

Section 4 Integrated Impact Assessment

Summary Report Template

Each of the numbered sections below must be completed

Interim report	N	Final report	Y	(Tick as appropriate)
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1. Title of proposal

Edinburgh and Midlothian Offending Recovery and Support Service (EMORSS/the Service), effective April 2021.

2. What will change as a result of this proposal?

EMORSS will deliver an improved continuum of care to eligible people in the justice system through a programme of streamlined, targeted, efficient, co-ordinated supports, ensuring that those who are the most vulnerable (e.g. young people, women, and those on remand) receive the help they need. The Service will introduce a two year pilot project dedicated to supporting the remand population in HMP Edinburgh; recognising the unique challenges and vulnerabilities presented by this transient group. The pilot will focus on providing consistent, high quality support to improve engagement and uptake of services within this group.

The Service will also introduce a targeted referral system for people being supported across the three elements of the proposed contract; arrest referral, prison treatment, and voluntary throughcare. Establishing a referral process to focus on unallocated persons (those who have no existing connections with support services), will ensure that everyone who is entitled to a service is offered it, whilst reducing duplication in referrals across the different services/supports available to those in the justice system.

The Council's court bail and diversion social work team will take on responsibility for arrest referral (offering support to individuals in custody) at Edinburgh Sheriff Court. This will provide a streamlined pathway for service users, as social work staff are already on site Monday to Friday conducting welfare checks with those held in the cells. EMORSS will continue to deliver an arrest referral service in St Leonard's police station and support the court bail and diversion team as required on an ad hoc basis. EMORSS will also extend its support to people aged 16 and 17 to assist with transition planning where those individuals are refusing/reluctant to engage with social work services.

A governance panel will be established to provide oversight of EMORSS and support the extensive partnership working required to improve the lives and prospects of people in the justice system. Outcomes for the service include; reduced rates of offending, harm reduction, successful rehabilitation into the community, improved access to housing,

welfare, finance, healthcare, substance misuse treatment, education, employability, and assisting service users with building positive relationships and support networks.

3. Briefly describe public involvement in this proposal to date and planned

Service users have been routinely consulted over the past three years using exit surveys and validated outcomes tools to obtain their views and suggestions on how the support services they have accessed might be improved. Service user feedback is collated regularly and used to inform and improve service provision.

4. Is the proposal considered strategic under the [Fairer Scotland Duty](#)?

The proposal relates to service provision for a specific client group; people in the justice system who will be offered a service irrespective of their background, wealth, income and socio-economic status. However, it is acknowledged that many people in the justice system have experienced significant disadvantage, are often vulnerable and have complex needs therefore, service users are more likely to have experienced a low socio-economic childhood/background. The Service in this proposal works to address the life and socio-economic inequalities faced by many in the justice system through supporting them to access supports to improve aspects of their lives including health, housing, finance and employability, all of which support the Fairer Scotland Duty.

5. Date of IIA

First draft 4 November 2020, final draft 29 April 21

6. Who was present at the IIA? Identify facilitator, Lead Officer, report writer and any partnership representative present and main stakeholder (e.g. NHS, Council)

Name	Job Title	Date of IIA training
Suzan Ross (report writer)	Community Justice Development Officer	5 November 2019
Carey Fuller	Senior Manager, Community Justice	
David Pickering Gummer	General Manager, Royal Edinburgh Hospital and Associated Services	
Fiona Kennedy	Community Justice Manager	
David Abernethy	Governor, HMP Edinburgh	
Neil Wilson	Chief Inspector, Partnerships, Edinburgh Division	

7. Evidence available at the time of the IIA

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected?
Data on populations in need	<p>Yes</p> <p>Overview of challenges/ unmet needs of those in the justice system https://www.gov.scot/publications/justice-scotland-vision-priorities/</p> <p>Prison population https://www.sps.gov.uk/Corporate/Information/SPSPopulation.aspx</p> <p>Reconviction rates https://www.gov.scot/publications/reconviction-rates-scotland-2017-18-offender-cohort/pages/22/</p> <p>Human Right based approach synopsis for HMP Edinburgh included in https://www.prisonsinspectoratescotland.gov.uk/sites/default/files/publication_files/HMIPS%20-%20Edinburgh%20Full%20Inspection%20Report.pdf</p>	<p>Evidence tells us that many people in the justice system who access support services have multiple unmet needs including substance misuse issues, homelessness, poverty, poor mental and physical health, poor or limited education, have been victims of trauma, abuse, are care experienced, and have poor self-esteem as a result of their experiences and/or disadvantage. Reconviction rates for Edinburgh, East Lothian and Midlothian in 2017/18 (latest figure available) are 26%.</p>
Data on service uptake/access	<p>Yes</p> <p>Current service provision reports</p>	<p>There is a need for the service; research has shown that early intervention through offering support opportunities at the earliest stages of offending behaviour leads to better outcomes. Arrest referral seeks to intervene and offer support at the beginning of the justice journey. The prison element of the service supports people to manage and reduce/stabilise their substance use and reduce the risk of harm/overdose on release. The numbers accessing the service tell us that it is highly valued and important part of preparing an individual for stability in the community when they are liberated.</p> <p>Legislation requires the local authority to provide a voluntary throughcare service to people being released from prison. EMORSS will be commissioned to deliver this essential throughcare element; supporting people with release preparations, and to rehabilitate successfully on their return into the</p>

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected?
		community; linking in with mainstream services or long term community based supports.
Data on socio-economic disadvantage e.g. low income, low wealth, material deprivation, area deprivation.	See above – data on populations in need https://www.gov.scot/publications/justice-scotland-vision-priorities/ https://www.gov.scot/publications/scottish-prison-population-statistics-2019-20/	Evidence tells us that most people who commit offences and experience the justice system have experienced poverty, deprivation and disadvantage in their lives, and that there is a concentration of crime, victimisation and civil problems in the most deprived communities.
Data on equality outcomes	Yes – poverty and inequality https://www.copfs.gov.uk/images/Documents/Victims_and_Witnesses/People%20with%20Learning%20Disabilities%20and%20the%20Scottish%20Criminal%20Justice%20System.pdf	People in the justice system are disproportionately impacted by poverty and inequality therefore provision of EMORSS helps to redress the balance and to promote the rights of those who have experienced often multiple disadvantage. The Service will meet the needs of all eligible people in the justice system whether they have protected characteristics or not. Specifically, in relation to poverty and inequality, the Service will support people to access the benefits to which they are entitled. EMORSS will also assist with successful rehabilitation and provide a route to access employment, education and other supports necessary to foster good relations between those with convictions and those without. This also contributes to the creation of supportive, inclusive and cohesive communities where people from all walks of life can realise their potential.
Research/literature evidence	Yes https://www.gov.scot/publications/justice-scotland-vision-priorities/ https://www.copfs.gov.uk/images/Documents/Victims_and_Witnesses/People%20with%20Learning%20Disabilities%20and%20the%20Scottish%20Criminal%20Justice%20System.pdf https://www.gov.scot/publications/scottish-prison-	Research has highlighted the importance of consistent and available services to address the numerous unmet needs of people in the justice system. Publications provide an overview of the needs and demographic of people in the justice system in Scotland.

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected?
	population-statistics-2019-20/ https://lankellychase.org.uk/resources/publications/hard-edges-scotland/	
Public/patient/client experience information	Yes – service user feedback	Service user comments have been routinely collated throughout the duration of the previous contract to support people in the justice system. Most people have praised the current EMORS service and credited it with helping them make positive changes in their lives. There is a requirement for service user feedback to be integral to delivery of the new EMORSS contract and to inform ongoing service improvement.
Evidence of inclusive engagement of people who use the service and involvement findings	Yes – service user feedback	Service users routinely have been asked to comment on their experience of using the current provision, EMORS. They are also asked to score the key areas in their lives (using the Recovery Outcome Web tool) before and after accessing the EMORS to demonstrate progress or highlight challenges. This requirement will continue under the new EMORSS contract.
Evidence of unmet need	See above – data on populations in need	Significant numbers of people in the justice system have unmet needs and many people who will access the EMORSS have substance misuse issues, poor mental and physical health, have experienced poverty and deprivation, have limited employment prospects and require support with a range of complex problems impacting on their lives.
Good practice guidelines	Yes – shift to prevention https://www.gov.scot/publications/commission-future-delivery-public-services/ Elements of effective throughcare http://www.sccjr.ac.uk/wp-content/uploads/2013/10/Scottish-Through-care_Review.pdf	Good practice states that there should be consistency in service provision, including service users being able to access a service at the right time for them. Good practice also highlights the value of voluntary throughcare in supporting people at key transition points e.g. at point of arrest or being liberated from prison into the community. The opportunities to support people at the earliest stages of the justice system e.g. through arrest referral are also key to successful outcomes.
Carbon emissions generated/reduced data	n/a	

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected?
Environmental data	n/a	
Risk from cumulative impacts	n/a	
Other (please specify)	Yes	EMORSS will support people to access employment opportunities and live more stable and fulfilling lives, thus contributing to cohesive and sustainable communities.
Additional evidence required	n/a	

8. In summary, what impacts were identified and which groups will they affect?

Equality, Health and Wellbeing and Human Rights	Affected populations
<p>Positive</p> <p>The Service will support improved outcomes for the target group (people in the justice system regardless of their protected characteristics) through assisting them to address their offending behaviour and/or substance misuse and elements of their lives which may channel them into repeat offending. This supports equality of opportunity in that service users are supported to reduce/desist from offending, realise their full potential and achieve stability, live a life without problematic substance misuse, have enough money and a stable homelife, achieve improved mental health and wellbeing through psychosocial support, and engage in education, work, employability programmes and other supports where relevant.</p> <p>Accessing support provides the opportunity for people to exercise their rights and gain greater control over their lives through being able to manage, address and improve the issues impacting negatively upon them. Supporting people towards gaining new skills and confidence increases their likelihood of employment in the future, providing them not only with personal benefits, but assisting them to make a positive contribution to wider society through increased economic participation.</p> <p>Economic participation/financial inclusion has a positive impact on addressing poverty and inequality in an individual's life and that of their family. Additionally, being</p>	<p>Eligible people in the justice system including those with protected characteristics and those without. People who have committed offences. The families and networks of service users may be impacted.</p> <p>Wider society including victims.</p>

economically active and taking part in society through work/education has been shown to have a positive impact on mental health and wellbeing.

EMORSS will provide support for people to improve relationships with the positive social networks and family in their lives; particularly important and relevant for people in prison and for rehabilitation into their communities. The support provided encourages individual resilience, participation in community and services, and helps build social capital. This supports communities to be inclusive, and to foster good relations between people with offending backgrounds and those who have not been involved in the justice system.

Supporting people to stay away from offending behaviour has a positive impact on the wider community and public safety as people, including victims, feel safer and more confident in a crime free or low crime environment.

EMORSS healthcare treatment in prison has a substance misuse focus, working with those who have problematic substance use issues to ensure they can access the help they need. Substance misuse disproportionately impacts on people who have experienced poverty and deprivation therefore, EMORSS will be targeting interventions to improve outcomes for this group.

Negative

n/a

Environment and Sustainability including climate change emissions and impacts

Positive

EMORSS will support people to manage substance use and other factors in their lives which could put them at increased risk of harm including risk of death from overdose and risk of unintentional injury. Providing support to those in the justice system to prevent injury and death will impact positively on people from disadvantaged backgrounds who experience greater levels of risk.

Support provided increases the likelihood of positive impacts on family members and wider society in that communities are safer, healthier and therefore more sustainable, and experience greater wellbeing as a result. Supporting people to achieve improved outcomes in mental

Affected populations

Eligible people in the justice system including those with protected characteristics and those without.
People who have committed offences.
The families and networks of service users may be impacted.
Wider society including victims

and physical health also reduces their risk of disease and illness.

Some people given a custodial sentence will lose their accommodation, which compounds the disadvantage they face on release. EMORSS will support people in prison to access services to address unmet needs which includes accessing housing advice and arranging relevant appointments with housing options staff to prevent homelessness on liberation. Having stable accommodation assists with a person’s stability and supports desistance therefore providing housing support improves outcomes for this group.

Negative

n/a

Economic including socio-economic disadvantage

Positive

The economic and societal cost of providing prison accommodation is considerable and people serving sentences are not economically active. Therefore, services which support people to stay away from offending behaviour and out of prison are essential to reduce the economic cost and create stable, sustainable, safe, inclusive communities free from the stigma of offending. This fosters good relations between different socio-economic groups and reduces victimisation.

Similarly, people in prison may have family members including children who will be directly negatively impacted both socially (through stigma) and economically if they were previously supported financially by their partner/relative/spouse, being sentenced to a prison term.

EMORSS overarching aim is to reduce offending behaviour by supporting people to address the issues that led them to commit offences. Many people in prison face poor life prospects and claim welfare benefits. EMORSS’ work will directly address the socio-economic disadvantages faced by this group supporting them to access services to improve their skillset, participate in society, and ultimately be able to enter the job market and move towards employment or education/training, realising their potential.

EMORSS will support people in prison to access healthcare, take care of their wellbeing, and manage any substance

Affected populations

Eligible people in the justice system including those with protected characteristics and those without.
People who have committed offences.
The families and networks of service users may be impacted.
Wider society including victims

<p>misuse issues. This should lead to individuals leading healthier lives and be less likely to require costly crisis medical interventions or prolonged healthcare support.</p> <p>Negative</p> <p>n/a</p>	
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9. Is any part of this policy/ service to be carried out wholly or partly by contractors and if so how will equality, human rights including children’s rights, environmental and sustainability issues be addressed?

The Service will be delivered by a commissioned service on behalf of the Council, NHS and Midlothian Council. The Service specification in the contract requires that the Service provider complies with legal requirements with regards to human rights, and environmental and sustainability responsibilities. EMORSS will specifically support people in the justice system to exercise their human rights and actively encourage people to ensure that they can access and receive all benefits and services to which they are entitled.

10. Consider how you will communicate information about this policy/ service change to children and young people and those affected by sensory impairment, speech impairment, low level literacy or numeracy, learning difficulties or English as a second language? Please provide a summary of the communications plan.

EMORSS will work with young people and those with low literacy levels in prison and the community and actively promote the supports it can provide. The Scottish Prison Service is also able to raise awareness of the Service to individuals in prison. EMORSS will facilitate access to supports for individuals looking to use the Service from the groups mentioned above.

11. Is the policy likely to result in significant environmental effects, either positive or negative? If yes, it is likely that a [Strategic Environmental Assessment](#) (SEA) will be required and the impacts identified in the IIA should be included in this.

n/a

12. Additional Information and Evidence Required

If further evidence is required, please note how it will be gathered. If appropriate, mark this report as interim and submit updated final report once further evidence has been gathered.

n/a

13. Specific to this IIA only, what recommended actions have been, or will be, undertaken and by when? (these should be drawn from 7 – 11 above) Please complete:

Specific actions (as a result of the IIA which may include financial implications, mitigating actions and risks of cumulative impacts)	Who will take them forward (name and job title)	Deadline for progressing	Review date

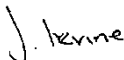
14. Are there any negative impacts in section 8 for which there are no identified mitigating actions?

No

15. How will you monitor how this proposal affects different groups, including people with protected characteristics?

Service user feedback, quarterly performance reports, governance panel oversight of service delivery

16. Sign off by Head of Service



Name Jackie Irvine

Date 17/05/21

17. Publication

Completed and signed IIAs should be sent to strategyandbusinessplanning@edinburgh.gov.uk to be published on the IIA directory on the Council website www.edinburgh.gov.uk/impactassessments