

14th November 2019



Glasgow City Council

Wellbeing, Empowerment, Community and Citizen Engagement  
City Policy CommitteeReport by Executive Director of Community Empowerment  
Services

Contact: Tom Jackson Ext: 70916

**COMMUNITY JUSTICE GLASGOW ANNUAL REPORT 2018-19  
RECOGNISING THE STRENGTH OF THE COMMUNITY JUSTICE  
PARTNERSHIP IN GLASGOW**

**Purpose of Report:**

To present the Community Justice Glasgow Partnership [Annual Report for 2018 – 2019](#). Providing an overview of achievements and areas for improvement through partner contribution and performance highlights in the context of the [Community Justice Outcome Improvement Plan 2018-23](#).

**Recommendations:**

It is recommended that Committee Members:

- i. Note the Annual Report – **Appendix 1**
- ii. Note the direction of travel in regard to performance progress.
- iii. Note the next steps / ongoing work to support delivery of areas for improvement where identified.
- iv. Click [one minute survey](#) to tell us your thoughts about your understanding of Community Justice or find the survey at <https://www.glasgowcpp.org.uk/cjgoneminutesurvey>

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes  No  consulted: Yes  No

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### 1 Introduction / Background

- 1.1 The Annual Report is required to fulfil one of Community Justice Glasgow's (CJG) statutory responsibilities under Section 23 of the Community Justice (Scotland) Act 2016. The report content will form part of the data set from which Community Justice Scotland (CJS) will draw information to compile its own Annual Report which will be laid before Scottish Parliament. The Annual Report was provided to CJS by 20th September 2019 as requested.
- 1.2 The Annual Report demonstrates the strength of the Community Justice partnership in Glasgow, showcasing just some of the achievements we have made together through collaboration, co-production and engagement across the organisations and services. It also demonstrates how partners have come together to consider, test and agree the most effective and efficient use of the resources that we have, pushing boundaries and innovating to continuously improve the availability of services and delivery for the citizens of Glasgow.
- 1.3 It also provides an opportunity to formally check progress against the aims and objectives, as partners, we agreed to focus on as part of the outcome improvement performance reporting. Progress against the national indicators agreed in the Community Justice outcomes reporting framework (agreed by the Community Justice Partnership 1<sup>st</sup> May 18) are included in the Annual Report.

### 2 Content & Concept

- 2.1. We designed the Annual Report (in content and style) to encourage partners and stakeholders to read it. Feedback from last year suggested the "newspaper" style was well received and accessible by all, including our direct partners (i.e. Group members) and staff within each of these partners' organisations, local stakeholders including victims of crime, people with convictions, potential employers (through Glasgow's Social Enterprise Network etc.), 3<sup>rd</sup> Sector Partners (who do not necessarily provide services only to those with lived experience of the Justice system) and members of the public. Although not a traditional format for an Annual Report, the strengths of this approach include:
- Easier, less dry read for wider local consumption.
  - Opportunity to have feature pages around priority themes set out in the Community Justice Outcome Improvement Plan (CJOIP) with direct input and 'stories' from colleagues across the partnership.
  - These features and other stories provide opportunity for partners to directly identify with and strengthen recognition of the role of different aspects of Community Justice across their own Governance Groups and opportunity to showcase some of the successes and impact that the model for community has facilitated in Glasgow – providing added confidence in Community Justice to a wider audience.

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- The 'newspaper' style approach allows for the addition of key statistical and outcomes data to accompany articles – providing both a human interest and factual performance elements.
- Opportunity for wider use than statutory reporting, providing greater effectiveness and impact for the financial investment in the publication.

### 3 Going Forward / Next Steps

- 3.1 Over the course of remainder of 2019 and 2020 we will use the Annual Report as a key engagement / communication and discussion tool, fulfilling some of the aspirations around the concept of the newspaper set out at section 2. We will also closely examine what the data is telling us and drive discussion and any necessary change through the appropriate strategic and working groups of the Community Justice Glasgow partnership.

### 4 Alignment – One Glasgow Reducing Offending (12-25) / Youth Justice Annual Report

- 4.1 Since the implementation of the new model for Community Justice (April 17), closer alignment and sharing of resources and lessons has been progressed with One Glasgow (the co-ordinating partnership for the Whole Systems Approach for young people involved in, or at risk of involvement, in the justice system in Glasgow) and Community Planning structures. In view of this, Annual Reporting against One Glasgow's and against the Youth Justice Strategy for Glasgow's aims and objectives have been integrated in the Community Justice Glasgow Annual Report and will no longer report separately. Performance monitoring and reporting will be monitored and reported on by Community Justice Glasgow through the appropriate, integrated management structures.

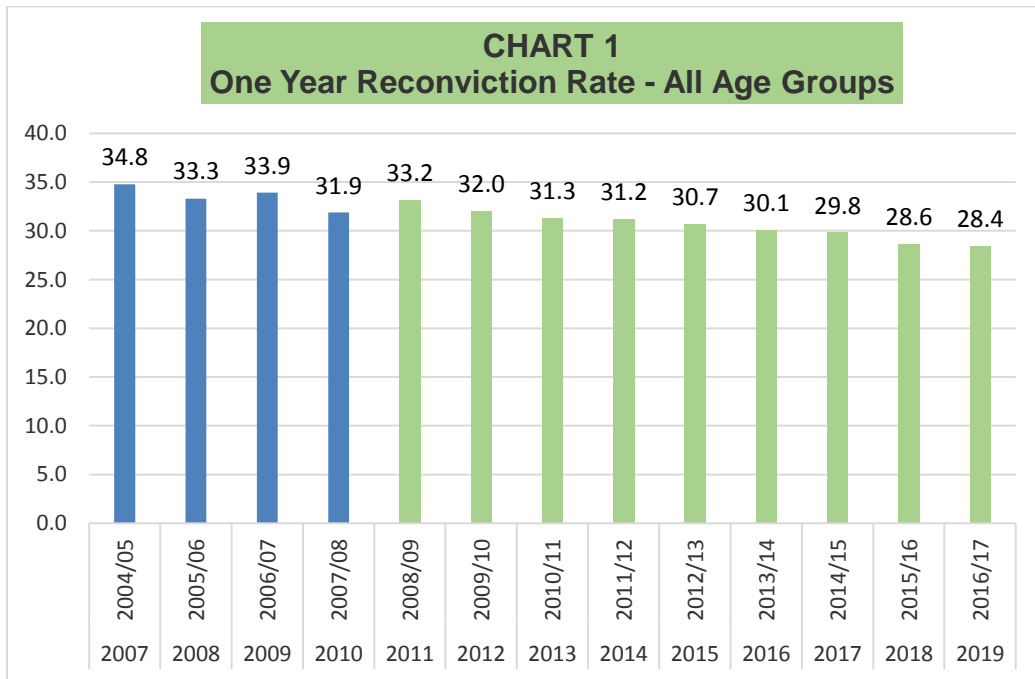
### 5 What is the Data telling us? – Adult Population (18+)

- 5.1 Overview of High Level Outcomes

**Recorded Crime** across all of the age groups has seen an overall reduction of 40.9% in the 6 year period between 2012-13 to 2018-19, with a 6.9% fall over 2017/18 – 2018/19 contributing to this. **Table 1** below shows the contribution to this across the 18+ categories - Great news for the City.

TABLE 1 Recorded Crime 18+ Population									
Age category	2012 / 13	2013 / 14	2014 / 15	2015 / 16	2016 / 17	2017/ 18	2018/ 19	%Change 2017/18 - 2018/19	% Change Since 2012/13
18 - 21 Years	6481	5908	5331	4768	4426	3552	3355	-5.5	-48.2
21 - 25 Years	9485	9033	7980	6875	6048	5069	4681	-7.7	-50.6
25 - 30 years	14139	13624	11314	10202	8997	8043	7588	-5.7	-46.3
31 - 40 Years	18481	18793	15883	13719	13275	11785	11478	-2.6	-37.9
Over 41 Years	17977	19608	16711	15543	14276	12392	10821	-12.7	-39.8

5.2 **One Year Reconviction Rates** (a measure of the percentage of people who have committed a crime who are reconvicted within one year of commencing a community based sentence or being released from a prison sentence) has seen year on year reductions since 2008/9 (**Chart 1 below**) resulting in an overall reduction of 4.8% in the last 8 reporting years, outperforming Scotland as a whole at 4.3% over the same period. **Tables 2 & 3** below show the contribution to these reductions across gender and age grouping for 18+.



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**TABLE 2 - MALE**  
Reconviction Rates Adult (18+) Population

Year of Publication	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change 2018-19 Report Period	Change Since 2008/9
Offender cohort	2008 /09	2009 /10	2010 /11	2011 /12	2012 /13	2013 /14	2014 /15	2015 /16	2016 /17		
18-21	39.6	39.5	36.9	37.4	32.3	34.2	36.1	34.4	33.5	-0.9	-6.1
21-25	37.2	37.5	34.1	32.1	32.9	31.8	30.7	29.5	<b>32.1</b>	2.6	-5.1
26-30	36.5	32.9	32.8	32.7	34.2	31.4	31.5	30.9	27.8	-3.1	-8.7
31-40	34.3	34.9	35.0	34.6	34.0	33.9	33.7	31.5	32.3	<b>0.8</b>	-2.0
41+	24.4	22.9	24.5	25.0	25.9	26.8	25.0	24.1	24	-0.1	-0.4

**TABLE 3 - FEMALE**  
Reconviction Rates Adult (18+) Population

Year of Publication	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change 2018-19 Report Period	Change Since 2008/9
Offender cohort (Female)	2008 /09	2009 /10	2010 /11	2011 /12	2012 /13	2013 /14	2014 /15	2015 /16	2016 /17		
18-21	23.3	30.6	33.0	28.8	24.7	28.2	26.2	30.8	26.7	-4.1	3.4
21-25	28.4	25.6	24.0	29.5	22.3	23.9	24.7	19.5	<b>24.7</b>	<b>5.2</b>	-3.7
26-30	33.7	32.5	32.1	34.9	30.0	27.0	24.1	21.5	24.4	<b>2.9</b>	-9.3
31-40	30.7	26.4	28.4	31.7	33.2	28.1	31.8	31.4	28.2	-3.2	-2.5
41+	20.8	15.1	16.3	21.7	22.4	20.0	21.6	22.2	21.5	-0.7	0.7

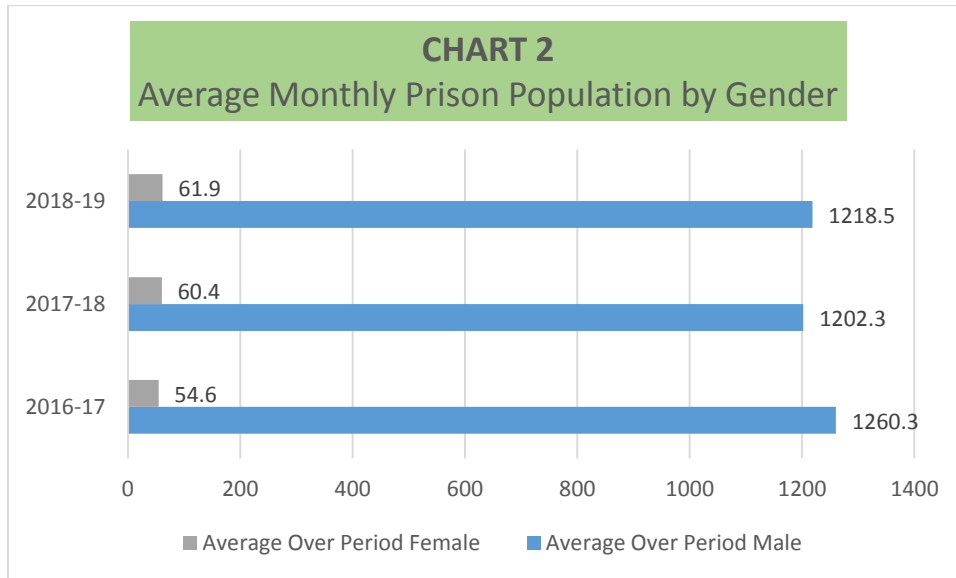
**5.3 Prison Population** – The average prison population for those convicted of a crime from Glasgow has increased by 16.2 people each month (**Chart 2 below**). We know that the prison population is raising against overall reductions in recoded crime. Understanding this is complex and largely outwith the control of Community Justice Glasgow partners locally, for instance a rise in the use of remand, on average 5.6% between 2017/18 & 2018/19 (**See table 4 below**) and the removal of Home Detention Curfew.

5.3.1 There are however good examples of strong partnership working across CJG, using the levers at our disposal where possible. For instance, over 2018-19 partners have worked collaboratively to improve the Diversion from Prosecution offer in Glasgow This work has resulted in our ability to provide a broader range of services - to deal with a wider range of issues being increased significantly - drawing on the partnership resources already in existence.

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5.3.2 Having worked closely with the Procurator Fiscal on the redesign and delivery, this will give the service confidence to divert more people, for a wider variety of crime types, away from the more formal end of the justice system, diverting people to services that can address the drivers of their offending behavior and, impact on prison population numbers.

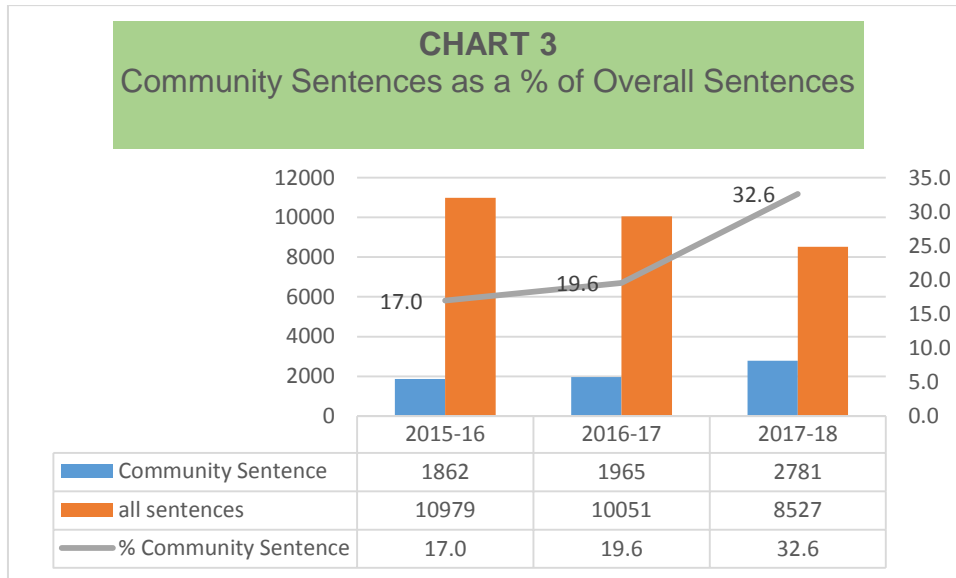
5.3.3 It is early days but the approach has already resulted in an increase of both the number of individuals commencing a DfP programme and the number of programmes delivered in 2018/19 (**See table 5 below**) - the first increases after 3 years of decline.



<b>TABLE 4</b>			
<b>Remand as % of all custodial sentenced (averaged)</b>			
	<b>Male</b>	<b>Fem</b>	<b>Total</b>
<b>2016/17</b>	19.96	27.3	47.3
<b>2017/18</b>	18.94	24.0	42.9
<b>2018/19</b>	20.83	27.7	48.6

<b>TABLE 5</b>			
<b>Recording Year</b>	<b>Increase/Decrease Cases Commenced</b>	<b>Increase/Decrease Number of Individuals Commencing DfP</b>	<b>Successful Completion Rate</b>
<b>2013/14</b>			68%
<b>2014/15</b>	82	72	73%
<b>2015/16</b>	-106	-85	58%
<b>2016/17</b>	-31	-27	75%
<b>2017/18</b>	-120	-118	78%
<b>2018/19</b>	33	31	69%

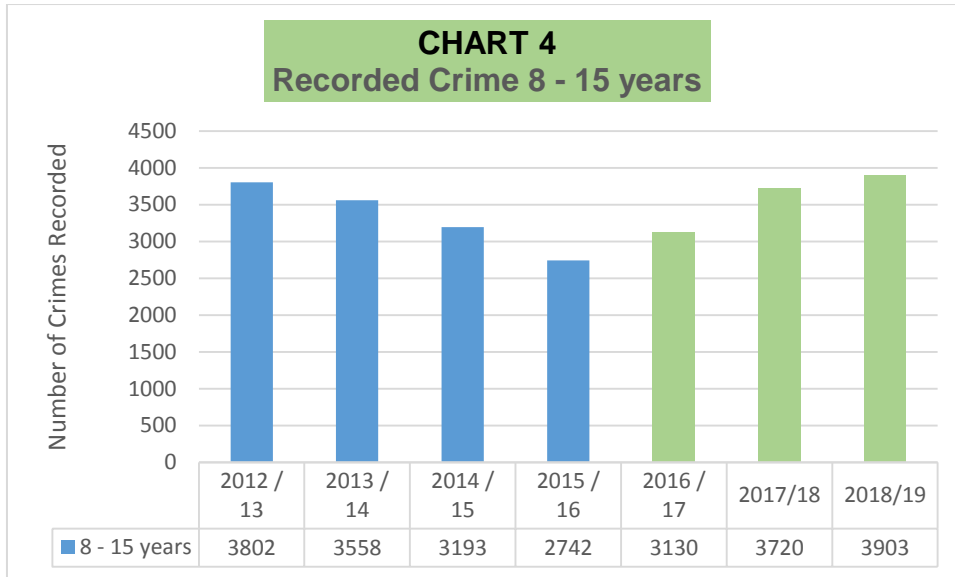
**5.4 Community Sentences as a Proportion of Overall Sentences – Promoting Community Sentences is a key focus of Community Justice Glasgow and a key indicator of success – evidence tells us that when an individual is given a Community Payback Order instead of a short-term prison sentence, their risk of reoffending is reduced. Between 2016/17 and 2017/18<sup>1</sup> the proportion of community sentences as a percentage of overall sentences increased by 13% (See chart 3 below), indicating that the partnership’s work to promote and build confidence in community payback as an alternative to custody is providing positive returns.**



**6 What is the Data telling us? – Children - 8-15 as defined by Scottish Children’s Reporter Administration (SCRA)**

**6.1 Recorded Crime** - Following a period of steady decline, the recorded crime (8 – 15) year old category (**Chart 4 below**) is showing a 3 year upward trend. 4.9% between 2017/18 and 2018/19 reporting period (2.7% overall since 2012/13) (**Table 6 below**). This is out of step with most other age groupings.

<sup>1</sup> All of the data required for a 2018/19 comparison is not yet available



<b>TABLE 6</b>			
	<b>%Change 2017/18 - 2018/19</b>	<b>% Change Since 2012/13</b>	
8-15 Year Olds	4.9%	2.7%	<b>Change in % of crimes recorded between periods</b>
All age groups	-6.9	-40.9	

6.2 Coupled with a 2.3% increase in the number of young people referred to SCRA on offence related grounds and a 5.3% increase in the number of offences compared to the 2017-18 figures (**table 7 below**) this is a concerning trend:

- 10 more children referred; for
- 85 more offences.

A rise in both the number of young people reported and the number of offences reported, resulted in an average increase of 0.1 offence per young person reported to SCRA. This suggests an increase in both the gravity and frequency of offending amongst Glasgow's very young people (albeit a small number) who are more ingrained in offending behaviour<sup>2</sup>. This can be confirmed with the most significant rise in offending amongst 8-15 year olds (73.7%), stemming from group 3 crimes - Crimes of Dishonesty, Vehicle Crime, Housebreaking (**Table 8 below**).

<sup>2</sup> I.e. reported on more than 1 or several occasions - more serious offences are reported to SCRA, whereas lower level, lower tariff offending is more likely to be dealt with by other service in the first instance



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<b>TABLE 7</b>					
<b>Change in Numbers &amp; % of Children Referred &amp; Number of Offences</b>					
	Change 2013/14 -	Change 2014/15 -	Change 2015/16 -	Change 2016/17 -	Change 2017/18 -
	2014/15	2015/16	2016/17	2017/18	2018/19
<b>Children Referred</b>	<b>119</b>	-167	<b>45</b>	-15	<b>10</b>
<b>Referrals (number of offences)</b>	<b>259</b>	-429	<b>246</b>	<b>374</b>	<b>85</b>
	<b>% change</b>	<b>% change</b>	<b>%change</b>	<b>%change</b>	<b>%change</b>
<b>Children Referred</b>	<b>26.8</b>	-29.7	<b>11.4</b>	-3.4	<b>2.3</b>
<b>Referrals (number of offences)</b>	<b>22.3</b>	-30.1	<b>24.7</b>	<b>30.2</b>	<b>5.3</b>

<b>TABLE 8</b>									
<b>Group 3 - Crimes of Dishonesty, Vehicle Crime, Housebreaking</b>									
<b>Age category</b>	<b>2012 / 13</b>	<b>2013 / 14</b>	<b>2014 / 15</b>	<b>2015 / 16</b>	<b>2016 / 17</b>	<b>2017 / 18</b>	<b>2018/ 19</b>	<b>%Change 2017/18 - 2018/19</b>	<b>% Change Since 2015/16</b>
8 - 15 years	668	896	662	558	567	870	969	<b>11.4%</b>	<b>73.7% (3year trend)</b>

- 6.3 On a more positive note, this is not replicated between 2017-18 & 2018-19 within the crimes of violence category, with this category recording a reduction of 20.5% for 8-15 year olds following a period of increases in the previous 2 reporting periods.
- 6.4 It should be noted that SCRA statistics do not break down these figures by age, therefore, the tables include both 8-15 (Children) & 16-17 (young people) year olds. However, over the same period there has been consistent year on year decreases in recorded crime amongst 16&17 year olds - a 47.9% decrease since 2013/14 - suggesting again that 8-15 year olds are the concerning age group.
- 6.5 This analysis will be reported to the recently re-instated Youth Justice Strategy Group (YJSG) which benefits from multi service/agency representation including Education and Children & Families. Work has already been taken forward through One Glasgow to make better links with Education Service's multi-agency Joint Support Teams and Children & Families Social Work to share appropriate information. In addition, the Youth Justice Forums have been reviewed and replaced, with a revised process implemented to ensure that young people are not missed and are discussed at the appropriate forums without duplication.

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6.6 The implementation of the General Data Protection Regulations (GDPR) has resulted in some delays and issues to be worked through. To assist the YJSG with this, a multi-agency, short-life Data Needs Sub Group has been established. The group are working towards a suite of quarterly management information that will assist the YJSG in timely consideration and decision making.

## 7 What is the Data Telling Us? - One Glasgow Co-ordinating the Whole Systems Approach – Focus on <25s

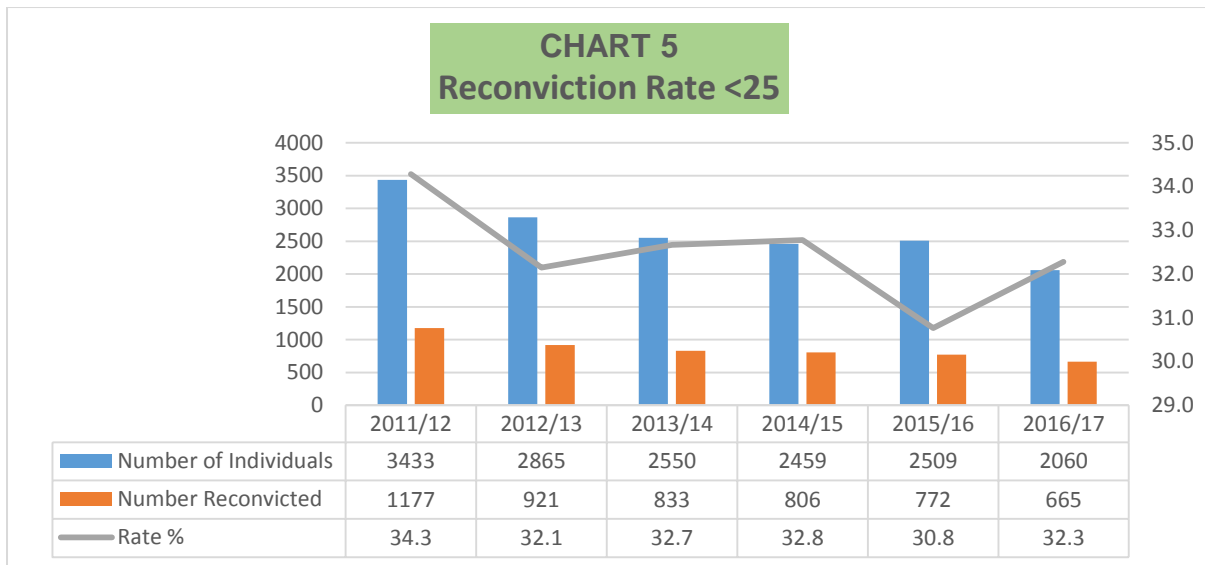
7.1 The Whole System Approach focusses on three main strands:

- i. Early and Effective Intervention –aims to reduce referrals to the Children’s Reporter – keeping young people out of the formal justice system as far as possible.
- ii. Youth Diversion from Prosecution Service –aims to keep young people away from criminal justice processes – addressing need to improve outcomes and increase desistance.
- iii. Re-integration and Transition –supports young people in secure care or custody in planning for their re-integration into the community – addressing need to improve outcomes and increase desistance.

7.2 **Reconviction Rates** – Following a period of relatively stagnant reconviction rates for under 25’s, 2016/17 recorded a 2% increase (**see chart 5 below**). This however needs to be considered in the context of year on year reductions in both the number of young people, firstly being convicted (-18% between 2015/16&2016/17) and of the number of those being re-convicted (-14% between 2015/16 & 2016/17). This suggests that a small number 2% are those who are more entrenched in offending behavior.

Referring back to earlier discussion at section 6 in relation to 8-15 year olds, it should be noted that 2016/17 saw a 5.8% rise in the reconviction rate for young males under 18, consistent with discussion around our efforts to understand the patterns and make better links with Children & Families and Education Services to share information and tackle these issues.

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7.3 **Recorded Crime** – Overall reduction of 40.9% for under 25s in the City since 2012/13 with a 6% reduction over 2017/18 – 18/19 contributing to this (see table 9 below).

**TABLE 9**  
**Recorded Crime <25**

**Table 4** All detected Crimes and Offences Group 1-7 Inclusive

Age category	2012 / 13	2013 / 14	2014 / 15	2015 / 16	2016 / 17	2017/18	2018/19	%Change 2017/18 - 2018/19	% Change Since 2012/13
8 - 15 years	3802	3558	3193	2742	3130	3720	3903	4.9	2.7
16 - 18 Years	3518	3488	3075	2925	2630	2300	1817	-21.0	-48.4
18 - 21 Years	6481	5908	5331	4768	4426	3552	3355	-5.5	-48.2
21 - 25 Years	9485	9033	7980	6875	6048	5069	4681	-7.7	-50.6
<b>Grand Total</b>	<b>23286</b>	<b>21987</b>	<b>19579</b>	<b>17310</b>	<b>16234</b>	<b>14641</b>	<b>13756</b>	<b>-885</b>	<b>-9530</b>
								-6.0	-40.9

8 This report has sought to provide members with an overview of achievements and areas for improvement through the lens of high level performance highlights and analysis.

8.1 The Annual Report (newspaper) itself provides a range of articles and case studies that demonstrate the depth and breadth of partnership work (both from direct partners set out in legislation and the wider range of 3<sup>rd</sup> Sector partners) that has contributed to these achievements. The articles and case studies also demonstrate the value of this work in terms of improved outcomes for individuals.

9 Policy and Resource Implications

<b>Resource Implications:</b>	
<i>Financial:</i>	Failure to reduce re-offending will have a significant financial impact on the City. Estimated spending currently £587m per annum.
<i>Legal:</i>	None
<i>Personnel:</i>	None
<i>Procurement:</i>	None
<b>Council Strategic Plan:</b>	Specify which theme(s) and outcome(s) the proposal supports <ul style="list-style-type: none"> <li>• A Healthier City – Strategic Priority 52</li> <li>• Resilient and Empowered Neighbourhoods – Strategic Priority 74</li> </ul>
<b>Equality and Socio-Economic Impacts:</b>	
<i>Does the proposal support the Council's Equality Outcomes 2017-22</i>	No, people with convictions do not fall within the protected characteristics groupings.  There is a deficit in equalities data within wider justice data largely due ethics issues in relation to the small numbers in samples that would potentially render individuals identifiable.
<i>What are the potential equality impacts as a result of this report?</i>	None
<i>Please highlight if the policy/proposal will help address socio economic disadvantage.</i>	Yes. The majority of people with convictions are known to come from the most deprived areas of Glasgow. The Community Justice Glasgow Partnership works to reduce barriers to accessing services across areas such as Health & Wellbeing, Housing, Education, Learning Skills & Employment
<b>Sustainability Impacts:</b>	
<i>Environmental:</i>	None

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<i>Social, including Article 20 opportunities:</i>	
<i>Economic:</i>	Failure to reduce re-offending will have a significant financial impact on the City. Estimated spending currently £587m per annum.
<b>Privacy and Data Protection impacts:</b>	All data and information sharing is within the scope of the General Data Protection Regulation and where appropriate specific Information Sharing Protocols.

**10 Recommendations**

Members are asked to:

- i. Note the Annual Report – **Appendix 1**
- ii. Note the direction of travel in regard to performance progress.
- iii. Note the next steps / ongoing work to support delivery of areas for improvement where identified.
- iv. Click [one minute survey](https://www.glasgowcpp.org.uk/cjgoneminutesurvey) to tell us your thoughts about your understanding of Community Justice or find the survey at <https://www.glasgowcpp.org.uk/cjgoneminutesurvey>

**11 Background Papers**

- i. **Appendix 1 - [Digital Online Version](#)** – Community Justice Annual Report 2018/19
- ii. **Appendix 2** – Community Justice Annual Report 2018/19 Print Copy **(tabled)**