

'PROMOTING RECOVERY AND MAKING COMMUNITIES SAFER'
**A STRATEGY FOR DEVELOPING CRIMINAL JUSTICE AND SUBSTANCE
MISUSE SOCIAL WORK SERVICES 2009-10**

INTRODUCTION

The Criminal Justice/Substance Misuse Section has been in existence since October 2006. In this time, we have seen real improvements in the range and coherence of Substance Misuse Services, the development of inter-agency risk management and Youth Justice Services and the initiation of a number of partnership initiatives across the section. This has resulted in more options for service users, more careful tracking of the impact of services and improved development of synergies across the section. Over the last twelve months, however, the pace of change has picked up once more with the publication of important Government papers and at least one further crucial Government Bill. We will also be inspected as part of the planned thematic inspection of Prisons and Prison Social Work functions in the winter of 2009-10.

As we prepare to meet the challenges ahead, 'Core Outcomes' for users of Substance Misuse Services are within three months of being finalised while a National Service Level Agreement (piloted in Perth and Castle Huntly Prisons) will be determined as the basis of contracting between the Scottish Prison Service and Scottish Local Authorities by September of this year. The Drug and Alcohol Team are due to move to Highland House in St Catherine's Retail Park in September and the Public Protection Forum is due to reform and refocus by the end of June.

Finally, and perhaps most importantly, the Criminal Justice and Licensing (Scotland) Bill clearly indicates Government's intention of reducing the numbers in prison by diverting them onto a unitary Community Payback Order with a range of potential conditions, including unpaid work, drug and alcohol counselling, mental health treatment and residence requirements.

External Strategic Factors

Chief among the most influential Government publications and legislation (pending and current) are the following:

- 'Reforming and Revitalising' – a Government paper intended to greatly tighten up the immediacy of and timescale within which Community Service Orders

are completed, while increasing the visibility of this form of 'Community Payback'.

- 'Protecting Scotland's Communities' in which Government embraced the recommendations within 'Scotland's Choice' (a review of Scotland's prisons led by Henry McLeish) and indicated their intention of reducing the numbers in prison by restricting the powers of the Judiciary to impose sentences of less than six months.
- The Custodial Sentences and Weapons (Scotland) Act (introduced in 1985 but yet to be implemented) which proposed the introduction of custody/community orders for persons serving shorter sentences of imprisonment.
- The Criminal Justice and Licensing (Scotland) Bill introduced to Parliament in March 2009 which wraps up key recommendations from 'Reforming and Revitalising' and 'Protecting Scotland's Children' – thereby setting out very clear challenges for Criminal Justice Social Work. We will now be required to supervise a significantly greater number of offenders in the community as an alternative to short sentences of imprisonment **with the additional prospect** of supervising the 'community' element of 'custody/community orders' when these are introduced over the next two to five years.
- New national standards and objectives in relation to Criminal Justice Social Work practice.
- A planned thematic inspection of prisons and prison social work functions in the winter of 2009-10.
- The 'Framework for Action' published last year in which Government set out the new Youth Justice priorities – changing from an emphasis upon 'persistent young offenders' to one of 'serious young offenders' and setting out an agenda which clearly overlaps with Child Protection as the focus changes from young people over 12 years of age to one which embraces early years, formative years, adolescence and young adulthood - reflecting the journeys and past experiences of many habituated young criminals.
- 'The Road to Recovery' - setting out Government's proposal that service users of Drug and Alcohol Services should be helped to develop a pathway which promotes the concept of recovery at a level consistent with their assessed needs and capacities.
- 'Challenging Scotland's Attitudes Towards Alcohol' - the equivalent Government paper in relation to increasing concern about the abuse of alcohol at all ages and its impact upon health, community safety and the economy.
- The continuing expectation from 'Reducing Reoffending' of further reduction's in the rate of adult reoffending.

Internal Strategic Factors

In addition to these external factors, we have seen the emergence of data streams and new ways of working between central and local Government which, cumulatively, have a direct bearing upon the prioritisation and improvement of key services, extending to:

- A single outcome agreement for Perth and Kinross and its emphasis, in particular, upon alcohol related crime, antisocial behaviour and its cumulative impact upon communities.
- The identification, through continuous performance monitoring, of strengths and weaknesses in Criminal Justice performance - clarifying the need for improvement in:
 - Analysis of and focus upon offending behaviour, following through into effective risk management processes.
 - Improved collection of information from other agencies at pre-Court stage to inform analysis of offending behaviour.
 - Improved usage and quality of chronological histories in relation to high risk offenders.
 - Improving the average number of hours per week worked by offenders on Community Service Orders (soon to be Community Payback Orders).
 - Improving links to communities and improving community visibility.
 - Improving integrated working with other agencies in relation to 'parental substance misuse', 'adults at risk of harm' and 'domestic violence'. In particular, improved focus upon the interests of victims and potential victims within the risk management process.
- The start of a journey towards an integrated approach in relation to the Training/Employability of Criminal Justice and Substance Misuse Service Users which seeks to enhance their "Employability", but also opens and creates opportunities for employment. The range of private and public openings must be increased, and a more ambitious approach taken towards creative employment. Our current commissioning arrangements will be revisited to ensure best value and the nature of future employability partnership working will be re-assessed.
- The development of Performance Monitoring arrangements in our Prisons and Substance Misuse Services which must deliver a standard of Management Information similar to that now delivered by our Community-based CJS & Youth Justice Teams.

Pest Analysis

Political

Increasing need to reduce prison population.
 Continuing public fear of crime.
 Requirement that CJ agencies reduce reoffending.
 Single Outcome Agreement as primary basis for service delivery.
 Outcome based performance measurement.
 Community visibility and partnership.
 Child Protection/Domestic Violence /Adults at Risk – thread through all section activity.
 Implementation of Hepatitis C Action Plan.
 Proposed refocusing of ICM from sentence length to level of risk.
 Roll out of MAPPA to violent offenders.

Economic

Diminishing Criminal Justice budget year on year.
 Impending large public sector funding reduction.
 Growth in substance misuse resources (development of synergy potential)
 Burgeoning property costs and need for mobile/home working.
 Continuing small time-limited windows for CJS initiatives.
 Release of staff for training (SWIFT; LSCMI; Caledonian; Motivational Interviewing and CBT; GOPR; SVQ3 requirement CJS and Drug & Alcohol Teams.

Social

Growing national concern over the impact of alcohol and drugs in communities.
 Clear linkage between crime and alcohol/drugs.
 Shortage in P&K of permanent public-sector housing.
 Continuing disaggregation of certain key link services (e.g Mental Health and Substance Misuse/Criminal Justice).
 Limited involvement of communities in the resettlement of offenders.
 Public response to crime V Links between crime and complex needs.
 Ex-prisoners from outwith P&K who wish to remain in P&K.
 Complex needs agenda – Drug & Alcohol/Mental Health/Homelessness/Domestic Violence.
 Increase in number of female offenders.
 Increase in number of domestic violence referrals.

Technological

Shared use of Visor and partial co-location of police officers.
 Access to MIS information on Anite (SQLs for business management information).
 Development of Anite potential to create further assessment functionality.
 Adequate tablets/laptops to support mobile and home working.
 Destruction of old files.
 Development of databases in CJS Substance Misuse and Housing to support performance measurement.
 Delivery of IT-based LSCMI standard risk assessment tool.

Responding to the Challenge – Our Goals for the Current Year

The political and economic environment in which we find ourselves may seem daunting when faced with the scale of change expected of Drug and Alcohol, Youth and Criminal Justice Services. The achievements of the last year, however, would suggest that we are well placed to meet these challenges through strengthening and developing partnerships and innovative ways of working.

Our Prison Social Work Teams are well placed to embrace the challenge of a Service Level Agreement and have started the process of working out a Joint Performance Framework with the Scottish Prison Service – in advance of the anticipated winter thematic inspection. Our Probation and Throughcare Teams continue to see higher levels of compliance with high risk offenders who receive targeted, effective support and our MAPPA system reviews and tests the quality of Risk Management Plans. Our Youth Justice Team has seen levels of compliance by offenders aged 16 to 21 which would stand comparison with any comparable team in Scotland. Our Drug and Alcohol Team has acquired a real identity, distinct service priorities, clear guidance for anyone seeking a service and a reputation for partnership working which has seen the development of a number of new integrated services. Our Community Service Team has started to move into larger scale projects offering immediate start and continuous work potential. Our clerical and admin team makes all of these changes possible through remarkable flexibility, innovation and commitment.

This is a Social Work section which achieves its aims through effective partnership working. In responding to the political, economic and social challenges facing us, therefore, we will build upon this track record of partnership working inside and outside the section. We will slay 'sacred cows' where they impede our capacity for change. We will get closer to our communities and to our service users and listen to their views on how to improve the service. We will establish an efficient management information system which enables us to test key areas of performance, respond to the views of service users and carers and maintain a dialogue with staff and other stakeholders on the health and effectiveness of the section.

In order to realise these goals, we will:

1. Be bold and ambitious for improvement, encouraging new ideas and new ways of working.
2. Develop a robust system for reporting on key areas of performance.
3. Take forward specific initiatives to improve community engagement.
4. Improve our contact with and response to service users and carers.
5. Establish an effective, well-deployed and responsive management team.
6. Identify with staff their training requirements and commission/provide appropriate development opportunities.

7. Maintain a dialogue with staff and partners on the impact of service changes and the need for further change.

Proposed Responses to the Challenges Facing CJS and Substance Misuse Services

1 Community Engagement

We have now made a DVD describing our Criminal Justice Services while the Substance Misuse Team has connected strongly to Carers Groups established under the auspices of Wilma Easton from Scottish Drugs Forum. A Service Users Group has now also been established within the Substance Misuse area of work. Within CJS, we have standard feedback from persons who have completed Community Service Orders, but need to try and establish a forum for periodic meetings with a selective group of persons subject to Criminal Justice Supervision.

Within a Community context, the move towards locality-based working – driven by the ‘Equally Well’ test site in Rattray and the expansion of the function of tasking/co-ordination meetings will provide us with an opportunity to share and receive information more widely in relation to the behaviour of offenders within their communities.

In order to support the Resettlement process, however, CJS and Substance Misuse will now need to try and engage more directly with certain communities – explaining the role that we carry out, listening to the views of those who live in the community and exploring the options for closer working. Does the idea of ‘local buddies’ have merit? Can we persuade communities that, if we act promptly where we receive information that someone is committing further offences, they in turn will be prepared to offer someone a new start when they return after a Prison sentence or period at Drug/Alcohol rehabilitation. How can we collectively increase the capacity of these communities and involve them more closely in the supervision and support of offenders?

2 Partnership Working to Develop New Services

This Service has played an active role in supporting/developing protocols with other agencies to reduce offending and promote recovery over the last twelve months. The Substance Misuse Protocol for Short Term Prisoners remains to be implemented in other parts of Tayside, however, while work to resettle adults with complex needs including substance misuse problems, will be developed beyond Greyfriars Hostel. The success of the Greyfriars project now needs to be taken beyond the hostel and into a broader resettlement environment. Links with supported accommodation providers must be strengthened to promote community based detox while both Criminal Justice

and Substance Misuse Services will wish to establish strong bonds with the Domestic Violence Forum in order to improve the quality of working with both victims and perpetrators of domestic violence.

The Drug and Alcohol Forum now has its own action plan for the year with lead workers and work groups established for a range of different tasks, all of which will rely for their success upon effective partnership working.

The potential for partnership working between Community Capacity Builders and Community Service staff has been clearly demonstrated over the last year with the Craigie Garden project, but now Community Service will need to develop new partners if we are to see a market garden concept evolve as a training/employability, health promotion and community re-linking concept. Increasingly, Community Service will wish to take on certain larger projects in partnership with other agencies in order to achieve broader synergies than simply that of restitution.

3 Employability

The move towards an integrated Employability Strategy across Housing and Community Care is underway. This will provide us with the opportunity to review the services we currently provide/commission against current or potential demand. It will enable us to explore synergies to fill gaps in provision. Already, we know that one clear gap is the number of real jobs available at the end of the 'employability' process – particularly during a time of recession. We need to create more job placements within the Council. We need to develop the potential for social enterprises and community co-ops which provide a useful service to communities and enable participants to receive some sort of a wage – as well as training. We need to link Community Service, in particular, and potentially the work undertaken in our local prisons with the opportunity for longer term employment upon finishing Orders or upon release from prison. Dialogue with horticultural organisations, large local employers and job creation through social enterprises are all part of this challenge.

4 Performance Monitoring

We have taken considerable steps over the last two years to develop our performance feedback system – based, in part, upon quantitative factors which are measured at monthly intervals and, in part, upon a range of factors identified within individual team plans as requiring improvement. In practice, however, individual team reports have sometimes been late and/or have contained only partial information. In the year which lies ahead, each Team Leader or Senior Social Worker must take personal responsibility for ensuring that:

- Their team plans are up to date and identify the strengths and weaknesses of their team against the service's strategic goals.

- Areas of strength are recognised and shared with the team.
- Areas for improvement become team targets and are monitored at monthly intervals and reported on as part of the quarterly report to the Performance Team Meeting.

The Prison Social Work teams will provide their first comprehensive Performance Report in August of this year, including certain qualitative indicators and indicators of relevance to Social Work and the SPS respectively. The Drug and Alcohol Team are currently finalising a set of core outcomes culled from ADP Outcomes, Single Outcome Agreements, National Standards for Substance Misuse, the Criminal Justice and Child Protection Standards. A framework is likely to be in place, once again, by August of this year.

By autumn 2009, therefore, we will have a full set of management information which will be collected and examined on a quarterly basis by our Management Team in Performance Meetings. We will all have important roles in collating, testing, interpreting and responding to this information.

5 Improving Contacts with and Responses to Service Users and Carers

Considerable progress has been made with the Drug and Alcohol Team during 2008-9 in developing links to carers. This has been further supported by close work with Wilma Easton, Carers Support Worker employed by Scottish Drugs Forum and through direct contact with carers by members of the Drug and Alcohol Team. Steps are now being taken to improve contact with and feedback from service users as part of the broader Improvement Agenda.

In Criminal Justice, there is perhaps a little further to go. Feedback is received regularly from Community Service workers, but we don't yet have a mechanism for building this into service development process.

An attempt some years ago to elicit feedback from probationers was still-born, but we have not really managed to take this one forward either. We now need to develop individual feedback systems from probationers and licensees.

The Youth Justice Team have built in feedback from service users and parents/carers as a standard part of the care planning process, while the Prison Service have sought user views in relation to specific aspects of Prison Social Work Services in the past.

The two principal gaps at present present as:

- The absence of any Users Focus Group, along the lines of the existing and proposed/Service User Groups in Substance Misuse Services, to provide continuing feedback on how these services are experienced.

- The lack of a centralised system to collate feedback from different groups of service users and ensure that it informs improvement plans for those services.

Consultation with service users has not, thus far, formed a significant part of the Criminal Justice Social Work tasks. In these changing times, we need to build it in as standard practice, not simply to our individual case management, but also into our service planning.

6 Maintain a Dialogue with Staff and Partners on the Impact of Service Changes

Any time of Service change can prove stressful for staff at all levels. Where proposed change is not explained, owned or resourced it may be resented and even resisted. Strong, continuing communication with staff will be essential during the next twelve months.

Our annual (occasionally six-monthly) newsletter attempts to share with staff emerging strategic challenges as do team meetings and the whole team planning process. Our Staff Consultation Group is, once more, up and running but we need to ensure that it meets regularly and fulfils its function of maintaining a dialogue between staff and management.

Teams need to feel free to invite managers to meet with them in order to discuss areas of concern – and suggestions for service improvement.

Similarly, we must maintain our existing dialogue with Sheriffs, the Scottish Prison Service, Tayside Police and increasingly, Children's Services as we seek to develop new plans and test their impact upon other key stakeholders. Relationships with certain partners have strengthened, e.g. Tayside Council on Alcohol, whereas others have rather waned. As we faced the year ahead, we must revisit our key partners and stakeholders in the journey ahead of us and determine the best mechanisms for communicating effectively with them during this journey.

7 Staff Training and Development Requirements

If we are to respond successfully to the requirements of the Government papers and draft legislation outlined at the start of this paper, our staff will require broader training than, perhaps, has been possible during the last twelve months. Having come through a period where the emphasis for Criminal Justice Social Work staff has been upon risk assessment training, the time may have come to ensure that we are all acquainted with the key elements of 'The Road to Recovery' and 'Challenging Scotland's Attitude Towards Alcohol'. If our staff are to understand the move towards locality-based working, we need to understand the core principles of 'Equally Well'.

Our Community Service and Probation/Throughcare Teams will be trained in the use of Brief Interventions within the next four months. This is an approach which we may well wish to extend beyond our core community-based CJS Teams in due course.

Having provided training to our community-based teams in identifying and responding to the possible risks to the children of substance misusing parents, we now need to adapt this training for use within a prison context and to ensure that it is now established as part of the working practice of all CJS and Substance Misuse staff.

But the business of staff development must also be interactive. The ERD process is essential for determining with staff the additional competencies which they believe they will require to enable them to undertake the changing roles required of them. **ERDs must be completed in respect of all staff** and a record of this recorded with John Newton and with our Staffing Section. Only in this way can we build up a broader picture of the individual training requirements of staff beyond the broad based competency areas outlined above.

CONCLUSION

The next 2 years will prove a testing time for Criminal Justice Social Work Services and their partners in the Justice and wider Public Service fields. Whatever additional Justice funds we receive to implement the Criminal Justice Bill or to improve our Drug & Alcohol support services may well be offset to some extent by cuts in Core Budget. For this reason, we need to build upon the achievement of the last 2 years to take our services out into communities; to develop strong feedback systems with those who experience our services most directly; to develop our front line staff competencies more widely; and to establish a management structure which is fit for purpose.