

To: North Strathclyde Community Justice Authority

On: 10th June 2016

Report by: Chief Officer

Heading: Criminal Justice Social Work

Section 27 Grant Allocation 2016/17

1. Summary

- 1.1 The Scottish Government have advised the Chief Officer in their letter of 22nd March 2016 of the Criminal Justice Social Work Section 27 Grant Allocation for 2016/17. The letter is attached as Appendix 1 to this report.
- 1.2 For the seventh year in succession there has been no inflationary uplift to the level of total grant allocated to CJAs but there has also been no reduction.
- 1.3 Although the Scottish Government have previously indicated that they have formally withdrawn the dampening mechanism in allocations to CJAs they have deployed a new mechanism to mitigate the effects of this. The mechanism was developed in agreement with a range of partners including COSLA, CJAs and Social Work Scotland.
- **1.4** The allocation of grant to NSCJA in 2016/17 is £9,863,256 which is lower than the previous year's allocation of £10,000,494.
- 1.5 As agreed at the meeting of NSCJA on 14/03/14 the allocations to Local Authorities in Appendix 2 have been made without applying dampening.
- An amount of £60,000 has been allocated for the Delivery of the National Training Programme and in order to do this we will require to continue the current arrangements with our Training and Development Officer until 31/03/2017. The arrangement was previously agreed at the meeting of NSCJA on 10th June 2011.
- **1.7** Finally, Since 2008 the Local Authorities have provided NSCJA with an Annual Report each year as a condition of the grant funding arrangements. The

conditions in relation to this are set out in paragraphs 4, 5 and 6 of the conditions of Grant documents which is attached (appendix 3) for information.

Due to the additional demands on criminal justice social work managers during this year of transition to the new service model we are proposing to remove 4, 5 and 6 from the document to enable them to spend more time on transition issues. The other conditions will remain the same.

2. Recommendations

- **2.1** The Authority is asked to note the content of this report.
- 2.2 Approve the grant allocation as proposed in Appendix 2 and request the Treasurer makes arrangements to align payments accordingly.
- **2.3** Request that a Revenue Budget Monitoring Report is submitted to each meeting of the board.
- 2.4 Approve continuation of the Training and Development Officer arrangements until 31/03/2017
- 2.5 Approve the amendments to the Local Authority Conditions of Grant as set out in 1.7.

3. Background

- The Management of Offenders etc (Scotland) Act 2005 give the CJA the power to allocate to the constituent local authorities any amount paid to it under Section 27 a(1) and 27 b (1) of the Social Work (Scotland) Act 1968. The aim of this funding arrangement is to match resources against priorities described within the Area Plan to reduce reoffending.
- 3.2 Core funding is intended to provide grant for these statutory duties which local authorities have to provide through their criminal justice social work services. Non core funding is used to fund local pilot schemes which have been agreed by the CJA and other projects which have been initiated centrally by the Scottish Government.

Implications of the Report

Equality & Human Rights

The Recommendations contained within this report have been assessed in relation to their impact on equalities and human rights. No negative impacts on equality groups or potential for infringement of individuals' human rights have been identified arising from the recommendations contained in the report. If required following implementation, the actual impact of the recommendations and the mitigating actions will be reviewed and monitored, and the results of the assessment will be published on the Authorities website.

Author

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22 March 2016

Dear Mr Hunter

CRIMINAL JUSTICE SOCIAL WORK SERVICES ALLOCATION OF GRANT FOR 2016-17

I am writing to inform you of an **indicative** allocation of ring fenced funding to your Community Justice Authority (CJA) for the delivery of Criminal Justice Social Work services for the financial year 2016-17. This indicative allocation is being notified to you in advance of a COSLA Leaders meeting on 1st April, where approval will be sought on the principles for 2016-17 funding. Once agreed I will write out to formally confirm the funding position for 2016-17.

Your indicative allocation for 2016-17 is £9,863,256. This funding is provided under sections 27A and 27B of the Social Work (Scotland) Act 1968 as amended. Chief Officers, as budget holders, are responsible for the effective financial management of the funds allocated to their CJA, and for resource allocations across their constituent local authorities.

This funding is being provided by the Scottish Government to your CJA in order to allow you to discharge your statutory duties and to work towards reducing reoffending in your CJA area in accordance with your area plan.

Additional Flexibility

As you will be aware, for the 2013-14 the distinction between "core" and "non-core" funding was removed at the point of allocation and each CJA was provided with one single funding allocation. CJAs are no longer required to approach the Scottish Government with requests to vire money between budget headings. CJAs are free to allocate funds as they see fit across their CJA area in accordance with their area plan and in the way they see as most appropriate to fulfil their statutory obligations and to reduce reoffending.

Outcomes

In exchange for this increased flexibility, the Scottish Government expect to see progress being made by CJAs towards the Scottish Government national outcome of reduced reoffending. In this, the final year for the running of CJAs, CJAs will be required to submit a short final annual report which identifies good practice, lessons learned, examples of shared services and effective partnership working to delivery Community Justice Outcomes. This will effectively provide an overview of activity undertaken to deliver statutory functions and to support the transition to the new model. The reports will also be a helpful resource for Community Justice Partners moving forward as we transition to the new model.

Further guidance on this to follow, as a policy update to the CJA Management Statement/Financial Memorandum.

Calculation of allocations and next steps

For audit purposes, and in order to calculate allocations, the Scottish Government continue to use the core and non-core distinction in order to determine the allocation total that goes to each CJA area. Allocation among CJAs of available grant for core services is determined by the funding formula. The changes to the formula since last year are set out in the section below.

Annual Accounts

Chief Officers, as budget holders, are ultimately accountable for the proper use of the section 27 grant funds allocated to their CJA, including internal resource allocations across the constituent authorities. In the discharge of their duties, Chief Officers should act in accordance with the principles of the Public Finance and Accountability (Scotland) Act 2000 and related guidance, and the requirements of the Government Financial Reporting Manual. CJAs will also require to allocate section 27 grant funding in a way which reflects the objectives of the area plan as well as other considerations, including any other related resources which partners propose to direct towards activities relevant to the plan. In this respect, they must satisfy the Government and its auditors that appropriate safeguards are in place for the protection of public funds.

Where a Criminal Justice Social Work Services grant is paid by the Scottish Government, in accordance with Section 27A of the Social Work (Scotland) Act 1968, a CJA has no discretion to forward it to a service provider other than a local authority, unless it provides the services following transfer of the functions under the relevant sections of the Management of Offenders etc (Scotland) Act 2005. It is however for CJAs to determine the proportion of funding to be allocated to the individual local authorities within their area of coverage in accordance with the priorities identified within its area plan.

Certification of CJA financial accounts 2016/17 - modified procedures

A policy update to the CJA Management Statement/Financial Memorandum will be issued in the summer to CJAs. This will include modified procedures linked to final certification of accounts following the disestablishment of CJAs 2016/2017 and timetable which will be agreed with Audit Scotland and COSLA.

Audited Accounts – procedures unchanged

Following receipt of the CJA audited annual accounts from Audit Scotland, the Scottish Government will consider any comments made by external auditors and will ensure that appropriate action is taken. Any balance due will be paid up to the maximum level of the grant allocation. Any overpayment of grant will require to be repaid to the Scottish Government within one month of receipt of a letter informing the CJA that monies are due to the Scottish Government. The Scottish Government will make arrangements for the audited accounts to be laid before Parliament.

Intensive Support Packages (ISPs) and Virement

As a result of the removal of the distinction between core and non-core funding, the virement mechanism (whereby CJAs sought Scottish Government approval to move money between budget headings) will no longer exist. CJAs will be expected to meet the costs of monitoring individuals on ISPs from within their overall funding allocation. CJAs should continue to plan and make provision to fund ISPs in their area in the same way as they do currently. In the event that approval for assistance with an ISP is granted by the Scottish Government then the CJA will still be expected to meet at least 10 per cent of the cost.

As is currently the case, CJAs will be expected to evidence that they cannot meet more than 10 per cent of the cost of the ISP. Since the original allocation for supported accommodation remains within the overall allocation for CJAs then the Scottish Government will expect to see that full supported accommodation allocation having been spent on ISPs prior to any support for assistance with an ISP being sought. The current process requires that CJAs should look across all non-core funding to meet the costs of ISPs. Although under these new allocation arrangements non-core funding lines will not be separately identified at the point of allocation, CJAs will still be aware of the *total amount* of their funding which was formally non-core and should look within that non-core allocation in the first instance to meet the costs of ISPs.

A check against annual accounts will be made retrospectively by the Scottish Government and if necessary adjustments will be made to retention or future funding allocations.

Non-core funding

Although the changes made to the allocations process 2013-14 means that "non-core funding" will not be separately identified at the point of allocation, there are still a number of policy areas where the funding is provided and an update on those areas is set out below.

These sums do not form part of the formula-determined allocation of funding.

In your CJA area your allocation may contains non-core sums for the following areas of activity, if you have responsibility for oversight or delivery:

- Caledonian
- Constructs/Intervention funding
- Moving Forward: Making Changes
- Delivery of the National Training Programme
- Fiscal Work Orders
- Rolled-up non-core funding (for what were previously non-centrally initiated areas of funding)

This increased flexibility means that CJAs are free to spend these allocations on achieving their area plan objectives, fulfilling their statutory obligations and reducing reoffending. As you might expect however, if any non-core sums are not spent on the projects, pilots or areas of activity the funding was originally provided for, then CJAs remain accountable for those decisions, and the Scottish Government will initiate discussions about whether the same amount of funding should continue to be provided for that purpose. We would expect the mature relationship that the Scottish Government and CJAs have enjoyed to date to continue, and that CJAs will approach us and let us know when non-core sums are not being fully utilised and are no longer required. In instances where the CJA are acting as a funding route only for passing funding on from the Scottish Government to a third party, such as a third sector provider, then they will be expected to pass these sums on in their entirety, and the Scottish Government will hold the CJAs responsible for their allocation decisions and will if necessary make consequential adjustments to retention or future funding allocations if the allocations are not made.

MAPPA (Multi Agency Public Protection Arrangements)

Funding which forms part of the overall allocation, in terms of the non-core is specific resources to pay for MAPPA Coordinators, therefore no flexibility exists to vire from this funding.

Constructs - 'Intervention' funding

We are aware that a number of authorities do not use this programme, but use funding to support other forms of interventions they consider to be more appropriate for this client group. We will continue this intervention funding for 2016/17 on the existing basis.

Moving Forward: Making Changes

Funding for Moving Forward: Making Changes sex offender treatment programme (accredited by the Scottish Advisory Panel on Offender Rehabilitation), remains within the overall allocation for 2015-16. Moving Forward: Making Changes was rolled out during 2014-15 and the Scottish Government continues to engage with stakeholders. This includes the embedding of training delivered and examining how existing resources can be most effectively reconfigured to support MFMC. We will continue this intervention funding for 2016/17 on the existing basis.

Training Development Officers (TDOs)

We confirm a flat cash allocation will continue for training and development officers 2016-17. This allocation provides a key resource in each CJA area to support the delivery of practice and skills development that is required to reduce reoffending.

We will continue this funding for 2016/17 on the existing basis, however where this funding is not utilised for training and development this should be declared as an **underspend**, as this is not service specific deliver funding which falls under flexible resources.

Fiscal Work Orders (FWO)

From April 2015, Fiscal Work Orders were rolled out nationally. We have been closely monitoring uptake of FWOs and will continue to do so. Funding for 2016/17 will continue on the existing basis.

Arrangements for payment of grant

The allocation of grant for 2016-17 will be paid in monthly instalments with application of a 2.5% retention factor. Upon receipt of the final audited claim for 2016-17 financial year any balance due from the Scottish Government will be paid up to the maximum level of the grant allocation.

CJAs will be required to provide assurances to Scottish Government that mechanisms are in place for the Lead Local Authority (that has financial responsibility for the CJA) to receive a 2.5% balance, for distribution. Any overpayments identified by the Lead Local Authority, will require to be repaid to the Scottish Government.

Please contact Michelle Main (tel: 0131 244 5439) if you have any queries.

Yours sincerely

STEPHEN HARPER

North Strathclyde Community Justice Authority Indicative Allocation 2016/17

Service	Indicative Allocation 2016/17
Core Community Payback Order Criminal Justice Social Work Reports Throughcare Home Detention Curfew Diversion Bail Court Services DTTO	£3,259,905 £1,329,684 £1,001,160 £34,544 £95,470 £189,019 £326,088 £607,894
Total Core Services	£6,843,764
Non Core	
Centrally Initiated Funding Arrest Referral Constructs MF:MC Delivery of the National Training Programme Fiscal Work Orders MAPPA Turnaround Project Total Centrally Initiated Funding Non-Centrally Initiated Funding Forensic Service Intensive Probation Substance Related Offending Supported Accommodation	£49,200 £588,858 £246,797 £60,000 £62,500 £134,227 £1,100,000 £2,241,582 £777,910 £77,002 £287,610 £252,465 £160,833
Total Non Core	£3,019,492
Overall Total	£9,863,256

Appendix 2

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North Strathclyde Community Justice Authority Indicative Allocation 2016/17

North Strathclyde Community Justice Authority (NSCJA)

Conditions of Grant

Introduction

The grant is an annual allocation of funds from Scottish Government to Community Justice Authorities (CJA's) to finance Local Authority Criminal Justice Social Work Departments in delivering statutory (core) and non statutory (non-core) services to offenders in the relevant CJA area.

This document sets out the conditions of grant attached to the payments of funds under Section 27 of the Social Work (Scotland) Act 1968. It is being introduced in compliance with the Management of Offenders (Scotland) Act 2005 Section 3(6) and NSCJA's Code of Corporate Governance.

1. Statutory basis for payment of grant and accountability.

- 1.1 The Scottish Cabinet Secretary for Justice is making this grant payment under the authority of Section 27A and 27B of the Social Work (Scotland) Act 1968.
- 1.2 The grant is being paid, in the first instance to North Strathclyde Community Justice Authority (NSCJA).
- 1.3 The grant is thereafter distributed to Local Authorities by the NSCJA on assurance that correct and proper systems are in place to account for public funds and in accordance with these terms of grant. A letter of assurance of terms, to be agreed by the NSCJA, shall be submitted annually by each Local Authority in the NSCJA area.
- 1.4 This grant is between NSCJA and xxxxxxxxxx Council ("the Local Authority")

2. Purposes and uses of the grant and monitoring arrangements.

- 2.1 The grant is solely for the purpose of funding appropriate interventions to meet functions as stipulated in Section 27 of the Social Work (Scotland) Act 1968 within the financial year in which it is allocated.
- 2.2 The grant must be spent on the purposes for which it is allocated. Activities with a political bias and political campaigning are specifically prohibited.
- 2.3 NSCJA will arrange regular meetings for the purpose of monitoring Section 27 grant expenditure and discussing other appropriate financial matters. The Local Authority are required to attend and be represented by both finance and social work officers and the NSCJA Treasurer will prepare an aggregated budget monitoring report to inform the meeting.

- 2.4 Where relevant the Local Authority shall provide information promptly of any concerns it has about the grant funded activity together with positive assurances that it has taken appropriate action to address such concerns.
- 2.5 If the Local Authority is in a position where it is reporting a projected underspend of the grant at year end, it shall notify NSCJA in writing not later than the 31st December of the relevant year in order that the underspend can be reallocated.
- 2.6 If the Local Authority is in a position where it is projecting an overspend of the grant at year end, it should notify NSCJA in writing no later than the 31st December of the relevant year. The Local Authority shall provide such information as NSCJA may reasonably require to confirm the nature and extent of the overspend. Where possible NSCJA may (but shall not be obliged to do so) re-allocate any under spend in grant from other Local Authorities to help meet the overspend but the Local Authority is ultimately responsible for meeting any overspend costs.
- 2.7 The Local Authority shall spend their allocations to deliver outcomes that meet both national and locally identified priorities as set out in the "Area Plan" defined in condition 8 hereof. The Local Authority shall prepare a single Annual Report for NSCJA as detailed in sections 4 to 6 below and as set out in the proforma attached.
- 2.8 The local authority shall ensure it complies with any relevant domestic, E U or other international procurement rules.
- 2.9 Contracts shall be placed on a competitive basis and tenders accepted from suppliers who provide best value for money overall.

3. Grant Allocation Arrangements

- 3.1 Core grant funding will be allocated to the Local Authority using a method which reflects core workload as reported in its Annual Aggregate Return. The precise method of allocation will be agreed with the Local Authority's Chief Social Work Officer (CSWO) prior to the March NSCJA board meeting to allow a report to be submitted by the NSCJA's chief officer.
- 3.2 Non- core grant (local initiatives) will be allocated to promote Area Plan priorities which reflect the levels of risk and will be agreed with CSWO's prior to March to allow a report to be submitted by the chief officer to the NSCJA board.

4. Reporting arrangements - Core Services

Notwithstanding any other requirements, in relation to Core services, the Local Authority shall:

4.1 Provide an annual report on workload information in the format and containing the information required in Appendix 1 of these Conditions which reflects on performance and quality of service including Contracted Services as defined therein.

- 4.2 Ensure Service Level Agreements are in place for Contracted Services and exhibit them to the NSCJA on request.
- 4.3 "Core Services" means mainstream services where availability occurs on a Scotland-wide basis and includes, without limitation, Probation, Community Service, Community Payback Orders, Criminal Justice Social Work Reports, Throughcare, Home Detention Curfew, Supervised Attendance Orders, Diversion, Bail, Court Services and Drug Treatment and Testing Orders.

5. Reporting arrangements - Non Core Services

Notwithstanding any other requirements, in relation to Non- core services, the Local Authority shall:

- 5.1 Provide an annual report on performance and quality of Contracted Services.
- 5.2 Provide annual performance reports on the delivery of in house Non-Core Services.
- 5.3 Provide annual performance reports on accredited intervention delivery e.g. Constructs PSSO (the Positive Steps to Stop Offending programme accredited by the Scottish Accreditation Panel) and CSOGP (the Community Sexual Offences Group Programme).
- 5.4 Ensure service level agreements are in place for Contracted Services and exhibit them to the NSCJA on request.
- 5.5. "Non- core services" means services where availability occurs in a local regional basis and includes, without limitation, centrally initiated work (for arrest referral, delivery of national training programme, fiscal work order pilots, Multi Agency Public Protection Arrangements, Throughcare addiction services, Turnaround project and non-centrally initiated work (for forensic services, new development funding, programme delivery, substance related offending, supported accommodation, woman offenders)

6. Reporting arrangements - Compliance / Complaints

The Local Authority shall provide: -

- 6.1 Annual report on progress towards Social Work Inspection Agency (SWIA) report recommendations.
- 6.2 Annual report on compliance to National Objectives and Standards (NOS) (as published within the National Standards for Criminal Justice Social Work: www.audit-scotland.gov.uk/performance/service/(Adult Social Work-indicators-6, 7 and 8) or any successor P.I's.
- 6.3 Annual report on complaints received.
- 6.4 Annual report on customer feedback systems.
- 6.5 Report on whistle blowing activity.

7. Reporting arrangements - Finance

7.1 The Local Authority shall:

- 1) demonstrate to the satisfaction of NSCJA that they have proper financial controls in place which are appropriate and sufficient to safeguard public funds and shall ensure its compliance with those controls is effectively monitored: and: 2) provide a letter of assurance confirming the requirements of 7.2(1) are met as required to the reasonable satisfaction of NSCJA. Should any of the circumstances or arrangements contained in the letter of assurance change the Local Authority shall immediately inform the NSCJA in writing.
- 7.2 The Local Authority will provide quarterly and annual finance reports to the NSCJA Treasurer setting out, amongst others, expenditure incurred at the end of each quarter and its projected expenditure for the next quarter.

8. Reporting arrangements - Area Plan

The Local Authority shall:

8.1 Provide quarterly updates outlining progress against its agreed plans and actions specified in NSCJA Action Plans available from www.nscja.co.uk

9. Audit

9.1 For audit purposes, the Local Authority shall provide an annual financial statement for each year of the grant allocation and shall provide all such cooperation and assistance as is required by NSCJA in relation to the audit process.

10. Information Sharing & Exchange of Good Practice.

- 10.1 Any information, know how, system or process arising from or relating to any intervention funded wholly or partly from this grant shall be freely shared with other agencies in so far as is permitted by law within the NSCJA partnership through:
 - Attendance of lead officers at quarterly area plan implementation group meetings
 - Attendance of performance officer or equivalent at quarterly NSCJA performance management group meetings.
- 10.2 The Local Authority agrees by accepting these terms and conditions that it does not regard such information, know how, systems or processes to be of a confidential nature. By accepting grant funding, the Local Authority agrees to share data with NSCJA relative to the services provided by the Local Authority to meet the responsibilities under section 27A and 27B of the Social Work (Scotland) Act 1968.

11. Publicity

11.1 By receiving this grant the Local Authority agrees to work with NSCJA to promote understanding of Criminal Justice Social Work and community sentences.

12. Payments and Retention/Return of Grant

- 12.1 Payments of this grant shall be made to the Local Authority on a monthly basis to the total value of the allocation agreed by NSCJA subject to the NSCJA's receipt of the funding from the Scottish Ministers.
- 12.2 There shall be no provision to carry forward grant or any part of it from one financial year to the next.
- 12.3 The NSCJA may, as its sole option, withhold, reduce, terminate or seek the repayment of the grant or any part of it from the Local Authority where:-
- 12.3.1It is not satisfied that the use of grant is in accordance with these conditions of grant;
- 12.3.2The grant funded activity or any part of it is proving either ineffective or offers poor value for money;
- 12.3.3It is not satisfied that the use of grant reflects the objectives of the Area/Action Plan and/or any other related resources which partners proposed to direct towards activities relevant to the said Plan.
- 12.4 Any overpayment of grant must be repaid to the NSCJA within two weeks' receipt of a letter informing the Local Authority that monies are due to the NSCJA.
- 12.5 Payment of grant funding is not guarantee of any future funding.

13. Liability

The NSCJA's liability will be to make payments to the Local Authority of the grant in accordance with these conditions. All other liabilities or claims are the responsibility of the Local Authority

14. Additional Conditions

Additional conditions of grant may be set by the NSCJA at its discretion. In this event, the Local Authority shall be notified in writing.

15. Equalities

The Local Authority agrees by accepting these terms and conditions that as a public authority listed in Schedule 19 – part 3 of the Equality Act 2010 it will ensure that equalities are considered in all the functions of the authority by meeting the requirements of:

- Section 149 of the Equality Act 2010 (the public sector equality duty) And.
- ❖ The Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012

16. Acceptance of Grant Conditions.

Please confirm your agreement to these conditions of grant by having an authorised signatory of the Local Authority sign a copy of this document in the space provided below and have this witnessed. Return no later than 28 days' from the date of the covering letter accompanying these conditions to: North Strathclyde Community Justice Authority, Unit 905, Mile End Mill, 12 Seedhill Road, Paisley, PA1 1JS.

These are the signatures to the foregoing agreements between the North Strathclyde Community Justice Authority and East Renfrewshire Council.

Signature for and on behalf of NSCJA:-	Signature for and on behalf of Local Authority:-		
Signed:Name:	Signed: Name:		
Designation:	Designation:		
Address:	Address:		
Place of signing:	Place of signing:		
<u>Witness</u>	<u>Witness</u>		
Signed:	Signed:		
Name:	Name:		
Designation:	Designation:		
Place of Signing:	Place of Signing:		