

**COMMUNITY  
JUSTICE  
OUTCOME  
ACTIVITY  
ACROSS  
SCOTLAND**

**ANNUAL REPORT 2017/2018  
COMMUNITY JUSTICE SCOTLAND**

# COMMUNITY JUSTICE SCOTLAND

WE WANT  
SCOTLAND  
TO BE THE  
SAFEST  
COUNTRY IN  
THE WORLD

Community Justice Scotland (CJS) was established under the Community Justice (Scotland) Act 2016 (referred to throughout this report as 'the Act') and is the independent body responsible for:

- promoting the National Strategy for Community Justice 2016 (referred to throughout this report as 'the National Strategy')
- monitoring, promoting and supporting improvement in the performance of community justice across Scotland
- promoting and supporting improvement in the range and quality of community justice provision
- promoting public awareness of the benefits of community sentences and supporting people to reduce or stop offending

CJS plays a central role in the continual improvement of Scotland's justice system. We provide advice to Ministers and local government leaders to strengthen how public services, the third sector and other partners work together to prevent and reduce further offending.

CJS is a values-based organisation with a focus on people affected by the criminal justice system. Most crime is preventable and can be managed in a positive way for the good of everyone. In partnership with communities, services can work together to ensure the criminal justice system in Scotland is properly equipped to manage offending and the impact of that offending efficiently, effectively and fairly without compromising the safety of the general public.

# HOW WE WORK

## Prevention

We will provide leadership, training and insight to support community justice partners to prevent offending and reduce the number of future victims.

## Develop

We will identify worldwide expertise, best practice and opportunities for commissioning, and introduce fresh ideas which inspire innovation and change.



## Challenge

We will change the conversation about community justice and prevention of offending, shift attitudes and increase understanding.

## Support

We will work with our partners and help drive change by identifying improvements and challenges in our community justice system.

**THAT'S IT!**

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**'IF NOT US, WHO?  
IF NOT NOW, WHEN?'**

John F Kennedy

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# FOREWORD

Glenys Watt - Acting Chair of the CJS Board

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I am delighted to introduce the first CJS annual report on community justice outcome activity across Scotland during 2017-18. This report considers progress by local areas against the national community justice outcomes, and provides recommendations that will drive continuous improvement.

CJS and local Community Justice Partnerships are at the beginning of what must be a seismic shift in how our justice system operates in Scotland. This requires a sustained, collaborative and evidence-based approach to reducing stigma, understanding need, and developing opportunities for those who wish to lead a life free from offending, as citizens in a safer and fairer Scotland.

This report demonstrates the breadth of activity undertaken by local areas. While outcomes are ambitious and long-term, there is already progress evident across practice, process and delivery. Forming, fostering and maintaining relationships are crucial to success and must underpin every interaction in the justice system. It is refreshing to find such a key theme threaded throughout this report.

I would like to thank everyone involved in the preparation of this report. In particular, local community justice partners who have put a significant amount of work into preparing the information on which this report is based, while continuing to deliver important, high-quality services every day, throughout the year. I sincerely hope you see your voice, and that of the communities you represent, reflected throughout this report.

# FOREWORD

Karyn McCluskey - Chief Executive

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Community Justice remains a critical, but often undervalued area. The demands upon it will be heightened in the coming years as the presumption against short term custodial sentences gains traction. It needs to deliver outcomes that can be evidenced clearly. It needs to foster trust, we need to articulate not only success, but also undertake failure analysis to help drive improvement.

Reading the individual reports shows the significant and often detailed work going on across this small country of ours by thousands of committed individuals. Lives are being transformed, victimisation reduced and services are continuously challenging themselves to provide better outcomes for those that they serve. The analysis of reoffending data in Scotland shows a sustained reduction over a number of years.

Nevertheless there are significant challenges with evidencing outcomes. The national Outcomes Improvement and Performance Framework used by local areas to articulate progress does not support a clear assessment of the Scottish picture of community justice and requires significant change. The framework must be simpler, and enable decision makers to confidently prioritise resource and improvement activity from a more solid foundation. Meaningful data has remained problematic both nationally and locally. This is not an issue solely impacting on community justice, but it has resulted in a notable absence of quantitative and qualitative data, particularly in the assessment of strategic need.

We cannot drive improvement if the problems are not well identified.

Community Justice Partnerships are made up of statutory partners with a duty placed on them to cooperate locally and they have many dedicated people involved, but they are still very new. There is little evidence of strong leadership to combine resources, including funding, in order to change the lives of those they support. If we are truly committed to the prevention of offending, for those who offend, their families, victims of crime and communities, this must change over the coming year. There are areas in which we all can improve, and I know we can. The appetite to deliver is tangible in so many Community Justice Partnerships. The third sector are a critical part of community justice but are under significant financial pressure.

National stakeholders are engaging with Community Justice Scotland on the improvement of outcomes. Resources and time have been committed to improved systems and to aid local delivery in areas such as throughcare, diversion from prosecution and employability. There must be equal access to services and the opportunities for people to change their lives cannot be dependent on where they live. We are a small country - this is an achievable outcome. Housing remains a critical issue for those returning to our communities from custody. Work undertaken by the Scottish Government, local authorities and the third sector to radically rethink how we support those who are homeless is a priority. The proposal for a presumption against short-term custodial sentences may support people to retain their housing by allowing them to serve their sentence in the community. This cannot be achieved without broader, wrap-around support, and local areas must consider the potential impact of a presumption against short-term sentences on both justice and universal service provision within vulnerable communities.

Restorative justice is a critical part of community justice yet adult restorative justice is in effect absent across the country and there is an inconsistent service provided to children and young people. Restorative justice can deliver the outcomes that speak to both the heart and head of community justice. Victims are listened to and centred in the process in a manner not replicated anywhere else in the justice system - their experiences understood not in their capacity as witnesses to a criminal act, but as people who have been harmed and who can participate in a journey to heal. At the same time, it has the potential to be transformative for those who have offended, to help them in understanding harm they have caused and in turn their own trauma, ultimately supporting their successful desistance from crime. The outcomes are proven and the value is utmost.

Scottish Government has made an ambitious commitment to provide consistent restorative justice services across the country by 2023. Others in Europe and the UK have shown us the way in coordinating and delivering restorative justice services effectively and consistently. Now is the time for us to take these lessons forward.

At the heart of all of this work is the engagement of communities - this has been an essential role for CJS. Raising the profile of much of the great work going on around the country is critical as it has been all but invisible in some areas. Community justice doesn't have a building or a uniform; its identity is inchoate. If people cannot see it, know nothing of it, then trust will be hard to come by – we must get better at demonstrating community justice in action. Providing people with evidence, conversation and opportunity to engage is key to achieving societal change.

Scotland has much to be proud of; it has an exceptionally skilled workforce, a drive to deliver change, and an understanding of the trauma and circumstances which lead to the journey for some into the Justice system. We need a paradigm shift in community justice; understanding the complexity of the task, increasing the visibility of the workforce, innovating to find better ways to support the people we serve. This is a fine foundation on which to build a safer Scotland.

# EXECUTIVE SUMMARY

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This is a new model for community justice. During the first year, each local authority area established a Community Justice Partnership ('partnership') and appointed a lead officer, a role that is crucial in driving community justice improvement. Every area produced a local plan and progressed activity to improve outcomes for people in their area.

The creation of CJS as a non-departmental public body to support the new model allowed, for the first time, a nationwide overview of all community justice-related activity.

It is clear that local areas across Scotland have understood the importance of defining community justice and of scoping both current and potential methods of communicating positive messages to services and communities.

This increased awareness of community justice must now progress towards a stronger representation from people affected by the justice system in local decision-making groups, and more effective engagement with people and groups in local communities.

Local areas have explored issues of access to services and are, where possible, trying to resolve these. This includes difficulties with access to services for welfare, housing, health and wellbeing, and employability: issues that are complex and will take significant time to understand and improve.

Many community justice interventions are being implemented across Scotland to support people at various stages of the justice system. This includes innovative practices that often aim to meet a person's needs, with tailored services for specific

people or groups.

To support the longevity of positive change, areas have established relationships with a number of key organisations and communities of interest. This includes joint working with youth services to ensure supported transition to adult services.

There remain significant challenges for partnerships in a number of areas, including the assessment of local needs and how to use that information to plan effectively and measure progress.

Information sharing and the availability of cohort-specific data proved challenging for local areas in preparing strategic needs and strengths assessments (SNSAs), in producing strategic plans and in establishing robust reporting arrangements.

Some of the processes around community justice require to be reviewed, including the Community Justice Outcome Performance and Improvement Framework, to ensure that they are fit for purpose. This should be done in conjunction with all partners and stakeholders.

A huge amount of community justice work has been, and continues to be, delivered across Scotland. There are examples of initiatives, practices and change within each local area that are included within this report to highlight the success of the first year of the new model.

There have been some significant developments in local areas that will, in both the medium and long term, improve the way in which people are supported in the criminal justice system. CJS will continue to support the delivery of local plans and will develop a national plan based on the

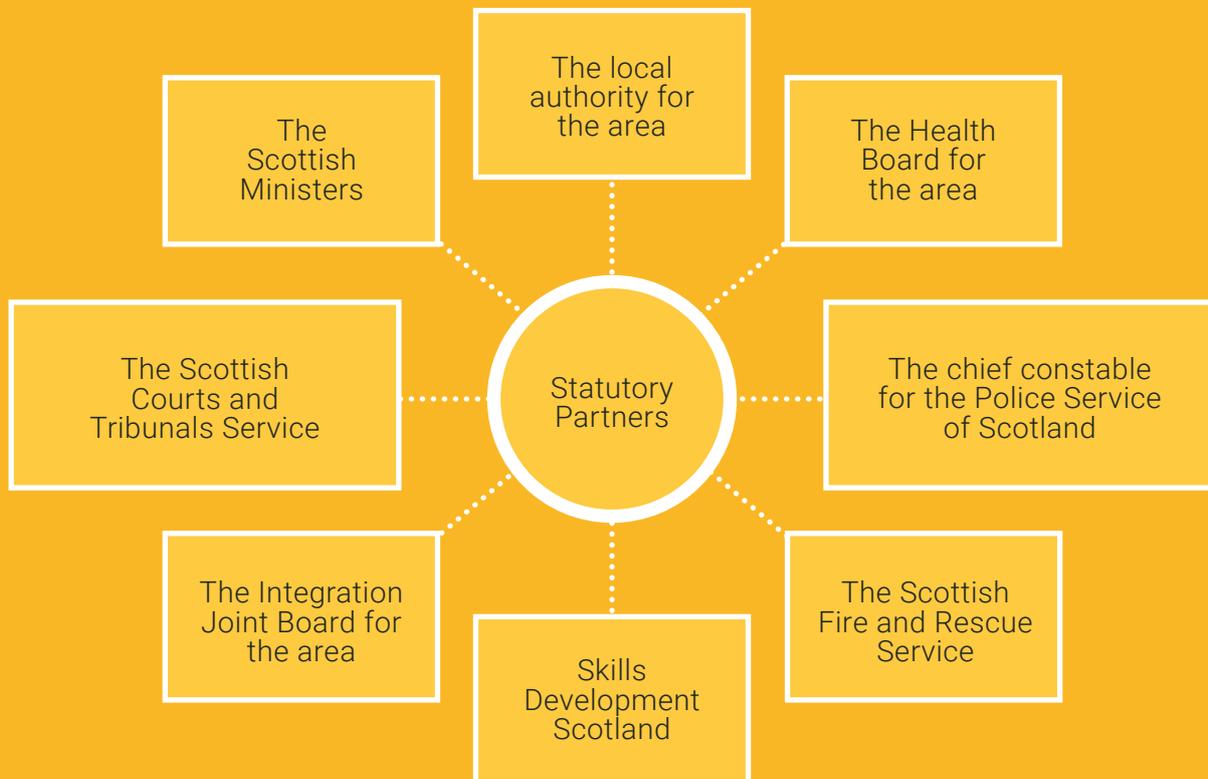
# **SECTION 1**

# **WHAT IS COMMUNITY JUSTICE?**

## The National Strategy defines community justice as:

***'The collection of individuals, agencies and services that work together to support, manage and supervise people who have committed offences, from the point of arrest, through prosecution, community disposal or custody and alternatives to these, until they are reintegrated into the community. Local communities and the third sector are a vital part of this process which aims to prevent and reduce further offending and the harm that it causes, to promote desistance, social inclusion, and citizenship.'***

The Act places planning at the local level where decisions can be made by people who know their area best. Partnership working is a critical element of improving community justice outcomes and the Act specifies a number of partners that are required to act jointly to deliver community justice in their local authority area. These partners are known as 'statutory partners':



# NATIONAL STRATEGY FOR SCOTLAND



## Outcome Performance and Improvement Framework Outcomes:

### Structural

- Communities improve their understanding and participation in community justice.
- Partners plan and deliver services in a more strategic and collaborative way.
- People have better access to the services they require, including welfare, health and wellbeing, housing and employability.
- Effective interventions are delivered to prevent and reduce the risk of further offending.

### Person - Centred

- Life chances are improved through needs, including health, financial inclusion, housing and safety being addressed.
- People develop positive relationships and more opportunities to participate and contribute through education, employment and leisure activities.
- Individuals' resilience and capacity for change and self-management are enhanced.



## COMMUNITY JUSTICE PARTNERSHIPS

ACROSS 32 LOCAL AREAS IN SCOTLAND





HARVEST REAPER

**The 'Harvest Reaper' was in desperate need of restoration, but with no money for labour, the community turned to a local unpaid work squad. The result was a monument to Burghead's heritage and a signpost to a brighter future.**

Find out more about the Harvest Reaper [here](#)

# **SECTION 2**

# **HISTORY OF**

# **COMMUNITY**

# **JUSTICE**

# 2



# **SECTION 3**

# **BACKGROUND**

# **TO THIS**

# **REPORT**

# 3

The Act provides the legal basis for reporting on community justice activity delivered locally and in partnership across all 32 local authority areas in Scotland. CJS is required to publish an annual report, drawn from local area reports, structured around progress towards the national outcomes. This report is laid in the Scottish Parliament for Scottish Ministers.

The activity of Community Justice Scotland as an organisation can be found [here](#).

## Audience

As well as Scottish Ministers, it is intended that the audience for this annual report will be the CJS stakeholders, including local partnerships, statutory national partners and third sector organisations.

## Terminology

Throughout this report, the following terms are used. Acronyms used are explained at first mention, and a full list of these is provided at the end of the report (Appendix A).

## Reference

Annual Report Templates  
Outcome, Performance and Improvement Framework  
Community Justice Outcome Improvement Framework  
Community Justice Partnership (or similar)  
Community Justice (Scotland) Act 2016  
Lead officer for community justice in local areas  
National Strategy for Community Justice 2016  
People who offend, victims and their families

## Term Used

Annual Reports  
The OPI Framework  
Local Plans  
Partnership  
The Act  
Co-ordinator  
The National Strategy  
People affected by  
the justice system

# **SECTION 4**

# **GOVERNANCE**

# 4

The Act makes no reference or recommendations in terms of governance arrangements for local partnerships. When preparing local plans, partnerships must have regard to the National Strategy, the OPI Framework and the Local Outcomes Improvement Plan (LOIP) in relation to the area.

Every partnership has positioned its governance arrangements under its community planning structures already in place.

- Fifteen partnerships report directly into the Community Planning Board or Executive.
- Four partnerships have concurrent governance arrangements with their local Health and Social Care Partnership (HSCP).
- Fourteen partnerships report through the community planning structure through a sub-group or thematic group, such as public protection, community safety and reducing re-offending.

More information can be found about local governance arrangements in national outcome 2 later in this report.

# **SECTION 5**

# **METHODOLOGY**

## Community Justice Outcome Improvement Plans (CJOIPs)

The first iterations of local plans were published in April 2017. An individual plan was published for each local authority area with the exception of North Ayrshire, South Ayrshire and East Ayrshire which published one joint local plan. This resulted in 30 plans being published in total.

- 16 plans were written for a one-year period (2017-2018).
- 11 plans were written for a three-year period (2017-2020).
- Two plans were written for a five-year period (2017-2022).
- One local area embedded its plan within its LOIP which covers a ten-year period (2016-2026).

## Participation statements

The Act states that community justice partners in a local authority area must prepare a statement setting out the actions that they took in the preparation of their local plan. This statement may be incorporated into the plan or published separately.

Within participation statements a range of activities are discussed. This information is summarised here:

- Engagement with statutory stakeholders was discussed by the majority of local areas. Several areas also engaged with other stakeholders, including elected members and non-statutory partners.
- The majority of local areas also stated engagement with the third sector. This commonly included briefings, meetings, specific events and workshops/focus groups.
- Seventeen local areas stated specific engagement with people who have experience of being involved in the criminal justice system. Twelve local areas engaged with people who were, at the time, in prison.
- Three local areas engaged with groups of women who have been affected by the criminal justice system. Similarly, 12 local areas engaged with victims of crime; this was primarily facilitated through Victim Support Scotland (VSS)
- Twenty-one local areas stated specific engagement with their local community, most commonly in the form of presentations or public surveys.

# 5

- Three local areas reported engagement with the private sector in the preparation of their local plans.
- One local area mentioned engaging with the media during preparation of their local plans by inviting media coverage of Community Payback Order (CPO) unpaid work schemes.

## Local area annual reports

Following consultation with co-ordinators in 2017, an annual report template was drafted by CJS for local areas to complete. This included information on governance arrangements, national outcomes, local priorities and examples of what went well and challenges faced. This was sent out to local areas in February 2018. The information collated from these reports has informed this document.

## CJS annual report

CJS received 29 local area annual reports that had been completed using the template. This information was collated according to each template section (information was collated for each national outcome, local priorities and so on). Similarly, information from all local plans was collated for each template section and combined with information from annual reports. This was also complemented by information gathered and recorded by CJS when visiting local authority areas over the course of 2017-18.

Each national outcome begins with a quote taken from either the National Strategy or the OPI Framework that explains the importance of the outcome. Information is then broken down into the relevant drivers from the National Strategy for each of the first four structural outcomes. Where these are not available for the final three person-centred outcomes, information has been collated into themes identified in annual reports.

Recommendations are made throughout this report. Alongside local plans that continue to be delivered in local areas, CJS will use these recommendations to develop and lead on the delivery of a national plan to support robust, consistent and evidence-based community justice activity across Scotland.

# 5

**'What I know about justice comes from the TV, soaps and social media. You should get a second chance, but after that it's prison. Punishment should depend on the crime, and knowing more about a person helps.'**

# **SECTION 6**

# **NATIONAL**

# **OUTCOMES**

# NATIONAL OUTCOME 1:

## Communities improve their understanding and participation in community justice

*'Informing local communities about community justice issues and involving them in the decisions that affect them will support reintegration, reduce stigma, and lead to the delivery of better, more responsive services and improved community justice outcomes.'*

### Increasing communities' awareness and understanding of community justice

In local plans, 18 areas committed to developing a communications and participation strategy, an engagement framework or similar document. One local area created a communications sub-group to complete this analysis. All local areas stated that they would hold events and workshops on community justice for statutory partners, the third sector, local businesses, partnerships, councillors, and faith and belief groups.

During 2017-18, 11 local areas reported delivering a communications and participation strategy or similar document. These sought to improve the information that communities receive about justice. Several other local areas developed mapping documents to identify existing communication resources. Toolkits to support communication were also developed. One local area developed a 'Let's Talk about Justice' toolkit to address justice labelling and stigma. Another area designed a toolkit for community justice ambassadors to communicate local community justice information.

During 2017-18, all local areas either hosted bespoke community justice awareness events or attended other local partnership events, community forums and third sector networks to promote the community justice agenda. All local areas established new approaches, or built upon existing resources, to deliver positive community justice messages. Eleven local areas developed bespoke websites.

## Strengthening community participation in the planning, delivery and evaluation of community justice services and policy

Within local plans, 12 areas identified the need to increase community involvement in planning and delivering unpaid work projects. Promoting the diverse nature of unpaid work and how this service could be requested were key actions identified.

During 2017-18, consultation and engagement with people affected by the justice system has continued across Scotland, but to a lesser extent than during the initial formation of local plans. Local areas acknowledge this and identify this as a focus going forward in order to inform local planning.

**Recommendation:** CJS to provide guidance on how to meaningfully analyse information gained from consultation and engagement with community groups.

Four local areas worked with a third sector organisation to facilitate focus groups with local prisoners. Three further areas held focus groups with people completing CPOs. This feedback can be combined with feedback captured through questionnaires on completion of a CPO. These questionnaires are used in more than 20 local areas, although these are not consistent.

**Recommendation:** Criminal Justice Social Work, in conjunction with CJS and Social Work Scotland, to be supported to develop and establish a nationally adopted feedback questionnaire for all CJSW services in Scotland. This should inform service delivery and support a consistent, person-centred approach to outcome measurement.

Engagement with victims of crime was facilitated by Victim Support Scotland (VSS) in only eight local areas, evidencing a need to improve engagement with this group. Similarly, engagement with families was referenced in only four annual reports, and there is little mention of engagement with young people.

# 6

The varied and often complex needs of women were widely recognised across Scotland. This includes engagement with women as a specific group reported by four areas. Women in one local area were specifically involved in designing a group-work programme and were given a voice in decision-making through regular focus groups. Two local areas worked with the violence against women partnership to seek views of women and young people affected by domestic abuse.

## **Changing the conversation to support reintegration and reduce stigma**

In local plans, many areas used, or proposed the use of, existing community engagement methods aligned to Community Planning Partnerships, including Police Scotland crime surveys and citizens' panels. In addition to the completion of unpaid work, local areas committed to capturing the stories of people involved in the justice system and using these to inform communities about the benefits of community justice approaches.

During 2017-18, focus groups with specific communities of interest, including people in prison, people completing CPOs, the recovery community and families and people harmed by crime informed local partnership activity. Several local areas established community and third sector forums to ensure local needs are represented. In one area, a community justice citizens' panel tested public understanding and opinions about justice and a residents' group will complement it.

A need to engage with employers to understand requirements to support inclusive recruitment practices was identified. This includes two local areas having formed the employers' network for ex-offenders to co-ordinate training for agencies which support people to access employment.

**Recommendation:** Community Justice Partnerships to consider whether the establishment of, or access to, a new or existing local employers' network could better support employer engagement.

There is little information about people affected by the justice system being represented in partnerships. One local area secured representation from members of its civic forum, allowing the wider community to be consulted and have their views reflected routinely. This ensures engagement does not become tokenistic and that those affected by the justice system have their voices heard at the point of decision-making.

#### Key Messages

- Local areas across Scotland have collectively understood the importance of defining community justice, raising awareness of new approaches and scoping both current and potential methods of communicating positive messages across services and communities.
- The increased awareness of community justice developed during 2017-18 must now progress towards a stronger representation from people affected by the justice process, particularly in decision-making processes to influence, shape, co-design and deliver current and future activities.

## NATIONAL OUTCOME 2:

### Partners plan and deliver services in a more strategic and collaborative way

*'A strategic approach to community justice planning and partnership requires that both statutory and non-statutory partners collaborate effectively towards common goals and co-ordinate their activities effectively.'*

#### Collaboration and co-ordination

Within local plans, areas recognised the need for a multi-agency collaboration and co-ordination and the importance of close links between community justice and community planning. In some areas, this included integrating the third sector into community justice planning structures and processes. Prior to producing local plans, most areas completed a SNSA that considered current service provision against local needs. Subsequent findings underpinned activity in their local plans.

During 2017-18, some local areas had difficulty in obtaining specific data about people affected by the justice system, particularly in relation to housing, health and financial wellbeing. Some local areas also highlighted a lack of consistency in knowledge and skills to identify and process data.

**Recommendation:** CJS to work with national partners to establish consistent provision of data which can be broken down to local authority level and disseminated for inclusion in local planning and reporting.

During 2017-18, one partnership took a multi-authority approach that comprised three local authority areas, and reported that this allowed relationships built under the previous community justice model to be maintained and strengthened.

# 6

Several areas reported that attendance of community justice partners at partnership meetings is generally good. However, there is little indication of partners fulfilling their roles and responsibilities. Several areas highlighted that the Crown Office and Procurator Fiscal Service (COPFS) is not represented at partnership meetings, but that regional meetings facilitate dialogue with local areas. Some areas report representation from partners such as the Department for Work and Pensions (DWP), elected members, tertiary education and members of the public from the local area civic forum. Many areas have integrated the third sector interface into partnership arrangements. In addition, some areas report involvement with the Criminal Justice Voluntary Sector Forum (CJVSF) 'Strengthening Engagement' project.

**Recommendation:** There is a requirement for an attributable dataset on partnership performance to influence future activity against outcomes. This can be considered as part of any review to the existing OPI Framework, and include the use of relevant quality indicators from the Care Inspectorate's self-evaluation model.

One local area worked collaboratively to review the local housing strategy which now identifies the need for specialist provision for those with convictions. Several areas have implemented the [Sustainable Housing on Release for Everyone](#) (SHORE) standards issued by the Scottish Prison Service (SPS).

## Information sharing

During 2017-18, the General Data Protection Regulation (GDPR) and revised data protection legislation was implemented across the European Union. Under GDPR, the public task basis in Article 6(1)(e) allows for the legitimate sharing of personal data where the task or function has a clear basis in law.

There is little indication that partnerships have developed robust data sharing arrangements between community justice partners. Where formal information sharing processes are in place, for example when partners share information about people subject to [Multi-Agency Public Protection Arrangements](#) (MAPPA) under the Management of Offenders (Scotland) Act 2005, partnerships have established clear arrangements. However, through CJS's interactions with partnerships, it is evident that there is less confidence about sharing personal data where engagement with a service is voluntary. All information sharing arrangements should be underpinned by protocols that outline terms and conditions agreed between parties and, where appropriate, include informed consent to ensure that data sharing is lawful.

**Recommendation:** CJS to work with partners to support the development of information sharing protocols in Community Justice Partnerships and share learning where appropriate.

## Strong leadership at national and local level

During 2017-18, local areas considered the alignment of community justice outcomes within complex strategic landscapes, including alignment with the [Corporate Parenting Board](#) recognising the over-representation of care experienced people within the criminal justice system, MAPPA, gender based violence, alcohol and drugs partnerships, community safety and child and adult protection.

The role of the chair within partnerships is crucial in shaping community justice activity and this needs to drive improvement through the partnerships.

Across Scotland there is wide variety in levels of authority held by partnership chairs. Current chairs include a chief executive of a council, a chief officer of an Integration Joint Board, a criminal justice service manager, and a local area commander within Police Scotland. This suggests a diverse style of chairing across Scotland.

Every local area has appointed a co-ordinator to work with community justice partners to develop, communicate, implement and review policies and action plans consistent with the National Strategy. The co-ordinator is a crucial element of local leadership and several local areas reported that even a short gap in the co-ordinator post being filled resulted in a negative impact on community justice activity being progressed. Co-ordinators across Scotland have established a network that allows them to share information and learning. Similarly, CJS is bringing together senior representatives from the eight statutory partners to begin dialogue about strategic community justice activity at a national level and how this impacts on activity in local areas.

While many core tasks are consistent, there is currently no national agreement that sets out the values, skills and competencies expected within the roles of chair and co-ordinator, which makes it difficult to evidence a consistent and common purpose.

**Recommendation:** CJS, in partnership with the Scottish Government and Community Justice Partnerships, to review the role and function of the community justice chair and co-ordinator with a view to agreeing a broad role specification that facilitates a common identity and purpose.

## Strategic approach to commissioning

Community justice strategic commissioning requires a partnership approach to a range of activities including needs assessment, strategic planning, resource allocation and service design to ensure needs led, outcome-focused services. Explicit reference to strategic commissioning within annual reports is limited. One local area led a regional event facilitated by the CJVSF with representation from 25 organisations and a regular forum is now held. Few other areas, however, reported progress on strategic commissioning. This is understandable in the first year of activity.

CJS is developing a strategic commissioning framework that will include a translation of the commissioning cycle to community justice in Scotland. It will be a universal process for community justice to be used locally, regionally or nationally.

## Leveraging resources

Community justice partners should make the best use of resources by sharing staff, expertise, information, property and finance while building on existing areas of good collaborative working.

Several areas report a shared use of partner buildings, including local council buildings and Scottish Fire and Rescue Service (SFRS) buildings.

In terms of finance, one local area has worked with its **third sector interface** to release a small amount of funds to deliver test of change projects. In another area, a community justice development fund has been established through partner contributions to enable small tests of change. Some areas highlight that new community justice projects have been delivered using external funding but that these required considerable work to secure continuing funding. Partnerships should consider pooling resources to meet common outcomes without the need for interim short-term funding.

## Workforce development

During 2017-18, many local areas held community justice events with partners to examine opportunities for strategic collaborative working. One area has set up communities of practice involving frontline staff and members from relevant interest groups to identify improvement opportunities and share learning within specific remits such as employability, financial inclusion, health, substance misuse and justice. In another area, a conference with a focus on decision-making and supporting positive change aimed to improve partnership working between key judicial staff.

The role of a community justice co-ordinator is broad and demands a wide range of knowledge and skills. Consequently, it would be beneficial for CJS to carry out a training needs analysis with co-ordinators in order to identify any support that can be offered to them.

**Recommendation:** CJS to complete a national training needs assessment with Community Justice Partnerships to establish training requirements that best support partnership activity at a range of levels. In conjunction with this, CJS to develop a suite of supporting documents for each element of the planning cycle outlined within the planning and reporting guidance issued in September 2017.

### Key Messages

- During 2017-18, each local area established a partnership and appointed a chair and a co-ordinator to drive improvement.
- Information sharing and the availability of specific data has proved challenging for partnerships.
- There is limited indication of successfully leveraged resource.
- There is strong indication that partnerships are providing opportunities for their workforce to understand how they and other partners contribute to community justice outcomes.

## NATIONAL OUTCOME 3:

People have better access to the services they require, including welfare, health and wellbeing, housing and employability

*'The Community Justice (Scotland) Act 2016 places duties on statutory partners who have a key role to play in improving community justice outcomes.'*

### Housing

The provision of sustainable housing at the point of need remains a challenge within community justice. Having a home is the foundation upon which people start to change their lives. Without a stable home first, activity to address additional needs and reduce further offending are futile.

Within local plans, several areas noted an intention to carry out a review of housing needs and outcomes. Research and protocol reviews will be carried out by several areas. These include identifying barriers to appropriate accommodation, reviewing processes for early assessment of housing need on entry to custody, developing housing allocation policies to prevent homelessness and reduce the need for temporary accommodation, and the implementation of protocols and arrangements for early identification of homelessness.

One local area also planned to scope work for a local **Housing First** pilot focused on those with convictions and those who have been held on remand.

Some areas planned work of a preventative nature, including supporting those in custody to sustain tenancies and scoping the potential for a housing facility to support young people at risk of homelessness. One local area aimed to map out a service user's accommodation journey to allow access to appropriate housing on transition from custody to community.

# 6

During 2017-18, many areas formed good working relationships with both SPS and the private prisons, HMP Kilmarnock and HMP Addiewell, particularly in relation to SHORE standards. Several areas have implemented the standards locally. Seven areas have ensured that staff are involved within their local prisons to support people from their area with housing issues. One area has done this by providing weekly housing surgeries, and another area reports having made progress with local registered social landlords in relation to the removal of homeless assessments for people leaving custody.

**Recommendation:** Community Justice Partnerships should work towards adopting the SHORE standards in their area and use these to monitor access to housing services for people leaving custody.

One local area established a **rapid re-housing** improvement project that aims to increase the number of prisoners who are suitably rehoused within six weeks of release by 5%. Progress has been seen with a few people so far.

## Health and wellbeing

The majority of those impacted by the justice system will have additional needs in relation to physical or mental health, yet the same people are often the furthest away from the services needed to support these needs. Nationally and locally this is recognised as a high priority.

In local plans, the majority of areas intended to map health service provision. A few local areas aimed to review pathways to identify health improvement opportunities. Other intended reviews included waiting times and barriers to access, particularly within mental health and drug and alcohol services. Often these reviews were intended to ensure that the range of services available meet people's needs.

Access to mental health services GP registration and dental services were commonly reported in local plans, including the need to improve mentoring support.

Four areas adopted the '**Making Every Opportunity Count**' approach with a focus on health. Several areas acknowledged the need to work in partnership and to foster improved collaboration with health and justice services and with local HSCPs. The need for trauma-informed practices alongside harm-reduction and recovery approaches was clear in local plans. One further local area noted that VSS has used the approach to help a number of people benefit from a wellbeing conversation.

# 6

One local area established a central point of contact for health. In another area, drop-in services at 'mental health wellbeing access points' were established, and a range of self-help options for those experiencing poor mental health were promoted.

There are some excellent services being developed. One local area progressed a police mental health triage pilot that aims to improve responses to those with mental health issues. Similarly, another local area produced a mental health assessment that will be carried out within four days of liberation from custody, rather than the standard 12 weeks.

Regarding substance use, some local areas considered structural barriers to services and are beginning to bridge gaps between statutory services and community-based services to address these. One local area identified a lack of clarity between Criminal Justice Social Work (CJSW) and NHS in relation to Drug Testing and Treatment Orders (DTTOs). It is not reported what action was taken to address this. Areas should clarify local services available and potential barriers to these.

Three local areas examined the possibility of not de-registering people who have been sentenced to short periods of imprisonment from their GPs, therefore removing the need to re-register upon release. This included work with prison healthcare in one establishment who are making use of automatic letter reminders for prisoners who are approaching the end of their sentence.

**Recommendation:** Community Justice Partnerships should complete a full service-mapping exercise in order to understand, monitor and improve service provision and resource allocation when responding to identified priorities.

## Financial inclusion

Many areas committed to reviewing policy and protocols around financial inclusion, including mapping current pathways and identifying barriers that hinder access to welfare services. A few areas planned to review services for people who are transitioning into and from custody. Some areas intended to focus on partnership working with SPS and DWP to ensure that people leaving prison have the essential access to benefits on their release.

# 6

During 2017-18, some local areas focused on specific parts of the financial inclusion pathway, such as procedures for processing referrals to the Welfare Rights Service and barriers to **Universal Credit** and its implementation locally. Their reports included progress made in improving pathways.

Change has been made, Ten local areas reported improvement resulting from financial inclusion activities. Six local areas commenced work on the implementation of Universal Credit. This included training on its introduction, research into the perceptions of short-term prisoners and a focus on local impact that included potential barriers. This will have a positive impact on improving people's life chances as they exit from custody, and to ensure access is afforded to the necessary benefits and services when supported in the community.

The requirement for effective partnership working is clear within this pathway. Some local areas noted that regular meetings with all relevant partners has strengthened this work as well as the establishment of projects that focus on the provision of financial support. This practice may benefit other partnerships when progressing activity to improve the financial inclusion of people in their areas.

**Recommendation:** Community Justice Partnerships to identify and make contact with relevant partners in order to progress activity relating to financial inclusion.

## Employability

Employment is transformational for people impacted by the justice system. There is a clear correlation between employment and reductions in further offending. There is a clear commitment within many local areas to find solutions to the removal of barriers to recruitment, including disclosure for those with convictions. Within local plans, many activities were already ongoing across Scotland in relation to supporting the employability of people within local areas. Evaluation of employability services was being undertaken, including the processes and pathways into these, the sustainability of employment, education and training opportunities and identification of barriers that prevent access to services.

Some local areas also intended to create a programme of work for volunteers from the community justice sector, and others aimed to further develop opportunities for people in the justice system within education, unpaid work programmes, lifelong learning opportunities and future employment opportunities.

# 6

Several areas planned to focus activity on the disclosure of previous convictions. One area intended to seek funding for a disclosure service that would offer support to people who have previous convictions around the requirements of disclosure, and work with organisations to increase their understanding of disclosure and rehabilitation. A few other areas will also do this by trying to change attitudes locally by supporting businesses and third sector agencies to recruit people with convictions.

During 2017-18, local areas began to review and strengthen employability pathways. One local area focused on pathways between justice and adult education services, particularly for employment and literacy support. Another local area reviewed pathways, and identified systematic problems relating to the knowledge of staff regarding the disclosure process for employment and education. This has been addressed through the provision of training.

One local area established an improvement project, 'My Way to Employment', to support people who are currently within the justice system to make progress within employability pathways. Another area secured funding towards clothing for interviews for those experiencing financial hardship.

## **Effectively managed person-centred transition where the needs of individuals are assessed and addressed**

Throughout local plans, there is little information about transition and mentoring. Four local areas committed to carrying out a review of joint-working arrangements and the current provision of 'through the gate' (the transition from custody to the community) support in their area. Some areas intended to focus on support services being offered to those in custody and what is accessed by them on release. Others intend to focus on collaborative working to ensure access to appropriate services at all points of the criminal justice pathway.

During 2017-18, many areas reported developments in relationships between local partners, third sector organisations and SPS throughcare support officers (TSOs). Throughcare is the term used for services designed to support people to make the transition from custody back to the community. Some of this is statutory (mandatory) and some is voluntary. There has been improvement with the throughcare arrangements in place under the TSO service, including access to services and promoting and encouraging the uptake of voluntary services.

The presence of [Public Social Partnerships](#) in specific areas is noted within annual reports and has allowed for improvements in access to support that assists in the transition to the community.

**Recommendation:** Community Justice Partnerships should ensure that effective support for person-centred transitions is in place to help people move on to, and sustain, positive destinations when leaving custody.

## Key Messages

- It is clear that all local areas are exploring the issues of access to services in the widest context.
- When considering specific aspects outlined in the National Strategy – welfare, health and wellbeing, housing and employability – there are often complex, inter-related activities being progressed that will take time to understand and improve.
- It is clear that partnerships must have a better understanding of access to services in order to ensure that the right services are being made available at the right time.

# NATIONAL OUTCOME 4:

## Effective interventions are delivered to prevent and reduce the risk of further offending

***'In order to maintain confidence and protect the interests of people who have been victims of crime, it is important that the interventions available reflect the appropriate level of risk and the nature and severity of the offence, and should be robustly and consistently applied and delivered.'***

### Early intervention

Within initial local plans, areas identified the causal factors for offending, highlighting a need for interventions to address both substance misuse and mental health most commonly. Early intervention activities were aimed at both young people and adults, with recognition that a whole-systems approach yielded the greatest results when seeking to address multiple and complex needs. Interventions included violence prevention within education settings, and the development of a regional early intervention strategy by five local areas that were previously members of a Community Justice Authority.

The need to address drug and/or alcohol misuse was discussed in seven local plans. This included collaboration with local ADPs to scope, review and monitor the effectiveness of interventions for drug and alcohol use. The delivery of Alcohol Brief Interventions (ABIs), designed to support people to consider their alcohol consumption habits, was discussed by several areas, and one local area considered extending these to wider criminal justice settings.

During 2017-18, in one local area, Youth Justice and Police Scotland, through juvenile liaison officers, jointly assessed and intervened with identified young people. Another local area completed a whole-systems review of addictions. As planned, violence prevention within education settings was introduced. In two local areas the Mentors in Violence Prevention Programme is being embedded across secondary schools. The planned regional early intervention strategy was not discussed in annual reports. However, one of these areas hosted two regional events and one local event on prevention and early intervention.

# 6

Arrest referral processes deliver universal services for people coming to the attention of the police, and are in place in several local areas in Scotland. In one local area, this included a sub-group of the partnership that reviewed current arrest referral arrangements to identify areas that were working well and barriers to service delivery.

Only a few areas reported police custody healthcare developments during 2017-18. One area established a trial 'Distress Brief Interventions' process to support people in custody, with this approach emerging from the Scottish Government's Suicide Prevention and Mental Health strategies. Similarly, only one local area reported police community triage activity, and only three local areas reported the use of Recorded Police Warnings, a scheme introduced in 2016 to speed up justice outcomes.

**Recommendation:** As a lead agency, NHS Scotland, with support from appropriate national partners, should review the delivery of police custody healthcare at a national level and share appropriate learning to ensure that a consistent, quality service is available to everyone.

**Recommendation:** As a lead national agency in this activity, Police Scotland is encouraged to review the use of Police Recorded Warnings at a national level to understand the frequency and consistency of these, sharing learning with CJS and Community Justice Partnerships.

## Alternatives to prosecution

Increasing the use of diversion from prosecution was a predominant theme within local plans, although few areas included any baseline data. The need to establish baseline figures for diversion and to increase procurator fiscals' knowledge of diversion opportunities available was clear. Working with Police Scotland was also suggested to develop the use of pre-sentence diversion options.

During 2017-18 one local area commenced a 'Diversion from Prosecution' improvement project with an aim to increase the number of individuals being appropriately diverted from court. In other local areas, a range of activities was reported in relation to diversion, including in one area, a pilot project to divert those in distress and with mental health issues away from the justice system.

# 6

Fourteen local areas included data in their annual reports to show the number and percentage of cases diverted in their areas and trend analysis over time. This local data can be used to understand, monitor and improve the use of diversion. Local areas would also benefit from mapping current service provision to understand where improvements could be made. A small number of areas progressed this during 2017-18.

**Recommendation:** Community Justice Partnerships should complete a full service-mapping exercise in order to understand, monitor and improve service provision and resource allocation when responding to identified priorities.

Only two local areas reported Fiscal Work Orders within their annual reports, with both reporting an increase in numbers compared to the previous year. Given the importance of these measures, it is crucial to understand more about their prevalence and effectiveness.

**Recommendation:** CJS to review the frequency and consistency of the use of Fiscal Work Orders in order to better understand the profile of these orders across Scotland.

Relationships with COPFS are recognised as important; two local areas report that working with the local council and COPFS has increased the number of people being diverted from prosecution. Although this does not clarify whether the proportion of people being diverted has increased, this highlights the importance of this relationship, especially given that COPFS engages at regional level only and not at partnership level.

**Recommendation:** Community Justice Partnerships to identify where action progressed as part of COPFS regional meetings is reflected in progress towards local priorities.

## Alternatives to remand

Without alternatives to remand, prison will remain the default. Only seven local areas considered alternatives to remand when developing activities within their local plans. Two local areas simply repeated the indicator taken from the OPI Framework as an action: 'increase availability and quality of alternatives to remand'. Thirteen areas discussed Bail Supervision as an alternative. A few others recognised the need to engage with the judiciary and/or COPFS to encourage the use of alternatives to remand. This was not followed up by any information in annual reports.

# 6

During 2017-18, seven areas recorded an increase in Bail Supervision cases. In one area, a Bail Supervision programme aimed at women, young people and men at risk of short custodial sentences was developed. There seems to be limited understanding of the prevalence of this intervention across local areas. This may be due to a lack of resources available to deliver this service in local areas.

**Recommendation:** CJS to engage with the judiciary and COPFS at a national level regarding alternatives to remand, including Bail Supervision, and opportunities to support these in Community Justice Partnerships.

## Community sentences

The need to reduce the use of custodial sentences and to increase and improve community sentencing options was clear in local plans. The majority of local plans included actions to improve CPOs; seven local areas aimed to develop the 'other activities' requirement; and four aimed to review the unpaid work requirement. One local area aimed to review the use of DTTOs. Several local areas recognised a need to develop data about community sentences in order to fully understand the current picture.

Within annual reports, information on community sentences was broken down into the four categories given in the National Strategy:

### CPO

Eleven areas reported data for numbers of CPOs imposed and completed. In three areas, completion rates were reported as higher than the previous year. In one area, data shows the highest completion rate since CPOs were introduced in 2011.

Improvements to the CPO unpaid work service had a focus on creative, innovative approaches. Several areas reviewed opportunities for unpaid work requirements.

Effective partnership working is crucial for the delivery of the 'other activities' requirement of a CPO. In one local area, Skills Development Scotland (SDS) and SFRS contributed to the delivery of a range of activities. However, in several areas, activities were often listed but not evaluated so the effectiveness of services is not tested.

Feedback questionnaires are completed by people who have completed a CPO in many areas, with many reports of positive feedback. It is not clear how this feedback informs ongoing service delivery. There is very little information about data being collected from people who did not complete their CPO.

**Recommendation:** CJSW, in conjunction with CJS and Social Work Scotland, to be supported to develop and establish a nationally adopted feedback questionnaire for all CJSW services in Scotland. This should inform service delivery and support a consistent, person-centred approach to outcome measurement.

CJS will publish a CPO annual report for both the 2016-17 and 2017-18 periods alongside this report. Following this, it is possible that the CPO annual report template that is issued to local areas will be reviewed.

## DTTOs

Fourteen local areas discuss DTTOs in relation to the indicator in the OPI Framework. One local area reported the launch of a new DTTO service as a partnership between CJSW and the addiction recovery teams. Service delivery takes place within a person's locality and a joint DTTO action plan is co-produced based on the person's input, risk assessments and outcome tools. As this is a relatively new service, evaluation is not yet available.

## Electronic monitoring

There is little indication about the use of electronic monitoring being used as part of community sentences. One local area began an electronic monitoring demonstration project in October 2017 in which people had additional support when subject to a Restriction of Liberty Order (RLO). The number of RLOs in this area increased from 204 in 2016 to 272 in 2017.

## Structured Deferred Sentences

There is little indication of the use of Structured Deferred Sentences during 2017-18. One local area reported operating a pilot to increase the use of these sentences.

Partnership working across two local areas has seen the establishment of a structured sentencing court for young people. An 18-month pilot project targets people between 16 and 21 years given a six-month Structured Deferred Sentence. Intensive support is provided and the young person attends the court on a four-weekly basis. Where compliance is achieved, the disposal will be admonition where possible.

# 6

## Third sector interventions

The majority of areas discussed ongoing third sector interventions within local plans. However, there is little information about third sector involvement in evaluating services or developing new services. Given the crucial role of the third sector in delivering criminal and community justice interventions, engagement should be prioritised.

During 2017-18, many activities were progressed with third sector organisations across Scotland. One local area also completed a mapping exercise to aid planning and service delivery. This is good practice to understand current provisions and identify opportunities.

**Recommendation:** Community Justice Partnerships should complete a full service-mapping exercise in order to understand, monitor and improve service provision and resource allocation when responding to identified priorities.

### **Adopting a person-centred approach, tailored to meet the differing demands of specific groups and focused on getting individuals the support that they require**

A person-centred approach ensures that the person is kept at the heart of an intervention. The National Strategy provides that interventions should be aligned to eight criteria to ensure a person-centred focus, and includes details of these.

Local plans have a clear focus on person-centred approaches to planning activities, although there are no specific references to how this is implemented. Despite this, the majority of local areas recognise the importance of trauma-informed practice and the need for local relevant training to inform practice and service delivery.

**Recommendation:** CJS to review the relevant section of the Community Justice National Strategy regarding responsiveness characteristics, including the content and wording, to ensure that requirements placed on Community Justice Partnerships are realistic and achievable.

A few local areas considered some of the eight criteria set out by the National Strategy in 2017-18. Services that are aimed at specific people and/or groups such as women and young people and are matched to a person's needs demonstrated innovative practice that utilised and developed skills. However, there was no specific discussion of the timing of interventions, the way in which they are delivered, or how the support of friends and family is incorporated into the delivery. Similarly, there was no consideration of the role of staff in building appropriate relationships or examples of genuine engagement. This pattern was common throughout local area annual reports.

**Recommendation:** Community Justice Partnerships should ensure that the criteria set out for person-centred interventions within the Community Justice National Strategy informs the evaluation of local services.

Although there was little explicit mention of person-centred approaches, services across Scotland are tailored to individual needs. These are summarised into broad categories:

### **Domestic abuse**

The Caledonian System was discussed by four local areas as a service available to address men's domestic abuse and improve the lives of women, young people and men. In some areas that are geographically large, it can be difficult for people to access this service. In the absence of the Caledonian System, a small number of local areas reported developing a new team within CJSW to work specifically with perpetrators of domestic abuse.

### **Sexual offences**

Moving Forward Making Changes, an intensive group-based treatment programme for sex offenders, is a key service for men to address sexual offences delivered in many communities by qualified local authority staff and in prisons by psychologists and qualified prison staff.

### **Women**

Several local areas established, or continue to run, women-specific groups that provide person-centred services for women who are involved in, or impacted by, the justice system. These groups reportedly have a positive effect on women's lives.

### **People leaving prison**

Community interventions aimed at people leaving prison commonly include housing and welfare support upon release with partnership working from a range of organisations to achieve this. Similarly, interventions that support employability, particularly following sentence completion, are common. In one local area, a third sector worker is co-located within the CJSW office to provide support to people being released from prison.

### **Support for compliance**

Very few local areas considered support for compliance in local plans. Three areas stated that interventions should provide a consistent, graduated response to difficulties with compliance, but this was not complemented by any specific planned activity.

# 6

Only one local area considered support for compliance within its annual report, restating that a graduated approach continues to be considered. It appears, therefore, that progress against this has not been made across Scotland during 2017-18. However, it is likely that local areas are progressing activities in relation to this but have not explicitly referred to it as such.

**Recommendation:** Community Justice Partnerships to maintain support for compliance within future local plans and annual reports.

## Key Messages

- There are many examples of community justice interventions that are being implemented across Scotland to support people in various stages of the justice system, although the availability of these services across Scotland is inconsistent.
- The evidence base for the efficacy of these interventions is, at times, lacking in local area annual reports. Only a small number of local areas provide data within their annual reports to underpin the provision of interventions.
- It is crucial that interventions that are delivered to support people are effective in meeting their needs and achieving successful outcomes. It is not currently possible to be confident about this. This should be addressed by all local areas and national partners.

# **"A second chance after selling drugs"**

Find out more about Jack's story [here](#)



# 6

## NATIONAL OUTCOME 5:

Life chances are improved through needs, including health, financial inclusion, housing and safety, being addressed

*'Individuals within the criminal justice system experience poorer physical and mental health in comparison to the general population. It is also generally accepted that there is a well-established link between substance misuse and offending behaviour. It is acknowledged that insecure housing is an issue that disproportionately affects those who have been convicted and this outcome seeks to address this disparity. Having access to a regular income can promote desistance and an individual's capacity for change.'*

### Community justice strategic needs and strengths assessment

To understand the level of needs in their area, each partnership has completed a community justice Strategic Needs and Strengths Assessment (SNSA) containing information about the characteristics of people in their area. These assessments underpin local plans with crucial information about the local area in terms of a range of factors including alcohol and drugs profiles, health and crime profiles, housing, and employment and training opportunities. This information informs local activities and delivery of services.

Local areas should regularly review data contained within their SNSA. Unlike local plans, which are static documents setting out planned activities over a specific time period, the SNSA should be a living document that is updated regularly with relevant information.

### Individual needs

In order to maximise opportunities for preventing and reducing offending as early as possible, partners should facilitate the early assessment of a person's needs, including their access to housing, health and wellbeing, financial and social inclusion and employability. Local areas reported some examples of this early intervention approach being developed. For example, in one area, community justice partners worked with the DWP to establish an agreed time period during which people who are homeless or experiencing domestic abuse, or at risk of either, are not expected to be looking for work. This means that these people avoid being sanctioned during this time.

# 6

## Tackling Inequality

Improved life chances are linked to reducing inequality. In annual reports, a number of local areas stated a desire to work closely with partners within structures and services such as community planning, corporate parenting, housing, substance misuse, and mental health. Effective working between key partners, including the local authority, health boards and integration joint boards was vital for this.

During the reporting period, NHS Health Scotland published 'Reducing offending reducing inequalities' which collates evidence related to health and offending and provides a focus on health, justice and inequality. Two local areas used this paper to generate discussion within their partnerships and to identify opportunities to work more collaboratively throughout the justice journey.

The **Place Standard** tool has been developed by the Scottish Government, NHS Health Scotland and Architecture and Design Scotland. Several areas used the tool to gain insight into how people assess the quality of their local area. This information can be used to inform decision-making and target resources where they are most needed. In some areas this approach has been taken across the entire local area and in other areas, it has been used with people engaged with community justice services to glean more cohort-specific information.

When a person is involved in the justice system because of an offence, the Scottish Courts and Tribunals Service (SCTS) makes sure that they attend appointments with statutory services. Some areas used this as an opportunity to schedule appointments with universal support services in order to maximise engagement. For example, some areas offer health assessments when people attend their community sentence appointments. This person-centred and pragmatic approach fully supports improvement within this outcome.

**Recommendation:** Community Justice Partnerships to recognise the opportunities presented by the criminal justice system to gain access to universal support services for people affected by the justice system. Monitoring this should form part of person-centred outcome development measures.

## Supporting the needs of victims

Local plans highlighted a range of services available to victims, most notably VSS. In April 2018, VSS was awarded £13.8 million by the Scottish Government over three years to develop a victim-centred approach, working with partners to streamline points of contact, improve information sharing and ensure that victims of crime feel supported through the criminal justice system.

# 6

One area that was supported by VSS recorded an 11% increase in people reporting improved health and wellbeing. This was achieved through improved collaboration between community justice partners. In another area, VSS worked with community justice partners to extend referral protocols which extend beyond Police Scotland and COPFS. In this area, VSS is a standing member of the partnership.

Through CJS interactions with partnerships it is clear that, in some areas, the number of referrals to VSS dropped dramatically during 2017-18. However, this measure was not specifically requested within community justice annual reports so it is unclear whether this is consistent across Scotland.

**Recommendation:** As the lead national agency for victim issues, Victim Support Scotland could identify trends in current referrals from victims of crime from Police Scotland. It is crucial that the reasons for variation are understood and appropriate actions developed to address any findings.

The OPI Framework defines 'people' as those with lived experience of the criminal justice system who have been arrested, diverted from prosecution, have convictions or have a history of offending. For this reason, within the context of this outcome, local areas have not reported in any detail the interventions aimed at improving the life chances of victims.

**Recommendation:** CJS and the Scottish Government to consider widening the definition of 'people' within the OPI Framework person-centric outcomes to include victims of crime.

## Key Messages

- Every contact in the community justice pathway should be considered as an opportunity to assess and address the needs of a person. This practice is inconsistent across Scotland.
- Opportunities to enhance the life chances of victims are not evident within local area annual reports which is further exacerbated by the exclusion of victims within the outcomes in the OPI Framework.

# 6

## NATIONAL OUTCOME 6:

People develop positive relationships and more opportunities to participate and contribute through education, employment and leisure activities

*'There is consistent evidence that maintained or improved relationships with families, peers and community reduces the risk of re-offending. There is also a strong link between educational and developmental opportunities and a lowered risk of further offending.'*

### Developing and maintaining strong relationships

There is growing international recognition that strong relationships are key to building resilience. In turn, this is a protective factor in avoiding mental illness and also supports desistance from crime. The evidence base showing the significance of adverse childhood experiences (ACEs) in a person's ability to show resilience in adulthood is emerging, and the findings are a significant factor in developing interventions. Nine local areas report specific awareness-raising activity with regard to ACEs, and two areas are working with CJS to run a pilot project to capture the prevalence of ACEs for people completing community sentences.

Nine local plans highlighted the development of the whole-systems approach to reach as wide a range of people as possible within the criminal justice system to ensure that support is tailored to a person's needs and considers differing backgrounds, experiences and demographics. An important element of this is the establishment of a Named Person: a clear point of contact if the individual wants information, advice or support. Some people within the criminal justice system, and their families, will be involved with multiple services, and local areas should examine where there are opportunities to build up consistent and trusting relationships.

**Recommendation:** Community Justice Partnerships, in their development of effective person-centred approaches, should consider whether a clear, single point of contact could be established to foster a trusting relationship between a person and staff who can facilitate a range of support, and the steps that are required to achieve this.

A [2017 Ministry of Justice report](#) found that people who maintain family relationships and receive visits while in custody are 39% less likely to reoffend than those who do not. Nineteen areas across Scotland worked with [Families Outside](#) during the reporting period, either directly supporting the families of people in custody or delivering workforce training in supporting families of those affected by imprisonment.

# 6

During 2017-18, one area delivered two 'understanding relationships' group-work programmes that provide open and safe spaces for honest discussion about healthy and unhealthy relationships. One of the programme participants has since taken on a peer mentoring role.

## Getting work ready

During 2017-18, 21 local areas progressed activity with SDS in interventions designed to enhance employability. For example, one area developed a sub-group to identify and address barriers to recruitment for those with convictions. A third sector provider is creating a programme of work for volunteers recruited through the community justice sector. In this area, over half of people who are arrested are unemployed.

**Recommendation:** CJS and Skills Development Scotland, as the lead national agency in this area of activity, to provide a national overview of activity between SDS and Community Justice Partnerships.

Four local areas worked with **Recruit With Conviction**. In one of these areas, an employer network for people with convictions was established that co-ordinates a training programme for agencies which support people to access employment. The network also works with employers to help them to better understand issues associated with employing people with an offence history and to promote access to jobs.

In one area, SFRS is working with education and youth groups to deliver programmes that develop communication and team building skills and enhance participants' confidence and self-esteem.

## Education

One local area identified that people with convictions in its area experience issues with literacy and numeracy that impact on their ability to manage their lives and access employment. This area successfully launched a learning hub that acts as a bridge to mainstream education and employability services.

In another area, partnership working between youth justice services and educational psychology identified young people who may be at risk of exclusion from education for both offending and welfare concerns. This work also involved an audit of cases and assessing these young people for ACEs, resulting in a more holistic understanding of young people who are most at risk of exclusion.

**Recommendation:** CJS to establish how youth justice services should effectively interface with Community Justice Partnerships and their planning arrangements.

# 6

## Throughcare support

Twenty annual reports contain reference to throughcare support. The National Strategy makes reference to the need to ensure that people released from short sentences are well prepared for liberation and offered targeted support following release. Several areas reported the establishment of working relationships with TSOs to ensure that there are links with local community supports and services such as the DWP, specialist housing staff, and mental health and substance misuse services.

**Recommendation:** Community Justice Partnerships to review existing voluntary throughcare referral pathways to provide meaningful links with universal and community justice services.

## The recovery community

Within local plans, several areas mentioned the recovery community as a model for engaging with people within the justice system. One area described this as an environment of hope, companionship and a sense of community set within a context of activities that help people to structure their day.

During 2017-18, several areas reported connection with the Scottish Drugs Forum's Addiction Worker Training Project, which helps former drug users to prepare for employment. Another area reported that its partnership facilitated links between addiction services and criminal justice voluntary throughcare workers and SPS's TSOs to deliver multi-agency support services.

**Recommendation:** Community Justice Partnerships to consider ways of building on their recovery community model as an opportunity for people within community justice to build their resilience and support desistance from substance misuse and crime.

### Key Messages

- There is a strong evidence base that supportive relationships play a key part in building resilience in young people and adults and support desistance.
- The presence of a trusted single point of contact to support a person's journey through the criminal justice system is an aspiration within several local plans. Although there is evidence of strong relationships within individual services, there is no indication of co-ordinated support through the whole system.

# 6

## NATIONAL OUTCOME 7:

### Individuals' resilience and capacity for change and self-management are enhanced

*'Resilience is the capacity for successful adaptation, positive functioning or competence under adverse conditions: this is an important factor in the desistance journey. Desistance research also stresses the importance of individuals' self-efficacy and agency (that is, belief in one's own ability to complete tasks), and suggests that establishing a sense of motivation and capacity for change is important in desisting from crime.'*

#### Mentoring

As stated in national outcome 6, having strong, stable relationships builds better resilience. Often, peer mentoring can deliver most effectively in terms of this outcome. Mentoring is mentioned in nearly all local plans. At the core of mentoring is the relationship between the mentor and the mentee, where the personal, social and emotional development of the mentee is the key focus. Areas reported that mentoring can address needs and help people to learn strategies for dealing with challenges in their lives. It can also help to increase readiness to change and to build confidence and independence.

SHINE is a national mentoring voluntary service for women who are serving a custodial sentence of four years or less, who are remanded, or who are at high risk of breaching their community sentence. Many local areas reported the effectiveness of the SHINE service for women but, as with other voluntary services, there is concern in some areas that the uptake of the service remains low.

**Recommendation:** Community Justice Partnerships should complete a full service-mapping exercise in order to understand, monitor and improve service provision and resource allocation when responding to identified priorities.

#### Supporting behaviour change

Offence-focused work carried out by CJSW was discussed by several local areas as a critical opportunity to support behaviour change and enhance resilience going forward. A report published by the Institute for Research and Innovation in Social Services in 2012 entitled '[How and why people stop offending: discovering desistance](#)' found that supervision sessions give people the chance to talk things through with someone, and that getting help on how to solve problems in their lives is an important element of their experience. The same research found that desistance, particularly for people who have been involved in persistent offending, is a 'difficult and complex process, likely to involve lapses and relapses'. It is, therefore, important that difficulties and setbacks are managed constructively.

# 6

Specific behaviour change may be facilitated by certain programmes that address underlying factors in specific crime types, such as domestic abuse and sexual offending. Several local areas mention the Caledonian System, which is an integrated approach designed to address domestic abuse by men towards a female partner or ex-partner, as being an example of this.

Behaviour change in the context of public health refers to changes in people's habits to prevent disease. During 2017-18, several local areas developed interventions specifically aimed at improving the health of people accessing community justice services. In one area, for example, Scottish Government funding was secured to deliver a project which aims to reduce the health inequalities and improve the health and wellbeing of people in the criminal justice system by identifying and addressing the health-related factors that make it difficult for them to engage in volunteering, training and employment.

## Restorative justice

Restorative justice (RJ) is an entirely voluntary process that offers victims of crime an opportunity to work through the impact that an offence, or alleged offence, has had on their lives. Sometimes this might include, with the support of a trained facilitator, meeting or corresponding with the person that caused harm. The process helps some victims achieve a sense of closure in a safe and supported environment. It also gives perpetrators of crime time to reflect on the impact of their behaviour and may aid their desistance.

Only one local area included RJ within the context of this outcome. During 2017-18, the partnership in this area secured funding to run a RJ pilot project. This will be further progressed through the establishment of a senior social worker within the community intervention team.

In 2018, the Scottish Government issued a RJ questionnaire to community justice and youth justice colleagues. The resultant [survey response analysis](#) found that, of the areas that responded to the survey which did offer RJ as a service, almost a third only provided it for young people. The Scottish Government will use the information within this report in the development of a national strategic framework and the development of further provision to meet the needs of victims.

## Community triage

Community triage services are designed to ensure that people experiencing an acute mental health crisis who come to the attention of the police in the community are assessed by mental health nurses and given access to local health service information as quickly as possible. One of the benefits of community triage is that it builds on the resilience of people and their support networks, such as family and friends.

Although not mentioned by any local area within the context of this outcome, it is clear that community triage services exist in many areas of the country. Evaluation of existing services has shown improved outcomes for people experiencing mental distress, a reduction in the number of detentions in hospital and police custody, and improved follow-up services for people who may find it hard to engage with services.

**Recommendation:** As national agencies, CJS, Police Scotland and NHS Scotland should work together to establish what community triage services exist across Scotland and share best and evolving practice.

### Key Messages

- Peer mentoring is used across Scotland as part of a package of support. There is a lack of consistency in the way that mentoring programmes are accessed and how impact is measured.
- RJ and community triage offer opportunities to support enhanced resilience and behaviour change.
- RJ offers opportunities for victims of crime to address the impact of their experience and can trigger behaviour change in the person who caused harm.
- Community triage presents an opportunity for people to work with services to develop their own solutions to problems.

**'Crime is not black and white,  
it's not evil and good,  
it's just people'**

Find out more about Kevin's story [here](#)

# **SECTION 7**

# **MEASUREMENT OF OUTCOMES**



## Measurement in local plans

In the first iteration of local plans there is, understandably, little measurement included. Going forward to the next iteration of plans, CJS will expect the inclusion of more specific measurement of activities that will, in turn, inform local priority setting and action plan development.

Within local plans, measurement of activity was a problematic issue. Actions should be SMART but the measurability of actions is either not clear or not yet established. CJS has provided local areas support with this on a one-to-one or workshop basis, and will continue to do so.

## Measurement in annual reports

Local areas were asked to report on indicators from the OPI Framework, of which there are 26, in their local annual reports. Of the 29 annual reports received, 27 local areas report on the indicators provided in the OPI Framework; two areas chose to report using their own measurements and indicators, although these were mostly similar to the OPI Framework indicators. The use of indicators varied, with some appearing to be more meaningful and accessible than others. A full review of measurement using national indicators for each outcome within the National Strategy can be found at Appendix B.

## OPI Framework: commentary

Local areas commented on their use of the OPI Framework within their annual reports. The most common comment was the challenge of a lack or total absence of local meaningful data to support the outcomes within the National Strategy. This data is vital in order to establish baseline information from which local areas can measure change. Several indicators cannot be measured due to this lack of data, for example 'percentage of people released from a custodial sentence registered with a GP', leaving them redundant. Where data is not available, it is clear that partners often use proxy data in an attempt to implement similar measures. However, this is not always appropriate or easy for local areas. A comprehensive set of indicators that are measurable using data that local areas can access should be developed to allow for meaningful and appropriate measurement.

A further common challenge of using the OPI Framework was how national outcomes can be translated into local plans. Where local areas develop local priorities, there needs to be clear guidance on how to use the OPI Framework and how to report using national outcomes and indicators.



Several areas stated that the OPI Framework requires to be reviewed and refined in order to be fit for purpose. CJS is aware, through extensive engagement with local areas during 2017-18, of the difficulties that local areas have experienced while using the OPI Framework. Local areas should be supported to implement, monitor, measure and evaluate activities that achieve successful outcomes for people in their area. This should be supported by a robust, coherent framework that provides a structure for measurement.

**Recommendation:** Scottish Ministers to endorse and support CJS to review the OPI Framework and make relevant alterations based on evidence gleaned from Community Justice Partnerships and stakeholders on local needs and priorities.

## Methods of measuring progress

At service level, a range of measurement tools that capture impact and change were reported. Several areas highlighted the need to audit current practice and to find ways of linking information together to get a holistic picture of a person's experience through the criminal justice system and beyond.

Information about a person's progress can be captured at several points in the criminal justice system. This includes pre-sentencing court reports, while someone is serving a community or custodial sentence, and on release from a custodial sentence.

Fourteen areas highlighted the use of questionnaires as a way of measuring progress, the most common being issued at the end of a community sentence. Here, information can be captured relating to a range of needs, such as housing, employment, substance misuse, health, and financial wellbeing.

Several areas highlighted that the third sector is skilled in working with people to establish baseline information. One local area commissioned a third sector organisation to assess support required for a person and their family members during their involvement in the criminal justice journey.

### Key Messages

- As this is the first year of reporting, it is understandable that local areas have not provided full and robust data yet.
- CJS expects that in coming years rich data will be reported that accurately reflects the community justice picture across Scotland.
- It is crucial that a full review of the OPI Framework is undertaken to ensure that it is fit for purpose as a tool that supports local areas in measuring community justice outcomes and priorities.

# **SECTION 8**

# **LOCAL**

# **PRIORITIES**



## Local priorities

Local areas were asked to include information on their local priorities within annual reports. This includes information on how priorities were identified, measurement of progress, and areas requiring further development.

CJS considers a local priority to be a specific area of need identified from the SNSA. Local priorities should be timely, something that poses an immediate risk, or something agreed by partners that, if addressed, would make the greatest impact in supporting structural and/or person-centred outcomes.

National outcomes reflect themes that exist across the justice system, either in their structures or in the collective needs of people who experience the system. For a priority to be local, there must be some unpicking of these broader themes and concepts. For example, while housing might appear to be an issue, what is the gap, or gaps, within housing that require to be addressed? This necessitates an in-depth review of the theme and an assessment of opportunities for improvement.

Initial local plans were largely developed using the national outcomes to direct partnership activity for the duration of the plan. A number of areas also set local priorities at this stage. These broadly reflected the national outcomes and included areas such as housing, employability and alcohol misuse. Actions were developed under these outcomes, although it was at times unclear how actions would support progress. These did not always address gaps apparent in the information, and the large number of actions often made it difficult to understand what the partnership considered a priority.

Following a review of local plans, CJS asked areas to consider their priorities and to identify a small number of actions or projects within them that would support long-term outcomes. This request aimed to better develop a national picture of local priorities and activity, and to support local areas to record progress. On reflection, this request was made of local areas without clear guidance on how to identify local priorities, how to progress them, or how to accurately measure them.

**Recommendation:** CJS to complete a national training needs assessment with Community Justice Partnerships to establish training requirements that best support evidence-based partnership activity at a range of levels. In conjunction with this, CJS to develop a suite of supporting documents for each element of the planning cycle outlined within the planning and reporting guidance issued in September 2017.



Annual reports provided that 28 areas across Scotland identified specific local priorities. Within those areas which did not, this was as a result of time constraints in establishing partnership arrangements and/or agreement that the national outcomes accurately reflected local needs.

There is disparity between what has been identified as a local priority across Scotland. This is likely due to the lack of a consistent definition as to what a local priority is. Priorities can be broadly categorised under three headings: operational, thematic and strategic.

### **Operational priorities**

These are very specific actions or projects designed to improve an aspect of the justice system. Eight areas identified priorities that fall under this heading. In four of these areas, priorities focused on establishing a robust partnership, improving governance arrangements, creating baselines or addressing specific information sharing concerns. These priorities are to be expected within the first year of new arrangements.

### **Thematic priorities**

These are identified themes relating to a group of people, an offence type, criminogenic need or a section of the justice system that requires improvement. Nine areas identified priorities that fall under this heading. Common themes were domestic abuse, women who offend, reducing short-term prison sentences, early intervention and prevention, and employability.

### **Strategic priorities**

These are pathways or areas of work that cover a wide range of activity that likely deliver against more than one theme. These are generally akin to the national outcomes and include priorities such as developing capacity and improvement, preventing the causes of offending, service delivery, and relationships and making connections. Eleven areas identified priorities that fall under this heading.

### **The identification of local priorities and measurement**

Examination of the local evidence base will identify gaps in knowledge or service provision and areas for improvement. These apparent gaps or issues should be prioritised in order to make sure that a partnership addresses the most pertinent issues in its area first.

It is recognised by all areas that forming a complete evidence picture is difficult. The process is aided by the 'CJS Planning and Reporting Guidance' produced in September 2017 which provides that a SNSA underpins understanding of the local area and forms a baseline from which all activity can be measured. This is a significant piece of work and requires consideration by all relevant partners.

Partners should feed into the written evidence base to allow decision-making on priorities to be transparent and informed by communities. Following the SNSA completion, partners can together consider the prioritisation of local needs and opportunities.

During the transition to new community justice arrangements, the Scottish Government advised that the production of a SNSA should inform local plans. Little guidance was provided to local areas on what this should include and there was no available training across the justice sector. Timescales and resources for production were limited, and relevant data was not readily available.

**Recommendation:** CJS to provide guidance on how to develop a Strategic Needs and Strengths Assessment that informs local activity, and supports progression towards effective co-design and production with communities.

As a result of the above, partnerships used a range of methods to identify local priorities and the evidence base is not always clear. Several areas referenced an assessment of data in some format. Information provided in this manner focused on national research and quantitative data routinely collected across the justice system. Where information on the needs of people in the justice system was included, this was generally proxy data on the population as a whole. Consultation and engagement used to develop local priorities is included within the national outcome one section of this report.

Four areas used the outcomes within the National Strategy to drive local activity for local priorities. Where this appears more effective, areas have corroborated findings with local information. This allows local activities to sit beneath national outcomes.

When considering how to measure partnership impact and improvements, self-evaluation is a useful tool. In one area, a self-evaluation workshop was completed early in the development of the partnership, and findings used to identify required structural changes. A further effective way to improve data collection and measurement is the establishment of a data and analysis sub-group. In one area, analysts and performance officers from each stakeholder organisation meet regularly to discuss information sharing and commission joint analytical products that evidence and/or recommend development in community justice.

**Recommendation:** Community Justice Partnerships scope the feasibility of creating a sub-group of analysts and performance officers from across partners to better support the development of evidence-based, attributable measurement of progress at a local level.

#### Key Messages

- The extensive activity that has been reported across Scotland under national outcomes includes a range of local priorities.
- The lack of an agreed definition of what a local priority is resulted in lack of clarity in annual reporting.
- Support for local areas should include guidance on the development of a needs assessment that includes an evidence base that informs priority setting.

# **SECTION 9**

# **WHAT WENT WELL**

Areas were asked to highlight key examples of activities that were successful within their annual reports. A vast amount of work is reflected here. Particular themes can be gleaned from this section, including progress and improvements in partnership working, services and initiatives that have been developed, and the importance of awareness raising and training across local areas.

## Partnership working

Twelve areas reported achieving a 'good' standard of partnership working, highlighting positive attendance by statutory and non-statutory partners as key to this. One area noted the wide range of local partners with whom collaborative working has been undertaken and added that, through the partnership, these partners have been given a direct voice within planning arrangements.

A few partnerships noted their strong connection to other, wider multi-agency groups for which reporting is carried out annually and representatives are regular contributors.

The positive engagement with third sector partnerships is highlighted by 12 areas, with one area noting that it used part of its transition budget to engage with wider third sector organisations in community justice delivery. This included 'test of change' projects that enabled long-term capacity building to support community justice integration.

Specific examples of positive partnership working included:

Hosting an event where community projects that support victims, rehabilitation of offenders, and prevention of future offending behaviour could pitch for funding. The event saw seven projects securing funding on the day, and further funding has since been sourced to fund the remaining projects that were not successful at that time.

As a result of work being carried out on ACEs and trauma, and the level of partnership working that has been involved, several partner agencies became motivated to become trauma-informed and to work collaboratively to raise awareness and share best practice.

A community justice forum was convened to allow member agencies to increase contact with other support services, make links to the partnership, and to share information for the benefit of people in the area.

**Recommendation:** CJS to collate information and articles on the development of community justice outcomes from Community Justice Partnerships and represent these as regular updates on the CJS website.

## Services and initiatives

Much of the work that areas highlighted as successful examples included specific research, projects and services that have been introduced. An example of research that has informed local planning is:

Focus groups with short-term prisoners focused on key themes of housing, health, welfare rights/financial services and employability. This was completed in partnership by SPS, Positive Prison? Positive Futures and four co-ordinators. These will continue with prisoners and those on remand to inform local plans.

Population-specific strategies and approaches were highlighted as useful by several areas, for example:

The creation of a youth strategy and the resulting development of a specialised court in one area.

Several areas included the creation of services and interventions when highlighting what went well, for example:

The creation of an intensive interventions service provided opportunities for increased engagement with men aged 25 to 40 at risk of receiving a short custodial sentence due to non-engagement with services, non-compliance with court orders and further offending behaviour.

A pilot project on RJ developed restorative practice with particular focus on hate crime and roll out of the ADAPT programme for perpetrators of racially motivated offences to a number of local teams.

The development of TRANSFORM, a multi-agency group created to address social exclusion, promoted desistance and sought to divert people from criminality by intervening early to prevent a criminal lifestyle.

## Awareness raising

Awareness raising of services was a key example of what went well, noted by eight areas, for example:

One area promoted the availability of community justice services in its area to improve public knowledge. This included engagement with local press and schools, updating web presence, training, and hosting successful workshop events in promoting local work and national developments.

## Training

Many areas highlighted examples of training that have been developed and delivered, for example:

One area developed training for staff working in homelessness and housing support services to improve sustainability in housing for those in the criminal justice system.

## Other examples of what went well

Many areas reported specific examples of what went well in their area. Individual examples of these are listed here:

### Trauma-informed practice

Five local areas highlighted the work they are doing on trauma-informed practice, including the co-production of training for CJSW.

### Domestic abuse

Successful activity in the area of domestic abuse was reported by four local areas. This included a local signposting service that has been developed for women that involves interventions such as early action on housing management transfers.

### Prevention

One area highlighted its work on a family and household support service that provides family support, community safety and housing/tenancy sustainability support for a range of outcomes including the prevention of homelessness, encouraging community engagement, the expansion of mediation in neighbourhood disputes and early intervention.

Another local area developed a project for those who have lived through adversity and have turned their lives around, to enable them to share their stories with schools and communities and to become positive role models. Volunteers within the project received training and mentoring and worked with a number of primary and secondary schools in the area.

### **Arrest referral**

Arrest referral was noted by five areas as an example of what went well. This included a project that aims to ensure equity in the provision of arrest referral services across three neighbouring areas of the country.

### **CPO unpaid work**

CPO unpaid work was noted by five areas as an example of what went well. This included the promotion and recognition of the benefits to local communities where work is undertaken.

### **Key Messages**

- A huge amount of positive community justice work has been, and continues to be, delivered across Scotland.
- Partnership working is a feature in which many areas have seen progress in the first year of activity. As a result, partnerships are keen to report the benefits of such engagement with, and commitment from, partners.

# **SECTION 10** **CHALLENGES**

## Data

The majority of areas reported challenges in obtaining data to support local activities. These data issues are experienced throughout the planning and reporting cycle, and across a variety of themes including health and wellbeing, housing and accommodation, throughcare services, court disposals and welfare.

Issues with the OPI Framework in measuring progress, as discussed in the 'measurement' section of this report, are also reported as a challenge.

A lack of consistent data across partners who use different computer systems compromises effective partnership working. This is further impacted by the introduction of the GDPR that has made information sharing difficult. Several areas reported that new protocols for this are required. Several areas started to address this issue locally but it is clear that national support is required. CJS are working with local areas to support the development of information sharing protocols/agreements.

**Recommendation:** CJS to support the development of information sharing protocols in Community Justice Partnerships, and share learning where appropriate.

Analytical support required for processing data was stated by several local areas as a challenge. Local data is often received in a variety of formats that require particular analytical skills and capacity that, in many cases, is not available to co-ordinators.

**Recommendation:** CJS to complete a national training needs assessment with Community Justice Partnerships to establish training requirements that best support evidence-based partnership activity at a range of levels. In conjunction with this, CJS to develop a suite of supporting documents for each element of the planning cycle outlined within the planning and reporting guidance issued in September 2017.

It is vital that issues with data in local areas are addressed and that the importance of full and accurate data in local areas is not underestimated. Local areas are already taking steps to address this with many using proxy data to measure activity where possible and partnerships developing new ways of working together to overcome these issues.

**Recommendation:** Scottish Ministers to endorse and support CJS to review the OPI Framework and make relevant alterations based on evidence gleaned from Community Justice Partnerships and stakeholders on their local needs and priorities.

## Action plans

A small number of local areas reported difficulties in implementing their action plans in the first year of activity, recognising that these were too ambitious. CJS provided support for this throughout the reporting period, and will continue to provide support, to refine activities and create achievable action plans for local areas.

## Community understanding and participation

A few local areas reported issues with community understanding and participation in community justice. Areas reported difficulty in determining an audience to engage with and methods to communicate with the public and specific groups for example, people involved in the criminal justice system. This extended to raising public awareness of, and trust in, community justice services.

The CJS 'Smart Justice' media campaign provides an opportunity for local areas to implement national communication messages at a local level, with a toolkit disseminated to support local areas to raise awareness of community justice.

**Recommendation:** CJS to continue to develop tools to help Community Justice Partnerships to communicate effectively and raise public awareness in their community.

## Funding/resources

Uncertainty around long-term funding for community justice is a challenge reported by several local areas. The role of the co-ordinator in each local area is critical to the successful development and implementation of community justice activity. Current funding for this role is on a recurring short-term basis, which compromises long-term planning activities: a lack of secured, long-term investment by the Scottish Government could result in the national outcomes not being achieved in local areas. CJS fully supports continued funding for community justice activity in local areas, primarily being used to fund co-ordinator activity, and believes that a long-term funding plan should be in place to sustain this key structure.

**Recommendation:** CJS to work with the Scottish Government on the development of a sustainable position in relation to the longer-term provision of funding to Community Justice Partnerships that supports the employment of community justice co-ordinators.

General uncertainty around public sector funding and the resulting capacity for improvement activity is also a challenge across Scotland. This risks the sustainability of partnership activity. Current funding mechanisms inhibit innovation and tests of change in local areas being delivered over and above statutory, business-as-usual services.

The demand to provide more community-based services is a challenge for local areas. For example, the introduction of the Presumption Against Short-term Sentences (PASS) of 12 months and under, as outlined in the Programme for Government, will result in an increased resource demand, particularly for CJSW services.

**Recommendation:** In line with the horizon scanning section of this report, and where they have not already done so, Community Justice Partnerships should ensure that they consider upcoming legislative and policy developments that will impact on services in their local areas including the mitigating activities that might ease the impact of these.

## Partnership working

While there are many examples of strong partnership working across Scotland, several areas reported issues in partnership working during the first year of activity. Partnerships should address any difficulties in order to progress towards successful outcomes for people in their area. Partners should add relevant value to the partnership: a lack of buy-in from partners can be detrimental to partnership function. This often results in responsibility for activities falling to the co-ordinator when this should in fact be a partnership responsibility.

A lack of consistent representation from statutory partners was reported by a few local areas: turnover in staff within organisations often results in varying representation at meetings and this can affect partnership cohesion.

The effectiveness of the COPFS regional engagement model was questioned by several local areas. Similarly, engagement with the SCTS and a lack of clarity around its role in community justice was reported by a few local areas. Difficulty in consistent attendance from NHS Scotland was common across local areas. The supported and validated self-evaluation being led by the Care Inspectorate should help local areas to identify and address any issues with partnership working.

## Governance/leadership

Governance arrangements have caused challenges in some local areas. These arrangements are detailed in section four of this report.

Two local areas reported that while local activity is progressed with partners, collaborative working at a national level should be improved to support this, including the Scottish Government, CJS, Social Work Scotland and community justice statutory partners.

**Recommendation:** CJS and statutory national partners to ensure that there is both effective leadership and collaborative working that can support Community Justice Partnerships, promote the understanding of community justice and develop efficient and effective service responses.

## Geography/rurality

A few local areas reported challenges related to their geography. In particular, engaging with people and partners across localities that cover huge land areas and island groups is difficult. This can result in a lack of meaningful engagement or in an increased demand on resources to resolve this.

For people involved in the criminal justice system, rurality also poses challenges to attendance at required appointments or group work. Again, a few areas reported the need to provide extra support to overcome these barriers for people in their areas.

### Key Messages

- Partnerships have faced, and in many cases have overcome, a multitude of enduring challenges during the reporting period.
- To support the work that is being done in local areas in addressing these issues, CJS will continue to provide advice and guidance where possible and will take the lead at a national level to engage with partners where appropriate.

# **SECTION 11**

# **HORIZON**

# **SCANNING**

Horizon scanning explores what the future might look like to better understand uncertainties and capacity across community justice stakeholders to either minimise the impact of risks or maximise opportunities. Across local areas, horizon scanning has not consistently been incorporated into local plans and is not apparent within annual reports. In order to ensure partnership working can continue effectively, it is crucial to develop an understanding of issues that might impact on this and to plan for these across stakeholders and communities.

For this report, areas of potential impact have been identified for the coming years. A basic analysis of strengths, weaknesses, opportunities and threats (SWOT) across local and national partnerships and stakeholders has informed this. This analysis is found in Appendix C.

**Recommendation:** CJS to host an annual horizon scanning event for community justice co-ordinators that identifies potential issues over the coming year and develops collective, timely responses to these using a robust SWOT analysis.

In addition to this report, a report on the Justice Vision and Priorities Delivery Plan for 2018-2019, which includes a review of progress against the priorities during 2017-18, is found at <https://www.gov.scot/publications/justice-vision-priorities-delivery-plan-overview-progress-2017-18-new/pages/3/>

# **SECTION 12**

# **CONCLUSION**

There are some common inequalities experienced by people affected by the criminal justice system. We all have needs but, for people affected by the justice system, the challenges faced in meeting these needs are often multiple and more complex. Traumatic experiences and poverty often make things worse, and the criminal justice system can stigmatise people, further reducing their chances of dealing with the impact of offending.

Every contact in the community justice pathway should be considered as an opportunity to assess and address the needs of a person. A person-centred, inclusive approach should be adopted by all services including housing, health, social work, employment and education across the community justice landscape. People's complex needs do not start and end within the confines of the justice system but partners should make best use of the opportunities the system presents to support people to achieve positive change.

There is no doubt that the amount of work being undertaken across the country is considerable, both in terms of volume and depth, and all partner and stakeholder contributions to this should be acknowledged.

While this volume of work is significant, the picture is fragmented at both local and national levels, despite determined efforts to change systems and processes in order to make life better for people. It is crucial that the interventions that are delivered to support people are effective in meeting their needs and in achieving successful outcomes. Currently, it is not possible to be confident of this. This should be addressed by all local and national partners.

It is only through the creation of a culture of inclusion with empowered communities at its core that we will fulfil the vision for community justice set out within the National Strategy. The right services must be delivered at the right time and in the right way. These have to ensure that they support and promote better life chances and positive outcomes. This is smart justice.



**“I was a no good waste of space.  
An alcoholic.”**

Find out more about Mark's story [here](#)



## Next steps

There is much to celebrate in terms of the first year of community justice activity. However, as this report clearly details, this is the start of a long-term process of social and cultural transformation driven by improvement methodologies seeking to improve outcomes for all those whose lives have been affected by the criminal justice system in Scotland.

To support the work that is being done in local areas, CJS will continue to provide advice and guidance where possible and will take the lead at a national level to engage with partners where appropriate.

CJS will use the recommendations outlined in this report to develop and lead on the delivery of a national plan to support further improvement in community justice activity and outcomes for people across Scotland. This will include short-, medium- and long-term actions designed to complement local activity and move us closer to improving outcomes for people affected by the justice system.

## Appendix A: Acronym list

<b>ABI</b>	Alcohol Brief Intervention
<b>ACE</b>	Adverse Childhood Experience
<b>ADP</b>	Alcohol and Drug Partnership
<b>CJOIP</b>	Community Justice Outcome Improvement Plan
<b>CJS</b>	Community Justice Scotland
<b>CJSW</b>	Criminal Justice Social Work
<b>CJVSF</b>	Criminal Justice Voluntary Sector Forum
<b>COPFS</b>	Crown Office and Procurator Fiscal Service
<b>CPO</b>	Community Payback Order
<b>DTTO</b>	Drug Treatment and Testing Order
<b>DWP</b>	Order Department for Work and Pensions
<b>GDPR</b>	General Data Protection Regulation
<b>HSCP</b>	Health and Social Care Partnership
<b>LOIP</b>	Local Outcome Improvement Plan
<b>MAPPA</b>	Multi-Agency Public Protection Arrangements

# Appendix A: Acronym list

Continued

<b>OPI FRAMEWORK</b>	Outcome Performance and Improvement Framework
<b>PASS</b>	Presumption Against Short Term Sentences
<b>RJ</b>	Restorative Justice
<b>RLO</b>	Restriction of Liberty Order
<b>SCTS</b>	Scottish Courts and Tribunals Service
<b>SDS</b>	Skills Development Scotland
<b>SFRS</b>	Scottish Fire and Rescue Service
<b>SHORE Standards</b>	Sustainable Housing On Release for Everyone
<b>SMART</b>	Specific, Measurable, Achievable, Realistic and Time-bound
<b>SNSA</b>	Strategic Needs and Strengths Assessment
<b>SPS</b>	Scottish Prison Service
<b>SWOT</b>	Strengths, Weaknesses, Opportunities and Threats
<b>TSO</b>	Throughcare Support Officer
<b>VSS</b>	Victim Support Scotland

# Appendix B: Measurement of outcomes

## National Outcome 1:

Communities improve their understanding and participation in community justice

Indicator	Reporting
Activities carried out to engage with 'communities' as well as other relevant constituencies	Referenced by 25 local areas. The OPI Framework states that this is long-term and measurement should be over a period of time. Therefore, the description of activities provided here by most areas covers the first year of activity adequately
Consultation with communities as part of community justice planning and service provision	Referenced by 23 local areas. Descriptive information only
Participation in community justice, such as co-production and joint delivery	Referenced by 15 local areas. This primarily related to consultations with communities and focus groups with various cohorts of people; there is little indication of the involvement of people with convictions, victims of crime or families in local areas
Level of community awareness of/ satisfaction with work undertaken as part of a CPO	Referenced by 20 local areas. Information often related to exit surveys and reviews conducted with people who have engaged in CPOs rather than community awareness
Evidence from questions to be used in local surveys/citizens' panels and so on	Referenced by 15 local areas. Commonly included the use of online surveys
Perceptions of the local crime data	Referenced by 18 local areas. Very little specific information is provided, with only examples of community surveys cited.

## National Outcome 2:

### Partners plan and deliver services in a more strategic and collaborative way

#### Indicator

#### Reporting

Services are planned for and delivered in a strategic and collaborative way

Referenced by 25 local areas. Information primarily included the establishment and development of multi-agency groups. There was little mention of joint delivery, implementation of strategic commissioning or effective planning for transitions, as suggested in the OPI Framework

Partners have leveraged resources for community justice

Referenced by 19 local areas. There was some indication of limited leveraging of resources such as staff and buildings, with less information about financial resources

Development of community justice workforce to work effectively across organisational/professional/geographical boundaries

Referenced by 19 local areas. This was commonly presented with examples of partnership working and workforce training, but there was little clear information about cross-boundary working that supports community justice

Partners illustrate effective engagement and collaborative partnership working with the authorities responsible for the delivery of MAPPAs

Referenced by 19 local areas. This was commonly reported as a business-as-usual task

## National Outcome 3:

Effective interventions are delivered to prevent and reduce the risk of further offending

### Indicator

### Reporting

Targeted interventions have been tailored for and with an individual and had a successful impact on their risk of further offending

Referenced by 18 local areas. Where there were specific examples, these tended to be general description; there was no information about the measurement of impact on the risk of further offending within local area annual reports

Use of 'other activities requirement' in CPOs

Referenced by 19 local areas. Many examples of services were stated. This is a business-as-usual task delivered through CJSW, and so should be relatively easy for local areas to report on, should this be appropriate

Effective risk management for public protection

Referenced by 11 local areas. This often included business-as-usual activities delivered through MAPPA and accredited programme work

Quality of CPOs and DTTOs

Referenced by 17 local areas. This primarily included results of exit surveys as evidence for successful outcomes and, less often, areas for improvement

Reduced use of custodial sentences and remand:

- a) balance between community sentences relative to short custodial sentences under one year
- b) proportion of people appearing from custody who are remanded

Referenced by 16 local areas. This was not underpinned with quantitative data to support the measures, which is suggested practice within the OPI Framework. There was a clear issue in accessing data relevant to this indicator, which brings into question the usefulness and meaningfulness of it for local areas

The delivery of interventions targeted at problem drug and alcohol use [NHS Local Delivery Plan (LDP) Standard]

Referenced by 14 local areas. Information often included delivery of ABIs and referrals to, and descriptions of, drug and alcohol specialist treatments

Numbers of Police Recorded Warnings, police diversion, fiscal measures, fiscal diversion, supervised bail, community sentences (including CPOs, DTTOs and RLOs)

Referenced by 16 local areas. As this data was available to 16 local areas, it is expected that all local areas should have access to, and could report, this data to monitor trends over time, should this be appropriate

Number of short-term sentences under one year

Referenced by 13 local areas. In most cases, this included data for the 2016-17 year but data was unavailable at the time of writing reports for the 2017-18 reporting period due to reporting timescales of Scottish Government experimental statistics. Going forward, all data that is required to be included as part of a measurement indicator should be readily available to local areas

## National Outcome 4:

People have better access to the services that they require, including welfare, health and wellbeing, housing and employability

### Indicator

### Reporting

Partners have identified and are overcoming structural barriers for people accessing services

Referenced by 24 local areas. There was limited data in relation to this but, as the OPI Framework suggests, an initial picture captured within the first year that can then be developed is achievement enough

Existence of joint-working arrangements such as processes/ protocols to ensure access to services to address underlying needs

Referenced by 23 local areas. Local areas tended to list these indicators against a range of activities, which means that relevant links to information weren't clear. It is possible that a lack of clarity within the OPI Framework means that these indicators are not meaningful for local areas to capture, and these should be reviewed

Initiatives to facilitate access to services

Referenced by 21 local areas. As above, local areas tended to list these indicators against a range of activities, which means that relevant links to information weren't clear. It is possible that a lack of clarity within the OPI Framework means that these indicators are not meaningful for local areas to capture, and these should be reviewed

Speed of access to mental health services

Referenced by 15 local areas. However, there was no data that suggests that local areas have been able to measure cohort-specific activity using this indicator. The OPI Framework itself recognises this lack of specific data as a potential issue

% of people released from a custodial sentence:

- a) registered with a GP
- b) have suitable accommodation
- c) have had a benefits eligibility check

Referenced by 14 local areas. Again, there was no indication that local areas have been able to measure activity using this indicator

Nine local areas also reported another indicator against the outcome: 'speed of access to drug/alcohol services'. A further five local areas included an indicator to measure access to services on release from prison; again, there was limited data in support of this. While these appear to be useful and relevant indicators, there is limited information reported against them. It may be useful to develop these further during any review of the OPI Framework.

**National Outcome 5:**  
**Life chances are improved through needs, including health, financial inclusion, housing and safety, being addressed**

**National Outcome 6:**  
**People develop positive relationships and more opportunities to participate and contribute through education, employment and leisure activities**

**National Outcome 7:**  
**Individuals' resilience and capacity for change and self-management are enhanced**

<b>Indicator</b>	<b>Reporting</b>
Individuals have made progress against the outcome	Some local areas did not report against these outcomes, instead stating that their focus in the first year of activity was on the four structural outcomes. Twenty-one local areas simply reported this indicator against all three outcomes. However, there was little evidence indicating progress being measured in local areas

# Appendix C: Horizon Scanning

## Political

### Assessed impact

### Considerations

#### New Cabinet Secretary for Justice

In June 2018 Humza Yousaf was appointed the new Cabinet Secretary for Justice, replacing Michael Matheson

To date, the Cabinet Secretary has established the Victims Taskforce (detailed later in this section) and launched an easy-read version of the [Victims' Code for Scotland](#), while engaging widely with victims of crime and their families

Promoting the benefits of community justice in Scotland and the individual stories of success is crucial to ensuring this agenda remains a national focus.

Inviting the Cabinet Secretary to experience this in local areas and to attend relevant events will best demonstrate progress

CJS will continue to engage with the Cabinet Secretary and all Members across political parties to develop an understanding of community justice messages

#### Brexit

Brexit is the withdrawal of the United Kingdom from the European Union on 29 March 2019

There will be implications for community justice statutory partners arising from the UK's withdrawal from the EU including, but not restricted to, cross-border co-operation, access to funding for local initiatives and projects which support people's reintegration, and cross-border custody issues. The Scottish Government has indicated that it will be issuing regulations to address the impact of Brexit on areas of devolved responsibility such as justice

This forms part of the work programme of the Justice Committee of the Scottish Parliament. The volume and timing of Brexit legislation that needs to be considered by the Scottish Parliament remains unclear

CJS, through its membership of the Justice Board, will maintain awareness of the impact of Brexit on community justice.

These will be communicated to partners based on their areas of interest

# Environmental

## Assessed impact

## Considerations

### Women's prison estate

In September 2017 the Scottish Government announced the development of two women's custodial units in Glasgow and Dundee. Purpose-built units for between 16 and 20 women are set to open by 2020. The aim of these units is to aid women's reintegration by improving access to community supports

The unit in Glasgow will be in the Maryhill area. The first images of this were issued in May 2018 and the local community was invited to feedback on proposals

The unit in Dundee will be in the Hilltown area. Local councillors were asked to approve plans in October 2018 subject to 23 planning conditions. More than 1,300 people have signed a petition objecting to the unit. SPS has identified that the location is the issue, not the building of a women's custodial unit in Dundee

CJS will monitor ongoing developments in the delivery of both women's custodial units

Dundee and Glasgow partnerships should maximise the potential of these sites by maintaining dialogue with SPS and establishing positive community support for women based on analysis of local needs and existing good practice in both areas

# Social

## Assessed impact

## Considerations

### Consultation on victims of domestic abuse

In early 2019 a consultation will take place on how multi-agency interventions can be improved for victims of domestic abuse who are at high risk of harm

CJS will research and consider a response to this consultation.

### Expansion of the Caledonian System

In 2018 £2.8 million was announced to expand the delivery of the Caledonian System into a further six areas. This will allow more male perpetrators of domestic violence to access specific rehabilitative services

Staff currently employed within local authorities to manage this programme are now based within CJS as part of the learning, development and innovation team

CJS to review and monitor the expansion of the Caledonian System to ensure local authorities can benefit from shared learning, and to provide a consistent service across Scotland

CJS, where required, will also liaise with areas not involved the Caledonian System to explore issues such as workforce development around domestic abuse

### Establishment of Victims Taskforce

In October 2018 the Scottish Government announced the establishment of the Victims Taskforce which will aim to improve the criminal justice system from a victim-led perspective. The taskforce will be made up of senior managers from relevant public and third sector bodies. Victims themselves are not directly part of the taskforce, but the intention is to take evidence from victims and victims groups

CJS to be represented within the Victims Taskforce, while advocating for the direct involvement of those harmed by crime in all decision-making

## Social (Continued)

### Assessed impact

### Considerations

#### Expansion of youth justice

Discussion is currently ongoing to expand the youth justice process to those aged up to 21 years and care experienced young people up to the age of 26 years

At this stage, community justice partners need to be aware that there will be a potential impact to their youth justice provision if age ranges are extended, and they may wish to highlight the implications of this

Community justice partners to consider the implications of an extension to age ranges on their local youth justice provision

#### Fair Start

In April 2018 Scotland's new employment support service, Fair Start, commenced. This is one of the first exercises of devolved powers under the 2016 Scotland Act. The service provides tailored, flexible and person-centred support to at least 38,000 people across Scotland who want to find work. People participate in this service voluntarily, and so avoid the threat of sanctions

Fair Start cites people with convictions as a client group that it seeks to work with. On analysis, this related to work with SPS and relevant partners, and the Reducing Re-offending programme which ran from 2012 to 2015. This highlights a gap in connections between this employment support body and partnerships. To ensure inclusive employment and opportunities for people from all areas of the justice system, local engagement must take place

Partnerships to incorporate delivery partners for Fair Start. The level of incorporation should be based on local priorities, but a universal understanding of this service must be achieved across the justice system

CJS to raise awareness of Fair Start across national partners, following a review of developments within this service for people with convictions

## Social (Continued)

### Assessed impact

### Considerations

#### Rapid re-housing transition plans

As part of a new legislative requirement placed on local areas, each must have a new planning framework in place to help them and their partners transition to a rapid re-housing approach from April 2019. The new model will have a significant impact on the use of housing and temporary accommodation, particularly for those transitioning from prison. This process is in three parts:

1. Market area analysis: a review of temporary and settled accommodation for homeless households, aligned to the current five housing options hubs
2. Guidance on rapid re-housing transition plans: a practical document to assist local authorities and their partners clarify local baselines and projections sensitive to local needs
3. Transition tool: an accompanying Excel spreadsheet to enable those plans to be populated and costed. There are recommendations on sources of data that can help achieve consistent submission of supporting data and assumptions

Community Justice Partners to ensure the needs of those affected by the justice system are included when developing the local rapid re-housing transition plan and model going forward

# Technological

## Assessed impact

## Considerations

### Scottish Government digital roadmap

The Scottish Government Criminal Justice Division has created a justice system planning group and digital roadmap. The roadmap is one of three strategic planning tools under development, including improved model capacity and a criminal justice health check

As part of digital justice transformation, seven projects have been funded during 2018. These are a witness portal website, secure disclosure, witness citations, an integrated case management system (SCTS), courtroom technology, and additional IT for sheriffs and court staff to aid acceleration. Police Scotland will also benefit from improved road traffic collision recording. The improvement of digital technology in this manner will consider how other agencies can benefit from improved data in a more collaborative environment. This will also provide a more streamlined process for victims, witnesses and people who offend. Next steps in the project are to consider the needs of defence agents and to improve the collation and sharing of evidence to reduce churn and allow for earlier resolutions

CJS to monitor developments and ensure the needs of victims, witnesses and people who offend and considered throughout development

CJS to consider how new developments in data can shape any future changes to the OPI Framework to better inform the local evidence picture

### Electronic monitoring

In February 2018 the Scottish Government outlined proposals to expand the use of electronic monitoring to incorporate GPS technology for the first time. At present, electronic monitoring using radio frequency is used to restrict people to their own homes. New systems would allow specific locations to be restricted, and allow a level of monitoring and management that supports community reintegration and rehabilitation

The electronic monitoring contract is currently out for re-tender following completion of the current and extended G4S contract (2013 to March 2020). This is in advance of any new legislation to support expansion and improved use

Three electronic monitoring pilot projects are currently underway across Scotland and are due to conclude in 2019

Community Justice Partners should maintain awareness of the opportunity for electronic monitoring to be extended and refined, which could potentially result in greater numbers of people coming within the scope of electronic monitoring

The outcomes of the pilot projects will be published by the Scottish Government in spring 2019

# Economic

## Assessed impact

## Considerations

### Supervised and supported bail

In late 2018 the Scottish Government will provide revised guidance and funding for supervised and supported bail schemes in Scotland. This is currently awarded annually which results in uncertainty as to the provision of such services. Increasing accessibility to such schemes will support reductions in the remand population, which currently accounts for a fifth of the overall prison population in Scotland. For this to be successful however, additional supports will need to be accessible and intensive, to address the causal factors of offending

As part of required local research into the potential impact of the PASS, partnerships to analyse their own requirement for a successful supported and supervised bail scheme. This should be based on the current needs of the short-term prison population

### Universal Credit

The Scottish Government expect the full digital service roll out to be complete by December 2018. People who remain on existing benefits or credits will begin to transfer over from July 2019. The full process will be completed by March 2023

Details on which areas of Scotland remain still to receive a digital service and when this can be expected by month, can be accessed on the [Turn2Us](#) website

Early analysis has identified an increase in rent arrears, crisis grant applications and foodbank use. People will wait five weeks or longer for their first payment of Universal Credit, particularly where identification requires to be verified. It is possible to receive a cash advance to cover this period, but this is a lump sum and may not be budgeted. This will also require to be paid back. People are often applying for more than one crisis grant to cover this period

Within the justice system, delays will be incurred for people leaving prison due to a lack of digital service access. Additionally, limited identification methods held by people without a stable address, GP, dentist and/or no history of recent claims will cause extensive delays to initial payments. This could significantly interfere with a person's desistance, and greatly impact on their family and community

Partnerships should consider the impact of the roll out of Universal Credit on issues such as financial inclusion

# Legislative

## Assessed impact

## Considerations

### Presumption against short-term sentences

In September 2017 the First Minister announced plans to extend PASS from those under three months, to sentences of 12 months or less. CJS supports this policy and is keen to ensure a level of community 'readiness' based on accessibility to the level of support necessary to address the needs of such a diverse and often complex group

In October 2018 CJS began a research project to identify the needs of the current short-term prison population and those currently serving community-based sentences. This will conclude in February 2019 with a full report published as soon as practicable. Timescales are largely dependent on access to people and statutory partners involved

Specific details on PASS, including timescales, will become available following the establishment of provisions within the Domestic Abuse Act in early 2019

Partnerships to consider the local impact of PASS based on different scenarios of effectiveness, likely to increase those with more complex needs serving sentences within the community

Partnerships to continue existing work to increase diversion from prosecution across Scotland, supported by CJS. This will allow those delivering CPOs to ensure the necessary support is available in the event of PASS for those best placed on such orders

CJS will work with the Scottish Government on issues related to identified costs of implementation of PASS and the adequate resourcing of this

### Management of Offenders Bill

The Management of Offenders Bill aims to make provision for the electronic monitoring of offenders and for certain other restrictive measures imposable on offenders; to make provision about periods and processes as regards disclosure of convictions by offenders; and to make provision relating to the organisation and functions of the Parole Board for Scotland

CJS to continue to support work on this Bill, incorporating the needs of people with convictions reflected through local partnerships and other stakeholders within ongoing discussions

## Legislative (Continued)

Assessed impact	Considerations
<p data-bbox="226 884 454 929"><b>Disclosure Bill</b></p> <p data-bbox="226 985 790 1176">The Disclosure Bill will make amendments to the Protection of Vulnerable Groups (Scotland) Act 2007 and Part V of the Police Act 1997 to support the modernisation of the policy design of the disclosure system</p> <p data-bbox="226 1209 790 1512">The Bill is likely to be tabled in May 2019, and at this stage, it is unclear who will lead this development. The Bill should prioritise the protection of young people, while making improvements to disclosure policies in Scotland to support employment opportunities for people with convictions where possible</p>	<p data-bbox="821 985 1284 1064">CJS will research and respond to this consultation</p>

# Organisational

## Assessed impact

## Considerations

### Restorative justice

In October 2018 the First Minister announced a commitment to the delivery of consistent access to RJ services across Scotland by 2023. This will be supported by an action plan published in Spring 2019

The action plan will be based on a vision for RJ which is inclusive of everyone, at all stages of the justice system and for any offence. Outcomes to achieve such an ambitious vision will focus on the development of training, equal access to ]services and increasing awareness and understanding of RJ. Actions will be informed by a review of national and international practice in RJ, workshops with stakeholders, and a full consultation on the draft action plan in early 2019

Partnerships to consider the development of RJ services in their communities, and the adoption of restorative practices within stakeholder organisations

CJS to continue its support in the development of RJ across Scotland, in collaboration with the Scottish Government and relevant stakeholders. This includes consideration of the delivery of training, and involvement in the demonstration of RJ at a local level

# Psychological

## Assessed impact

## Considerations

### Trauma-informed workforce development

CJS is represented on the National Trauma Training Reference Group and has contributed feedback to early drafts of the Scottish Psychological Trauma and Adversity Training Plan. The learning development and innovation team is currently evaluating various learning products in this field based on an evaluation framework based on the Knowledge and Skills Framework for the Scottish Workforce published by NHS Education Scotland

Community Justice Partners to identify demand for training around the various levels of the Knowledge and Skills Framework

**'A COMMUNITY SENTENCE  
SAVED MY LIFE.'**