

National Strategy for Community Justice



Scottish Government
Riaghaltas na h-Alba
gov.scot



Contents

1. _____	Ministerial Foreword
2. _____	The Scottish Government's Vision for Community Justice
3. _____	Community Justice Partners: Introduction
4. _____	Improved Community Understanding and Participation
5. _____	Strategic Planning and Partnership Working
6. _____	Equal Access to Services
7. _____	Effective Use of Evidence-Based Interventions
8. _____	Community Justice Scotland
9. _____	Driving Improvement: Planning and Reporting
10. _____	Turning Ambition into Action: The Implementation Plan
Annex A _____	Collated Improvement Actions
Annex B _____	National Strategy Steering Group Representative Organisations

Partner logos



Foreword



1



The justice system of a modern and progressive country – a country committed to tackling inequalities – is one which supports those who end up in our justice system to turn their behaviours around and become contributors to an inclusive and respectful society.

For those that commit an offence, the strategy continues our journey towards robust sentencing options. Rather than invest resources in interventions that we know for many people do not work to rehabilitate them or reduce the likelihood of their reoffending – such as short term prison sentences – it promotes the use of effective, evidence-based community interventions. This is not about being soft or tough on crime, but about being smart on crime. Every interaction with the justice system should be seen as an opportunity to reduce and prevent further offending.

We know that the people who live in the most deprived parts of our society are more likely to have experienced challenges at school; mental ill health; alcohol or drug addiction; unemployment; or homelessness. It is little surprise therefore, that people who are the victims of crime and those who offend and their families are drawn disproportionately from these areas.

That is why the National Strategy for Community Justice is founded on adopting a preventative approach: an approach to not only reduce crime and the number of future victims of crime, but to help 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. This strategy sets out an ambitious vision where people are rightly held to account for their offending, but are supported to be active and responsible contributors to their community.

Taking a holistic approach can help people to make positive changes in their lives, and help tackle the underlying causes of their offending. This strategy encourages 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. This strategy sets out the role that partners have in improving access to these and other services.

The answers are not straightforward – to drive improvement on such complex and intractable problems will require joint working from a range of partners, including some not traditionally associated with justice. These organisations will need to work together to ensure that we can provide the best possible outcomes. That is why collaboration is at the heart of this strategy. I am delighted and grateful that community justice partners have played an instrumental role in the steering group that led the development of this work.

To realise our goals will also require the willingness and collaboration of communities themselves; from the families, neighbours and local businesses who can support successful reintegration into the community, to the very people who have committed offences striving to turn their lives around and contribute productively to society.

This strategy provides a vision for community justice in Scotland. It is designed to help community partners prioritise key areas, to facilitate and drive improvement and to support our communities in realising that vision. I am confident that we can rise to this challenge.

MICHAEL MATHESON MSP
Cabinet Secretary for Justice
November 2016

The Scottish Government's Vision for Community Justice



MISSION



2

Vision

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.

Mission Statement

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 new model for community justice, with its focus on strong partnership working to ensure effective intervention from the point of arrest onwards, provides the delivery framework for achieving both this mission and the wider vision.

Priorities

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.



Principles

Our 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.





Community Justice Partners: Introduction



3

The new model for Community Justice, underpinned by the Community Justice (Scotland) Act 2016, has transformed the community justice landscape to bring a local perspective to community justice.

By **community justice** we mean: “the collection of individuals, agencies and services that work together to support, manage and supervise people who have committed offences, from the point of arrest, through prosecution, community disposal or custody and alternatives to these, 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 further offending and the harm that it causes, to promote desistance, social inclusion, and citizenship.”¹

The new model for Community Justice, underpinned by the Community Justice (Scotland) Act 2016, has transformed 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 just some of the diverse range of partners and stakeholders who have a role to play in community justice.



¹ This strategy relates primarily to adults. For children and young people, see the Youth Justice Strategy for Scotland <http://www.gov.scot/Publications/2015/06/2244>

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.

The national strategy for community justice will help this broad range of stakeholders to work together. There is a statutory duty on partners to have regard to this strategy which provides a shared vision to help partners and communities work together effectively to improve community justice outcomes, while retaining the flexibility to adapt to local needs and circumstances.²

Continuous improvement will provide the new model with the flexibility to respond to new issues as they arise. An outcomes, performance and improvement framework has been developed alongside the strategy and will provide partners with opportunities to record and share achievements while identifying learning and innovation to drive improvement, with the assistance of Community Justice Scotland.

A collaborative approach has been used to develop this strategy, and the broad range of members on the steering group helped us to capitalise on a wide range of expertise. We face complex and long-standing challenges but we look forward to new opportunities to address these issues together.³

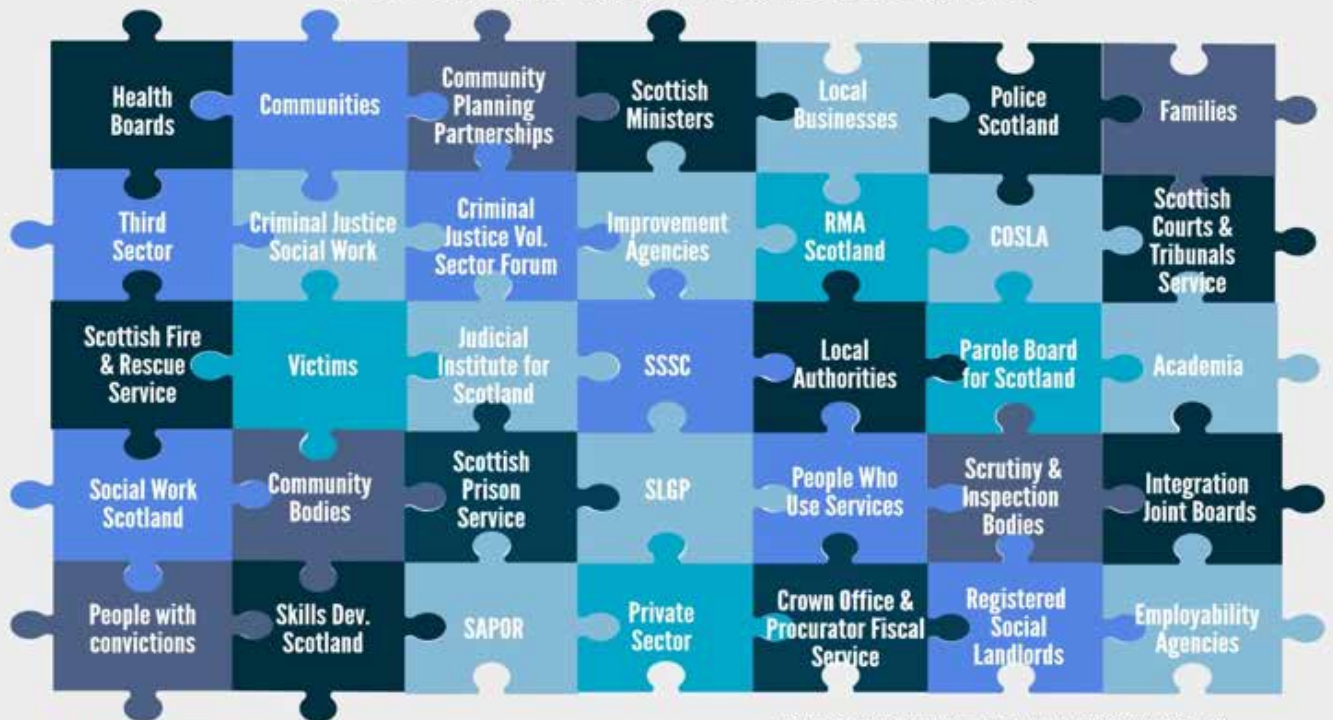
“We believe that the vision for community justice is the right one to improve outcomes for the people of Scotland. We must prevent and reduce further offending in a fair and effective way by addressing its underlying causes. Under the new model for community justice, we will seize these opportunities for collaboration to drive innovation and improve community justice outcomes.”


National Strategy for Community Justice:
Steering Group, 2016

² As provided in the Community Justice (Scotland) Act 2016.

³ The Community Justice (Scotland) Act 2016 does not require statutory partners to carry out their duties in a way that would conflict with existing statutory duties. For example, the role of Scottish Courts and Tribunals Service is carried out to the extent that it does not conflict with its role of supporting the courts, or influence sentencing decisions. Similarly, it is fundamental to the prosecution of crime in Scotland that decisions are taken independently by the Lord Advocate, and through his authority, the Crown Office and Procurator Fiscal Service.

Partners and Stakeholders



 Statutory Partners

Scottish Ministers in practice means the Crown Office & Procurator Fiscal Service and the Scottish Prison Service

Improved Community Understanding and Participation



4

Informing local communities about community justice issues and involving them in the decisions that affect them will support reintegration, reduce stigma, and lead to the delivery of better, more responsive services and improved community justice outcomes.

We will drive improvement in the following areas:

- Increase communities' awareness and understanding of community justice.
- Strengthen community participation in the planning, delivery and evaluation of community justice services and policy.
- Change the conversation to support reintegration and reduce stigma.

Scotland's communities are a rich source of energy, creativity and talent, made up of people with diverse backgrounds who each have something to contribute to making Scotland flourish.⁴

Informing local communities about community justice issues and involving them in the decisions that affect them will support reintegration, reduce stigma, and lead to the delivery of better, more responsive services and improved community justice outcomes.

Although each area will have their own definition of "community" including a range of different interests and geographical areas, the following groups must be included:

- Victims of crime and their families.
- People with convictions and their families.
- People who live in the community.
- Local businesses.
- Community bodies.

Increasing communities' awareness and understanding of community justice

The degree to which communities understand community justice can have a significant impact on a range of issues such as:

- Awareness of offending rates in their area.
- Fear of being a victim of crime.
- willingness to support community justice interventions.
- Support for preventative approaches that may require long-term investment and planning.
- The impact of stigma and how it can fracture communities.

Furthermore, many community justice services are made possible through members of the community offering their time to organisations that seek to prevent and reduce further offending. The public attitude towards community justice is important in encouraging this culture of participation.

There is a lot of effective engagement already underway. Many CPPs have community engagement plans and partners have well-established engagement mechanisms. It is important that these are taken advantage of so that engagement can be carried out with minimal additional burden to communities.⁵

⁴ <http://www.gov.scot/Topics/People/engage>

⁵ The [National Standards for Community Engagement](#) sets out best practice for engagement between communities and public agencies.

To raise awareness and understanding of community justice issues, partners should:

Develop a communication strategy that outlines plans to raise awareness of community justice issues to communities and local media, as well as local decision makers such as the judiciary.

Review and capitalise upon existing engagement mechanisms and good practice.

Develop the evidence base to help improve understanding of community justice issues in their area while taking advantage of existing research infrastructure and including contributions from academic, statutory and third sector partners.

Strengthening community participation in the planning, delivery and evaluation of community justice services and policy

“Communities can be considered experts in their own needs and by enabling greater input into service planning and delivery, the public sector may uncover innovative delivery mechanisms which more effectively meet their service users’ requirements.”⁶

Scottish Council for Development and Industry, 2014

Although it is vital to increase awareness of community justice issues, the evidence gathered by the Christie Commission on the future delivery of Public Services demonstrates that engagement is not sufficient, and that reforms must also aim to involve communities in the design and delivery of public services.

Effective community participation should inform decisions about prioritisation and how services are shaped and resources deployed, as well as how partners evaluate community justice services and policies and revise their plans as a result of this. Communities and community bodies should be increasingly involved in co-production, working together to jointly design and deliver services and support where they wish to do so. Effective co-production combines the mutual strengths and capacities of partners to achieve positive change.

Partners should seek to ensure the most disadvantaged communities are involved in this process, including those who have personal experience of the justice system. It is important that there are mechanisms for victims of crime to feedback on community justice matters such as local initiatives and how they have impacted on the community. Securing active, constructive and ongoing involvement may require commitment from partners to strengthen the capacity of communities and community bodies to participate. To strengthen community participation,

⁶ Written evidence to the Scottish Parliament: Local Government and Regeneration (LGR) Committee, 2014, during the stage one scrutiny of the Community Empowerment (Scotland) Act.

partners should:

Develop a community participation strategy and **involve communities** in community justice planning, delivery and evaluation, as well as co-designing and co-delivering services to fit locally identified needs.

Support communities on any capacity building required to enable their participation.

Changing the conversation to support reintegration and reduce stigma

“Research suggests that offenders who feel a welcomed part of society are less likely to reoffend compared to those who feel stigmatised. It is therefore important that criminal justice professionals work not only with offenders but also with their family, friends and the wider community (e.g. employers, community groups, the voluntary sector) to ensure pro-social and positive relationships can be developed and sustained.”⁷

What Works to Reduce Reoffending, 2015

After people have been released from custody or completed community sentences, it is vital that we support them to reintegrate into society. We must be aware of the power of language to facilitate or inhibit this process. Defining people as “offenders” for the rest of

their lives, will not help to change their behaviours, or shift attitudes within wider society. We encourage partners to use the term:

person with convictions
or
person with an offending history,

while also taking care to use language that is sensitive to victims of crime.

Be mindful of the importance of language

Partners should use language that is inclusive to people with convictions and victims of crime.



⁷ What Works to Reduce Reoffending <http://www.gov.scot/Resource/0038/00385880.pdf>

Strategic Planning and Partnership Working



5

A strategic approach to community justice planning and partnership requires that both statutory and non-statutory partners collaborate effectively towards common goals and co-ordinate their activities effectively.

We will drive improvement in the following areas:

- Collaboration & Co-ordination.
- Strong Leadership at National and Local Level.
- Strategic Approach to Commissioning.
- Leveraging Resources.
- Workforce Development.

The benefits of a strategic approach to community justice planning and partnership are clear. If partners collaborate towards a shared, long-term approach to preventing and reducing further offending, their actions will complement and reinforce each other to maximise improvement of community justice outcomes.

Strategic planning and partnership working requires that partners work together effectively, that there are strong leaders at all levels, that partners use resources effectively to achieve shared goals, and that the community justice workforce has a strong identity.

Collaboration and co-ordination

“Unless Scotland embraces a radical, new, collaborative culture throughout our public services, both budgets and provision will buckle under the strain.”

Commission on the Future Delivery of Public Services, 2011

A strategic approach to community justice planning and partnership requires that both statutory and non-statutory partners collaborate effectively towards common goals and co-ordinate their activities effectively. Partners should have a good understanding of each other’s role and share information about effective interventions, and services to improve community justice outcomes, as well as individual-level data where appropriate.

In the new model for community justice, partners will collaborate to address priorities in their local area while having regard to: the National Strategy for Community Justice and the Outcomes, Performance and Improvement framework to drive consistency across Scotland. Partners should also have regard to the local outcomes improvement plan (LOIP) to ensure that community justice planning is linked to the wider landscape of community planning arrangements.

Prevention and early intervention approaches are critical to stopping problems from escalating and easing future demands on services. It is likely that such approaches will be targeted at particular high risk groups or areas rather than the whole population.⁸ The aim being to address issues before they deteriorate. Examples could include, targeted employability support or schemes to re-integrate people with convictions, or the diversion of young people to social work support services.

⁸ Also referred to as ‘secondary prevention’.

Particular consideration should be given to transitions between child and adult services, where needed. Transitions must be planned and supported, and take account of requirements under the Children and Young People (Scotland) Act 2014, including corporate parenting responsibilities, which extend the rights of previously looked after young people.

To improve collaboration and co-ordination community justice partners should:

Integrate non-statutory partners such as local businesses, service users, citizens and community bodies into community justice planning structures and processes.

Share information about interventions and services to improve community justice outcomes, as well as individual-level data where appropriate.

Focus on prevention and early intervention to minimise both future demand for services and future costs to the public sector.

Build effective links with children's services planning to help support a preventative approach to offending involving children and young people, including a focus on effective transitions for young people who may need to access community justice services.

Support and assist the development of strong multi-agency public protection arrangements (MAPPA) to help identify good practice, drive improvement, and increase consistency.

Strong leadership at national and local level

Strong national and local leadership is critical for ensuring that the diverse range of statutory and non-statutory community justice partners are supported and directed in moving towards ambitious shared goals. Partners must be collectively accountable to local communities for the services they provide and aware of the impact of their decisions on partners, communities and community justice outcomes.

At a national level, the leadership provided by Community Justice Scotland will provide support and profile for community justice, as well as assurance to Scottish Ministers and Local Government leaders on the delivery of improved outcomes for community justice, and constructive support to community justice partners.

Strong local leadership is critical to ensure that these decisions are carried out effectively. Community planning structures can facilitate local decision-making and local government is well placed to provide local leadership and accountability. Community planning now has a shared leadership approach so any of the partners may wish to facilitate this process.⁹

⁹ As laid out in the Community Empowerment (Scotland) Act 2015.

Strategic approach to commissioning

Changing our thinking about the commissioning of services is crucial to achieving improved outcomes. Service provision should be based on a mixed economy approach that capitalises on the unique skills of statutory community justice partners, the third Sector, community bodies, and the private sector.

Effective commissioning breaks down boundaries between services by recognising the common outcomes they are working towards; and involves communities and those who use the services to help ensure that partners understand the needs of their area, the extent to which existing services meet these and the potential for improvement. Implementing the Outcomes, Performance and Improvement Framework – particularly the ‘5 Step Approach to Evaluation’ – will help ensure that partners have the tools they need to evaluate services and ensure that commissioning is informed by a robust evidence base.

In recognition of the importance of this, one of the first tasks for Community Justice Scotland will be to work with partners and stakeholders to develop a strategic approach to commissioning. It is important that all community justice partners contribute to this work and ensure it is implemented in their area.

Leveraging resources

The new model for community justice makes clear that partners are working towards the same outcomes. Therefore, it makes sense to co-ordinate and allocate resources strategically so that with a relatively small individual input they can have a much larger impact on outcomes. Partners should work together to identify innovative uses of resources and share knowledge and good practice where possible.

In the new model for community justice there is a duty on statutory partners to share information, provide advice and assistance, co-ordinate activities, and fund activities together. However, partners should go beyond this to break down boundaries between traditional justice services and the wider range of partners who also have a role in improving community justice outcomes. Improving these will also improve outcomes for constituent partners such as health, housing, social care, employability and policing.

Leveraging resources should also involve the assets of people and the community as a whole. For example, co-production (i.e. developing services in partnership with third sector providers, communities and service users) can be an effective way of leveraging resources to target priority areas.

To improve the strategic use of resources, partners should:

Contribute to the development of a strategic approach to commissioning and implement in their area.

Make best use of resources by sharing staff, expertise, information, property, and finance while building on existing areas of good collaborative working.

Demonstrate innovative and collaborative use of funding to prevent and reduce further offending.



Workforce development

“We strongly believe that traditional professional and sectoral boundaries are restrictive. Delivery of services will benefit from loosening them through building strategic relationships between people and organisations who share common outcomes.”

Commission on the Future Delivery of Public Services, 2011

The community justice workforce comprises a diverse range of professionals from a range of partners. This includes not just the statutory community justice partners but also non-statutory partners who may not consider themselves to have a role in community justice, such as employers, college tutors, housing officers etc.

It is important that this broad range of professionals – at both strategic and front-line level – are aware of how they contribute to community justice outcomes and the impact of their decision making on other partners. They should be equipped to think across professional, organisational and geographical boundaries.

Community Justice Scotland will be developing a Strategy for Innovation, Learning and Development. To help prepare for this, partners should consider the community justice workforce's common values, goals, activities and training needs.

To improve workforce development, community justice partners should:

Help workforces understand how they, and other partners contribute to community justice outcomes.

Contribute to the development of the Strategy for Innovation, Learning and Development.



Equal Access to Services



6

The Community Justice (Scotland) Act 2016 places duties on statutory partners who have a key role to play in improving community justice outcomes.

We will drive improvement in the following areas:

- Collaboration and co-ordination between both statutory and non-statutory partners at a national and local level.
- Effectively managed person-centred transition where the needs of individuals are assessed and addressed.

“We want to set out a vision of community justice where people are held to account for their offending but thereafter supported to be active and responsible contributors to their communities. This implies a willingness and collaboration from all society and non-justice partners to support successful reintegration back into the community.”¹⁰

Cabinet Secretary for Justice, Michael Matheson MSP, Report of the Ministerial Group on Offender Reintegration, Scottish Government, 2015

Reoffending is a complex social issue and an individual's likelihood of desistance can be significantly affected by structural factors such as timely access to housing, health and wellbeing, financial inclusion and employability. Furthermore, people who have committed offences may present complex and multiple needs, or require support in order to engage effectively with necessary services.

Victims of crime and families can also face a number of barriers to accessing services

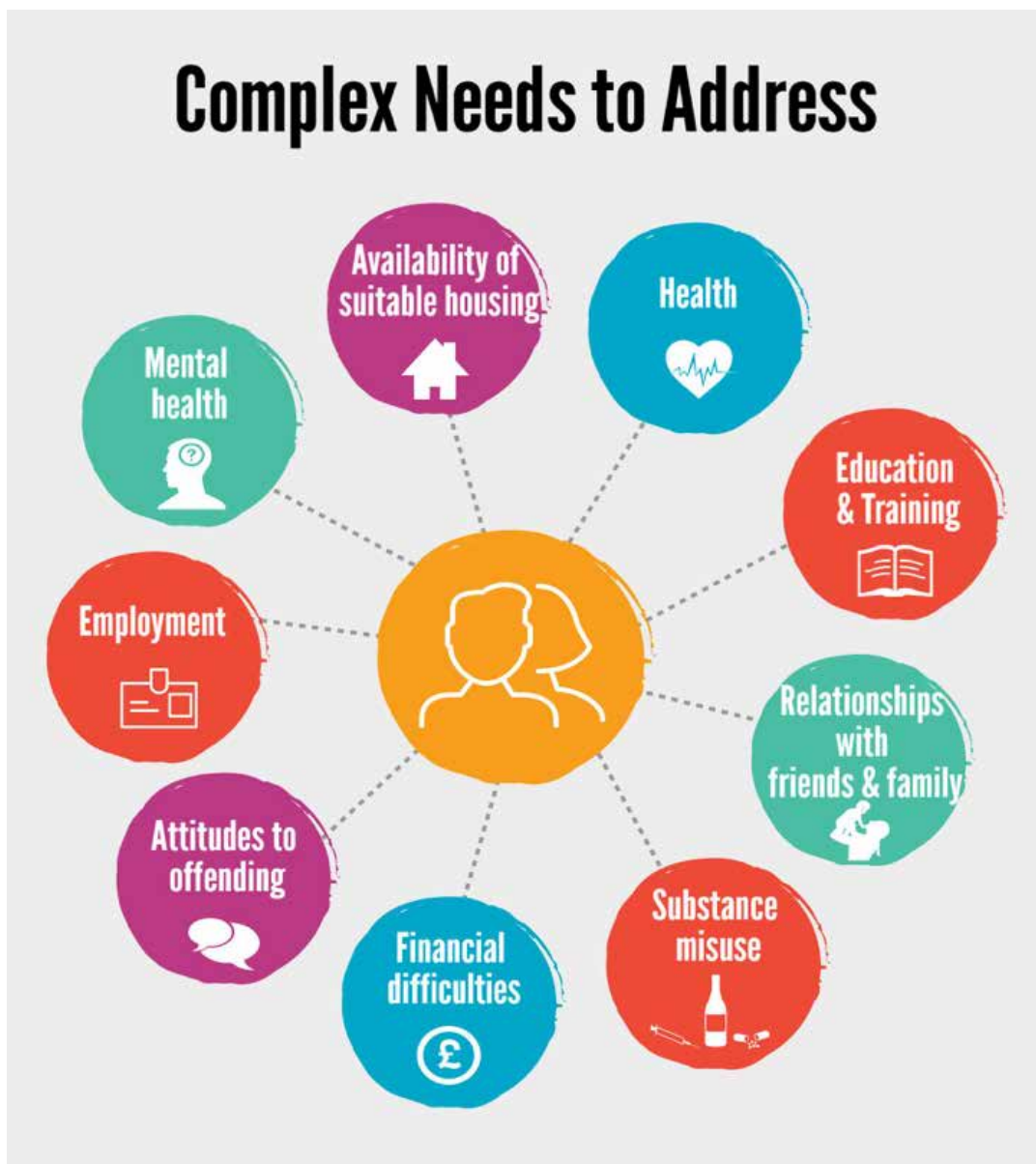
including stigma, a lack of information about services, transport challenges and a lack of available services. In some instances, these groups may be ineligible to access particular services due to restrictive criteria such as geographical boundaries or level of crisis.

The Community Justice (Scotland) Act 2016 places duties on statutory partners who have a key role to play in improving community justice outcomes. However, to fully address these complex factors will require the involvement of a much broader range of partners beyond the justice sector. This support can be particularly crucial when people move from custody back to the community. Many different public, private, third sector and community bodies must collaborate and co-ordinate effectively to support people who have committed offences and their families. Some will have more prominent roles than others, for example NHS Boards have overall responsibility for the health of their populations.

The Scottish Government believe that people who have committed offences and their families should have equal access to the services that will help them desist from offending. Whether at the point of arrest, in receipt of a community or custodial sentence, or during transition back to the community, we must ensure we get the basics right so that people's needs are addressed.

¹⁰ Scottish Government (2015) The Report of the Ministerial Group on Offender Reintegration <http://www.gov.scot/Publications/2015/09/9142>

Complex Needs to Address



Collaboration and co-ordination between both statutory and non-statutory partners at a national and local level

Housing

“Prisoners who have problems securing accommodation on their release are significantly more likely to reoffend than those individuals who do not face these challenges.”

Preventing Homelessness and Reducing Reoffending – Insights from service users of the Supporting Prisoners; Advice Network, Scotland, Shelter Scotland, 2015

Access to suitable housing is a fundamental aspect of any individual’s effort to desist from offending, fulfil requirements on community sentences or reintegrate back into the community after a custodial sentence or release from remand.

Housing should be safe, timely and appropriate to the person’s needs as well as taking victim safety into account, especially where the offender and victim are known to each other, for instance in cases of domestic abuse. The absence of such housing can prevent an individual from accessing other services, undermine any support they have received and increase their likelihood of

reoffending. Those who are offered suitable accommodation are more likely to have positive outcomes in other areas of their lives such as health, employment, education, financial inclusion, families, relationships and social links within their communities.

Housing providers must consider the housing needs of all people that apply to them, including people in receipt of community sentences and those in custody. Recent research has highlighted that the earlier action is taken, the more likely it is that suitable accommodation will be in place before an individual leaves custody and homelessness can be prevented.¹¹

Better joint working and information sharing between statutory housing providers and other third sector organisations is vital to ensure the coordination of ‘wrap-around’ support for individuals. Collaborative approaches including regular communication between social work teams, statutory housing providers and other third sector advice and advocacy support have been shown to identify better housing outcomes.¹²

¹¹ Scottish Government (2016) Housing and Reoffending: Supporting People who Serve Short-term sentences. Reid Howie Associates
<http://www.gov.scot/Publications/2016/01/5676>

¹² Scottish Government (2016) Community Payback Order: Summary of Local Authority Annual Reports 2014-15
<http://www.gov.scot/Publications/2016/02/6307>

To improve access to housing, community justice partners, including SPS, Housing providers and the third sector should:

Facilitate the early assessment of individual housing need on entry to custody and begin addressing these collaboratively at the earliest opportunity in order to maximise positive housing outcomes and prevent homelessness for people leaving custody.

Develop multi-agency protocols with local housing providers and third sector organisations in order to ensure the needs of those who have committed offences are identified and addressed and to ensure consistent access to suitable accommodation at all stages of the criminal justice process.

Health and wellbeing

There are cyclical links between inequalities, offending, becoming a victim, fear of crime and poor health. Improving people's physical and mental health outcomes is not just a worthwhile end in itself, but can also help to reduce and prevent further offending.¹³

Those who have been in the criminal justice system often experience higher rates of premature death – related to violence, accidents and suicide – than the rest of the population, and are more likely to face problems with mental health or substance misuse.

In addition to this, continuity of care can be particularly challenging as people transition between community, custody and back to the community.

It is also important that victims of crime have access to the specialist health services they require.

To improve health and well-being, community justice partners, led by NHS Boards should ensure that:

Every contact in the community justice pathway should be considered a health improvement opportunity. Partners should work in collaboration to ensure that individuals have access to essential health services, substance use, and specialist mental health services from point of arrest onwards and to ensure continuity of care following a community/custodial sentence or remand.

Financial inclusion

In general, people who have committed offences, their families, and victims of crime, come from and return to deprived areas of Scotland where the most financial poverty and educational exclusion exist. At all points of the community justice pathway, individuals will typically be dependent on welfare and benefit payments to support themselves.¹⁴

¹³ NHS Confederation (November 2012) Health and wellbeing boards and criminal justice system agencies: building effective engagement – <http://www.nhsconfed.org/~media/Confederation/Files/Publications/Documents/criminal-justice-system-agencies.pdf>

¹⁴ More details of the strong correlation between imprisonment rates and area deprivation can be found in the 2005 report by Roger Houchin, Social Exclusion and Imprisonment in Scotland <http://www.scotpho.org.uk/downloads/SocialExclusionandImprisonmentinScotland.pdf>

Consequently, early assessment of financial issues is crucial.

For example, following the abolition of UK Government's discretionary Social Fund, the Scottish Government established the Scottish Welfare Fund (SWF) in April 2013. Based on national guidance, the SWF is delivered through Local Authorities. The fund is an essential source of support for prison leavers to help their reintegration into the community. It can help provide clothes and basic items of household furniture (Community Care Grants) and living expenses in an emergency (Crisis Grants). Guidance was published in 2015 to ensure there was consistency of approach in delivery of the fund across local authorities.¹⁵

From 1 April 2017, Scotland will have the power to design and deliver its own employability services for disabled people and those at risk of long-term unemployment. This should be seen as a key opportunity to develop services for relevant groups, including the specific needs of people who have committed offences and their families.

To improve financial inclusion, community justice partners should work together to:

Improve access to financial and welfare advice services for people who have committed offences, families and victims of crime.

Employability

Helping to support the development of employability skills as well as encouraging involvement in training and lifelong learning should be a key priority both as part of a preventative approach, and as a targeted area of support, to ensure that individuals who have been involved in offending can move on with their lives.

At least one third of the adult male population and one in ten adult females in Scotland have a criminal record.¹⁶ Once people have a conviction it is much harder for them to gain employment. There are a number of barriers to improving the prospects of people with convictions securing and sustaining employment, volunteering, training and further learning. These include the stigma associated with declaring a criminal record; limited education experiences and low skills levels; willingness of employers to provide those with criminal convictions with job opportunities; a mismatch between job needs and skills levels; and lack of support available to employers. In addition to these complex inter-related factors, some individuals will simply be further away from employment than others on their desistance journey so it is important that a person-centred approach is taken.

¹⁵ Scottish Government (2015) Scottish Welfare Fund: Briefing note for Prisons www.gov.scot/Resource/0041/00417258.doc

¹⁶ Scottish Centre for Crime and Justice Research (2013) The use and impact of the Rehabilitation of Offenders Act 1974.

It has been argued that the current legislation setting out disclosure of criminal activity to prospective employers is overly complex, poorly understood, and not properly applied. It is important that these arrangements strike the right balance to protect the public while also enabling people with criminal convictions to contribute to society through their employment. The Scottish Government is committed to reforming this legislation, and community justice partners should lead by example by reflecting on their own recruitment practices to ensure they are providing opportunities to people with convictions.

To improve employability, community justice partners, including SPS, criminal justice social work, SDS and third sector partners should:

Put the development of employability skills, training and lifelong learning at the heart of planning in order to facilitate better engagement with employers, provide fairer access to opportunities for those with criminal convictions, and reduce stigma for those who are on the path to rehabilitation.

Remove barriers to the recruitment of people with convictions.

Effectively managed person-centred transition where the needs of individuals are assessed and addressed

Although access to services is vital at all points in the community justice pathway, it can be of particular importance to those who are moving from custody back into the community. Effectively managed transition can transform lives, protect society and provide best value for public expenditure.

People who have committed offences often require support to build the resilience or self-motivation needed to engage fully with services available to them. To help address this, in addition to the statutory provision of throughcare to long-term prisoners, a range of processes have been established to assist the reintegration of those on release from custody and support their engagement with other appropriate services in the community.

Mentoring can be effective at addressing needs as part of a wider package of services. It helps people to learn constructive ways of addressing problems in their lives and reduce risk factors associated with offending behaviour, as well as increasing their motivation and readiness to change. Recent studies have recognised the effectiveness of these approaches in delivering better outcomes particularly the “through-the-gate” support provided by the Reducing Reoffending Change Fund.

The Scottish Prison Service has established a network of Throughcare Support Officers working through the gate to support people leaving custody, and third sector mentoring services are delivering extended one-to-one support to individuals. A range of other third sector and community bodies are also working to provide tailored assistance, advice and support (in a range of formats including peer support) to individuals in custody, those reintegrating to the community, and those under community based interventions.¹⁷

“The evidence on what works to reduce reoffending is clear; standalone interventions and access to services are unlikely to reduce reoffending on their own so mentoring should be seen as part of a holistic service where offenders are offered a range of services and interventions to meet their needs.”¹⁸

Scottish Government, What Works to Reduce Reoffending: A summary of evidence, 2011

Across all of these activities, it is important that services and support are genuinely person-centred and focussed on achieving positive outcomes rather than simply completing processes, as well as being ready to draw on the individual's assets and addressing their problems. Planning for someone to make a transition needs to start before the transition process itself.

Improvements in collaboration, planning, case management and data sharing between justice and other service providers also has the potential to provide more efficient services, by reducing duplication and reinforcing each other's actions.

To ensure the successful transition of people from custody to our communities, partners including the Scottish Government, SPS and Community Justice Scotland should:

Support the commissioning and development of effective mentoring and “through-the gate” models using a range of mixed-method approaches to help manage effective transitions to positive destinations.

¹⁷ Evaluation of the Reducing Reoffending Change Fund (2015)
<http://www.gov.scot/Publications/2016/02/9184>

¹⁸ What Works to Reduce Reoffending
<http://www.gov.scot/Resource/0038/00385880.pdf>

Effective Use of Evidence-Based Interventions



7

In order to maintain confidence and protect the interests of people who have been victims of crime, it is important that the interventions available reflect the appropriate level of risk and the nature and severity of the offence, and should be robustly and consistently applied and delivered.

We will drive improvement in the following areas:

- Ensure the delivery of effective, evidence-based interventions.
- Adopt a person-centred approach, tailored to meet the differing demands of specific groups and focused on getting individuals the support that they require.

Evidence shows that short-term prison sentences do not work in terms of rehabilitating people or reducing and preventing further offending. More than this, they disrupt families and communities as well as greatly affecting employment opportunities and stable housing – the very things that support desistance from offending.¹⁹

That is not a good use of public resources and it is a waste of human potential. Instead, our focus should be on community-based interventions that evidence shows are effective at reducing and preventing further offending.

How these interventions are used is also important. They should be delivered using a person-centred, collaborative approach that is tailored to meet the differing demands of specific groups and focused on addressing the underlying causes of offending behaviour. There should be an emphasis on shifting interventions upstream, based on the premise of the least intrusive intervention at the earliest possible time.

In order to maintain confidence and protect the interests of people who have been victims of crime, it is important that the interventions available reflect the appropriate level of risk and the nature and severity of the offence, and should be robustly and consistently applied and delivered. Alternatives to prison will not be appropriate for some people.

Ensuring the Delivery of Effective, Evidence-Based Interventions

An “intervention” can range from a programme directly or indirectly intended to reduce and prevent further offending; an action aimed at improving the health of people who have committed offences; a third sector or community service to improve local outcomes, or a justice intervention such as a community sentence.

All community justice partners have an important role to play in ensuring the delivery of effective interventions: whether raising awareness of what works; developing new interventions; planning the provision of interventions alongside other partners; or the direct delivery of the interventions themselves. The planning and reporting cycle described in a later section provides a mechanism for monitoring the efficacy of these interventions.

¹⁹ Reconviction Rates in Scotland: 2013-14 Offender Cohort (2016)
<http://www.gov.scot/Publications/2016/05/2243>

Some partners will play a more prominent role than others for particular interventions – for example Police Scotland in relation to Early Intervention, the Crown Office and Procurator Fiscal Service (COPFS) in relation to Alternatives to Prosecution, and local authority criminal justice social work teams in relation to a number of Community Sentences, but all partners will need to come together to ensure that the best possible outcomes are delivered.

The Scottish Government want to ensure that effective, evidence-based interventions are available in every local authority across Scotland, and that there is increased use of these to help prevent and reduce further offending.

Early intervention

There is strong evidence to suggest that tackling the underlying causes of offending, such as problematic drug or alcohol use, or mental health issues can be effective in reducing crime. Community justice partners should help people into appropriate support services as early as possible with greater use of Arrest Referral, and Police Custody Healthcare such as Alcohol Brief Interventions, distress brief interventions and community triage. Police Scotland should also make effective use of the new recorded police warnings to refer people who have offended to services that may help them to desist.

Community justice partners should:

Maximise opportunities for early intervention and be mindful of the impact of areas such as health, on improving community justice outcomes.

Alternatives to prosecution

When a report is submitted by the police to the Crown Office and Procurator Fiscal Service, prosecution in court is only one of a range of possible options. If the Procurator Fiscal believes that such action would not be in the public interest, they have the power to formally divert the person away from prosecution towards a social work or third sector service, or impose a fiscal work order.

Diversion aims to prevent individuals entering the wider criminal justice system by addressing the underlying causes of offending; and help ensure people get access to the drug, alcohol and mental health services they need. It is especially effective when the diversionary intervention is complemented by work designed to address the underlying issues which contributed to the offending behaviour.

The Scottish Government want to see increased use of diversion and fiscal work orders to address the individual's underlying needs and free up resources to be reinvested into the community.

Community justice partners should:

Maximise opportunities for the use of diversion. This will require a balance of appropriate decision-making by the Procurator Fiscal and provision of suitable services by criminal justice social work and the third sector.

Alternatives to remand

For the past decade the remand population has accounted for approximately 20% of the average daily prison population. As well as the overarching issue of the public interest, there are a number of considerations that the court must take into account when considering a bail application, including the likelihood of an individual failing to appear.

The Scottish Government believes that a certain proportion of those on remand are not likely to constitute a significant risk to the public. Short-term imprisonment (of any kind) disrupts families and communities, and adversely impacts on employment opportunities and stable housing – the very things that evidence shows supports desistance from offending. For these reasons, the Scottish Government want to see a decrease in the use of remand.

Community justice partners should:

Increase the availability and quality of alternatives to remand such as electronic monitoring and bail supervision.

Community sentences

The Scottish Government is committed to the principle set out by the Scottish Prison Commission in their 2008²⁰ report that:

“To move beyond our reliance on imprisonment as a means of punishing offenders...paying back to the community should become the default position in dealing with less serious offenders.”

Evidence suggests that imprisonment may increase long-term offending by weakening social bonds and decreasing job stability.²¹ Rather than relying on costly and ineffective short-term custodial sentences, the Scottish Government want to see a decisive shift in the balance between community and custodial sentences.

Community sentences deliver tangible benefits to communities by making individuals pay back for the damage caused by their crimes through unpaid work. They also offer real opportunities for rehabilitation, requiring individuals to tackle the underlying causes of their offending behaviour. Feedback

²⁰ Scotland's Choice: Report of the Scottish Prison Commission (2008) <http://www.gov.scot/Publications/2008/06/30162955/0>

²¹ *What Works to Reduce Reoffending: A Summary of the Evidence* (2015)

received from both beneficiaries of unpaid work projects and the individuals made subject to these orders makes clear that they are delivering positive outcomes and helping people to move away from offending behaviour.²²

A wide range of community sentences are available including Community Payback Orders (CPOs), Restriction of Liberty Orders (RLOs) and Drug Treatment and Testing Orders (DTTOs).

Community Payback Orders (CPOs) play an important role in improving community understanding and participation. The legislation enshrines the principle that local authorities should consult their communities on the types of unpaid work to be undertaken. There are hundreds of unpaid work projects taking place across Scotland at any one time providing tangible benefits to local communities.

CPOs also offer real opportunities for rehabilitation, for example by combining unpaid work with structured intervention programmes designed to tackle the underlying causes of an individual's offending behaviour or allowing for targeted drug, alcohol or mental health interventions.

Drug Treatment and Testing Orders (DTTOs): Individuals made subject to a Drug Treatment and Testing Order (DTTO) are required to display significant levels of co-operation and compliance during what is a highly intensive and invasive community disposal.

Evidence suggests that DTTOs can have a positive and dramatic impact on both drug use and offending with even non-completers demonstrating reduced reconviction rates; and that a shortened form of the order (a DTTO II) can be particularly effective in targeting women offenders, young offenders, and those who have had no previous contact with drug services.²³

In line with best evidence, the Scottish Government wants to see an increase in use of targeted drug treatment programmes, especially those aimed at individuals who are less entrenched in their drug use.

Electronic Monitoring: the use of electronic monitoring solely as a punishment is, and should remain, a legitimate sentencing option. However, in addition to this, the versatility of existing and new technology, including GPS, provides opportunities for electronic monitoring to be used much more creatively, at additional points in the justice system and to be individually tailored to support specific goals. Such goals could be to set exclusion zones for the protection of victims; as a

²² Community Payback Order Scottish Government Summary of Local Authority Annual Reports 2014-15
<http://www.gov.scot/Resource/0049/00493646.pdf>

²³ Scottish Government (2010) Process Evaluation of the DTTO II Pilots
<http://www.gov.scot/Resource/Doc/310418/0097967.pdf>

means of control to assure that an individual is present at an address; to break a pattern of offending behaviour; or to set curfew times around employment and training schedules.

Where the goal is to use electronic monitoring to aid longer term desistance, the international evidence recognises that it is most effective when used as part of a person-centred approach and set within a much wider package of support. In addition, where it has been risk assessed as appropriate, electronic monitoring can enable individuals to remain in the community with their families, while preserving accommodation and employment – the very things that evidence shows support desistance from offending, reducing further offending and the impact that has on communities.

The current legal framework allows a person subject to a community sentence to have both electronic monitoring and a support package in place as part of a CPO with a concurrent Restriction of Liberty Order. We must build on this to change how electronic monitoring is thought about and used in Scotland, using a goal-oriented approach where appropriate, whether that goal is to support public or victim protection or to aid longer term desistance.

Structured Deferred Sentences: are typically aimed at individuals with underlying problems such as unemployment; drug or alcohol dependency; mental health or learning difficulties and allows for intervention work to be carried out pending the final disposal of the case. Evidence suggests that, as well as providing support to change behaviour and address needs this can lead to a reduced sentence and an associated reduction in reoffending.²⁴

The Scottish Government wants to see a decisive shift from custody to community, through an increase in the use of community alternatives. To ensure the delivery of effective, evidence-based interventions at all appropriate points in the criminal justice system, partners should:

Increase the availability and quality of services in order to maximise the use of community disposals such as community payback orders, DTTOs, electronic monitoring and structured deferred sentences.

²⁴ [What Works to Reduce Reoffending: A Summary of the Evidence \(2015\)](#)

Third Sector interventions

The third sector provide a broad range of interventions to support desistance and reintegration, for example, practical and emotional support for people who have offended and their families, specialised services focussed on drugs, alcohol, mental health problems and isolation, and gender-specific support services aimed at women involved in the criminal justice system. Third sector interventions can also improve the efficacy of services delivered by public sector agencies, by helping to develop strong relationships and working across silos to assist in the delivery of joined-up support.

Community justice partners should:

Capitalise on third sector interventions to improve community justice outcomes.

Adopting a person-centred approach, tailored to meet the differing demands of specific groups and focused on getting individuals the support that they require

Desistance is a highly individualised process. Generic, one-size-fits-all interventions are ineffective.²⁵ It is not sufficient just for the intervention to be available – the quality of the intervention can impact on its effectiveness and, where possible, this should be flexible and innovative in response to complex and varied needs.

A person-centred approach puts the individual at the heart of the intervention. Interventions should be matched to an individual's level of **risk**, focus on their specific **needs**, and be matched to their individual **responsivity** characteristics.

The responsivity principle focuses on personal characteristics that regulate an individual's ability and motivation to learn within a therapeutic environment. Factors that interfere with learning – such as poor social or problem solving skills – are responsivity factors.

Relationships are also a significant factor in desistance – the delivery of an intervention should be accompanied by the development of a working relationship based on pro-social modelling. Anyone delivering an intervention should have high expectations of the individual engaging with that intervention, recognising what that individual can and should be contributing to his or her community. Where possible and appropriate, support from family, friends and communities should also be incorporated into interventions to help develop or maintain positive relationships.

²⁵ *IBID*

Community justice partners should deliver high-quality, person-centred interventions which meet the following criteria:

- Matched to an individual's level of **risk**, focused on their specific **needs**, and matched to their responsivity characteristics.
- Focused on **how** interventions are delivered just as much as **what** is being delivered.
- Both **flexible** and **innovative** in response to varying and complex needs
- Specific services aimed at addressing the **complex** needs of differing cohorts (e.g. women, young people, individuals with drug dependency, learning difficulties etc.).
- At the **earliest** point possible, and is only as invasive as it needs to be in order to deliver the change needed.
- Developing and nurturing the **assets and skills** of people who have been involved in offending.
- Provided by staff who are enabled to build appropriate relationships with individuals who have offended through **positive and genuine engagement**, and to act as co-agents of change.
- Incorporate **support from friends, families and communities** to help develop positive relationships.

To maximise the effectiveness of an intervention, it is also important to ensure that people engaging with interventions are:

- Well prepared and motivated for participation.
- Supported to participate and apply any learning.
- Supported to follow up on goals they have set as a result of participation.

In 2013-15 the Scottish Government provided time-limited funding for 16 projects proposed by criminal justice partners across Scotland to develop community services for women. A review of these services conducted by the Institute for Research and Innovation in Social Services²⁶ found that the holistic approach taken offered a genuinely enhanced service as an alternative to traditional approaches to the supervision of women, with practitioners working with women as individuals with strengths, needs and aspirations rather than focusing on them as simply “offenders”.

The review found that these services supported women to make observable progress towards outcomes associated with desistance. Critical elements for the successful development of these services included: the establishment of effective partnerships (for example with health, welfare, the private and public sectors); employing the “right” staff (with the necessary skills, attributes and experience); and creating an environment in which there is commitment and flexibility to trial new ways of working.

Effective management of compliance is a factor that can be critical to the achievement of the purposes of an order. Non-compliance should be seen as an opportunity for the individual to understand their responsibilities and to learn something that could enable progress. Distinguishing different causes of non-compliance (for example drift in motivation, lack of confidence, an unanticipated event or crisis, or wilful refusal) can enable a graduated and tailored response.

Community justice partners should:

Provide a more consistent, graduated response to difficulties with compliance, focused on supporting individuals to comply with the requirements of their order.

²⁶ Evaluation of sixteen women's community justice services in Scotland (2015)
<http://www.gov.scot/Resource/0048/00484422.pdf>



Community Justice Scotland



8

Community Justice Scotland will support statutory community justice partners, the third sector and others to work towards better outcomes for community justice.

The improvement actions in this strategy are ambitious and challenging. To successfully implement this change, local decision making must be combined with national leadership and support. Community Justice Scotland will play a critical role in providing that leadership and support.

It is a core principle of the new model for community justice that decisions for communities should be taken locally by those who understand their communities best. To support statutory community justice partners, the third sector and others in this approach, a new national body, Community Justice Scotland, will be established and will play a crucial role in the success of the new model.

Community Justice Scotland will be established in a shadow capacity from October 2016 and take on its full functions from 1 April 2017. It will provide leadership for the sector; offer opportunities for innovation, learning and development; and provide independent assurance on the delivery of improved outcomes and improvement support where required.

Community Justice Scotland will support statutory community justice partners, the third sector and others to work towards better outcomes for community justice. Partners can rely on Community Justice Scotland to provide information, advice and assistance in an open and transparent

manner, on implementing the improvement actions effectively, as well as facilitating discussions with other partners who can share their experiences in tackling similar issues in their area.

In addition to supporting partners, Community Justice Scotland will have a key role in promoting the vision set out in this strategy. It will work with partners, stakeholders and communities to improve the understanding of community justice and the benefits it can bring while maintaining public protection. It will also work with partners, stakeholders and others to develop a strategic approach to commissioning; facilitate engagement with partners; and work to improve the evidence base.

Furthermore, the establishment of a Hub for innovation, learning and development, as part of Community Justice Scotland, will provide the workforce with greater profile and identity, as well as using evidence of what works to inform commissioning, good practice and partnership standards. One of the Hub's first tasks will be the creation of a strategy to provide a clearly defined vision for innovation, learning and development across community justice, and the role of the Hub and partners in achieving that vision.

Driving Improvement: Planning and Reporting



9

The responsibility for resolving local issues rests first and foremost at the local level, respecting the accountability lines for the statutory Community Justice Partners.

The Community Justice (Scotland) Act 2016 puts a duty on statutory Community Justice Partners to produce a community justice outcomes improvement plan that has regard to the National Strategy for Community Justice; National Outcomes, Performance and Improvement (OPI) Framework; and local outcomes improvement plan for that area (LOIP). In preparing the plan, partners must consult with Community Justice Scotland and involve third sector bodies, community bodies and any others they consider appropriate.

The National Strategy sets out the evidence-based improvement actions that partners are expected to use to make progress in the four priority areas identified in the strategy. These priorities are aligned with the community justice outcomes contained in the Outcomes, Performance and Improvement Framework and the framework provides a range of indicators to help partners measure improvements.

Statutory Community Justice Partners will publish a report annually on performance and share this with Community Justice Scotland. This reporting will show how local areas are performing on key issues such as: provision of diversion; quality and quantity of community sentences; length of custodial sentences; and access to suitable, sustainable housing on release from prison. It will also help to identify which activities took place and who was involved.²⁷

The assurance and improvement cycle

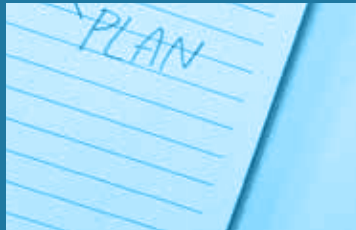
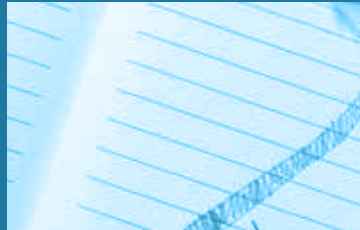
Community Justice Scotland will review all local plans, providing feedback to partners in order to share good practice and drive improvement. It will review all annual reports to provide independent professional assurance to Scottish Ministers and Local Government Leaders on the delivery of outcomes across Scotland.

The responsibility for resolving local issues rests first and foremost at the local level, respecting the accountability lines for the statutory Community Justice Partners. However, where partners find that they cannot resolve matters locally or where they believe issues persist in more than one area, they can refer to Community Justice Scotland for support.

Where the annual reports show that improvement is necessary, Community Justice Scotland will provide advice to local partners and targeted improvement support. Where performance issues persist, Community Justice Scotland may provide recommendations to Scottish Ministers on action required such as multi-agency inspections or, in exceptional circumstances, a rescue task group.

²⁷ Further details on planning and reporting, including timelines, is given in the Guidance on the new model for Community Justice.

Turning Ambition into Action: The Implementation Plan



10

The Strategy sets out the core improvement actions under each priority. Some will require a great deal of joint-working to take forward, while others may be achievable as quick wins by particular partners.

The ambitious actions set out in this strategy will only be possible to achieve through the collaborative working of the statutory and non-statutory community justice partners.

An Implementation Group for the National Strategy for Community Justice, comprising of representatives from the community justice partners and supported by the Community Justice Division, will develop and take forward an Implementation Plan in collaboration with stakeholders, including Community Justice Scotland.

The Implementation Plan will set out:

- **Who** – Ownership/leadership of each of the actions listed in the strategy.
- **When** – Timescales for action.
- **How** – What approach the relevant partner(s) will utilise to achieve the action.
- **Resourcing** – Identification of resources, where they are required to deliver actions, and an indication of how the resource will either be provided or sought.

The Strategy sets out the core improvement actions under each priority. Some will require a great deal of joint-working to take forward, while others may be achievable as quick wins by particular partners. Over time new issues may arise that impact on the achievement of the community justice vision and the Implementation Group will play a role in identifying these and taking forward actions to address them.

The role of the Scottish Government

The Scottish Government also plays an important part in community justice and will help drive the strategy's implementation. It provides funding to a range of vital community justice organisations and services, produces guidance to help make clear partners' roles, and develops policy to improve community justice outcomes. The Scottish Government is the sponsor body for Community Justice Scotland and will be the conduit between the Implementation Group and Scottish Ministers.

Community justice in Scotland takes place within a complex and inter-related landscape. There are a number of cross cutting areas that influence and are influenced by community justice matters such as policies relating to youth justice, victims of crime, alcohol, drugs, mental health and safer communities.

Scottish Government officials will ensure that the National Strategy for Community Justice Implementation Group is mindful of the complicated landscape of interconnected strategies and policy developments to ensure that we capitalise upon these links to create effective and joined-up policy making.

In addition to this range of activities, the Scottish Government will work with Community Justice Scotland and partners to explore the costs and benefits of taking a person-centred, practice model and if appropriate, develop and implement that approach with partners.

Annex A: Collated Improvement Actions



11

The Scottish Government's Vision for Community Justice

Vision

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

Mission Statement

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 new model for community justice, with its focus on strong partnership working to ensure effective intervention from the point of arrest onwards, provides the delivery framework for achieving both this mission and the wider vision.

Priorities

Extensive consultation with stakeholders has made clear that the Scottish Government's vision and mission statement 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.

Principles

Our 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.

To improve public understanding and participation Community Justice Partners are expected to:

- **Develop a communications strategy** that outlines their plans to raise awareness of community justice issues and the range and scope of locally available interventions and services, while spreading positive news stories to communities and local media, as well as local decision makers such as the judiciary
- **Review and capitalise upon existing engagement mechanisms** and good practice
- **Develop the evidence base** to help improve understanding of community justice issues in their area. Take advantage of existing research infrastructure and include contributions from academic, statutory and third sector partners
- **Develop a community participation strategy** and **involve communities** in community justice planning, delivery and evaluation, as well as co-designing and co-delivering services to fit locally identified needs
- **Support communities** on any capacity building required to enable their participation
- **Be mindful of the importance of language.** Partners should use language that is inclusive to people with convictions and victims of crime

To improve strategic planning and partnership working Community Justice Partners are expected to:

- **Integrate non-statutory partners** into community justice planning structures and processes
- **Share information** about effective interventions, and services as well as individual-level data where appropriate
- **Focus on prevention and early intervention** to minimise future demand for services and future costs to the public sector
- **Build effective links** with children's services planning
- **Support and assist the development of strong multi-agency public protection arrangements (MAPPA)**
- **Contribute to the development of a strategic approach to commissioning**
- **Make best use of resources** by sharing staff, expertise, information, property, and finance while building on existing areas of good collaborative working
- **Demonstrate innovative and collaborative use of funding** to prevent and reduce further offending
- **Help workforces understand** how they, and other partners, contribute to community justice outcomes
- **Contribute to the development** of the Strategy for Innovation, Learning and Development

To improve Access to services, Community Justice Partners are expected to:

- **Engage with the children and families** of people who have committed offences
- **Facilitate the early assessment of individual housing need** and begin addressing these at the earliest opportunity in order to maximise positive housing outcomes and prevent homelessness
- **Develop multi-agency protocols with local housing providers**
- **Every contact in the community justice pathway should be considered a health improvement opportunity**
- **Improve access to financial and welfare advice services** for people who have committed offences and their families
- **Put the development of employability skills, training and lifelong learning at the heart of local planning**
- **Remove barriers** to the recruitment of people with convictions
- **Support the development of effective mentoring and “through-the gate” models** to help people move onto and sustain positive destinations

To facilitate the effective use of evidence-based interventions, Community Justice Partners are expected to:

- **Maximise opportunities for early intervention** and be mindful of the impact of areas such as health, on improving community justice outcomes
- **Maximise opportunities for the use of diversion.** This will require a balance of appropriate decision-making by the Procurator Fiscal and provision of suitable services by criminal justice social work and the third sector
- **Increase the availability and quality of alternatives to remand** such as electronic monitoring and bail supervision
- **Increase the availability and quality of services in order to maximise the use of community disposals** such as community payback orders, DTTOs, electronic monitoring and structured deferred sentences
- **Capitalise on third sector interventions** to improve community justice outcomes
- **Deliver high-quality, person-centred interventions**
- **Provide a more consistent, graduated response to difficulties with compliance,** focused on support rather than punishment and making use (where appropriate) of electronic monitoring in collaboration with other measures



Annex B: National Strategy Steering Group Representative Organisations



12

-
-
-
- Community Planning Partnership Managers
 - Police Scotland
 - Scottish Prison Service
 - Skills Development Scotland
 - Criminal Justice Voluntary Sector Forum
 - Positive Prison? Positive Futures
 - Office of the Chief Social Work Advisor
 - Social Work Scotland
 - Health Boards
 - Academia
 - COSLA
 - Scottish Government Community Justice Division
 - Community Justice Authorities

Partner logos





© Crown copyright 2016



This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit nationalarchives.gov.uk/doc/open-government-licence/version/3 or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or email: psi@nationalarchives.gsi.gov.uk.

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

This publication is available at www.gov.scot

Any enquiries regarding this publication should be sent to us at
The Scottish Government
St Andrew's House
Edinburgh
EH1 3DG

ISBN: 978-1-78652-616-8

Published by The Scottish Government, November 2016

Produced for The Scottish Government by APS Group Scotland, 21 Tennant Street, Edinburgh EH6 5NA
PPDAS83863 (11/16)