1. PURPOSE OF REPORT

This paper is coming to the IJB

For approval X For endorsement To note

2. ROUTE TO THE BOARD

This paper has been:

Prepared by: Alison Gordon Reviewed by: Endorsed by:

3. RECOMMENDATION

The Integrated Joint Board is asked to note the contents of the report in relation to the review of Shared Services between North Lanarkshire Council (NLC) and South Lanarkshire Council (SLC) and agree the proposed new delivery model for Drug Treatment & Testing Order (DTTO) and the arrangements outlined for the future delivery of the Justice Throughcare and the Social Work Court Service.

4. BACKGROUND/SUMMARY OF KEY ISSUES

4.1 For over 13 years North and South Lanarkshire have had a number of Shared Justice Services. For the period prior to the establishment of the new North Lanarkshire Community Justice Partnership, these were overseen by the Lanarkshire Community Justice Authority (LCJA). Following the disestablishment of the LCJA at the end of March 2016, it was agreed that existing arrangements continue for a further year to maintain stability and allow time for these services to be reviewed. Governance arrangements for these services have involved regular steering groups and liaison meetings, involving managers from both authorities and key agencies such as NHS, Police Scotland, Addiction Services, Housing, SPS/HMP Addiewell.

4.2 The Lanarkshire Shared Services are:
(a) Justice Throughcare (currently managed by NLC)
(b) Drug Treatment & Testing Order (DTTO) (currently managed by SLC)
(c) Court Services (currently managed by SLC)
4.3 The services are funded by ring fenced Section 27 Scottish Government grant, allocated and managed through the Lanarkshire Criminal Justice Authority (LCJA) until March 2017. Section 27 funding now comes direct to each local authority and strategic planning arrangements are overseen by the North Lanarkshire Community Justice Partnership.

4.4 In 2017/18 NLC received a grant of £1,414,967 to deliver the Justice Throughcare Shared Service and NLC provided £254,330 to SLC for DTTO services and £247,036 for Court Services. Additionally, the Alcohol and Drug Partnership (ADP) contribute £79,000 towards the cost of the Community Bridges Project which is managed via the Justice Throughcare Service. The Section 27 grant for 2018/19 is expected to be confirmed in December 2017 and we have asked the Scottish Government to allocate Throughcare funds direct to each local authority in line with the proposed future service delivery arrangements.

4.5 In recognising the new Community Justice Partnership arrangements and the developments for Justice Services within the Health & Social Care Integration, reviews of all the shared services were undertaken between July and October of this year. These reviews involved data analysis, case file reviews, feedback from service users and staff and engagement with key stakeholders.

4.6 The Justice Throughcare review resulted in SLC confirming a decision to establish their own Justice Throughcare service independent of NLC from April 2018. In considering the workload percentages between local authorities which forms a significant part of the Scottish Government’s funding formula, it is anticipated that NLC will see a 40% reduction of funding for this service from April 2018 and that the staffing resource allocated to this service will need to be amended to reflect this. It is intended that the Justice Throughcare service in NLC will continue to be delivered as a centralised service to ensure consistency for service users and key stakeholders in order to promote victim safety and public protection as this is an area in which close working with national agencies such as the Scottish Prison Service and Parole Board is as important as that with local partners. It is proposed that this central team will include the Community Bridges Project, subject to future review of ADP funding.

4.7 The DTTO review concluded that the current service should also be disaggregated and that an alternative model of service in NLC would be more effective in improving the outcomes for service users. In future NLC will use the DTTO funding allocation from Scottish Government to deliver an NLC service rather than contributing to the SLC DTTO service. It is proposed that a locality based service delivery model is set up between Justice Services and Addiction Services, which will involve the creation of 2 Justice Social Worker posts (NLC10) and 2 Addiction Worker posts (NLC09). There will also be an additional cost for Drug Testing (approx £30,000) which will be managed within the DTTO budget. This proposed model will better facilitate provision of an integrated service that will meet the physical, mental and social needs of service users and satisfy the legislative requirements of a Court Order. The implementation of the new service will be overseen by a management group involving managers from Addiction Services and Justice Services.

4.8 The Court Service review concluded that the current arrangements with SLC delivering court services was the most efficient and that this should continue through the establishment of a service level agreement with SLC. Areas for potential improvement in this service have been identified and will be addressed within this process.

4.9 There are two Senior Officer (NLC12) posts within Justice Services, designated as Senior Officer (Learning & Organisation Development) and Senior Officer (Justice). It is proposed that both posts be re-designated as Senior Social Worker to align with the existing structure.
5. CONCLUSIONS

Following SLC’s decision to manage their own Justice Throughcare Services it is anticipated that funding to NLC for this service will be reduced by 40% from April 2018 and plans are in place to reconfigure the staffing resource to reflect this with the service continuing to be delivered via a centralised team. From April 2018 SLC will no longer provide DTTO services for NLC and it is proposed that NLC will provide a locality based DTTO service through a new joint arrangement between Justice and Addiction Services funded through the reallocation of monies previously provided to SLC for this service. Social Work Court Services should continue to be delivered by SLC through a Service Level Agreement.

6. IMPLICATIONS

6.1 NATIONAL OUTCOMES
This paper recognises that whilst HSCP outcomes have some relevance to justice, the national Community Justice Plan has its outcome framework which also includes outcomes relevant to Health as well as Criminal Justice Social Work.

6.2 ASSOCIATED MEASURE(S)
This paper aligns to the following best value criteria, vision and leadership, effective partnerships, governance and accountability, use of resources, performance and management.

6.3 FINANCIAL
This paper has been reviewed by Finance:

<table>
<thead>
<tr>
<th>YES</th>
<th>X</th>
<th>No</th>
<th>N/A</th>
</tr>
</thead>
</table>

The funding for these services is ring fenced Section 27 Scottish Government funding allocated on an annual basis. The 2018-19 grant will be known in December 2017 and further adjustments to the service as a whole will be subject to final funding confirmation.

6.4 PEOPLE
Existing Throughcare employees will be subject to a matching process to existing vacant posts or redeployment. The net decrease in post numbers will also be managed through the deletion of vacant posts.

6.5 INEQUALITIES
Service users involved in the criminal justice system are sometimes viewed as being undeserving of mainstream services and can experience discrimination from professional services, prospective employers and their communities. Through continued risk and needs assessment Justice staff seek to support service users and their families through difficult transitions e.g. court, prison and into their community to enhance their future life chances. Access to housing, health services, welfare support and training/employment opportunities are key to improving outcomes.

EQIA Completed:

| Yes | No | N/A | X |
7. BACKGROUND PAPERS

8. APPENDICES
Available on North Lanarkshire Council's website


CHIEF ACCOUNTABLE OFFICER (or Depute)

Members seeking further information about any aspect of this report, please contact Alison Gordon on Telephone Number 01698 332001
1 PURPOSE OF THE REPORT
This report provides a summary of the findings of the review undertaken on the North and South Throughcare Team during September and October 2017, and recommendations for future service delivery.

2 THE REVIEW GROUP
The review was undertaken by a small multi-disciplinary team of senior officers within North and South Lanarkshire Council. These officers included:

- Gerry Ranachan, Service manager, North Lanarkshire Council
- Ms Alison Grubb, Operational Manager (Justice), South Lanarkshire Council
- Gillian Anderson, Senior Social Worker, North Lanarkshire Council
- Moira Hutchinson, Team Leader, South Lanarkshire Council
- Mary Ann Adam, Senior Social Worker, North Lanarkshire Council
- Trish Millar, Senior Social Worker, North Lanarkshire Council
- Kellie McNeill, Team Leader, South Lanarkshire Council
- Anne Broderick, Senior Officer, Justice Services, North Lanarkshire Council

3 METHODOLOGY
A mixed method model was used to undertake the review and will be presented below. These included:

- Analysis of Throughcare staffing levels, roles and responsibilities
- Analysis of Throughcare activity over the last three financial years
- Questionnaires with service users on current and preferred model of service deliver
- Questionnaires with Justice teams in North and South Lanarkshire on current and preferred model of service deliver
- Questionnaires with other stakeholders on current and preferred model of service deliver

4 FINDINGS OF THE REVIEW: CURRENT MODEL
4.1 Throughcare staffing levels, roles and responsibilities
APPENDIX 1 – JUSTICE THROUGHCARE REVIEW

The service is located in Main Street, Wishaw with all staff primarily based in these premises. All client contact takes place in Locality offices or clients homes, with the exception of the transfer review from Throughcare Team to Locality Teams, which takes place in the Wishaw office.

The following table evidences the current staffing levels in the team.

<table>
<thead>
<tr>
<th>Position</th>
<th>WTE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Senior Social Worker</td>
<td>2</td>
</tr>
<tr>
<td>Senior Practitioner Social Worker</td>
<td>2</td>
</tr>
<tr>
<td>Social Worker</td>
<td>6.5</td>
</tr>
<tr>
<td>Justice Support Workers</td>
<td>4</td>
</tr>
<tr>
<td>Justice Support Assistants</td>
<td>6</td>
</tr>
<tr>
<td>Administrative Assistant</td>
<td>1</td>
</tr>
<tr>
<td>Clerical Assistants</td>
<td>4</td>
</tr>
<tr>
<td>Clerical Assistant (SODEXO Grade)</td>
<td>1</td>
</tr>
</tbody>
</table>

Further detailed information on staffing, grades, duties and responsibilities, office equipment and training is available in, “Throughcare Staffing Overview” (Appendix 1).

4.2 Throughcare activity over the last financial year

Headline figures for the financial period 2016/17 are:

Total Statutory prisoners in custody

<table>
<thead>
<tr>
<th>Throughcare-SLC</th>
<th>Throughcare - NLC</th>
</tr>
</thead>
<tbody>
<tr>
<td>221</td>
<td>242</td>
</tr>
</tbody>
</table>

Total Reports submitted (community and custodial)

<table>
<thead>
<tr>
<th>Throughcare-SLC</th>
<th>Throughcare - NLC</th>
</tr>
</thead>
<tbody>
<tr>
<td>358</td>
<td>466</td>
</tr>
</tbody>
</table>

Total ICMs attended

<table>
<thead>
<tr>
<th>Throughcare-SLC</th>
<th>Throughcare - NLC</th>
</tr>
</thead>
<tbody>
<tr>
<td>240</td>
<td>300</td>
</tr>
</tbody>
</table>

Total Community Bridges cases in the community

<table>
<thead>
<tr>
<th>Throughcare-SLC</th>
<th>Throughcare - NLC</th>
</tr>
</thead>
<tbody>
<tr>
<td>44</td>
<td>50</td>
</tr>
</tbody>
</table>

Total Voluntary Throughcare cases in the community

<table>
<thead>
<tr>
<th>Throughcare-SLC</th>
<th>Throughcare - NLC</th>
</tr>
</thead>
<tbody>
<tr>
<td>39</td>
<td>33</td>
</tr>
</tbody>
</table>
Full detail can be found in “Statistical breakdown of Throughcare workload and activity” (Appendix 2).

**4.4 Current model: Findings from a Service Users’ Perspective**

Nine clients, at different stages of the Throughcare journey, were interviewed for the purposes of the review: three from the Throughcare Team and six from Localities.

- Most Service Users didn’t consider themselves strongly attached to Localities or a specific Locality Worker prior to sentence
- NLC Service Users thought they had had consistent Throughcare worker allocation throughout ICMs, HBRs, open conditions and pre-release
- SLC Service Users thought the opposite experience - inconsistent Throughcare worker allocation throughout sentence through all tasks, and workers being unclear on the Throughcare role
- All clients reported good practical support in relation to re-settlement, including significant activity in relation to Housing and Benefits
- The majority of clients noted that offence-focused work started once in Localities
- No clients raised issues with the transition to Localities

**4.5 Current model: Findings from Justice Social Work staff**

Staff from a range of North and South Lanarkshire Locality Teams and the Throughcare Team were surveyed for their views: over 40 staff members in total contributed to this process.

**Positives**

- The specialist team were recognised to have the time and resources to enable intensive support at the time it is needed
- The team has specialist skills, knowledge and experience to deliver the service
- The team has the facilities to support service delivery (namely video link facilities)
- NLC staff considered that positive working relationships between teams lead to good communication and information sharing
- Continuity of service delivery throughout Lanarkshire
- Continuity of service whilst in prison and on release

**Negatives**

- Following transfer, workers find that the service-user is not as stable as first indicated
- Transfer of information: LSCMI issues; in NLC, paper files not completed correctly (NLC); Throughcare Team don’t have “edit access” to SLC’s electronic system
- Changing workers at the three month point can be a challenge for service-users
Often the service-user has previously been allocated within the locality team. At times historical information is not considered in the assessment and had it been, this could have led to a more robust assessment.

Travel to central base for transfer reviews is time consuming; no direct/regular public transport from some areas.

SLC staff indicated that there is a lack of knowledge/professional relationships with locally based resources and 3rd Sector.

Current model can result in staff feeling de-skilled in relation to the Throughcare tasks. Staff were keen to expand their knowledge and experience in this area.

SLC staff indicated that offence focussed worked is often not started until transfer to localities.

SLC staff raised that there are different working practices and cultures between the Throughcare and locality teams.

4.6 Current model: Findings from stakeholders

A range of relevant stakeholders were approached for feedback on the current model, but due to the short time scales involved in the review, feedback was only received from eleven sources: Lanarkshire MAPPA, NLC Housing and Addictions, SLC Housing and Addictions, Parole Board admin, two PBSW teams and two external CBSW Justice Teams.

**Positives**

- The Throughcare Team offers all stakeholders a single point of contact.
- This model has the benefit of establishing consistent relationships.
- The Team has a strong knowledge-base of prison/Throughcare information and processes.
- The current model enable consistent attendance at ICMs.
- There are good links with Lanarkshire services.
- The current model offers consistent thresholds during initial period.

**Negatives**

- Reviews taking place in Wishaw can be inconvenient for agencies.
- Centralised north and south team cab weaken initial links to Locality services.
- SLC housing advised that their protocols were not always adhered to correctly.
- The three month stage transition to Localities is confusing for PBSW.
- SLC addiction services felt that communication was not as strong as it could have been to ensure effective working and risk management.
5 FUTURE SERVICE DELIVERY

5.1 Three options

The Review considered the benefits and challenges of three potential future service delivery models:

Model 1

Continuation of the current model, with North Lanarkshire hosting the service on behalf of both North and South Lanarkshire

Model 2

North and South Lanarkshire each run Throughcare services through a centralised team

Model 3

North and South Lanarkshire each run Throughcare services through locality teams

As above, a variety of parties were asked about their opinions on future service delivery: Service Users, Justice Staff, and stakeholders. These views were incorporated into the conclusions of the review.

5.2 Model 1: Continuation of Status Quo

Benefits

- Continue to offer a single point of contact for PBSW
- Specialist Team would continue to offer intensive support at the time it is most needed
- The unified model has time and resources to deliver effective services
- It would retain good existing communication and positive, professional relationships
- Expert knowledge and experience of current staff would continue to be utilised
- There would be continuity of services throughout Lanarkshire
- This model is considered to make efficient use of staff giving contingency to the service

Challenges

- Transfer of file information and LSCMI from prisons will continue to be a challenge for both NLC and SLC
- No current use of SLC SWIS
- Service-user's loss in developed relationships with Throughcare staff following transition
- Service-user needing to 'start again' with new worker
- Less opportunity for locality staff to develop knowledge in this area
- Geographical issues means a loss of Locality focus in initial period
• Local knowledge gaps could be addressed by improved linkages with Localities and Community Justice Partnerships

5.3 Model 2: Separate centralised Throughcare Team in North and South Lanarkshire

Benefits
• Benefits of having a specialist team would be retained
• Continued single point of contact for partners
• Intensive Supports and resources available
• Expert knowledge and experience of staff retained
• For SLC staff, the interface with locality teams would improve
• For SLC, transfer of information & recording would improve
• Authority wide knowledge would improve
• For SLC, geographical challenges of attending reviews in Wishaw would improve
• Addictions and housing preferred value centralised, but “local” teams
• PBSW preferred a centralised team, but further suggested true “end-to-end” Throughcare (start of sentence to end of Licence) for consistency through the whole system

Challenges
• Continued issues of service user’s loss in developed relationships with Throughcare staff
• Less opportunity for locality staff to develop knowledge in this area
• Smaller team would have limited contingency for sickness/ absence/ vacancies
• Service delivery between NLC/ SLC may vary: could be confusing for partners familiar with historical delivery
• Relationships with partners may be impacted as a result of change

5.3 Model 3: Separate locality-based Throughcare delivery in North and South Lanarkshire

Benefits
• Service-user would work with the same team from point of sentence.
• Transfer of case not required
• Local knowledge and relationships with other local partners
• New exposure to Throughcare and prison concepts
Challenges

- Negative connotation of potentially working with the CJSWR writer the sentencing process
- Challenges within a Locality in prioritising all the Throughcare tasks over CJSWRs and CPOs.
- Risk of dilution of Throughcare tasks, in particular ICMs and reports
- Managing decentralised ICM timetabling/attendance would be challenging
- Time and resources limited and may impact on service delivery at the time when service-users need most help
- Loss of current team's expert knowledge and experience- Managers, Social Workers and Admin
- Locality staff’s current knowledge-base is potentially limited
- Potential over reliance on knowledge of previous Throughcare staff
- Ensuring staffing continuity amongst each locality throughout sometimes very lengthy periods in custody and licence.
- Risk to consistent management of risk if spread over so many locality teams
- Efficiency issues- e.g. Locality workers could not combine prison visits as can in current model due to smaller Throughcare workloads
- Issues about allocation of work if service user is of no fixed abode or will be homeless upon liberation

7 PROPOSED CHANGES IN SERVICE DELIVERY

7.1 South Lanarkshire Council

Following the review of the North and South Lanarkshire Throughcare Team, South Lanarkshire Council concluded that they intend to withdraw from the partnership and establish a centralised South Lanarkshire Throughcare Team. It is intended that this team will aim to be operational for, or around, 1st April 2018.

7.2 North Lanarkshire Council

Upon the disaggregation of the existing model, North Lanarkshire Council are proposing establishment of a centralised North Lanarkshire Throughcare Team.

7.3 Transition period and establishment of the new models

Work is currently underway with operational Social Work Managers and Human Resources in both North and South Lanarkshire in order to plan for the transition in relation to case management of service users, and decisions around the existing North Lanarkshire staff group.
APPENDIX 2— DTTO REVIEW REPORT

Report To: Liz Coates Service Manager, NLC, Diane Dobbie, Service Manager, SLC

Subject: Drug Treatment & Testing Order Services
Shared Service Review

Authors: DTTO Review Group (Dr Val Tallon, Ms Pauline Izat, Ann Murdoch, Anne Broderick, Claire Borden & Santosh Dade)

Date: 4th October 2017

1 PURPOSE OF THE REPORT

This report provides a summary of the findings of the review undertaken on the Drug Treatment and Testing Order Service during August 2018 and recommendations for future service delivery.

2 THE REVIEW GROUP

The review was undertaken by a small multi-disciplinary team of senior officers within NHS Lanarkshire, North and South Lanarkshire Council. These officers included:

Dr Val Tallon, Service Manager, South Lanarkshire Alcohol & Drug Services
Ms Pauline Izat, Service Manager, North Lanarkshire Integrated Alcohol & Drug Services
Ms Ann Murdoch, North Lanarkshire Council
Ms Anne Broderick, Senior Officer, Justice Services, North Lanarkshire Council
Ms Claire Borden, Team Leader, DTTO Service, South Lanarkshire Council
Ms Santosh Dade, Operational Manager (Justice), South Lanarkshire Council

3 METHODOLOGY

A mixed method model was used to undertake the review. These included:

- Interview with Team Leader & Staff working within the DTTO
- Questionnaires with DTTO staff on Quality Principles
- Shadowing of Staff (Nursing & Substance Misuse) at DTTO clinics
- Observations of group work with clients & questionnaires of their experience of service delivery attending the DTTO
- Case Note Audit, including reviewing the IT system used by the DTTO (e.g. Midis & SWIS)
- Attendance at Reviews
- Questionnaires with other Stakeholders on current and preferred model of service deliver

The results of the review are summarised below:
4 FINDINGS OF THE REVIEW

4.1 Accommodation

The service is located in High Patrick Street, Hamilton with all staff primarily based in these premises, although outreach clinics are provided in Coatbridge and Lanark.

4.2 Staffing

Although the staff are co-located they are not integrated, for example they do not share IT systems, case notes etc. And there are separate managers for the nursing and social work staff. Table 1 summarises the WTE staffing within the service.

<table>
<thead>
<tr>
<th></th>
<th>WTE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social Worker</td>
<td>3</td>
</tr>
<tr>
<td>Substance Misuse Worker</td>
<td>3</td>
</tr>
<tr>
<td>Nursing Staff</td>
<td></td>
</tr>
<tr>
<td>Band 6</td>
<td>1</td>
</tr>
<tr>
<td>Band 5</td>
<td>1</td>
</tr>
<tr>
<td>Band 3</td>
<td>1</td>
</tr>
<tr>
<td>Medical Sessions</td>
<td>0.4</td>
</tr>
</tbody>
</table>

4.3. Findings from a Nursing Perspective

Two of the nursing posts (Band 6 and Band 5) are currently vacant. The nursing component of the service is currently covered by two Band 6s working within the Hamilton LaADS (Ms Pauline Renton) and the NLIAS (Mr Chris O’Shaunessy). Mr O’Shaunessy is also an independent prescriber. Ms Renton will return to her substantive post on 5th November 2017.

Until the service review is concluded Mr Don Wilson (Band 7) will provide cover in the South Lanarkshire area. Mr Wilson is also an independent prescriber.

The majority of the tasks currently undertaken by the qualified nursing staff focus on harm reduction (BBV vaccinations, provision of naloxone, the prescribing element of care and supervising drug urine screens (Band 3). Most staff did however believe that they were compliant with the quality principles. No formal outcomes were recorded for clients attending the service (e.g. outcome star).

The delivery of psychosocial interventions were seen as the role of the substance misuse staff, although there was duplication of role within the observed clinics. Most clients were also in contact with the LaADS or NLIAS prior to attending the service. In almost all cases they are discharged to these services too.

4.4 Findings from a Social Work Perspective

Consistently, the Substance Misuse worker (Social Work Assistant) took the majority of contacts with the service user. Typically, the Social Worker would only meet with the service user to discuss the report for the next Court Review. On a number of occasions, the Social Worker had no contact with service users between Court Reviews.

In all cases, the main driver within the Order was the medical treatment and prescribing of substitute prescriptions. This was reflected foremost in the review paperwork present at Court, and in casenotes reflecting the contact between the client and the social work staff.
4.5 Court Reviews

In almost half of all Court Reviews, the allocated Social Worker did not attend in person: these sessions were attended either by colleagues within the team, or by Court Social Work staff.

4.6 Case File Audits

Eight case files were reviewed (four from NLC and four from SLC case files). Of the eight cases examined, only two LSCMI Case Management Plans had been started within three months of the DTTO commencing. One LSCMI had not been imported from NLC. Of the remaining five, two LSCMIs had not been started, and the remaining three were allocated to the DTTO Social Worker but were at various stages of completion up to a year after the Order was imposed.

Of the LSCMIs that had either the Screening Version, or Case Management Plan completed, all clients were assessed as medium or high level risk/needs. In all cases, at least three risk/needs factors were identified, only one of which related to substance misuse. In no cases was there evidence of these other criminogenic need being expressed in the Court Review paperwork, nor being explicitly addressed in sessions with Social workers or Substance Misuse Workers.

Of the eight cases considered, only one case had additional conditions beyond the basic DTTO requirements, and that was for an RLO. No cases had additional conditions in relation to specific offending behaviour.

5 Client Perspective

5.1 Feedback from Questionnaires

Most clients had had experience of previous community-based disposals and additions services through their localities. All valued the DTTO service they received, considering it to have been the best service they had received to date. The regular service contact and accountability with Sheriffs appeared to be the element they valued the most. Of the workers, clients on the whole viewed the medic as fulfilling a functional role, the Social Workers are fulfilling a procedural role to the Court, but felt they had the best relationship with the Substance Misuse Worker within whom they perceived knew them best and acted upon practical needs like housing and benefits.

5.2 Observations of Groupwork

The twice-weekly Groupwork sessions did not appear to be offence-focused or topic-focused. They appeared to be motivated by a need to “contain” clients in an area so not to disturb Health Centre staff and other users. By the very nature of the time-tabling of the urine samples and sessions with substance misuse workers, it was difficult to see when clients would be present for a consistent enough period of time to undertake structured work.

6 DTTO OPTIONS & IMPLICATIONS FOR FUTURE SERVICE DELIVERY

In order to meet the requirements of the Lanarkshire DTTO service review a benchmarking exercise was explored and consideration was given to the different models of service delivery operational nationally. This was with a view to identifying both the benefits and drawbacks of different models based upon the views and experiences of those involved in the management of DTTO services throughout Scotland.
6.1 Methods of information collection

Information was gathered from DTTO managers and team leaders across Scotland through telephone interviews and e-mail requests. The information was requested about their current and past models of service delivery and the matters which they considered worked well in their areas and those, which in their opinion, did not.

6.2 Scope of the review

Views and opinions were gathered from the following authorities who responded to our request for information. Such as Ayrshire Council, Fife Council, Renfrewshire Council, Glasgow City Council, Stirling Council, West Dunbartonshire Council, Dumfries and Galloway Council, Edinburgh Council and Dundee Council.

6.3 Summary of key findings

DTTO managers and team leaders were asked to provide their views and opinions and the findings have been captured and summarised below. Close scrutiny of the received information enabled us to determine that overall there were four main models of DTTO service delivery being provided nationally which are noted underneath.

1. Specialised services model
2. Court and DTTO merged services model
3. Locality based integrated services model
4. Drug Court model- (operational in Glasgow only)

6.3.1 Specialised Services model:

Examples of a specialised services model are evident in places such as Edinburgh and the joint Ayrshire's, whereby the DTTO service operates as part of a wider services network, linked with other teams who have a more centralised role or service provision normally linked with a public protection remit. This was evidenced by the example as follows:

Key Findings from Ayrshire model:

- DTTO service provision across three Ayrshire areas. DTTO Service is based within Partnership services including High Risk offender and domestic violence services
- Medical component is provided via Partnership agreement free of charge by NHS Addiction Service
- Following Review of Service in 2014, service is now managed one dedicated team leader two social workers and two Addiction workers
- Substance misuse workers are involved in assessment process and interventions
  - Oral Testing requirements are fulfilled by the Substance misuse workers
    - Four weekly progress reports are provided to the DTTO staff
    - Internal review frequency is three monthly
    - G.P. provisions are provided as part of Partnership agreement
    - 44 active cases at time of writing
      - Consideration that there is potential for replication of this model in Lanarkshire
6.3.2 Court and DTTO merged services model:

An example of a Court and DTTO merged service is operational in Renfrewshire, whereby the DTTO team are based within the local integrated addictions team but are also responsible for regular court social work duties as part of their dual role.

Key findings from the Renfrewshire model:

- Historically cover three DTTO Services across three local authorities but currently separated
- DTTO and Court Services are headed by one Team leader
- This team consists of Three social workers
- No substance misuse workers
- 2.5 days dedicated G.P. cover is in place
- 23 service users seen twice weekly at time of writing
- DTTO staff cover court duties and reviews one day per week
- DTTO team are based within Addiction Service
- Oral Testing provided by ALERE company is being utilised and well received by the sheriffs
- Shared resources
- Consideration that there is the potential for replication of this model in Lanarkshire

6.3.3 Locality Based services Model:

Evidence gathered of locality based service models appeared to take two main strands, whereby the DTTO service was geographically separated and workers dispensed into either locality criminal justice social work services (with a separate medical component delivered by locality addictions/prescribing services) or DTTO workers being integrated into locality based addiction/recovery services (medical model of service provision provided to DTTO). This model is currently operational in areas like Dundee and Fife.

Key findings from Dundee model:

Five years ago DTTO centralised team was dispensed but funds retained for DTTO medical provisions and Community Payback Drug treatment requirements.

- The team have three social workers and three social work assistants
- Medical component is being provided by the Tayside Substance Misuse Service
- Social workers merged with Area Locality Teams whereby all Justice staff picked up DTTO cases along with other Justice Orders
- Impression gained there was decline in service uptake and poorer outcomes
- Loss of confidence from those imposing DTTO’s in relation to service provision and significant reduction in numbers of DTTO Orders imposed
• Evidence of fractured responses /communication and lower uptake of services by the court
• Huge challenges around the fragmentation and consistency and continuity of service delivery
• Consideration on basis of findings that by adopting this model of service delivery in Lanarkshire there could be a reduction in quality of service and potential for significant drop in DTTO’s being imposed.

6.3.4 Drug Court Model:
The drug court model is now only operational in the Glasgow city council area as this is the only area who has managed to retain a specified drug court. Based upon our findings this model works very well and has positive results, however, it is considered resource intensive and is extremely expensive to run and the level of need in Lanarkshire is generally not comparable to that of Glasgow. On this basis this was not considered a viable option for further consideration or comparison.

7 PROPOSED CHANGE IN SERVICE DELIVERY: NORTH LANARKSHIRE
Should North Lanarkshire resume management of the Drug Testing and Treatment Order Service, there would be a number of anticipated benefits for both client and staff alike.

7.1 Social Work role
• Currently, the DTTO role is dominated by a medical approach to recovery from substance misuse and the role of the Social Work relates almost solely to reporting medical and addictions information to the Courts.
• An NLC-managed service would place new emphasis on the role of the Social Worker, with LSCMI as the case management tool, highlighting pertinent areas of offence-focused work.
• An NLC-managed service would further place new emphasis of the use of outcome measurements, either through the Recovery Outcome Web or Outcome Star.
• An NLC-managed service would consider how best to engage with clients, and the merits of groupwork delivery.

7.2 Localised Services
• Currently, there is an interruption of all NLC Locality services (Justice and integrated Addictions Services) during the period of DTTO. In many cases, it is likely that Locality integrated Addiction Services will be involved in post-DTTO prescribing and support. A NLC-managed service would avoid this disruption and would not result in the current situation of loss of knowledge throughout the duration of a DTTO.
• The current model requires NLC clients to travel to a single venue (Coatbridge) for all DTTO services. This places a strain on ease of travel and time, particularly if travelling from the far-end of the Local Authority. Managing DTTO within NLC Locality teams would client reduce travel time.
• Clients would have increased access to local services and initiates, either directly through their allocated workers, or sign-posting through publicity in buildings.

7.3 Management Information System recording
• There is no case-recording on NLC SWIS indicating the existence of a DTTO Order, nor casenotes etc. This is a significant disadvantage for workers managing cases related to the DTTO client and for any Justice staff taking on work post-DTTO. Continued recording within NLC Locality Teams would improve capacity for liaison
and information-sharing with other social work and health services within the North Lanarkshire area. This is particularly crucial when considering the management of Child Protection and Adult Protection issues.

8 CONCLUSION

In conclusion and on the basis of our findings, through conducting this review, it is our intention to take forward our learning with a view to considering how we in Lanarkshire provide our DTTO services in the future. The findings will be further considered and explored and decisions thereafter made in relation to the most appropriate model of service delivery within North and South Lanarkshire which will be conducive to the needs of North and South Lanarkshire residents.
1 PURPOSE OF THE REPORT

This report provides a summary of the findings of the review undertaken on the Lanarkshire Court Service between August and October 2017 and recommendations for future service delivery.

2 THE REVIEW GROUP

The review was undertaken by a staff team from North and South Lanarkshire Council. These officers included:

Jim Johnston, Team Leader, Court Services, South Lanarkshire Council

Allison Grubb, Operations Manager, South Lanarkshire Council

Andy Blair, Senior Social Worker, North Lanarkshire Council

Jane Gilmartin, Service Manager, North Lanarkshire Council

Anne Broderick, Senior Officer, Justice Services, North Lanarkshire Council

3 METHODOLOGY

The methods used to undertake the review consisted of the following:

- Analysis of Court services staffing levels, roles and responsibilities
- Statistical return and analysis of work undertaken by the Court team since 2014
- Time in Motion study of administration staff, social work assistants and social workers
- Liaison with other Court services for benchmarking purposes
- Shadowing of the Court team

4 FINDINGS OF THE REVIEW

4.1 Court services staffing levels, roles and responsibilities

The service is located between Airdrie, Lanark and Hamilton Sheriff Courts based on need in those Courts. Staff have a permanent base within Brandon Gate social work office, Hamilton.

The below table summarises the staffing within the service.
Team leader: 1
Social Worker: 4.5
Social Work Assistants: 3
Administration Assistant: 2
Clerical Assistant: 3.5

Full details of the roles of each grade are detailed in "Lanarkshire Court Services: Model of Current Service Delivery" (Appendix 1).

4.2. Statistical return and analysis of work undertaken by the Court team

Headline statistical information for the last three years from 1.4.2014-31.3.2017 is as follows:

**Volume of Work**

<table>
<thead>
<tr>
<th>Service</th>
<th>WTE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advice to Court</td>
<td>227</td>
</tr>
<tr>
<td>Bail Information</td>
<td>634</td>
</tr>
<tr>
<td>Bail Supervision Assessment</td>
<td>23</td>
</tr>
<tr>
<td>Custody Interview Remand</td>
<td>30</td>
</tr>
<tr>
<td>Custody Interview Sentence</td>
<td>12</td>
</tr>
<tr>
<td>Pre Sentence Interview</td>
<td>795</td>
</tr>
<tr>
<td>Post Sentence Interview</td>
<td>1056</td>
</tr>
<tr>
<td>CJSWR Monitoring</td>
<td>85</td>
</tr>
<tr>
<td>Liaison</td>
<td>773</td>
</tr>
<tr>
<td>Other</td>
<td>124</td>
</tr>
<tr>
<td>CJSWR proof reading</td>
<td>3136</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>3434</td>
</tr>
</tbody>
</table>

**Share of work by Court and Local Authority**

<table>
<thead>
<tr>
<th>Court</th>
<th>North Lanarkshire</th>
<th>South Lanarkshire</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Airdrie Sheriff Court</td>
<td>94%</td>
<td>2%</td>
<td>4%</td>
</tr>
<tr>
<td>Hamilton Sheriff</td>
<td>40%</td>
<td>55%</td>
<td>5%</td>
</tr>
</tbody>
</table>
APPENDIX 3 - COURT SERVICES REVIEW

<table>
<thead>
<tr>
<th>Court</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Lanark Sheriff Court</td>
<td>4%</td>
<td>93%</td>
<td>3%</td>
</tr>
</tbody>
</table>

Full detail can be found in “Lanarkshire Court Services: Model of Current Service Delivery” (Appendix 1).

5 FUTURE SERVICE DELIVERY: Three options considered

5.1 Option 1: Lanarkshire Court Service – Status Quo

Benefits

- Consistent access arrangements: One point of contact and one manager
- Clear route for stakeholders
- Credibility in the eyes of the Court
- Responsive to service user need
- High level of Court covers across all three sites
- Contingency planning: the team is large enough to cover absence & continue service delivery
- Clarity for service-users: Service user getting one clear direction for the Court team and seeking out assistance if they are ‘repeat’ customers – reducing attending at localities
- Informal voluntary aftercare
- Strong liaison with localities re: CP/AP; positive working relationships with Teams and partners.
- Long term knowledgeable staff in the team
- Consistent delivery of monitoring of reports
- Strong partnership working with CJ teams across the localities
- Responsive services to deal with issues that arise to save workers attending Court
- Flexibility to implement initiatives in line with Scottish Government focus
- Responsive to local issues i.e. one day targets as and when they arise
- Providing CJSWR for those of NFA to reduce workloads of localities

Challenges:

- Not always consistent information sharing
- Current IT systems inequitable between service received by NLC and SLC
- Role issues: Many tasks could be undertaken by SWAs rather than SWs
APPENDIX 3 - COURT SERVICES REVIEW

High level of administration cover in Airdrie that is not required
Having to provide cover when there is not always sufficient work to justify a whole day
Requirement for cover means that a SW is covering when a SWA would suffice due to staffing levels

5.2 Option 2: SLC Managing Hamilton and Lanark and NLC Managing Airdrie

Benefits:
95% of Airdrie Sheriff Court business is for North Lanarkshire, 94% Lanark Sheriff Court is South Lanarkshire service users so the local Court is delivering local outcomes
More control over processes and recording for NLC service users
More control over implementing new initiatives within the Court
Recording on NLC SWIS
Could utilise the workers based in the Court for other areas of the service if they are not required in Court thus expanding capacity
Could provide lower level of Court cover with a duty system facilitating work of the Court as the local office is nearby again increasing capacity
Could utilise the administration post for other clerical work

Challenges:
Could lead to inconsistency of service provided across the three Lanarkshire Courts
Potentially more complex for the Court as more than one point of contact if there are issues
Would need regular liaison meetings to ensure SW united voice in consultation with the Court of any issues across the three Lanarkshire Courts

Recruitment
Will need a line manager
New staff (if not redeployed from SLC) that will take time to learn the role and build credibility
Requirement for process to be implemented to support SLC service users attending Airdrie
Costs of infrastructure for change

5.3 Option 3: SLC Manage Lanark, NLC Manage Airdrie and Shared Management of Hamilton

Benefits:
Greater autonomy of Courts in each LA area
Control over own service users
Control of own organisations initiatives and priorities

Challenges:
APPENDIX 3 - COURT SERVICES REVIEW

The lack of clarity for Court staff of who to direct requests to
Who takes responsibility for NFA service users or service users from out with the area?
Logistical challenges of limited accommodation in the Court
Issues of SWIS as currently read only NLC in the Court
Costs in terms of infrastructure
Potential loss of credibility if there is a split in cover
Lack of contingency for staff cover as teams will be smaller
Conflict between workers from each authority
Administration changes impacting on service delivery

6 PROPOSED CHANGES IN SERVICE DELIVERY

Following the review of the Lanarkshire Court services by both authorities on 16th October 2017 the decision was that the service was to continue to be delivered on a shared basis.

However it was agreed that the current model needs a review of the staffing, processes and tasks undertaken by the team to ensure that the challenges that were apparent during the review process could be addressed and the capacity and the efficiency of the service enhanced.

The plan is to establish a short life working group as a means of scrutinising the service and implementing changes and amendments to the current model.

There will then be a steering group which will continually monitor the work of the Court and ensure that it is responsive to change.
Report to: Liz Coates
Subject: Proposals for future DUO service delivery within North Lanarkshire
Date: 19.10.17
Authors: Pauline Izat, Service Manager, North Lanarkshire Integrated Alcohol & Drug Services
Anne Broderick, Senior Office, Justice

Proposed Service

It is proposed that from 1st April 2018 the Drug Treatment and Testing Order (DTTO) service will be delivered within North Lanarkshire to service users who live within the authority. This model will facilitate provision of an integrated service that will meet the physical, mental and social well being needs of service users who require support of addiction services to improve their lives. It will also fulfil the legislative requirements of the high levels of monitoring and support as required by the Court when imposing a Drug Testing and Treatment Order as a direct alternative to custody.

Together, Social Work and Addiction staff will deliver assessments and interventions that include risk assessment, outcome measurements, case management planning, medical assessment, screening, monitoring and ongoing review. This integrated service design has potential to improve and enhance the experience of the service user.

In conjunction with colleagues from North Lanarkshire Integrated Addiction Service (NLIAS), Social Work staff will provide an integrated model of care. The input of addiction services within the service users own locality will reduce stigma and increase the opportunity for the involvement of family and friends in their care planning. This model will ensure that service delivered is individualised and considerate of their wider personal commitments (for example as a parent, carer or employee).

The advantage of the DTTO being within the shared remit of services within North Lanarkshire is that there will be robust evidence of shared care planning and intervention. This will also be of positive benefit to wider colleagues who are providing input to the individual and/or their family (Children and Families, Younger Adults services and Older Adults services etc).

Delivery of a Recovery Orientated System of Care will be enhanced through the joint opportunities that are available within justice and addiction services. There is also an opportunity to engage with commissioned third sector organisations to facilitate access to positive alternatives to alcohol and drug use.

Staffing Levels

The North Lanarkshire Drug Testing and Treatment service will be staffed by four specific streams of workforce in both North Justice Services and North Lanarkshire Integrated Addictions Services.

Social Work

DTTO service will have two full-time Justice Social Workers (NLC 10 grade). These two workers will be responsible for the service users for the whole of North Lanarkshire, but will
be sited within one Justice Locality Team and will be managed by an existing Justice SSW. Two new Social Worker posts will require to be created.

**Addictions**

DTTO service will have the services of one full-time equivalent Addictions Worker (NL9 grade) in each of the six Locality NLIAS teams throughout North Lanarkshire. They will continue to be managed by their existing line manager. 2 new Addictions Worker post will require to be created.

**Nursing Staff**

DTTO service will have the services of one full-time equivalent Nurse (grade 5 or 6) in each of the six Locality NLIAS teams throughout North Lanarkshire. They will continue to be managed by their existing line manager.

**Medical Staff**

DTTO service will have the services of one full-time GP in each of the six Locality NLIAS teams throughout North Lanarkshire. They will continue to be managed by their existing line manager.

**Additional staffing inputs**

DTTO service will further utilise the wider scope of services offered through NLIAS, such as Occupational Therapists, and staff and services through the commissioned tier 2 Addictions Service of Phoenix Futures.

**System Usage**

As the DTTO is a statutory Criminal Justice Social Work-led Order, SWIS will be the primary management information system that all staff involved in treatment provision will use for recording purposes. In additions, Addictions and Medical staff will use MIDAS to record key health/prescribing-related events.

**Service Outline**

**Initial Assessment**

There are two referral routes for a DTTO being considered in the first instance: The Court may direct that a service user be considered for a DTTO within a Criminal Justice Social Work Report (CJSWR), or a Social Worker writing a CJSWR may identify a service user as a potential DTTO candidate.

- **CJSWR writers** to consider all service users for suitability for DTTO
- Should suitability be indicated, **CJSWR writers** to liaise with **DTTO Social Workers**.
- If suitability agreed, **CJSWR writers** to request a four week deferment period to enable DTTO Assessment. All other sentencing options to be fully explored within CJSWR as standard.
- (optional) **DTTO Social Worker** provides letter to the Court confirming above.
If service user considered unsuitability, this to be made explicit within the CJSWR. All other sentencing options to be fully explored within the CJSWR as standard.

Full DTTO Assessment

In order for a full DTTO Assessment to be undertaken, the service user must be bailed or in the community for a four week period, to participate with a multi-disciplinary assessment.

- Imposition of a DTTO Assessment to be communicated to all relevant members of the DTTO Service: **Social Work, Addictions and Medical staff**.
- Locality-based appointments to be offered to the service user, as per legislative requirements and each worker to record assessment conclusions.
- **DTTO Social Worker** to co-ordinate above assessment conclusions and prepare a report for Court using agreed template, outlining suitability, proposed treatment plan and testing arrangements. DTTO Workers will also outline other sentencing options available to the Court should a DTTO not be imposed.
- **DTTO Social Worker** will (wherever possible) attend Court to speak to the DTTO Assessment.

DTTO Imposed: Initial actions

Service users will be seen within the agreed waiting time framework. Any service user already known or an open case to the addiction service will be treated as a new referral. It will be used as an opportunity to refocus on service user need and delivery of an increased intensity of service provision.

- The **DTTO Social Worker** will meet with the service user within 7 working days in order to serve the Order and have the paperwork signed.
- The **DTTO Social Worker** will advise **Addictions** and **Medical staff** of the Order, first review date and initiate the treatment plan.
- The **Addictions Worker** will complete the initial Outcomes Measure during the first 20 working days of the Order being imposed.
- The **DTTO Social Worker** will complete an LSCMI risk assessment and case management plan within 20 working days of the Order being imposed. This will be informed by the areas identified through the outcomes measure tool.
- The **DTTO Social Worker** and the **Addictions Worker** will co-produce a single case management plan.

DTTO Imposed: Court Review

- The Court will determine the date of first review at point of imposing the DTTO. Thereafter, the next Review date will be set by the Court at a Review Hearing.
- The **Addictions** and **Medical staff** will prepare a report to the DTTO Social Worker to inform the Court Review, using the agreed templates.
- On the basis of information received from treatment partners, the **DTTO Social Worker** will prepare the single report for submission to the Court.
APPENDIX 4 - PROPOSALS FOR FUTURE DTTO SERVICE DELIVERY MODEL WITHIN NLC

DTTO Imposed: Internal Reviews

- Consistent with expectations outlined within National Outcomes and Standards, service users subject to DTTO will be reviewed internally to ensure Case Management Plan is progressing as planned and address any issue of compliance.

- This review will be chaired by the Locality SSW and will be attended by the Service User, DTTO Social Worker, Addictions Worker and where possible, Medical staff.

DTTO Imposed: On-going requirements

- The Addictions Worker will provide advice, guidance and information to the service user, as part of the treatment plan.

- The DTTO Social Worker will conduct home visits as per National Outcomes and Standards.

- The DTTO Social Worker will address issues of compliance with the service user.

- The DTTO Social Worker will undertake any CJSWR that are required during the course of the DTTO.

Exit from DTTO

It is essential that priority is given to delivery of a positively influenced individual exit plan from order. This should be discussed from entry to service and built upon throughout period of engagement. This will ensure that there is future planning and sustainability of changes achieved beyond the order time frame.

- In advance of the completion of a DTTO, all the involved Social Work, Additions and Medical staff will actively plan for the Service Users’ exit from the service.

- It is anticipated that Service User will be encouraged to link with the commissioned existing Tier Two services within North Lanarkshire: Phoenix Futures offer a wide-range of recovery-orientated services throughout the Authority.

- A fully individualised Exit Plan will be developed, including Phoenix Futures and any other relevant resources.

Outcomes Measurement

Embedded in the DTTO service will be the use of an agreed outcome measurement tool (Outcome Star or Recovery Outcome Tool). This will be essential in comparison of outcomes for this service user group with others locally and nationally. It will also provide clear evidence of outcomes being achieved and challenges still remaining and will be utilised for care planning and meaningful reporting to the Sheriff. System-wise outcomes measurement reporting will be available to Senior Management.

Training

It is recognised that the DTTO service will be bringing together members of staff who may have had no prior experience in contributing to the management of DTTO, and as such there will be initial and ongoing training needs to ensure sustained levels of understanding regarding roles, responsibilities, and governance arrangements.

Training will be provided to the whole DTTO staff group around a host of areas:
APPENDIX 4 - PROPOSALS FOR FUTURE DTTO SERVICE DELIVERY MODEL WITHIN NLC

- Legislative requirements
- Roles and responsibilities
- Recording, templates and reports
- LSCMI and Outcomes Measurement tools
- Recovery Oriented System of Care

It is anticipated that this training will take place over one day in February 2018 and will involve the DTTO staff: Social Workers, Nursing staff, Addictions Workers and Medical staff. In addition, it is intended to involve aligned staff, such as NLIAS Occupational Therapists and staff from key partners such as Phoenix Future.

**Governance**

Measures will be in place to ensure legislative procedures are being met, in addition to local expectations around service delivery. This function will be the responsibility of the Locality Justice Manager.

**Steering Group**

It is recognised that the service would benefit from the support of steering group that involved key stakeholders. This would ensure that the service is being consistently developed, delivered and evaluated across all 6 localities. Key members of this steering group are suggested to be:-

- Sherriff
- Justice Service Manager/Locality manager
- NLIAS Service Manager
- Community Learning and Development
- Third Sector Organisations (e.g. Phoenix)
- Housing

**Service Costs**

<table>
<thead>
<tr>
<th>Resource</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social Worker x 2</td>
<td></td>
</tr>
<tr>
<td>Addictions Worker x 1</td>
<td></td>
</tr>
<tr>
<td>Testing Costs</td>
<td></td>
</tr>
</tbody>
</table>

All other direct costs anticipated are likely to be absorbed within capacity of NLIAS and existing services.