



Tayside Community Justice Authority

Annual Report 2013-14

CONVENER'S FOREWORD

I am proud to present our Annual Report 2013-14.

Since my report last year we have learned the Government's intention as to the 'redesign of community justice services'.

The Cabinet Secretary for Justice had made it clear that the status quo was untenable and it was now time to look at how offender services in the community were planned, delivered and managed. Options for reform included enhancing the powers available to CJAs, including greater financial powers to commission services. The Government also proposed the possibility of disestablishing CJAs for either a National Service or a Local Authority model based within Community Planning.

None of these options were preferred by the government which decided that a new national strategic body will be created with responsibility for delivering local service being transferred to Community Planning Partnerships and CJAs disestablished. This is expected to occur in 2016-17.

Last year I acknowledged the merits of each of the proposed models while expressing my firm belief that CJAs had much to offer which, as was confirmed by Audit Scotland, had been inhibited by the way they were set up. CJAs had made good progress in bringing people involved with dealing with offenders together within their local area, which was welcomed by many practitioners and managers interviewed by Audit Scotland. It was also clear that CJAs had improved collective understanding of the *shared duty to the community* of the range of organisations involved with offenders and that they had increased awareness of the programmes and interventions available locally. There can be no denying that this represented a measure of success which is reflected again in this report.

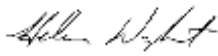
The figures for Tayside speak for themselves: CJAs started work in **2007** since when Tayside has recorded a reduction in the reconviction rate of 4.4% (compared with a 3.2% reduction nationally), and a reduction in the reconviction frequency rate of 18.6% (compared with a 10.9% reduction nationally).

These good outcomes are reflected broadly at a national level, with all CJA areas recording a decrease in reconviction in the longer term. Consideration of disestablishing the CJAs should perhaps have taken greater account of this developing history and data.

That we and our partner organisations have continued to work hard to deliver rehabilitative services to offenders can be seen in this report. Tayside has also, having obtained additional funding, begun to see positive outcomes from the development of:- Women's Community Justice Centres in Dundee and Perth, as well as the Glen Isla Project for Women Offenders in Angus; a mentoring service across Tayside; and pilot programmes for Prolific Offenders, also across Tayside. Additional funding was also obtained for the Community Reintegration pilot delivered by the Scottish Court Service, Dundee CJSW and HMP Perth. Each of these take a multi-agency approach involving a range of public and third sector partners, and build on the strong partnership working which was alluded to positively in Audit Scotland's analysis of CJAs.

Despite the government's decision Tayside CJA will continue to work to its strengths in order to deliver better outcomes for offenders, their families, victims, and communities. We are engaging positively with the Government's transition programme, ensuring that justice organisations in Tayside are better placed to deliver these outcomes and help further improve our communities.

Bailie Helen Wright



Convener, Tayside CJA

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SECTION 1 Introduction

Our Purpose

The primary purpose of Community Justice Authorities (CJAs), as set out in the Management of Offenders Etc. (Scotland) Act 2005, is to bring together a broad range of agencies, with the jointly agreed task of reducing re-offending. In doing so we aim to achieve a more coordinated approach to delivering quality services for offenders, their families, victims and local communities, with a view to making Tayside a safer place to live, than can be achieved through organizations working separately.

How We Work

The Tayside CJA area comprises the three local authority areas of Angus, Dundee City, and Perth & Kinross. Each authority provides two elected members to sit on the CJA Board. Two of these members fulfil the roles of Convener and Vice-Convener. Elected Members meet quarterly in public meetings, supported by CJA officers, senior representatives from the local authorities and our other statutory partners, who comprise:

- The Scottish Prison Service
- Police Scotland
- NHS Tayside
- Crown Office and Procurator Fiscal Service
- Scottish Court Service
- Victim Support Scotland
- Apex Scotland
- Action For Children

We also work with a number of other Third Sector organizations, for example:

- Tayside Council on Alcohol
- Shelter Scotland
- SACRO
- Venture Trust

We also engage with a number of other strategic partnerships across Tayside.

Together with these organizations CJA Officers prepare three-year Area Plans with a view to reducing re-offending through such practices as:

- Joint service planning and provision
- Developing new ways of working
- Creating efficiencies in the local criminal justice system
- Engaging with partners and the public to inform service delivery

1.3 How We Add Value

Tayside CJA has brought together its Statutory Partners and other stakeholders in order to address cross-cutting issues, for example, most recently, in bringing together a range of Partner

Organizations to form Tayside's first area-wide approach to managing Persistent Offenders – those who, while few in number, are responsible for a disproportionately large number of crimes. Section two of this report describes this in more detail.

As well as working with Partners and Stakeholders locally, Tayside CJA works alongside Scotland's seven other CJAs to engage with national bodies, (e.g. MSPs and the Scottish Government, ADSW, CoSLA) in order to influence policy development which assists the reducing re-offending agenda.

In addition, the Conveners and Officers from Scotland's eight CJAs sit on a number of important and influential national programmes and groups relating to various key areas of offender management policy.

The CJAs also collectively respond to the Scottish Government's calls for written evidence in support of development of new legislation (for example the Criminal Justice and Licensing (Scotland) Act 2010), and in support of Government Commissions (for example the Angiolini Commission for Women Offenders in 2012).

SECTION 2 PROGRESS IN DELIVERING OUR OBJECTIVES FOR 2013-14

INTRODUCTION

This section reviews the progress made in delivering the CJA's Strategic Objectives for 2011-14, and specifically the Action Plan for 2013-14. The Action Plan and progress against each action can be found at Appendix 1.

The sections below demonstrate general progress.

2.1 OBJECTIVE 1

Reduce the risk of reoffending by short-term prisoners through the delivery of the short-term prisoner protocols

The main aim of this objective was to continue to deliver a set of protocols aimed at ensuring short term prisoners released into the community receive key services for reducing their risk of reoffending. The set comprised three protocols: (i) Substance Misuse/General Health; (ii) Homelessness; (iii) Employability.

General progress

The focus in 2013-14 was to review the protocols through a Working Group in order to identify if/how they could be improved upon, as they had been running since their original launch by the Cabinet Secretary for Justice in 2010. Integral to the review was to be the analysis of management information relating to the running of the protocols, and to the outcomes the protocols achieved for clients. This was to be used to identify what needed to be improved within each protocol.

This process was hindered for two main reasons: (i) Partner engagement; and (ii) availability of data. The CJA had set up and chaired a multi-agency working group comprising a range of statutory and non-statutory partners from across the public and third sectors. However due mainly to their own internal commitments it proved difficult for partners to consistently provide representatives to attend and contribute to the Working Group. This ultimately made it very difficult to continue to run the working group, with dwindling numbers towards the end of 2013-14.

The difficulties around data collection and analysis varied from the required data not having been recorded by the partner agency, to inconsistency in the provision of any data that could be provided. Ultimately, over the course of 2013-14, no data analysis was ever made possible due to the lack of data.

Possible service improvements were identified however, though due to the staffing issues described above, the effectiveness of the Working Group broke down, with the group being temporarily suspended and subsequently closed.

Other external issues

At the same time as the CJA was leading the review of the Tayside Protocols, there were a number of other through care-related initiatives on-going in the area, for example the Dundee Community Reintegration Project and the National Prisoner Homelessness Change Project. These were initiated by the Scottish Government without prior consultation with the CJA. While such initiatives are of course welcome, without prior discussion with the CJA they ultimately unnecessarily duplicated the work of the CJA Working Group; diluted the efforts that partners could put in (as they worked on a number of fronts); and may have slowed progress in delivering the action plan.

How we are addressing this objective in 2014-17

In recognition that CJAs are to be disestablished, with their roles and responsibilities transferred to a new National Body and Community Planning Partnerships, the CJA has developed a new way of

working with partners to deliver the new 2014-17 Area Plan. This involves key partners taking the lead for specific strategic objectives, and leading groups of partners in delivering each objective. Progress of each group will be monitored centrally by CJA staff. The intention is that this change will ensure that, when Tayside CJA ceases to exist, the partnerships that have been working on specific objectives can continue.

The Scottish Prison Service based at HMP Perth, will now take on the responsibility of leading the revised Short-term Prisoners objective for the 2014-17 Area Plan. This is likely to involve convening a new Steering Group to sustain the Dundee CRP model and apply it across the region, appropriately linking it with related initiatives, such as the STPs, Change Fund mentoring programmes and Homelessness projects.

2.2 OBJECTIVE 2

Deliver an efficient and effective Community Payback Order service to the Courts

The main aim of this objective was to implement Community Payback Orders and to improve the efficiency of their delivery (for example with regards to how quickly unpaid work orders are commenced) and its effectiveness (for example the proportion of successfully completed orders).

General progress

As reported in last year's Annual Report, the key issues for CPO implementation in 2013-14 continued to relate to increasing demand on Criminal Justice Social Work resources, due to the increasing numbers of CPOs being imposed by the courts, and increasing case complexity, due to the various conditions and programmes that can be attached to CPOs. Added to this, CJSW services now make full use of the recently introduced LS-CMI risk assessment tool, which takes longer to use than its predecessors, and this has added further pressure on staff time.

The CJA has received the following data from its local authority partners, demonstrating the positions of each authority with regards to commencement and completion indicators, and the total hours of unpaid work local authority staff were required to administer.

blank	Perth and Kinross			Dundee City			Angus		
	2012-13	2013-14	Trend	2012-13	2013-14	Trend	2012-13	2013-14	Trend
Number of CPOs									
% First contact within 1 working day	76	73	↓	86	84	↓	72	82	↑
% Induction within 5 working days	67	65	↓	76	74	↓	72	85	↑
% Commence unpaid work within 7 working days	67	63	↓	59	62	↑	23 *	83	↑
% Successful completion	64	72	↑	57	60	↑	55	73	↑
% Revoked due to breach	29	19	↓	20	21	↑	15	39	↑
Total hours unpaid work	33409	35427	↑	54822	50840	↓	29212	27285	↓
Average length unpaid work requirements (hours)	132.0	118.5	↓	118.4	109.8	↓	93.9	89.8	↓
	*While the commencement figure for Angus is particularly low at 23% of orders, 59% were marked as 'not known/not provided' (for e.g. includes orders where the client did not (or was unable to) comply, and also orders which were transferred in from another local authority or a country out-with Scotland.								

How we are addressing this objective in 2014-17

It is expected that Local Authorities will continue to seek to improve on the results above throughout the course of the 2014-17 Area Plan. The CJA will monitor progress and report any performance issues/recommendations to its Board, and to Government, along with the local authorities' individual CPO reporting duties.

2.3 OBJECTIVE 3

Reduce the risk of reoffending of young offenders through the delivery of the Whole Systems Approach

The Whole Systems Approach (WSA) for Young Offenders was rolled out across Scotland from the Government's Reducing Reoffending Programme. WSA involves putting in place streamlined and consistent planning, assessment and decision making processes for young people who offend, to ensure they receive the right help at the right time. The ethos of WSA is that many young people could and should be diverted from statutory measures, prosecution and custody through early intervention and robust community alternatives.

General progress

Tayside CJA's partners continued in 2012-13 to develop their local approaches to delivering WSA, under the auspices of Youth Justice Partnerships, and by 2013-14 each area's Whole Systems Approach was fully operational. The CJA intended to use a national performance framework developed by the Scottish Government to monitor and report progress to the CJA Board. To date no framework or data has been made available by the Government.

How we are addressing this objective in 2014-17

The Young Offenders objective is no longer a strategic priority for Tayside CJA, following the Government's Guidance to CJAs on priorities for their 2014-17 Area Plans.

2.4 OBJECTIVE 4

Increase the number of Domestic Abuse Perpetrators on Perpetrator Programmes

It is widely recognised that only a small percentage of all domestic abuse perpetrators are convicted, with an even smaller percentage being ordered to undertake domestic abuse perpetrator programmes. This strategic objective focussed on identifying improvements to the system of processing domestic abuse cases in order to increase the amount of perpetrators being mandated onto perpetrator programmes.

General Progress

Delivery of this objective through a working group was inhibited by a lack of partner commitment in 2013-14. Many of the working group meetings were cancelled due to insufficient attendance. Where agencies did provide representatives these changed frequently, requiring discussions to be started over again. This led to many of the actions identified for bringing about improvements to the system not being completed. Ultimately the CJA's Domestic Abuse Liaison Group was disbanded due to a lack of partnership commitment.

Recent data shows there has been little progress in increasing the number of domestic abuse perpetrators on programmes, though it should be noted that the programmes do have a high rate of successful completion:

<i>Domestic Abuse Perpetrator Programme Completion rates</i>				
	2010-11	2011-12	2012-13	2013-14
Angus	79% (of 19 clients)	79% (of 14 clients)	71% (of 24 clients)	77% (of 13 clients)
Dundee	67% (of 14 clients)	83% (of 22 clients)	80% (of 15 clients)	86% (of 14 clients)
Perth and Kinross	63% (of 8 clients)	87% (of 15 clients)	*	*
	*Perth and Kinross Council started to deliver work with perpetrators of domestic abuse as a requirement of Community payback Orders, and in their positive relationships group. Data is therefore not comparable from 2012-13.			

CJA Officers have long been members of Tayside's three Violence Against Women Partnerships (VAWPs). Discussions were had during 2013-14 to ensure that the appropriate management of perpetrators of domestic abuse figures prominently in the VAWPs' future strategic planning, and this was accepted by each Partnership.

How we are addressing this objective in 2014-17

The Domestic Abuse objective is no longer a strategic priority for Tayside CJA, following the Government's Guidance to CJAs on what should be prioritised in their 2014-17 Area Plans. This does not however mean that the CJA's partners will not continue to ensure that perpetrators of domestic abuse are managed appropriately.

Some partners are taking part in the Police Scotland-led MATAAC initiative (Multi-Agency Tasking and Co-ordinating), which seeks to reduce the risk posed by perpetrators of domestic abuse. This is a

positive step, if not entirely in line with the CJA's original plan. This work has now been mainstreamed and operates across Tayside.

2.5 OBJECTIVE 5

Reduce the number of Persistent Offenders by delivering specifically tailored interventions

This objective sought to reduce the harm done to communities by persistent and prolific offenders, who commit a disproportionately large amount of crime given their numbers. A pilot Persistent Offender Scheme, entitled the "Tayside Intensive Support Service (TISS)", was introduced in the Perth & Kinross area, with the learning from this pilot being applied to pilots now running in the Angus and Dundee areas.

General Progress

TISS is being piloted in each of Tayside's local authority areas, each with their own project steering group comprising a range of CJA partners. The Perth Pilot has been running for just over a year and has recently commenced work on an extensive evaluation. This is scheduled to be completed by the end of October 2014, with the findings reported to the CJA Board in December 2014. Both the Angus and Dundee projects have been operating for just over six months (at time of writing).

An evaluation of the TISS project is underway (at the time of writing this annual report), focussing predominantly on the Perth pilot as it has been running for a sufficient length of time for meaningful evaluation to take place. Initial figures for the Perth pilot show the following:

An analysis of recorded crime (using the UNIFI system) committed by TISS clients in the year prior to engagement with the TISS project, compared against recorded crime carried out by the same clients in the year post engagement with the TISS project shows a reduction of around 66%.

A comparative analysis of potential TISS clients who ultimately refused the service shows an increase in offences of 26%.

Similarly, an analysis of reconvictions (using the CHS system) among exited clients shows a reduction of around 46%. (It should also be noted that there are still pending cases that have not yet been to court.)

While there are no detailed outcomes data available currently, there have been a number of case studies developed in order to highlight the successes/failures of the pilots. The following is one such case study:

Mr. X has been a heroin abuser for approximately 8 years, and prior to signing up with TISS had 32 previous convictions. He is illiterate and generally uneducated. He has poor interpersonal skills and is quite reclusive. He has no friends and only occasionally engages with nearby family members.

He signed up at Arbroath Sheriff Court Cells in November 2013 and was seen the next day when it became apparent that he was in need of intensive support. He was homeless and was quickly housed at the homeless unit in Guthriehill Arbroath. His cleanliness, wellbeing and physical health were extremely poor and he was abusing heroin on a daily basis and by his own

admission shoplifting daily to feed his addiction. Within a few days Mr. X was arrested for shoplifting, appeared at court and was sentenced to 4 months in prison.

TISS immediately made contact with Perth prison and liaised with the health care team. The difficulty for the team was that Mr. X did not use drugs in the prison and they were struggling to gauge his level of addiction. TISS were able to explain what Mr. X's drug use had been prior to his imprisonment and he was quickly placed on a methadone programme.

When Mr. X was release he was picked up at the prison by TISS and conveyed to the Access office in Arbroath where he was given temporary accommodation.

On his release Mr. X had no belongings including clothing. He had no coat and it was winter time. TISS managed to get a local charity shop to donate warm clothing. A lot of work was done with the housing/access office and Mr. X was quickly re-housed in permanent accommodation. An application was submitted on Mr. X's behalf and he received, carpets, white goods a bed and a Hoover. Mr. X was taken to the furniture project and was donated a suite, coffee table and a chest of drawers. TISS informed B&Q of the project and persuaded them to donate paint for Mr. X's house. Mr. X is presently attending cookery classes in Arbroath which helps develop a healthy lifestyle.

TISS contacted the Department for Work and Pensions, which had no prior knowledge of the TISS project. DWP "fast tracked" Mr. X's benefits application and he subsequently received confirmation that he would be receiving Employment Support Allowance. He is currently receiving support from the ADAPT service on how to budget his income better.

Mr. X was referred into Penumbra which deals with mental health issues and to date is being seen by them on a regular basis. He was also referred to ECLIPS, which is an organisation that supports people in recovery from substance misuse. Mr. X is on methadone and has been attending his appointments timeously .He is currently stable, in treatment and building family relationships. His engagement with services prior to TISS involvement was zero, and since engagement with TISS is now over 50%.

Mr. X has now carried out voluntary work which was identified by TISS(which also succeeded in getting Mr. X employment in a local factory -although this proved 'too much too soon' and he quit the job after one day). Mr. X required safety boots to carry out his voluntary work and a local ASDA store donated a pair of boots once they were made aware of the TISS project.

Although the list of interventions is extensive TISS has also spent a lot of time and effort engaging socially with Mr. X which has greatly improved his mental wellbeing and ability to engage with others. Mr. X continues to move forward in a positive way and is engaging well with his support network.

How we are addressing this objective in 2014-17

Persistent offending remains a priority in the 2014-17 Area Plan. Work will continue to deliver the TISS project, building upon the learning to date. A specific focus will be on developing a fit-for-purpose outcomes-based performance framework. Work will also be done on identifying how best to deploy existing resources in order to mainstream the TISS projects in each area, should evaluations prove them successful.

SECTION 3 RECONVICTION RATES

The work that the CJA’s partners carry out with offenders (such as is described in the previous section) has the primary aim of reducing their risk of reoffending. The Scottish Government uses the 1-year reconviction rate as a proxy measure of reoffending – that is, the average number of reconvictions per offender in a given annual cohort of convicted offenders, who are reconvicted within one year.

Given that offenders convicted in 2013-14 are still within the one year period it is not possible to report on the reconviction rate for 2013-14. The most recently published data is for the 2011-12 offender cohort.

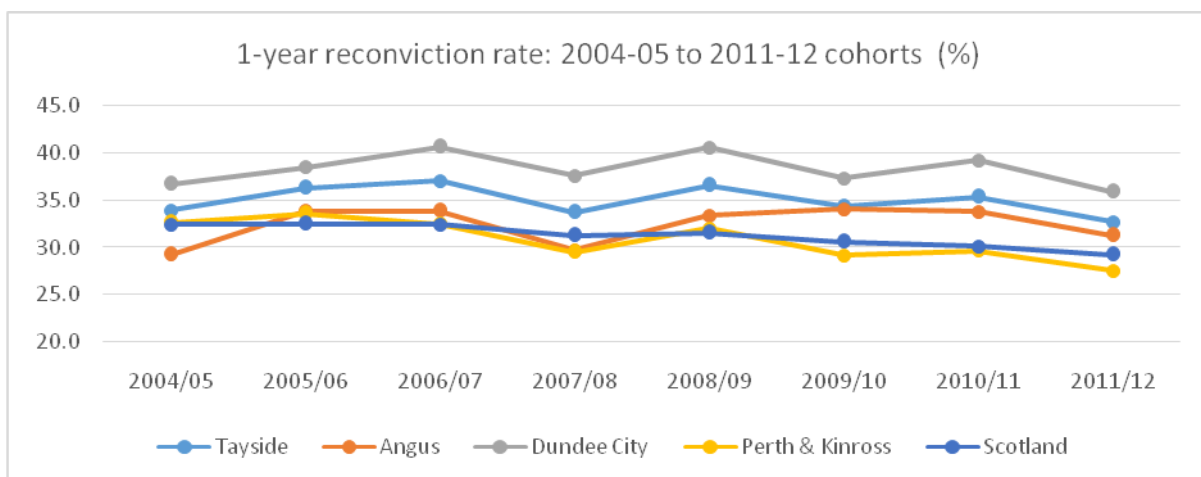
3.1 Local Authority Breakdown (Tayside)

Graphs 3.1.1 and 3.1.2 below show the progress made in each local authority area in reducing reoffending. Similar trends are observed for both the reconviction rate and the reconviction frequency rate. Over the longer term, since CJAs formed (2007-08 cohort) Tayside, and each of its three constituent local authority areas, show fluctuating increases and decreases. The overarching trend however is a reduction in the reconviction rate. In Angus however, the long term trend shows a slight increase.

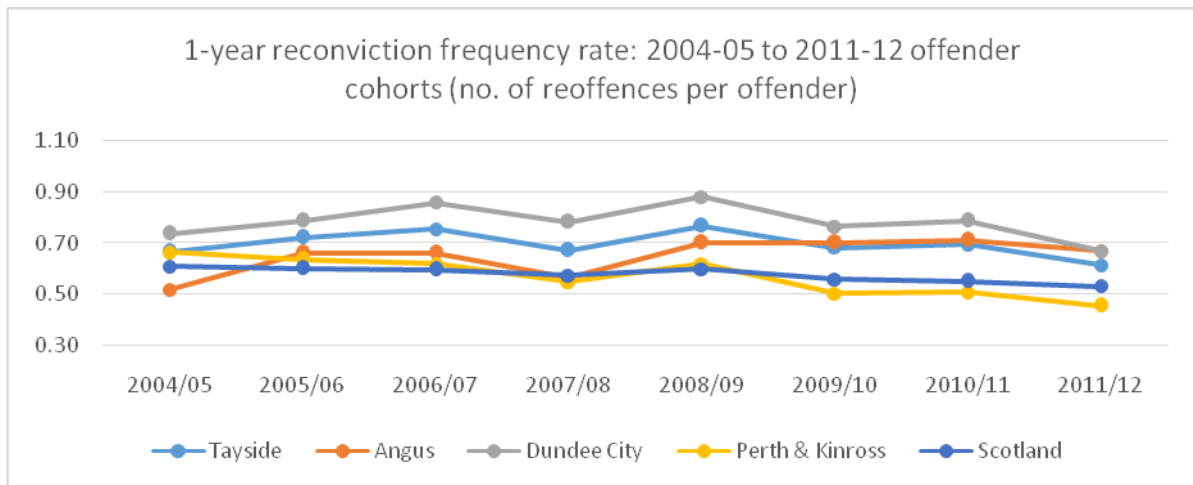
Over the last two data sets, Tayside and each of its constituent areas show reductions. The following table summarises the general trends in terms of % change.

1-year reconviction frequency rates	Since CJAs formed % change	Last 2 data sets % change
Tayside	-18.6%	-11.6%
Angus	1.1%	-6.0%
Dundee	-22.0%	-14.9%
Perth and Kinross	-26.3%	-10.4%
Scotland	-10.9%	-3.5%

Graph 3.1.1



Graph 3.1.2



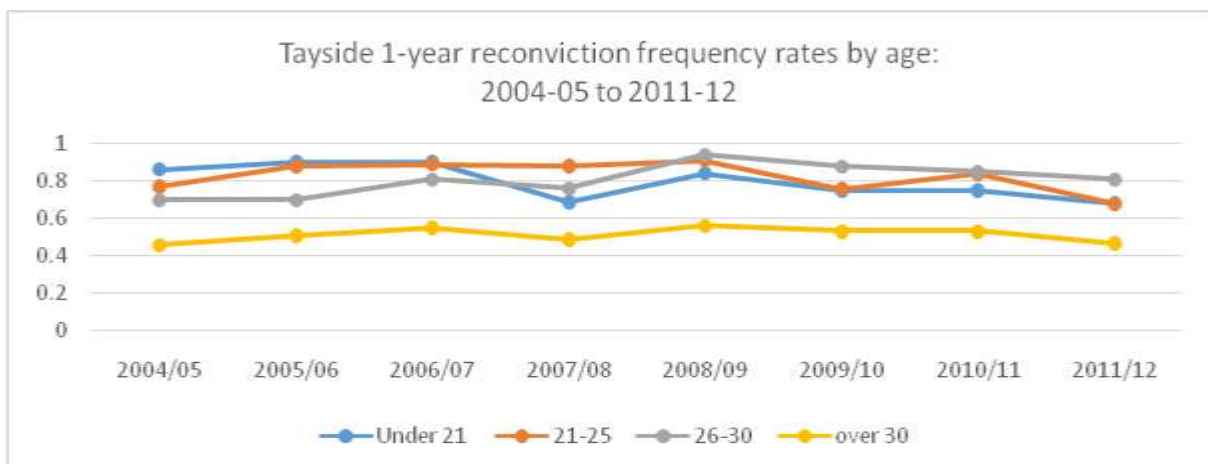
3.2 Age breakdown (Tayside)

Graph 3.2 below shows that over the time since CJAs formed (in 2007), a gradual decrease is observed across all age groups (26-30 shows no change overall, but has reduced in 3 successive years).

Over the last two data sets, Tayside shows a reduction in all age groups. The following table summarises the general trends in terms of % change.

1-year reconviction frequency rates	Since CJAs formed % change	Last 2 data sets % change
Under 21	-24.4%	-9.3%
21-25	-23.6%	-19.0%
26-30	0.0%	-4.7%
over 30	-14.5%	-11.3%

Graph 3.2



The data above does not reflect the mentoring work currently being done with offenders aged 25 and under in Tayside (and across Scotland) through the delivery of mentoring PSPs. These projects commenced in 2012-13 and are now in the process of evaluation. Should they prove successful it is anticipated that reconviction in this age category will continue to drop.

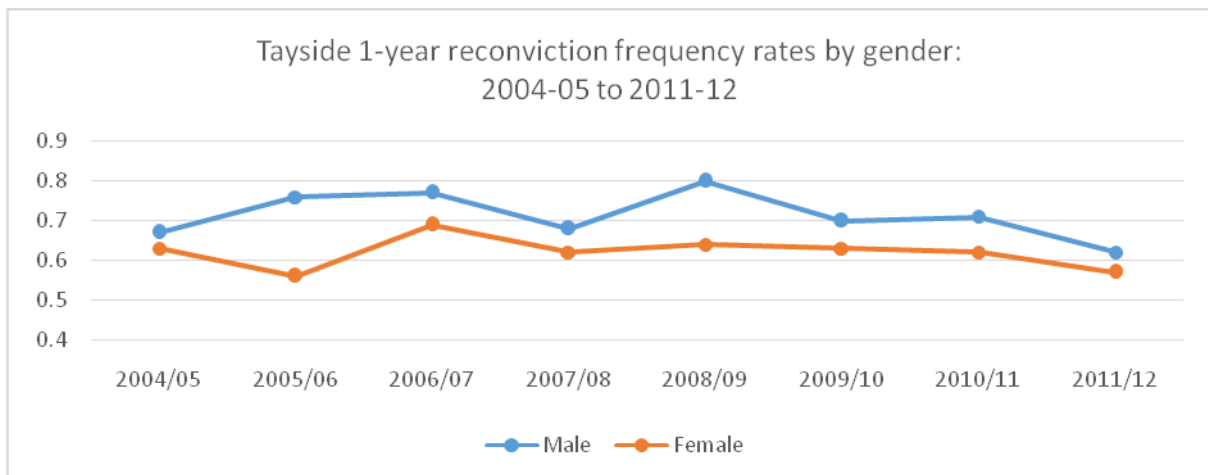
3.3 Gender breakdown (Tayside)

Graph 3.3 below shows that over the time since CJAs formed (in 2007), there has been a gradual decrease in the 1-year reconviction frequency rate for both male and female offenders. An increase is observed for the 2008-09 cohort – sizeable for males and slight for females. Since then the rate for females has fallen gradually but consistently. The rate for males has fallen considerably. It is noteworthy that the gulf in the rate between males and females observed in the 2008-09 cohort is closing. Over the last two data sets, Tayside shows a reduction in all age categories.

The following table summarises the general trends in terms of % change.

1-year reconviction frequency rates	Since CJAs formed % change	Last 2 data sets % change
Male	-19.5%	-12.7%
Female	-17.4%	-8.1%

Graph 3.3



The data above does not reflect the work currently being done with women offenders in Tayside (and across Scotland) through the delivery of women’s justice centre projects. These projects were launched last year and should they prove successful it is anticipated that reconvictions of women offenders will continue to drop.

3.4 Court Disposal breakdown(Tayside)

The 2011-12 cohort represents the second cohort for which reconviction rate data is available for offenders serving CPOs, and as can be seen a slight improvement (reduction) of 7.2% has been achieved. CPOs replaced Community Service Orders (CSO), Probation Orders (PO) and Restriction of Liberty Orders (RLO), and the graph shows how CPOs compare with their respective trends. As expected, Drug Treatment and Testing Orders (DTTO) have the highest rate of reconviction – which reflects the particularly chaotic lives of typical DTTO clients and the types of offences committed to fund substance misuse – but a marked improvement can be seen across the last four data points.

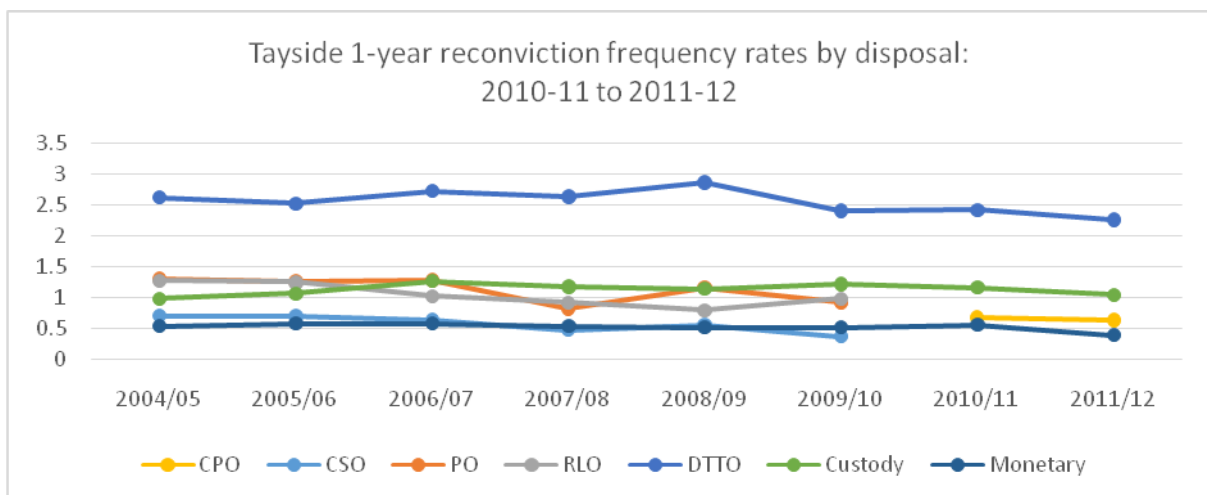
The following table summarises the general trends in terms of % change.

1-year reconviction frequency rates	Since CJAs formed % change	Last 2 data sets % change
blank		
CSO	-40.6% * See note 3 below	Order no longer delivered
PO	-27.3% *	Order no longer delivered
RLO	-4.9% * see note 3 below	Order no longer delivered
CPO	**	-7.2%
DTTO	-16.8%	-6.6%
Custody	-17.3%	-10.3%
Monetary	-32.2%	-29.8%

* Up to 2009-10 cohort

** CPO delivery started with 2010-11 cohort so only last two data sets apply

Graph 3.4



3.5 Prison Sentence Length breakdown(Tayside)

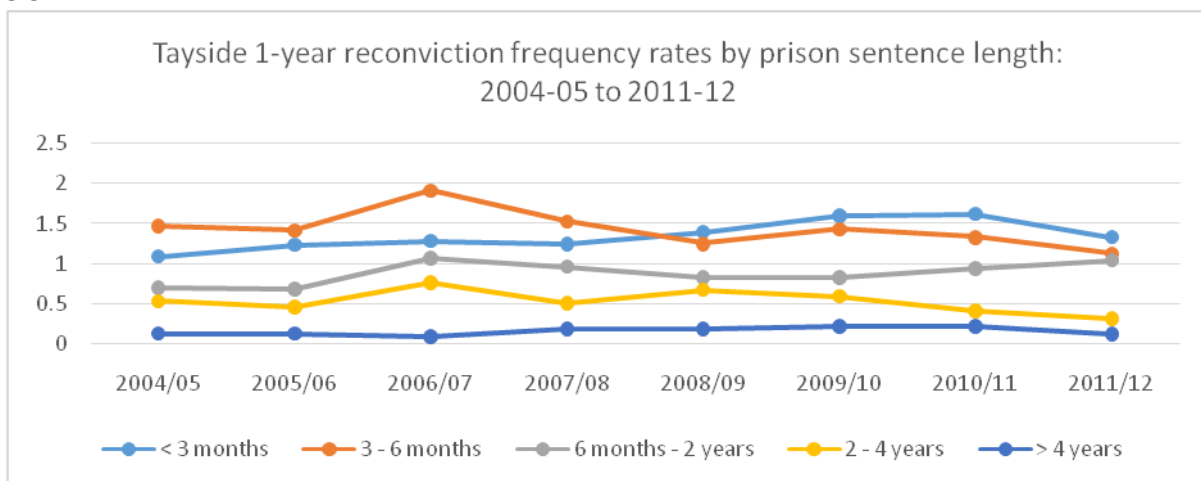
Graph 2.5 below shows the trends for each sentence length category. The < 3 months category shows an overall increase, albeit with a decrease over the last two data sets. While the 3 – 6 month category shows an overall downward trend the 6 month – 2 year category shows a consistent increase in recent years. A number of initiatives are underway in Tayside with regards to short-term prisoner throughcare, and this is the focus of Priority 1 in the new CJA Area Plan 2014-17.

The following table summarises the general trends for each sentence length category, in terms of % change.

1-year reconviction frequency rates	Since CJAs formed	Last 2 data sets
blank	% change	% change
< 3 months	3.9%	-17.4%
3 - 6 months	-40.8%	-15.0%
6 months - 2 years	-2.8%	10.6%
2 - 4 years	-59.2%	-24.4%
> 4 years	33.3%	-45.5%

Graph

3.5



3.6 Crime Type breakdown (Tayside)

Graph 3.6 below shows the reconviction frequency rate trends for key crime types. Offenders committing crimes of dishonesty (e.g. housebreaking, theft etc.) are far more likely than any others to be reconvicted – the longer term trend for this type is static, though there have been noticeable reductions across the four most recent datasets. Trends for drug related crimes, violent crime and breach of the peace are also relatively static. By far the lowest rate is the Sexual crimes category, reflecting the successful MAPPA arrangements in Tayside.

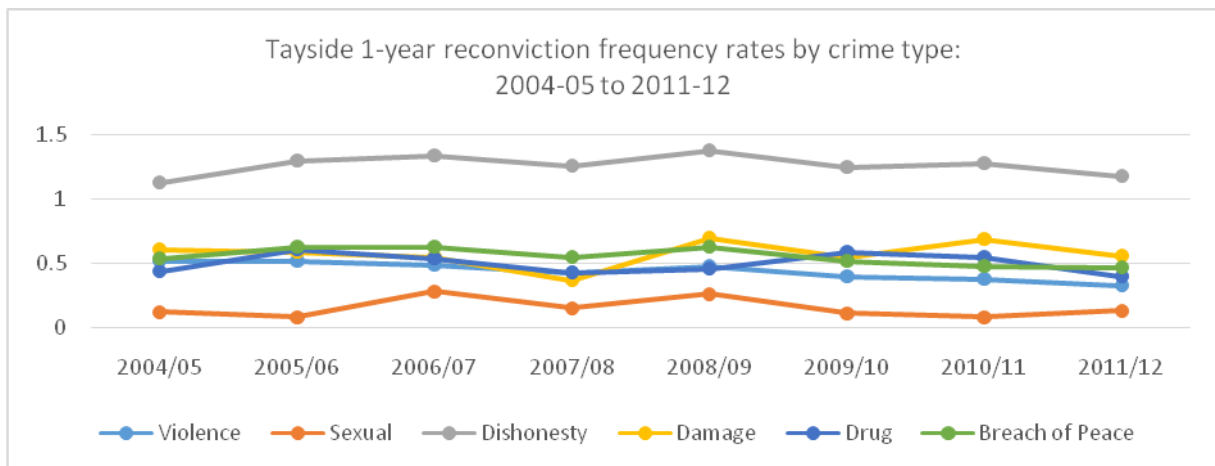
The following table summarises the general trends for each crime type, in terms of % change.

1-year reconviction frequency rates	since CJAs % change	last 2 % change
Violence	-32.7%	-13.2%
Sexual	-53.6%	62.5% *
Dishonesty	-11.9%	-7.8%
Damage	1.8%	-18.8%
Drug	-25.9%	-27.3%
Breach of Peace	-25.4%	-2.1%

*While there has been a 62.5% increase between the last two available datasets, this is due to small numbers. The actual number of reconvictions per offender rose from 0.08 to 0.13.

Graph

3.6



3.7 Analysis of reconviction rate and frequency rate between CJA areas.

Graph 3.7 below shows the trends in the reconviction rate and reconviction frequency rate for each CJA area in Scotland, compared to the Scottish average.

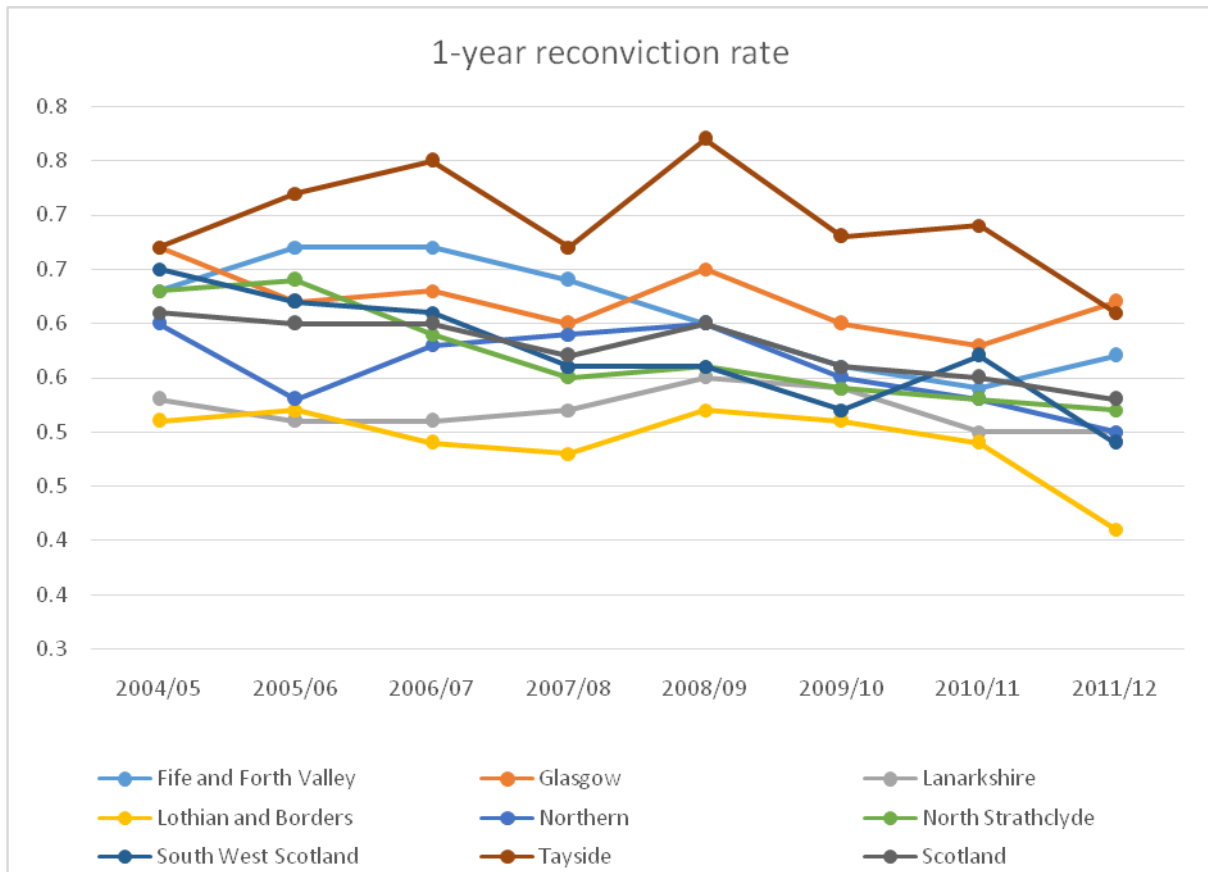
The most recent data shows Tayside remains one of the worst areas for reconviction (second highest to Glasgow). Importantly though, Tayside is the second *most improved* CJA area, with the number of reconvictions per offender falling by 18.7% since CJA formation. This is testament to the efforts of, and excellent partnership working between, Tayside CJA's constituent partner organisations.

The following table summarises the general trends for each crime type, in terms of % change.

1-year reconviction frequency rates	since CJAs % change	last 2 % change
Fife and Forth Valley	-14.9	5.6
Glasgow	-1.6	6.9
Lanarkshire	-2.0	0.0
Lothian and Borders	-16.3	-16.3

Northern	-13.8	-5.7
North Strathclyde	-11.9	-1.9
South West Scotland	-19.7	-14.0
Tayside	-18.7	-11.6
Scotland	-11.7	-3.6

Graph 3.7



SECTION 4 CJA FINANCE

6.1 Running Costs

In 2013-14 Tayside CJA received an administration budget of £227,129. This included CJA staff costs, Elected Member remuneration, stationery, telephones, IT support etc., and represented a 1.0% increase on the previous year's allocation.

6.2 'Section 27' Funding for Criminal Justice Social Work Services

In 2013-14 Tayside CJA received £7,828,587 in 'Section 27' funding (i.e. Section 27 of the Social Work (Scotland) Act 1968) from the Government. This comprised £6,094,060 of 'core' funding, and £1,734,527 million of 'non-core' funding, all of which was allocated to the CJA's constituent local authorities. Overall this represented a 0.8% decrease in Government allocated funding on the previous year, on top of reductions of 2.2% and 2.0% in the two years prior to that. This of course places a strain on the capacity of local authority criminal justice social work services to maintain levels of service and quality, and it is to their credit that levels of service and quality have been maintained.

'Core funding' for the delivery of Criminal Justice Social Work (CJSW) Services includes, for example:

- submitting reports to Courts and Parole Board as required
- managing offenders placed on Community Payback Orders (CPOs) and their associated complementary programmes

'Non-core funding' is for the provision of 'non-core' services, such as:

- delivering the Community Sex Offender Group work Programme (CSOGP)
- Multi-agency Public Protection Arrangements (MAPPA)
- provision of Supported Accommodation, such as East Port House, which continues to receive very positive inspection reports from The Care Inspectorate

The Management of Offenders etc. (Scotland) Act 2005 states that the CJA Area Plan is for the purpose of "reducing reoffending by relevant persons". A 'relevant person' is an individual under supervision or a person in custody. Funding is therefore restricted to resourcing services which are provided directly to offenders.

6.3 Funding of other Criminal Justice Services

The S27 grant allocation to local authority CJSW services is only a small part of the overall funding that is spent on the criminal justice system. Each of our statutory partners (see Section 1) delivers services within the criminal justice system (from their own budgets) and have a statutory duty to co-operate with the CJA.

6.4 Financial Monitoring

The CJA Finance and Scrutiny Committee considers financial and performance information, in order to make recommendations to the Board on allocating funding. The CJA Elected Members receive quarterly financial monitoring reports for both the admin budget and the S27 Criminal Justice Social Work budget. Budget lines are monitored and adjusted accordingly through the course of the year to ensure that spending does not exceed allocation.

External auditors carry out an annual audit of the CJA's financial statements, and also look at aspects of performance management and governance arrangements. Their report to Elected Members identifies key risks, and actions to address those risks, and is submitted formally to the Community Justice Authority Board Meetings.

Appendix 1

Progress in delivery of Actions for Strategic Objectives 2011-14, as at 31.03.2014

Strategic Objective 1 (Short Term Prisoners)		
	Action	Progress
1	Create working group to coordinate and lead the delivery of the Objective.	Action complete – the Tayside Prison Community Integration Group (PCIG) is the delivery group.
2	Clearly define the roles and responsibilities of all Partners and Stakeholders involved in the delivery of the protocols.	Terms of Reference document due to be completed during the work to take forward the outcome of the Protocols Review Workshop on 14.12.12
3	Review the protocols to ensure that all identified offender needs are met by partner organisations.	Protocol Review Workshop has taken place. Now in the process of implementing the agreed improvements.
4	Develop a Performance Management Framework (PMF) for all protocols (“below the waterline” indicators), to inform the improvement of the ability of the protocols to deliver intended outcomes.	Substance Misuse Protocol PMF to be developed once NHS Scotland performance indicators for prisoner healthcare are finalised. Homelessness Protocol PMF has been agreed. Employability Protocol PMF agreed.
5	Develop means of measuring the high-level “above the waterline” indicator.	Due to the re-framing of the Strategic Objectives to no-longer focus on the reconviction rate, this is no longer required. Action closed.
6	Build in to the employability protocol the UK Government’s Department for Work and Pensions (DWP) Work Programme.	Action complete – this is part of the revised Employability Protocol.
7	Develop an Information Sharing Protocol (ISP) for use with all agencies involved (current and future).	It has been agreed that, due to the nature of the information required, an ISP is not required. Data is not client-sensitive. Action Closed.
8	Seek more involvement in the protocols from the families of short term prisoners.	Links have been made between HMP Perth and CJSW Services across Tayside. Protocols are still being revised – once their structures have been agreed families considerations will be built-in.
9	Adapt the existing protocols for female offenders leaving HMP Edinburgh (this replaces the previous action centred on Cornton Vale).	A huge amount of work is being done nationally to improve HMP Services for Women Offenders across the SPS estate. Until this programme is complete it will be difficult to complete this action. Action will not be completed by end of March 2014, and is therefore closed.
10	Develop a system of assuring the long-term sustainability of the protocols.	Complete – as with previous iterations of the Protocols, delivery will be maintained through the allocation of existing resources of relevant partner organisations.

Strategic Objective 2 (Community Payback Orders)

	Action	Progress
1	Create working group to coordinate and lead the delivery of the Objective.	Action complete – work on this objective has been remitted to the Tayside Criminal Justice Social Work Partnership.
2	Develop a system for reporting quarterly on progress against targets, with proposals for improving performance if targets are not met.	Action complete. Data is provided by each local authority and reported to CJA Board at quarterly meetings.
3	Identify the specific needs of Women Offenders on CPOs and ensure those needs are reflected in service provision.	<p>Action complete. Each local authority has taken a different approach to this action. Dundee has a women offender's team, which works with women offenders on all orders, including CPOs, to meet their specific needs.</p> <p>Angus have organised a Women Offenders sub group of their Change Management Group, which will take the lead in progressing women offenders' issues in Angus (including those on CPOs).</p> <p>Perth and Kinross have not yet had a sufficient quantity of female CPOs to be able to identify trends of specific needs, but continue to analyse the cases in order to develop relevant data.</p>
4	Develop systems of public consultation to involve the public in choosing community payback schemes for their local areas.	Action complete in each local authority area. Results from consultations form part of local authority CPO Annual Reports to Government.
5	Review the availability of services, in the following areas, for offenders serving CPOs to ensure needs are adequately addressed: <ul style="list-style-type: none"> • Substance Misuse; • Employability; • Housing/homelessness; • Financial matters / Welfare rights; • Recovery capital 	Work underway within the Tayside CJSW Partnership. Discussions scheduled on how to take the action further.
6	Develop model of collaborative working between Criminal Justice Social Work and Children and Families teams, with respect to offenders on CPOs.	Work underway within the Tayside CJSW Partnership. Discussions scheduled on how to take the action further. ADSW are also looking at national issues with Local Authorities.
7	Develop and pilot a 'Getting it right for every offender' model, based on the existing GIRFEC model.	CJSW Partnership has concluded that the GIRFEC model is unsuitable for use with offenders. Action closed.

Strategic Objective 3 (Young Offenders aged 16-21)		
	Action	Progress
1	Develop ways of increasing the number of 16-17 year olds being diverted out of the criminal justice system via formal and informal measures.	All three local authority area Youth Justice Partnerships are delivering the 'Whole System Approach', which directly addresses this action. Action closed.
2	Work with practitioners in the Youth Justice system to identify and pilot good practices which can be implemented in the adult criminal justice system in working with 16-21 olds.	It is widely recognised that the Right-Track 16-21 Pilot Project, for which funding has ended, is very effective. Resources have been prioritised towards continuing the delivery of elements of Right-Track.
3	Develop a key practitioners group across Tayside, chaired by the CJA (this replaces the previous action to develop a coordinating group).	Youth Justice Practitioners' Groups in place. Action closed.

Strategic Objective 4 (Domestic Abuse Perpetrators)		
	Action	Progress
1	Re-focus the work of the existing CJA Domestic Abuse Liaison Group (DALG) on coordinating and leading the delivery of the Objective.	Action Complete.
2	Develop a system of identifying domestic abuse perpetrators at each stage in the criminal justice system and ensuring they are referred on to perpetrator programmes.	A workshop was held, using a business process re-engineering approach to identify areas in need of improvement, with an action plan developed subsequently. However due to partnership commitment issues the completion of the action plan was not accomplished.
3	Implement a domestic abuse perpetrator programme for delivery to relevant prisoners in HMP Perth.	No longer going ahead. SPS are developing their own Corporate approach to tackle Domestic Abuse.
4	Conduct awareness raising exercises with key personnel in the Criminal Justice System.	The Tayside Domestic Abuse Training Consortium has delivered domestic abuse awareness training to Prison staff at HMP Perth and HMP Open Estate. Action closed.
5	Develop process of linking the Multi-Agency Risk Assessment Conference (MARAC) process for victims with perpetrator programmes.	Police Scotland now conducting Multi-Agency Tasking and Co-ordinating Conferences (MATACs) which seek to use the MARAC approach for managing Domestic Abuse Perpetrators in the Community. Action closed.
6	Evaluate the availability and accessibility of perpetrator programmes (statutory, voluntary and deniers) in Tayside and make recommendations.	Initial data has been obtained from some partners, however without all of the required data it has not been possible to complete this evaluation.
7	Advocate the setting up of a Domestic Abuse Court-style pilot in Tayside.	Scottish Government asked that TCJA discuss with partners the possibility of piloting a Problem-Solving Court. Domestic Abuse issue was considered as part of this process. Following consultation with a range of partners in Tayside, including the judiciary, the Chief Officer submitted an expression of interest to Scottish Government but was not approved. Action closed.

Strategic Objective 5 (Persistent Offenders) – New action as of 2012-13

	Action	Progress
1	Create working group to coordinate and lead the delivery of the Objective.	Group formed.
2	Develop a system of categorising and identifying persistent offenders.	Work has commenced – Perth and Kinross have now been operating their TISS Pilot for nearly a year. Angus and Dundee pilots also now commenced. Tayside-wide set of outcomes and indicators in development.
3	Develop a package of offender management services tailored specifically for the needs of persistent offenders in or to reduce their risk of re-offending.	