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Item No: 18

Meeting Date: Monday 30th November 2022

Glasgow City Integration Joint Board

Report By: Pat Togher, Assistant Chief Officer, Public Protection and Complex Needs

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Justice Social Work and Community Justice Overview Annual Update

Purpose of Report:

To update the Integration Joint Board on:

- Justice Social Work developments, including pandemic recovery
- Community Justice Glasgow developments

Background/Engagement:

Engagement in relation to the community justice agenda is undertaken with service users, justice social work staff and the broader community justice partners.

Governance Route:

The matters contained within this paper have been previously considered by the following group(s) as part of its development.

HSCP Senior Management Team ☒
Council Corporate Management Team ☐
Health Board Corporate Management Team ☒
Council Committee ☐
Update requested by IJB ☐
Other ☐
Not Applicable ☐

Recommendations:

The Integration Joint Board is asked to:

- a) Note the content of the report.

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Relevance to Integration Joint Board Strategic Plan:

The Integrated Joint Board is a named statutory partner to Community Justice through the Community Justice (Scotland) Act 2016.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	This proposal supports the delivery of all 9 National Outcomes, with an emphasis on: 1. People are able to look after and improve their own health and wellbeing and live in good health for longer. 2. People who use health and social care services have positive experiences of those services, and have their dignity respected. 3. Health and social care services centered on helping to maintain or improve the quality of life of people who use those services. 4. People using health and social care services are safe from harm. 5. Resources are used effectively and efficiently in the provision of health and social care services.
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Personnel:	No identified implications
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Carers:	No identified implications
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Provider Organisations:	Glasgow City Council Health and Social Care Partnership, Glasgow Community Justice and third sector commissioned services. Wider community justice partners such as Police Scotland, Scottish Prison Service and Scottish Court Service.
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Equalities:	Justice services play a key role in promoting equality by working with others to tackle the causes of crime, which are often rooted in inequality. We do this through an increased emphasis on prevention and rehabilitation. Justice services, work with specific types of crime routed in inequalities, such as violence against women and girls, and all forms of hate crime.
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Fairer Scotland Compliance:	In its planning, justice social work takes account of the impact of poverty on those involved in the justice system.
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Financial:	In addition to the Scottish Government ring fenced section 27 grant allocation of £19,403,866 . Justice social work received an additional £2,323,467 to
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	develop bail services and support ongoing pandemic recovery and transformational work.
Legal:	No identified implications
Economic Impact:	No identified implications
Sustainability:	We will report to Scottish Government on how funding has been utilised to tackle the backlog of court cases and support recovery efforts. We will highlight to Ministers the need for a more sustainable funding stream as a number of the services being supported by pandemic funding are statutory core services.
Sustainable Procurement and Article 19:	None
Risk Implications:	A number of service developments discussed in this report are reliant on the additional pandemic funding. When this funding comes to an end, we will no longer be able to provide these services.
Implications for Glasgow City Council:	Glasgow City Council is a named, statutory partner to Community Justice through the Community Justice (Scotland) Act 2016
Implications for NHS Greater Glasgow & Clyde:	NHS Greater Glasgow and Clyde is a named, statutory partner to Community Justice through the Community Justice (Scotland) Act 2016
Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	☒
2. Glasgow City Council	☐
3. NHS Greater Glasgow & Clyde	☐
4. Glasgow City Council and NHS Greater Glasgow & Clyde	☐

1. Purpose

1.1 The purpose of this report is to update the Integration Joint Board on:

- Justice Social Work developments, including pandemic recovery
- Community Justice Glasgow developments

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2. Background

- 2.1 The first part of 2022 saw justice social work (JSW) continue to respond and recover from the pandemic. Alongside our recovery programme, we continued with a transformation agenda which commenced in 2020, to renew existing services and develop new initiatives to ensure we emerge from the pandemic with a modern, stronger, and more resilient service provision.
- 2.2 JSW was awarded additional grant funding again in 2022-23 of £2,323,467, with a specific remit to develop bail services and support ongoing pandemic recovery and transformational work. As set out in the report to the Integration Joint Board on [27 April 2022](#), JSW have worked in a variety of ways to address the impact of the ongoing pandemic and invest in community justice services.

3. Justice Social Work Developments

3.1 Pandemic Recovery

- 3.1.1 JSW services have continued to respond to the challenges the pandemic has presented mainly associated with staff sickness and the backlog of unpaid work hours. We have responded to these challenges by bolstered our staffing levels across all justice services in line with the increase in court business.
- 3.1.2 This additional staffing capacity has allowed us to manage an increase in Community Payback Orders and Criminal Justice Social Work Reports. While enabling us to increase our unpaid work provision by recruiting more staff and enhancing our health and safety provision in line with government guidance. The service is now in a more stable position given this additional investment and we are now back to a pre-pandemic level of service.

3.2 Transformation Agenda

- 3.2.1 Alongside our recovery programme, JSW have had an ambitious transformational agenda with aspirations to improve long term outcomes for service users creating opportunities for reintegration and rehabilitation. Early and effective intervention remains at the heart of this agenda and JSW continues to develop and enhance services such as Supervised Bail, Diversion from Prosecution, Structured Deferred Sentence and a partnership model of arrest and referral in line with these aspirations.
- 3.2.2 Reducing the prison population, recall to prison, improving engagement and compliance with community orders and supporting national developments such as the implementation of Electronic Monitoring and [The Vision for Justice in Scotland](#) have been our key priorities over the past year.

3.2.3 Structured Deferred Sentences

As part of our transformational agenda, JSW alongside Glasgow Sheriff Court, introduced a problem-solving Structured Deferred Sentencing (SDS) Youth Court for young people in June 2021. We have recently aligned the Youth Court to the [Sentencing Guidelines for Young People](#) which was published in January 2022 and have extended the court criteria to include young people from 16 years up to 25 years. We have seen the number of young people sentenced to SDS increase from **29** 2018-19 to **98** 2021-22.

An evaluation of the Youth Court is currently being carried out by the Children and Young People's Centre for Justice and findings of this research are expected to be published in early 2023. JSW will carry out an internal review of the service, as we are seeing early evidence that the court is favouring SDS over the higher tariff Community Payback Orders which is resulting in work moving from locality Youth Justice Team to the central Youth Court Team. The Youth Court staff team is solely funded by additional COVID grant allocation and we need to consider its sustainability beyond this grant allocation.

Close collaboration continues with Glasgow Sheriff Court as part of our delivery of problem-solving courts, and we have seen the Drug Court and Alcohol Court resume to pre-pandemic levels in 2022. We currently have **279** SDS cases open at quarter 2 compared to a total of **336** in full year 2020-21 and are optimistic that our final total for 2022-23 will exceed previous years.

We will be introducing a Women's problem-solving court at Glasgow Sheriff Court in January 2023. This court will be supported by Tomorrow's Women Glasgow and will focus on the distinct needs of women involved in the justice system. Again, this court will prioritise the use of SDS as an early intervention and will have a strong focus on trauma informed practice and safety and stabilisation.

3.2.4 Bail Supervision

The development of Supervised Bail in Glasgow has been a key priority over the past three years to assist in safely reducing remand numbers across young people and adults. JSW introduced this scheme into Glasgow Sheriff Court in 2019 and commissioned a third sector provider to enhance service provision and ensure service users placed on bail would be supported to access universal services and direct support to rehabilitation and recovery.

Supervised Bail fits with JSW aspirations to intervene with those involved in the justice system at the earliest opportunity to ensure meaningful support is put in place to reduce reoffending. By offering a robust Supervised Bail service in Glasgow, JSW offer Glasgow Sheriff Court a credible alternative to remand, which assists people to remain in the community. The pandemic has disadvantaged justice service users in many ways, and we have seen an increase in presenting issues such as deteriorating mental health, homelessness, entrenched isolation and alcohol and drug relapse. The number of drug related deaths continues to cause us a great deal of concern

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and sadness, and this service has had a focus on assisting service users to remain in treatment and access recovery support.

Enhancing our bail service and effectively communicating these changes to the court has, in our opinion, increased court confidence in Bail Supervision and assist us in implementing a full Electronic Monitoring Bail service in May 2022. We currently have 100 Bail Supervision cases open at quarter 2 compared to a total of 176 in full year 2020-21 and are optimistic that our final total for 2022-23 will exceed previous years, as confidence continues to grow.

3.2.5 Diversion

In 2022, we continued with our Diversion from Prosecution *test of change* set up in 2021 and have been working closely with Crown Office Prosecution Fiscal Service (COPFS) and Police Scotland to improve the information contained within Police Crime Management Reports. This initiative fits with our partnership and early intervention agenda and contributes to wider criminal justice recovery as it seeks to divert cases from criminal prosecution, thus reducing the numbers of cases being processed via the courts. To date, we have had several challenges with regards to information sharing and hope these issues resolve themselves to allow us to implement the service fully.

3.2.6 Community Custody Unit Maryhill – Lillias Centre

JSW have been working closely with partners to prepare for the opening of the Lillias Centre in October 2022. This marks a change in the way Scotland supports some women in custody, with a focus on 'custody in the community'. The Lillias Centre will enable women to foster stronger and closer links with community support agencies whilst in custody. JSW will play a key role in working with all women accommodated in the Lillias Centre to ensure each woman has a bespoke plan in place prior to release.

We recruited a qualified social worker in March 2022 to support the opening of the Lillias Centre. We utilised the pandemic grant allocation to recruit the member of staff early to ensure community pathways for the women would be in place. This post will be funded by SPS going forward.

3.2.7 Domestic Abuse

The Caledonian System is an accredited integrated approach to address men's domestic abuse and to improve the lives of women, children and men by utilising a trauma informed and evidence-based approach, which supports the wider strategic aims of the HSCP in reducing violence to women. Throughout the pandemic the Caledonian Team have maintained contact with women and children at risk of domestic abuse, offering a range of practical and emotional support. The Caledonian team have also supported HSCP staff in children and families with risk assessment and management where domestic abuse has been a concern during periods of lockdown.

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We have utilised grant funding to enhance our domestic abuse service provision in recognition of the impact the pandemic has had on families and victims of domestic abuse. We have increased staffing capacity within the Caledonian Team. There is now a shortfall in our core budget allocation for the Caledonian System as the demand has increased beyond the capacity of the team. A matter we have raised and evidenced with performance data at the national Caledonian Strategic Group. We have used grant funding to recruit an additional 3 qualified workers and 3 women's workers and will further consider aligning other staff recruited as part of this grant allocation to meet the increased demand.

We have temporarily funded a MARAC coordinator and team leader to assist with the coordination of MARAC referrals given the volume now being managed in Glasgow. We have trained a cohort of staff on the Safe and Together method to ensure our staff are trained to the highest level as we recover from the pandemic and prepare to deal with the increasing number of domestic abuse cases.

In 2022, JSW embarked on a review and audit of domestic abuse practice and service delivery. This detailed review identified several areas for improvement, which we have started to progress. We have commenced work to rewrite our domestic abuse assessment pack, consulted with staff to inform a review of the Caledonian model and will develop a suite of intervention strategies for those not suitable to the Caledonian System. We anticipated developing a more coordinated training programme for staff, a clearer set of guidance and procedures and strengthening the support we provided to women and children affected by domestic abuse.

3.2.8 Your Voice

JSW launched a new online service user feedback survey called Your Voice in April 2022. Your Voice marks a change in how we ask for and receive feedback from service users, not only with the introduction of a new online return service (paper version are also available), but with the types of questions we are asking service users.

The questions set out in the survey have been designed in conjunction with service users and Prof Beth Weaver from Strathclyde University. They are based on Procedural Justice Principles and are built on the four key principles: voice, neutrality, respect and trust.

Service users influenced the design of the questionnaire and during this process stressed the importance of their relationships with individual practitioners, stating that they value staff who are respectful, non-judgmental, consistent, fair and accountable. In structuring the questions with all of these principles in mind, we hope to monitor and improve these important areas of our service users.

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3.2.9 Tomorrow's Women Glasgow

Tomorrow's Women Glasgow continues to evolve as a multi-disciplinary service supporting women involved in the justice system. The project continues to empower service users by involving them in the design and the delivery of the service. The principles of the project are to improve wellbeing and tackle inequality by developing a greater awareness of the needs of the women we work with.

By employing staff with lived experience and ensuring the project is built on a trauma informed framework, Tomorrow's Women Glasgow continues to drive a public health and prevention agenda. The Project further evolve in 2022, by employing two additional members of staff with a remit to support women who have experienced the removal of children.

The project will lead on the implementation of the Women's problem-solving court in 2023 and will act as one of the main community resources for women having community access from the Lillias Centre.

3.2.10 Martha's Mammies

HSCP partners have been collaborating to design a service to work with women who have lost care of a child. The limited support given to mothers following the removal of a child either temporarily or on a permanent basis has featured in a number of case reviews which have followed mothers completing suicide often coinciding with permanence planning decisions. The impact of losing care of a child on a mother is profound and remains an area of work that requires consideration and collaboration across all services working with women who experience a range of complex needs.

Tomorrow's Women Glasgow employed two social care workers in 2022 with a remit to support women who experienced such loss. Following a successful CORRA grant award the team is now expanding to include an additional social work member of staff, Family Group Decision Making social worker, lived experienced peer mentor, mental health practitioner and a designated team leader.

The team and service has been designed in collaboration with women who have experience of losing their children. We have a reference group of women who have been working with us to develop all aspects of the service. One of the first tasks we asked the women to do was to name the project, which they did: *Martha's Mammies*.

The team is in its infancy, but we are keen to learn as we go, and have already secured input from the practice audit team to carry out an evaluation of the approach being adopted and the outcomes for women.

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4. Community Justice Glasgow

- 4.1. Community Justice Glasgow was formed to deliver the statutory arrangements of the Community Justice (Scotland) Act 2016. The work is guided by Glasgow's [Community Justice Outcomes Improvement Plan](#) running through until March 2023. The plan is currently under review for a fresh development from April 2023.
- 4.2. The Vision is: *Glasgow is a safer place where reoffending is reduced, the impact of crime is mitigated, and all citizens have equal opportunity to thrive.* This vision reflects a partnership perspective and is delivered collaboratively.
- 4.3. The governance of Community Justice is aligned to Glasgow Community Planning Partnership (GCPP) structures. Community Justice is also aligned with the Integrated Joint Board for Glasgow City's Health and Social Care Partnership, and the local scrutiny arrangements for Police Scotland and Scottish Fire and Rescue Service, via the Safe Glasgow Partnership.
- 4.4. Alongside supporting the developments noted above in Section 3, the small Community Justice Team has instigated and/or supported a number of key areas of development. A full overview of the work of Community Justice partners can be reviewed within the [Annual Report](#). Below are noted a few areas of recent development which would be of particular interest to the IJB.
- 4.5. **Let's Get – Community App:** During the past year, the [Let's get Communities Connected](#) app was designed and populated with the details of nearly 900 local organisations. This app connects people to support for issues which can contribute to offending and reoffending, enabling individuals and professionals to identify and connect with assistance efficiently. Groups such as the Glasgow recovery networks took an interest in being involved with populating the app, and staff throughout the city's Alcohol and Drug Recovery services have said they now use this app in their day to day work, linking those they work with to local services that can support them in the community, illustrating the app has a wider value in addition to justice services. The app was launched in March 2022 and gained extensive interest and engagement, including [press releases](#). You can read more about the app in our annual report: <http://2022.cjg-annualreport.co.uk/2022/10/13/launched-and-taking-off-lets-get-communities-connected-app/>
- 4.6. **Prison Throughcare – Pathways to Health, Housing and Benefits (PHHaB):** A partnership initiative to improve Housing, Health and Benefits outcomes for prison leavers was planned just prior to the initial Covid lockdown. Implementation was then directed at managing a new set of circumstances for prison leavers, in the absence of face-to-face supports and with a Government initiated "Early Release" programme to take pressure off the prison estate. Central to the ongoing work has been investment in enhanced data sharing and collaborative analytical assessment. This has progressed the local implementation of the Scottish Prison Service [SHORE](#) (Sustainable Housing On Release for Everyone) standards, which uses data on every Glasgow resident entering and leaving prison to protect tenancies,

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manage tenancies and ensure appropriate housing is available on release. Currently formal arrangements are in place with 17 Housing Associations across Scotland, with plans to extend this further. This has also helped in using the wide range of partner data sources to monitor and analyse service improvement and facilitate more data sharing opportunities to improve service provision and the experience of people using services.

- 4.7. **Data Sharing:** As well as the PHHaB application noted above, Data Sharing and collaborative analytical work has proven a critical tool in enhancing the operational and therapeutic work across a number of projects in Glasgow, including [One Glasgow](#) (reducing re-offending for under 25s), [Positive Outcomes Project](#) (targeting men in Police custody to build links with recovery services), [Caledonian](#) (working with perpetrators of domestic violence), [Tomorrow's Women Glasgow](#) (noted above in 3.2.9) and others. While there remain challenges in aspects of data sharing, evaluations have demonstrated the positive impact of this more collaborative approach to working with vulnerable individuals.
- 4.8. **Employability and Volunteering:** A critical area for Community Justice is the focus of ensuring the needs of people involved in the justice system are considered at a strategic level, and delivery plans are informed by these needs. This includes a focus on the [Glasgow Community Learning and Development Strategy](#), focusing on “inclusive volunteering” through our partnership with [Volunteer Glasgow](#) and [Glasgow Life](#), and helping to shape Glasgow's Local Employability Partnership, to reflect employment investment opportunities for those coming through the justice system.
- 4.9. **Victims – [Engaging Victim's Voices in Local Planning](#):** Community Justice partners have been working with Victim Support Scotland to establish a **Service User Panel** to gather victim views on new developments across the Glasgow Community Justice Partnership. Not only to hear their views but to give an empowered voice that can help to influence and shape developments.

5. Recommendations

- 5.1 The Integration Joint Board is asked to:
- a) Note the content of the report.