

To: North Strathclyde Community Justice Authority

On: 11 December 2015

Report by: Chief Officer

Heading: Services to Women in the Justice System (2)

1. Summary

- 1.1** For the past few months NSCJA has been working with senior officers from Sacro and 3 Local Authority partners (Renfrewshire, East Renfrewshire & Inverclyde) as well as the Scottish Prison Service to develop a proposal (attached) for additional services for women.
- 1.2** If the proposal is successful the new services will enhance existing community services and cover gaps where no service currently exists. For example, we will be in a position to offer “bail supervision plus” to women appearing at Paisley and Greenock Sheriff Courts and also provide a Structured Deferred Sentence support to the same jurisdictions. The services will also provide evening and weekend support for women who require this enhanced input.
- 1.3** Staff for the new service will work and be based in various locations across the three local authority areas and will also be expected to attend Custody Courts/Sentencing Courts when women are appearing.
- 1.4** A steering group will be established involving all local community partners and justice organisation partners to ensure the service is well supported and co-ordinated to ensure all women have equal access.
- 1.5** NSCJA Officers believe the service will help to reduce the number of women going to custody and will also help with rehabilitating women in the community. Bail supervision plus and out-of-hours support were recommended by the Commission on Women Offenders so the proposal should also be seen as taking forward the recommendations made by the Commission.

2. Recommendations

- 2.1** Members are asked to support the submission of the attached proposal to Scottish Government.

3. Background

- 3.1** On the 17th April 2012 The Commission on Women Offenders, Chaired by Dame Elish Angiolini, published its report on female offending in Scotland. The report made 37 recommendations of which 33 were immediately accepted by the Government when they have their formal response in Parliament on 26th June 2012.
- 3.2** A central recommendation of the Commission was the establishments of “Community Justice Centres” to provide one stop multi agency support for women offenders. This was one of the recommendations accepted by the Government.
- 3.3** On 12th July 2013, NSCJA were contacted by Justice Division in relation to formulating proposals for womens services to meet this recommendation. There was a 6 week period for local authorities and partners to submit bids for funding covering an 18 month period October 2013 – March 2015. Thereafter, the services would have to find their own sustainable funding. A second bid deadline of 30th November 2013 was also provided for funding covering a 12 month period April 2014 – March 2015.

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.

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North Strathclyde Community Justice Authority

Proposal for a Service Enhancement:

Support for Women at Home

August 2015

North Strathclyde Community Justice Authority

Proposal for a Service Enhancement: Support for Women at Home

1. Introduction

The range and complexity of issues faced by women in the criminal justice system have been well documented. The Scottish Government and the various agencies working with women offenders have jointly attempted to address these issues through initiatives designed to identify and resolve problems which can increase the likelihood of offending and lead to increased levels of custody for women.

Following initial discussions with three Local Authorities in the North Strathclyde CJA area (Renfrewshire, East Renfrewshire and Inverclyde), a workshop convened by the CJA was led by Sacro on 10 July 2015. The three authorities and the SPS were invited to discuss and identify the issues and gaps in current service provision as well as scope the current provision to prevent duplication of services.

The workshop acknowledged the merits of the range of services currently provided. Some of the current provision, such as the Shine Mentoring Service, and the services to women that have been developed across the Local Authorities are specifically aimed at women, and the success of such services was recognised.

However, the group also concluded that the levels of vulnerability were such that both the current level of service and the availability of services, particularly in the evenings and at weekends, were insufficient to fully address the range of complex issues involved. Women in the criminal justice system were identified as being extremely vulnerable. Among the range of issues and problems the following were felt to be prevalent:

- premature death of women;
- self-harm;
- alcohol and drug issues;
- domestic violence;
- mental health;
- situations where their children are presently looked after and accommodated;
- addressing issues of loss associated with children removed from the care of women who are already vulnerable and volatile.

It was felt that the availability of support services to women was insufficient, particularly “out-of-hours” in the evenings and at weekends. It was at such times that women were believed to be particularly vulnerable. Participants felt that an enhanced service was required to allow agencies to work effectively with vulnerable women. In addition, the workshop concluded that while many of the presenting issues could be addressed, there remained a problem in maintaining stability in the longer term, and that a greater level of support was required over a longer period.

The workshop also identified some gaps in current service provision. This related to the areas of Bail Supervision and Structured Deferred Sentence. An expansion of the role of Arrest Referral services beyond support to attend addiction services was also felt to be required.

Prevention was highlighted as a key element of the work with women, which is reflected within the service model. This includes preventing women entering the criminal justice system, preventing escalation up the tariff system, reducing the incidence of remand by having credible alternatives to remand, such as bail information and supervision services, and prevention of further harm to self or to others by addressing identified risks and needs.

This paper has been developed from that workshop, and seeks to set out proposals for an enhanced service for women in the criminal justice system. This would serve women in the three Local Authority areas of Renfrewshire, East Renfrewshire and Inverclyde. This proposal has been drafted in consultation with those three Authorities and SPS.

This paper seeks to:

- Identify the issues and potential gaps in current service provision for women involved in the criminal justice system.
- Identify the target group of women.
- Propose enhancements to current provision which will provide a more flexible service response which can assist women to achieve stability and thereby work towards resolving outstanding issues in their lifestyles, their vulnerability and so reduce their offending behaviour.
- Set out a method of delivery that will enhance collaborative partnership working between all relevant agencies.
- Identify ways in which further learning can be achieved that will inform future service and funding decisions across Scotland.

2. Background

In the period 2001/2002 to 2011/2012, the average daily female prison population in Scotland rose from 257 to 435. During 2011-12, the average daily population increased by 4 per cent to 7,710 for men, while the female population increased by 8 per cent to 468. The numbers of remand and sentenced female prisoners also increased (respectively) from 62 to 105 and from 195 to 329.

Of the 329 sentenced female prisoners in 2010/2011, approximately 10% were serving sentences of less than 6 months, with 60% serving sentences of more than six months and less than 4 years.

At a general level, there are several drivers behind the increase in prison population over the past couple of decades, including, increased numbers of prisoners held on remand, particularly during 2006-07, 2008-09 and 2011-12.

The snapshot of the female prison population on 26th June 2015 shows that there were 396 prisoners being held.

The need to reduce the use of remand is highlighted by the statistics, as 30% of women on remand, and 60% of young women on remand, do not go on to receive custodial sentences.

In their 2012 report, the Commission on Women Offenders recommended that supported accommodation should be more widely available for women involved in the criminal justice system to increase the likelihood of a woman successfully completing an Order or complying with bail conditions.

Ten years ago, the Sentencing Commission's Bail and Remand Review (2005) documented the problems of remand populations and provided specific recommendations for bail supervision and more notice of court dates.

More recently, the objectives of the Scottish Government have been set out via the Reducing Re-offending Programme and informed by reports such as "Scotland's Choice" from the Scottish Prisons Commission (2008). From these, it is clear that further efforts must be made to find alternatives to custody, particularly in relation to short sentences and for women involved in the criminal justice system.

Aggregate Returns record that in the three Local Authority areas involved in this proposal, there were 199 requests for Bail Information Reports in 2013/14, but in the same period, there were no Bail Supervision Orders made as these authorities were not part of the initial pilots and were thus not funded to provide this service.

Figures on the level of admissions to custody for women from the three LA areas show that in the 12 month period to July 2015, there were 53 women admitted to custody. Of these, 16 were convicted, and 37 were remanded. In addition, over the

same period, 22 women from these LAs applied for HDC. Of the 22, only 6 HDCs were granted, with the other 16 refused. Further analysis is required as to the reasons for this.

Appendix 1 provides further information in respect of the level of service provision for women in the criminal justice system from the three Local Authorities. These statistics cover a three year period, and are extracts from the Aggregate Returns from these areas. It is noted that they do not reflect the range of services provided to women on a voluntary basis from the women's community justice services.

3. The Proposed Service

3.1 Objectives

The primary objective of this proposal is to implement an enhanced collaborative service across the three Local Authority areas that will fill identified gaps in current provision and assist in reducing the number of women in custody from these areas. This will include assisting women to access universal services as well as specialist services when required.

The reduction in custody levels will be achieved in three ways:

- Firstly, custodial remands will be reduced by ensuring that all women entering the criminal justice process who are at risk of being remanded in custody will be assessed, tracked and supported through the process to ensure full and appropriate engagement with that process and relevant agencies. The enhanced service will seek to reduce the use of custodial remands where bail is not deemed appropriate in the first instance. This will include the introduction of a formal bail supervision service and enhancement to support service that will be tailored to the needs of women and the requirements of their Bail Orders. The enhanced service will seek to engage with women earlier in the criminal justice process, from the point of arrest through to court appearance. The objectives of this earlier intervention will be to identify those women who are vulnerable, and to reduce the possibility of custodial remand by improving the ability of partners to address outstanding issues (e.g. accommodation, addiction etc.) timeously to allow bail to be granted.
- Secondly, the enhanced service will seek to reduce custodial remands by ensuring that women cooperate with requests for Court Reports and are not remanded in custody to allow a report to be completed. A greater level of contact with women from the point of the request for the court report will ensure that practical issues such as a change of address or phone number or

a short-term crisis will not prevent the report being successfully completed. Account will also be taken of caring responsibilities, health and substance misuse issues. This contact will seek to ensure that women are motivated to cooperate with the production of the report, and will seek to ensure that appointments are kept through reminders, and where necessary, by accompanying women to appointments.

- Thirdly, service enhancement will allow additional support to be provided to those women already subject to Statutory Orders or who are known to the service in a voluntary capacity, who are in crisis, or whose identified risks or needs have escalated. This additional support will be provided via increased access to support in the evenings and at weekends that is not currently available outwith normal office hours.

A further objective is to enhance the learning and knowledge of the agencies involved with women in the CJ system. This would be achieved by utilising the learning from the Scottish Government's 3-Step Improvement Framework. The service would seek to record and collate information to allow a full examination of processes and effectiveness. This will include examination of non-engagement with, and disengagement from, the service with a view to learning, to addressing gaps in service, and to making continuous improvements. To this end, a steering group would be established consisting of representatives of the agencies involved. This group would meet quarterly to receive and review progress reports and to recommend amendments to service provision as necessary. In addition, Sacro offers to utilise its existing contacts with academia to allow an external oversight of service provision and effectiveness, and evaluation will include reference to the IRISS evaluation of women's community justice services across Scotland and ongoing local evaluation.

3.2 Target Group

This enhanced level of service is primarily directed at reducing the level of admissions to custody for women. All women aged 16 and over in the CJ system from the three LA areas will therefore be eligible for the service. The determining factors in considering referral will be the level of vulnerability, involvement of existing services such as youth justice or childcare social work, and the need to intervene to avoid a custodial remand or a breach of an Order which could lead to a custodial sentence or recall. Intervention at an earlier stage will also prevent women escalating up the tariff system.

3.3 Model of Operation

Sacro will work in close collaboration with staff in Local Authorities, SPS, Police Scotland, COPFS, Scottish Courts Service, Local Faculty of Solicitors and the Third Sector and will be co-located with Local Authority Criminal Justice Social Work across the partnership area.

The service will operate flexibly allowing operational responses both throughout the normal working week and also “out-of-hours” in the evenings and at weekends.

Staff will seek to engage with women at various points in the CJ process:

- At the point of arrest and detention, staff will seek referral from Police Scotland staff working in the fields of Arrest Referral, Bail Information and the Persistent Offenders Project to allow immediate issues to be addressed and to facilitate bail applications.
- At first and subsequent court appearances, staff will be available to provide additional information for enhanced bail information reports. This will facilitate the introduction of a new Bail Supervision and Support service. This would be supervised in line with national guidance. This revised process would resolve the current anomaly whereby Bail Information reports are provided to Courts but there is no provision for formal Bail Supervision.
- Where custodial remand follows a court appearance, staff will ensure that the woman is tracked throughout the custodial period to ensure that contact is maintained, and to ensure that all issues which may impact on further bail decisions are identified and addressed at the earliest opportunity.
- Where interim disposal of structured deferred sentence is considered appropriate, this service will now be available offering women the opportunity to take advantage of a support plan which addresses needs and prevents further offending. This approach has the potential to prevent escalation onto other higher-tariff disposals. Where a Court Report has been requested, staff will assist in consideration of a structured deferred sentence by providing information for the report and by providing ongoing support throughout the period of deferment. Where no Court Report has been requested, staff link in with existing CJSW Court Teams to promote this option as required.
- Women on Statutory Orders and women engaged with the women’s service on a voluntary basis who are vulnerable, in crisis, or whose risk or needs levels escalate, will have access to additional levels of support that will also be available in the evenings and at weekends.

3.4 Gaps in Current Service Provision

Bail Supervision Service

The Bail Supervision Service (BSS) is an intensive service which requires a minimum of three contacts per week at the initial stages. It provides both monitoring and support for women, and assurance to the courts that women have assistance in complying with bail conditions. It is a credible alternative to a custodial remand with bespoke support and supervision.

Structured Deferred Sentence

The Structured Deferred Sentence (SDS) provides an opportunity for women to benefit from support and supervision over a 6 to 12 month period. A bespoke support plan is drawn up in consultation with the woman which addresses needs, vulnerability and risks. The period of deferment allows the woman to demonstrate that, with some assistance, she has been able to live her life free from offending, or that the episodes of offending have reduced, as well as to benefit from the receipt of a support package. A report is prepared for court towards the end of the period of deferment, and if appropriate, progress by the woman can be demonstrated, and there is the increased possibility that the disposal of the case will be concluded in a way that prevents escalation onto other higher-tariff disposals. If progress has been poor then there still remains the potential for other credible alternatives to custody to be considered, such as a CPO.

Arrest Referral

Whilst Arrest Referral is provided in the three Local Authorities, the type of provision and level of support varies across the three Authorities. This proposal offers the opportunity to ensure that support is available for those women who wish to take advantage of the arrest referral service. This normally involves assessment at the point of arrest and prior to appearance in court. The enhanced service will work with arrest referral support workers with a view to ensuring that women can access specialist substance services where appropriate, and have access to “out-of-hours” support where necessary, with the aim of reducing the likelihood of a further period in police custody or remand.

The above services will be based on a collaborative working arrangement with LA CJSW staff, Scottish Courts staff and local police. Opportunities to work with G4S as the prisoner escorting service alongside CJSW court teams will also be explored. On a day-to-day basis the work will be directed through a cooperative approach with

staff in other agencies. The level of support and supervision will be commensurate with the risks and needs involved.

Enhanced Service Provision

This range of enhanced service provision will seek to ensure that the needs of vulnerable women, including young women, in the criminal justice system are appropriately met, to allow practical issues to be addressed, to foster a positive relationship with relevant agencies, and to seek to establish stability in lifestyle thereby preventing admission or re-admission to custody.

Once needs, risks, strengths and vulnerabilities have been assessed and established, work can get under way to develop a bespoke support plan in close collaboration with women. This will involve working closely with CJSW to address issues identified from risk assessment tools such as LSCMi. The plan will then be reviewed at regular intervals, in line with current processes, taking account of progress and any periods of relapse. The support package will normally last for 12 months, but will be determined by the needs of the individual.

Staff will be equipped to respond in a variety of ways. The following methods of intervention will be utilised as required:

- Crisis Intervention
- Coaching
- Mentoring
- One-to-One Support
- Advocacy
- Signposting
- Drop-In

In addition:

- A telephone helpline will be introduced and a drop-in service will also be available to allow women to access services and support in an informal manner.
- The enhanced service will seek to introduce a peer support system to facilitate women using their experiences to help other women.
- Recovery work will also be introduced to allow women to share their experiences and learning and to provide an additional element of support.
- There also exists the possibility of introducing a further level of support by utilising social media in a positive and safe manner. As an example, in Motherwell, Sacro has piloted the use of a closed Facebook page which can be securely used by vulnerable women. A similar approach can be launched in these three LA areas.

- Volunteers will be recruited from local communities to provide both additional support to women, and opportunities for individuals to develop skills and to make a contribution to a safer community.

Partners are keen to develop the enhanced delivery model based on best practice and learning from other approaches across both children and adult services that have a proven track record of leading to successful outcomes.

Some of the key service components for women will include:

- identification of a lead or key worker who will act as the single point of contact (SPOC);
- coordination and collation of information in a single assessment on women by the SPOC;
- preventing women from having to repeat their histories on numerous occasions to a number of different agencies;
- referral on to specialist services where appropriate; and,
- access to universal services.

Appropriate consent and information sharing processes will be put in place.

4. Staff

Three FTE staff would be employed to run the enhanced service for women. This will facilitate both the enhanced service, and also bail supervision and structured deferred sentence to be provided, as well as an expansion of Arrest Referral. A total of three posts, as well as management and administration time has also been built in to the model - see appendix 2. Appropriate workforce development will be in place, with support from partner agencies, which will seek to ensure that staff are equipped to deal with the challenges of delivering a challenging service.

5. Costs

The costs associated with running the enhanced service for women is a total of £123,770 - see Appendix 2 in respect of staffing levels that allow for flexible staffing arrangements to provide cover for holidays etc.

6. Inputs, Outputs, Outcomes

A Logic Model is attached at Appendix 3. This model seeks to set out inputs, outputs and outcomes, and to denote the active relationship between all three. Outcomes are further divided into short, medium and long term. This model can also facilitate the evaluation and review process by allowing scrutiny of the planned processes and outcomes.

This model is one that has been utilised successfully for previous service developments by Sacro and other agencies. The Scottish Government Justice Division are also familiar with this model.

7. Collaborative Partnership Working

7.1 Partners

As outlined above, the partners involved in the development of this proposal are the three LAs of Renfrewshire, East Renfrewshire and Inverclyde, and the SPS. In addition, the implementation of this proposal will involve co-location and close cooperation of service delivery staff with CJSW staff and Police. Other third sector agencies involved with individual women will also be fully involved in ensuring a planned approach is taken to ensuring an appropriate level of intervention and support for each individual woman.

The basis of this cooperation already exists. This proposal seeks to provide added value to existing practice by creating an opportunity for earlier intervention and by supporting women to maintain stability in their lifestyles and accommodation arrangements.

Engagement with local sentencers and the local Faculty of Solicitors will also be prioritised to promote the enhanced service and keep them informed of developments and outcomes.

7.2 Referrals

Where this proposal is an enhancement to existing services, care will be taken to ensure that this is not seen as a new or additional service separate from existing provision. It is envisaged that, in accordance with the views of partners, women engaged with CJSW services would be eligible for this enhanced service at an earlier point in the process. The enhanced service would be accessed with the agreement of the woman and at the request of the CJSW team.

In the case of new and enhanced services such as Bail Supervision, Structured Deferred Sentence and Arrest Referral, it is envisaged that referrals will be received via Court SW staff, Procurator Fiscal or from Police in the case of those women who are held in custody prior to an initial court appearance and where bail supervision may be an appropriate interim disposal. In certain cases, structured deferred sentence may also be suitable for women as a means of providing support and preventing escalation to higher-tariff disposals. In this instance referrals would be via CJSW Court Report writers.

7.3 Avoiding Duplication

Partners recognise that a range of services exist that can already offer services to women in the CJ system, and that these vary across the three Local Authorities. This proposal does not seek to replace or duplicate existing services but rather to ensure that gaps that currently exist are effectively identified and addressed, with additional capacity provided. This approach is expected to lead to some increase in demand for existing services as women are diverted from custody and the issues and problems faced by others are identified earlier in the process, and referral on to appropriate services follows.

7.4 Added Value

The enhanced service will seek to provide a more flexible response, including “out-of-hours” evenings and weekends. The use of volunteers will also be promoted to further support resettlement and reintegration into local communities.

This additional support is directed at achieving stability in women’s lives which will allow progress to be made in problem areas and prevent the unnecessary use of custody.

8. Monitoring and Evaluation

As stated above, the objectives of this proposal include learning and improved knowledge. This relates not only to better understanding of the issues and obstacles faced by women in the criminal justice system but also to points of intervention, to collaborative working between agencies, and to effective and innovative practice.

To this end, data collection, data collation, and the review of such information will be an integral part of this proposal. As a minimum, the following information will be reported on to the Steering Group:

- number of referrals;
- source of referral;
- stage within CJ process;
- number of referrals “suitable”;
- number of referrals “unsuitable”;
- reasons for “unsuitable”;
- duration of contact;
- issues identified;
- issues addressed;
- outcomes for issues addressed;
- outcome of intervention;
- number of women remanded;
- number of remands prevented;
- evidence of reduction in escalation;
- reductions/escalation of needs/risks; and,
- changes in volume/seriousness of offending.

As previously stated, Sacro will ensure that current contacts within the academic establishment are involved in this process and can provide an independent oversight of activities, processes and outcomes, and will also take account of the existing evaluation undertaken and the National evaluation report expected in Autumn.

9. Conclusion/Summary

This proposal has been developed by Sacro in collaboration with North Strathclyde CJA, the SPS and the Local Authorities of Renfrewshire, East Renfrewshire and Inverclyde. The proposal to enhance current service provision is based on the understanding that a range of appropriate services already exist, and that the gap which has been identified relates to a need for greater flexibility in the availability of services and the need to go beyond initial responses to women’s needs, and seek to achieve a greater level of stability in their lives.

The proposal recognises the need for collaboration between agencies in the delivery of an enhanced service that avoids duplication and addresses identified gaps in current provision.

A range of intervention methods will be utilised and partners will ensure that data collection and collation allows a robust evaluation to be undertaken. A Steering Group and independent academic oversight will allow additional levels of scrutiny.

The proposal is viewed as a further development of the ambitions of relevant agencies to deliver effective responses to the growing levels of women in custody.

APPENDIX 1**Female Offender Figures East Renfrewshire; Inverclyde; Renfrewshire**

| | 2011/12 | 2012/13 | 2013/14 |
|--|----------------------|----------------|----------------|
| CJSWRs (does not include CPO Progress Reports) | 301 | 212 | 207 |
| Number of CPOs commenced | 61 | 113 | 131 |
| Diversion from Prosecution Referrals | 36 | 76 | 36 |
| Diversion from Prosecution Commenced | 14 | 15 | 22 |
| Bail Information requests | 216 | 181 | 199 |
| Bail Supervision cases commenced | No service available | | |
| Structured Deferred Sentence | No service available | | |

Sacro

Proposal for Enhanced Support for Women (North Strathclyde CJA)

| | Sacro Proposal including Bail Service | |
|---|--|----------------|
| | FTE | £ |
| Salaries (including Employers Costs): | | |
| Service Workers - | 3.00 | 68,308 |
| Service Management - | 0.20 | 8,491 |
| Administration - | 0.20 | 5,288 |
| On-call Allowances - | | 15,000 |
| Travel Costs: | | 6,088 |
| Admin Supplies: | | 3,253 |
| Telephone Costs, including Lone Working: | | 5,000 |
| Contribution to Property Costs: | | 3,000 |
| Operational Support Costs: | | 9,342 |
| Total Cost of Proposal: | | 123,770 |

APPENDIX 3

| Outputs | | Outcomes | | |
|-------------------------------|-------------------------------------|---|--|--|
| Participation Who we reach | Activities What we do | Short Term Internal Change | Medium Term Behaviour / Actions | Long Term Conditions |
| Service Users | Assessment | Increased motivation to engage with tenancy support service | Increased engagement with service workers | Reduced reoffending |
| | Coaching | Increased motivation to engage with court services | Increased independence of service users | Increased integration |
| | Mentoring | | | Reduction in breaches of statutory orders |
| | Advocacy | Increased motivation to maintain tenancy | Increased sustainability of housing/tenancy | Reduction in prison remand population |
| | Support | Increased motivation to change behaviour | Reduced risky behaviour | Reduction in prison sentenced population |
| | Signposting | Increased motivation to engage with agencies and other support services | Increased engagement with services | Reduced gender inequalities of opportunity |
| | | | Increased physical/mental wellbeing | |
| | | | Decreased or stopped substance misuse | |
| | | Improved parenting skills | Increased pro-social behaviour | |
| | | Increased problem solving and emotional management skills | Improved personal relationships | |
| | | Increased social skills | Increased independence and quality of life | |
| | Monitoring and Evaluation | Improved collection and analysis of data | Increased organisational capacity to provide housing support service | |
| | | | Improved knowledge and understanding of processes and effective interventions. | More effective interventions |
| | Volunteer Support | | | |
| Partnership | Information Sharing | | | |
| | Partnership development | | | Sustainable partnership |
| | Operational and Budgetary reporting | | | |
| | Operational and Strategic oversight | | | |