



REDUCING REOFFENDING

NATIONAL STRATEGY FOR

THE MANAGEMENT OF OFFENDERS >>>



safer
scotland
SCOTTISH EXECUTIVE

REDUCING REOFFENDING

**NATIONAL STRATEGY FOR
THE MANAGEMENT OF OFFENDERS >>>**

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MINISTERIAL FOREWORD



Criminal Justice in Scotland is now set on a different path – a path that prevents and diverts, stemming the flow of offending and challenging offenders to return to a law-abiding lifestyle; a path that supports victims and witnesses, letting their voices be heard and justice be seen to be done; and above all a path that reduces reoffending, tackling those offenders who offend again and again, destroying not just their own lives but those of their families and all around them.

We are set on transforming how we tackle crime and offending, wherever it occurs.

Our common purpose is to protect our people.

Our common task is to reduce reoffending.

And, our common tool is effective offender management.

I am proud to introduce Scotland's first national offender management strategy. Not only because it sets our common direction and furthers our reforms, but because it offers all of us the biggest opportunity in a generation to build the effective, joined-up offender management service most of us have long sought.

The new Community Justice Authorities bring together local authorities, the Scottish Prison Service and key partners to make sure the right services are in the right place at the right time – an integrated approach with a shared task, to reduce reoffending.

At the same time we have the opportunity to open up new perspectives on how we manage sentenced offenders. We must encourage better ways of working together, where the shared task is more important than the differences between organisations. Local authorities and the Scottish Prison Service have specific duties and responsibilities to manage and challenge offenders, on which each must deliver. Yet, they cannot fully deliver on their own. Not only must local authorities and the Scottish Prison Service work more closely together than ever before, so too must we engage others – police, health, housing, employment and our not-for-profit organisations – to make that vital contribution that can make a difference between successful rehabilitation and a spiral of reoffending that wrecks communities and ruins lives.

This, our first national offender management strategy, lays the ground for deep-rooted partnerships able to reduce reoffending and protect public safety. Such partnerships are built upon commitment and shared purpose. But above all they are built upon the people who work within them. We have an opportunity and an obligation to break down the barriers that hold back

our staff from working ever more closely together. Prison officers and criminal justice social workers, alongside partners from across criminal justice and beyond, must be able to exchange experience and skills, to learn from each other and to bring their joint efforts to bear to reduce reoffending. I expect everyone involved in the management of offenders, aided by the National Advisory Body, to work together to remove those barriers and to embrace joint working in spirit and reality.

I believe this is an exciting time to be working in criminal justice in Scotland. We are on the threshold of a transformation in how we work together, how we manage offenders, how we reduce reoffending and how we protect the people of Scotland, whom we all serve. We have much to do, but I am confident that together we will build a safer Scotland for us all.



Cathy Jamieson MSP
Minister for Justice



INTRODUCTION

Our vision

Our vision is of safer, stronger communities where ordinary people can live their lives free from the fear of crime and where the rights of all members of the community are respected and upheld. Our purpose is to protect public safety by reducing offending and reoffending. Our route is more integrated, more consistent management of offenders in both community and custody, which takes into account the level of risk in each individual case.

Our shared aim

To reduce both the amount of reoffending and the amount of serious harm caused by those already known to the criminal justice system.

Our target

Our current target is a 2% reduction in reconviction rates in all types of sentence by March 2008.¹

Over the next year, we will work with the new National Advisory Body to set new targets for 2008 onwards. These will measure success in achieving the range of outcomes for communities, offenders and the system set out below, and take account of the issues in the measurement of reoffending set out in Section 5.

Our opportunity

Scotland is set on the most radical reform of its criminal justice system for more than a generation.

The Management of Offenders etc. (Scotland) Act 2005 establishes new Community Justice Authorities (CJAs) which will bring all agencies together, to create a more coherent and flexible system of offender management, which builds services round the offender. The new National Advisory Body will shape long-term national strategy to achieve the reduction in reoffending to which we are all committed.

Through working together locally and nationally, Scotland has the opportunity to create a new model for managing offenders characterised by a well-focussed, problem-solving approach, and driven by a shared commitment to making practical improvements to the way we manage offenders and to challenging offending behaviour.

Why reoffending?

All offending matters. But the community has a specific right to expect public agencies to use their contact with known offenders to reduce the risk that they will offend again, particularly in those cases which raise the most serious concerns about public protection. At the moment, most offending is reoffending. Of those convicted of a crime or offence in 2002, two-thirds had at least one previous conviction.

¹"SPENDING REVIEW 2004 TECHNICAL NOTES" available at <http://www.scotland.gov.uk/library5/finance/srtn04-00.asp>.

This has an impact not only on individual victims and hard pressed communities but also on offenders and their families. This is why a central theme of the overall strategy and a key component of our drive to reduce reoffending is Closing the Opportunity Gap and tackling social exclusion and poverty. The strategy will therefore depend for much of its success on helping offenders and their families access the services they need, such as advice on financial services, benefits and sustainable support and also for these services to recognise offenders and their families as groups who should have equal access to their services.

What timescale?

This first-ever national strategy for the management of offenders focusses on the period to April 2008, to provide a common direction for agencies producing the first set of area plans, which will cover 2007-08. We will work with the new National Advisory Body over the coming year to produce an updated 3-year strategy.

Which individuals and whose task?

The national strategy covers all those in the criminal justice system including those coming into the adult system from the youth justice system. This includes those with whom agencies come into contact at earlier stages in the process than conviction, through activities such as diversion, alternatives to prosecution, court work, bail supervision or remand.

This strategy covers the offenders which pose the most serious risk to public safety through to those whose persistent lower-level offending causes distress to communities and absorbs an enormous amount of resources. Section 1 deal further with how agencies should deal with the conflicting pressures they face from different types of offender.

The strategy **sets the direction** for the work of **the new Community Justice Authorities** and for local authority **Criminal Justice Social Work** and the **Scottish Prison Service**,² the agencies with the core responsibility for managing offenders, working in statutory partnerships with the **voluntary sector**, **Police**, the **Crown Office and Procurator Fiscal Service**, **Scottish Courts Service and Victim Support**. The strategy also encourages links with other parts of the criminal justice sector such as **sentencers**, **legal professionals such as local legal faculties or bar associations** and other specialist bodies, such as the **Risk Management Authority**, the **Accreditation Panel** and the **Parole Board**.

But reducing reoffending cannot be a task for the criminal justice system alone. Bodies responsible for **Housing, Health, Benefits, Education & Training and Employment** in particular also have a central role to play in creating stronger, safer communities by providing offenders with access to their services. **Children's and Families Services** can also play an important role. **Regeneration** activity and investment in some circumstances can also present an opportunity to help reduce reoffending.

To enable this, as far as possible, policies intended to promote social justice should take account of the specific challenges presented by integrating offenders into the community.

² The overall direction for the Scottish Prison Service will continue to be set under its Framework Document. This strategy is specifically concerned with those aspects of the SPS's work which relate to reducing reoffending.

Giving direction

For the first time we will have a common set of objectives to give a shared focus to all those working with offenders in any capacity.

All the organisations with a contribution to make to managing offenders will be expected to help achieve the following high-level outcomes.

Outcomes for communities

Scotland is a safe place to live. But too many communities and individuals suffer the effects of crime. Communities need to feel safer as well as be safer. So we want to see:

- Increased community safety and public protection through a consistent approach to managing offenders on community and custodial sentences
- Increased public confidence in the effectiveness of work with offenders
- Improved understanding of community disposals
- Improved understanding of the role of prisons
- Improved satisfaction for victims, sentencers and beneficiaries of work by offenders
- Appropriate care of victims, including appropriate and timely information
- Timely information and, where appropriate, involvement for the families of offenders

Outcomes for offenders

We know that certain factors will reduce the chance of an individual reoffending. We will expect agencies to work together to enhance services for offenders to achieve the following outcomes, as appropriate, prioritising the most critical factors in individual cases:

- Sustained or improved physical and mental well-being
- The ability to access and sustain suitable accommodation
- Reduced or stabilised substance misuse
- Improved literacy skills
- Employability prospects increased
- Maintained or improved relationships with families, peers and community
- The ability to access and sustain community support, including financial advice and education
- The ability to live independently if they choose
- Improvements in the attitudes or behaviour which lead to offending and greater acceptance of responsibility in managing their own behaviour and understanding of the impact of their offending on victims and on their own families

Outcomes in the system

We need to be able to tell whether long-term changes are taking place in the way we manage offenders. Their delivery will require effective targeting of resources to where they can make most impact on public protection, through reducing the frequency and seriousness of reoffending. Better use of resources could be made through a reduction in reliance on short-term sentences, reducing the pressure on prisons. This in turn requires an appropriate range of disposals that enable the courts to impose a sentence that is both fair and conducive to the offender's rehabilitation, and the robust enforcement of the sentences of the court. Changes in offender management are therefore closely linked with and should provide support for reforms in other parts of the criminal justice system.

We will therefore look for specific outcomes for offender management systems themselves:

- Effective CJAs in place, promoting a **consistent approach** to offender management and systematic **co-operation** between offender management agencies and supported by a system of **integrated case management**, with input from custodial and community services
- Wider **partnership** of rehabilitative services in place, including addictions, housing, health, education, training and employment
- Standard approach to the methodology and use of tools which are widely accepted for **risk** assessment and management embedded into practice and any **risk** of serious offending identified and a management plan effectively communicated to all relevant agencies
- A range of high quality, evidence-based interventions based on the principles of **effective practice**, matched to the level of assessed risk and need, supported by **better tracking** of the impact of interventions on individuals, from which we build up a clearer understanding of what works
- A workforce with the appropriate **skills** mix, targeted appropriately
- Processes and systems which facilitate the **sharing of information**
- A robust framework for **quality assurance**, performance management and outcome measures for area plans

Creating the change

To deliver such a wide range of service improvements will require the time, effort and commitment of leaders and practitioners in the field of offender management and in supporting public services, particularly housing, health, education and employment and training.

This strategy proposes that services should be developed under five inter-linking themes:

1. Setting priorities
2. Working together in new ways
3. Developing and supporting the workforce
4. Communication
5. Measuring, learning and acting

For each of these key themes the strategy identifies the tasks for:

1. The new National Advisory Body
2. The Scottish Executive
3. The new Community Justice Authorities
4. Local authorities
5. The Scottish Prison Service
6. Other partner bodies

and explains how various independent and specialist bodies, such as relevant inspectorates, (particularly SWIA, HMCIP, and HMCIC), the Joint Accreditation Panel and the Risk Management Authority can support these changes in the period up to April 2008.





SECTION 1

▶▶▶ SETTING PRIORITIES

SETTING PRIORITIES

1.1 We want to target efforts and resources for maximum community benefit. We need to ensure that the work of offender managers makes a real and tangible difference to the lives of local communities, victims and offenders. To do so, we need the focus to be on solving problems, rather than administering processes. To make that shift and to deliver services differently, we need to set clear national and local strategic priorities.

1.2 One of the key choices agencies face is who to prioritise. Protecting the public from the most serious harm must be the first priority for all those dealing with offenders. It is therefore critical that agencies prioritise the management of the most serious sexual and violent offenders. The numbers in this category are relatively low, and their reoffending rates below average. But the damage they do to individuals is potentially very great. Agencies therefore must be clear about the cases which require the most highly-skilled professional supervision and target resources accordingly. This means that agencies need to get better at identifying those offenders most at risk of reoffending and also those who are at risk of causing serious harm to other people. Good risk assessment and management are the foundations of effective offender management. To enable this, the criminal justice system as a whole needs to become smarter about how to use the wide range of interventions already available for lower-level offenders and to help agencies release the time of their most highly-skilled staff to concentrate on the most complex cases. Many of the interventions for lower-level offenders can be successfully delivered by a wider range of individuals, within and beyond the criminal justice system: agencies should take advantage of that fact.

National priorities

1.3 The Introduction sets out the shared high-level aim of this strategy – reducing reoffending, and delivering the outcomes which will support that. National priorities give direction to the work of the various agencies working with offenders to achieve this aim.

Context

1.4 The Reducing Reoffending consultation told us that the present system lacks a sense of direction, struggles to cope with high volumes – in prison and community, that service provision is often inconsistent, that there is duplication of effort, that the focus is too often more on the service than the offender, that services do not join up as well as they should, that effectiveness is not proven and that lines of accountability are not clear.

1.5 Over the past few years, progress has been made in reshaping services around the risks and needs of the offender. The system now has a good range of community sentences in place for the courts to use in place of short prison sentences; practice has benefited from recent developments in the use of risk assessment and management tools; accreditation is raising standards in programme design and delivery; information sharing is growing; and the concept of sentence planning in community, prison and across both settings is taking root.

1.6 The Community Justice Authorities (CJAs) provide an opportunity to reshape the services of the future by adopting a more targeted approach to work with offenders which focusses on the principles of effective practice; enables the best deployment of resources; speeds up the system

at the lower end; encourages the appropriate use of diversion; matches highest need/risk to most intensive interventions with most highly skilled staff; make better use of support staff; and builds confidence in communities that the system will do what it says it will do. This is the opportunity to build on the progress made so far and to redesign service delivery around integration and quality.

1.7 Nationally and locally, we wish to involve sentencers in these discussions about the shape of services, to ensure their views, experience and needs are fully understood.

Approach

1.8 The new approach will redesign services around offender groups which are (in no order of priority):

- Less serious/first-time offenders
- Offenders with mental health problems
- Offenders with substance misuse problems
- Persistent offenders, including young offenders coming through from the youth system
- Prisoners needing resettlement and rehabilitation services
- Violent, serious and sex offenders
- Women offenders

1.9 Many offenders will fall into more than one of these categories. This list provides a framework to allow agencies to examine what the provision is for offenders under each heading, where the most obvious gaps are in each case and where there may already be a wide variety of available interventions. For CJAs, it will provide a basis for asking questions about what is available in their own areas, how coherent that provision is and what the priorities should be for development in their own area.

Local priorities

1.10 Different parts of Scotland have different patterns of offending. The CJAs will identify local priorities within its boundaries, based on the level of risk and need across the CJA area, and taking account of priorities already identified in existing planning partnerships, particularly through community planning. CJAs will have the responsibility for allocating resources to local authority criminal justice social work services. In doing so CJAs will be required to match resources against priorities described in the CJA area plan. It is to be expected that this will, in time, lead to a redistribution of activity and funds across local authority areas within a CJA.

1.11 Individual plans may place a different emphasis on different types of reoffending in different areas. But they are still expected to promote greater consistency in delivery of interventions. CJAs have a legal duty to promote the sharing of good practice – within and between CJAs.



In the period to April 2008

The National Advisory Body (NAB) will

- Scrutinise area plans and advise on how well these match investment to priorities.
- Consider overall trends in offending and offender management in Scotland.
- Consider how services can be reshaped around the seven offender groups.
- Provide advice on the long-term investment strategy in the run-up to the Spending Review 2007.
- Advise on updating this strategy to cover a 3-year period.

The Executive will

- Provide the resources to agencies to support delivery of the area plans.
- Develop supporting papers on reshaping services around the seven offender groups for consideration by the NAB.
- Develop a strategy paper on accommodation for offenders.
- Under the Youth Justice Steering Group, take forward work on improving transitions from the youth to the adult systems.
- Work with CJAs and local authorities to ensure that we are making the most effective use of probation.
- Work with NAB to identify the most cost-effective way to share what has been learned in recent pilots more widely across the system.
- Seek to involve sentencers in these discussions, to ensure their views, experience and needs are fully understood.

CJAs will

- Use available data on offending patterns in their area, to identify local priorities in terms of reducing reoffending and increasing public safety, and reflect these in the area plans.
- Draw up area plans in consultation with the SPS and other partners which clearly match investment to national and local priorities.
- Submit plans for 2007-08 to the Executive by Autumn 2006.
- Identify in area plans what action is being taken in each CJA to address each of the shared high-level outcomes.
- Conduct an audit of the accommodation for offenders within the CJA, as well as practices relating to the provision of accommodation for offenders.
- Promote consistency in delivery of interventions and the use of risk assessment tools.

Local authorities will

- Contribute to the production of the area plan, ensuring all the relevant services they provide are taken into account.
- Agree priorities with the CJA and align services to deliver the area plan.
- Promote the use of a standard approach to risk assessment and management.
- Promote the principles of effective practice in working with offenders.
- Supervise offenders in line with National Standards and Objectives.
- Ensure Best Value.



SPS will

- Provide each CJA with early briefing on SPS activity relevant to the CJA.
- Contribute to the production of each area plan.
- Reconsider its investment in rehabilitative activities in the light of this strategy and CJA area plans.
- Agree priorities and align services to deliver the area plan.

Partner Bodies will

- Provide each CJA with early briefing on the aspects of their activity relevant to the CJA.
- Identify their contribution to reducing reoffending through the more coherent management of offenders.
- Contribute to the production of the area plan.
- Support the delivery of the area plan.

Inspectorates and other independent and advisory bodies will support these changes:

- By providing information and advice to the Executive, SPS, local authorities, CJAs and the NAB in their areas of expertise in order to inform the policy process and assist with setting priorities.

Setting Priorities: An example

Accommodation: the CJAs will need to address the difficult local issues which arise in housing offenders, especially those who pose a high risk. This work should be underpinned by the recognition that provision of appropriate housing and prevention of subsequent homelessness through sustaining accommodation protects the public and reduces reoffending. The CJAs should build on the lessons from the housing advice services in prisons established under the Rough Sleepers Initiative and the national accommodation strategy being developed for sex offenders. Partnership working is also needed to reduce the problem of loss of accommodation which may result from imprisonment: timely advice and information can be critical from the moment of arrest, through remand and sentencing, as well as at release.

The more integrated approach with a focus on targeting risk which is envisaged for the CJAs fits well with a framework with supported accommodation for those requiring this added form of support from the criminal justice service and the provision of appropriate housing for the rest. But this is a complicated area and the CJAs will need to draw on the expertise of different partners in both the justice and housing sectors. In this respect, progress is already being made. Here and more broadly, the work must ensure clear lines of responsibility and integrated ways of working. The end result should be both to reduce the risk posed by offenders or ex-offenders living in the community and to help this group successfully re-adjust to an acceptable lifestyle.



SECTION 2

▶▶▶ WORKING TOGETHER IN NEW WAYS

WORKING TOGETHER IN NEW WAYS

2.1 Organisations which contribute to the management of offenders should work together effectively and consistently. We need to be clear about where further joint working will add the most value and build on the good examples of joint working which already exist. We want to move from a position where services are designed around what agencies can provide, to an approach which builds services around the offender. We need to challenge offending behaviour and provide seamless support to those who want help to change their behaviour. We need to make it even more difficult for those who do not want to change to find gaps in the system. The new area plans for reducing reoffending will help set the agenda for a more integrated, more consistent system for managing offenders.

Key themes here are:

- Sharing resources, expertise and information
- Supporting transitions, particularly from prison to the community
- Ensuring a strong partnership with the voluntary sector
- Developing the contribution of other partners

In the period to April 2008

The NAB will

- Test area plans for evidence of developments in service integration and joint problem-solving.
- Support national-level discussion about partnership working.
- Review and promote good practice.

The Executive will

- Work with the NHS, Jobcentre plus, Communities Scotland, ACPOS and others to raise the profile of offender management at the most senior level.

CJAs will

- Draw up area plans in consultation with the SPS and other partners which identify where closer joint working would best add value and explore ways of reducing duplication.
- Use the development of area plans to promote a problem-solving approach between agencies, with an early focus on basic practical issues.
- Examine the audits which have been undertaken by local authorities of joint working and work with partners and use these as an input to area plans.
- Consult statutory and other partners on the area plan.
- Ensure area plans support the development of integrated case management and consistency between agencies.
- Promote information sharing processes and systems between local agencies.
- Look for opportunities to reduce the number of separate contracts voluntary organisations are required to enter into in their area.
- Use existing partnership forums, such as Community Planning, Community Safety Partnerships and Community Health Partnerships to engage with community partners such as Employability, Learning and Housing.
- Support their Chief Officers in sharing progress on integration and service delivery with each other through a Chief Officer network.

Local authorities will

- Promote integration through delivering the enhanced throughcare strategy, including the Throughcare Addiction Service.
- Support the implementation of integrated case management.
- Support the introduction of the new joint arrangements with SPS and the police for assessing and managing sex offenders (with Health in relation to those who are mentally disordered offenders), involving the voluntary sector as appropriate. In particular, Housing services will work jointly with these agencies in order that offenders are suitably housed.
- Contribute to a joint accreditation agenda.
- Contribute to the production of the area plan.
- Agree priorities and align services to deliver the area plan.
- Ensure all the relevant services they provide, including employability, learning and housing services, support reducing reoffending.
- Develop their national-level relationship with the SPS.

SPS will

- Promote the enhanced throughcare strategy, including the Throughcare Addiction Service.
- Support the implementation of integrated case management.
- Support the introduction of the new joint arrangements with local authorities and the police for assessing and managing sex offenders (with Health in relation to those who are mentally disordered offenders).
- Contribute to a joint accreditation agenda.
- Contribute to the production of each area plan.
- Work with CJAs and local authorities to identify practical barriers to joint working which could be given early attention in area plans.
- Agree priorities and align services to deliver the area plan.
- Develop its national-level relationship with Criminal Justice Social Work.
- Scope what the issues would be for a longer-term strategy to house more prisoners closer to their home area.

Partner Bodies will

- Assess their contribution to the better management of offenders, including how they may be able to offer innovative approaches.
- Contribute to the production of the area plan.
- Support the delivery of the area plan.

Inspectorates and other independent and advisory bodies will support these changes:

- Relevant inspectorates will co-operate to provide information and advice on service integration.
- Relevant inspectorates will carry out “themed” inspections across services.
- The Risk Management Authority will advise on risk assessment and management planning.



Working together in new ways: an example

Public protection arrangements: sections 10 and 11 of the Management of Offenders etc. (Scotland) Act 2005 introduce a statutory function for the police, local authorities and the SPS to establish joint arrangements to assess and manage the risk posed by sexual and violent offenders. These include the NHS where the sexual and violent offenders are also mentally disordered offenders. ACPOS, ADSW and the SPS are working with the Justice Department to set up **Multi-Agency Public Protection Arrangements (MAPPAs)** in Scotland. MAPPAs will operate on 4 principles of good practice with defensible decisions; rigorous risk assessment; delivering risk management plans matching the identified public protection needs; and the evaluation of performance to improve delivery. They will have 4 core functions: identifying MAPPAs offenders; sharing relevant information among those agencies involved in the assessment of risk; assessing the risk of serious harm; and managing that risk. MAPPAs are based on inter-agency working not just between lead agencies but with other agencies such as housing and health who will have a duty to co-operate with the MAPPAs and voluntary sector agencies where they are involved in managing this group. The CJAs provide the infrastructure within which the MAPPAs will sit, with each MAPPAs responsible for reporting annually on performance through the CJA to the NAB.



SECTION 3

▶▶▶ DEVELOPING AND SUPPORTING THE WORKFORCE

DEVELOPING AND SUPPORTING THE WORKFORCE

3.1 Agencies face common challenges in ensuring that they continue to be able recruit, develop and retain staff. Local authorities employ around 600 criminal justice social workers and the other staff involved in CJSW – for example, community service managers. It is much more difficult to produce a comparable figure for the proportion of staff time in the SPS spent on activities aimed at reducing reoffending, or for the voluntary sector workforce. Supporting staff as a valuable resource and helping them to make best use of their skills and experience is critical to planning reform and implementing change. The new approach to offender management offers a chance to look at both local and national workforce development in a new way.

Mutual respect and understanding

3.2 Staff working in different areas of offender management face very different challenges. All those working with offenders need to understand the challenges their colleagues face, respect their skills and trust their professionalism.

3.3 Joint working on Throughcare, shared risk assessment and management tools and the accreditation agenda is already breaking down barriers and building a shared understanding of better ways of working. Joint working between local authorities, the police and relevant voluntary sector agencies on sex offenders has already shown the power of shared responsibilities to bring different groups of professionals together.

3.4 Area plans will identify further local opportunities to bring professionals together in ways which require them to pool their skills.

3.5 This will be supported by the work of the National Support Team, led by Professor George Irving and with membership from local government, the SPS and the voluntary sector. It is devising a program of national support for local culture change in offender management services, to give added impetus and support to joint working.

Skills development

3.6 The new system promotes shared aims and priorities across criminal justice organisations and increases the scope for joint training and development of staff. This will link to developments following on from the 21st Century Review of Social Work, which play an important role in setting the future context for criminal justice social work³.

Leadership

3.7 Public sector leaders face complex challenges and new demands from partnership working. The CJAs provide an opportunity to develop joint leadership training across offender management services.

³Changing Lives: Report of the 21st Century Social Work Review is available at <http://www.scotland.gov.uk/Publications/2006/02/02094408/0>.

In the period to April 2008

The NAB will

- Take an annual overview of future projections of supply and demand, taking account of changing needs in skills and training.
- Seek input into its work from Skills for Justice as appropriate.

The Executive will

- Provide central support to the National Support Team as a resource for CJAs, local authorities and the SPS.
- Use its links with Skills for Justice to ensure that it is well-informed about changes in offender management and can therefore take account of the workforce development issues these changes raise.

CJAs will

- Use area plans to identify further local opportunities to bring professionals together in ways which require them to pool their skills.
- Assist with the gathering of information from local authorities, the SPS and the voluntary sector on staffing levels and recruitment plans, to pass to the NAB.
- Through the area planning process, work with local employers to identify opportunities for joint training, work shadowing, secondment and mentoring where this will clearly add value.

Local authorities will

- Support initiatives to bring professionals together in ways which require them to pool their skills.
- Provide information to the CJA which will enable it to build a local picture on staffing deployment where it may have an affect on the delivery of area plans.
- Work with the CJA to identify opportunities for joint training, work shadowing, secondment and mentoring.
- Promote a culture of mutual understanding and respect within offender management services among their staff.

SPS will

- Support initiatives to bring professionals together in ways which require them to pool their skills.
- Provide information to the CJA which will enable it to build a local picture on staffing deployment, where it may have an affect on the delivery of area plans.
- Work with the CJA to identify opportunities for joint training, secondment, mentoring and work shadowing.
- Promote a culture of mutual understanding and respect within offender management services among their staff.
- Support the work of Skills for Justice.



Partner Bodies will

- Support initiatives to bring professionals together in ways which require them to pool their skills.
- Work with the CJA to identify opportunities for joint training, secondment and work shadowing.

Inspectorates and other independent and advisory bodies will support these changes:

- Through promoting learning and appropriate multi-disciplinary training.
- Inspectorates will comment on staffing issues as part of their inspection process, insofar as it may have an impact on delivery of services.

Developing and supporting the workforce: an example

The National Support Team has been set up to lead and facilitate the significant changes in culture and joint working practices which underpin the Management of Offenders etc. (Scotland) Act 2005. The legislation and new structures will be a catalyst for change. In addition, new service developments such as the use of risk assessment tools, integrated case management and a single Accreditation Panel are providing tools to help change take root. But success can only be assured when people commit to change. The team has therefore been asked to take the lead in developing a cultural change programme. Its make-up reflects the integrated approach necessary to achieve the objectives set out in the strategy. With members from ADSW, CoSLA, the SPS and the Executive, under the independent chair of Professor George Irving, the team is organising a series of meetings with partner agencies during Spring/Summer 2006 to discuss the opportunities created by the CJAs to forge stronger local partnerships which can address the wider needs of offenders and help to reduce reoffending. There are also plans for a number of joint events for criminal justice social work services, the SPS, the voluntary sector and other partner agencies, with a 2-day conference in the late Autumn to look forward to the CJAs taking up their full powers in April 2007.



SECTION 4

▶▶▶ COMMUNICATIONS

COMMUNICATIONS

4.1 The Reducing Reoffending consultation pointed to significant communication gaps within the criminal justice system and a lack of public understanding of how the criminal justice system works. As we take forward the criminal justice reform programme, improving communication will be an essential element in promoting public confidence and trust in the efficiency and effectiveness of offender management services.

4.2 An important function for Community Justice Authorities (CJAs) will be providing leadership in communicating clear and simple messages about developments in offender management at local level, and promoting a shared understanding of the different roles individual organisations have in promoting understanding.

The Community

4.3 Public opinion sets a powerful context for the work of offender managers. Locally and nationally, we have a responsibility to provide the public with balanced information about what happens in prisons, what community sentences involve and how well services are performing. CJAs will be expected to build links with the local media, while service deliverers need to build relationships with local communities and listen to their concerns.

Victims

4.4 We have been steadily improving our communication links with the victims of crime. We have also improved information on release dates of offenders. The needs of victims and witnesses will continue to merit high priority in the reform of offender services.

Partner bodies

4.5 CJAs will need to use their contact with partner bodies to promote understanding of offender management services and the benefits to the community of all the relevant partners working together. Partner bodies can themselves play an important role as communicators, with their own staff and through their own experience of working with the media.

Offenders and their families

4.6 Communicating clearly to offenders and their families and seeking their views on the system is an area which should be developed.

Sentencers

4.7 Good communications are needed with sentencers at local and national level, to ensure that we benefit from their experience and that their information needs are understood.

In the period to April 2008

The NAB will

- Review the national profile and coverage of offender management and provide advice to the Executive on its communications needs and strategy.

The Executive will

- Promote a balanced understanding of offender management at national level.
- Continue to support the "information for sentencers" website, which provides easily-accessible information on the full range of national statutory non-custodial disposals available in Scotland as well as the complete range of national and local probation support programmes.

CJAs will

- Include a local communications strategy in their area plans.
- Work with partners to deliver the local communications strategy, providing leadership and identifying clear messages.
- Build relationships with the local media to promote understanding of the work of offender management services.
- Use the area planning process to explore how communications with offenders and their families can be used to engage them constructively in the development of services.

Local authorities will

- Support CJAs in promoting local understanding of the work of criminal justice services.
- Use their links to communities to build relationships, listen to concerns and provide information.
- Ensure as appropriate that their staff understand the changes taking place in offender management and are familiar with the national strategy.

SPS will

- Support CJAs in promoting local understanding of the work of prisons.
- Work directly with the media at local and national level to explain the work of prisons.
- Ensure as appropriate that their staff understand the changes taking place in offender management and are familiar with the national strategy.

Partner Bodies will

- Promote understanding of offender services among their staff and the public as appropriate.
- Ensure as appropriate that their staff understand the changes taking place in offender management and are familiar with the national strategy.

Inspectorates and other independent and advisory bodies will support these changes:

- By making their findings easily available and promoting balanced coverage of their findings.

Communications: an example

The **Sentencing Information for Scotland website** was launched in Autumn 2005 as an on line sentencing information tool for the judiciary in Scotland. It was developed following evidence to the Justice 1 Committee of the Scottish Parliament that it would be helpful to provide sheriffs with information on the offender programmes available in local areas. The website supersedes the previous hard-copy version and contains details on all the programmes available in every local authority; information on the statutory orders and the current pilot disposals; information on prison and fines enforcement; and links to relevant research. In future the plan is to extend the scope of the site to include other relevant information on issues such as bail. From November 2005 (when the hit counter was switched on) to date the site has had in excess of 3,600 page hits. This is the sort of initiative which the CJAs may want to build on as they develop a communication strategy for their local area.



SECTION 5

▶▶▶ MEASURING, LEARNING AND ACTING

MEASURING, LEARNING AND ACTING

5.1 We need to be much smarter about the way we measure reoffending, the things which have an impact on it and the effectiveness of the different things we do to reduce it. Both policy makers and service deliverers need to learn from and act on this information in a systematic way. We need to use targets intelligently as a way of driving change.

5.2 So an effective system needs a robust framework for quality assurance, performance management and outcome measures. Overall, the data collected should measure whether the new system of offender management is successful in achieving its main objectives and its impact on priorities. Those at the front-line who collect and input information should be able to see how better information connects with improving service delivery, and be motivated to support data integrity. Managers should be able to access data which is as current as possible. Clear and consistent definitions should guide data collection.

Measuring the things which impact on reoffending

5.3 This Strategy sets specific high-level outcomes for offenders, the community and the system, where success in delivery will contribute towards a reduction in reoffending and reduce its impact on communities. We need to be able to tell how successful we are in achieving each of these outcomes.

5.4 We would understand more about the effectiveness of work with offenders if more of the data available came from studies which tracked individuals through the system, rather than from statistical “snapshots”. But there will be significant practical challenges in moving in that direction.

5.5 So we need to continue to evaluate our own system, to improve our ability to track the impact of interventions on individuals and to learn from international research. We need to develop the use of common assessment tools and programmes, to make it easier to produce sample sizes from which robust conclusions can be drawn about effectiveness. We need to share the outcomes of research with sentencers and others. There needs to be ways in which those working at the front-line can feedback into research programmes their own views on effective practice. More could be done to seek the views of offenders themselves on which interventions have made the most difference to them.

Measuring reoffending

5.6 For reoffending we have to rely on the proxy measure of reconviction. The measure we use now simply identifies what percentage of offenders are reconvicted of an offence within 2 years of release (prisoners) or 2 years of start of sentence (offenders on community sentences). This does not tell us anything about changes in the seriousness or frequency of reoffending. It also includes reconvictions for offences which happened in the past but have not previously been considered by the courts – and so overstates the level of actual reoffending.

A better measure would:

- Measure the *rate* of reoffending – i.e. not simply whether someone has or has not reoffended within two years, but how quickly and how often.

We already publish figures for this, but it needs to become part of our fundamental measure of performance.

- Measure the *seriousness* of reoffending – i.e. not simply whether someone has committed an offence, but whether or not the seriousness of their offending is changing.

We are not able to tell this from the figures gathered at the moment.

- Make *like-for-like comparisons* easier. Certain factors – such as age and number of previous convictions – increase the likelihood of reoffending.

We need to be able to take this into account in comparing the outcomes of the different sentences and interventions and making comparisons over time. We can learn here from work done in other jurisdictions, including work by the Home Office.

- Exclude reconvictions for *offences committed in the past*.

Summary justice reform is already helping – “rolling up charges” will be far more common in future. But it would be better if the measures we used only ever picked up convictions for new offences.

- Recognise that reconviction figures only capture *reoffending which results in a reconviction*.

We can only measure what we know about. But even allowing for this unavoidable limitation on the data, we need to understand better whether reconviction data may understate the level of reoffending for some offences or types of offender more than others.

Examining how agencies are performing on the ground

5.7 Inspectorates, particularly HMCIP and SWIA, will continue to play a central role in providing assurances about how services are being delivered. Under the Management of Offenders etc. (Scotland) Act 2005, the relevant inspectorates have a new duty of co-operation. Audit Scotland also has an important role to play.

Learning and acting

5.8 Every organisation with responsibility for delivering offender management should be able to demonstrate that it has effective performance management and quality assurance systems in place and that these are used to manage and develop services.

Targets

5.9 No single organisation can reduce reoffending on its own, but many have a contribution to make. This needs to be recognised in setting targets. Equally, not everything we may want to measure in order to improve our understanding needs to have a target associated with it. We will choose targets carefully, involving the NAB and stakeholders in decisions.

5.10 The 2004 Spending Review set a target of a 2% reduction in reoffending by 2008, based on headline reconviction rates. With the help of the NAB, a suite of new targets will be set which will provide a more meaningful incentive to organisations. These will:

- be stretching but realistic
- set reductions in the seriousness and frequency of reoffending as a collective goal
- set improvements in the offender, community and system outcomes as goals, to which a number of organisations will contribute
- set a number of organisation-specific targets which will be agreed with the organisations, consistent with their own performance measurement and management needs.



In the period to April 2008

The NAB will

- Monitor performance against the existing target for a reduction in reoffending.
- Advise on what the priorities should be in developing a smarter set of measurements.
- Advise on how targets should be set for the system in the longer term and what these should be.
- Examine performance data, inspection reports and relevant research, and advise on their policy implications.

The Executive will

- Support work to develop smarter performance measures. As a first step, we will establish a short-life technical group to assess the practical challenges in developing these measures: this will report to the NAB in Autumn 2006.
- With the advice of the NAB and the involvement of stakeholders, set new targets for a reduction in reoffending.
- Continue to develop links with the Home Office and with researchers in other jurisdictions, to learn from work they are doing on achieving better measures of reoffending and system effectiveness.
- Support investment in IT systems which will assist with the collection and analysis of performance data.
- Specify a format for reporting performance information in CJA reports to be submitted for 2007-08 and involve CJAs themselves in deciding the format.
- As part of the 21st Century Social Work Review, develop the new Performance Improvement Framework for CJSW, working closely with stakeholders.
- Continue to develop our understanding of how Scotland compares with other jurisdictions.
- Continue to support a range of research activity.
- Communicate the outcomes of research widely.

CJAs will

- Require local authorities, and through them their contractors, to have in place performance management and quality assurance arrangements which support continuous improvement and quality enhancement as a condition of receiving grant. From 2007-08, where any authorities in an area are unable to demonstrate robust performance management and quality assurance systems, CJAs will require an action plan to be put in place to address this and monitor progress on that plan.
- Undertake detailed analysis of key performance data available for the area, provided to them by the various agencies. They will examine their own area's performance in comparison with that of other CJAs as information becomes available, and work with other CJAs to undertake this in an efficient way, avoiding duplication of tasks. But they will not be expected to undertake detailed direct performance management of services in their areas, or to undertake service inspections. This will remain the role of bodies such as SWIA.
- Include in their area plans a clear strategy for taking forward the statutory duty CJAs have to ensure the sharing of good practice.
- Obtain information on performance in relation to the area plans and inform local authorities, SPS and statutory partners, in order to include information on this in their 2007-08 reports.



Local authorities will

- Ensure they operate robust performance management and quality assurance systems. This is to support continuous improvement and quality enhancement, consistent with the new Performance Improvement Framework being developed under 21st Century Social Work Review (for all social work services, including CJSW).
- Support the collection of robust comparable data.
- Assist the CJA in carrying out its performance monitoring and reporting functions.
- Support the work of the Accreditation Panel and RMA, to assist with the longer term ability to make comparisons about what works.

SPS will

- Provide robust performance information to CJAs.
- Support the collection of robust comparable data.
- Assist the CJA in carrying out its performance monitoring and reporting functions.
- Support the work of the Accreditation Panel and RMA, to assist with the longer term ability to make comparisons about what works.

Partner Bodies will

- Be asked to examine how their performance management systems can provide reassurances about their particular contribution to delivery of the area plan.
- Support the collection of robust comparable data.
- Provide information to assist the CJA in carrying out its performance monitoring and reporting functions where relevant.
- Where they are delivering offender management services under contract to local authorities, follow the list of activities for local authorities above.

Inspectorates and other independent and advisory bodies will support these changes:

- Through the provision of timely information on and analysis of current practice.
- Relevant inspectorates will continue to provide advice on the state of offender management services in prisons and in the community through routine and special inspections.
- Inspectorates will develop their plans for closer co-operation under the new provisions of the Management of Offenders etc. (Scotland) Act 2005.



Measuring, learning and acting: an example

DTTO Evaluation:

Drug Treatment and Testing Orders (DTTOs) form part of the Executive's approach to tackling drug related crime. Along with a range of interventions, including arrest referral schemes, probation with drug treatment, drug courts and better transitional care, DTTOs offer access to drug treatment through the criminal justice system. In 2004, the Executive commissioned a follow-up evaluation of DTTOs in Glasgow and Fife to assess whether the impact made during the pilots had been sustained 2 years on and whether they were proving successful in reducing recidivism. The evaluation focussed on the impact of DTTOs on offending behaviour by looking at the rate, frequency and nature of convictions amongst those given DTTOs prior to and following their orders. The study found that despite having extensive prior criminal histories almost half of those who completed their orders had no further convictions within 2 years. It also found that the percentage of offenders convicted in the 2-year period after being placed on a DTTO was lower than the percentage convicted in the 2 years before, whilst for those who incurred further convictions the frequency was lower in the 2-year period following an order. Whilst it has become practice to evaluate new initiatives, in the future, there will be a sharper focus on this sort of study of the continuing effectiveness of services and on the measurement of performance.





SCOTTISH EXECUTIVE

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