

COMMUNITY JUSTICE (SCOTLAND) BILL

POLICY MEMORANDUM

INTRODUCTION

1. This document relates to the Community Justice (Scotland) Bill introduced in the Scottish Parliament on 7 May 2015. It has been prepared by the Scottish Government to satisfy Rule 9.3.3 of the Parliament's Standing Orders. The contents are entirely the responsibility of the Scottish Government and have not been endorsed by the Parliament. Explanatory Notes and other accompanying documents are published separately as SP Bill 68–EN.

BACKGROUND

2. The Scottish Government is committed to reducing re-offending and securing better outcomes for community justice services. Offending is a complex problem and there are well established links between persistent offending and poverty, homelessness, addiction and mental illness. Re-offending creates victims, damages communities and wastes potential. The Scottish Government wants to work in partnership with organisations and communities to reduce re-offending and to deliver better outcomes for offenders and communities.

3. The Scottish Government's 2014 consultation paper "Future model for community justice services in Scotland"¹ defined community justice in Scotland as: "The collection of agencies and services in Scotland that individually and in partnership work to manage offenders, prevent offending and reduce re-offending and the harm that it causes, to promote social inclusion, citizenship and desistance".

4. Key to reducing re-offending and promoting desistance is meeting the often complex needs of offenders. There are many different bodies (public, private and third sector) involved in the planning, design and delivery of services for offenders. This includes national organisations such as the Scottish Prison Service (SPS); regional bodies such as community justice authorities (CJAs); and local bodies such as Alcohol and Drug Partnerships and local authority criminal justice social work departments. The third sector also plays an important role by providing specialist services aimed at reducing re-offending. People who have offended also receive support from a number of sources which are not specific offender services – for example local authority services (housing, education); the national health service; and Jobcentre Plus.

5. Successful delivery of better outcomes for victims, offenders and communities relies therefore on a wide partnership of agencies and services working together, engaging with local

¹ <http://www.gov.scot/Resource/0044/00448128.pdf>

communities and listening to the voices of those affected by offending. In developing a new model for community justice, the Scottish Government has therefore considered how community justice services are planned, designed, evaluated and delivered to create more equal access, improve outcomes and make the best use of public resources. The Scottish Government also wishes to embed desistance at a strategic level and therefore is prioritising the principle of desistance in the new national strategy and in the new national performance framework for community justice.

6. The purpose of the Bill is to replace the existing model for community justice services which is based on eight regional CJAs, with a new model. The eight CJAs will be abolished.

7. The new model delivers a community solution to the achievement of improved outcomes for community justice; to the problem of re-offending; and to the task of offender management.

8. The Bill will create a new model for community justice which has local delivery, partnerships and collaboration at its heart, with national arrangements to provide the profile, leadership and assurance. Robust accountability and driving improvement will also be important aspects of the new model. Enhanced opportunities for innovation, learning and development will be provided. The model also recognises stakeholder views that community justice services should be person-centred, evidence-based and make best use of resources.

9. In particular, the Bill will:

- Place responsibility for local planning and monitoring of community justice services with a defined set of local community justice partners (including local authorities, National Health Service boards, Police Scotland, Scottish Fire and Rescue Service, Health & Social Care Integration joint boards, Skills Development Scotland, Scottish Courts and Tribunals Service and Scottish Ministers in their role as the Scottish Prison Service);
- Place duties on these community justice partners to engage in local strategic planning and be accountable for this;
- Require the development of a national strategy and a performance framework in relation to community justice;
- Create a national body to provide leadership, promote innovation, learning and development; provide assurance to Scottish Ministers on the delivery of outcomes; and to provide improvement support where it is required;
- Promote a focus on collaboration – including the opportunity to commission, manage or deliver services nationally where appropriate.

10. The new model draws on the characteristics identified by Scottish Government as key to delivering better outcomes for victims, for people who offend and their families, and for local communities. These characteristics also include priorities for public sector reform identified in the Report of the Christie Commission². The characteristics are:

² <http://www.gov.scot/Publications/2011/06/27154527/0>

- strategic direction and leadership to drive forward performance improvements and deliver public services that protect victims and communities and meet the needs of people who offend;
- a focus on prevention and early intervention;
- clearer lines of strategic, political and operational accountability to support continuous improvement;
- effective local partnership and collaboration that brings together public, third and private sector partners, and local communities, to deliver shared outcomes that matter to people;
- strategic commissioning of services that is based on a robust analysis of needs, evidence of what supports desistance and best value for money;
- better data management and evaluation to assess organisational and management performance, including the impact of services;
- involvement of service users, their families and the wider community in the planning, delivery and reviewing of services;
- a more co-ordinated and strategic approach to working with the third sector;
- a strategic approach to workforce development and leadership for criminal justice social work staff.

CURRENT AND PREVIOUS COMMUNITY JUSTICE MODELS

11. Previously, the 32 local authorities in Scotland operated, for criminal justice social work purposes, in eight Criminal Justice Social Work Groupings, in three unitary authorities (Glasgow, Fife and Dumfries and Galloway), and in the three island authorities of Shetland, Orkney and the Western Isles. The main responsibility for managing offenders in communities lay with the criminal justice social work staff, who worked in partnership with other local authority colleagues and with relevant support agencies within their communities. However, the response to the 2004 Scottish Government consultation paper “Re:duce Re:habilitate Re:form – A consultation on Reducing Reoffending in Scotland” highlighted the need for closer integration at a local level.

12. As a result of that consultation, legislation was implemented in 2005/06 to place the Scottish Prison Service (SPS) and local authorities under specific new obligations to work closely together to manage offenders seamlessly. In addition, groups of local authorities were brought together in new joint CJAs, who were to be responsible for ensuring the consistent and effective delivery of criminal justice social work services across the authority area. The role of CJAs was to plan, co-ordinate, monitor and report on the delivery of offender services and to produce a strategic plan for their area in consultation with statutory and non-statutory partner bodies.

13. However, reports published in 2012 by the Commission on Women Offenders³ and by Audit Scotland⁴ highlighted concerns with the CJA-based model. The Commission concluded

³ <http://www.gov.scot/Resource/0039/00391828.pdf>

that “*there were significant structural and funding barriers to the effective delivery of offender services in the community and that radical reform was required.*” The Audit Scotland report found that there were many bodies involved in reducing reoffending with “different governance and accountability arrangements and geographic boundaries, resulting in a complex landscape”. It acknowledged that CJAs had brought people together, but stated that they had made little progress on reducing re-offending, commenting that “the way they were set up and inflexible funding had significantly limited their effectiveness”.

14. In response to these reports, the Scottish Government launched a consultation “Redesigning the Community Justice System: A Consultation on Proposals” in December 2012⁵ with three options for redesigning community justice. Option A (an enhanced CJA model); Option B (a local authority model); and Option C (a single service model). The consultation ran until 30 April 2013. A total of 13 stakeholder events were held around Scotland and 112 responses⁶ were received. Responses to the consultation highlighted that none of the three options had emerged as the most favoured option.^{7 8 9}

15. However, certain elements of each option did find favour with consultees, leading to the development of a fourth option. The following themes summarise the key elements of the fourth option – Strategic Direction; Leadership; Collaboration; Local decision-making and service delivery; Communication and profile.

16. The fourth option was developed by the Scottish Government, partners and stakeholders drawing on the clear preference for a model with local delivery, partnerships and collaboration at its heart; while still incorporating some form of national arrangements to provide the profile, leadership and strategic direction felt to be missing from the current arrangements. This model was announced at a high level by the Cabinet Secretary for Justice in December 2013.

17. A further consultation on the detail of the new model based on the fourth option ran from April until July 2014 – “Future model for community justice services in Scotland”. The majority of organisations who responded to the consultation were in favour of this new model^{10 11}. The content of the Bill is drawn from the Scottish Government’s response to the 2014 consultation¹²¹³. Further details on the 2012 and 2014 consultations are set out later in the Policy Memorandum.

⁴ http://www.audit-scotland.gov.uk/docs/central/2012/nr_121107_reducing_reoffending.pdf

⁵ <http://www.gov.scot/Resource/0041/00411160.pdf>

⁶ <http://www.gov.scot/Publications/2013/07/7507>

⁷ <http://www.gov.scot/Resource/0043/00434958.pdf>

⁸ <http://www.gov.scot/Resource/0044/00440516.pdf>

⁹ <http://www.gov.scot/Resource/0043/00435417.pdf>

¹⁰ <http://www.gov.scot/Publications/2014/10/9125/0>

¹¹ <http://www.gov.scot/Resource/0046/00461212.pdf>

¹² <http://www.gov.scot/Resource/0046/00466082.pdf>

¹³ <http://www.gov.scot/Resource/0046/00461202.pdf>

BENEFITS OF THE BILL

18. The objectives of the Bill are to help create a stronger community justice system based on local collaborative strategic planning and delivery, with national leadership, support and assurance.

19. The Bill will therefore contribute towards the realisation of the Scottish Government's vision for justice of "a justice system that contributes positively to a flourishing Scotland, helping to create an inclusive respectful society in which all people and communities live in safety and security, individual and collective rights are supported and disputes are resolved fairly and swiftly".

20. The Bill also links to the Scottish Government's justice outcomes¹⁴ around experiencing low levels of crime; people and communities supporting and respecting each other, exercising both their rights and responsibilities; ensuring that public services are fair and accessible; and that public services respect the rights and voice of users.

21. The Bill will also contribute to the following National Outcomes¹⁵:

- National Outcome 7: We have tackled the significant inequalities in Scottish society.
- National Outcome 9: We live our lives safe from crime, disorder and danger.
- National Outcome 11: We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others.
- National Outcome 16: Our public services are high quality, continually improving, efficient and responsive to local people's needs.

POLICY OBJECTIVES OF THE BILL

Summary

22. In designing the future model for community justice in Scotland, the Scottish Government sought to address the issues raised in 2012 by the Commission on Women Offenders and Audit Scotland. The approach to redesign has therefore centred around: improved leadership and collaboration; evidencing and delivering improved outcomes; increasing prevention; and learning and workforce development. The new model delivers a community solution to the achievement of improved outcomes for community justice; to the problem of re-offending; and to the task of offender management.

23. The model emphasises that a strategic approach can be taken at a national, regional and local level. To provide the strategic vision for community justice in Scotland, a national strategy will be developed with local government and key partners, and in consultation with stakeholders. The strategy will set out the aims for community justice around reducing re-offending; increasing positive citizenship; increasing public safety; increasing public reassurance; reducing costs; and reducing stigma.

¹⁴ <http://www.gov.scot/Publications/2012/09/5924>

¹⁵ <http://www.gov.scot/About/Performance/scotPerforms/outcome>

24. Local strategic planning and monitoring of services through community justice partners is central to the new arrangements. In emphasising collective responsibility through a partnership approach, decision-making will be placed with local organisations and agencies who know their communities best; who understand the problems that are unique to their region; and who will be most affected by community justice issues that relate to both victims and offenders.

25. There is a core set of existing and proposed community planning partners who have a significant contribution to make to community justice – these are referred to as community justice partners. A duty will be placed on these partners to co-operate with each other in carrying out planning activities, delivering and reporting on outcomes for community justice in their local area. In addition, the Scottish Courts and Tribunals Service and the Scottish Ministers (meaning the Scottish Prison Service) are also to be community justice partners. As an executive agency SPS has no separate legal existence and Scottish Ministers are therefore included as a community justice partner with the expectation that the SPS will represent them in carrying out certain functions under the Bill.

26. The community justice partners are:

- each local authority;
- each health board;
- the Chief Constable of the Police Service of Scotland;
- the Scottish Fire and Rescue Service;
- Skills Development Scotland;
- integration joint boards established by section 9 of the Public Bodies (Joint Working) (Scotland) Act 2014;
- the Scottish Courts and Tribunals Service;
- Scottish Ministers (in practice, the Scottish Prison Service).

27. Other community planning partners may have an interest in community justice, and therefore it is expected that there will be a relationship between the community justice partners and the wider community planning partners and partnerships (such as Alcohol and Drug Partnerships), particularly as all are required to produce plans and reports on the achievement of local outcomes. The planning and reporting mechanisms are set out in more detail at paragraphs 70 to 98.

28. To provide leadership, enhanced opportunities for innovation, learning and development and to provide assurance on the delivery of improved outcomes, a new national body (Community Justice Scotland) will be established. The formation of Community Justice Scotland will also provide further opportunities to commission services strategically as well as taking on some of the operational work currently undertaken at Scottish Government level. The establishment of a hub for innovation, learning and development within the body will provide the community justice workforce and community justice itself with the profile and identity that they deserve, together with evidence of what works to inform commissioning, and practice and partnership standards.

29. The model will be defined by a performance culture through the establishment of a national performance framework against which community justice partners can plan and report. This will provide opportunities to monitor progress, drive improvement, offer consistency and link decisions and actions to analysis of need and what works, leading to increased efficiency and effectiveness.

30. The policy detail of the new model described in the Bill is set out in the sections below.

The new national body – Community Justice Scotland

Establishment, governance and accountability

31. Community Justice Scotland is to be created as a body corporate. In line with the Scottish Government public appointments process, Scottish Ministers will appoint a chair and members totalling no more than nine people. Scottish Ministers will also make the first appointment of the chief executive, who will report directly to Scottish Ministers. Subsequent chief executives will be appointed by Community Justice Scotland, with the agreement of Scottish Ministers.

32. A phased approach will be taken to start-up. The chair will be appointed while the Bill is progressing through Parliament, following Stage 1. The members will then be appointed once the parliamentary process is complete. The body will take on its full functions in April 2017.

33. Community Justice Scotland's core and programme funding (approximately £2.2 million) will be allocated annually by Scottish Ministers. Community Justice Scotland will report on its spend to Scottish Ministers each year, within its annual accounts.

34. Community Justice Scotland will be accountable to Scottish Ministers for policy delivery; compliance with statutory duties; and performance against agreed strategic objectives.

Functions

35. Community Justice Scotland will play a key role in the new model for community justice in Scotland: in providing national, professional and strategic leadership for the sector; promoting innovation, learning and development; providing assurance to Scottish Ministers and to the Convention of Scottish Local Authorities (COSLA) leaders on the delivery of outcomes; and in providing improvement support where required.

36. Community Justice Scotland, taking its lead from the national strategy, will focus on three specific areas:

- providing national, professional and strategic leadership for community justice in Scotland.
- providing assurance to Scottish Ministers and to COSLA leaders through oversight of the national outcomes, performance and improvement framework.
- promoting and providing enhanced opportunities across the sector through establishing and running a national hub for innovation, learning and development.

37. Further information on the functions of the hub and on the national performance framework is set out later in paragraphs 64 to 69.

38. To achieve its aims Community Justice Scotland will be required to work alongside many partners and stakeholders. These include COSLA, community justice partners, Community Planning Partnerships, local authorities, Police Scotland, Scottish Prison Service, NHS Scotland and the third sector.

39. A key function of Community Justice Scotland will be strategic commissioning. This is described at paragraphs 90 to 96.

The learning and development hub

40. Early engagement on the future model for community justice made clear that learning and development is of critical importance and should be considered at a national level and broadened beyond criminal justice social work to tackle wider community justice matters. In subsequent engagement, respondents were largely positive about the development of a national hub for community justice, innovation and learning and development. It was felt that it could add value to the community justice landscape as well as bringing benefits such as consistency of staff development and the spread of best and innovative practice.

41. Establishing and delivering a national hub for innovation, learning and development will therefore be a function of Community Justice Scotland. The hub will be practitioner-led and its remit will be to inform practice through research; and provide opportunities for innovation, learning and development for those working within and across the community justice landscape, allowing them to enhance their professional identity. The hub will work closely with individuals and organisations who can provide expertise in research, policy and personal experience.

42. The hub will seek to complement and build upon, not duplicate, work already underway at a single agency/organisation and partnership level. It will ensure that local practitioner networks, responsive to the needs of individual communities, are retained or created where there are none at present. The hub will also look to establish new networks and forums which can add value to the community justice landscape.

43. It will be for Community Justice Scotland to determine the specific functions of the hub and how it will be resourced from within the budget of the body. However it is likely that the scope will comprise of four key activities:

- core functions such as producing a national training schedule and taking a strategic approach to workforce development;
- research such as synthesising existing research/practice and commissioning and undertaking research;
- practice development such as change management of community justice training programmes, the development of new community justice training programmes as required, and facilitating and creating practitioner networks; and
- knowledge exchange such as collaborating with other organisations; bodies and professions to facilitate the sharing of best practice.

44. The hub will have a range of other activities that will be consistent with the functions of Community Justice Scotland. The additional functions are currently being determined through engagement with stakeholders and partners. A working group will be established to assist and inform this process.

Governance and accountability

45. Audit Scotland's 2012 report on Reducing Re-offending in Scotland¹⁶ recommended that the Scottish Government review current arrangements for managing offenders in the community to ensure that:

- there were clear and shared objectives to reduce reoffending;
- those working to reduce re-offending had appropriate powers;
- there was clear accountability and a mechanism to promote collective responsibility for reducing re-offending;
- arrangements promoted and supported what worked in reducing re-offending and allowed flexible service delivery; and
- there was a more co-ordinated and strategic approach to working with the third sector.

46. This call for clarity and collective responsibility was echoed by those who responded to the two rounds of consultation which have taken place since December 2012. The new model for community justice in Scotland responds to these requests through:

- the new national strategy for community justice;
- the national performance framework;
- leadership at both a national and local level;
- the hub for innovation, learning and development within Community Justice Scotland;
- clear lines of governance and accountability.

47. The new model provides clearly defined roles and responsibilities for Scottish Ministers, local community justice partners and the national body, Community Justice Scotland

Scottish Ministers

48. The role of Scottish Ministers will be to:

- appoint the chair and members of Community Justice Scotland in accordance with the Commissioner for Ethical Standards in Public Life in Scotland's Code of Practice for Ministerial Appointments to Public Bodies in Scotland;
- hold the members of Community Justice Scotland to account for delivery of its responsibilities;

¹⁶ http://www.audit-scotland.gov.uk/docs/central/2012/nr_121107_reducing_reoffending.pdf

- set a budget for Community Justice Scotland, approved by Parliament;
- approve Community Justice Scotland's corporate plan;
- publish a national strategy for community justice and a national performance framework for community justice, providing the backdrop for community justice partners to plan and deliver services and for the national body to fulfil its functions of assurance;
- approve certain relevant appointments made by the national body;
- consider recommendations made to them by the national body.

Community justice partners

49. A duty will be placed on the partners to act jointly in carrying out planning activities, delivering and reporting on outcomes for community justice in their local area. Community justice partners will plan to reflect local needs. The responsibility for resolving any local issues, with planning or the quality of delivery, rests with the community justice partners of that local area.

50. Community justice partners will have an obligation to engage with their respective local communities in the planning and delivery of services and outcomes for community justice. This means that members of communities, whether as individuals or through participating in a community group, will have a greater opportunity to make their views known and potentially be able to play a greater role within the community justice landscape.

51. Central to the aim of having clarity in the new model is that existing accountability lines for individual community justice partners would remain. They will not be accountable to Community Justice Scotland for operational delivery. Accountability arrangements for certain of the community justice partners are shown below for illustrative purposes.

Local authorities

52. Each local authority is governed by a council. Councils in Scotland are autonomous bodies, independent of central government and are accountable to their electorates for the delivery of services. Local authority services would, therefore, be accountable through their locally established structures, to their Council which is comprised of elected members who are in turn accountable to their electorate.

Elected members

53. Elected members will continue to have a key role in the accountability arrangements in the new model. Established lines of accountability with local authorities will provide elected members an on-going opportunity to scrutinise outcomes. In addition, Community Justice Scotland will provide advice, as required, to elected members on collective performance against delivery of the national performance framework, giving further opportunities to improve outcomes.

Health boards

54. Each NHS Board is accountable to Scottish Ministers, supported by the Scottish Government Health and Social Care Directorates. Each year, the Scottish Government sets performance targets for NHS Boards to ensure that the resources made available to them are directed to priority areas for improvement and are consistent with the Scottish Government's purpose and national outcomes. These targets are focused on health improvement, efficiency, access and treatment and are known collectively as HEAT targets.

The Chief Constable of the Police Service of Scotland

55. The Scottish Police Authority (SPA) was established under the Police and Fire Reform (Scotland) Act 2012 to maintain policing, promote policing principles and continuous improvement of policing, and to hold the Chief Constable to account. The SPA is accountable to Scottish Ministers.

Community Justice Scotland

56. Community Justice Scotland will be accountable to Scottish Ministers and Scottish Ministers will have powers of direction over the body.

57. The chief executive of Community Justice Scotland will be held to account by the members of the body.

58. Community Justice Scotland will provide independent assurance to Scottish Ministers on how community justice outcomes are being delivered across Scotland. They will do so by reviewing each community justice outcomes improvement plan and annual report. They will also benchmark activity and progress across all community justice partners with a view to identifying where improvement is required and sharing best practice. Community Justice Scotland will be required to publish an annual report on the achievement of community justice outcomes across Scotland.

59. In addition, Community Justice Scotland must also publish a corporate plan on how it will deliver its functions, for approval by Scottish Ministers.

60. Although community justice partners are not accountable to Community Justice Scotland, the body will have the powers to direct community justice partners to:

- publish Community Justice Scotland's assessment of its performance;
- notify Community Justice Scotland of the action that will be taken in light of that assessment to deliver improvement – or confirm that they will not be taking any action.

The national strategy and the national performance framework

The national strategy

61. Reports from Audit Scotland and the Commission on Women Offenders in 2012 called for Scottish Ministers to take a more strategic approach to planning, designing and delivering

services to reduce re-offending. Given that the community justice landscape is diverse and wide-ranging, it is crucial that there is an effective strategy at national level to ensure those bodies involved in planning and delivery are working towards the same outcomes in a co-ordinated way.

62. The Bill will place a duty on Scottish Ministers to prepare, publish, and regularly review a national strategy for community justice. In carrying out this duty, Scottish Ministers will be required to engage with community justice partners as well as such other persons as they consider appropriate, and to consult with stakeholders.

63. The purpose of the strategy is to provide the strategic vision for community justice in Scotland.

National performance framework

64. The current model for community justice was criticised for its lack of measures to understand success and cost. The new model for community justice in Scotland will be defined by a performance culture through the establishment of a national performance framework against which local partnerships can plan and report. This will provide opportunities to monitor progress, drive improvement, offer consistency and link decisions and actions to analysis of need and what works, leading to increased efficiency and effectiveness. All community justice partners will play a key role in the development of the framework and the Scottish Ministers will be expected to involve a range of key stakeholders (including housing, health, third and independent sector) and service users.

65. The framework will cover all aspects of offender management in the community. The rehabilitative aspects of managing offenders will be based on the desistance model and promote the factors which reduce the chance of a person re-offending, such as improved health, access to housing, employability and positive relationships. The main organisations with responsibility for delivering these services are community justice partners.

66. The framework will include a set of nationally and locally determined outcomes and indicators applicable across Scotland at local level; scrutiny and inspection arrangements; research expectations; evaluation expectations; a set of principles for outcomes, performance and improvement; and a quality statement for community justice.

67. Having a set of nationally and locally determined outcomes and indicators allows community justice partners to plan required action, report upon their progress, identify trends in their area as well as benchmark their performance against other areas. It allows Community Justice Scotland to do likewise and also enables the body to build a picture at the national level when reporting to Scottish Ministers. In setting out these required outcomes to manage offenders and promote desistance, the framework will make clear that there will be contributions required of partners in order to reduce re-offending.

68. All community justice partners will require to plan against the national strategy and the nationally and locally determined outcomes, and to report on progress in achieving these outcomes. In preparing the plan, partners must assess local needs and circumstances to

determine where their local priorities should lie and where specific improvement or further action may be required. This assessment will then inform their local outcomes improvement plan and identify the action required by them collectively and individually. The plan may also include any additional priorities that may be specific to the local area and not be covered by the nationally determined outcomes.

69. The application of the national performance framework and of the planning and reporting arrangements in place, will provide transparency over performance within each local area and identify where improvement may be required. It will also enable the identification and sharing of good practice.

Community justice planning – a collaborative approach

70. Local strategic planning and delivery of services is central to the new model for community justice. With this emphasis upon collective responsibility through a partnership approach, decision-making will be placed into the hands of local people and agencies who understand the issues and strengths that are unique to their region; will be most affected by local community justice matters whether as victims, offenders or citizens; and are familiar with the community justice partners operating in their area.

71. During the consultation on the future model for community justice, there was widespread agreement that the planning and management of community justice services should rest locally and that the delivery partners should have responsibility for management of the improved outcomes for community justice. Ensuring that planning remained at the heart of local communities and responsive to local needs was welcomed and most respondents felt that local planning partners could and should contribute towards community justice outcomes.

72. Most participants in the consultation events expressed the view that in order to be effective, local arrangements would require strong partnership working from all key agencies and the third sector. It was suggested that duties on a broad set of planning partners should be included within primary legislation.

73. As previously mentioned, the Bill sets out a core subset of existing and proposed community planning partners who will have a significant contribution to make to community justice – these are referred to as community justice partners. A duty will be placed on these partners to co-operate with each other in carrying out planning activities, and to deliver and report on outcomes for community justice in their local area. In addition, the Scottish Courts and Tribunals Service and Scottish Ministers (meaning the Scottish Prison Service) are also to be community justice partners.

74. The manner in which community justice planning partners will come together to plan largely follows the mechanisms set out in the Community Empowerment (Scotland) Bill for Community Planning Partnerships (CPP). The role of a CPP is to prepare a plan for improving local outcomes, in consultation with community bodies and others. These outcomes are to be consistent with the National Outcomes set out in the Scottish Government's National Framework which measures and reports on progress of government in Scotland. The CPP must publish their local outcomes improvement plan, monitor progress being made and report annually on progress.

Individual partners have a duty to work collaboratively and to take into account the plan for local outcomes when setting their individual priorities. CPPs must consult such community bodies and other persons that they consider appropriate when preparing their local outcomes improvement plan.

75. The Bill adopts a similar collaborative approach to planning, monitoring and reporting and applies it to community justice partners. There is therefore a consistency of approach between community justice planning and wider community planning. There is also an expectation that the content of the CPP plans for community justice-related National Outcomes will be aligned with the community justice partners' plan for the local area, to ensure the achievement of common outcomes.

76. It is expected therefore that CPPs and community justice partners will consult each other when preparing their respective outcomes improvement plans.

77. When reporting against achievement of the National Outcomes, it is expected that CPPs will have to take account of a range of individual reports on the achievement of other local outcomes including those for community justice; policing; children's services; and health and social care. It is therefore anticipated that local community justice outcomes will be integral to wider community planning and reporting.

Community justice outcomes improvement plans – planning, delivery, reporting and review

78. The Bill places a duty on the community justice partners to prepare and make publicly available a community justice outcomes improvement plan that sets out their plans and arrangements for meeting community justice outcomes. The plan can span one or more financial years but reporting must be annually for each financial year.

79. When preparing the community justice outcomes improvement plan, community justice partners must undertake a thorough assessment of needs and issues in their local area as well as the resources and assets available, based upon appropriate evidence and community engagement, to identify local outcomes, with reference to how these are linked to the national community justice outcomes.

80. While preparing these plans, community justice partners must have regard to:

- the national strategy for community justice
- the national performance framework
- the local outcomes improvement plan produced under section 5 of the Community Empowerment (Scotland) Bill currently in force for the local authority area.
- guidance issued by Scottish Ministers.

81. Community justice partners will then identify and plan activities and services to drive improvement towards these national and local outcomes. This will involve identifying both statutory and non-statutory partner organisations who can share responsibility for this work.

82. The indicators that community justice partners will use to demonstrate progress towards the national outcomes will be set out in the national performance framework. At this stage community justice partners will consider which indicators they will use to demonstrate progress towards the local outcomes.

83. While preparing their plans, the community justice partners must consult Community Justice Scotland, appropriate community bodies in their area, and such other persons as they consider appropriate, such as Alcohol and Drug Partnerships. The third sector and community-based organisations have an important role to play in preparing the local plan, as will local communities. Communities could be local areas, whole towns or cities, local authority areas, or across multiple local authority areas.

84. Where community justice issues affect multiple local authority areas it is likely they will choose to work together for shared expertise, economies of scale etc. Details of such collaborative working would be included in the community justice outcomes improvement plans.

85. As soon as reasonably practicable after publishing their community justice outcomes improvement plan, community justice partners must send a copy to Community Justice Scotland.

Review of community justice outcomes improvement plans

86. Community justice partners must review their community justice outcomes improvement plan from time to time and as soon as reasonably practicable after each of these events:

- the publication of each new national strategy for community justice
- the publication of a replacement national performance framework for community justice
- the publication of a revised local outcomes improvement plan for the relevant area under the Community Empowerment (Scotland) Bill.

87. In reviewing or replacing their community justice outcomes improvement plan, the community justice partners must have regard to the national strategy for community justice and the national performance framework for community justice.

88. In reviewing or replacing their community justice outcomes improvement plan, the community justice partners must consult Community Justice Scotland; such community bodies in relation to the area as they consider appropriate; and such other persons as they consider appropriate.

89. Where the community justice partners in relation to the area of a local authority replace their community justice outcomes improvement plan, they must as soon as reasonably practicable, publish the replacement and send a copy of it to Community Justice Scotland.

Delivery of community justice services

90. In delivering community justice services, there are a number of models which might be used. There are a number of parties who may instigate the development or delivery of a community justice service. The new model emphasises that a collaborative, bottom-up approach is important.

91. A community justice partner may decide to deliver services in-house, in which case there will be no procurement process although internal performance and evaluation requirements would apply. Alternatively, the community justice partners may seek to deliver via a public/social partnership, or by a co-designed process. Service level agreements and memoranda of understanding will also be used to ensure that shared aims and actions are clear and transparent, and monitoring and reporting processes are robust. Internal review processes will all feed back to the relevant community justice partners, and where required, all of the partners. Similarly, if community justice partners decide to source services externally, there will be procurement and contracting exercises which build scrutiny and performance management into the delivery model.

92. Community Justice Scotland will be able to carry out a number of activities related to the provision of community justice services either alone or in partnership with others. However, Community Justice Scotland itself will not provide services.

93. Community Justice Scotland will manage services which have been identified and agreed with Scottish Ministers and partners as being best delivered on a national basis, including:

- oversight, development and delivery of national training and development for community justice.
- contract management and monitoring of contracts awarded at a national level.
- commissioning learning and development activities, including effective practice such as oversight of the evaluation and development of intervention programmes.
- oversight of the development and support of IT and information management assets to be managed at a national level.

94. In carrying out these activities, Community Justice Scotland will identify, with key partners and stakeholders, opportunities for deriving the greatest value from strategic commissioning of services, based on an analysis of need, evidence of what works and efficiency – to commission elements of the community justice system that may be better undertaken at a national level.

95. Community Justice Scotland will work with statutory and non-statutory partners to agree a strategic approach to commissioning. Services may be commissioned on a national basis and procurement and contracting processes that follow commissioning will rest with the appropriate body or bodies at a local, regional or national level.

96. Community Justice Scotland will have delegated purchasing authority to allow it to carry out its day to day functions as well as its commissioning functions.

Reporting on community justice outcomes

97. At the end of each reporting period, the community justice partners must publish a report that sets out progress made within the reporting period towards the nationally and locally determined outcomes set out in the community justice plan. Community justice partners will be required to send their reports to Community Justice Scotland. Community Justice Scotland will, where appropriate, provide advice on these reports. This advice may be relevant for the community justice partners as a whole or for any of the local partners.

98. Community justice partners will report on the indicators assigned to the national outcomes in the national performance framework. They will also report on the indicators which they selected in their community justice outcomes improvement plan as capable of demonstrating progress towards the local outcomes. Local targets may also be set in relation to the chosen indicators to help community justice partners understand and report effective progress.

Multi Agency Public Protection Arrangements (MAPPA)

99. Multi Agency Public Protection Arrangements bring together the police, local authorities, Scottish Prison Service and health boards as the Responsible Authorities, to jointly establish arrangements to assess and manage the risk posed by sex offenders and mentally disordered restricted patients. A number of other agencies are under a duty to co-operate with the Responsible Authorities. The fundamental purpose of MAPPA is public safety and the reduction of serious harm. It gives a consistent approach to the management of relevant offenders across Scotland, providing a framework for assessing and managing the risk posed by those offenders.

100. Arrangements for MAPPA are presently co-ordinated on a regional basis using the boundaries of the CJAs. There are 11 MAPPA co-ordinators working across the eight CJA areas. The Scottish Government has received representations that these boundaries should remain, at least in the short term, even after the abolition of the CJAs. Therefore there is no intention to change the boundaries at this time and arrangements for MAPPA will, therefore, continue on a regional basis.

101. Instead of submitting the report to the relevant CJA, the responsible authorities will submit the report to Community Justice Scotland and publish it in such a manner as will ensure that it is likely to come to the attention of the other non-statutory community justice partners operating within the local authority area. Community Justice Scotland will then send a copy of the report to Scottish Ministers as soon as practicable.

Driving improvement

102. The new model for community justice is intended to support a continuous process of improvement in outcomes across Scotland.

Community Justice Scotland

103. The responsibility for improvement and delivering outcomes rests locally. However, under its assurance function, Community Justice Scotland will have a duty to monitor the

performance of community justice partners against the national performance framework and must report to them individually on its assessment of their performance. These reports may include guidance as to action which Community Justice Scotland considers necessary to enable partners to achieve any outcome in the framework or any other measures that would help to improve the performance of the partners in providing community justice services.

104. Should the community justice partners request advice and assistance on issues that they have not been able to resolve locally, then Community Justice Scotland will be able to offer support and assistance.

105. Community Justice Scotland may also provide support to community justice partners in helping them deliver improved outcomes, in the following ways:

- specific dialogue between Community Justice Scotland and local partnerships and relevant organisations regarding ways to support the improvement required;
- enabling benchmarking, sharing best practice, driving improvement in partnership standards and workforce development for community justice and facilitating closer engagement between local partnerships;
- raising awareness of any potential systemic issues and opportunities which exist to effect improvements and recommending solutions as appropriate;
- encouraging and, where appropriate, supporting any local systems for peer review.

106. Community Justice Scotland will also have the following powers available to it:

- to direct community justice partners to publish Community Justice Scotland's assessment of its performance;
- to direct community justice partners to notify Community Justice Scotland of the action that will be taken to deliver improvement; or their intention not to take any action in response to the report;
- to make recommendations to Scottish Ministers on any action it considers necessary in order to deliver improved outcomes, either nationally or locally. This may include recommendations about; the requirement for a rescue taskforce in any local area; how funding is allocated and used; the requirement for an inspection of any local community justice services.

107. Ultimately, any serious and persistent performance concerns could be taken forward on a case-by-case basis with reference to the relevant accountability structures for the partners concerned.

Powers of Scottish Ministers

108. Local authorities will be in direct receipt of funding for the delivery of criminal justice social work services (per section 27A(1) and section 27B(1) of the Social Work (Scotland) Act 1968). This funding arrangement will require a specific financial memorandum to support any grant allocation for local authorities and to ring-fence the funding for delivery of community

justice outcomes. Scottish Ministers can therefore direct the usage of section 27 funding to drive improvement.

109. The Scottish Government's intention is that section 27 funding will include an innovation fund against which community justice partners would bid for monies to deliver improvement. The intention is to incentivise best practice and the achievement of community justice outcomes.

110. Scottish Ministers will have powers of direction over Community Justice Scotland. Such direction could include directing the body to carry out improvement programmes with community justice partners.

111. In response to a recommendation from Community Justice Scotland, Scottish Ministers may use existing powers of direction to require an inspection. A new approach to an inspection service for community justice will be developed with the Care Inspectorate and partner scrutiny bodies. Such an inspection would be designed to provide independent assurance about the quality of services and on the impact and outcomes for service users and the wider community, supporting improvement where required. Inspectors would focus their work on confirming areas of strength (evident from self-evaluation or other information or intelligence) and exploring areas of uncertainty or concern. Each inspection would be scoped from the outset to determine the specific areas of focus. The scope would, therefore, vary depending on information, intelligence and self-evaluations.

ALTERNATIVE APPROACHES

112. CJAs were established under the Management of Offenders etc. (Scotland) Act 2005, with the purpose of:

- distributing funding for criminal justice social work services in local areas and ensuring that the funding was being used effectively to improve the management of offenders; and
- working with local authorities, the Scottish Prison Service (SPS) and others to prepare joint plans to tackle re-offending.

113. Each of the eight CJAs is an independent statutory body. The role of CJAs is to plan, co-ordinate, monitor and report on the delivery of offender services and to produce a strategic plan for their area in consultation with statutory and non-statutory partner bodies. Its membership is restricted to elected members from each constituent local authority.

114. However, a number of influential reports identified serious shortcomings with the system – including Audit Scotland's report on the Criminal Justice system (September 2011)¹⁷, the Commission on Women Offenders Report (April 2012) and Audit Scotland's Reducing Re-offending in Scotland Report (November 2012). In response to these reports and feedback from the sector, the Cabinet Secretary for Justice announced that the status quo was no longer tenable and that the Scottish Government would publish a consultation on the options for redesigning Community Justice. In December 2012, the Scottish Government published a consultation

¹⁷ http://www.audit-scotland.gov.uk/docs/central/2011/nr_110906_justice_overview.pdf

document outlining three options for reform which were developed with input from COSLA, Association of Directors of Social Work and CJAs.

115. Option A (enhanced CJA model) proposed that CJAs would continue to be the key strategic body responsible for reducing re-offending, but with three key changes. (1) A chair for each CJA would be appointed by Scottish Ministers and Board membership would be widened to include an appointed member of the Health Board. Registered Social Landlords would become a partner body. (2) A statutory duty would be placed on all partner bodies to work together to develop a local plan for reducing reoffending and engage in its delivery. (3) CJAs statutory functions would be expanded to include strategic commissioning of services and to promote the CJA's role in the community and represent community justice interests with the local judiciary, media and public.

116. Option B (local authority model) proposed that local authorities assume responsibility for the strategic planning, design and delivery of offender services in the community. CJAs would be abolished and local authorities would take both strategic and operational responsibility for planning, designing and delivering services for offenders in their area. A statutory duty would be placed upon local authorities to work in consultation with partner bodies to produce and deliver a strategic plan for reducing reoffending in their area. The scope of the Risk Management Authority (RMA) would be extended to include community justice more broadly. The RMA would be responsible for some of the improvement functions (including performance management, production of guidance, programme development and workforce development) then carried out by the Community Justice Division of the Scottish Government.

117. Option C (single service model) proposed the abolition of CJAs and establishment of a national social work-led service for community justice with strategic and operational responsibility for the planning, managing and delivery of community based offender services. It would be separate to, and sit alongside, the SPS and would incorporate the existing functions of the RMA. The new single service would be a Non-Departmental Public Body (NDPB). Scottish Ministers would set the strategic framework for the body but the NDPB (and the services it managed and delivered) would be able to take decisions at some distance from Government. Scottish Ministers would appoint a Board which could include locally elected members, if appropriate, and the Board would hold the chief executive to account. Community justice services would continue to be delivered locally.

118. The consultation ran until 30 April 2013. A total of 13 stakeholder events were held around Scotland and 112 responses were received. Responses to the consultation showed that none of the three options had emerged as the most favoured option.

119. However, certain elements of each option did find favour with consultees. The key elements of the further option were expressed as the following themes :

- strategic direction: it was thought Community Justice would benefit from a strategic direction similar to Getting It Right for Every Child (GIRFEC). This would clarify the agenda, encourage collaboration and focus on outcomes.
- leadership: it was thought that the sector as a whole would benefit from clearer leadership across partner agencies and the third sector.

- collaboration: in order to improve outcomes for service users, there was a strong view that Community Justice needed to embed collaboration across the sector. It was thought that collaboration must become a statutory responsibility for Community Justice partners including housing, health, welfare and education.
- local decision-making and service delivery: while national guidance was viewed as valuable, most participants expressed the view that Community Justice should be able to think and act locally.
- communication and profile: there was a strong desire to improve the profile and understanding of community justice with politicians, community and the media. This would also help to address concerns raised by former offenders who often found it difficult to engage with the community justice system.

120. Therefore, the Scottish Government worked with partners and stakeholders to develop the favoured elements into a fourth option for a new model, drawing on the clear preference for a model with local delivery, partnerships and collaboration at its heart; while still incorporating some form of national arrangements to provide the profile, leadership and strategic direction felt to be missing from the current arrangements. This model was announced at a high level by the Cabinet Secretary for Justice in December 2013.

121. A further consultation on the detail of the new model based on the fourth option (“Future model for community justice services in Scotland”) ran from April until July 2014, and is discussed further below.

CONSULTATION

The consultative response

122. The new model set out in the Bill is drawn from the Scottish Government’s views on the response to the 2014 consultation, “Future model for community justice services in Scotland”. This consultation set out in detail the Scottish Government’s proposed future model for community justice in Scotland. Nine stakeholder consultation events were held around Scotland and were well represented, with over 340 attendees. Sixty-six consultation responses were received.

123. The majority of organisations who responded to the consultation were in favour of the proposed new model for community justice. The main points arising from the consultees and the Scottish Government’s response are set out below.

124. The majority of those who responded were positive about the proposed governance and accountability. Many respondents welcomed a relationship between the national body and Community Planning Partnerships (CPPs) based on mutual support and balance between national and local responsibilities.

125. However, some local authority and CPP respondents raised concerns about the proposed accountability relationship and there were mixed views as to whether the consultation document provided sufficient clarity on the details of the governance and accountability arrangements for

the new model. The Bill makes clear that community justice partners are not accountable to Community Justice Scotland, but rather will be held to account through their own existing accountability arrangements. For example, NHS Boards would be accountable to Scottish Ministers.

126. The proposed arrangements for the local planning and delivery of community justice services were met with approval from the majority of respondents. Respondents highlighted the importance of taking advantage of existing partnerships and working across local authority boundaries. Ensuring that robust transition arrangements were put in place as soon as possible to facilitate smooth transfer to the new model was also considered important. Thought was also to be given to whether there was a need to further resource local planning partnerships throughout the transition process.

127. The Scottish Government recognises that although the infrastructure of community planning is already in place in every local authority, in some areas it may take time and resources to establish fora for discussing community justice matters and securing the involvement of partners. Therefore, the Scottish Government has made available ring-fenced funding of £1.6 million per annum to financially assist the work to facilitate the transition to the new model. The aim of the funding is to support partners to build their capability and capacity to work together on the achievement of improved outcomes for community justice. Three years of transition funding is intended to provide partners with sufficient time to take on their community justice role, as well as make arrangements amongst key partners to share capacity and resources for this work going forward.

128. The current model for community justice was criticised for its lack of measures to understand success and cost. The consultation paper outlined the intention to develop a national performance framework for community justice. Most respondents were positive about these plans and there was clearly a desire for evidence-based planning within community justice. Many organisations indicated a desire to participate in the process and the Scottish Government is continuing to develop the framework with stakeholders.

129. The new model for community justice in Scotland will therefore be defined by a performance culture through the establishment of an outcomes, performance and improvement framework against which local partnerships can plan and report. This will provide opportunities to monitor progress, drive improvement, offer consistency and link decisions and actions to analysis of need and what works, leading to increased efficiency and effectiveness.

130. A national hub for community justice, innovation and learning and development was proposed in the consultation paper. Respondents were largely positive about this and felt that it could add value to the community justice landscape as well as bringing benefits such as consistency of staff development and the spread of best practice. Some respondents highlighted the importance of the hub's relationships with practitioners and other organisations, as well as the importance of ensuring that the work of the Training Development Officers (TDOs) should be continued. Responses also made clear that there are a number of areas where more detail about the hub could be communicated to stakeholders and the public.

131. Almost half of respondents were enthusiastic about the impact that proposals in the consultation might have on the contribution to be made by businesses and the third sector. It was felt that the new model provided the opportunity to build on existing relationships and reap new rewards, although challenges were also noted such as the difficulties for organisations in engaging with 32 local partnerships.

132. The Scottish Government recognises that the third sector has a crucial role under the new arrangements for community justice. In recognition of this, the Scottish Government intends to provide £50,000 per annum to the Criminal Justice Voluntary Sector Forum (CJVSF) to help them build capability and capacity and engage with the partnership arrangements across Scotland. It is expected that this fund will be available for three years, ending in 2017/18. However, this position will be reviewed at the end of 2015/16 in light of the outcome of the next UK Comprehensive Spending Review.

133. Most respondents felt that the new model for community justice would have a positive impact on equality issues, highlighting the importance of an equality impact assessment as well as open and transparent engagement. The impact of community justice proposals on women received comment in a number of respects such as women offenders and domestic violence.

Analysis and post-analysis work

134. An analysis of the written responses was published on 21 October 2014, together with an independent report on the consultation events. The Scottish Government response to the consultation was published on 15 December 2014.

135. The new model takes account of the main issues raised in the consultative response and will achieve improved outcomes for community justice in Scotland in a transparent and inclusive way. The model recognises and values local planning and delivery, while providing national leadership and direction to reduce re-offending.

136. Scottish Government officials have continued to work closely with delivery partners and a wide range of stakeholders, including COSLA, local government, the third sector, CJAs and others in developing the new model.

EFFECTS ON EQUAL OPPORTUNITIES, HUMAN RIGHTS, ISLAND COMMUNITIES, LOCAL GOVERNMENT, SUSTAINABLE DEVELOPMENT ETC.

Equal opportunities

137. An Equality Impact Assessment has been carried out in respect of the proposals contained in the Bill. It found that the proposals do not discriminate on the basis of age, gender, race, religion, disability or sexual orientation.

138. In appointing the members of Community Justice Scotland, Scottish Ministers must act in a manner which encourages equal opportunities. Scottish Ministers have recently launched a partnership for change pledge, called “50:50 by 2020” to challenge all private, public and third sector bodies to achieve gender balance on their boards by 2020. It is expected that the

appointment of members to Community Justice Scotland will comply with this pledge, thus advancing equality of opportunity. In addition, the national performance framework will feature equality of access to services.

Human rights

139. The Bill's provisions are compatible with rights under the European Convention on Human Rights (ECHR). In particular, given that the Bill concerns arrangements for planning community justice services and reporting on progress in relation to the achievement of national outcomes rather than the delivery of such services and outcomes, it is considered unlikely that the Bill will have significant implications for the rights of individuals or groups who access community justice services.

140. The Bill permits the sharing of information between various bodies in relation to community justice, and it is accepted that this may give rise to potential issues in connection with rights under Article 8. It is considered that while the sharing of information between authorities responsible for the supervision and management of offenders could in principle constitute an infringement of the individual offender's rights to respect for his private and family life, such an infringement or interference would be undertaken by a public authority and would be in accordance with the law by virtue of the provisions in this Bill. The sharing of information is necessary in this context for the purpose of maintaining public safety and for the prevention of disorder or crime and therefore falls within the scope of Article 8.2.

141. In addition, any sharing which does take place will be accompanied by appropriate safeguards. Those bodies which may share data under the Bill are covered by data protection legislation. The safeguards in the Data Protection Act 1998 (c.29) derive from Article 8 and, provided the bodies comply with their obligations under the law, conduct amounting to an interference is unlikely.

Island communities

142. The Bill has no differential impact on island or rural communities. The provisions will apply equally to all communities of Scotland.

Local government

143. Under the Community Empowerment (Scotland) Bill, CPPs must consult communities and community-based organisations when preparing their plans. The new model set out in the Bill builds on this requirement and brings community justice partners, delivery partners, service users and communities together to harness their potential, and to maximise the opportunity to deliver sustainable outcomes for people and communities.

144. In emphasising collective responsibility through a partnership approach, decision-making will be placed into the hands of local people and agencies who know their communities best, understand the problems that are unique to their region, and will be most affected by community justice issues that relate to both victims and offenders. The statutory partners for community

justice will include local authorities; health boards; and Police Scotland. Non-statutory partners will include third sector organisations.

145. It is expected that community justice partners will be able to assume their responsibilities under the new model from 1 April 2017. A transition working group has been established to facilitate the smooth transition of community justice arrangements from the current to the new model. The group has representation from the Scottish Government, COSLA, CJAs, CPP managers, partners and the third sector.

146. Existing funding arrangements will be amended so that funding will now be allocated direct to local authorities rather than through CJAs. The new model will see CJAs abolished and therefore, funding for community justice services in future will be directly allocated to local authorities from the Scottish Government.

147. Elected members will continue to have a key role in the accountability arrangements in the new model. Established lines of accountability with local authorities will provide elected members with an on-going opportunity to scrutinise outcomes. In addition, Community Justice Scotland will provide advice, as required, to elected members on collective performance against delivery of the national performance framework, giving further opportunities to improve outcomes.

148. Reducing offending is one of the key priorities within Single Outcome Agreements (SOAs) and will therefore be complemented by community justice plans. SOAs are expressed in the Bill as local outcome improvement plans.

Sustainable development

149. A pre-screening report on the environmental impact of the Bill has been completed. This confirmed that the Bill's provisions will not lead to any significant environmental effects.

150. The UK Shared Framework for Sustainable Development¹⁸ was adopted by the Scottish Government in 2005. The Framework includes the principle: Ensuring a Strong, Healthy and Just Society – meeting the diverse needs of all people in existing and future communities, promoting well-being, social cohesion and creating equal opportunity for all. The Bill's provisions support this principle. The Scottish Government recognises that successful delivery of better outcomes for victims, offenders and communities relies on a wide partnership of agencies and services working together, engaging with local communities and listening to the voices of those affected by offending. In developing a new model for community justice, the Scottish Government has therefore considered how community justice services are planned, designed, evaluated and delivered to create more equal access to services, and to improve outcomes for communities and for people who have offended.

¹⁸ <http://www.scotland.gov.uk/News/Releases/2005/03/07102535>

These documents relate to the Community Justice (Scotland) Bill (SP Bill 68) as introduced in the Scottish Parliament on 7 May 2015

COMMUNITY JUSTICE (SCOTLAND) BILL

POLICY MEMORANDUM

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