar level to that for Scotland as a whole.
- Almost 9000 people in West Lothian live within some of the most deprived areas in Scotland, which accounts for around 5% of West Lothian's total population
- 24% of children in West Lothian live in low income working households, compared to 25% for Scotland
- Around 22,000 households in West Lothian (28%) are defined as fuel poor, spending more than 10% of their income on gas and electricity costs
- A significant proportion of households are earning less than the average weekly wage; a quarter of West Lothian households earn less than £16,000 and approximately 38% earn less than £20,000.

The Challenging Economic Environment

Prior to the economic downturn, the percentage of West Lothian households that were in poverty was relatively stable, however in the last few years this has begun to change. This is a trend that is evident at both a local and national level. Recent analysis of the income domain of the Scottish Index of Multiple Deprivation (SIMD) indicates that there has been an increase in income and employment deprivation in the most deprived SIMD zones in West Lothian. The continuing economic downturn and political changes, mainly around welfare reform, have increased employment deprivation, financial hardship and homelessness, particularly in already deprived areas where there is less resilience. This has served to increase the inequality gap in West Lothian, Scotland and the UK.

Community Justice Provision in West Lothian

The organisation with primary responsibility for the provision of community-based criminal justice services in West Lothian has been West Lothian Council's Criminal and Youth Justice Service. However, it is clear that this service does not and cannot work in isolation and that partnership working is key to the development and delivery of effective services to meet the needs of people in West Lothian.

In West Lothian partners work together to deliver a wide range of community-based responses to offending focusing on:

- reducing the risk of people becoming involved in offending;
- changing behaviour;
- reducing risk-factors for individuals who have offended and
- providing alternative ways of dealing with issues – reducing the need for prosecution, pre-sentence remand, or imprisonment.

The Criminal and Youth Justice Service continues to have legal responsibility for the management of a range of court orders and prison aftercare licences, with responsibilities closely aligned to the needs of the core group defined in Community Justice legislation. While any order or licence may have a range of tasks to be undertaken, the main areas of activity are:

- supervision of people who have offended and providing support and opportunities for behaviour change
- monitoring the activities and behaviour of the most concerning people (usually a shared responsibility with other organisations)
- arranging reparative activities to be carried out as punishment and to support attitudinal change.

The service also provides early intervention support for both young people at risk of offending, and for adults who are alleged to have committed an offence but do not have a history of such behaviour.

A multi-agency approach taken is also taken to help to reduce the re-offending behaviour of sexual and violent offenders to protect the public from serious harm through Multi Agency Public Protection Arrangements (MAPPA).

Effective partnership working is well embedded in West Lothian and there is a long and solid history of good inter-agency working relationships. These relationships have been further enhanced by the increasing co-location of a number of relevant services within the West Lothian Civic Centre. The significant recurring issues that feature in the lives of many people who have committed offences require a wide variety of responses and the close contact between relevant partners, including in some areas shared processes for allocating tasks has led to more joined-up service provision.

The vision for Community Justice in West Lothian is about more than working only with individuals, it is instead about improving our communities by making them safer. This is a vision that cannot be achieved by a single service or agency and must be taken forward through meaningful partnership working with a wide range of organisations and with communities themselves.

How We Work Together

Governance

Partners in West Lothian are committed to working together to deliver and develop services that meet the needs of people who offend, their families, and their communities.

Since 1st April 2017, the West Lothian Community Planning Partnership (CPP) has been responsible for developing Community Justice in West Lothian. The governance arrangements for Community Justice in West Lothian are detailed in the chart below. The lead body for the wider implementation and planning of Community Justice in West Lothian is the Safer Communities Strategic Planning Group. The Community Justice Sub-Committee has particular responsibility for co-ordinating those services targeted at individuals.

The links between sub-committees are ensured through managerial oversight and overlapping sub-committee membership.



Key Partners for Community Justice

The statutory partners defined in the Community Justice (Scotland) Act (2016) are:



The West Lothian Community Planning Partnership has 21 partners who have varying degrees of responsibility for the delivery of the Community Justice agenda:



West Lothian's wider Community Justice Partnership also includes other bodies whose work makes a significant contribution:

- organisations with a specific responsibility for young people: the West Lothian Youth Action project and the Inclusion Aftercare Team.
- Sodexo Justice Services, which runs HMP Addiewell.
- All agencies dealing with substance misuse are represented in the Addiction Care Partnership.

Our Workforce

We recognise that the quality and effectiveness of our services depend on the commitment, dedication, knowledge and skills of staff in a number of organisations across West Lothian. By supporting people who have committed offences to improve their lives, they support the families of these individuals and help to make our communities safer. As a partnership we are committed to ensuring that our collective workforce has the necessary skills and knowledge to provide high quality services in this challenging environment. We also recognise the important role of our workforce in acting as ambassadors for the broader concept of Community Justice.

Strategic Context: West Lothian

Local overview

This Plan is intended to align with existing plans and strategies across the West Lothian Community Planning Partnership area, in particular:

- West Lothian Local Outcomes Improvement Plan 2013- 23
- West Lothian Community Justice Outcomes Improvement Plan
- West Lothian Council Corporate Plan
- West Lothian Regeneration Framework 2013-2034
- West Lothian Children's Services Plan 2017-2020
- West Lothian Youth Justice Development Plan
- West Lothian Anti-Poverty Strategy 2018-2023
- West Lothian Local Police Plan 2017-2020

West Lothian Local Outcomes Improvement sets out the long term vision for West Lothian, details the local outcomes that will be prioritised and sets out how the West Lothian Community Planning Partnership will deliver on these.

West Lothian Community Justice Outcomes Improvement Plan, published in March 2017, defines a range of actions that will be taken by West Lothian Justice Partners and others to make communities safer.

West Lothian Council Corporate Plan sets the Council's strategic direction and identifies our priorities for the years between 2018 and 2023. These priorities are the focus for all council services, as we work together to deliver better services for West Lothian. One of the priorities identified within the plan is - Reducing crime and improving community safety.

West Lothian Regeneration Framework 2013-2034 provides the long term plan for targeted action to improve the life chances of those living in our most disadvantaged communities.

West Lothian Children's Services Plan 2017-2020 outlines the work of the West Lothian Children and Families Strategic Planning Group which focuses on improving outcome for children, young people and their families in West Lothian. The key priorities identified within the plan are Early Intervention and Prevention, Corporate Parenting, Child Protection, Violence Against Women and Girls, Youth Justice, Transition and Substance Misuse.

West Lothian Youth Justice Development Plan incorporates the main priorities of the Scottish Government's Preventing Offending Getting it Right for Children and Young People Strategy and builds on recent progress made in the Youth Justice system. The key priorities are advancing the Whole System approach and enhancing services in order to improve life chances for young people.

West Lothian Anti-Poverty Strategy 2018-2023 sets out how the Community Planning Partnership will address poverty at a local level.

West Lothian Local Police Plan 2017-2020 defines the policing issues specific to West Lothian, and identifies links between this and other significant strategies.

Our Priorities: Young People Who Offend

When a person offends at a young age there is a higher than average risk of them going on to offend as an adult. We therefore recognise the importance of working together to reduce youth offending. Supporting young people to make positive lifestyle choices is a partnership responsibility and is integral to West Lothian's vision of helping make Scotland the best place to grow up.

Background

The Whole System Approach (WSA) was introduced to West Lothian in 2011, to ensure that partners shared a streamlined and consistent planning, assessment and decision-making process for all young people under 21, who offend. We will in due course extend the approach to cover all under-25 year olds in line with intended changes in Scottish law.

What we are doing

The main ethos of the Whole System Approach is that many young people can and should be diverted from statutory measures, prosecution and custody through early intervention and robust community alternatives.

The Whole System Approach covers six core areas; work on each of these should make lasting improvement in outcomes for young people:

- Early and Effective Intervention (EEI);
- Opportunities to divert young people from prosecution;
- Court Support;
- Community Alternatives to residential school, secure care and custody;
- Managing risk of serious harm, including changing behaviour of those in residential school, secure care and custody, and particularly those young people who are at risk of committing sexual harm and
- Improving reintegration back into the community.

How we will develop our services for children and young people

Apart from the areas outlined above, we will work together to:

- divert children and young people from Serious Organised Crime;
- equip practitioners with appropriate skills to recognise and work with those at risk of Child Sexual Exploitation;
- ensure timely and effective services to respond to mental health and well-being needs;
- minimise risk in relation to the impact of New Psychoactive Substances (NPS);
- improve victims' and community confidence;
- support vulnerable girls and young women and
- support all of our young people to make the best possible transition to adulthood, recognising that some young people, including those with additional needs, and Care Leavers, may need some additional support.

Partners in West Lothian are working together to ensure that young people develop ambitious life goals. We recognise that outcomes are poorer for young people with additional needs and for care leavers than for the general population. We are committed to closing this gap through effective transition planning and through the development of local opportunities.

We have already:

- invested in the holistic pre-employability services to address the barriers that prevent care leavers from moving into employment, education and or training;
- employed a graduate trainee to map the current transition arrangements to identify gaps and will revise transition pathways for young people with additional needs and
- worked with West Lothian College to develop learning programmes ensure opportunities for progression are maximised.

We will work together to:

- improve access to services to support the health and wellbeing of our most vulnerable young people;
- ensure that there is access to supported accommodation and appropriate housing;
- improve access to post-school education and training and
- support all young people into sustained employment.

Key Outcome	•We develop and deliver services that improve outcomes for children and young people most at risk
Stretch Aim	•To extend the Whole Systems Approach in West Lothian up to the age of 26, in line with the Children and Young People (Scotland) Act 2014
Key Indicator	•Proportion of young people identified as high risk, whose risk is reduced within 6 months of intervention

Our Priorities: Women Who Offend

Women comprise a relatively small part of both the prison population and the wider offending population. Gender-neutral sentencing tends to lead to more punitive approaches to sentencing for women, with use of custody being disproportionate to their offending behaviour when compared with male offenders. We support the concept of a range of specific responses to the needs of women in the justice system, and believe that attitudinal change is required across the entire justice system.

Background

There is a substantial body of research which highlights the ways in which women are disadvantaged by the justice system. Women in the justice system are more likely, when compared with men: to be convicted of non-violent offences; to have fewer previous convictions; and to be less likely to be persistent offenders.

Most women serve short-term prison sentences and experience more problems than males, as do their families, as imprisonment often results in women losing their homes and custody of children. Short-term prisoners have the highest level of social need and the highest rates of reconviction. Very little effective work can be done in prison over short periods, and contacting women after release can be exceptionally difficult.

Women in the justice system.

Women in the justice system, in particular those in prison, are likely to have experienced some of the following issues:

- **Violence and abuse**
- **Mental health and self-injury**
- **Substance misuse**
- **Caring responsibilities**
- **Poverty.**

National Change.

An independent Commission on Women Offenders was set up in 2011 to:

- consider how to improve outcomes for women in the criminal justice system
- to recommend practical measures to reduce reoffending rates
- reverse the recent increase in the female prisoner population

The commission's report made a number of recommendations, including the creation of Community Justice Centres to enable women to access a consistent range of services at every stage of the criminal justice system including bail, diversion orders, prison and release.

What we are doing

Alongside broader consideration of how to achieve successful outcomes for all people who offend, the focus on women in West Lothian has made a significant change to service delivery. Many of the key recommendations of the Commission on Women Offenders are echoed in the West Lothian Almond Project. This offers a holistic framework of integrated services with the aim of:

- preventing women from coming into the Criminal Justice System and
- providing appropriate support for those in the system to reduce re-offending.

Parallel approaches include:

- working proactively with partners to reduce the use of remand;
- focusing on substance misuse and the underlying abuse, trauma and poverty that drive offending;
- the development of an assertive outreach service based on a key worker/mentoring model to maximise women's access to services and address the barriers and stigma that women offenders face in the community;
- working in partnership to provide a holistic package of support tailored to meet the women's individual needs;
- challenging offending behaviour and attitudes and
- the use of a key worker to plan, monitor and coordinate services for women and children who are involved in the Criminal Justice System.

Measuring success.

At any one time the Almond Project typically works with over 30 women who have offended or who are at risk of offending. A high level of input is matched by high rates of success. Almost all women who are referred and complete their assessment successfully engage with the Project.

Monitoring substance misuse and engagement with treatment services provides a crucial measure of success. Since 2016, 96% of the women supported have engaged with appropriate substance misuse services. Only 3% of women have gone on to be charged with an offence either during or in the 6 months after their involvement with the Project.

Developing our services

In going forward consideration is being given to the development of an early intervention programme, based on the principles of the Almond Project. The services will be targeted at women subject to bail and the support provided will be based on need and will range from the provision of information and advice to a more detailed support programme for those most at risk of offending.

Key Outcome	•Women are supported to avoid involvement with the Justice System
Stretch Aim	•No woman appearing from custody should be remanded without an available bail support package
Key Indicator	•% of women involved with the Almond Project who do not re-offend within 6 months

Our Priorities: Response to Violent Crime

Crime is a reality of our society; some individuals do commit offences and create victims in the process, very occasionally causing serious harm. The impact that offending can have for victims cannot be underestimated. It is crucial that we have robust services in place to support the victims of violence and abuse, and that we minimise the risk of their being victimised again.

Whilst it is not possible to eliminate the risk of offending entirely, we have the ability to reduce the risk posed by the few individuals who pose an ongoing risk of serious harm. Prison serves a purpose: to contain risk and to punish individuals. Apart from a few exceptional cases, the state does not imprison people for their whole life. We therefore have to manage offenders in the community.

Background

Managing perpetrators of violence

West Lothian has robust arrangements for managing many of the most concerning people in our society. Multi-Agency Public Protection Arrangements (MAPPA) were introduced to ensure that all reasonable steps are taken to reduce the risk of serious harm to the public from known offenders. MAPPA brings together professionals from the police, local authorities (e.g. Housing, Education), Health and the Scottish Prison Service – the 'Responsible Authorities'. There are three case management levels, intended to ensure that resources are focused on the individuals posing the most risk, to reduce the risk of harm they pose. MAPPA considers Registered Sex Offenders (RSOs), Restricted Patients (mainly violent offenders with a small number of sex offenders), and Level 3 Violent Offenders, known as the 'critical few'.

Supporting victims

While all West Lothian partners share a professional responsibility to deal appropriately with the needs of their service users who have been victims of violence and abuse, the lead third sector organisation is Victim Support West Lothian, with a wide-ranging remit.

Support for victims of domestic abuse is provided by West Lothian Women's Aid and the Domestic and Sexual Assault Team (DASAT). Since 2010 the remit of DASAT has been expanded to include the provision of support to victims of recent rape or sexual assault and to victims of historical rape or sexual assault.

In recognition of the considerable overlap between women as victims and women who offend the Almond Project for women who offend is located within DASAT.

What we are doing

In West Lothian we use a number of local multi-agency arrangements in order to manage the risk posed by offenders, to protect current or potential victims, and to share information that may contribute to reducing offending or to the successful prosecution of crime. In full, these include:

- **Multi-Agency Public Protection Arrangements (MAPPA)**; these are national arrangements applicable to sexual offenders and the most serious violent offenders.
- **Multi-Agency Partnership for Violent Offenders (MAPVO)**; this West Lothian-developed group deals with violent offenders whose behaviour is not at a level to be considered through MAPPA.
- **Multi-Agency Tasking and Co-ordination (MATAC)**, for perpetrators of domestic abuse; this group focuses on sharing information to assist in reducing such offending.
- **Multi-Agency Risk Assessment Conferences (MARAC)**, which address identify and address the needs of high risk victims of domestic abuse.

- **West Lothian Young Person's Risk Management Procedure** which outlines the approach to the risk management of young people who present a serious risk of harm

Each group brings together relevant partners to agree and manage an appropriate partnership response to the risk posed by concerning individuals in the community. Our risk management processes require partner organisations to consider a shared assessment of risk in each case, and to have a clear understanding of what are the responsibilities of each organisation.

For perpetrators, agreed actions are likely to include:

- Monitoring, through use of supervision appointments, electronic monitoring, home visits and surveillance. Co-ordinated through joint working between Police, Local Authority and the Criminal & Youth Justice Service.
- Offence-focused work and programmes – structured work is completed on a 1-to-1 basis or within a group programme to address thoughts, feelings and behaviour that contribute to offending behaviour.
- Restrictions - individuals may be: excluded from specified areas; banned from contact with specified people; instructed to refrain from alcohol/drug use; or restricted in the times where they can be away from their home.
- Support - this may include assistance to find employment, to gain qualifications, to secure appropriate accommodation and to become a positive, contributing member of our community.

Community Justice Partners are entirely committed to the National Equally Safe Strategy ([click here for link](#)) which aims to prevent and eradicate violence against women and girls

Tackling perpetrators is one of the three main strands of the strategy and is also reflected in the West Lothian Violence Against Women and Girls Strategy.

In 2016-17, 2,241 incidents of domestic abuse were recorded in West Lothian by Police Scotland which equated to 124 per 10,000 of population. Domestic abuse is therefore a serious issue for West Lothian and one which our partnership is keen to address.

How we will develop our services

Managing people who offend, particularly those who are violent, is an important part of keeping people safe. Our focus needs to be on these people, their families, and their contact with others. We will work with all Community Justice partners to enhance their staff's skills in handling concerns, about both perpetrators and potential or actual victims. Criminal and Youth Justice Services will work to develop programmes to deal with perpetrators of violence and work in partnership to deliver them.

Key Outcome	•Those involved in the Criminal and Youth Justice Systems for violent offences complete their orders without further violent offending
Stretch Aim	•Domestic Abuse perpetrators commence a structured programme
Key Indicator/s	<ul style="list-style-type: none"> •% of perpetrators of domestic abuse who successfully complete a Community Payback Order •% violent offenders completing a CPO without a further violent offence

Our Priorities: Health and Substance Misuse

For people who offend mental health issues remain significant, and the overlap between these and substance misuse provides challenges for our service users and for the professionals who work with them.

Background

How we have developed and delivered substance misuse services in West Lothian

The West Lothian Alcohol and Drugs Partnership (ADP) is a multi-agency partnership that has strategic responsibility for coordinating actions to address local issues with alcohol and drugs. Its members include: West Lothian Council; NHS Lothian; West Lothian Drug and Alcohol Service (WLDAS); Cyrenians; Change Grow Live (CGL); ELCA (Edinburgh & Lothian Council on Alcohol); Circle; Police Scotland, and HMP Addiewell.

Delivering services

Services and interventions are delivered by a range of partners addressing all aspects of treatment and recovery from substance misuse which forms the Recovery-Oriented System of Care (ROSC).

Measuring the efficacy of our services

The performance of West Lothian's addiction services, as collated by the Scottish Public Health Observatory (ScotPHO), is generally in line with national averages.

The national HEAT targets (relating to Health Improvement, Efficiency, Access to treatment, and Treatment) are a significant driver of service development. For example, Alcohol Brief Interventions (ABIs) are a Scottish Government-approved activity which is seen as contributing to the overall objective of reducing alcohol-related harm by helping individuals to reduce their drinking to within sensible guidelines. For 2016/17 the West Lothian ADP's delivery target of 1,987 ABIs, based on West Lothian's proportion of the NHS Lothian population, was exceeded by 62%.

The ADP has a risk register with partners to highlight and analyse risk and develop contingency planning. Despite these developments, we see continuing challenges in addressing related addiction and mental health needs, with access to appropriate psychiatric or psychological services not always being possible when the optimum point has been reached in addressing addiction issues.

Improving our services

The West Lothian ADP has increased its focus on supporting couples, families and carers. A contract for this support was awarded to West Lothian Drug and Alcohol Service (WLDAS), to provide support through the Therapeutic Support Service. The ADP has placed a greater emphasis on the delivery of high quality psychological therapies, with adherence to evidence-based, manualised approaches with appropriate supervision arrangements in place. WLDAS was awarded the contract to provide psychological therapies under the Therapeutic Support Service and employs an NHS psychologist to oversee the work.

How we will develop our services

The ADP will develop a clear framework for how service users and their families should be involved in the delivery, development and commissioning of drug/alcohol services. This will use the Integrated Joint Board (IJB) Participation and Engagement Strategy, a policy

statement on the IJB's approach and commitment to engagement which is designed to guide engagement activity on individual issues.

The ADP will work with service providers to develop a quality improvement cycle, based on the quality principles which incorporates both internal and external audit processes. This ongoing process is overseen by a quality assurance group.

Specific actions of relevance to people who are in the justice system have been identified in the West Lothian Community Justice Outcome Improvement Plan. These include:

- Continuing to work in partnership to provide appropriate community substance misuse services at venues across West Lothian.
- For persons with both addiction and other issues, ensuring that access to appropriate psychiatric or psychological support can be made available at the optimum point in the recovery cycle.
- Ensuring continuity of care for West Lothian prisoners nearing release, by effective referral processes to community resources.
- Continuing to make contact with short-term prisoners as part of our Voluntary Throughcare provision; we will assess their substance misuse issues and help them access community-based services as required.
- Jointly working to ensure that all prisoners released from HMP Addiewell have a GP at the point of release.
- Where prisoners have prescribed medication, ensuring that they continue to receive this throughout their transition to the community.
- Ensuring that all people subject to statutory supervision in the community have a GP.
- Encouraging healthy life-styles, and signposting users of our services towards support agencies.

Key Outcome	•People with convictions are supported to access health services quickly and sustain involvement in them
Stretch Aim	•All of those with a conviction will have access to a GP
Key Indicator	•% of those subject to a CPO or leaving HMP Addiewell registered with a GP

Our Priorities: Improving Stability of Lifestyles

International research shows that offending begins in early adolescence, peaks during the late teens and tapers off in young adulthood. While the reasons for individual desistance are varied, a stable lifestyle is a persisting theme as either an aspiration or as a significant factor in their remaining offence-free.

Underpinning this is the fact that, despite the range of unfavourable labels that society may ascribe to people who commit offences, in most cases such behaviour is only a very small part of that person's life. They may be more significantly viewed as parents, workers, carers, or active members of their community. Our approach to delivering Community Justice must provide a range of ways to support them in these roles.

Background

While the significance of life-style stability has always been recognised by services working with people who have offended, it is only within the past two decades that the assessment of individuals' achievement of such stability has been formalised. To do this, both community-based criminal justice services and the Scottish Prison Service use a nationally recognised Risk Management tool - the Level of Service/Case Management Inventory (LS/CMI). This assists practitioners to review a person's circumstances, difficulties and strengths, and to devise a plan of intervention and support.

What we know

- The majority of offenders will have desisted from crime by the time they reach their mid-20s or early 30s.
- The relationship between age and offending is not straightforward and reflects a number of underlying changes - maturation, transitions, changed lifestyles and relationships.
- There are gender differences in the process of desistance from crime.
- Strong social ties formed through education, employment and secure relationships can promote desistance.
- Being in employment has been shown to be associated with reduced reoffending and the stability and quality of the job are important factors in encouraging desistance.

What we are doing

All Community Justice partners understand the importance of integrating lifestyle development into their ongoing work with users of their services, and of encouraging in the people we work with a long-term vision of what a good life could look like for them.

How we will develop our services

Partners in West Lothian are working together to improve the customer journey for individuals within the community justice system by keeping referral processes as simple as possible and maintaining an appropriate balance between decreasing the number of people working with an individual and providing them with the most productive experience possible from that intervention.

Each individual partner will consider the actions that it can reasonably take to make an improvement to life-style stability. These themes were included in the Action Plan included within the initial West Lothian Community Justice Outcome Improvement Plan 2017², and will have long-term significance for justice partners.

² [West Lothian Community Justice Outcomes Improvement Plan](#)

Areas that we will address include:

- **Positive Destinations:** Supporting young people to achieving an offence-free lifestyle, by supporting them into positive destinations. We will consider the barriers they perceive to attaining their ambitions, and will encourage innovative approaches to skill-creation, such as the Modern Apprenticeship scheme or work-placements for school students.
- **Access to accommodation through:**
 - the better identification of individual's accommodation issues and of the risks that these problems may pose to successful interventions.
 - early interventions with prisoners who are at risk of homelessness.
 - continued negotiation with the Scottish Prison Service about funding for accommodation for pre-release occasional home leave, in order to best manage resettlement and reintegration into the community.
 - the development of models to better access West Lothian's private housing rental market, possibly including tenancy support.
- **Financial Inclusion by:**
 - providing a benefits check for all prisoners preparing for release, and making sure they understand fully the processes for accessing benefits.
 - encouraging plans to ensure that all prisoners have access to a bank account to facilitate payment of their benefits and to manage other essential transactions.
 - ensuring access to a benefits check for all persons accessing Community Justice services in the community where appropriate.
 - as far as possible, organising our services in a way that minimises pressure on people with limited financial means.
- **Continuity of care for West Lothian prisoners nearing release by:**
 - Further developing effective referral processes to community resources.
 - Continuing to make contact with short-term prisoners as part of our Voluntary Throughcare provision; we will assess their substance misuse issues and help them access community-based services as required.
- **Reducing barriers to employment caused by convictions by:**
 - carrying out an employability assessment on everyone subject to a statutory order or licence, and where appropriate, ensure that referral to an employability agency is a key component of an individual supervision plan.
 - improving the knowledge of staff working with people with convictions about what is possible in terms of Rehabilitation of Offenders legislation.
 - increasing confidence among our service users, and enhance their ability to apply effectively for education, training or employment.
 - promoting inclusive employment practices among employers.

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Engagement and Participation: Involving Communities

In many ways the challenge for West Lothian in involving communities in the planning and delivering of Community Justice outcomes mirrors the wider challenges of engaging communities in the process of making themselves stronger and more self-reliant. Community Justice should not be seen as something separate. Addressing the wider issues affecting our communities will help improve outcomes for the people at the heart of the agenda for Community Justice.

Background

It should be acknowledged, in the context of justice services, that until the launch of Community Justice, there had been less consideration paid to the views and needs of our communities than might have been desirable. There are several reasons for this:

- The traditional view of 'justice' within our communities is that is something that is managed by other people on behalf of these communities – the police, the courts, prisons, and community-based services such as the Criminal & Youth Justice Service.
- For communities to develop meaningful opinions, they need to have information and knowledge, and in the past, means of easily disseminating these were not available.
- Full and meaningful consultation could not be easily conducted within local communities in the absence of fully representative local bodies.
- There are alternative definitions of community, including communities of interest, but such re-definition does not assist in achieving full consultation. It may be argued that such an approach may favour the already-engaged sections of our population.

We acknowledge that this is not an area that many people feel passionate about, unless they have been directly affected by crime.

What we are doing

Each community planning partner in the CPP has a duty to ensure communities are meaningfully involved and engaged in community planning processes. The CPP is working to improve methods for involving communities in structures and activities across the partnership.

West Lothian justice partners each have a role in establishing the views of the communities they serve, and this is done in a number of ways. Although surveys and similar activities are important, the information and feedback that individual workers receive is equally significant, although much more difficult to aggregate and to use in service planning terms.

A range of organisations that are not so directly involved in the core Community Justice agenda have useful information in terms of the wider Community Justice agenda for communities; for example, economic planning data gives a good sense of the overall health and strength of a community. The extensive community engagement being carried out to inform Local Regeneration Plans will provide a good understanding of the particular needs, circumstances, priorities and assets in our most deprived communities.

There are opportunities to make better use of existing mechanisms for engaging communities across the CPP, for example the Citizens Panel and Quality of Life survey.

We will continue to seek relevant sources of data, and to work out how to align this as well as we can, to best gauge levels of need in our communities.

How we will develop our services

Engaging Communities

From the community engagement and surveying activity carried out in the autumn of 2017 (Community Justice and Community Engagement in West Lothian³), we learned that face-to-face contact with people was more likely to result in their meaningful engagement in the process than simply requesting completion of a questionnaire with no interaction.

We will develop a process for publicising our partnership activities in formats that are accessible to communities - for example through use of infographics, which can be used in a range of media - and efforts will be made to ensure that people who face additional barriers to accessing information are reached.

Social Media

We recognise the need to provide information and to respond to enquiries in ways that meet the needs of our communities. The partnership basis for delivering Community Justice creates particular challenges, with each partner organisation interacting with its service users in a different way. The CPP will encourage its partner organisation to consider consistent approaches to communicating with communities and individuals.

³ https://www.westlothian.gov.uk/media/17582/Community-Justice-and-Community-Engagement-in-West-Lothian/pdf/Community_Justice_and_Community_Engagement_in_West_Lothian.pdf

Leverage of Resources and Strategic Commissioning

Resource Leverage

While the Scottish Government acknowledges the challenges of fiscal restraint upon local and national Justice Partners, it considers that we should be able to use the partnership approach to develop local initiatives through leverage of resources – a process that will require partners to consider in depth what skills, knowledge and other resources they may be able to offer to allow the CPP to deliver its joint responsibilities as effectively as possible. This process, started during the first full year of application of the Community Justice principles, has highlighted both the benefits and challenges of such an approach; in particular, national justice partners have to consider how much local flexibility can be offered to support resource leverage.

Use of Locally Commissioned and Shared Resources

There are some resources that we will continue to use that offer us enhanced value, based outside West Lothian: examples include the Edinburgh- based Community Intervention Service for Sex Offenders, covering the Lothians and Scottish Borders; and the NHS Lothian Sex Offender Liaison Service (SOLS).

Development of Community Justice Strategic Commissioning Plan

Within West Lothian, we will develop a Community Justice Strategic Commissioning Plan, to ensure that partners plan services which meet the needs of and improve the quality of life for people with convictions and their families, of victims and of the wider communities of West Lothian by:

- having the vision and commitment to improve services
- connecting with the needs and aspirations of users and carers
- making the best use of all available resources understanding demand and supply
- linking financial planning and service planning making relationships and working in partnership
- ensuring Best Value
- placing the equalities agenda at the centre of our service planning and delivery.

Our aim is to deliver high quality, appropriate and accessible services to meet current demand and to anticipate and identify future needs and expectations. This process is supported through the preparation of a comprehensive local Strategic Needs Assessment.

Commissioning is an ongoing and evolving process and our approach in developing the Children's Services Commissioning plans is based on an annual Analyse, Plan, Do and Review cycle.

Supportive Relationships with National Bodies

Given the responsibilities of Community Justice Scotland (CJS) for national strategic commissioning, we will liaise with CJS about our local needs and whether these could be appropriately managed through nationally commissioned services.

Relationship with Scottish Government and national bodies.

Nationally, in terms of Community Justice, CPPs have an arms-length relationship with the Scottish Government.

Community Justice Scotland (CJS) is accountable to Scottish Ministers, who are accountable to the Scottish Parliament. The responsibilities of Scottish Ministers in respect of CJS include:

- Appointment of the Chair and members of the Board

- Setting a budget annually, approved by the Scottish Parliament
- Publication of a national strategy for community justice, which will include the national performance framework for community justice, which provides the backdrop for local partnerships, via CPPs, to plan and deliver services and which allows CJS to fulfil its functions of assurance
- Approval of the Community Justice Scotland Strategic Plan;
- Consideration of recommendations made to them by Community Justice Scotland.

The relationship between CJS and CPPs is non-hierarchical. CPPs are ultimately accountable to their communities, and such accountability is strengthened by the provision of the Community Empowerment (Scotland) Act 2015. CPPs are therefore not directly accountable to Community Justice Scotland either for their performance or that of their constituent partners as this would cut across established lines of accountability.

The Scottish Government recognises that there is no single or simple line of accountability for the delivery of community justice services. Given the range of organisations involved, it is not possible to design a model that would provide a single line of accountability without a significant restructuring and centralisation of the public sector landscape in Scotland. Accountability lines will, therefore, go through individual partners just as is the case with other elements of community planning.

The relationship between CJS and Scotland's CPPs will be based on mutual support, characterised by open and transparent communication and recognising the balance between national and local responsibilities. We expect to meet on a regular basis with representatives of CJS, both in locally convened meetings and at regional or national events, and expect that the voice of West Lothian CPP and of West Lothian's people will continue to be represented in the long-term development of Community Justice principles.

CJS will have a close working relationship with the Care Inspectorate and the Risk Management Authority, each of which has a significant role in working with local bodies and improving service delivery.

Measuring Performance – Processes and Outcomes

All West Lothian's justice partners collect and collate data, which in principle gives us the opportunity of analysing a statistically significant body of information, and allows us to use this not only operationally, but in our strategic planning .

Improving Data Collection and Management

We acknowledge that this is not as straightforward as it may seem, for a variety of reasons that we identified during the preparation of the West Lothian Community Justice Needs Assessment in 2016. Relating data sets from different justice partners in a way that clearly contributes to local or national debate about future approaches to delivering and developing Community Justice principles is not a simple process. In discussion with a number of significant CPP partners, we have identified a number of challenges and related actions.

Within West Lothian CPP, we will:

- Explore ways to improve the consistency, quality and relevance of recorded data.
- Work with the providers of our statistical systems to improve their ability to hold, aggregate and report on the data that we need both for tactical planning and for strategic development.

Through discussion with Community Justice Scotland, we will:

- Encourage national Community Justice partners to address the same considerations in the development of their own IT systems.
- Consider what level of inter-connectivity may be appropriate in terms of effectively managing shared service-users.
- Consider ways in which data can be exported efficiently to allow trend analysis based on sources of data from multiple organisations.

Developing, Measuring and Publicising Community Justice Outcomes

Individual justice partners each have a wide range of Performance Indicators (PIs) and contribute to the CPP's suite of Performance Indicators. As part of our commitment to continuous improvement, we will:

- Use the Scottish Government's Community Justice Outcomes Framework as a basis for measuring performance and improvement.
- Develop shared PIs that reflect our progress in developing staff awareness of our partnership approach for Community Justice.
- Review the relevance of existing PIs to our high level Community Justice strategic planning.
- Move towards a reporting model that reflects actual level of achievement as well as our level of success in meeting a target.
- Focus on how we best measure the contributions of inter-agency joint working to our partnership approach.
- Publicise, through the CCP web pages, our agreed PIs, what they should tell us and how we are performing against them.

Summary of Key Priorities and Outcomes

Priority	Outcome	Stretch Aim	Key indicator/s
Young people who offend	We develop and deliver services that improve outcomes for children and young people most at risk	To extend the Whole Systems Approach in West Lothian up to the age of 26, in line with the Children and Young People (Scotland) Act 2014	% of young people identified as high risk, whose risk is reduced within 6 months of intervention. % of Early and Effective Intervention cases 8 to 17 years who do not reoffend within 12 months of initial referral.
Women who offend	Women are supported to avoid involvement with the Justice System	No woman appearing from custody should be remanded without an available bail support package	% of women involved with the Almond Project who do not re-offend within 6 months Number of women remanded in custody.
Violence and abusive behaviour – working with victims and perpetrators	Those involved in the Criminal and Youth Justice Systems for violent offences complete their orders without further violent offending	Domestic Abuse perpetrators commence a structured programme	% of perpetrators of domestic abuse who successfully complete a Community Payback Order % of violent offenders completing a CPO without a further violent offence.
Health and Substance Misuse	People with convictions are supported to access health services quickly and sustain involvement in them	All of those with a conviction will have access to a GP	% of those subject to a leaving HMP Addiewell registered with a GP. % of offenders subject to a CPO engaging with addiction services.
Developing stable lifestyles	Offenders receive access to key services to sustain stability	Those with convictions maintain engagement with services	% of those on a CPO sustaining their accommodation for 6 months. % of offenders subject to a CPO who access welfare or employability advice.