



Joint working arrangements between community justice and community safety

Project report

August 2022

Contents

1. Executive Summary	3
2. List of abbreviations used throughout main and supplementary reports	5
3. Introduction	6
4. Current project	8
5. Methodology	8
6. Results – Phase two questionnaire	9
6.1 Participation	9
6.2 Joint working status	9
6.3 Elements of joint working arrangements	10
6.4 Drivers for joining elements	11
6.5 Timing of implementation	11
6.6 Future expansion	11
6.7 Perceptions of success	12
7. Phase two - case studies	13
8. Key findings from questionnaires and case studies	14
8.1 Challenges and benefits of joint working arrangements	17
8.2 Conclusions	19
9. Appendices	21
9.1 Appendix 1 - Community Justice and Community Safety definitions	21
9.2 Appendix 2 - Summary of phase one information request and questionnaire findings	22
9.3 Appendix 3 - Joint working elements in 14 participating areas	24
9.4 Appendix 4 - List of CJP statutory partners	25

1. Executive Summary

Recent years have seen significant reform, legislation and policy changes that have impacted local community justice (CJ) and community safety (CS) practices in Scotland, in response to which, several local authority areas ('areas') have commenced the implementation of joint CJ and CS working arrangements. These arrangements can range from a fully joint CJ and CS partnership to the occasional joint project.

Aims and process of the research

In a bid to learn more about these new ways of working, Community Justice Scotland (CJS) and the Scottish Community Safety Network (SCSN) have undertaken joint research to:

- find out more about what the drivers have been for joint working arrangements between CJ and CS;
- find out where and how these joint working arrangements are operating; and
- produce case studies that feature some of the various ways in which joint working arrangements are being used by different areas across Scotland.

The impetus for this work was also the shared outcomes between the fields of CJ and CS and their common values, including a commitment to prevention, a focus on supporting people, and a belief in collaboration.

The research was conducted over two phases. Phase one commenced in 2018 at which time there were a limited number of joint working practices established in Scotland. It was therefore agreed that a second phase would commence in 2021 after a period of time had elapsed to allow more areas to establish joint working arrangements.

Phase two aimed to ascertain the national picture of joint CJ and CS working via a questionnaire that informed the researchers which areas should be explored further via interview. Three areas that had engaged in phase one of this research agreed to participate again in order to share updates, and a further three areas participated in interviews. The latter areas were chosen based on the fact that they offered a sample of various joint working practices: fully joint partnerships; tri-partnership reporting and a joint team with a single CJP and no CSP. Case studies were produced based on all six interviews.

Key findings

Current Picture

Although not all areas participated in this research, the majority of those that did had some form of joint working approach or arrangement with CJ and CS. The most commonly seen elements of joint working arrangements related to CJ and CS joint planning and joint partnership meetings.

Most areas with joint arrangements were satisfied with the success of these (the majority having had these in place for over a year), with many hoping to expand these further in the future.

Drivers

Drivers behind joint working arrangements were mostly related to saving time and increasing productivity. Specifically, this involved reducing duplication in reporting and meetings, and recognising commonality and shared activity/outcomes in order to increase efficiency. A further key driver for many areas centred around improving relationships and understanding between CJ and CS.

Structures and Membership

The structure of joint working arrangements were understandably unique and bespoke to each area, with many discrete approaches being taken. Whether joint or separate, CJ and CS partnerships had a wide and varied membership, including statutory partners and other relevant parties as well as third sector organisations.

Planning

The majority of areas had an evidence-based approach to planning, although analytical capacity was raised as an issue in a number of areas.

Challenges and benefits of joint working arrangements

The main challenges to joint arrangements centred on joint partnership meetings - issues included difficulties with large meetings, partner engagement and finding the 'right balance' between CJ and CS.

The benefits appear to outweigh the drawbacks in relation to joint arrangements for CJ and CS. Most notably, obtaining a deeper understanding of current issues and the richness that comes from being interconnected especially within CJ and CS partner's remits, roles, aims and planning; experiencing a greater number of opportunities and advantages overall; and experiencing improvements in relationships, influence and culture.

Findings from this research highlights added value from joint working, however, no clear type of joint working arrangement was found to be more beneficial than others: this was dependent upon the size, structure and individuals within each area and partnership. Formal joint partnerships must be well managed in order to continue to create opportunities for joint working and to maintain partner engagement. For some areas, more informal joint working arrangements such as shared roles and close working teams were the key to their success. In these instances, formal joining of partnerships would not necessarily be needed or recommended.

Both the SCSN and CJS would encourage areas to consider the findings of this research when reflecting on their own CJ and CS structures, practices and future plans.

2. List of abbreviations used throughout main and supplementary reports

List of abbreviations used throughout

ASB	– Anti-Social Behaviour
CAB	– Citizens Advice Bureau
CEDAR	– Children Experiencing Domestic Abuse Recovery
CIP	– Community Improvement Partnership
CJ	– Community Justice
CJOIP	– Community Justice Outcome and Improvement Plan
CJP	– Community Justice Partnership
CJS	– Community Justice Scotland
CJVSF	– Criminal Justice Voluntary Sector Forum
COPFS	– Crown Office and Procurator Fiscal Service
COSLA	– Convention of Scottish Local Authorities
CPP	– Community Planning Partnership
CS	– Community Safety
CSP	– Community Safety Partnership
ECSJP	– Edinburgh Community Safety and Justice Partnership
EDAMH	– East Dunbartonshire Association for Mental Health
EI	– Early Effective Intervention
EVOC	– Edinburgh Voluntary Organisations Council
FCSP	– Fife Community Safety Partnership
IAPK	– Independent Advocacy Perth and Kinross
L&D	– Learning and Development
LIP	– Locality Improvement Plan
LOIP	– Local Outcome Improvement Plan
MAPPA	– Multi-Agency Public Protection Arrangements
PKAVS	– Perth & Kinross Association of Voluntary Service
SACRO	– Safeguarding Communities, Reducing Offending
SCSN	– Scottish Community Safety Network
SCT	– Safer Communities Team
SCTS	– Scottish Courts and Tribunals Service
SCVO	– Scottish Council for Voluntary Organisations
SFRS	– Scottish Fire and Rescue Service
ToR	– Terms of Reference
TSI	– Third Sector Interface
UPW	– Unpaid Work
VAWG	– Violence Against Women and Girls
ViSOR	– Violent and Sex Offender Register
VSS	– Victim Support Scotland
WRASAC	– Women’s Rape and Sexual Abuse Centre

3. Introduction

Over recent years there has been significant reform, legislation and policy changes that have impacted local community justice (CJ) and community safety (CS) (see [Appendix 1](#) for definitions) practices in Scotland, with several local authority areas ('areas') starting to implement joint CJ and CS working arrangements.

The Community Justice (Scotland) Act 2016, together with Police and Fire Reform (Scotland) Act 2012, had a particular impact on local CS governance arrangements that led several areas across Scotland to implement joint CJ and CS working arrangements.

Joint working arrangements can range, for example, from a fully joint CJ and CS partnership to joint reporting practices, service delivery, or the occasional joint project.

In February 2018, a joint report¹ (by Scottish Government, Convention of Scottish Local Authorities (CoSLA) and the Scottish Community Safety Network (SCSN)) was published. Its purpose was to: identify key areas of activity; capture learning; identify shared interest; and explore how connections could be improved between local and national initiatives and activity. The report identified that the Community Justice (Scotland) Act 2016 had a significant impact on local CS governance arrangements within a number of areas and required further consideration.

The report also identified an opportunity for the relationship to continue to be strengthened between the Scottish Government, local CJ and CS partnerships and Community Justice Scotland (CJS) through the identification and sharing of learning practice models. Moreover, in May 2019, a follow up report by the same partners² was published which stressed that "the shared outcomes between CJ and CS make collaborative working essential"³ and made a number of recommendations to encourage this.

Partially in response to these reports, and partially from an interest as national partners, CJS and the SCSN have undertaken a joint piece of work to:

- establish what the drivers have been for joint working arrangements between CJ and CS;
- establish where and how joint working arrangements operate;
- produce case studies that feature various ways in which joint working arrangements are being used across Scotland.

This research does not have a scrutiny or improvement focus. As national partners, CJS and the SCSN sought to understand some of the ways in which joint working arrangements have been implemented in Scotland with a view to sharing case studies for areas who may be considering the implementation of similar arrangements.

¹ [Community Safety – The Emerging Landscape and Future Opportunities](#)

² [Developing a Community Safety Narrative for Scotland – Scottish Community Safety Network \(\[safercommunities.scotland.org\]\(http://safercommunities.scotland.org\)\)](#)

³ Ibid. p13

This report is supported by two supplementary papers: Methodology details and related documents are contained in supplementary paper 1 and case studies developed from conversations with representatives from six local authority areas in phase two of the research are contained within supplementary paper 2.

4. Current project

Phase one

Work commenced in 2018, at which time CJS and the SCSN began research into the status of joint working arrangements between CJ and CS teams and partnerships across Scotland. The impetus for this work was the shared outcomes between the fields of CJ and CS and their common values, including a commitment to prevention, a focus on supporting people, and a belief in collaboration.

Results were not published at this time due to the limited number of joint practices found to be established in Scotland at that point⁴. It was agreed that a second phase would be conducted after a period of time had elapsed to allow more areas to establish joint working arrangements.

Phase two

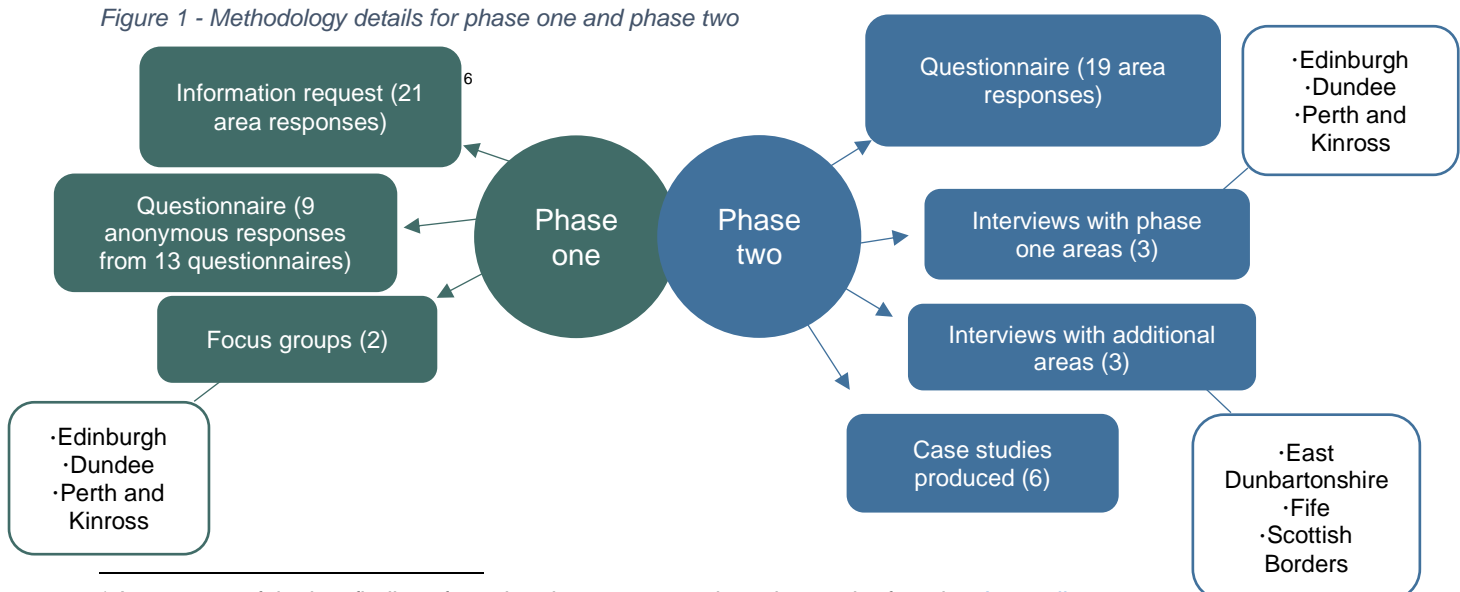
In 2021, the second phase of this project commenced. Phase two of this project aimed to follow-up on phase one's work and to establish the following:

- Which local CJ and CS teams or partnerships currently work jointly?
- Which elements of work are being conducted jointly?
- What were the drivers for areas to commence joint working?
- Do areas plan to commence, or expand on their joint working practices?
- Have respondents found the change to joint working to be successful thus far?

5. Methodology⁵

This research has been conducted over two phases. The figure below shows which elements were involved in each.

Figure 1 - Methodology details for phase one and phase two



⁴ A summary of the key findings from the phase one questionnaire can be found at [Appendix 2](#)

⁵ See supplementary paper 1 for full methodology details and related documents

⁶ Total of 30 areas as North, East and South Ayrshire were included as one response

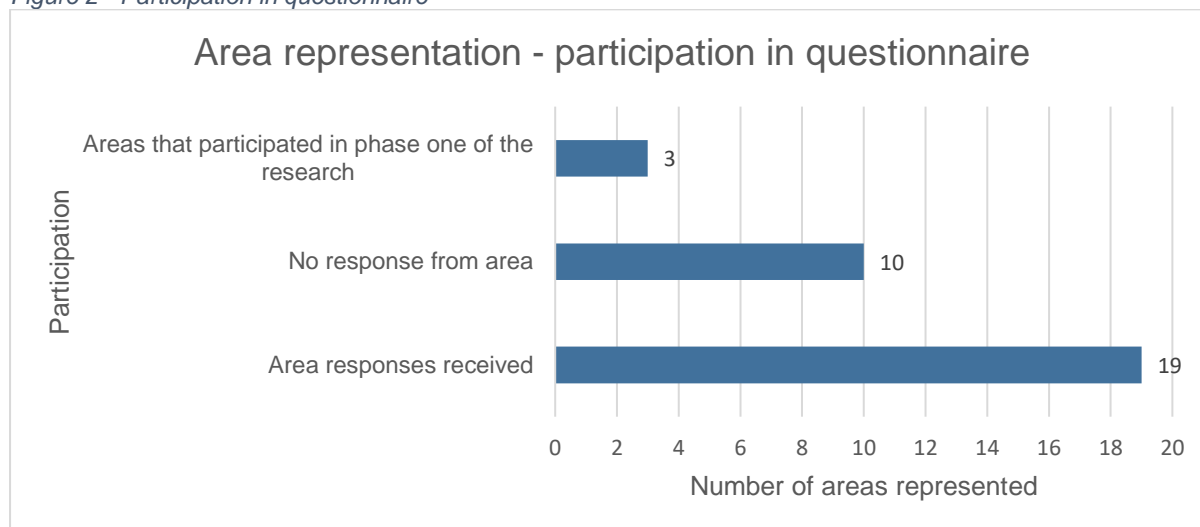
6. Results – Phase two questionnaire

This section provides questionnaire results from phase two only, phase one questionnaire results are summarised at [Appendix 2](#) and due to differences in content, they could not be used for comparison purposes.

6.1 Participation

The questionnaire closed on 24 June 2021. In total, 21 responses were received from individuals within 19 areas. Questionnaire participation is illustrated in Figure 2:

Figure 2 - Participation in questionnaire



All 32 areas were given the opportunity to participate in the current research. Questionnaires were distributed to 29 areas as the remaining three had participated in phase one of the research. These remaining areas were approached directly for participation in interviews in order to provide updates. Where relevant, information obtained in interviews has been included in the reporting below in order to present as full a picture as possible.

Of the 21 individuals who responded to the questionnaire, a majority (16) used titles which specified their role as either CJ co-ordinator or CS lead (or both). The remaining five used titles that were not specifically related to these, such as Housing interventions co-ordinator and Anti-social behaviour (ASB) co-ordinator.

6.2 Joint working status

Of the 19 area questionnaire responses received *plus* the three interviews with those who had previously participated, almost two thirds (64%; 14) reported to currently work in a joint capacity between CJ and CS in some form.

Table 1 - Joint working status

Joint working status of represented areas	
Joint working	No Joint working
14	8

Of the eight areas where no *formal* joint working arrangements were in place, two areas commented that their CJ and CS officers informally attend both partnership (and other relevant) meetings and some specific projects have been completed in a joint manner.

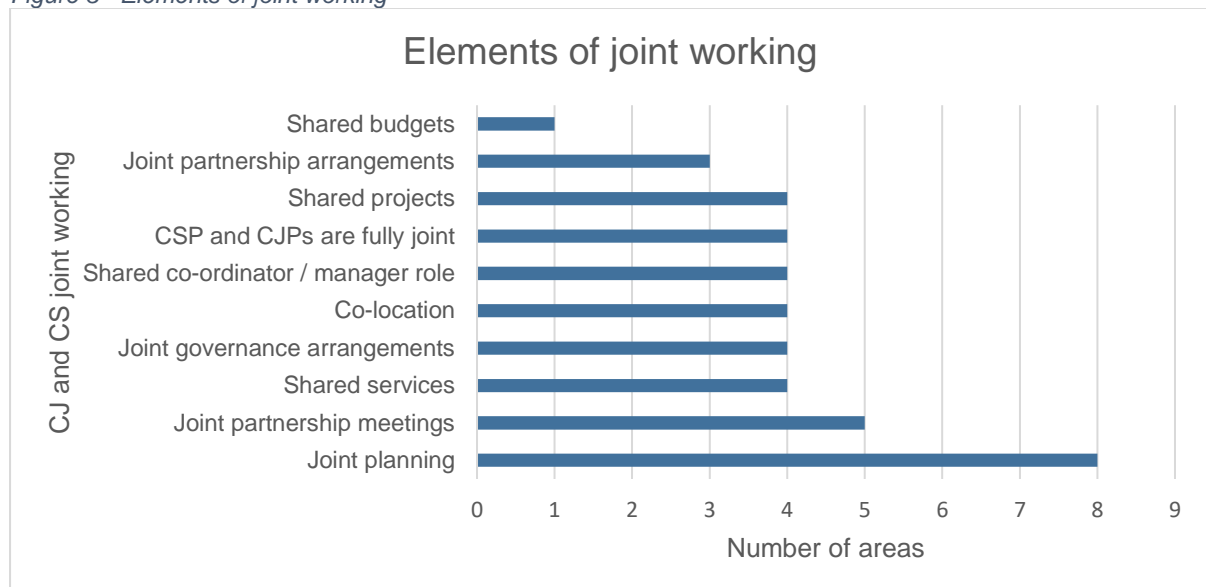
Two areas were operating with a single CJP and no CSP in place.

Phase one of this research (2018) found that six areas reported joint working and 15 (71% of responses received) reported having none. Whilst direct comparisons cannot be made, this suggests a shift towards embedding joint working arrangements across Scotland.

6.3 Elements of joint working arrangements

As shown in Figure 3 below, the elements of joint working arrangements vary across the 14 'joint working' areas. Further detail of these areas can be found at [Appendix 3](#).

Figure 3 - Elements of joint working



Other elements of joint working highlighted through free text answers within the questionnaire responses included: strategic, tactical and operational planning; ASB working groups; joint CJ and CS questionnaires; and Early and Effective Intervention (EEI).

The joining of more than two partnerships was reported in one area. This area had a tri-partnership reporting arrangement which included CJ and CS plus their Violence Against Women and Girls (VAWG) Partnership (see supplementary paper 2, case study 4).

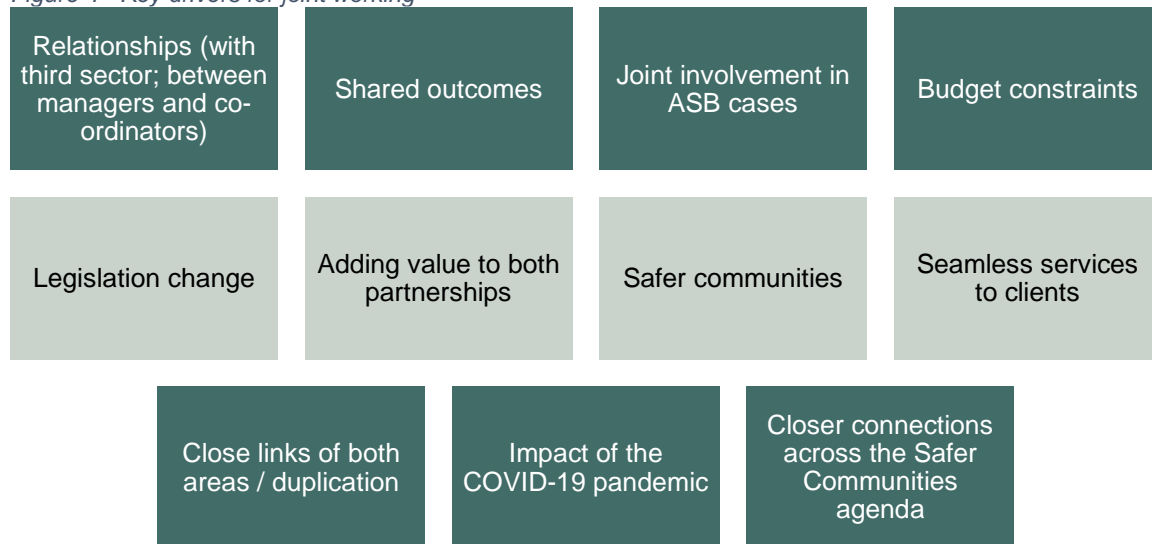
One respondent commented on their local arrangements, noting that both CJ and CS functions were held within one team which sits within the public protection service structure (see supplementary paper 2, case study 6).

Specific teams/areas of work were expected to benefit from the implementation of joint working arrangements in a small number of areas where these do not exist presently, these include: unpaid work (UPW); domestic violence; vulnerable adults; and mental health.

6.4 Drivers for joining elements

A number of drivers behind the implementation of joint working arrangements were noted by respondents with common themes emerging – these were:

Figure 4 - Key drivers for joint working



In particular, duplication of work for all partners, mutual benefit, and the importance of good relationships between teams and partners were central reasons behind joint working. The impact of the COVID-19 pandemic and changes in legislation were also key drivers.

6.5 Timing of implementation

The majority (64%, 9) of the 14 areas who work jointly reported that this has been the case for more than a year, and 3 areas (21%) implemented this within the past 6 – 12 months.

Table 2 - Timing of implementation

Length of time joint working has been in place		
Over 12 months	Between 6 - 12 months	Unsure
9	3	2

6.6 Future expansion

Currently working jointly

Of the 22 areas that are represented in this research, 14 operated with an element of joint working arrangements. Of these, nine reported that their partnerships/teams hoped to expand this in the future. Three areas had fully joint CJ and CS partnerships, therefore, they felt that they could not expand further (noted as n/a in

Table 3 below). One area worked jointly, but was satisfied with current practices and did not wish to expand. Another area was uncertain as to their partnership’s future intentions.

Not working jointly at present

Eight areas did not currently operate with an element of joint working arrangements. Of these, three respondents believed that joint working was likely to be considered by their partnerships in due course and one felt that this was an unlikely outcome. A further four were unsure about the intentions of their partnerships in commencing this practice in the future. For these five areas, there was no known reason reported as to why joint working had not been adopted. (See Table 3 below.)

Table 3 - Current joint working status and future intentions of the 22 participating areas

		Current joint working status	
		✓ Work jointly	* No joint working
Future Intentions	✓Wish to commence/ expand	9	3
	*No wish to commence/ expand	1	1
	Unsure	1	4
	N/A	3	-

6.7 Perceptions of success

Of the 12 questionnaire and three interview responses⁷ relating to the question of success, two-thirds (10) believed that their joint working arrangements had been a success so far, whilst one respondent felt that this had not been a success in their area, however no specific reasons were provided.

These results include one area where two differing responses were received for this question. This difference could not be probed further, however, this highlights the subjective and personal nature of responses, and the difficulties that result when seeking opinions on success.

Table 4 - Joint working success

Success of joint working		
Yes	No	Too early to tell
10	1	4

Particularly successful projects were noted to include:

- a firefighting course designed specifically for justice experienced individuals which was facilitated by good partnership working;
- Early and Effective Interventions (EEI) and youth provision.

Areas where further joint development is hoped include:

- pre-EEI groups of young people on the fringe of offending;

⁷ The questionnaire responses include two respondents from the same area

- young adults who have complex needs and are at risk of offending or reoffending; and
- co-location of public protection teams.

7. Phase two - case studies

As mentioned above, information from the questionnaire highlighted three areas that had unique aspects to their joint working arrangements that warranted further investigation. These areas were approached in addition to the original phase one areas that participated again to provide updates about their practices. The table below provides information on the case study areas. All case studies are contained in supplementary paper 2. Case studies had fair representation from both rural and urban areas.

Table 5 - Case study area details

Case study Number	Nature of joint working arrangements	Area
Case study 1	Fully joint CJ and CS partnerships (well established)	Edinburgh
Case study 2	Fully joint CJ and CS partnerships (recently established)	Perth and Kinross
Case study 3	Separate CJ and CS partnerships with a joint CJ and CS executive board	Dundee
Case study 4	Tri-partnership reporting arrangements	East Dunbartonshire
Case study 5	Fully joint CJ and CS partnerships (well established but reshaped)	Fife
Case study 6	Joint team with CJ and CS responsibilities	Scottish Borders

It is hoped that the case studies can be used to illustrate different ways of joint working arrangements that other local areas can use to learn from and inform their future plans.

The case studies are based on interviews with individuals who gave their approval to use the content for learning purposes. The information and opinions used in the case studies do not necessarily reflect that of entire partnerships/areas as these have been produced with a small number of individuals. These also do not necessarily reflect the opinions or ideas held by CJS or the SCSN.

For comparison, each case study follows a similar format, using key themes that arose throughout (see box below), however this was not always possible in every case study as each area offered different degrees of detail and had their own bespoke structures and practices.

Key themes throughout case studies

1. Drivers
2. Vision / priorities
3. CJ and CS governance structure
4. Reporting
5. Main benefits
6. Key theme – Community engagement
7. Key theme – Shared services
8. Key theme – Data and resources
9. Key theme – CJ and CS impact across the ‘justice journey’

8. Key findings from questionnaires and case studies

Joint working arrangements

Although not all areas participated in this research, the majority of those that did had some form of joint working approach or arrangement with CJ and CS (64%, 14 of 22). Even of those who reported no *formal* arrangement, some evidenced *informally* attending both partnership (and other relevant) meetings (usually due to being part of a small local authority area) and working jointly on specific projects and issues that had been completed in a joint manner.

Joint planning was the most common form of joint arrangement, followed by joint partnership meetings. Quite common amongst areas were shared services, co-location, joint governance, shared projects and a shared co-ordinator/manager role.

The majority of areas (questionnaire and case study) had introduced their new joint working arrangements over 12 months prior to this research taking place, with the remainder having introduced this between 6-12 months prior.

A number of key messages and areas of commonality can be drawn from the analysis of the questionnaire results and the case studies. These are:

Drivers for change

All areas experienced many drivers for change. The most notable similar drivers for all were:

- To save time and increase productivity
- To combat overlap; duplication and therefore increase efficiency
- In recognition of commonality and shared activity/outcomes
- To improve relationships and understanding between CJ and CS
- To streamline reporting
- To reinvigorate participation in partnerships

In addition, budget constraints, legislation change and the provision of a seamless service to clients were also mentioned as impetus for implementing joint working arrangements.

A point of interest (and benefit) is that in joining arrangements, one area wished to provide CJ with a more direct link to elected members to provide better governance and scrutiny all round and raise the profile of CJ.

Structure of joint working arrangements

Structure proved to be understandably unique and bespoke to each area. In each case study, there were examples of discrete approaches, such as:

- Edinburgh has a locality-based structure which partners feel allows for more agility and strengthens closer engagement with neighbourhoods.
- Fife has initiated a CJ sub-group due to the limited time in partnership meetings for CJ to get the attention it legislatively requires. The CJ sub-group

aims to aid focus, partnership working, and encourage attendance and accountability.

- East Dunbartonshire has an informal tri-partnership reporting arrangement which they feel facilitates strong cross-representation.
- Scottish Borders report having a well-integrated joint CJ and CS team who are co-located for closer working.
- Dundee has a joint CJ and CS Board which sits above both CJ and CS partnerships and they feel this provides strategic direction while fostering a more co-ordinated approach to CJ and CS.
- Perth and Kinross has a Community Justice and Safety development group which sits below the partnership and does not focus on scrutiny. They feel that this improves the ease in which the group can drive forward activity and progress and attract attendance.

Governance of joint working arrangements

The majority of areas reported having a Terms of Reference (ToR) for their partnerships whether they were separate or joint. The ToR explains the work of the partnership and what is expected, and encourages partner commitment. Most also provide some form of induction to new partner members. One area felt the induction was particularly important in order to ensure CJ and CS partners fully understand the relationship with the other respective area.

Members and Roles in Partnerships

Whether joint or separate, CJ and CS partnerships have a wide and varied membership, including statutory partners and other relevant parties.

Areas vary in relation to the role of CJ co-ordinator and CS lead. Close working and a strong relationship between these roles is a feature in each of the areas.

The theme of close working in smaller areas ran throughout. Scottish Borders, Perth and Kinross and East Dunbartonshire talked of the ease of close working relationships and cross-representation in their areas and its benefits.

Whether in large or small areas, cross-representation from, and with, other policy areas was considered a good thing. For example, in Fife, since merging partnerships, they reported improved representation and interest from housing. Also, for the purposes of cross-representation, the partnership is now chaired by a representative from the health sector which has helped to make more connections within the policy area of health.

While local Third Sector Interface organisations (TSIs) are often partners, some areas have gone further to include national organisations such as SACRO, the Criminal Justice Voluntary Sector Forum (CJVVSF) and Victim Support Scotland (VSS) on their partnerships. Some have smaller, local criminal justice organisations as partners which was noted to be particularly useful for connecting with communities.

Lastly, Edinburgh has the unique role of 'thematic leads' which they find helpful for focusing on specific problem areas that require to be explored. These roles are

shared amongst partners so responsibility is split fairly. The role can be short-lived, until the problem is solved.

Vision

Areas with joint working arrangements in CJ and CS often share the same vision from top level strategic plans like the LOIP and CJOIP. With closer joint working, plans can be further developed to complement and support each other.

Reporting and scrutiny

Each area has its own reporting structure. Many noted their efforts to streamline, increase focus and reduce duplication through structural changes and tools such as reporting templates. Perth and Kinross sought to make reporting more flexible and agile in creating their joint partnership. They also felt that a joint partnership would aid scrutiny. Dundee and East Dunbartonshire have joint reporting between CJ and CS, which helps strengthen links between the two and helps to align focus on shared outcomes. Those areas that referenced risk registers explained that these were held per service or per authority, and not held by partnerships themselves.

Evidence and Data

The majority discussed that their partnerships, whether joint or separate, have an evidence-informed approach to planning using evidence from partners. There was recognition from some that there is more that could be done to improve data/evidence-based planning, however, this speaks to the resourcing challenges with fewer dedicated partnership analysts now than in previous years. Nevertheless, most areas do have some access to centralised local authority analysts. In Edinburgh, much of the outcome evidence presented through the joint partnership comes from the third sector.

There is a varied approach to analysing CJ and CS data through a joint lens. There are hopes in some areas that collaboration and data sharing might improve by joining partnerships, or through the development of a national dashboard tool.

One joint partnership acknowledged that limited importance is placed on establishing an evidence base for wider CJ and CS issues and that they prefer to focus on smaller areas of higher impact.

For some, information sharing is an ongoing concern, with problems including accessing Police, Procurator Fiscal and Scottish Prison Service data, preventing a full picture from being produced for analysis.

Shared resources and joint projects

There are some examples from the case studies around shared CJ and CS resources:

- joint CJ and CS co-ordinators
- use of each other's buildings
- joint applications for funding and pieces of work, e.g. a psychologist employed to support the trauma informed work; the Navigator Programme; and the Up2U intervention programme for perpetrators of domestic abuse.

Community engagement

Community engagement is generally regarded as a strength, focused on specific themes and takes place in most areas in some form, such as: community events, campaigns, peer research, questionnaires, consultations, social media, local action partnerships, participatory budgeting and service user's groups. During the pandemic, community engagement was more difficult, however, in Fife, for example, locally driven 'People and Place' meetings commenced during the pandemic and have continued with both CJ and CS team members attending these meetings regularly.

Community engagement can be difficult to establish, however, one partnership found that being more aligned with housing in their partnership has been useful in securing more engagement and participation with communities.

Some participants noted that community led initiatives in CJ are more difficult due to the nature of the work and that there is still much to be done in shifting public opinion with regard to CJ. Edinburgh found that having joint partnership arrangements helps with community participation, as people and communities are more engaged with CS issues which creates space to talk to communities about 'smart' justice.

Justice journey

All areas were asked to place CJ and CS on the justice journey line below. The majority identified their joint working arrangements as covering the entire journey.



Some points of interest made by the participants are mentioned below:

- In the last 18 months, throughout the pandemic, it has become clearer just how interlinked CJ and CS are.
- Each stage is of equal importance and was part of the rationale for merging partnerships in one area.
- There is more resource from CS at the beginning and end of the line, but both CJ and CS are involved at all stages.
- Tackling offending has always been part of the CS strategy in addition to work on early intervention and prevention.

Perceptions of success

From the questionnaire results and case studies combined, most areas with joint working arrangements felt that this had been a success and have hopes to expand. In some areas the arrangements had not been in place for long enough to assess success. A few of those without joint working arrangements felt joint working arrangements would be considered in the future, while others remained unsure about the intentions of their partnership.

8.1 Challenges and benefits of joint working arrangements

From analysing the questionnaire results and the case studies, there are clear challenges and benefits to joint working arrangements between CJ and CS.

Table 6 - Challenges and benefits of joint working

Challenges	Benefits
<p>The challenges noted were mostly centred on <i>joining partnerships</i>, in that:</p> <ul style="list-style-type: none"> • There can be a large amount to discuss in a joint partnership, and meetings can become unwieldy if not keenly focused. • Larger meetings can mean less engagement from some partners. • It can be difficult to get the balance between national and local priorities. • Investment of time and resource is required to commence joint working. A further period is then required to establish whether this has been successful. • Lack of analytical capacity and differing budgets for CJ and CS can present difficulties for planning whether working jointly or separately. 	<p>The benefits, however, appear to far outweigh the drawbacks and are not exclusively focused on joining partnerships but are more general with regards to joint working arrangements:</p> <ul style="list-style-type: none"> • Deeper understanding of: <ul style="list-style-type: none"> ○ CJ and CS partner's remit, roles, aims and planning. ○ Current issues and the richness that comes from being interconnected. • More opportunities and advantages overall: <ul style="list-style-type: none"> ○ Enablement of more knowledge exchange. ○ More access to each other's expertise and resources. ○ Better progress towards shared outcomes. ○ Increased co-ordination, flexibility, agility and capacity with partners. ○ More opportunities for joint projects, information sharing and day-to-day contact. ○ Savings in time, especially through discussion of interlinked issues and reduced administration. ○ Improved partnership leadership. • Improvements in relationships, influence and culture: <ul style="list-style-type: none"> ○ More equal partnerships and culture whereby both areas are given equal consideration. ○ Strengthened links and relationships as well as better connections (for example within CPP, adult and child protection and housing).

	<ul style="list-style-type: none"> ○ Wider influence outside of council, for example – private sector and youth agencies. ○ Helps move away from ‘siloed’ working and thinking.
--	---

8.2 Conclusions

Improving partnership working

The success of joint working is best demonstrated, in many cases, by the drivers for collaboration and barriers that were overcome. A majority of case study participants reported several benefits – namely, time saving, reduced duplication and gains in efficiency. Practically, this helps keep cross-sector partners engaged and accountable, and more broadly, it supports the improvement of partnership working.

Another positive driver, realised by virtue of shared activity and shared ambition, is the improved relationships and understanding between CJ and CS, as a result of joint working practices. Detail from the case studies on this issue is encouraging, particularly in relation to the ‘justice journey’ and how interlinked both CJ and CS have become and have always been. Scottish Borders, the only case study who have CJ and CS co-located in one team, noted that the ‘justice journey’ diagram could have been ‘laid down on the floor of their office’ and would have been an accurate reflection of their joint and interdependent working. This also felt like an endorsement of co-location as a way of joint working. Fife noted that they missed not working in co-location as they believed it encouraged greater collaboration.

In addition to improved relationships and understanding, evidence emerged of a ‘culture change’ beginning to take place in some areas. This ‘culture change’ was described in the case studies as teams and partnerships ‘working as one’, giving both ‘sides’ equal consideration and importance, and helping break down ‘siloed’ working.

Shaping individual partnerships

In relation to improved collaboration and breaking down ‘silos’, encouraging evidence emerged throughout this research, of not only strengthened links between those working within CJ and CS, but also of improved links *out-with* the partnerships or teams. For example, Fife’s recruitment of a chairperson from Public Health to their joint partnership. All areas had a wide range of members at their partnerships, whether joint or separate. They continued to expand members, from both relevant local authority departments such as housing and youth services, but also from the third sector, such as VSS and local TSIs. Some had gone further to include organisations ‘on the front line’, such as Families Outside or Dundee Tenant’s Associations. One area noted that links allowing the greatest contact with communities were ‘priceless’.

Challenges of joint working arrangements

There were challenges in relation to joint arrangements, mostly concerning formal partnerships. Fife, when joining their CJ and CS partnerships, had to stop and redesign the partnership after a few months, due to meetings becoming too large. This was inhibiting partner engagement and limiting time for discussion. To

overcome this, they reshaped their partnership with a sub-group for CJ rather than disbanding their joint partnership altogether. They also met with P&K, their neighbouring area, to help them avoid these issues and to support them in establishing a joint partnership. Indeed, P&K were very hopeful their new arrangement would work, having made extra effort to develop reporting templates; keeping meetings to time; and managing sub-groups that were 'short, effective and focused on driving things forward'.

Joint working arrangements can be as unique as the areas themselves

There is not a clear type of joint working arrangement that is more beneficial than others. However, findings from this research does recognise the added value from joint working. This suggests that joining partnerships creates opportunities to work and spaces to grow in collaboration with common purpose. However, there can be challenges due to size. This requires pro-active management and nurturing to succeed. The smaller authorities that participated in case studies demonstrated informal joint working arrangements which resulted in in cross-representation of the same people, shared roles and close working teams. In these cases, formal joining of partnerships would not necessarily be needed or recommended.

Next steps

As many joint working arrangements are in their infancy, further exploration of their development and new arrangements should be taken in the future. It would also be of interest to return to case study areas in future to see how their joint arrangements have developed.

The current research may be helpful for areas considering implementing, refreshing or evaluating joint working arrangements. Both the SCSN and CJS would encourage areas to consider the findings of this research when reflecting on their own CJ and CS structures, practices and future plans.

Concluding remarks

There is a lot to learn from this research. Individual partnerships and teams can use their local knowledge to determine whether they would benefit from joint working arrangements and if so, decide which elements would be best suited for joint working and how formal arrangements should be. What works for one area may not necessarily work in another.

Nevertheless, in every format, joint working arrangements are intentionally, and sometimes unintentionally, creating better partnership working and relationships, facilitating deeper understanding of the issues, and encouraging progress on shared outcomes. There is increased equality and parity between CJ and CS, breaking down of 'siloed' working, and general learning between partners, in relation to effective joint working.

9. Appendices

9.1 Appendix 1 - Community Justice and Community Safety definitions

Community Justice and Community Safety definitions

Community Justice is defined in the [Community Justice \(Scotland\) Act 2016](#) as:

(a) giving effect to bail conditions, community disposals and post-release control requirements;

(b) managing and supporting persons falling within subsection (3), (6) or (7) with a view to them not offending in future or, if that is not realistic, reducing future offending by them;

(c) arranging relevant general services in ways which facilitate persons falling within subsection (3), (6) or (7) accessing and using them;

(d) preparing persons who have been convicted of offences and sentenced to imprisonment or detention in penal institutions for release;

(e) facilitating the provision of relevant general services which persons mentioned in paragraph (d) are likely to need immediately following their release.

Community Safety is defined as “everything that helps people to be and to feel safe in their homes, within their community and at places of work or leisure. It is fundamentally about improving people’s quality of life and includes a wide range of issues such as home safety, road safety, water safety (together known as injury prevention), as well as priorities around community justice, counter-terrorism, child sexual exploitation, online safety and substance misuse.”⁸

⁸ <http://www.safercommunitiesscotland.org/wp-content/uploads/Developing-a-Community-Safety-Narrative-Final-Draft.pdf> p1

9.2 Appendix 2 - Summary of phase one information request and questionnaire findings

Phase one information request and questionnaire results summary

Information Request sent to 30 areas

Of these:

- 15 areas reported no joint working arrangements
- 6 areas reported some form of joint working arrangements:
 - 2 areas reported joint partnership and joint governance arrangements
 - 1 reported joint partnership only
 - 3 reported joint governance only

Questionnaire sent to 13 individuals in 6 areas

Of these:

- 9 responses were received

Results

Focus and impact

- All partnerships have identified their focus and the majority are clear that they can make a distinctive contribution.
- The development of clear objectives and priorities is mixed with a third of respondents indicating that not all objectives are SMART and priorities are not clear or not consistently adhered to.
- Only one respondent indicated that their partnership has established clear baselines and targets against which to assess progress.

Partnership working

- Nearly half of respondents felt that the vision for their partnership was not fully shared but all felt that some commitment was being shown to ensure the success of the joint partnership arrangements.
- Nearly half of respondents felt that leadership behaviour and practice could be improved and a third felt that there was either little or some indication of the partnership influencing wider partnership working. There was a high level of trust between partners and an indication that partners try to understand each other's role, focus and needs. No partnerships offered new members a structured induction.
- A significant majority of respondents felt that there was limited focus on effective community engagement to identify need and impact to ensure local solutions.

Planning and delivery

- Two thirds of respondents felt that the partnership focus on detailed action planning and monitoring which was reflected in practice, and over half felt that all partners tended to carry out the actions they are responsible for. Half of

respondents felt that the partnership did not spend enough time identifying risk and acting on this.

Strategic coherence

- Two thirds of respondents felt that they could describe most or all of the joint priorities and objectives of their partnership and almost all indicated that they knew quite a lot about the skills and experience other partners bring to the joint partnership.
- The sharing and analysis of data was in its infancy at the time of this questionnaire, with partnerships having found limited ways of sharing information to help them understand need and impact.
- The majority of respondents felt that CJ fits comfortably with CS and that both have more or less equal status. However, only a third of partnerships reported having a joint agenda, combined ToR, single Chair and joint action log.

The responses indicated a number of themes that were used to build a conversation prompt for focus groups:

1. Drivers and the mechanics of partnership arrangements. This includes partner relationships, drivers for joint working arrangements, *how* the partnership is structured and operates.
2. Fit and intersect of these policy areas.
3. Evidence including its use in planning, performance and demonstrating impact; wider influence on other partnerships.
4. Objectives and priorities; agreeing focus for action and responsibility for carrying out these actions.
5. Community engagement and participation.

9.3 Appendix 3 - Joint working elements in 14 participating areas⁹

Note – this question was answered by all 14 areas who engage in joint working.

	LA Area 1	LA Area 2	LA Area 3	LA Area 4	LA Area 5	LA Area 6	LA Area 7	LA Area 8	LA Area 9	LA Area 10	LA Area 11	LA Area 12	LA Area 13	LA Area 14	Total
Joint planning															8
Joint partnership meetings															5
Shared services															4
Joint governance arrangements															4
Co-location															4
Shared co-ordinator / manager role															4
CJ and CS ¹⁰ partnership fully joint															4
Shared projects															4
Joint partnership arrangements															3
Shared budgets															1
<i>Total</i>	7	7	5	3	3	3	3	2	2	2	1	1	1	1	

⁹ Coloured cells represent joint working arrangements being in place

¹⁰ Where 'CJ and CS Partnership fully joint' was selected additional details of this was not given in all cases. Information provided where possible.

9.4 Appendix 4 - List of CJP statutory partners

Community Justice statutory partners¹¹

- Chief Constable of Police Scotland
- Health Boards
- An integration joint board established by virtue of section 9 of the Public Bodies (Joint Working) (Scotland) Act 2014;
- Local authorities
- Scottish Courts and Tribunals Service
- Scottish Fire and Rescue Service
- Skills Development Scotland
- Scottish Ministers (Scottish Prison Service, Crown Office and Procurator Fiscal Service)

¹¹ [Community Justice \(Scotland\) Act 2016 \(legislation.gov.uk\)](https://legislation.gov.uk)



First published 2022

The Scottish Community Safety Network
83 Princes Street,
Edinburgh, EH2 2ER

Tel: 0131 225 7772/8700

www.safercommunitiesscotland.org

Community Justice Scotland
R1 Spur,
Saughton House,
Edinburgh, EH11 3DX

Tel: 0300 244 8420

www.communityjustice.scot

