

Community Justice Outcome Activity Across Scotland

Annual Report
2018-2019

**Laid before the Scottish Parliament by Community Justice Scotland
under section 27 of the Community Justice (Scotland) Act 2016
March 2020
SG/2020/3**



Contents

1. Foreword	▶
2. Executive Summary	▶
3. About this Report	▶
4. National Outcome One	▶
5. National Outcome Two	▶
6. National Outcome Three	▶
7. National Outcome Four	▶
8. National Outcome Five	▶
9. National Outcome Six	▶
10. National Outcome Seven	▶
11. Governance	▶
12. Challenges	▶
13. Use of the Current OPI Framework	▶
14. Next Steps	▶
APPENDIX 1 - Acronym List	▶
APPENDIX 2 - Common Activity	▶
APPENDIX 3 - Use of the OPI Framework Indicators 2018-19	▶



1. Foreword



Lindsay Montgomery CBE
Chair of CJS Board



Karyn McCluskey
CJS Chief Executive

We are pleased to introduce the second Community Justice Scotland (CJS) annual report on community justice outcome activity across Scotland for the period 2018-19. The purpose of the report is to present progress across Scotland by community justice partners towards meeting the national outcomes.

The report captures the collaborative work between community justice partners in local areas and demonstrates the delivery of services designed to reduce offending and further offending. Last year, Community Justice Partnerships (CJPs) began their journey towards the delivery of person-centred outcomes through the creation of improved, multi-agency ways of working.

Equity of opportunities to effect change remains a challenge and the experience of those going through the justice system is dictated by where people live in Scotland. While local areas report considerable innovation and drive towards achieving national outcomes, the evidence and analysis within this report highlights the need to:

- ▶ ensure people affected by the justice system and their communities are at the heart of local planning
- ▶ revise the Outcomes, Performance and Improvement (OPI) Framework
- ▶ ensure that local community justice priorities and actions are underpinned by robust and meaningful data and information
- ▶ prioritise key areas of activity including diversion, bail supervision and support and reintegration
- ▶ ensure local and national structures and working arrangements support the delivery of community justice outcomes

The backdrop against which community justice services continue to operate remains challenging, and the impact of often extreme adversity across Scotland's communities only serves to deepen the challenge they face. Services are to be commended for their commitment to providing interventions at the earliest opportunity, and the need to grow provision across arrest referral, bail supervision and structured deferred sentences is a key theme identified within the report as requiring national consideration if outcomes are to be realised.

We would like to extend our gratitude to everyone involved in the preparation of this report. The information contributed from each local authority area in Scotland continues to develop into an inspiring narrative on the value community justice services offer to those affected by the justice system. The inclusion of examples of community justice in action across many areas should also serve as an opportunity for real discussion about ways in which we can move closer towards the achievement of national community justice outcomes.



2. Executive Summary

About this report

This report is a legislative requirement under the Community Justice (Scotland) Act 2016 and is primarily for Scottish Ministers and those working within the community justice sector. The report is based on an analysis of evidence and information submitted by every CJP in Scotland.

Using this evidence base, the report is able to present a number of key messages and areas for improvement within each of the national outcomes. Examples of progress made during the reporting period and examples of community justice in action are highlighted throughout the report.

The report is not able to provide a definitive assessment of progress against the national outcomes for Scotland. The use of the OPI Framework, against which the evidence and data for this report are structured, is inconsistent across areas and indicators which are commonly reported do not support the aggregation of information at a national level. In addition, data relating to a number of quantitative indicators are not available locally. This remains a significant problem.

The first iteration of the Scottish Government's National Strategy for Community Justice is due for review by 2021 and mandates a revision of the OPI Framework. **The report finds that the OPI Framework and subsequent local and national reporting mechanisms are in need of review.** An agreed set of indicators and a commitment to providing quality data and evidence through national reporting is crucial to enable the sector, through future iterations of this report, to effectively monitor progress towards the achievement of national outcomes.

National Outcomes

Activity during the reporting year to improve community participation and understanding in community justice evidences a sharper focus on people impacted upon by the justice system. Activity to engage the general public is still emerging. The report finds that people need to be more at the heart of the community justice model. This includes people with lived experience, victims of crime, families and communities being fully included in the planning and review of services. **The voice of people needs to be much stronger nationally and locally.**

There is evidence that CJPs are planning and delivering services in a more strategic and collaborative way. Information sharing arrangements are emerging and CJPs are developing methods of scrutiny using quality indicators within the community justice self-evaluation model relevant to management and leadership.

The production of robust and meaningful data and information to underpin the local community justice model is critical to support CJPs in their planning, measuring and reporting. **The report finds that there is an urgent need to focus on the provision of robust local strategic needs and strengths assessments that form the basis for local priority setting.** This is the foundation of appropriate services.



2. Executive Summary

There are examples of improved access to services for women through the provision of person-centred, multi-agency planning. There is a desire to develop more bespoke and holistic services for men but higher numbers present a range of difficulties for CJPs to consider. **Access to services to address needs can be maximised through the prioritisation of key areas of activity including diversion, bail supervision and support, and reintegration.** There is an absence of evidence in terms of local strategic responses to these issues, including the distribution of resource and budgetary realignment.

The provision of revised guidance and funding for bail supervision and support, new money for additional mental health workers in the justice setting, and the development of data sharing arrangements for people being admitted to, and liberated from, custody, has supported the delivery of effective interventions to prevent and reduce the risk of further offending. **The report finds that CJPs and national partners must now develop mechanisms to better measure the impact of interventions, particularly in the context of community sentences and the extension of the Presumption Against Short Sentences (PASS).**

Areas are using a range of methods and tools to capture person-centred outcomes. The indicators within the OPI Framework lend themselves to capturing outcomes for an individual which, although crucial for CJPs, makes the aggregation of data and evidence submitted by areas for this report difficult to use to formulate a national picture. **The report finds that national research is required to establish how outcomes at an individual, intervention, area and Scotland-wide level can be captured and reported against the community justice person-centred outcomes.**

Governance

Although all CJPs continue to place themselves under their local community planning arrangements, the evidence shows wide variation in their scrutiny. Governance in many areas continues to be under review to mitigate the risks of duplication and lack of strategic drive for community justice outcomes within a cluttered community planning landscape. **The report finds that a lack of formal CJP status necessitates a reliance on collective leadership and raises questions about the ability of these structures to deliver community justice outcomes in a strategic and sustainable way.**

Next Steps

The inclusion of practice examples in this report showcases the range of work being undertaken by CJPs to drive improvement and achieve better outcomes for people. However, there are too many inconsistencies and gaps in the mechanisms used to capture the impact of these interventions. **As a result, it is not currently possible to confidently know whether national outcomes are being achieved. In order to address this, local and national partners across Scotland will need to consider how to respond to the areas of improvement highlighted within this report.**



3. About this Report

Community Justice is about improving outcomes for people whose lives have been impacted upon by the Scottish criminal justice system.

There are seven community justice nationally-determined outcomes (referred to throughout this report as 'national outcomes') that community justice partners are striving to achieve:

1	Outcome One Communities improve their understanding and participation in community justice.
2	Outcome Two Partners plan and deliver services in a more strategic and collaborative way.
3	Outcome Three People have better access to the services that they require.
4	Outcome Four Effective interventions are delivered to prevent and reduce the risk of further offending.
5	Outcome Five Life chances are improved through needs being addressed.
6	Outcome Six People develop positive relationships and more opportunities to participate and contribute through education, employment and leisure activities.
7	Outcome Seven Individuals' resilience and capacity for change and self-management are enhanced.

Under the provisions of the [Community Justice \(Scotland\) Act 2016](#) (referred to in this report as 'the Act'), the statutory partners for each local authority area in Scotland (referred to throughout this report as 'area'), on an annual basis must report their performance to CJS in relation to the national outcomes. CJS is required to provide an assessment of performance in Scotland as a whole in relation to the achievement of the national outcomes.

Each area in Scotland has a community justice outcome improvement plan (referred to in this report as 'plan'). Within these plans, areas may have developed local outcomes to support progress towards the national outcomes.

This is the second annual report on outcome activity across Scotland.



3. About this Report

Methodology

In preparation for writing this report, CJS asked every area in Scotland to provide a narrative about the data and evidence they have collected to assess their performance during the reporting period of April 2018 to March 2019, and this information forms a large part of the evidence base for this report. The template that areas used to report their information is aligned to the national indicators from the community justice OPI Framework, which includes the following types of indicators:



Quantitative

Those which require statistical data and analysis.



Change and Impact

Those which show activity that has been carried out, what this has meant for the area, the impact of the activity and the resultant change.



Contextual

Those which show demand and are used as a guide to planning.

For each indicator, CJS asked areas whether they had reported to their CJP against the indicator during the reporting period and whether they thought the indicator was useful in telling them whether they are making progress towards the national outcomes. An overall analysis of the use of indicators during the reporting period is included in the section entitled 'Use of the Current OPI Framework'.

Also included in the evidence base for this report is the learning we have gained from interactions with community justice stakeholders across Scotland during the reporting period.



3. About this Report

What this report is able to do

Through the analysis of all of the information we have highlighted examples of progress made this year, examples of community justice in action, key messages and evidence-based areas for improvement which we hope will lead to both local and national improvement activity.

What this report is not able to do

Using the information submitted by areas, CJS is unable to give a definitive assessment of progress in Scotland towards the national outcomes. The report finds that there is little consistency in how the OPI Framework is used across Scotland and indicators which are commonly reported provide qualitative narrative that is varied according to the priorities present in the area, the stage of a partnership's establishment and the nature of the local justice landscape. These types of indicators do not support the aggregation of information at a national level.

Data relating to a number of quantitative indicators are not available locally. To mitigate this, CJS have developed data manuals that identify data sources and relevant characteristics of information that can inform strategic planning. This work has identified that there are significant gaps in the availability of justice-related data.

A clear finding from this report is that the OPI Framework and the subsequent local and national reporting mechanisms are in need of review. Locally, CJPs may require support and training to understand and use the data to inform their strategic planning processes and drive activity under evidence-based priorities. Nationally, an agreed set of indicators and a commitment to providing quality data, analysis and evidence through national reporting is crucial to enable the sector, through future iterations of this report, to establish trends, identify areas for improvement and monitor progress towards the achievement of national outcomes.



4. National Outcome One

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. ”

Community Justice National Strategy

4. National Outcome One



Examples of Progress Made During the Reporting Year

- ▶ More local areas than last year can demonstrate engagement activity with families, victims and young people.
- ▶ There is an increased focus on engagement with defined 'communities', most commonly with groups close to community justice. There are fewer 'scatter gun' approaches to try and engage everyone.
- ▶ Areas report that they are using written feedback to measure increased understanding following events and conferences.
- ▶ Two areas included people with lived experience on staff interview panels.



Examples of Community Justice in Action

- ▶ Event held to support family members of people involved in the justice system (Aberdeen).
- ▶ Collaboration with the Centre for Youth and Criminal Justice (CYCJ) and Strathclyde University to write an evidence-based practical guide to support professionals and people with lived experience to work together (the Ayrshires).
- ▶ Resilience Learning Partnership social enterprise established to empower the voices of people with lived experience in influencing policy and practice (Clackmannanshire).
- ▶ Open day held to highlight the work undertaken by people subject to Community Payback Orders (CPOs) with an emphasis on developing community understanding of the issues and stigma faced by people involved in the justice system (North Lanarkshire).



Key Messages

- ▶ Community justice is not visible in day-to-day life.
- ▶ Evidence of activity against this outcome is focused on raising awareness of community justice with partners and communities who have experience of the justice system. Activity to engage the general public is still emerging.
- ▶ Engagement activity is not commonly planned in a systematic or strategic way. Few areas have implemented a communication and engagement strategy (although some areas report activity to develop a communication strategy).
- ▶ There is little data to demonstrate the impact of community engagement activities.
- ▶ The legislative requirement to publish individual CJP area annual reports is an excellent opportunity to showcase the work of CJPs in local communities.



Areas for Improvement

- ▶ Areas and national partners must ensure they have systematic and strategic plans to underpin their engagement activity. This includes understanding what communication and engagement issues they want to address, establishing the key messages that need to be delivered, the methods that are going to be used and the measurement needed to demonstrate the impact.
- ▶ CJPs should ensure that they are meeting their requirements within the Act by issuing local annual reports on performance in relation to community justice outcomes.
- ▶ Areas must demonstrate that they are involving people with lived experience in decision making and in the design and delivery of services.
- ▶ The range and effectiveness of measurement tools used across local areas to capture the impact of digital engagement methods should be researched at a national level and recommendations made to try and ensure consistency across Scotland.





Activities carried out to engage with 'communities' as well as other relevant constituencies

Areas report evidence against this indicator using a range of definitions for 'communities'. Most common are geographical localities, recovery communities, the third sector, victims of crime, the general public, people in custody and students. Engagement methods are varied and include engagement through community councils, newsletters, website and social media platforms, citizen panel surveys, newspaper articles, awareness-raising events and multi-agency training.

There are some examples of cross-border collaboration. Building on work initiated in the previous reporting year and facilitated by the third sector, four CJPs held focus groups in HMP Perth with short term prisoners to discuss the impact of the community justice model within the themes of housing, healthcare, employability and financial welfare. The emerging issues have been fed back through each individual CJP and are being progressed via a Throughcare Network. Events are also being held, and training delivered jointly across the remits of community justice, violence against women, health and social care and multi-agency public protection arrangements (MAPPA). Training over the reporting period has commonly focused on developing trauma-informed practice.



Community Justice in Action (Aberdeen)

An event to launch wider support for family members of people involved in the justice system was held at Aberdeen Sheriff Court. The event was attended by various groups and organisations including Court Solicitors, Scottish Courts and Tribunals Service, Criminal Justice Social Work, Victim Support Scotland, NHS and Skills Development Scotland.

The aim of the event was to enable earlier access to support services by raising awareness among court-based staff. Interviews with family members and professionals were published in the local media and a film was launched showing the experience of visiting a family member in custody. Data to demonstrate the impact of the event is currently being collected and includes how people engaging with the service heard about it and how many people have viewed the film.

One area reports the continued development and roll-out of a local 'Ambassador Toolkit', which comprises relevant data and research. This is used by community justice partners and political leaders to disseminate the vision and represent the work of the CJP in that area. The approach has received validation from the Care Inspectorate who highlight that 'elected members, informed by the toolkit and with a clear understanding of national and local priorities, are contributing to a wider public understanding about community justice, including delivering messages on smart justice to groups of young people'.

Building relationships with communities is key to meeting community justice outcomes and there is a broad range of evidence presented by areas to describe the activities that are being carried out. Whilst only a few areas report having implemented a communication strategy, several areas mention the development or revision of a community justice communication strategy which will help to ensure a systematic and strategic approach. Only two areas reported activity to develop a communication strategy in the previous reporting year.



4. National Outcome One



Community Justice in Action (North Lanarkshire)

In December 2018, an open day was held inviting students and lecturers from the University of the West of Scotland, members of the Scottish Parliament and members from Local Community Councils. The day was to highlight the work undertaken by people subject to CPOs. The emphasis was to develop understanding of the issues and stigma faced by people involved in the justice system and importantly the opportunities available to build skills, knowledge and experience for them to move on with their lives whilst paying back to the community.

Data to demonstrate the **impact** of activity within this indicator is less evident but is emerging. Several areas are using verbal and written feedback to measure whether attendees at training and events have an increased understanding of community justice and some areas are using analytics to demonstrate the impact and reach of social media and web-based communications. Particularly as digital engagement methods are being increasingly used, it may be beneficial to explore the range and effectiveness of measurement tools nationally for this method of engagement.

Alongside reporting evidence and data to CJS in preparation for publishing this national report, each CJP has an individual legislative requirement to publish a report locally. This local report should set out, in relation to each national outcome and each locally-determined outcome, an assessment which describes whether the outcome is being achieved or if not, what progress has been made. These individual area annual reports are an excellent opportunity to showcase the work of CJPs and the impact they are having in local communities. It is unclear whether CJPs are meeting their legislative requirements in publishing local reports on performance in relation to community justice outcomes.

Consultation with communities as part of community justice planning and service provision

Each area is required to consult with the public and other stakeholders whilst developing its community justice plans. Many areas have approached this by setting up focus groups with different communities of people or by issuing questionnaires through the local Citizens' Panel. Although it is clear that this activity has influenced strategic planning there is less evidence of regular follow-up conversations to review and assess impact.

In some areas, the third sector is playing a key role in facilitating more dynamic community engagement. Forums have been established to discuss local service provision and have highlighted gaps in provision, particularly in services to assist people to reintegrate into communities following a period of time in custody. One area continues to have representation from the local Civic Forum on the CJP to ensure their voice in community justice decision-making is heard.

As with last year, a few areas report the development of a place-based approach, utilising the [Place Standard Tool](#) to gather information about the things that matter to communities touched by the justice system. One area used the tool within a project, and an evaluation of that project found that it empowered the voices of very vulnerable people.



4. National Outcome One



As the locality planning duties under the [Community Empowerment \(Scotland\) Act 2015](#) embed across Scotland there are opportunities for community justice partners to work within the wider [community planning](#) remit to carry out wider community engagement and consultation. Areas must be able to demonstrate the impact of the engagement activity on community justice planning and service provision.

Participation in community justice, such as co-production and joint delivery

Including people with experience of the justice system in the development of interventions that support desistance is highly effective in improving quality and impact. Areas highlight peer mentoring as a commonly-used support in helping people to address issues, re-engage with their local communities, set goals and achieve their full potential. This approach is typically voluntary and open-ended in terms of timescale, in contrast to other services which are constrained by the timescales set by a person's involvement with the justice system. Last year, as this year, mentoring was reported in some capacity by nearly all areas.



Community Justice in Action (the Ayrshires)

This area worked in association with the Centre for Youth and Criminal Justice and the University of Strathclyde to write a practical, evidence-based guide to support professionals and people with lived experience to work together to shape the design, development and delivery of services. The guide has since been published and can be accessed [here](#). The long term aim is that these groups become self-sustaining and embed themselves as a trusted 'sense check' for services when developing engagement strategies and facilitating people to engage with support.

Two areas during the reporting period included people with lived experience on interview panels for staff posts.

Most areas are able to demonstrate where an individualised approach is being used to involve the person in appropriate interventions. However, notwithstanding the innovative practice described above, collective and effective involvement of people with lived experience of the justice system to achieve co-production and joint delivery remains a longer term outcome for many CJPs at this time.



Community Justice in Action (Clackmannanshire)

Community justice partners are supporting the development of the Resilience Learning Partnership (RLP) social enterprise. The RLP is an innovative training and education provider with a working strapline 'Lived Experience... Living Testimony'. RLP aims to empower the voices of people with lived experience but it also supports, trains and remunerates them to meaningfully inform policy and practice.





Level of community awareness of / satisfaction with work undertaken as part of a Community Payback Order (CPO)

Areas are using a range of methods to raise the awareness of CPO unpaid work activity, including Citizen Panel questionnaires and communications through the Community Planning Partnership (CPP), Community Councils and social media. One area has established and publicised a dedicated mailbox for communities to make requests for unpaid work activity and another area has developed a communication strategy to provide a more rigorous approach to marketing the capability and capacity of the unpaid work team.

Every area can demonstrate activity to capture public satisfaction with work undertaken as part of a CPO. This is partly because the [Criminal Procedure \(Scotland\) Act 1995](#) imposes a duty on local authorities to submit annual narrative reports on how CPOs operate in their area, and much of the evidence submitted for this report relates to information collected for this purpose. Each area is able to demonstrate the reach and impact of unpaid work activity using measures such as the number of unpaid work hours undertaken, the number of requests, the number of beneficiaries, the type of work carried out and the recipient feedback. This information is used to publish a summary of local authority CPO annual reports, the latest version of which can be accessed [here](#).

Just before the reporting period, in January 2018, CJS conducted research to explore people's awareness, understanding of and attitudes towards community justice. The findings showed that there was little understanding of community sentences, that unpaid work was the most commonly known, and that community justice was not visible in day-to-day life. The majority of people did not realise that the justice system can help people. Once they understood this, people agreed that community justice can be a better alternative to prison, and that behaviours at the root of offending (such as addiction) should be treated.

Evidence from questions to be used in local surveys / citizens' panels and so on

Areas report having carried out surveys to inform their local community justice plans. However, there is little evidence of this being carried out in a systematic or strategic way. One area was able to demonstrate the impact of their engagement activity, with 37% of people asked in 2016 expressing the view that communities have a responsibility to support people who have offended. This rose to 51% in 2018.

The lack of information used within CJPs to evidence progress against this indicator is perhaps indicative of the infancy of the community justice model. There is more activity happening with people touched by the justice system to inform community justice priorities than activity focused specifically on gaining the views of the general public.

4. National Outcome One



Perceptions of the local crime data

Few areas routinely collect this data as part of community justice activity. Some areas collect data in collaboration with their local Community Safety Partnership to inform wider community planning engagement activity and some areas said that they would be using this type of data to inform the refresh of their local plans.

The Scottish Crime and Justice Survey includes questions in relation to public perception of crime and safety, which areas find useful as a longer term measure. However, the small local sample size and the time lag between the data being collected and published restricts its use as a community justice indicator and there is little confidence about using the data as a representation of how communities feel.

Some areas have explored perceptions of crime in their engagement activity with people who have experience of the justice system. This has demonstrated a low baseline in terms of people 'feeling safe'. This is perhaps understandable given that people who have experience of the justice system are significantly more likely to be both the perpetrators and victims of crime. Therefore their views cannot be used as representative of the general public.



5. National Outcome Two

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. ”

Community Justice National Strategy

5. National Outcome Two



Examples of Progress Made During the Reporting Year

- ▶ The Care Inspectorate has implemented a process of supported and validated self-evaluation across Scotland. The initial focus is on quality indicators relevant to operational management and leadership. Eleven areas have established a programme of self-evaluation within their own partnerships.
- ▶ Evidence of robust information sharing arrangements are beginning to emerge.
- ▶ Some areas have developed new strategic approaches to multi-agency training and learning, particularly across public protection.
- ▶ Several areas have made the policy decision to extend the principles of the Whole System Approach (WSA) up to the age of 21 (and up to the age of 26 for people who are care-experienced).
- ▶ Over half of partnerships report activity around the implementation of the SHORE standards.



Examples of Community Justice in Action

- ▶ A Collaborative Commissioning Strategy has been established which reflects strategic, joint planning of services (Glasgow).
- ▶ Development of a Recovery Hub, where staff are co-located to support people in recovery (Edinburgh and Midlothian).
- ▶ A partnership worked with a local third sector organisation to design and deliver a series of training events for front line employability staff (Fife).
- ▶ Trauma training delivered to 850 police staff across the area (the Ayrshires).
- ▶ Partnership work with Victim Support Scotland to maximise referrals (Dundee).
- ▶ Asset-based community development sessions held to better understand the relationships between organisations and communities (Shetland).



Key Messages

- ▶ There is a lack of strategic needs and strengths data to evidence where resource needs to be targeted locally to meet community justice outcomes.
- ▶ The populations who experience poorer outcomes due to socio-economic disadvantage in the community planning context are likely to be the same populations who require high levels of support from community justice services.
- ▶ MAPPAs are seen as stand-alone arrangements with robust scrutiny and reporting mechanisms in place. Consequently there is little appetite to include MAPPAs in CJP performance reporting.



Areas for Improvement

- ▶ Areas must consider how they are going to implement and embed strategic commissioning practices into the work of the partnership.
- ▶ Every area should have a programme for self-evaluation established using the 'A guide to self-evaluation for community justice in Scotland'. Areas should consider how the arising activity is identified and how the impact of that activity is measured.
- ▶ Evidence provided to CPPs on the community justice cohort must be considered as part of the formation of local plans and when setting priorities across local groups and localities.



5. National Outcome Two



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

The Strategic Commissioning Framework guidance for community justice is nearing completion and the majority of areas have participated as part of the consultation. The framework aims to provide a common vision for effective implementation and good practice to support partners to meet their duty to jointly plan, co-ordinate and deliver services. Activity to support the implementation of the Strategic Commissioning Framework in areas is currently being developed and progress will be reflected in the next iteration of this annual report.



Community Justice in Action (Glasgow)

Community Justice Glasgow has an established Collaborative Commissioning Strategy which reflects strategic, joint planning for services. The partnership has committed to initially address issues to enhance diversion from prosecution opportunities and to provide more robust alternatives to remand. It is recognised within this approach that some activity might be within the gift of local partners while an element will lie outwith local partnership activity.

The Scottish Government has asked the Care Inspectorate to support the implementation of community justice in Scotland and to provide scrutiny in this area of work. The Care Inspectorate worked with three areas in Scotland during the reporting period using '[A guide to self-evaluation for community justice in Scotland](#)'. The process focused on supporting partners to gauge their progress in relation to strategic planning, use of resources and leadership. The resultant publications can be accessed [here](#).

The self-evaluation feedback is localised and recommended next steps are unique to each area. Partners within each of these areas have committed to developing an improvement plan which incorporates learning from their self-evaluation. Identified improvement activity includes ensuring that local quality assurance mechanisms effectively monitor progress and deliver the intended results to ensure CJPs are able to identify what difference their work is making to the lives of individuals and communities. The Care Inspectorate will continue to support interested Partnerships in building capacity to quality assure their own work using a supported and validated approach to self-evaluation.

One third of areas report carrying out activity this year within their CJPs using the self-evaluation guide.

There is evidence of services being planned and delivered in a strategic way, most notably in the delivery of throughcare, healthcare and housing. 'Throughcare' is the term used for the support offered to people to help them make a successful transition from custody back to their community.

Arranging throughcare services has traditionally been seen as the responsibility of Criminal Justice Social Work and the Scottish Prison Service (SPS). However, within the community justice model, areas are taking the opportunity to involve all stakeholders and maximise the impact of effective reintegration in reducing reoffending. It is important that areas understand, and are able to articulate to people, what voluntary throughcare in a community justice context means in their area and this is best developed through the CJP.





Community Justice in Action (Edinburgh and Midlothian)

The Edinburgh and Midlothian Offender Recovery Service is commissioned jointly by the City of Edinburgh Council, Midlothian Council and NHS Lothian. It brings together three services: arrest referral, prison treatment for substance misuse, and voluntary throughcare, providing a continuum of support throughout an individual's journey into prison and back into the community.

Taking a recovery-centred approach, the service works with individuals to encourage and build recovery capital, helping people to move away from problematic drug and alcohol use and to address unmet needs and issues which may increase the likelihood of offending.

Just over half of areas during the reporting year describe activity related to the implementation of the Sustainable Housing On Release For Everyone ([SHORE](#)) standards. The SHORE standards ensure equity of access to services and accommodation for people leaving custody which requires community justice stakeholders and universal services to work in partnership and ensure that pathways are in place to support this person-centred approach.

The Whole System Approach (WSA) is a Scottish Government programme which aims to address the needs of young people involved in offending. WSA highlights the importance of different organisations and professionals working together to support children and young people, offering tailored support and management based on individual needs. There is a particular focus within the approach on early and effective interventions and maximising opportunities to use alternatives to prosecutorial action for young people. WSA has been rolled out across Scotland on a voluntary basis with the principles traditionally being applied to people under 16 years of age.

During this reporting year, several areas have conducted a review of their WSA. One area, recognising the cross-cutting nature of the work that individual services are undertaking, has developed an early intervention service for women. Several areas have made the policy decision to extend the principles of WSA up to the age of 21 (and up to age 26 for people who are care-experienced).

Partners have leveraged resources for community justice

The Act sets out a duty of co-operation between community justice partners which includes the sharing of information, providing advice and assistance, co-ordinating activities and funding activities together.

Information sharing arrangements are crucial if partners are to successfully plan and deliver services strategically and collaboratively. The Scottish Government, SPS and CJS have supported the implementation of robust information sharing arrangements between custody and community services in several local areas and continue to encourage more areas to participate in the arrangements. One area has established an agreement between key youth and adult justice stakeholders to allow partners to provide targeted support to individuals in response to police concern reports.



5. National Outcome Two



There are other examples across Scotland of existing services and experience being directed towards improving community justice outcomes. The Scottish Fire and Rescue Service (SFRS), for example, is working with young people both within custody and within the community to deliver training activities aimed at increasing self-confidence, self-esteem, and ultimately, employability skills.

Creative solutions are being found to reduce third sector overheads and promote closer partnership working. One area has provided space within council buildings for third sector services. This has allowed a greater understanding of each other's role to be developed and has resulted in an increase in referrals and the provision of support at an earlier stage. Another area has combined the services of three third sector providers and has developed a common referral form, from which information is shared between the organisations. This has been well received by people as they are only required to provide the information once.

There is good evidence that training provided by one partner is being opened up to other community justice partners. Trauma-informed practice, harm reduction and MAPPA training are common examples.



Community Justice in Action (Fife)

The Fife partnership worked with a local third sector organisation to design and deliver a series of training events for front line employability staff. The impact was an increase in local employer knowledge around disclosure of convictions and increased confidence in providing services to those involved in the justice system.

The leverage of resource was identified as a challenge through the findings of the community justice Strategic Commissioning Framework consultation. There is a lack of understanding within partnerships of the resource that is potentially available for community justice and a lack of robust strategic needs and strengths data to evidence where resource needs to be targeted locally to meet community justice outcomes. The consultation reports a number of challenges to leveraging resources including a lack of resources or insufficient resources, consistency of resources (particularly short term funding cycles) and the impact of changing resources due to political priorities and local leadership arrangements.

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

Many areas work closely with partners from other public protection remits (such as child and adult protection, MAPPA, violence against women and community safety) to deliver joint training activities. Some areas have established working groups to develop and implement clear strategic direction in respect of training and learning opportunities which has resulted in a more systematic approach and the enablement of tools such as a public protection training calendar.

One area worked with CJS to pilot a two-day trauma-informed practice course for criminal justice social workers.



5. National Outcome Two



Community Justice in Action (the Ayrshires)

This area facilitated a six-month secondment from Police Scotland which led to a pledge to become the first trauma-informed police division in Scotland. 850 staff across the area have been trained so far, with training being delivered in partnership between NHS, the CJPs and the police. This training has also been rolled out to probationary officers at the Scottish Police College.

Over 5,500 staff from statutory and third sector organisations across Ayrshire have also undertaken initial trauma briefing sessions and a pledge has been made to extend the training to council employees over the coming year.

There is good evidence of joint training delivery across CJPs and Alcohol and Drug Partnerships (ADPs) with examples focusing on the promotion of arrest referral services, delivery of alcohol brief interventions and shared assessment procedures between Criminal Justice Social Work and drug and alcohol services.



Community Justice in Action (Dundee)

Victim Support Scotland has attended the Dundee CJP to raise awareness of their role and strengthen referral pathways. Victim Support representatives attend a weekly antisocial behaviour tasking and co-ordinating meeting, which has resulted in 765 referrals being made to the Victim Support service. A total of 227 victims engaged in personal contact, with 181 receiving ongoing support from Victim Support Scotland.

The statutory responsibilities of CPPs include duties to identify localities in which people experience significantly poorer outcomes that result from socio-economic disadvantage. Although the relationships between social disadvantage and crime are complex, research shows that it is hard to conclude that social inequality is anything other than of central importance in understanding crime, antisocial behaviour and criminal victimisation. It can therefore be inferred that the people living in geographical localities that are a priority in achieving community planning outcomes are likely to be the same people who require high levels of support from community justice services. Community justice should be an implicit and fundamental part of CPP locality planning, underpinned by the inclusion of geography as a consideration in local community justice strategic needs and strengths assessment activity.



Community Justice in Action (Shetland)

Shetland Health and Social Care Partnership and CPP jointly hosted a number of asset-based community development sessions. The workshops looked at the relationship between organisations and communities, how these are changing, and how this change is going to require a fundamental shift in behaviour from both officers in organisations and residents in communities. Attendance at the workshops was offered across community planning and community justice.



5. National Outcome Two



There is evidence that areas can achieve economies of scale by joining together with other local authority areas to provide training and deliver programmes. An example is the delivery of the Caledonian System, an integrated approach to addressing domestic abuse.

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

MAPPA is well established across Scotland and areas report strong governance arrangements for both strategic and operational management of people who have committed violent and sexual offences. Most areas report close links with MAPPA arrangements but see little requirement to report MAPPA-related performance through the CJP due to the robust scrutiny arrangements already in place. Just over half of areas, however, felt that this is a useful contextual indicator in community justice performance reporting.



6. National Outcome Three

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. ”

Community Justice National Strategy

6. National Outcome Three



Examples of Progress Made During the Reporting Year

- ▶ Funding has been made available through action 15 within the Mental Health Strategy 2017-27 which will result in additional mental health workers within GP practices, A&E departments, police custody suites and prisons.
- ▶ Many areas have signed a data sharing agreement with SPS and are now receiving information about admissions and liberations to aid strategic planning within local services.
- ▶ There is evidence emerging of joint service delivery and planning, particularly between community justice and ADPs.
- ▶ Several areas have set targets to increase the number of people referred for diversion.



Examples of Community Justice in Action

- ▶ Several areas offering a safe space for women where partners co-locate and women can access additional support (Glasgow, Perth and Kinross).
- ▶ CJP working in partnership with Families Outside to provide support for those affected by a family member's imprisonment (Angus).
- ▶ Criminal Justice Social Work post embedded into neighbouring local authority court following local court closure (Aberdeenshire).
- ▶ Capturing outcomes for people working with New Routes mentors (Dumfries and Galloway).
- ▶ Intensive case management of identified individuals aimed at reconnecting people with universal service provision (Falkirk).
- ▶ Establishment of a new community triage service (Forth Valley).
- ▶ Structured deferred sentencing approach evaluated and mainstreamed into Criminal Justice Social Work practice (South Lanarkshire).
- ▶ Mental health and addictions resources combined to embed peer support within community addiction and mental health recovery services (East Renfrewshire).
- ▶ Directory of services published and subject to continual review (Outer Hebrides).



Key Messages

- ▶ The unique needs of women within the justice system are well understood and services are arranged in a way that ensures that women can access support. There is a desire to replicate this bespoke approach for men.
- ▶ There is little evidence locally of improvement in access to services for victims.
- ▶ Very little data to support the indicators within this outcome are currently being recorded and some data and evidence cannot be attributed to the community justice cohort.
- ▶ People with a dual diagnosis of mental health and addiction issues find it particularly difficult to access services due to structural barriers and strict referral criteria. This is within the context of the highest number of drug-related deaths ever recorded in Scotland during the reporting period.



Areas for Improvement

- ▶ Areas and national partners must ensure that the needs of the community justice cohort are understood and reflected in universal provision across CPPs.
- ▶ Areas and national partners should consider how the findings and recommendations from the Victims Taskforce can be reflected in local plans and activity.
- ▶ CJPs need to ensure that early opportunities presented to address needs within the justice system are maximised through the increased use of diversion from prosecution, structured deferred sentences and bail supervision and support.
- ▶ National partners should consider how service criteria linked to funding might create structural barriers for people with complex needs (for example people with a dual diagnosis of mental health and addiction issues).
- ▶ It would be beneficial, in establishing a national picture, if the CPO questionnaire could be standardised across Scotland.





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

Within this indicator areas were asked to show the barriers that have been identified, the activities to overcome these, and the results.

Barriers to employment, education and training are recognised in all areas. There is evidence that national supported employment provision is being implemented locally and accessed by the community justice cohort. Examples include [Fair Start Scotland](#) and local projects arising from funding being made available through the [No One Left Behind](#) agenda. There is little data and evidence provided, however, of the difference that involvement in these services is making to people's lives.

There is less evidence that the community justice cohort is successfully engaging with local employability services. Some areas have attempted to address this by engaging staff from universal services and local employers in bespoke training sessions to raise awareness of the unique barriers experienced by people with convictions. Two areas commissioned this training to be delivered in partnership with [Recruit with Conviction](#) during the reporting year.

Each CPP will have data to underpin its strategic response to their responsibilities within employability in the area. It is important that the needs of the community justice cohort are explicitly reflected in that evidence base and the resultant policy, to ensure universal employability services are designed in a way that meets the specific needs of people with convictions.

The 2012 Commission on Women Offenders (chaired by Dame Elish Angiolini) heard compelling evidence that, although women and men have many shared experiences that contribute to offending, they have distinct features and characteristics.

Many areas have overcome barriers and made adjustments to the way services are delivered for women and there are examples of areas trying to change the narrative with respect to female offending. Building on initial activity reported last year, one area has adopted a formal position statement that defines prostitution as commercial sexual exploitation and a form of violence against women. The area commissioned research to understand the experiences of women involved in prostitution, to inform strategic planning of services and to support the development of a more proactive and holistic response to supporting their safety, health and wellbeing.

There is a desire to provide bespoke and holistic services in a similar way for men but areas are finding the design and logistics problematic, due to higher numbers.

In addition to the barriers discussed above relevant to employability and women, areas also report activity during the year aimed at reducing identified structural barriers in relation to health, housing, financial wellbeing and community reintegration services.

One area has taken a more holistic approach and identified two main structural barriers to accessing services: the confidence of vulnerable people to attend or re-engage with services, and the geographic challenges of attending a service or group which is located beyond walking distance.

6. National Outcome Three



Community Justice in Action (Perth and Kinross)

Perth and Kinross Council have established a one-stop women's learning service (OWLS). OWLS offers a safe and welcoming space where services can be brought together in one place to enable women to access the support they need to make positive changes.

Through OWLS, women can access support for medical and health issues, employment, benefits and money matters, relationships, leisure and hobbies, motivation and confidence building, peer mentoring and housing. In addition to easier access to services, the advantage of being part of a group is that it can reduce feelings of isolation. It is a place where women can offer understanding to other group members, and learn how other people deal with their feelings. Three former members of OWLS were featured in the national community justice campaign 'Second Chancers'. You can hear their experiences [here](#).

Strengthening and smoothing pathways into universal services to address the needs of people within the justice system may be preferable to designing and delivering bespoke justice services as it prevents the person's engagement being defined by the timelines of the justice process, alongside being economically efficient.

One of the fundamental principles underpinning the vision for community justice is the provision of high quality, person-centred and collaborative services being made available to address the needs of those who have committed offences, their families, and victims of crime. There is good evidence that some areas have already developed services meeting this criteria for those who have committed offences. Other areas report that they have plans in place to develop such services. There is some evidence that access to services for families has improved, predominantly through the commissioning of services from third sector organisations such as [Families Outside](#).



Community Justice in Action (Angus)

During the reporting period Families Outside provided support to 13 Angus families where a family member was in prison, which included 8 one-to-one supports and 5 helpline enquiries. The majority of contacts were made by parents, partners or siblings, however the composition of the family members impacted by the imprisonment included 27 adults, 16 pre-school children, 3 primary school aged children and 6 secondary school aged children.

The range of support offered covered areas relating to access to community services and support, concern for the family member in prison, concerns for children, emotions and feelings listened to, family relations and support networks, general enquiries regarding housing and finances, information about prison and preparing for release from custody. The impact included families being included and engaged, families being connected via visiting and indirect contact, and families being safe and well by preventing harm and supporting wellbeing.



6. National Outcome Three



There is very limited evidence within this indicator of improved access to services for victims. In January 2019 the Cabinet Secretary and the Lord Advocate established a Victims Taskforce to improve victims' experiences of, and strengthen the victim's voice within, the Scottish justice system. Local community justice partners must keep sight of the work of the taskforce and ensure that the findings and recommendations arising from this work are considered within local plans.

Improving access to Restorative Justice services for victims and their families is a priority for the Scottish Government and this is discussed further within this report under outcome seven.

Existence of joint working arrangements such as processes or protocols to ensure access to services to address underlying needs Point of and following arrest

One area references a newly-established Crisis Assessment and Treatment Service within the reporting period. The aim of the service is to provide a safe outcome for people of concern with a potential mental health issue with a potential mental health issue, who come to the attention of the police, in a community setting. Community psychiatric nurses based within the service aid the decision making of Police Officers in establishing a place of safety for the individual. This approach, also commonly known as 'community triage', is established in some areas of Scotland but not all.

Five areas provide evidence of their local arrest referral scheme within this indicator. Arrest referral schemes were traditionally used as an opportunity to reach people with substance issues and get them into treatment at the earliest opportunity. However, there is now evidence that the scope of arrest referral services is being widened to assess the support needs of people in relation to health, welfare, substance misuse, finance, and housing.

The provision of services such as arrest referral and community triage is an effective way to engage people in services at the earliest opportunity. Engagement is voluntary and not a formal part of the criminal justice process but evidence shows that engagement and access to treatment can significantly reduce the likelihood of further offending.



6. National Outcome Three



Community Justice in Action (Aberdeenshire)

Following the closure of Stonehaven Sheriff Court and the transfer of all Sheriff and Jury cases from Peterhead Sheriff Court, a number of people from Aberdeenshire now appear in court in Aberdeen City. To offset the logistical difficulties of deploying existing staff to support people from Aberdeenshire appearing in Court, the Criminal Justice Social Work service have created a new post which is based in Aberdeen Sheriff Court.

The purpose of this post is to ensure that anyone with an Aberdeenshire address who is appearing in Court, whether from custody or as a planned appearance, is given the opportunity to meet with social work and explore whether there are any unmet needs and underlying issues that are contributing to their offending behaviour, with the option of follow-up support as required. This post also co-ordinates access to social workers within the local custody suite and the service is looking to expand to support people released on an undertaking in the community.

As part of police and fiscal direct measures, disposal/sentencing process

If the Procurator Fiscal receives information from police about an incident that suggests the offending behaviour is directly related to an unmet need, they can refer the person for assessment to a social work service for suitability for diversion. Work with the person on a diversion intervention can take up to six months and, if completed successfully, means that the person will not have to go to court. Diversion interventions allow social work to assess and identify the right support services for needs such as alcohol and drug misuse, financial problems, relationship issues and mental health difficulties. Among the many benefits of this, the individual does not receive a long term criminal record.

Only two areas identified diversion from prosecution interventions as relevant evidence within this indicator despite diversion interventions being offered in every area.

While on remand

Bail supervision and support prevents unnecessary custodial remands and aims to mitigate against reoffending. However, the availability of bail supervision and support across Scotland is varied.

Although 13 areas discussed bail supervision and support as an alternative to remand in the previous reporting year (2017-18), nearly half of all local authority areas had no bail supervision cases during that period.

Six areas make specific reference to new or existing bail supervision and support provision in this reporting year within this indicator. Of the new provision, two areas reported a focus on services for women.



6. National Outcome Three



While serving a community or custodial sentence

CPOs offer important opportunities for individuals to engage with support services. These services can be mandated through the use of CPO requirements to address specific issues such as mental health, drug or alcohol issues, or sentencers can use a supervision requirement to help facilitate access to the services an individual may require to address their identified needs. Support can be provided by both Criminal Justice Social Work and other partners across public and third sector. It is important that sentencers are aware of the services available in their area to ensure their confidence in community-based disposals.



Community Justice in Action (Outer Hebrides)

A directory of services was published in 2018 and has been subject to continual review throughout the reporting period in order to ensure that the contact details and service details are accurate.

The [Hard Edges Scotland](#) report found that the existence of a court order provides the necessary 'passport' for access to an array of health and other support services. Criminal Justice Social Workers were praised by some people with lived experience as the most consistent and helpful service they had encountered.

The 'other activity' element of a CPO unpaid work requirement presents particular opportunities for individuals to gain skills and access the supports required to lead positive lives and desist from offending. Areas have not reported evidence and data under this indicator to demonstrate the existence of joint working arrangements to address underlying needs whilst serving a community or custodial sentence.

On release from remand or a custodial sentence

Almost all areas reference data and evidence under this indicator relevant to the provision of services for people returning to their community after a period in custody.

During the reporting year, a national data sharing agreement was established between the SPS and CJPs which allows for the sharing of information about people being admitted to, and liberated from, custody. The provision of this information is primarily to help areas to implement the SHORE standards, to maintain existing tenancies and to arrange services for people on their return to the community.

Although the data sharing agreement is available to all areas to sign up to, before implementation they must ensure that there are local protocols in place to gain informed consent before any onwards sharing of information under voluntary throughcare arrangements. National guidelines to support the implementation of the data sharing agreement are currently being drafted.



6. National Outcome Three



Community Justice in Action (Dumfries and Galloway)

[New Routes](#) is a Scotland-wide mentoring service offering young men serving short term prison sentences practical and emotional support to help them move back into the community and begin to build a life free of offending.

In Dumfries and Galloway the New Routes service worked with ten men during the reporting period. Whilst in custody, each young man was matched with a mentor to develop his independence and social skills, assess the need for any services on liberation, and explore achievable steps to improve his quality of life. All ten were met on liberation from custody.

Following their work with New Routes, two men said they had a better understanding of their physical health. Three said they had a better understanding of their mental health. Three were directly linked to housing support. One improved his financial situation. One gained employment and one engaged as a volunteer.

Initiatives to facilitate access to services

Several areas report joint initiatives with the local ADP designed to facilitate better access to services. Many of the initiatives have an assertive outreach approach with peer mentors providing a fundamental source of support. One area carried out activity to raise the visibility of the recovery community among statutory sector colleagues which led to an increase in visits to recovery cafés over the reporting period.

Co-location of services has been adopted by many areas as a mechanism to maximise access to services. Several areas have established health improvement staff within justice services to deliver anticipatory care health checks to people undertaking community sentences. As reported last year, one area has established a resource centre specifically for people who are involved in the justice system in a range of different ways including statutory provision, voluntary contact, unpaid work and throughcare. Building on the original objectives, a key aim of the resource centre is to improve equity of access to personal progression.

One area, building on the successful pathways into services established through an Alcohol Problem Solving Court, has developed a community detox intervention for people whose offending is directly related to their alcohol use.



6. National Outcome Three



Community Justice in Action (Glasgow)

Tomorrow's Women Glasgow is a unique partnership including Glasgow Health and Social Care Partnership, SPS, [The Wheatley Group](#) housing services, and third sector partners. The partnership works with women who are involved in offending or returning from custody, who have limited support and have been assessed as being at high risk of reoffending, harm or custody, and have complex lives. It takes a trauma-informed, assertive-outreach approach, providing consistent and flexible support, meeting practical needs and building safety, security and trust.

The service offers a safe space where partners co-locate, and women can engage in group work and access additional support from partners such as welfare rights, legal advice, education and the arts. Co-production has been fundamental to the trauma-informed development, with third sector partners and the women themselves informing the original design of the service as well as being integral to ongoing service development and delivery. This holistic partnership provides immediate access to services without boundaries, resulting in positive change in all areas of women's lives in addition to reducing reoffending.

Information sharing is pivotal, with access to real-time information across all key partners, including police data. Timely information enables workers to respond quickly to changes in circumstance and inform interventions, which engenders open and honest key working relationships. This also ensures outcomes can be monitored and provides robust evaluation data, demonstrating a reduction in reoffending trends that has been achieved with the women the service has worked with. During the first quarter of 2019, the monthly reduction in reoffending outcomes tracked for 90 women working with the service ranged from 87% to 89%.

An animation explaining more about the service can be viewed [here](#).

Community Justice in Action (Falkirk)

Signpost Recovery, a third sector provider in Falkirk, leads the delivery of the Social Inclusion Project (SIP), the aim of which is to bring multi-disciplinary agencies and services together to co-ordinate and commit to the intensive case management of identified individuals across the Falkirk local authority area. SIP supports individuals whose issues and behaviours have caused them difficulties with, and exclusion from, universal services. The multi-disciplinary approach of the project is essential to the delivery of effective and responsive recovery planning that ensures appropriate support and intervention opportunities are available and accessible for the individual.

During the reporting period SIP supported 18 people to access universal services including health and social care, housing, mental health and volunteering services. Seventy supported referrals were made to community services including money advice, addiction, psychiatry, psychology and family support services.

Outcomes: 95% (162) individuals engaged in structured drug and alcohol work, 94% of individuals were supported to register and engage with a GP, 10% attended the Signpost Recovery service, 87% attended the community alcohol and drugs service led by registered mental health nurses.



6. National Outcome Three



Speed of access to mental health services

The OPI Framework describes a measure for this indicator as '90% of patients to commence psychological therapy-based treatment within 18 weeks of referral, recognising that the data will include the whole community'.

Eight areas tell us that they are reporting data against this indicator through their CJPs, with only four areas able to report the percentage of patients seen within 18 weeks. None of the areas met the 90% target.

Several areas report an improvement in access to mental health services during the reporting period. One area gained Scottish Government funding to undertake research into what drives high unemployment levels for people with mental health difficulties. A number of practical actions have arisen from this research including aspiration and peer role models, specialist employability provision, and work with employers to create mentally healthy workplaces. Another area has established a drop-in service for any adult who is registered with a GP in the area. No appointment or referral is necessary and the service aims to assist the individual to understand their mental health better and to signpost and support them to access the appropriate service.

Much of the evidence against this indicator focuses on improving access to lower level mental health services including peer mentoring, recovery-based approaches and community-based third sector provision. Several areas reference the development of plans to increase access to mental health services in response to the [Mental Health Strategy 2017-27](#). Funding has been made available by the Scottish Government for 800 additional mental health workers to be embedded in all A&Es, all GP practices, every police station custody suite and all prisons.

One area reports the alignment of this indicator with speed of access to addiction services. People with co-existing substance misuse and mental health issues face significant barriers to accessing services, as recognised in national publications such as [Dual Dilemma](#). The Hard Edges Scotland report references this problem in the wider context by illustrating the mismatch between the multiple disadvantages people face and the fact that services are often set up to address single issues. This is a particularly important consideration for CJPs given that there was a 27% increase in drug-related deaths in Scotland during the reporting period – the highest number ever recorded.



Community Justice in Action (East Renfrewshire)

A combined mental health and addictions resource has been established to deliver greater efficiency to develop and embed peer support within community addiction and mental health recovery services.



6. National Outcome Three



Two areas have established health and wellbeing staff within the justice setting. In both cases, the original aim was to provide support to people with long term physical health conditions but the majority of people accessing the service are presenting with mental and emotional health issues. To support people, these areas are offering cognitive-behavioural psychotherapy courses such as Dialectical Behaviour Therapy, and psycho-educational interventions such as [Survive and Thrive](#), which are designed to reduce the impact of complex trauma.



Community Justice in Action (Forth Valley)

In February 2019 the CJPs covering the Forth Valley area began a trial process to provide an initial triage system for those individuals presenting with a mental health issue. The impact for the individual is significant as the distress and stigma of being taken to accident and emergency accompanied by Police Officers is avoided. The service enables the person to be offered the right service after initial triage. Previously, some individuals would have been arrested in order to ensure their own safety.

There is significant time saved for Police Officers and hospital staff through the provision of this service. The new triage system is taking one to two hours as opposed to six to seven hours under the previous process.

Percentage of people released from a custodial sentence:

- Registered with a GP;
- Have suitable accommodation;
- Have had a benefits eligibility check.

Some areas are using proxy¹ data, such as the uptake of voluntary throughcare, under the assumption that throughcare services are undertaking assessment and carrying out any required action with people in terms of their health, accommodation and wellbeing. However, evidence and data of this type is not routinely available. Data within universal services may be available but will often not require someone to disclose whether they have a conviction so is not justice-specific.

Areas report that the [Shine](#) women's mentoring service has worked with prison establishments to embed a process through which all women leaving custody are provided with photographic identification at no cost. This allows the women to register for, and access, essential services including opening a bank account, a requirement in receiving DWP benefits. In some areas people are no longer required to have photographic ID to register with a GP on liberation.

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

The use of diversion from prosecution and structured deferred sentence presents opportunities within this indicator for targeted, person-centred interventions. Five areas specifically reference targets to increase the number of people referred for diversion by working to enhance the quality of information contained within police reports relevant to diversion and raising awareness of the types of intervention available.

¹ Proxy data is data that will enable partners to infer conclusions where specific information is not available.



6. National Outcome Three



Structured deferred sentence is being used in some areas but it is not a universally applied option. There may be a number of reasons why this is not the case, but it has been suggested that the lack of direct funding for such an option is a major barrier. Other issues relate to capacity, awareness and how other partners in the community justice landscape can contribute to structured deferred sentence working alongside criminal justice social work services.

Two areas reference the importance of Criminal Justice Social Work reports as a means of carrying out quality needs assessment, which lead to effective disposals.

The risks and needs of some people serving community sentences are assessed using a tool called the [level of service case management inventory](#) (LS/CMI). Several areas reference LS/CMI as an effective case management tool. Although only appropriate in a proportion of community sentences, LS/CMI contains a rich dataset that will be useful to every area when considering the needs profile of people within community justice.



Community Justice in Action (South Lanarkshire)

Structured deferred sentence is a programme addressing offending behaviour. If a person does well during their structured deferred sentence it can reduce the final sentence or disposal a person is given.

An 18-month pilot to deliver a structured deferred sentencing approach for young people in South Lanarkshire has now ended and has been mainstreamed into justice social work services practice. The pilot worked with 20 young people during the pilot period with 86% successfully completing their order or admonished.

Findings from an independent evaluation indicate that the young people all reported greater citizenship and better working relationships with providers and social work services. By the end of their sentence they had progressed well towards being ready for employment.

There is good evidence that the work done within CPO requirements to assess the impact of interventions to address individual need is effective. Many areas gain the views of people at the end of a CPO by asking them to complete a questionnaire. The surveys ask whether the person's circumstances have been taken into account and whether they think that the experience has helped them to stop or reduce offending. Areas report very positive responses to these questions. At present, areas develop their own surveys and it would be beneficial, in establishing a national picture, if the questionnaire could be standardised across Scotland.

During the reporting period, Police Scotland identified four locations to pilot as 'Criminal Justice Hubs'. The Hubs are a development of the police custody suite arrangements and aspire to bring innovation into the community justice environment, reduce the burden on local policing and help find new ways of working with partners. It is anticipated that the new Hubs will bring enhanced custody provision by acting as key centres for community justice services.

Robust needs assessment, knowledge of available universal services and established pathways to access them are key within this indicator.



7. National Outcome Four

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. ”

Community Justice National Strategy

7. National Outcome Four



Examples of Progress Made During the Reporting Year

- ▶ Evidence of some CJPs preparing for the impact of an extension to the Presumption Against Short Sentences (PASS).
- ▶ The Care Inspectorate has established a new strategic scrutiny team to provide assurance of community justice and justice social work services in Scotland.
- ▶ New guidance and funding issued by the Scottish Government for the operation of bail supervision and support to complement local community justice plans.



Examples of Community Justice in Action

- ▶ SFRS has developed a programme which equips people with vital life-saving CPR skills, delivered through the 'other activity' element of a CPO (East Dunbartonshire).
- ▶ Effective risk management for young people is applied to the critical few who pose the greatest risk of harm either through violence or sexually harmful behaviour (Renfrewshire).
- ▶ Outcome tool being used to demonstrate outcomes in relation to reducing offending and supporting recovery (Moray).
- ▶ Bespoke needs review tool introduced to capture, from the individual's perspective, the view of their needs at the beginning and end of their involvement with statutory services, capturing distance travelled (Inverclyde).



Key Messages

- ▶ Being held on remand awaiting trial disrupts lives and puts pressure on an over-capacity prison estate. We do not have the evidence to tell us why people are remanded or why over half of local areas delivered no bail supervision service during 2017-18.
- ▶ Statutory partners involved in the delivery of Drug Treatment and Testing Orders (DTTOs) should feed quantitative and qualitative information to CJPs on the delivery and effectiveness of DTTOs.
- ▶ Not only will an increase in numbers of people serving community sentences be apparent following the extension of PASS, but research suggests that a proportion of these people may have more complex needs that will require more support than the current profile of people completing a CPO.
- ▶ The provision of data to feed community justice local strategic needs and strengths assessment is problematic.



Areas for Improvement

- ▶ Areas and national partners should support the development of the evidence base surrounding the use of remand and bail supervision and support.
- ▶ Areas and national partners must identify opportunities to increase the use of bail supervision and support and establish procedures to identify where the option of bail supervision and support would reduce opposition to bail and provide an appropriate alternative to remand.
- ▶ National and local partners must provide appropriate and meaningful data to CJPs to enable them to report against this outcome and baseline and measure the impact of PASS.
- ▶ Criminal Justice Social Work exit questionnaires are not in a standard format for Scotland, and will not provide person-centred outcome data for the full cohort of those undertaking a CPO. An approach to this nation-wide should be considered to better understand needs.



7. National Outcome Four



Use of 'other activity' requirements in CPOs

CPOs were introduced under the Criminal Justice and Licensing (Scotland) Act 2010. The court can impose one or more of nine requirements as part of a CPO. The most frequently used is the unpaid work or 'other activity' (UPWOA) requirement.

If someone is sentenced to UPWOA, up to 30% or 30 hours (whichever is the lower) can be used for 'other activity'. This allows the individual to undertake other activities which are designed to address unmet needs and build pathways into positive destinations. Some areas are able to report the number of hours spent on 'other activity' during the reporting year but not all, and very few areas are capturing the impact. The recording of this information is crucial if areas are to assess the difference 'other activity' interventions are making to people's lives and to capitalise on the opportunities presented within UPWOA.



Community Justice in Action (East Dunbartonshire)

Through the CJP, Scottish Fire and Rescue Service in partnership with Justice Social Work Services developed a programme which equips people on an unpaid work or other activity requirement of a CPO.

The certified programme's well-developed structure focuses on building safety knowledge and awareness while promoting positive citizenship and developing transferable skills.

The aim of the programme is to give participants an understanding and practical experience of:

- ▶ health and safety including the use of personal protective equipment
- ▶ ice breakers and team building activities
- ▶ tour of station, appliance and all equipment
- ▶ lectures on water, road and fire safety
- ▶ task and task management drills (hose, hydrant and getting water to work)
- ▶ introduction to breathing apparatus (no charged cylinders)
- ▶ search and rescue drills in breathing apparatus (no charged cylinders)

Opportunities to engage in training, and improve employability, are the most commonly reported interventions within 'other activity'. This is achieved through mentoring, the provision of online training, and linking individuals to local [employability pipeline](#) services and national programmes such as Fair Start Scotland. As reported last year, many areas have opportunities for people to gain industry accreditation in areas such as construction and catering. Other areas report a focus on improving physical health by offering opportunities to take part in [Keep Well](#) assessments, linking people into services to help with addiction and providing sessions designed to help people improve nutrition and address food poverty.



7. National Outcome Four



In the reporting period the Care Inspectorate embarked on a programme of [inspection of justice social work services](#). The focus of this work is on the efficiency and effectiveness of Community Payback Orders. While this work is in the early stages, inspectors found that where 'other activity' opportunities were made available they were usefully supporting individuals in gaining new skills and learning. For example, accessing a Construction Skills Certification Scheme card to assist in finding employment or engaging in activities to improve emotional wellbeing.

Effective risk management for public protection

Risks to the public are identified, assessed and mitigated through established public protection procedures within each local authority area. Community justice generally has good strategic links to other public protection partnerships such as MAPPA, child and adult protection, violence against women, community safety and ADPs. These links are often strengthened through the community planning governance arrangements for the area. There is good evidence that multi-agency training across these remits is happening across Scotland.



Community Justice in Action (Renfrewshire)

Effective risk management for young people in the justice system is delivered through the Care and Risk Management (CARM) approach. This is applied to the critical few young people who pose the greatest risk of harm either through violence or sexually harmful behaviour. Through the development of a multi-agency risk assessment and management plan, this approach has been successful in managing and reducing risk, giving confidence to key partners and lessening the impact on communities.

Quality of Community Payback Orders (CPOs) and Drug Treatment and Testing Order (DTTOs) CPOs

Much of the data submitted by areas to support this outcome is derived from questionnaires completed by the person at the end of their CPO. The design and implementation of completion of exit questionnaires is developed locally so there is limited consistency in the data across Scotland. It is not clear what the response rates are and whether the feedback includes that from individuals who were deemed not to have successfully completed their CPO, although this is not a specific requirement in the OPI Framework under this indicator. In January 2019, the Scottish Government updated the CPO practice [guidance](#) which included a template exit questionnaire, but the use of this template is not mandatory.

In addition to the exit questionnaire, where a CPO has been successfully completed it is considered good practice for a completion report to be submitted to the court to confirm the satisfactory completion of the order, the work undertaken and the progress made. There is little evidence to suggest that these reports are routinely being completed or that any data from completion reports is being used to identify key themes or inform the development of services. It is also evident from the data submitted for this annual report that there is little baseline information against which areas can measure attributable distance travelled.





Community Justice in Action (Inverclyde)

In April 2018 Criminal Justice Social Work introduced a bespoke needs review tool which individuals subject to statutory involvement are asked to complete both at the start and end of their involvement. The aim is to capture, from the individuals' perspective, their view of their needs, particularly in terms of the extent to which these needs are considered by them to be an issue, and then a person-centred plan is put in place for intervention.

The tool is applied a second time as part of the final review. In addition, at this stage, the individual is asked to rate the quality and impact of the service they received, along with identifying which partner organisations they were referred to. This is to try and capture distance travelled. The tool includes nine separate lifestyle areas: health, self-care, emotional wellbeing, alcohol and drug use, offending behaviour, training and employment, housing, relationships with friends, and family life.

DTTOs

The data and evidence submitted by areas for this indicator does not establish how the quality of DTTOs is measured in Scotland. Given the likely nature of drug misuse and related offending, those subject to a DTTO will have ongoing health and social care needs related to their dependency so it is important that the justice system is used as an opportunity to establish ongoing medical and other support services post-DTTO.

There is a high level of joint working required within a DTTO and the CJP is an ideal forum within which to assess the quality of DTTOs. Criminal Justice Social Work, the Integration Joint Board for the area, Crown Office and Procurator Fiscal Service (COPFS), Scottish Courts and Tribunals Service and the third sector organisations providing community-based substance support services should work together to ensure the effective delivery and scrutiny of DTTOs within areas.

Reduced use of custodial sentences and remand, including:

- Balance between community sentences relative to short custodial sentences under 1 year;
- Proportion of people appearing from custody who are remanded.

Remand

There is very little evidence and data presented by areas within this indicator on the reduced use of remand.

Based on Scottish Government modelling, it is estimated that half of all those on remand go on to receive a custodial sentence. Maintaining a job, relationships, accommodation and access to welfare benefits for families and dependents are all made more difficult by being placed on remand. Local ties and access to support services are often broken during a period on remand.

Data and evidence about why people are held on remand is not routinely collected in Scotland, but it is likely that some people are remanded for their own safety rather than for reasons of public protection. This is particularly true for people who have mental health issues and people who have no accommodation. Discussion within the Justice Committee in October 2018 included the view that "in some cases it appears that remand is used as a heavy-handed way to ensure that the accused attends court for their trial".



7. National Outcome Four



In January 2019, the Scottish Government issued new [guidance](#) and funding for the operation of bail supervision and support to compliment local community justice plans. The guidance highlights the importance of bail supervision to increase the confidence of courts in the successful completion of bail periods through the availability of supervision, and to provide appropriate support to individuals in the community to minimise disruption to families, employment and housing. The guidance also highlights that individuals who would suffer extreme difficulties if remanded to custody, who are assessed as not being a risk to public protection and not at risk of self-harm, should be particularly targeted. CJPs and national partners should use the guidance to review existing procedures and ensure that opportunities to increase the use of bail supervision and support are maximised.

In January 2020, the Scottish Government announced that exploratory research into the reasons behind decisions on bail and remand had been commissioned to support work to reduce the number of people on pre-trial and pre-sentencing remand in the prison system. It is hoped that this research will form part of the evidence base for future iterations of this report.

Presumption Against Short Sentences (PASS)

During the reporting period areas will have been aware of the proposal to extend the current presumption of 3 months to 12 months or less. This means that the court must not pass a sentence of imprisonment for 12 months or less on a person unless it considers that no other sentence is appropriate. The court must record the reasons for its sentencing decision. Five areas described activity within their partnerships over the reporting year to consider the impact of this important policy change on their service delivery.

In 2018, CJS commissioned research to explore the potential impacts of an extension of PASS. The research showed that, not only may an increase in numbers of people serving community sentences be apparent following the extension of PASS, but that a proportion of these people may have more complex needs that will require more support than the current profile of people completing a CPO. Areas and service providers will need to consider the implications of increased service demand as a result of PASS, particularly in relation to mental health and drug misuse issues.

Data to support this indicator

Although some areas have worked with their local statutory partners to establish datasets to support this indicator, many areas report the lack of timely data available to evidence changes in local sentencing trends. National partners should establish where these datasets have been developed and make them available to every area in Scotland. Only then will areas be able to reflect on whether custodial sentences and remand have reduced, the balance that there is between community sentences and short custodial sentences under one year, and the proportion of people appearing from custody who are remanded.



7. National Outcome Four



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

In March 2009, the Scottish Government published [Changing Scotland's Relationship with Alcohol: A Framework for Action](#). A key element of the framework included the setting of targets for the delivery of Alcohol Brief Interventions (ABIs), which are described in the [national guidance](#) as:

“a short, evidence-based, structured conversation about alcohol consumption with a patient/client that seeks in a non-confrontational way to motivate and support the individual to think about and/or plan a change in their drinking behaviour in order to reduce their consumption and/or their risk of harm.”

In the justice context, ABIs can be delivered within custody suites, prisons, Criminal Justice Social Work services and police settings. Some areas are able to report data about ABIs delivered within justice settings for the reporting year but some are reliant on publically published data, which is only available up to 2017-18.

This published data shows that, over the last three years, there has been a clear shift in the distribution of delivery of ABIs across justice settings, with reductions in the proportion delivered in custody suites and an increase in the proportion delivered in prisons.

Referrals to substance misuse services come from a number of sources across community justice, including from Criminal Justice Social Work. Some areas report this data through their partnerships but the majority do not.



Community Justice in Action (Moray)

Work undertaken using the Recovery Outcome Tool shows that the 'offending' outcome consistently scores high on review and also high in the average change from assessment to review. This means that people are making significant progress in reducing reoffending due to the interventions offered locally. In addition to reduced offending, the tool shows that people are experiencing positive outcomes in terms of reduced substance use and increased self-care and nutrition.

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

Not every area was able to provide data for this indicator during the reporting year and there is little evidence that these measures are being regularly reported through CJsPs. It is therefore not possible to present Scotland-wide data for 2018-19 within this report.

Within this indicator CJsPs should have available to them the data that areas are required to submit to the Scottish Government, on an annual basis, which is extracted from social work management information systems. The resultant publication: [Criminal Justice Social Work Statistics in Scotland: 2018-19](#) presents national-level information on social work orders and offers a breakdown of the data by local authority area. It is important that CJsPs take the opportunity to analyse this national and local information. The national analysis, set against the local data tables, provides an opportunity for areas to consider important factors such as commencement and completion rates and to consider the characteristics of people subject to social work orders in their area.



7. National Outcome Four



Number of short term sentences under one year

The strategic planning data supplied by SPS to CJPs does not identify sentencing data within a category of 12 months or less (current relevant categories are up to 3 months, 3 to 6 months and 6 months to 2 years). Therefore, it is not possible to report data against this indicator for 2018-19.

Criminal proceedings in Scotland statistics are published on an annual basis and include data on sentencing disposals, by length. Data for 2018-19 is due to be published soon. In addition, [monitoring information relating to the extended presumption against short sentences](#) for the period July 2019 to December 2019 has been published, which includes some information on lengths of sentences in that period. However, this data is not broken down by local authority area.



8. National Outcome Five

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 National Strategy



8. National Outcome Five



Examples of Progress Made During the Reporting Year

- ▶ Areas are using a wider range of tools to measure outcomes and impact.
- ▶ Some areas are reporting outcomes for victims to their CJPs.
- ▶ There is evidence of improved access to universal services, such as housing and financial inclusion, with some areas able to quantify financial gains for individuals.



Examples of Community Justice in Action

- ▶ Free educational programmes offered to people of working age in recovery and their families (East Lothian).
- ▶ Service developed to tackle the health inequalities that impede people's access to employment (Falkirk).
- ▶ Community Justice Financial Inclusion operating three days per week between April 2018 and March 2019. Financial gains totalling £61,064.97 were recorded from successful benefit awards and appeals (Clackmannanshire).



Key Messages

- ▶ Understanding the needs of the community justice population is crucial in determining whether the right services are in place at the right time to improve life chances.
- ▶ There is no consistent method used to measure impact within this outcome. Outcomes are often measured within individual interventions which makes it difficult to aggregate outcome information across areas or nationally.
- ▶ Most areas are able to report outcomes data derived from the questionnaires completed with people at the end of a CPO. Other areas have extended the practice to the beginning of a CPO and are able to demonstrate distance travelled.
- ▶ The evidencing of impact specifically for the community justice cohort will always be difficult within universal services.



Areas for Improvement

- ▶ A revision of the community justice OPI Framework is necessary to provide more structure and guidance on measuring outcomes and impact.
- ▶ Research is required to establish how outcomes at an individual, intervention, area and Scotland-wide level can be captured and reported within the person-centred outcomes.





Individuals have made progress against this outcome

Measuring Impact

There is no consistent tool or framework used across Scotland to measure the impact of interventions and activities. Further, there is a tension between the amount of detail necessary in determining outcomes for individuals and the ability to aggregate outcomes to formulate an intervention, area or national picture.

Much of the information and data provided against this indicator relates to individual projects which makes it much harder to assess impact across an area or nationally. The community justice OPI Framework gives no guidance as to how outcomes should be measured and there is no consistent, shared measurement framework to link strategic level justice outcomes with detailed intervention level outcomes. This needs to be taken into consideration in any revision of the OPI Framework.

Outcomes Star™

The [Justice Star](#) is a tool used by several areas and is designed for use with people in the criminal justice system serving short sentences, approaching release from long sentences or in the community. Evidence suggests that the use of the Star is within a single service, typically within Criminal Justice Social Work, and not currently used or shared across multiple services for the same person. As reported last year, the [Drug and Alcohol Outcome Star](#) is being used in some substance misuse services and in one area the data from this star is being reported through the local CJP. For all Outcomes Star use, the cost is relatively high with training and licences required for the use of the system.

Other outcomes frameworks

Several areas are using other established outcome measurement tools including the [Recovery Outcomes Web](#) and the [Resilience Doughnut](#).

Many areas have developed bespoke outcomes measurement for each individual intervention. For example, most areas are able to report outcomes data from the surveys completed by people at the end of their CPO. Although this gives some rich data in terms of needs, there is no requirement to complete the same assessment at the beginning of an order so it is difficult to report distance travelled. The most commonly reported issues experienced by people completing CPOs are mental health, self-esteem, personal relationships, confidence and coping skills.

There is some evidence of areas developing local measures to capture distance travelled. One area, for example, is reporting the 'percentage of people who had identified difficulties before or during supervision and at the end of supervision the issue had improved'.

Other bespoke outcome frameworks are commonly established at the beginning of new projects and interventions and are likely to be designed to show impact against the original funding criteria. If the intervention is a universal service the demonstration of impact specifically for the community justice cohort will be difficult.

8. National Outcome Five



Two areas gave data and evidence of specific outcomes for victims supported by [Victim Support Scotland](#). For example, one area reported that 53% of people noted an improvement in their health and wellbeing, 64% reported an increase in safety or their perception of safety, 37% felt able to reintegrate into the wider community once support was complete and 92% reported being more informed about the criminal justice system.

LS/CMI

A full version of the LS/CMI risk and needs assessment tool includes a section on needs. A full LS/CMI is completed for everyone who is sentenced to a statutory order. This dataset will give areas an insight into the needs of people serving community sentences.

One area has used this data alongside other sources to inform their strategic needs and strengths assessment and has set local priorities in response to this data.

Place Standard Tool

One area has used the Place Standard tool to holistically assess the perceptions of vulnerable people within its communities. The tool provides a simple framework to structure conversations about place and community and asks 14 questions about the physical and social elements of a place. Feedback from people using services suggests that the tool allowed them to think about all the things that have an influence on outcomes rather than focusing on individual interventions. The approach provided rich qualitative data and the project lead said:

“The 2018 project has been of great interest, and received praise, across Community Planning Partners, and has helped to start, and sustain, discussions about improving our [area], using the voice of those often the most marginalised, as a starting point for wider consultation and planning.”

Capturing outcomes

The following are examples of where areas have been able to capture outcomes data within this indicator:



Community Justice in Action (East Lothian)

The Recovery College operates within East Lothian to provide people of working age, who are in recovery or are carers of people with addiction, the opportunity to participate in a free educational programme which will enable them to learn new skills, gain qualifications and further their training towards employment. Within the reporting year the following outcomes were achieved:

13 gained SQA qualifications	6 completed online training to cope with low mood	3 received food hygiene certificates
4 completed peer support training	6 progressed into volunteering	2 sustained 13+ weeks of further education
5 achieved employment		



8. National Outcome Five



Community Justice in Action (Angus)

During the reporting period, the Action for Children, Women and Family service received 64 referrals for women, with 60 children also being supported. 100% of those who undertook a safety plan reported they felt safer as a result.



Community Justice in Action (Falkirk)

The Tackling Inequalities Improving Outcomes (TIIO) project was set up to tackle the health inequalities that impede people's access to employment. The service is made up of assertive outreach workers and Keep Well nurses and aims to get people engaged with the appropriate universal services. The project uses the justice system as an opportunity for health improvement, maximising engagement by arranging appointments to coincide with supervision sessions. The project has captured the following outcomes over the reporting period:

14 people helped to attend hospital or mental health services	11 people supported to register with a GP	10 people referred to addiction services
7 people supported to attend GP appointments	7 people accompanied to recovery café/mutual aid/support groups	6 people supported to register with a dentist
5 people supported to access local mental health services	1 person accompanied to a dentist appointment	22 people supported to manage their benefits
11 people referred to a benefits advisor	5 people supported to open a bank account	4 people referred to debt management services



Community Justice in Action (Clackmannanshire)

Community Justice Financial Inclusion operated three days per week between April 2018 and March 2019. Ninety-one referrals were recorded from criminal justice staff, Citizens Advice Bureau (CAB) colleagues and other agencies. A further 33 people referred themselves having previously had advice through the project.

Out of the total of 124 referrals, 95 (76%) people engaged and received advice. Referrals and self-referrals resulted in 263 contacts with clients at CAB or Criminal Justice Service offices, plus home visits and representation at benefit tribunals. In line with previous years, issues with benefits comprised around two-thirds (68%) of the total enquiries dealt with during the year.

Financial gains totalling £61,064.97 were recorded from successful benefit awards and appeals. Other financial gains of £753.44 were recorded from debt reduction, energy assistance applications and referrals to The Gate food bank.



9. National Outcome Six

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 reoffending. There is also a strong link between educational and developmental opportunities and a lowered risk of further offending.

”

Community Justice National Strategy



9. National Outcome Six



Examples of Progress Made During the Reporting Year

- ▶ There is more evidence of joint working between community justice and alcohol and drug services, particularly through the recovery communities.
- ▶ SFRS have rolled out their prevention and early intervention programmes to many more areas in Scotland.



Examples of Community Justice in Action

- ▶ The Glen Isla project supports women to make positive changes in their lives and is an alternative to imposing a short custodial sentence. Much of its work centres around establishing strong relationships (Angus).
- ▶ Adult learning programme established which focuses on strengthening the relationship between adult and child when an adult care-giver is in custody (Highland).



Key Messages

- ▶ SFRS play a key role in some areas in delivering early intervention and prevention activities for young people.
- ▶ Family and friends are a critical source of resettlement support. Many people rely on their families immediately after release to help them overcome obstacles, including unemployment, debt and homelessness.
- ▶ Services such as mentoring, throughcare and additional support services are not an add-on or a free resource. They require national oversight and investment.
- ▶ Relationships are women's most prevalent 'criminogenic need' and issues around women's relationships directly affect their likelihood of reoffending.
- ▶ Volunteering brings many benefits to people's lives, both individually and within wider communities.
- ▶ The crucial role that education, training and employment plays in helping people move away from an offending past is well recognised and areas can demonstrate a range of evidence and data to support that they are using the justice system as an opportunity to increase people's employability skills.



Areas for Improvement

- ▶ Development of national strategic direction and oversight is required for justice mentoring services in Scotland.
- ▶ Areas should consider how the suspension of the Throughcare Support Officer role will impact their service delivery over the coming year.
- ▶ Families and friends provide vital support to people, particularly when they return to their communities after a period of time in custody. Areas should consider how services can support people in this provision.





Individuals have made progress against this outcome

Prevention and Early Intervention

In terms of prevention activity, two areas highlight the work of SFRS in delivering targeted interventions to High School students. Similar interventions were described last year but in different areas.

The Young Drivers Event engages with around 6,000 students who are approaching driving age and aims to raise awareness of road safety and the consequences of dangerous driving. SFRS also engage with younger Primary 7 pupils through an interactive student programme where the consequences of antisocial behaviour are discussed using a variety of scenarios and settings. The programme teaches young people how to keep safe and deal with emergency situations.

SFRS also play a key role in delivering early intervention programmes. The Fire Setters Intervention is a programme of guidance and training delivered to all SFRS staff to ensure their effective engagement with young people identified by Police Scotland and Social Work as having an unhealthy interest in fire, or who have been involved in fire-related antisocial behaviour.

SFRS work directly with students as part of the [Fireskills](#) employability award by engaging with young people who have difficulty in education and are on the cusp of low level offending. The programme has seen benefits among its participants in communication and team building, confidence and self-esteem. SFRS is currently working on a Cadet programme which will build upon the Fireskills course with the potential to provide a career pathway.

Relationships

Strong relationships are particularly key for people returning to their communities after a period in custody. A [review of evidence](#) by CYCJ found substantial evidence that family and friends are a critical source of resettlement support. Between 40% and 80% of newly released people rely on their families immediately after release to help them overcome obstacles including unemployment, debt and homelessness. There is little evidence reported, however, of how areas are providing direct support to these families.



Community Justice in Action (Highland)

A partnership has been established between [Care and Learning Alliance](#) (CALA), SPS and Highland Council through funding from the [Small Change for Justice Grant](#). A family support project coordinator works with fathers and male carers within an adult learning programme that focuses on strengthening the relationship between adult and child. Through a progression pathway, the participants can gain an SCQF credit-related unit (Level 3, 4 or 5).

After observing a session the Minister for Children and Young People remarked:

"I expect the work being done at these sessions will have a powerful impact. It will improve the health and wellbeing of the prisoners and their families as well as protect the children from some of the harm which occurs when a parent is in prison. I believe it will reduce the intergenerational transmission of ACEs and there is likely to be a lasting benefit as the programme is well evidenced."



9. National Outcome Six



Areas report various other initiatives to build and maintain relationships between prisoners and their families. One area has secured Big Lottery funding to deliver a range of play and bonding activities to support children and families affected by parental imprisonment.

Relationships are women's most prevalent 'criminogenic need' and issues around women's relationships directly affect their likelihood of reoffending – significantly more frequently than is the case with men. Many areas report offering gender-specific services with women-only premises based in the community and away from the main Criminal Justice Social Work base.



Community Justice in Action (Angus)

The Glen Isla project supports women to make positive changes in their lives and is an alternative to imposing a short custodial sentence. Much of its work centres around establishing strong relationships. Data for the scheme revealed that in 2017-18 only 5% of women on the Glen Isla Project appeared on a custody list, compared to a previous rate of 55%.

During 2018-19, a financial commitment was made by Angus Council to extend the Glen Isla project for women involved in the criminal justice system to a broader criteria, including women in need of support during pregnancy, women experiencing issues relating to their parenting, and women at risk of entering the criminal justice system.

Voluntary Throughcare, mentoring and other additional support services

Several areas noted the contribution of third sector services which use a mentoring approach to provide one-to-one support to individuals leaving prison after short term sentences. Eleven areas reference the work of [SHINE](#), a national mentoring service for women leaving short sentences or remand, or struggling to complete community sentences. In one area, SHINE workers are co-located with community justice services for part of the week. Three areas report services delivered by New Routes, the national service for offering mentoring and support to men leaving custody after short term sentences.

Other areas mention a variety of other bespoke additional support services designed to support people with a range of issues such as employment, mental health, substance misuse and social isolation with the ultimate aim of supporting desistance and reintegration. Many of these services are delivered in partnership with third sector organisations such as [Action for Children](#), [SACRO](#), [The Wise Group](#) and [Cyrenians](#).

Outcomes experienced by both mentees and mentors are significant and this is evidenced through a range of case studies and data submitted for the purposes of this report. However, due to the considerable variance in the aims, content and nature of the mentor-mentee relationships across these programmes, it is difficult to generalise about effectiveness and good practice across all such services.





Additional non-statutory services such as mentoring, voluntary throughcare, and other one-to-one services are not an add-on or a free resource and require sustainability, effective partnerships and investment for the future. At present, the funding and direction of such services are spread across a range of organisations including central and local government, charitable funders, third sector providers, and voluntary activity. As a result, there is currently no national strategic direction or oversight of such services in Scotland and this needs to be addressed if we are to understand the value of additional support services in reducing reoffending and improving lives.

Volunteering

Sixteen areas reference volunteering as a focus within their community justice work and there is good evidence that volunteering has positive outcomes for people in terms of productive use of time, confidence, self-esteem, reduced isolation and employability skills.

Some areas reference a reluctance from people to become involved in volunteering due to the impact it may have on their benefits. The Department for Work and Pensions have recently published refreshed [guidance](#) which may be helpful to areas in answering people's concerns about the impact of volunteering on their benefits.

Education, training and employment

The part economic activity plays in helping people move away from an offending past is well recognised. The [National Strategy for Community Justice in Scotland](#) challenges community justice partners, including SPS, Criminal Justice Social Work, Skills Development Scotland, local employability and third sector partners to put the development of employability skills and lifelong learning at the heart of planning in order to facilitate better engagement with employers, provide fairer access to opportunities for those with criminal convictions, and reduce stigma for those who are on the path to rehabilitation.

All areas have provided evidence and data on interventions designed to enhance employability skills, some of which have been discussed within other national outcomes in this report. For people serving community sentences, some areas have specific employability mentors and many areas have accelerated pathways into universal employability services.

Leisure activities

Many areas reference the provision of leisure activities through the establishment of support groups, throughcare and links to the recovery community. One area continues to provide Leisure Passes to individuals working with Criminal Justice Social Work. This provides access to all of the sport facilities managed on behalf of the area's council.

10. National Outcome Seven

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.



Community Justice National Strategy



10. National Outcome Seven



Examples of Progress Made During the Reporting Year

- ▶ Twenty-four areas refer to work carried out within CJPs to establish a trauma-informed workforce.
- ▶ Restorative Justice Action Plan launched by the Scottish Government which aims to have Restorative Justice services widely available across Scotland by 2023.



Examples of Community Justice in Action

- ▶ Mentoring relationships between young care-experienced people and Police Officers have been established through a residential camp. The young people have been helped with anger management and many experienced increased confidence (East Lothian).
- ▶ Restorative Justice is offered to those who are subject to statutory supervision, having been convicted of a hate crime, and the victim of that offence (Edinburgh).
- ▶ Service commissioned for children and young people who have experienced abuse, trauma and loss. The service has no engagement time limit (Scottish Borders).



Key Messages

- ▶ Positive staff relationships and positive role modelling are key to responding to the impact of trauma.
- ▶ In order to support behaviour change it is important to understand where the person is in their 'change journey'.
- ▶ Relapse is a common occurrence and should be anticipated and planned for within the change cycle.
- ▶ LS/CMI is an important tool in establishing the circumstances of a person who has offended. This can be particularly beneficial to sentencers at court report stage when considering a plan of intervention.
- ▶ Restorative Justice provides an opportunity for those harmed and those who have caused the harm to communicate in a safe environment.



Areas for Improvement

- ▶ Areas and national partners should consider how they can incorporate primary, secondary and tertiary prevention of adverse childhood experiences into policy and practice in order to help people build resilience.
- ▶ National partners and areas should enable the provision of aggregated data from LS/CMI in order to understand the needs of people and to inform the way they plan support services.
- ▶ Areas and statutory partners should consider where they are able to build in the principles of motivational interviewing to help build the capacity for people to be more autonomous in their decision making.
- ▶ Areas and national partners should consider the impact of the Scottish Government's Restorative Justice Action Plan in the context of their own local service delivery.



10. National Outcome Seven



Individuals have made progress against this outcome

Understanding Behaviour

Adverse childhood experiences (ACEs) are stressful events occurring in childhood. As well as the 10 commonly recognised ACEs there are other things that may have long term effects such as bereavement, bullying, poverty and community adversities such as living in a deprived area or neighbourhood violence.



Community Justice in Action (Scottish Borders)

Scottish Borders have commissioned the Children 1st Abuse Trauma and Recovery service. The service recognises that children and young people who have experienced abuse, trauma and loss have wide-ranging needs and therefore the support provided is not time-limited. Some will find that they achieve their agreed aims within 6 months of support, and others will need support for 12 months or longer. In the first 6 months, 48 referrals were received.

Engagement rates are very high and the number of young people who withdraw prior to completing planned support is very low. The service uses a range of creative techniques to develop a relationship with the child or young person in the therapeutic work undertaken, so that they can reflect on their emotions, find appropriate ways to express themselves and be supported to recover.

Several areas report community justice activity during the reporting period focusing on creating an ACE-aware and trauma-informed workforce. One area has worked with HMP and YOI Polmont to undertake research into ACEs, identifying that 51% of young people in custody report an ACE score of four or more. Staff at HMP & YOI Polmont have been trained in trauma, bereavement and loss, adolescent brain development, emotional and social wellbeing as well as learning difficulties. They note that positive staff relationships are key to supporting the impact of ACEs, as well as positive role modelling.

Establishing the need for a range of interventions aimed at softening the impact (tertiary), reducing the impact (secondary) or preventing the impact (primary) of ACEs will be important for local and national partners to consider in their community justice strategic planning processes.

Twenty-four areas refer to work carried out within CJP's to establish a trauma-informed workforce. Interventions such as counselling programmes, trauma-informed leadership training, conferences and the provision of research have been developed over the reporting period.

Six areas reference LS/CMI within this indicator as an important means of establishing the circumstances of a person who has offended. LS/CMI can act as an aide to Criminal Justice Social Work, and ultimately sentencers, at court report stage and post-sentencing as it helps to identify the person's strengths and difficulties and, from this, helps develop a plan of intervention. The progress record in LS/CMI helps the worker and the individual recognise change and identify where progress is being made.

There is currently little evidence that the LS/CMI case plans are being regularly shared with other statutory partners and third sector organisations as part of an holistic approach to risk and needs management. There is also more CJP's could do to make use of the aggregated data from LS/CMI to inform the way they plan their support services and understand the needs of people within their area.



10. National Outcome Seven



Community Justice in Action (East Lothian)

In East Lothian, the Local Area Commander and two designated officers work closely with the Champions Board, a charity working with Looked After Children. All partners attend their biannual meetings where relationships are strengthened and trust is built.

In July this year a local School Link Officer attended a week-long camp called Columba 1400 on the Isle of Skye with a group of young people from the Champions Board, where they had to undergo physical activities and team games whilst learning a lot about themselves and their life choices. The Police Officer developed a good relationship with several of these young people and mentored them throughout the week helping them to improve their anger management, better their engagement and increase their personal confidence.

Supporting Behaviour Change

In order to support behaviour change, some local services report the development of bespoke tools to assess people's attitudes and readiness for change. Other areas describe approaches that are underpinned by the principles of [motivational interviewing](#). This approach is used extensively in health to engage people and aims to help them be more autonomous in their decision making.

Change is a complex process and often just giving the right advice is not enough. Services should be able to demonstrate that they have assessed where the person is on their change journey and evidence that the interventions have been tailored to maximise success. It is particularly important to accept that relapse is a common occurrence and should be anticipated and planned for within the change cycle.

Restorative Justice

Some areas report work centred around Restorative Justice principles during the reporting period such as holding awareness raising events with statutory partners and communities. Other areas are able to report outcomes from already established Restorative Justice processes. Some Restorative Justice services for young people are delivered by the third sector through organisations such as SACRO and [Space2face](#).

Restorative Justice provides a potentially powerful opportunity for victims and families to explain the emotional, physical and practical impact that harm from crime has had on their lives, or to hear directly from those that caused the harm. Restorative Justice provides an opportunity for those harmed and those who have caused the harm to communicate in a safe environment.

There is good evidence that Restorative Justice empowers people and this supports resilience and builds capacity for change and self-management. The Scottish Government has published a [Restorative Justice action plan](#) which sets out a commitment to having Restorative Justice services widely available across Scotland by 2023. Victim support services identify that it will be important for CJPs to consider the impact of the action plan in the context of their own local service delivery.



10. National Outcome Seven



Community Justice in Action (Edinburgh)

The City of Edinburgh Council's Community Justice service is now offering Restorative Justice to those who are subject to statutory supervision having been convicted of a hate crime (an offence aggravated by race, religion, sexual orientation, disability, or transgender identity), and to the victim of that offence (or a representative). The Act and the creation of Community Justice Scotland are drivers for this project, and seeking input from victims of crime and communities affected by crime will also be of key importance when delivering the service. Restorative Justice is a medium which includes victims, offenders, and communities in repairing the harm caused by crime.

Police Scotland, specifically the Preventions, Interventions, and Partnership Department (E-Division, Torphichen Street, Edinburgh), is a key partner in this process, and an Information Sharing Protocol has been agreed and signed off with them, allowing the service to contact the victim of the hate offence. Police Scotland has agreed to provide victims of hate crime information about Restorative Justice and gain explicit consent for the Council's Restorative Justice service to contact them, as well as undergoing joint Restorative Justice training with staff from the service, and to co-facilitate Restorative Justice where appropriate.

The Restorative Justice service is initially focusing on hate crime and operating across all community justice services where appropriate. It is the intention in the future, to extend the project to encompass all offences following successful implementation and evaluation with hate offences. Relevant staff across Criminal Justice Social Work, Young People's Service, Family and Household Support, and the residential accommodation service for men who pose a risk of serious harm, have been trained in the Anti-Discriminatory Awareness Practice Training (ADAPT) toolkit, a one-to-one hate crime intervention that can be used by all staff, not just those involved in delivering Restorative Justice.



11. Governance



Areas for Improvement

- ▶ The local scrutiny arrangements for community justice must be regularly reviewed to ensure governance supports how community justice activity is managed, directed and held accountable.
- ▶ Bodies carrying out the local scrutiny of community justice must be able to demonstrate that they are responsive to the needs of the community justice cohort.

As reported last year, although the Act does not prescribe how areas should arrange their governance, every CJP in Scotland has placed the scrutiny of community justice under their local community planning arrangements.

Several areas report conducting a review of their governance structures during the reporting period, driven by the desire to ensure that the arrangements support how community justice activity is managed, directed and held accountable for achieving both strategic and operational objectives. One area expresses the hope that a change of governance will raise the profile of the CJP, particularly among elected members.

Most areas report several governance routes and areas where community justice business crosses into other thematic partnerships. Within this context there exists a risk of duplication and lack of strategic drive for community justice outcomes within a cluttered community planning landscape. However, there is evidence that, during the reporting period, some areas have developed closer links with locality planning arrangements. This presents opportunities for CPPs to consider improved outcomes for community justice through a 'community of interest' approach to complement the more traditional focus on geographical localities.

The Act did not make CJPs legal bodies or 'body corporate'. As such, there is no legal requirement for areas to have a CJP but all have chosen to do so as a means of bringing together the statutory partners and key stakeholders. The evidence base shows a reliance on collective leadership and highlights key issues such as the inability for CJPs to hold a budget or be data controllers. This lack of formal status necessitates areas to independently establish what is expected from their CJP in terms of point, purpose and activity.

There remain significant questions around the structures currently in place to deliver community justice at a local level and whether there is a need to review these structures in order to deliver outcomes in a more strategic and sustainable way that meets the needs of the people and communities.



12. Challenges

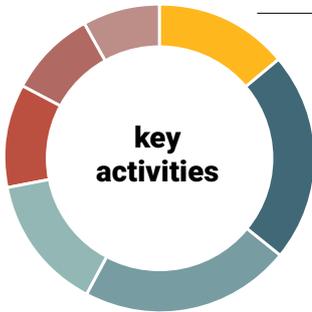


Areas for Improvement

- ▶ Partnerships who have secured external funding for projects and tests of change (from bodies such as Scottish Government and National Lottery) should develop a range of options for securing mainstream funding at the earliest opportunity, to ensure seamless continuation should the service be positively evaluated.
- ▶ Areas should utilise and implement the guidance and supporting documents produced by CJS to carry out local strategic needs and strengths assessment activity.
- ▶ CJPs should agree and document the tasks and duties of key roles within the Partnership to ensure an agreed process is in place to quickly fill any vacancies and minimise the impact on community justice activity.
- ▶ CJPs should develop and agree a position statement on their strategic response to reintegrating people back into the area following a period of time in custody.
- ▶ Local areas must ensure that sentencers are fully and routinely informed of the various interventions, programmes and support available in each area of Scotland, in order to ensure confidence in community sentencing.



Areas identified a broad range of challenges during the reporting year, but the most common can be categorised as below:



22%, Resources	22%, Availability of Data	14%, Governance/ Leadership
11%, Changes to Key Roles	9%, Throughcare	8%, Preparing for PASS

The 14% of responses which make up the 'other' category related to :

Lack of support for mental health	Action plan too ambitious	Drug deaths
Youth diversion changes	Brexit	Growing population
Changes to legislation	National leadership	Lack of wider CJ workforce training
Employing people with convictions	Communication and engagement with the public	Engaging clients
Support for families		

Resources

There is good evidence that partners are working creatively to share resources such as training, staff time, buildings, information and knowledge. However, there is little evidence that partnerships have a clear idea about the financial resources available for leverage within their CJP.

Many areas report ongoing budget pressures across partners and a higher proportion of budgets being absorbed by partners' own statutory activities. Areas report that the cumulative, year-on-year effect appears to have resulted in fewer opportunities for leveraging resources within community justice.



In March 2019 local government workers in Scotland were awarded a 9.5% pay rise over three years. One area reported that, although welcome this has – and will continue to have – an impact on the ability of the local authority as a statutory partner to commit funds outside of statutory activities as they are required to meet these costs from within existing budgets.

Prior to the reporting year several areas secured external funding, from organisations such as the Scottish Government and the National Lottery, to carry out tests of change designed to meet community justice outcomes. Despite positive evaluations, some areas have been unable to secure funding to mainstream the pilot services. As they mature, CJPs are hoping to fund tests of change directly from within the partnership but areas report that this is difficult to achieve in the current financial climate.

The financial contribution Scottish Government provides to each CJP to support the successful implementation of community justice in areas has been continued post-transition to the new community justice model. This is welcomed by all areas and, in the main, is utilised to fund the co-ordination of the partnership arrangements and the delivery of plans. Some areas have used the funding to run demonstration projects but this is usually only possible if the co-ordination post has been vacant for part of the funding year.

Availability of data

Almost all areas identified access to data as a specific challenge. The provision of data that will build a picture in an area about their community justice cohort is crucial if areas are to set evidence-based priorities. To achieve this position, areas need to know who requires support (demographic data), what support they need (needs data) and how these needs will be met (service data). A strategic needs and strengths assessment will help areas to establish the current and future needs and strengths of their community justice population. This in turn allows evidence-based recommendations to be made on how gaps might be addressed.

Strategic needs and strengths assessments need to be regularly reviewed. Areas report that timely access to data broken down by CJP area, to inform this crucial strategic decision making, is problematic.

CJS has compiled a national data manual which identifies data sources and relevant characteristics of information that can inform a strategic needs and strengths assessment. The data manual has been reviewed by all statutory partners and is currently in the final draft stages. The data manual, along with wider guidance on completing the stages of strategic needs and strengths assessment, will be distributed to CJPs in early 2020.

Governance

It is clear from the evidence base and from observation during the reporting year that some areas are still striving to establish the most effective governance and scrutiny arrangements for community justice. There is variation in the level of awareness of community justice with some areas continuing to seek the most effective ways to engage with particular groups, such as Elected Members or wider community planning partners. There is significant overlap between the activities of community justice and other partnerships, particularly within the wider remit of public protection, and areas are trying to find the best way of communicating well and avoiding duplication.



Staffing changes

Two key leadership roles within community justice are the Chair of the Partnership and the Coordinator. A number of areas describe that progression of community justice partnership activity is slowed, or more often ceased, when there are changes or prolonged vacancies in these crucial roles. This has implications for neighbouring areas if activity is being progressed on a regional basis.

In order to mitigate the impact when changes to these, and to other, key roles occur CJPs should have a clear idea of the tasks and duties that each role performs on behalf of the Partnership and an agreed process in place to quickly fill any vacancies. This could be achieved through the establishment of key partnership documents such as a memorandum of understanding, a terms of reference, job roles and person specifications, and an agreed list of CJP activities. In a broader sense, these agreements could be used to underpin a robust selection and induction process to support changes to staff within CJPs.

Throughcare

Several areas highlight the challenges CJPs are facing to deliver quality throughcare services for people following a custodial sentence. Given the suspension of the Throughcare Support Officer role it will be important for Scottish Government and CJS to work with community justice stakeholders to establish a shared understanding of the current provision of throughcare services and to identify opportunities for future service provision.

New Routes Mentoring is a public social partnership delivered by third sector partners led by The Wise Group. In response to the suspension of the Throughcare Support Officer role the service age limit (previously 25) has been lifted, meaning the service is now available to nearly every short term male prisoner. These additional people are being supported within the existing resources of the partners without any additional funding. There are no plans to reinstate the age limit.

Preparing for PASS

Given the potential rise in community sentences it is essential that sentencers are aware of the local community-based services available to address people's needs. CJS has responded to a request by the Judicial Institute for assistance on how to keep Sheriffs informed of the various interventions, programmes and support available in each area of Scotland. As areas develop their approach to service mapping, the provision of this information should be regularly updated.



13. Use of the Current OPI Framework

Last year's report highlights that the current OPI Framework is underutilised by CJsPs across Scotland when evidencing progress towards local and national outcomes. This is largely as a result of an inability to access the necessary data and difficulties in attributing activity to such broad measures. This does not support a true assessment of the impact partners have within the sector.

In 2018-19 CJS requested more specific information on the use of individual measures within the OPI Framework as part of the annual report template return from each area. Appendix Two provides an overview of feedback provided, which demonstrates the gap between data considered useful and an area's ability to report this.

In March 2019, CJS commissioned research to understand what comparable sectors were using to measure progress and establish good practice. This helped to reflect on the possible changes required to the OPI Framework in order to support more accurate reporting of progress.

The first iteration of the Scottish Government's National Strategy for Community Justice is due for review by 2021 and mandates a revision of the OPI Framework. The report finds that the OPI Framework and subsequent local and national reporting mechanisms are in need of revision and CJS will work with Scottish Government in developing proposals to better support areas to evaluate the impact they are making within their communities, and to report on progress made towards both local and national priorities.



14. Next steps

The National Strategy for Community Justice states that 'people must be held to account for their offences, in a way that recognises the impact on victims of crime and is mindful of risks to the public, while being proportionate and effective in preventing and reducing further offending'.

Within each section of this report, a number of evidence-based areas of improvement have been identified. These areas of improvement will need to be considered by community justice stakeholders.

Collectively, this will undoubtedly move us closer to meeting the national outcomes for community justice and will ensure that the negative impact of the justice system on people's lives is minimised.



Appendix 1 - Acronym List

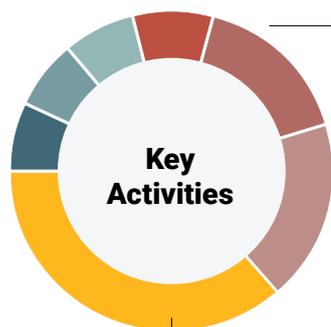
ABI	Alcohol Brief Intervention
ACE	Adverse Childhood Experience
ADAPT	Anti-Discriminatory Practice Training
ADP	Alcohol and Drug Partnership
CAB	Citizens Advice Bureau
CALA	Care and Learning Alliance
CARM	Care and Risk Management
CJP	Community Justice Partnership
CJS	Community Justice Scotland
COPFS	Crown Office and Procurator Fiscal
CPO	Community Payback Order
CPP	Community Planning Partnership
CYCJ	Centre for Youth and Criminal Justice
DTTO	Drug Treatment and Testing Order
LDP	Local Delivery Plan
LS/CMI	Level of Service Case Management Inventory
MAPPA	Multi-Agency Public Protection Arrangements
OPI	Outcomes, Performance and Improvement
OWLS	One-Stop Women's Learning Service
PASS	Presumption Against Short Sentences
RLO	Restriction of Liberty Order
RLP	Resilience Learning Partnership
SFRS	Scottish Fire and Rescue Service
SHORE	Sustainable Housing on Release for Everyone
SIP	Social Inclusion Project
SPS	Scottish Prison Service
TIIO	Tackling Inequalities Improving Outcomes



APPENDIX 2 - Common activity

In the annual report template completed by areas in preparation for this report, CJPs were asked to reflect on the key activities they have chosen to focus on over the reporting period. This could be activity in relation to the national outcomes, people's needs, or something else. This question was designed to get a sense of the priority themes that CJPs have focused their efforts on within the reporting period.

There was a varied response to this question but the following six themes emerged as the most common areas of focus during 2018-19:



7%, Diversion

7%, Housing

7%, Strategic Needs Assessment

8%, Barriers to Employment

16%, Strategic Partnership Working

18%, Effective Interventions

The 37% of responses that make up the 'other' category related to:

Gender specific approaches

Supporting families

Improved community understanding

ACEs and trauma

Supporting victims and witnesses

Improving health

Inclusion and equality

Mental health

Implementation of PASS

Substance misuse

Young people

Engaging service users

The following are examples of activity described by areas under the six most common themes illustrated above:

Effective interventions are delivered to prevent and reduce the risk of further offending (identified by 22 CJPs as a priority area of activity during the reporting period). Notable examples of action include:



Multi-agency trauma informed practice training delivered throughout the year.	Reduction in the levels of domestic abuse through the successful implementation of the Caledonian Programme.
Early intervention service implemented which aims to achieve a step change in the response to women in the criminal justice system. Seeks to build this response around the women themselves and the community. Supported by a successful bid to the Big Lottery.	Focus on increasing the use of Police Restorative Warnings. Part of a wider range of preventative youth justice measures designed to prevent, address and reduce offending behaviour among children.

Partners plan and deliver services in a more strategic and collaborative way (identified by 20 CJPs as a priority area of activity during the reporting period). Notable examples of action include:

Discussion started to find ways to improve the effectiveness of the COPFS engagement model. COPFS are currently not represented on the majority of local CJPs, instead operating a regional 'Sheriffdom' model.	Closer partnership built with NHS following publication of Public Health annual report which focused on improving wellbeing, reducing inequalities and meeting the health and social needs of people in contact with the criminal justice system.
Greater understanding gained of the overlap between community justice and violence against women. Workstreams aligned to avoid duplication and maximise the input of victims of crime.	Work initiated to improve data sharing between partners where doing so will facilitate improved outcomes for people and/or quicker access to the services they require to address needs.



Barriers to Employment (identified by ten CJPs as a priority area of activity during the reporting period). Notable examples of action include:

<p>Training and development of employability staff in delivering services for those with experience of the justice system.</p>	<p>Project established providing clear pathways for people with convictions to integrated employability services. This includes a robust needs assessment and barrier removal action plan. Supported by Scottish Government funding.</p>
<p>People serving a community sentence are offered a core skills needs assessment and competence based employability and personal skills training. Individuals have the opportunity to participate in SQA units.</p>	<p>Employability Development Network established to improve access to support and employment opportunities for people with convictions. Focused events held including public sector employment engagement, business breakfast and regional employability conference.</p>

Strategic Needs and Strengths Assessment (identified by nine CJPs as a priority area of activity during the reporting period). Notable examples of action include:

<p>CJP focus is further defined for the year into four key priority areas. These priorities were identified following the development of a needs assessment.</p>	<p>Structure reconfigured to include a workstream tasked with compiling a comprehensive needs assessment to inform the new community justice outcomes improvement plan.</p>
<p>A safer communities, crime and gender based strategic assessment completed which will help inform the strengths and needs assessment development for the next community justice plan.</p>	<p>Comprehensive community justice strategic needs and strengths assessment undertaken to help identify areas that require a 'deep dive' to consider areas for improvement.</p>



Housing (identified by eight CJPs as a priority area of activity during the reporting period). Notable examples of action include:

<p>A multi-disciplinary group established to look at the collective response to issues related to health and homelessness. The group has identified the rapid rehousing response as an area of focus.</p>	<p>Project initiated to understand and address the issue of 'County Lines'. 'County Lines' or 'Cuckooing' is the policing term used where an organised crime group takes over a person's home by intimidation or other means so that they can use the premises for criminal purposes (such as drug dealing). Community justice, housing and police carrying out home visits in order to offer supports.</p>
<p>Development of revised processes, protocols, policy and practice to support a localised Housing First model. A pilot is ongoing.</p>	<p>Developed an annual practitioner forum to promote best practice relating to homelessness and housing.</p>

Diversion (identified by eight CJPs as a priority area of activity during the reporting period). Notable examples of action include:

<p>Improvement project with the aim of increasing the number of individuals aged 16-25 appropriately diverted from court by 10%.</p>	<p>Youth justice partners undertook a review of cases where people had ended up in the court process with the aim of establishing what led to that outcome and whether opportunities for diversion had been missed.</p>
<p>A multi-agency diversion sub-group established to consider local response to the national debate and changes to the approach to diversion from prosecution.</p>	<p>Young people involved in the justice system were consulted around the content of local youth diversion programmes. Consultation focused on identifying what issues were affecting or important to the young people involved in order that inputs were tailored to their specific needs.</p>



APPENDIX 3 – Use of the OPI Framework Indicators 2018-19

The graph below reflects the number of 'yes' answers to two questions asked of CJPs about each indicator within the OPI Framework:

1. Has this indicator been reported through your Partnership during the reporting year? (Presented as 'Reported?' in the graph); and
2. Do you think that this indicator is useful? (Presented as 'Useful?' in the graph).

The responses have been sorted in the graph to reflect gaps between the number of 'reported' and the number of 'useful' responses, with the biggest gap at the bottom.

Outcome Indicators - Are They Reported and Are They Useful?

