

To: SOCIAL WORK COMMITTEE		Subject: SERVICE DEVELOPMENTS – CRIMINAL JUSTICE, YOUTH JUSTICE AND RESTORATIVE JUSTICE
From: DIRECTOR OF SOCIAL WORK		
Date: 19 DECEMBER 2002	Ref: JD/SD/JM	

## 1. PURPOSE OF REPORT / INTRODUCTION

- 1.1. To advise Committee of North Lanarkshire Social Work Department's Criminal Justice service's proposed approach to fulfilling National Policy Agendas, accommodate forthcoming legislative change and to seek approval for service developments.

## 2. BACKGROUND

### 2.1 General Context

- 2.1.1 "Community Sentencing the Tough Option" was published by the Scottish Office in 1997 and set out the Government's commitment to promoting effective community based disposals for offenders as a "tough" alternative to prison.
- 2.1.2 COSLA and the Scottish Executive subsequently agreed that groupings of local authorities in partnership or consortium format could deliver economies of scale without fundamental erosion of local accountability.
- 2.1.3 North Lanarkshire is grouped with South Lanarkshire Council, with the elected member led Joint Planning Forum overseeing:
- Production and implementation of a Joint Criminal Justice Plan for Lanarkshire Social Work Services
  - Resource Allocation
  - Service developments and performance management
- 2.1.4 The first 3 year Joint Criminal Justice Plan was launched in June 2002 and outlines achievements and areas for future developments.
- 2.1.5 Criminal Justice Social Work has been funded 100% by the Scottish Office, and subsequently the Executive for over 10 years, albeit most councils' supplement these services from core budgets.
- 2.1.6 In April 2004 the Lanarkshire Partnership will receive a single financial allocation from the Executive and careful consideration is required to address questions of resource allocation within the area. Both local authorities supplement the Executive funding from council resources.
- 2.1.7 North Lanarkshire's Criminal Justice budget for 2002/03 is £2.3 million.

## 2.2 Youth Justice and Restorative Justice

- 2.2.1 The Review of Youth Crime and the Executive's response was published in June 2000. As reported previously to Committee the Review echoed "Tough Options" in terms of specifying the need for the development of a range of credible community based options as alternatives to custody or residential disposals, to reduce youth offending and contribute to community safety.
- 2.2.2 Financial resources were allocated to local authorities to progress the aims and objectives of the Review of Youth Crime. North Lanarkshire's allocation for 2002/03 is £357,000 rising to £714,000 in 2003/04. Service developments have previously been agreed by Committee.
- 2.2.3 In addition, money has been allocated (2002-2003) to promote restorative justice developments with young people. The Executive agreed that this money could also be used for other Youth Justice Services. North Lanarkshire's allocation was £143,000. Restorative Justice gives a framework for offenders to make restoration or reparation, that is, to "make amends".
- 2.2.4 Consideration is being given by the Executive to how best to deal with young offenders within the Children's Hearing system and Criminal Justice process. Different approaches being considered are:
- (i) **Specialist Hearings:**  
To deal with persistent young offenders under 16 years of age on a "fast track" basis, it will be offence focussed with young people involved having access to effective programmes of intervention.
  - (ii) **Bridging Pilots:**  
To deal with young people involved in minor, sporadic offending in some instances up to their 19<sup>th</sup> birthday
  - (iii) **Youth Courts:**  
To deal with 16 and 17 years old (exceptionally some 15 year olds) who are serious and/or persistent offenders who will be dealt with in the Criminal Justice System. If agreed by the Executive, it is likely that a Youth Court will be piloted in Airdrie and Hamilton Sheriff Court areas.

## 2.3 Women Offenders

- 2.3.1 A Ministerial group was set up in December 2002 to address issues relating to women's offending in Scotland, the group has published its report "A Better Way". The content of this report has previously been reported to Committee.
- 2.3.2 The report expresses concern that the number of female prisoners in Scotland continues to rise, despite their offending posing little risk to the communities in which they live. "Looked after" girls and young women are at particular risk of offending and custody. The policy direction has again reinforced the use of credible community based programmes based on "What Works" principles.

## 3. PROPOSALS / CONSIDERATIONS

### 3.1 Renaming the Department's Criminal Justice Service

- 3.1.1 Social Work Criminal Justice services adopt a proactive approach to the national policy agenda and organise services accordingly. Additional resources have made it possible to develop and plan responsive, effective services based on "What Works" principles. The policy agenda and legislative framework continue to progress and the Council requires to be proactive in response.
- 3.1.2 Criminal Justice Social Work services have been in existence for in excess of 10 years and operate within the framework of National Objectives and Standards. Research shows that impact can be made on rates of reoffending both in terms of type and frequency and that custodial outcomes are not shown to impact on levels of re-offending but rather contain individuals.

3.1.3 The impact on victims and communities is high and the Department has an active role in the community safety and social inclusion agendas. It is with this in mind that it is proposed to change the name of the Council's Criminal Justice Service to Justice Services. This reflects a service committed to holding offenders to account, impacting on offending behaviour, giving credence to the victim agenda, and progressing reparation and restorative initiatives at the core of developments. This also reflects the Scottish Executive profile where the Justice Department has replaced the Criminal Justice Department.

## 3.2 Service Infrastructure

3.2.1 At present, Criminal Justice Services are delivered either locally or as authority wide services. Services have developed as resources have become available both in terms of specific funding from Government and historically from sources such as urban programme funding. This has meant that services are not equitable across the Authority. (Appendix 1 details the present infrastructure of services.)

3.2.2 The Department requires to organise the range of services available on a more equitable basis across the Authority. Using the present establishment and new financial resources from the Executive a Justice Service offering a range of flexible programmes is proposed to be introduced across the Authority.

3.2.3 If the revised arrangements are agreed each area team will have a justice team managed by a Senior Social Worker. This team will work with offenders from the age of 14 years upward. Their function will be:

- Assessment
- Case Management
- Programme delivery

In order to ensure equity of service 2 Senior Social Worker, grade PO2/5 and 2 posts Groupworker Youth Justice, grade AP4/5/QSW with 7.5% irregular hours payment require to be created. Similar posts were created by Committee in November 2000). See Appendix 2.

3.2.4 It is proposed to reconfigure the Community Service Team and Integrated Offenders Project to create an authority wide Restorative Justice and Community Service Team. This service will be managed by a Co-ordinator Restorative Justice (PO5). See Appendix 2.

3.2.5 The proposed structure is:

- 1 Co-ordinator, Restorative Justice, Grade PO5: based at Alexander Resource Centre.
- 6 Restorative Justice and Community Service Officers, grade AP4/5/QSW: based at Alexander Resource Centre.
- 3 Groupworkers (Restorative Justice), grade AP4/5/QSW + 7 ½ irregular hours: based at Alexander Resource Centre.
- 3 Social Work Assistants, grade AP2/3: based at Alexander Resource Centre.
- 2 Placement Managers, grade RW12-16: based at Alexander Resource Centre.
- 9 Community Service Squad Supervisors, grade AP1 (32 hours): based at Alexander Resource Centre.
- 1 Administrative Assistant, grade AP1
- 1 Senior Clerical Assistant, grade GS3
- 5 WTE Clerical Assistants, grade GS1/2

(The role of the new posts in the team are attached as Appendix 3)

3.2.6 The function of the Restorative Justice and Community Service Team is to

- Supervise and develop community service placements
- Assess and supervise all community service orders
- Case manage where appropriate and in line with National Standards
- Develop schemes for vulnerable groups and individuals (young offenders, young women, those with a disability, carers)
- Develop and implement a new restorative justice service focussing on young people. This scheme will be developed in local communities with a strong emphasis on reparation. It will be developed in conjunction with partnership agencies, community safety forum and victim organisations.

3.3 To further complement the Departments service for young offenders it is proposed to commission a Group Conferencing service within North Lanarkshire. Group Conferencing is considered to be restorative in nature. Restorative justice seeks to balance concerns of the victim and the community with the need to re-integrate the offender in society. Group conferencing works on the premise of individuals being influenced or disapproved of by those they look up to; this may be family members, community figures or other role models with whom they have a relationship. It encourages the individual along with these supports to address the issue and progress solutions or make reparation. Group conferencing is being recognised as having an important role in impacting on the behaviour of young offenders.

#### **4 FINANCIAL/PERSONNEL/LEGAL/POLICY IMPLICATIONS**

4.1 The proposed developments will provide equity in Justice Services across the Authority which respond to local need and are delivered locally.

4.2 Each of the 6 area teams will have a Justice Team in place line managed by a Senior Social Worker Justice (Grade PO2/5) providing a service to offenders from the age of fourteen.

4.3 In order to ensure equity of service in the current services the following posts require to be created:

- 2 Senior Social Workers Justice Grade PO2/5
- 2 Groupworkers Youth Justice Grade AP4/5/QSW + 7 ½ irregular hours payment  
These posts will be funded from Review of Youth Crime Monies.

4.4 As outlined area team Justice Services will be complemented by the Restorative Justice and Community Service Team. This will be facilitated by the reconfiguration of Community Service, the Integrated Offenders Project and the use of Review of Youth Crime Monies provided by the Scottish Executive.

4.5 The proposed team is outlined in paragraph 3.2.5. The implications are as follows:

- Delete Community Service Managers post PO2
- Delete Community Service Assistant Managers post PO1
- Re-designate 6 Community Service Officers, Grade AP4/5/QSW to 6 Restorative Justice and Community Service Officer, Grade AP4/5/QSW
- Delete 1 Groupwork Manager, Grade PO2
- Delete 2 Groupworker posts AP4/5/QSW
- Delete 2 Groupwork Assistant Grade AP1/2
- Re-designate 2 Community Service Assistants, Grade AP2/3 to Social Work Assistant, Grade AP2/3 and create 1 Social Work Assistant Grade AP2/3
- Create Co-ordinator Restorative Justice PO5
- Create 3 Groupworkers Restorative Justice Grade AP4/5/QSW +
- 7 ½ % irregular hours allowance
- Create 2 Placement Managers posts RW12-16 working 5 over 7.

- Create 1 Administrative Assistant Grade AP1
- Create 2 WTE Clerical Assistant posts Grade GS1/2
- Delete 2 P/T (20 hours) Clerical assistant GS1/2

4.6 As stated earlier Group Conferencing has been evaluated as a positive means of intervening with young people who offend. Authorisation is sought to commission a service in terms of Council standing orders to develop a Group Conferencing Service in the Authority. The cost will be £50,000 per annum and will be funded from Review of Youth Crime monies.

## 5 RECOMMENDATIONS

5.1 Committee is asked to:

- (i) agree the change of name from Criminal Justice to Justice Services consistent with the Scottish Executive Structure.
- (ii) approve the establishment/redesignation of the posts as outlined in paragraphs 4.3 and 4.5
  - 2 posts of Senior Social Worker Justice Grade PO2/5
  - 2 posts of Groupworker Youth Justice Grade AP4/5/QSW with 7.5% irregular hours payment
  - 1 post of Co-ordinator Restorative Justice Grade PO5
  - 3 posts of Groupworker, Restorative Justice, Grade AP4/5/QSW with 7½ irregular hours payment
  - Re-designate 6 Community Service Officers, Grade AP4/5/QSW to 6 Restorative Justice and Community Service Officer, Grade AP4/5/QSW
  - Re-designation of 2 posts of Community Service Assistant to Social Work Assistant, Grade AP2/3
  - 1 post of Social Work Assistant Grade AP2/3
  - 2 posts of Placement Manager, Grade RW12-16 working 5 over 7
  - 1 post of Administrative Assistant Grade AP1
  - 2 posts of Clerical Assistants Grade GS1/2
- (iii) agree the deletion of:
  - 1 post of Community Service Manager, Grade PO2
  - 1 post of Community Service Assistant Manager, Grade PO1
  - 1 post of Groupwork Manager, Grade PO2
  - 2 posts of Groupworker, Grade AP4/5/QSW
  - 2 posts of Groupwork Assistants, Grade AP1/2
  - 2 part time posts of Clerical assistant GS1/2
- (iv) agree to commission Group Conferencing service in North Lanarkshire.
- (v) request the Director of Social Work to prepare a future report detailing the progress of the developments within the service.
- (vi) remit to Policy and Resources (Personnel) Sub-Committee for consideration.



**Jim Dickie**  
**Director of Social Work**  
**20 September 2002**

*For further information on this report please contact Susan Devlin, Manager, Children and Families and Criminal Justice TEL: (01698 332032)*

**Criminal Justice Services Infrastructure**

Services are presently delivered thus;

1. **HEADQUARTERS** (no change proposed)

- Manager Criminal Justice / Children and Families
- Service Manager Criminal Justice
- Co-ordinator Criminal Justice
- Senior Officer High Risk Offenders
- Resource worker

2. **AREA TEAMS** (resources required to provide service equity)

- 5 Senior Social Workers (Criminal Justice) covering the 6 area teams.
- Each area team has qualified criminal justice social workers
- Each area team now has a qualified youth justice social worker within establishment
- 4 posts of youth justice groupworker have been established to form part of area youth justice service

3. **SHERIFF COURT**-team based at Airdrie (no change proposed)

4. **PRISON TEAM** –team based at HMP Shotts (no change proposed)

5. **COMMUNITY SERVICE**- team covering the Authority (**Reconfiguration proposed**)

- 1 Manager PO2 (vacant)
- 1 Assistant Manager PO1
- 6 Community Service Officers AP4/5/QSW
- 2 Community Service Assistants AP2/3
- 9 Community Service Workers/supervisors AP1 (32 hours)
- 1 Senior Clerical Assistant GS3
- 2 WTE Clerical Assistants GS1/2
- 1 Part time Clerical Assistant (20 hours) GS1/2

6. **INTEGRATED OFFENDERS PROJECT** - (previously offered training/rehabilitation programmes, latterly offering a limited Authority wide groupwork service to high risk offenders) (**Reconfiguration proposed**)

- 1 Group Work Manager PO2
- 2 Project Workers AP4/5
- 2 Project Assistants AP1/2
- 1 WTE Clerical Assistant GS1/2
- 1 part time Clerical Assistant (20 hours) GS1/2

APPENDIX 2

CURRENT ESTABLISHMENT							REVISED ESTABLISHMENT						
Unit	Designation	Grade	Salary	Allowances	No	Total Salaries	Unit	Designation	Grade	Salary	Allowances	No	Total Salaries
Community Service	C.S. Manager	PO2	25,241	0	1	25,241 Delete	Co-ordinator	PO5	27,479	0.00	1	27,479	New
	C.S. Assistant Manager	PO1	24,545	0	1	24,545 Delete	Groupworker (Restorative Justice)	AP4/5/QSW	21,536	7.50	3	69,454	New
	C.S. Officer	AP4/5/QSW	21,536	0	6	129,216 Redesignate	Placement Manager	RW12/16	15,389	0.00	2	30,778	New
	C.S. Assistant	AP2/3	16,673	0	2	33,346 Redesignate	Administrative Assistant	API	13,976	0.00	1	13,976	New
	C.S. Supervisor (32hrs)	API	12,778	0	9	115,002 No Change	R.J. & C.S. Officer	AP4/5/QSW	21,536	0.00	6	129,216	Redesignated
	Senior Clerical Assistant	GS3	13,361	0	1	13,361 No Change	Social Work Assistant	AP2/3	16,673	0.00	2	33,346	Redesignated
	Clerical Assistant/Typist	GS1/2	12,296	0	2	24,592 No Change	Social Work Assistant	AP2/3	16,673	0.00	1	16,673	New
	Clerical Assistant/Typist (20hrs)	GS1/2	7,026	0	1	7,026 Delete	C.S. Supervisor (32hrs)	API	12,778	0.00	9	115,002	Existing
<b>UNIT COSTS:</b>						<b>£372,329</b>							
I.O.P.	Unit Manager	PO2	25,241	0	1	25,241 Delete	Senior Clerical Asst	GS3	13,361	0.00	1	13,361	Existing
	Project Worker	AP4/5/QSW	21,536	0	2	43,072 Delete	Clerical Assistant/Typist	GS1/2	12,296	0.00	3	36,888	Existing
	Project Assistant	AP1/2	14,984	0	2	29,968 Delete	Clerical Assistant/Typist	GS1/2	12,296	0.00	2	24,592	New
	Clerical Assistant/Typist	GS1/2	12,296	0	1	12,296 No Change	Senior Social Worker	PO2/5	25,976	0.00	2	51,952	New
	Clerical Assistant/Typist (20hrs)	GS1/2	7,026	0	1	7,026 Delete	Groupworker (Youth Justice)	AP4/5/QSW	21,536	7.50	2	46,303	New
<b>UNIT COSTS:</b>						<b>£117,603</b>							
<b>TOTAL COSTS:</b>						<b>£489,932</b>	<b>TOTAL COSTS: £609,020</b>						

SUMMARY	
Previous Salary Costs:	£489,932
Revised Salary Costs:	£609,020
Difference:	£119,088
+ 16% On Costs:	£138,142

## **Restorative Justice and Community Service Team**

### **Proposed Posts**

The post of Co-ordinator Restorative Justice will have operational responsibility for service planning, delivery and budget management. The Co-ordinator will be responsible for progressing the strategic development of service within the Joint Criminal Justice and Children's Service Plans. The post will be responsible for performance management and quality assurance.

The post of Restorative Justice/Community Service Officer will carry out community service assessments and reports for the courts. They will take a lead in the development of the young people's service taking a lead in forming partnership arrangements with Council departments and other agencies to progress its aims and objectives. Officers will take on case management responsibility for a small number of individuals in line with National Standards.

The post of Groupworker will plan, deliver and review groupwork and individual programmes for offenders based on the principles of effective practice. These posts will link with the justice workers in area teams to ensure service to individuals of all ages. Service will be offered in the evenings in addition to core working hours.

The post of Social Work Assistant will be involved in simple assessments and will be an integral part of planning and programming community service and other restorative justice placements. They will assist in the running and development of the service for young people. This post will be responsible for the supervised attendance order scheme.

The post of Placement Supervisor will oversee the delivery of placements and will supervise the community service supervisors. They will ensure that health and safety regulations are complied with and that squads are operated in an anti-discriminatory manner. They will provide cover at weekends as part of their core contract (this cover is presently offered on an overtime basis).

Additional administrative support is required to support the new arrangements and additional responsibilities. It is proposed to create a post of Administrative Assistant Grade AP1 to manage the clerical support in this team in addition to the headquarters teams.