

To: SOCIAL WORK COMMITTEE		Subject: JUSTICE SERVICES DEVELOPMENTS – THROUGH-CARE, DRUG TREATMENT AND TESTING ORDERS
From: DIRECTOR OF SOCIAL WORK		
Date: 5 JUNE 2003	Ref: SD/TC/LG	

## 1. PURPOSE OF REPORT / INTRODUCTION

- 1.1. To seek Committee approval for service developments in relation to Criminal Justice Throughcare Services, Drug Treatment and Testing Orders and Restorative Justice and Community Services.

## 2. BACKGROUND

### 2.1. General Context

- 2.1.1 Further to the publication by the Scottish Office of: "Community Sentencing - The Tough Option" in 1997, local authority criminal justice services were, with four exceptions, grouped with neighbouring Council's into a partnership or consortium which would deliver economies of scale for criminal justice services without fundamental erosion of local accountability.
- 2.1.2 North Lanarkshire was grouped with South Lanarkshire Council, with the elected member led Joint Planning Forum overseeing:
- The Production and implementation of a Joint Criminal Justice Plan for Lanarkshire Social Work Services
  - Resource Allocation
  - Service developments and performance management
- 2.1.3 Any new service requirements or developments are now considered jointly by the grouping and presented through the respective committee structures.

### 2.2. Throughcare Services

- 2.2.1 Criminal Justice Throughcare Services are provided by the Council in line with its statutory duties and powers as defined in the Prisoners and Criminal Procedures (Scotland) Act 1993, National Objectives and Standards for Social Work Services in the Criminal Justice System (Throughcare - 1997) and 'Throughcare Provision for Throughcare Services – Guidance for Social Work Services' (2003).
- 2.2.2 These duties relating to Throughcare comprise two elements – work in prisons and work in the community. Prisoners sentenced to four years or more are released with a statutory obligation that they be supervised within the community by a qualified social worker. For those sentenced to less than four years, statutory supervision only applies to those who are subject to an Extended Sentence or a Supervised Release Order. The statutory supervision is undertaken by the home authority of the prisoner released on licence.

- 2.2.3 In 2002 Scottish Ministers endorsed the recommendation of a Tripartite Group, consisting of representatives from the Scottish Executive Justice Department, the Scottish Prison Service and the Association of Directors of Social Work, aimed at strengthening current Throughcare arrangements whilst developing a broader agenda to manage transition from prison to community more effectively.
- 2.2.4 In December 2002, the Community Justice Services Division of the Executive' Justice Department allocated £15,000 per grouping for the development of a Throughcare Strategic Plan by April 2003, and further announced additional annual revenue support for Throughcare services via the grouping's joint funding allocation. The amount available to the Lanarkshire Grouping for services from 2003/04 is £441,105. This contrasts with the Throughcare funding for the grouping in 2002/03 of £249,785.

### **2.3. Drug Treatment and Testing Orders**

- 2.3.1 The Crime and Disorder Act 1998 introduced Drug Treatment and Testing Orders (DTTOs) to the UK. The new disposal was piloted and evaluated first at three sites in England - Croydon, Liverpool and Gloucestershire. The Home Office has introduced the disposal throughout England and Wales.
- 2.3.2 In Scotland pilot schemes were established in Glasgow from October 1999 and Fife from July 2002. These schemes were evaluated by Stirling University on behalf of The Scottish Executive and the research report (October 2002) published.
- 2.3.3 A further scheme is now in operation at Aberdeen and Aberdeenshire, with additional schemes currently being developed in Edinburgh, Renfrewshire, East Renfrewshire, Inverclyde, Dundee, Perth and Kinross and Angus.
- 2.3.4 The DTTO is intended as a limited volume, high tariff community disposal, suitable for some, but not all, drug misusing offenders. Like a probation order, a DTTO may be imposed for between 6 months and 3 years. The length of DTTO's made in Scotland has typically been 12-18 months. Experience to date suggests the order is appropriately targeted on offenders at high risk of custody, generally with an extensive offending history, which is directly related to serious drug misuse. Young offenders are generally less likely to sustain the motivation that is required for the disposal.

### **2.4. Community Service**

- 2.4.1 The funding for Community Service is derived from the Criminal Justice annual funding allocation. However, there has been a recent acknowledgement by the Scottish Executive Justice Committee that the recent level of funding available does not support the level of services delivered by Authorities. In reviewing this, additional funding of £220,000 has been allocated to the Lanarkshire grouping for the current year 2003/04 and the remaining year of the current three-year funding cycle.

## **3. PROPOSALS / CONSIDERATIONS**

### **3.1. Throughcare Service Developments**

- 3.1.1 In accordance with the Justice Departments' requirement, the Lanarkshire grouping prepared a Strategic Plan which represents the best model for meeting the groupings service requirements (attached as Appendix 1).The grouping agreed that the management of the centralised Throughcare team should be undertaken by North Lanarkshire Council's Social Work Justice Services.

- 3.1.2 At present all Throughcare services across the grouping are provided as a service integrated within local criminal justice services. The proposed new structure creates a 'centralised' Throughcare team to compliment the local service provision within criminal justice teams across the grouping.
- 3.1.3 The function of the centralised team will be:
- To be responsible for the tracking of prisoners currently serving a sentence who will return to the Lanarkshire area,
  - To be responsible for the management of the pre-release process for prisoners being released on a statutory licence,
  - The compiling of Home Circumstances Reports in relation to the Parole process, and,
  - The supervision all prisoners for the first three months after release on licence. The responsibility for the continued supervision after the three-month point will then be passed to the local criminal justice teams across the grouping.
- 3.1.4 The benefits of this model is that it will ensure a consistency of service delivery for the grouping through a single service entry point for partner agencies and services, as well as a strategic overview of the process for the management of high risk (including sex offenders) and high needs prisoners being released into the community.
- 3.1.5 There are no structure changes planned for the local criminal justice services in relation to Throughcare. The local operational managers will ensure the appropriate deployment of resources consistent with the demand presented to their area and the needs of individual service users.
- 3.1.6 The proposed structure of the centralised Throughcare service is:
- 1 Senior Social Worker (Throughcare), grade PO2/5: location yet to be identified.
  - 3 Social Workers (Throughcare), grade AP4/5/QSW: location yet to be identified.
  - 2 Social Work Assistants (Throughcare), grade AP2/3: location yet to be identified.
  - 2 WTE Clerical Assistants, grade GS1/2: location yet to be identified.
- (The role of the new posts in the team are attached as Appendix 2)

## **3.2. Drug Treatment and Testing Orders**

- 3.2.1 The Lanarkshire criminal justice grouping have been allocated £430,000 for the financial year 2003/04 to establish Drug Treatment and Testing Orders across South Lanarkshire and North Lanarkshire Councils.
- 3.2.2 It has been agreed across the grouping that South Lanarkshire Council will manage this service for the grouping. At present service models are being examined which will best meet the requirements of the grouping.

## **3.3. Restorative Justice and Community Service**

- 3.3.1 The options for the additional revenue are being evaluated across the grouping and Committee will be advised of service proposals when they are finalised. North Lanarkshire has acted proactively in this regard and advised committee in December 2002 of the Restorative Justice and Community Service developments.

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

### **4.1. Throughcare Service Developments**

- 4.1.1 The management of the centralised Throughcare team will be undertaken on behalf of the grouping by North Lanarkshire Council's Social Work Justice Services.
- 4.1.2 The centralised Throughcare team will operate within the respective risk management and child protection procedures of both authorities, and the Director of Social Work in each Council will retain overarching responsibility for the management of high-risk offenders from that Council.
- 4.1.3 To put in place the centralised throughcare team the following posts require to be created:
- 1 Senior Social Worker (Throughcare), grade PO2/5
  - 3 Social Workers (Throughcare), grade AP4/5/QSW.
  - 2 Social Work Assistants (Throughcare), grade AP2/3.
  - 2 WTE Clerical Assistants, grade GS1/21
- 4.1.4 These posts will be funded from the additional revenue support from the Scottish Executive for Throughcare services.

### **4.2. Drug Treatment and Testing Orders**

- 4.2.1 As this service will be managed for the grouping by South Lanarkshire Council, they will be responsible for the personnel and financial considerations of this service.
- 4.2.2 The legal and policy implications for both Council's will be considered via the Criminal Justice Joint Planning Forum.
- 4.2.3 Costs will be met by revenue from the Scottish Executive.

### **4.3. Community Service**

- 4.3.1 Committee will be advised of the implications of the additional revenue when the service development proposals are finalised.

## **5. RECOMMENDATIONS**

### **5.1. Committee is asked to:**

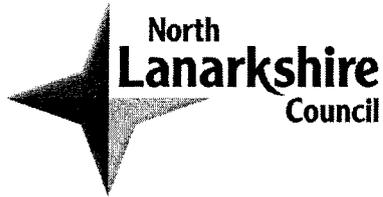
- (i) note the additional revenue available for Community Service and request a future report of the proposed expansion of services.
- (ii) note the requirement for service developments in relation to Drug Treatment and Testing Orders and approve that this service be managed on behalf of the grouping by South Lanarkshire Council's criminal justice services.
- (iii) approve the service developments for criminal justice Throughcare services and the management of the centralised team by North Lanarkshire Council Justice Services.
- (iv) approve the establishment of the posts for Throughcare services as outlined in paragraphs 4.1.3:
  - 1 Senior Social Worker (Throughcare), grade PO2/5
  - 3 Social Workers (Throughcare), grade AP4/5/QSW
  - 2 Social Work Assistants (Throughcare), grade AP2/3
  - 2 WTE Clerical Assistants, grade GS1/21

- (v) request the Director of Social Work to prepare a future report detailing the progress of the developments within the Throughcare and Drug Treatment and Testing Order services.
- (vi) remit to Policy and Resources (Personnel) Sub-Committee for consideration.
- (vii) Otherwise note the contents of the report.



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**Director of Social Work**  
**13 May 2003**

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# **Criminal Justice Grouping**

## **Throughcare Strategic Plan**

**2003**

# **Lanarkshire Criminal Justice Services**

## **Throughcare Strategic Plan**

### **1 Introduction**

- 1.1 This Throughcare Service plan best reflects the requirements for the Lanarkshire grouping, ensuring an equity and consistency of service provision across both authorities. The services outlined will deliver a single-point entry for other agencies, a core team operational team and local services responsive to local needs and integrated with other appropriate services within the Councils serving Lanarkshire.

### **2 Aims**

- 2.1 To work with offenders from the point of sentence, through the period of sentence and to facilitate rehabilitation in the community.
- 2.2 To identify needs and risks associated with returning to the community and to put an appropriate case package in place.
- 2.3 To promote access to and uptake of voluntary assistance after release.
- 2.4 To promote social inclusion and community integration as far as that is compatible with public safety.
- 2.5 To maintain contact with the offender's family during the prison sentence where appropriate and to address issues for the family associated with release.

### **3 Objectives**

- 3.1 To improve the consistency and quality of services.
- 3.2 To enhance working relationships with SPS.
- 3.3 To ensure integration with appropriate services in the local community including:
- Local risk management services
  - Other criminal justice social work services
  - Other social work services (e.g. child care; mental health and substance misuse services)
  - Health
  - Local social inclusion initiatives

#### 4 Workload Indications

- 4.1 Some information is available as to the likely numbers involved in the Lanarkshire grouping Throughcare Service. The Scottish Executive returns for 2001/2002 provides a useful snap-shot of the annual throughput:

Local Authority	Parole	Non Parole	Supervised Release Orders	Life	Other Supervision	Home Circumstance Reports
North Lanarkshire	19	17	4	2	0	97
South Lanarkshire	12	8	4	0	1	42
<b>Grouping Total</b>	<b>31</b>	<b>25</b>	<b>8</b>	<b>2</b>	<b>1</b>	<b>139</b>

- 4.2 Interrogation of the groupings respective information systems indicates that approximately **100** statutory cases are being managed across the grouping at this time.
- 4.3 Of course, these figures do not reflect the likely uptake of voluntary assistance nor of the 'tracking' expectations now placed upon authorities as per *circular 12/02*. An SPS analysis has indicated that in the region of **300** prisoners from the grouping are currently serving sentences of four years or more.
- 4.4 It is accepted, however, that this does not accurately reflect the likely numbers of cases with a statutory licence upon release, as a significant number of this number can be accounted for by parole and non-parole recalls, and therefore unless successful in a subsequent parole application, many will be released without licence at the end of their sentence.

#### 5 Shape of Services

- 5.1 The Lanarkshire grouping Throughcare Service will have a centralised Throughcare Team and the local area services.
- 5.2 The centralised team will be managed on behalf of the grouping by North Lanarkshire Council Justice Services. Local throughcare services will be managed through local offices in each individual authority.
- 5.3 In addition it is our intention to explore with the voluntary sector the option of developing a befriending/mentoring service. This will focus on providing support in the community on release, although may be used pre-release to undertake some support work with families. We are currently exploring options for funding such a service including identifying potential external sources of funding. This may be developed in conjunction with other mentoring services.

## **6. Centralised Throughcare Services**

- 6.1 Taking account of the requirement specification (principles) provided in the Executive's Strategic Plan guidance, and the analysis of local demand and strategic requirements, the grouping identified the requirement for a centralised 'one-stop' resource at the heart of its throughcare provision.
  
- 6.2 Having a centralised team will ensure a number of key factors:
  - 6.2.1 Overall consistency of service provision at the crucial early intervention stage,
  - 6.2.1 A single identifiable service-entry point for partnership agencies (including the SPS),
  - 6.2.2 A strategic overview of the throughput of the range and numbers of offenders being prepared for release and managed,
  - 6.2.3 A clear strategic process for the management of high risk/ high needs offenders subject to statutory post release supervision, and
  - 6.2.4 A clear foundation from which the service can be reviewed and evaluated.
  
- 6.3 Within each authority the Director of social work will retain responsibility for the management of high-risk offenders. The Throughcare Team will operate within the respective risk management and child protection procedures of both authorities. Appropriate officers from each authority will be involved in pre-release planning, although the Throughcare Team will maintain responsibility for the co-ordination of activity.
  
- 6.4 The centralised team will assume responsibility for the following:
  - 6.4.1 The tracking of long-term cases from point of sentence, including initial and annual reviews;
  - 6.4.2 The completion of all Home Background Reports which relate to the parole or pre-release processes. Other HBR's (in relation to special leave or other welfare-related matters will be completed by local throughcare services).
  - 6.4.3 Participation in the pre-release process for all prisoners subject to a statutory release licence or order;
  - 6.4.4 The Throughcare team will have a significant role in working with the families of prisoners being released, ahead of the actual release date.

- 6.4.5 The supervision of all release licence prisoners from point of release for a minimum period of three months. The centralised supervision responsibility will then be reviewed, with the default expectation that the licensee will have his/ her case transferred to the local throughcare services. In some instances the centralised supervisory responsibility may be retained for a further period with reviews of this at three monthly intervals.
  - 6.4.6 During the centralised supervision period further risk and needs assessments will be carried out and a comprehensive Action Plan prepared on all licensees.
  - 6.4.7 They will establish partnerships with local housing providers, community psychiatric and addiction services and with departmental community care and home care services.
  - 6.4.8 The co-ordination and delivery (in conjunction with local services social workers) of groupwork intervention programmes
- 6.5 It is not envisaged that the Throughcare team will recover existing cases presently on licence. This would unnecessarily disrupt the continuity of contact between the service user and their established worker. However, a review of existing cases to establish an overview of the existing range of cases would be required.

## **7. Additional Duties for the Centralised Team**

- 7.1 The centralised team will also be the service point for voluntary assistance, which, although historically the uptake has been low, is an area of activity now being promoted, particularly in relation to short-term prisoners without a statutory release licence, and consequently may result in significant increases in demand. As part of the Plan we have created 2 posts of social work assistant who will carry the main responsibility for developing this service. As the potential demand and nature of the service remains largely unknown this will be kept under review. A key component of this service will be to ensure appropriate links are developed with local services particularly housing, substance misuse and employment services.
- 7.2 The Throughcare team will have a responsibility for quality control including an overview of these cases transferred to local office services.
- 7.3 This will include collating data, helping establish performance measures and ensuring that these are applied.

- 7.4 The Throughcare team will also act as a resource to area team criminal justice services, where appropriate, in utilising the arrangements/ protocols in place and in helping them identify and make case-specific links with agencies and resources.

## **8 Staffing complement for the central Throughcare Team:**

- 8.1 **Team manager** (grade PO2/5): Responsible for the management of the centralised team and ensuring the development of the linkages with other relevant services/ agencies/ departmental sections, ensuring the teams functioning is consistent with the grouping protocols for the management of specific offender groups and other social work services, and 'core member' of the 'Throughcare Resource Group' (detailed later).
- 8.2 **Three maingrade social workers** (AP 4/5 QSW): Responsible for the supervision of all statutory throughcare orders (parole, non-parole, life licence, extended sentences, SRO's), during the centralised supervision period. The completion of relevant Home Background Reports, the tracking of all grouping long-term prisoners (as per circular 12/02), linking with area resources in relation to service provision and participating in the pre-release process for prisoners subject to a statutory release licence.
- 8.3 **Two Social Work Assistants** (AP 2/3): To make early contact with short term- sentenced prisoners in the priority category groups (high risk/prolific offenders, those taking up offending behaviour programmes in custody or the SPS transitional care scheme, young offenders and women)  
To liase with prison staff (including Social workers in prison units), families and community based agencies as appropriate  
To visit offenders in custody and encourage pre-release planning on their part, routing the prisoner to appropriate supports and opportunities on release
- 8.4 **Two clerical assistant posts** (GS 1/2). Responsible for the provision of clerical support for the team.

## **9 Local Throughcare Services**

- 9.1 To ensure continuity of service provision it is intended to have in place a complementary local area throughcare service. This will comprise a re-alignment of duties for some criminal justice staff within existing local criminal justice services.
- 9.2 Local area throughcare services will have responsibility for the following:
- 9.3 The supervision of release licence prisoners after the initial period of assessment and supervision has been completed by the central team.

- 9.4 As indicated previously, ordinarily this will be at the three-month from release point and will be a decision of a formal review. Where it is identified that the central team should retain responsibility for the case for a further period this decision will be subject to 3 monthly reviews.
- 9.5 Local Throughcare services will be responsible for the provision of Home Background Reports not linked to the Pre-release or Parole/ Non-Parole process i.e special leave or other welfare-related matters.
- 9.6 Where an individual has been recalled after the supervisory responsibility has passed to the local services, the local services will retain accountability for services to that individual until such time as a decision is reached by the Parole Board. If the individual is re-released, responsibility will be retained by local services. If the licence is revoked by the Parole Board responsibility thereafter will pass to the central Throughcare Team.

## **10 Management of Throughcare Services**

- 10.1 The central Throughcare team will be managed by the Throughcare Manager. The external management responsibility will rest within North Lanarkshire's Justice Services management. The joint planning mechanism between North and South Lanarkshire will maintain an overview of the developments.
- 10.2 Local Throughcare services will be managed by the area team Criminal Justice/ Justice Services Senior Social Worker.

## **11 Throughcare Resource Group**

- 11.1 As part of the existing planning process a multi-disciplinary steering group is in place. It is intended that this group continues although further consideration will be given to its purpose and remit. This will be influenced by other developments including the Risk Management Authority.

## **12 Service Evaluation**

- 12.1 The evaluation of the grouping's Throughcare services will encompass some key strategic and operational elements:
- 12.2 A quantitative assessment of compliance with National Standards (NOS):
- 12.2.1 A framework will be established which will monitor adherence to NOS through case sampling across the grouping and an

overview mechanism put in place via the respective Council's client information system.

12.2.2 Quality assurance through reviews, pre-release planning meetings, including attendance of key personnel and scrutiny of minutes, sampling of HBRs

12.3 A qualitative analysis of the effectiveness of interventions:

12.3.1 Where intervention tools/ programmes have built-in evaluation methods, these will be utilised to inform practice. Current tools are used mainly for probation rather than post release and we will consider what works in this context as well.

12.3.2 For other interventions and processes, key performance measures will be established which will be used to gauge the effectiveness of the interventions.

### 13 Budget Outline

#### 13.1 *Centralised team:*

One manager @ £33,800 (PO 2/5 plus on-costs)	£36,072
Three social workers @ £27,500 (AP 4/5 QSW)	£82,987
Two social work assistants @ £21,000 (AP 2/3)	£41,616
Two Admin workers @ £13,600 (GS 1 /2)	£28,310
<u>Total</u>	<u>£188,985</u>

#### 13.2 *Localised services:*

Eight social workers @ £27,500 (AP 4/5 QSW)	£221,299
Two social work assistants @ £21,000 (AP 2/3)	£41,616
<u>Total</u>	<u>£262,915</u>
<u>Total</u>	<u>£451,900</u>

**22<sup>nd</sup> April 2003**

**Justice Services - Throughcare**

**Proposed Posts**

***Senior Social Worker*** (grade PO2/5):

- Responsible for the management of the centralised team
- Ensuring the development of the linkages with other relevant services/ agencies/ departmental sections,
- Ensuring the teams functioning is consistent with the grouping protocols for the management of specific offender groups and other social work services,
- 'Core member' of the 'Throughcare Resource Group'

***Social Workers*** (AP 4/5 QSW):

- Responsible for the supervision of all statutory throughcare orders (parole, non-parole, life licence, extended sentences, SRO's), during the centralised supervision period.
- Responsible for the completion of relevant Home Background Reports,
- Responsible for the tracking of all grouping long-term prisoners (as per circular 12/02), linking with area resources in relation to service provision
- Participation in the pre-release process for prisoners subject to a statutory release licence.

***Social Work Assistants*** (AP 2/3):

- To make early contact with short term- sentenced prisoners in the priority category groups (high risk/prolific offenders, those taking up offending behaviour programmes in custody or the SPS transitional care scheme, young offenders and women)
- To liase with prison staff (including Social workers in prison units), families and community based agencies as appropriate,
- To visit offenders in custody and encourage pre-release planning on their part, routing the prisoner to appropriate supports and opportunities on release

***Clerical Assistant posts*** (GS 1/2).

- Responsible for the provision of clerical support for the centralised team.