



**COMMUNITY
JUSTICE
OUTCOME ACTIVITY
ACROSS
SCOTLAND**

Annual Report 2020-21

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ABOUT US

Community Justice Scotland (CJS) believes that smart justice, based on the best evidence of what works to prevent offending, will make Scotland a safer place to live:



ABOUT COMMUNITY JUSTICE

Community justice means that people who have broken the law are held to account and supported to reconnect and contribute to their communities.

If it is safe to do so, people who commit certain crimes receive community-based sentences. This can include treatment for underlying issues such as substance use, unpaid work (UPW), fines and compensation, or restrictions of liberty such as electronic tagging and curfews.

The evidence shows that community justice can help people stop breaking the law again, leading to fewer victims and safer communities.

ABOUT THIS REPORT

CJS is required, under the provisions of the [Community Justice \(Scotland\) Act 2016](#) (referred to throughout this report as ‘the Act’), to assess the extent to which Scotland has achieved national community justice outcomes¹.

In preparation for this report, community justice (CJ) partners in each local authority area² in Scotland were asked to complete and submit a template, aligned to the national indicators from the [community justice outcomes, performance and improvement framework](#) (OPIF).

As reported in previous years’ Outcome Activity Annual Reports (OAAR), providing data and information for reporting against the current OPIF presents challenges, particularly in allowing CJS to assess the degree of progress towards national community justice outcomes. CJS has undertaken to work with the Scottish Government and stakeholders to review the OPIF in 2021-22.

We would like to thank CJ partners for submitting their data, information, insights and reflections as these form much of the evidence base for this report.

This is the fourth CJS report outlining progress towards national outcomes in Scotland. Previous iterations of the report are available covering the reporting periods [2017-18](#); [2018-19](#); and [2019-20](#).

This report is based on returns submitted by local CJ partners to CJS and an analysis of other data, policy developments and community justice publications (for example the Recover Renew Transform (RRT) programme). Partners in West Dunbartonshire did not submit a timely return so their work is not included in this report³.

There are references to practice examples and life stories throughout this report to illustrate some of the work underway across Scotland. As well as returns from local areas, the report sets out some key facts about community justice for (where possible) the reporting period sourced from various statistical publications⁴.

This report sets out an analysis of the community justice landscape, and makes recommendations for moving Scotland closer to meeting national community justice outcomes. The report also presents a summary of the progress of improvement towards recommendations highlighted in previous reports.

LIST OF ABBREVIATIONS

ADP	Alcohol and Drug Partnerships	LOIP	Local outcome improvement plans
BBV	Blood-borne virus	MAT	Medication-Assisted Treatment
CADS	Community Alcohol and Drugs Service	OAAR	Outcome Activity Annual Report(s)
CGL	Change Grow Live	OPI	Outcomes, performance and improvement
CJ	Community justice	OPIF	Outcomes Performance Improvement Framework
CJOIP	Community justice outcome improvement plan	PASS	Presumption Against Short Sentences
CJS	Community Justice Scotland	PPE	Personal protective equipment
CJSW	Criminal Justice Social Work	PSP	Public Social Partnership
CJVSF	Criminal Justice Voluntary Sector Forum	RADAR	Rapid access to drug and alcohol recovery
COG	Chief Officers Group	RAG	Red/amber/green
COPFS	Crown Office and Procurator Fiscal Service	RMA	Risk Management Authority
CPN	Community psychiatric nurse	RRT	Recover Renew Transform
CPO	Community Payback Order	SCTS	Scottish Courts and Tribunals Service
CPP	Community Planning Partnership	SHORE	Sustainable Housing on Release for Everyone
CSP	Community Safety Partnership	SNS	Strategic needs and strengths
DTTO	Drug Treatment and Testing Order	SNSA	Strategic needs and strengths assessment
DWP	Department for Work and Pensions	SPS	Scottish Prison Service
EER	Emergency Early Release	SWS	Social Work Scotland
GBV	Gender-based violence	TIIO	Tackling Inequalities, Improving Outcomes
HSCP	Health and Social Care Partnership	UPW	Unpaid work
IJB	Integrated Joint Board	VAWG	Violence against women and girls
JAS	Justice Analytical Services		
JSW	Justice Social Work		

¹ Section 27.

² With the exception of CJ Ayrshire where there is a single joint partnership covering three local authority areas North, South and East Ayrshire.

³ CJS considers this (failure to submit a timely return to CJS for the purposes of the OAAR) a failure to comply with a reasonable request from CJS under section 6 of the Act.

⁴ [Criminal Justice Social Work Statistics 2020-2021](#), [Recorded Crime in Scotland 2020-2021](#), [Criminal Justice Monitoring Data monthly statistics](#), [Scottish Courts and Tribunals Annual Report and Accounts 2020-21](#), [Domestic Abuse: Statistics Recorded by the Police in Scotland 2020-21](#), [Scottish Prison Service Annual Reports and Accounts 2020-21](#), [Budget information from an information request to the Scottish Government](#), a report commissioned by Community Justice Scotland and completed by an independent Scottish research agency in 2021 on attitudes and perceptions of community justice (CJ) in Scotland. Hyperlinks were checked in February 2022.

FOREWORD



Catherine Dyer CBE
CJS Board Chair



Karyn McCluskey
CJS Chief Executive

We are delighted to introduce the fourth Outcome Activity Annual Report, covering the period 2020 to 2021.

This report assesses progress towards national community justice outcomes. The reporting period covers the Covid-19 pandemic, including two major lockdowns, and we wish, firstly, to thank organisations working across the community justice sector for their dedication during this unprecedented and evolving situation. Community justice partners adapted and reprioritised activity to ensure they continued to provide essential services and supported those with the greatest need. However, inevitably, there was some disruption to planned activities: some areas redeployed community justice managers and co-ordinators to focus on supporting the local response to the pandemic. This has affected progress towards national outcomes.

We are pleased to note evidence of a shift by partners from being simply trauma-aware to being more actively trauma-informed and trauma-responsive: something we will continue to support both locally and nationally. We are also pleased to see that some partnerships are working together creatively, sharing resources and personnel to increase impact. Such collaboration is to be encouraged, and we hope to see it become more widespread. Finally, we highlight the use of peer support models designed to improve access to and engagement with treatment and recovery services.

Partners need to prioritise evaluation to improve understanding of how their work affects those in contact with the justice system. This is an area in which all public services have work to do. Having more consistent and systematic ways of identifying need and impact is crucial in order to demonstrate the effectiveness of interventions..

There is more to do at a national level to develop pathways that support data-sharing. Data and evidence from all partners, both local and national, help to improve understanding of need and the impact of support. This requires an ethos of learning and reflection, and putting people at the heart of everything the system does. The revised Outcomes Performance Improvement Framework to be introduced in the coming year should improve how effectiveness is measured.

In a few local areas, community justice partners are still not meeting all aspects of their collective statutory duties under the Community Justice (Scotland) Act 2016. Some individual organisations are not meeting their obligations as statutory partners. This report recommends that all partners review their own statutory obligations, and those of their partners; ensure that there is clarity and agreement about the expectations and contributions of each partner; and that these are met.

Scotland is committed to becoming safer, fairer and more inclusive; to preventing and reducing further offending by addressing its underlying causes; and safely and effectively managing and supporting those who have committed offences to help them reintegrate into their communities.

But our incarceration rates remain one of the highest in Europe. Remand was on average 22% of the prison population during the reporting period (27% at 11 February 2022). We need to do better.

[The Vision for Justice in Scotland](#), published in February 2022, proposes a transformed justice system with a focus on creating safer communities, shifting societal attitudes and removing the conditions which perpetuate crime and harm.

Bail and community sentences should be the norm for all who do not pose a risk to public safety. The presumption against short-term sentences should lead to greater use of community sentences, and help break cycles of reoffending.

Sentences must include the consideration and application of a range of potential treatments and support to help people to stop offending by addressing their underlying needs, and support them to develop positive relationships. This will allow people who have committed offences to participate and contribute to society.

Prevention and early intervention are key to shifting the balance, improving outcomes for people and making Scotland's communities safer.

EXECUTIVE SUMMARY

THE YEAR IN CONTEXT

1.

The reporting year (April 2020 to March 2021) was a full year under Covid-19 pandemic conditions. As a result, many planned improvement activities were temporarily or indefinitely suspended.

2.

The majority of work undertaken within partnerships was (rightly) focused on the pandemic response.

3.

Work undertaken was predominantly driven by risk/need assessment and management system so that work to support those with the most risk or need was prioritised.

4.

Partnerships are proud to have been able to maintain this essential work during an incredibly challenging year, and of their ability to respond quickly to emerging issues, adapt to a digital model of service delivery, and provide essential support to people in innovative ways.

5.

Given the challenging conditions, recurring lockdowns, the stringency of which varied across the country, including a changing national policy and legislative context, the ability of CJ partners to even deliver (some) business as usual activity to meet national Community Justice outcomes should be recognised as an achievement.

ACTIVITY, ACHIEVEMENTS AND PROGRESS

1.

There was little change in partnership governance arrangements during the period, although four partnerships referred to restructuring or governance reviews. For an approach founded on a local model, the variety of reporting arrangements and structures is as expected.

2.

In line with 2019-20 recommendations, local areas highlight substantial efforts to identify and engage collectively with local third sector and victim organisations but progress remains variable particularly with victim organisations.

3.

Progress has been made in needs assessments – most areas have completed or are in the process of completing some kind of needs assessment. The rest are in the planning stage.

4.

Local areas referred to a range of activities to progress a 'trauma-informed' approach. Organisations within partnerships generally have a clear plan for how to move from being trauma-aware to trauma-informed and trauma-responsive.

5.

Partners and partnerships were proactive in sourcing and disseminating electronic equipment to enhance digital inclusion for service users. Improving digital literacy was also a focus of 'other activity' options to break down digital barriers for those in contact with the justice system.

6.

Engaging with the general public as well as people in the justice system has improved, and approaches have become more refined and targeted.

7.

Despite the restrictions, partnerships continue to demonstrate collaborative work. This has taken many forms, and includes whole-system approaches, link worker roles, joint work across partnerships, strategic collaborative projects, and joint funding applications.

8.

Some areas are beginning to work differently together, making better joint use of available resources across partnerships, to gain increased value from assets including funding and personnel.

9.

Work on supporting, embedding and enhancing the effectiveness of the Sustainable Housing on Release for Everyone (SHORE) standards has had a positive impact on housing. Partners used learning from this project to successfully manage the early release programme.

10.

Peer models, particularly those that also employ an element of outreach, are being used to improve access to and engagement with treatment and recovery services.

11.

Partnerships have a clear ongoing commitment to diversion, and have undertaken work throughout the reporting period to prioritise this. For some areas, the impact of this work is evident in the increased number of diversion referrals, assessments and cases commenced.

12.

Returns show the critical role that third sector – both small local and large national – organisations have played throughout the reporting period and, despite barriers, there remains a commitment to improve joint working.

13.

A few themes which cut across the seven national outcomes emerged from this year's returns and have developed over time in CJ partnerships: a growing movement towards being trauma-informed; increasing numbers of peer mentoring approaches; and recognition of the importance of a connection with the community in community justice work.



EXECUTIVE SUMMARY CONTINUED

IMPROVEMENT, LOOKING FORWARD

1.

CJ partners in ten areas are still not meeting all aspects of their collective statutory duties under the Act⁵. This mainly relates to published participation statements. However, two areas do not have a current community justice outcome improvement plan (CJOIP) and two do not have a public-facing annual report. See [National Outcome 2](#) for more detail.

2.

Despite a clear desire and commitment from partners and partnerships to maintain services and support to those in the justice system, there was limited progress in planned activities.

3.

Towards the end of the reporting period, we see some return to normality in improvement activity but this depends on the capacity of partners (a product of demand, capacity and redeployment).

4.

The disruption to services during the reporting year is likely to have significant medium- and long-term effects for those in contact with the justice system now and in the future.

5.

As with previous years, the degree of progress year on year is difficult to assess due to challenges with measuring progress towards outcomes using the OPIF which is currently under revision.

6.

As a result of the pandemic, it is reasonable to state that there has been limited progress towards national outcomes. However, what is clear and evidenced is that CJ partners have worked tremendously hard during a very difficult and unprecedented time. They remain committed to improving outcomes for those in the justice system and the wider communities to which they belong.

7.

There is still variability in the access, use and appreciation of evidence and data as part of the planning and reporting cycle (including person-centred outcomes). This means that partnerships are unable to maximise the potential of data and evidence, and find reporting on impact challenging.

8.

Partners and partnerships continue their efforts to adapt to the evolving community justice landscape. It is clear from local areas that recovery and any kind of meaningful transformation will require co-ordinated action at both national and local levels.

PROGRESS TOWARDS 2019-20 RECOMMENDATIONS

All partners to whom recommendations were assigned in the 2019-20 annual report were asked to report on progress or planned improvement activities.

The 2019-20 report was published in March 2021, and we understand that opportunities to progress these recommendations were limited. Despite this, we are pleased to note that, for many of the recommendations, action has already been taken or is planned. A brief outline of progress to date has been included under each of the relevant national outcomes. We look forward to reporting more fully on these during the next reporting period.

⁵ Based on the content of the local area returns.



RECOMMENDATIONS 2020-21

COMMUNITY JUSTICE PARTNERSHIPS SHOULD:	COMMUNITY JUSTICE SCOTLAND SHOULD:	SCOTTISH GOVERNMENT SHOULD:
<ol style="list-style-type: none"> 1. Build on work undertaken within the reporting period relating to third sector identification and engagement, and apply lessons learned to ensure they have established mechanisms to identify and engage with victim organisations as well. 2. Consider using more specific impact and evaluation data, alongside life stories, to demonstrate progress against person-centred outcomes in the 2021-22 annual return. For example, Community Payback Order (CPO) exit questionnaires, Public Social Partnership (PSP) and third sector outcome data. 3. Undertake (or evidence the work already undertaken) to understand the future need and demand on their services: in particular, but not constrained to, recovery from the pandemic. 4. Note their collective statutory responsibilities under the Community Justice (Scotland) Act 2016 to ensure that: <ul style="list-style-type: none"> ☑ all partners are aware of the statutory obligations, and that clarity and agreement is sought over partner expectations and contribution to ensuring these are met ☑ all national partners understand and comply with their individual responsibilities to support partnerships in achieving their aims (section 35) 	<ol style="list-style-type: none"> 1. Support Social Work Scotland (SWS) in the standardisation or revision of the CPO questionnaire. 2. Support CJ partners to achieve the ambitions in national outcomes one and two. CJS will: <ul style="list-style-type: none"> ☑ support the sharing of practice and experiences for leveraging resources (see section 35 of the Act) ☑ explore with the Scottish Government a joint project to promote and enhance participation, including people with lived experience 3. Support partners to meet their statutory responsibilities. CJS will: <ul style="list-style-type: none"> ☑ monitor performance in line with statutory requirements ☑ review guidance and other support mechanisms to enable robust planning and reporting in light of the new strategy and revised OPIF ☑ consider what additional templates and guidance are required to support partners to meet their statutory responsibilities 	<ol style="list-style-type: none"> 1. Continue work with the Scottish Courts and Tribunals Service (SCTS) and the judiciary to explore how decisions about remand can be consistently recorded and reported. 2. Consider how best to support access to meaningful and appropriate data for planning, delivery and evaluation purposes (e.g. clearer 'data capture' protocols and sharing pathways with agreed reporting timelines). 3. Support partners to meet their statutory responsibilities. The Scottish Government should: <ul style="list-style-type: none"> ☑ consider revision to statutory guidance in light of the new strategy and revised OPIF

KEY FACTS

THE KEY FACTS HAVE BEEN TAKEN PRIMARILY FROM THE FOLLOWING SOURCES:

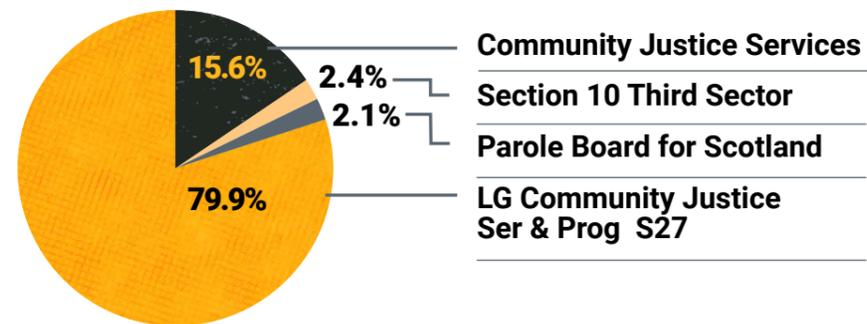
- Criminal Justice Social Work Statistics 2020/2021
- Recorded Crime in Scotland 2020/2021
- Criminal Justice Monitoring Data monthly statistics
- Scottish Courts and Tribunals Annual Report and Accounts 2020/21
- Domestic Abuse: Statistics Recorded by the Police in Scotland 2020/21
- Scottish Prison Service Annual Reports and Accounts 2020/21
- Budget information from an information request to the Scottish Government
- A report commissioned by Community Justice Scotland and completed by an independent Scottish research agency in 2021 on attitudes and perceptions of community justice (CJ) in Scotland.

Where comparisons to previous years or percentage changes are given in the key facts these are 2020/21 compared to 2019/20. Covid-19 and the mitigating actions taken in Scotland have affected all aspects of the justice system. Caution is therefore advised in comparing 2020/21 data to previous years.

KEY FACTS

BUDGET

Justice Budget Portfolio	£3.027.7m - includes £86.450m LG Funding
Community Justice Services	£21.201m
Section 10 Third Sector	£3.200m
Parole Board for Scotland	£2.794m
Local Government Community Justice Services & Programmes S27 ¹	£108.349m
Please note an additional £2.5 m included in the total, was ring fenced and made available specifically for Local Authorities to commission third sector services to bolster and support recovery efforts.	
Total budget for community justice	£135.544m - 4.5% of the total justice budget



For financial year 2021/2022, Scottish Government gave Local Authority justice social work services across Scotland a total of **£11.8m** 'Covid 19 recovery' funding. The extra money came from the overarching Recover, Renew, Transform Fund of **£50m** which isn't included in the Justice Portfolio total as this was after the budget was allocated.

Scottish Government pledged an additional **£12.7 million** to tackle the harm associated with the use of illicit drugs and alcohol a **↑ 59% increase** in direct funding.

£95.7m annual funding allocation for drug and alcohol services.

ADDITIONAL £3M FUNDING

MADE AVAILABLE FOR ALCOHOL & DRUGS PARTNERSHIPS IN 2020/21 FINANCIAL YEAR



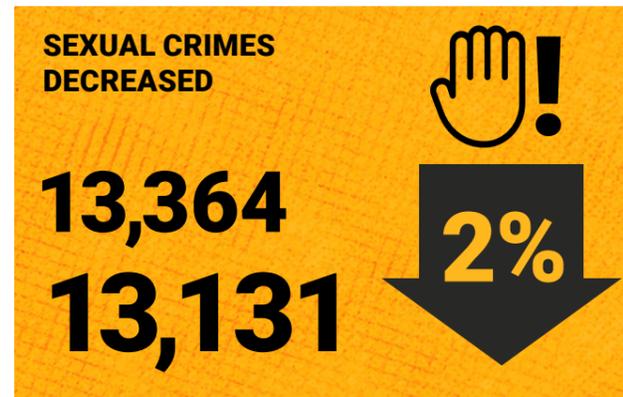
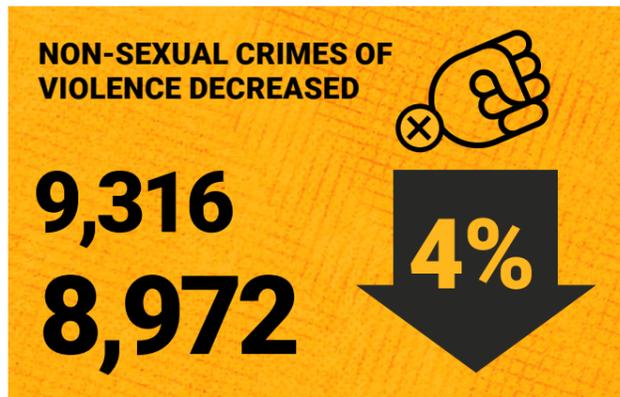
1. This is the key funding received annually from Scottish Government which is allocated to local authorities to pay for Criminal Justice Social Work Services.

KEY FACTS

COVID-19 CONTEXT: RECORDED CRIME

246,511 crimes recorded in 2020/21 – this remains almost unchanged from 2019/20 figures above figure includes 20,976 crimes recorded under Covid-19-related legislation.

All other crimes collectively **DECREASED** by 8%, specific decreases in:



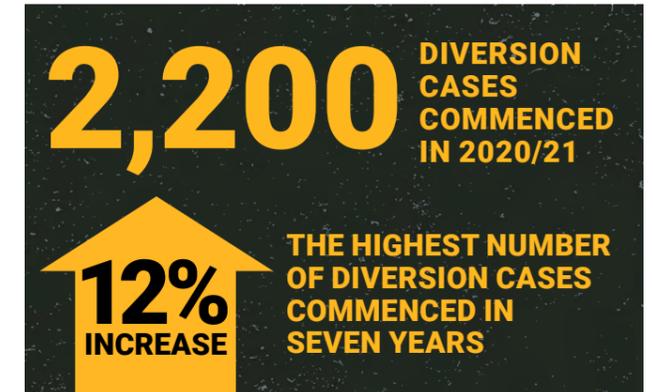
KEY FACTS

COVID-19 CONTEXT: COURT ACTIVITY



	March 2020	% Rise	March 2021
Scheduled High court trials	390	97%	770
Sheriff court solemn trials	500	440%	2700
Sheriff summary criminal cases	14000	150%	35000

DIVERSION

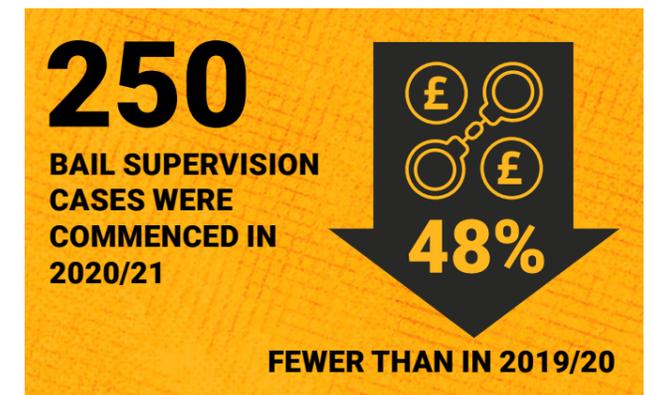


3,900 diversion referrals in 2020/21 **↑ 26% INCREASE** compared to 2019/20 figures.

3,600 diversion assessments in 2020/21 **↑ 29% INCREASE** compared to 2019/20 figures.

BAIL SUPERVISION

Courts made 3,400 requests for bail information, in 2020/21 **↓ 40% FEWER** than the previous historic low of 2019/20.



KEY FACTS

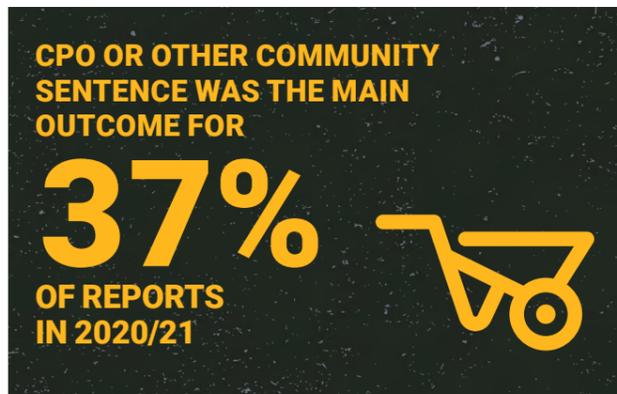
SOCIAL WORK REPORTS



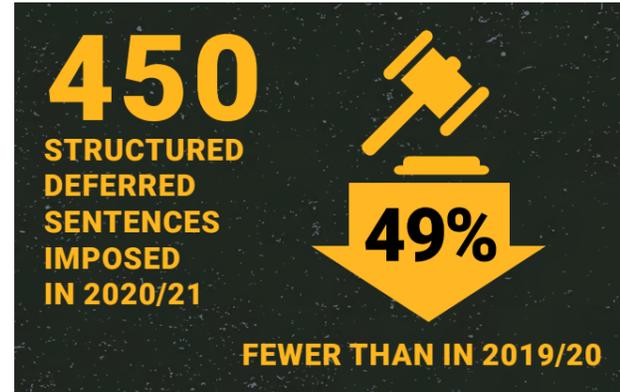
7,008 reports (42%) recommended the use of a Community Payback Order or other community sentence in 2020/21.

900 reports (5%) recommended the use of custody in 2020/21.

Custody was the main outcome for **15%** of reports in 2020/21.



STRUCTURED DEFERRED SENTENCES



1,641 reports (10%) recommended the use of a deferred or structured deferred sentence in 2020/21.

DRUG TREATMENT AND TESTING ORDERS (DTTOS) AND DTTO II

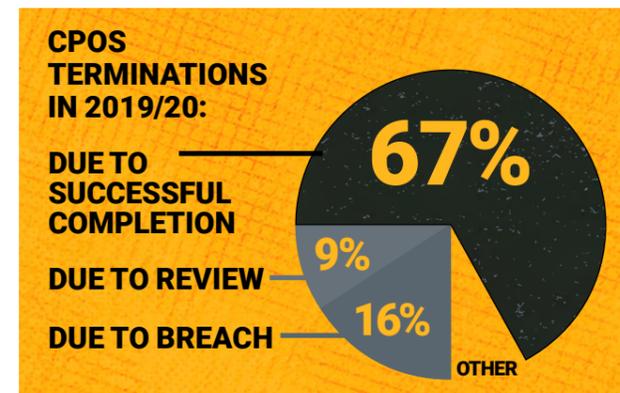
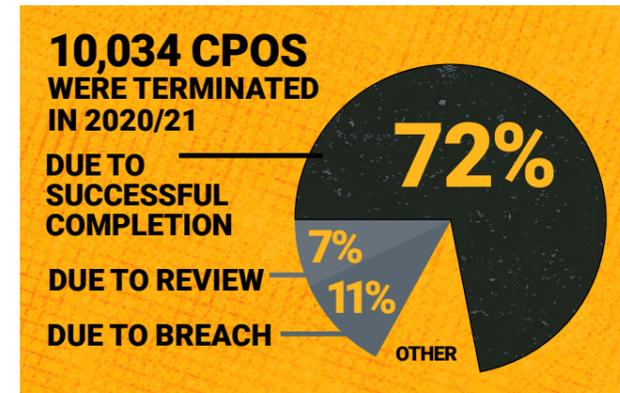
number of DTTOs commenced fell to a historic low of **230** in 2020/21.



KEY FACTS

COMMUNITY PAYBACK ORDERS

General



CPO requirements

4,704 (58%) CPOs included unpaid work or other activity requirement.

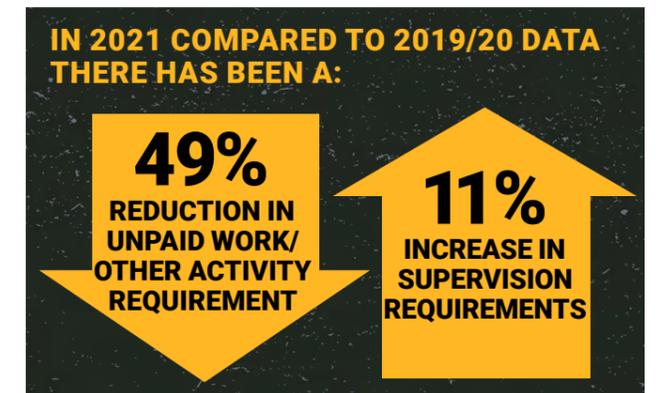
5,952 (73%) CPOs included an offender supervision requirement.

2,487 (30%) CPOs included both unpaid work/other activity and supervision requirement.

991 (12%) CPOs included a conduct requirement.

701 (9%) CPOs included a programme requirement.

192 (2%) people referred to court-mandated treatment or services.



KEY FACTS

COMMUNICATIONS INSIGHT: ATTITUDES AND PERCEPTIONS TO COMMUNITY JUSTICE IN 2021

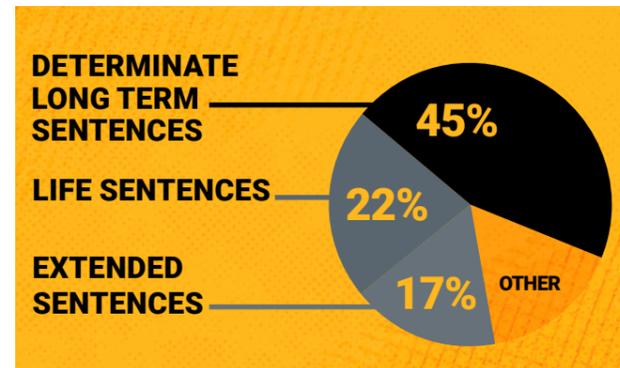


RESPONDENTS IDENTIFIED PRIORITY FOCUS AREAS TO REDUCE THE LIKELIHOOD OF OFFENDING:

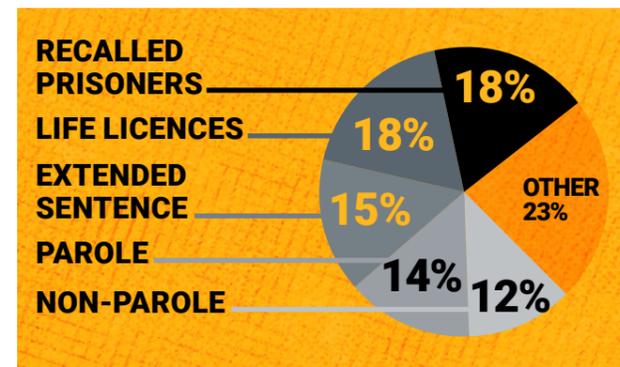
- TACKLING THE CAUSE OF CRIME (SUCH AS SUBSTANCE MISUSE)
- PROVIDING STABILITY BY ADDRESSING ISSUES SUCH AS HOMELESSNESS
- PROVIDING TRAINING OR EMPLOYMENT OPPORTUNITIES
- ENSURING THAT UNPAID WORK (AS PART OF A CPO) IS CARRIED OUT SUCCESSFULLY

TRANSITIONS

Statutory Throughcare in Custody
Caseload at 31 March 2020/21: **3,529** (-6%).



Statutory Throughcare in Community
Caseload at 31 March 2020/21: **2,236** (-6%).



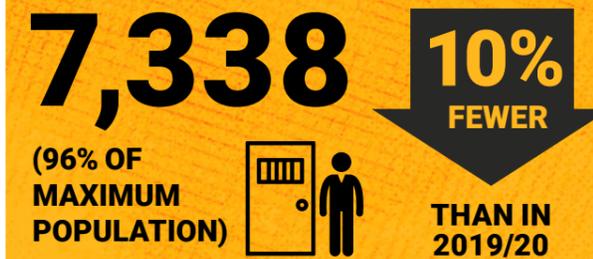
(There is little change in these proportions since 19/20).

Voluntary Throughcare (assistance)
Individuals who receive assistance 20/21: **1,266** (-28%).

KEY FACTS

PRISON NUMBERS

AVERAGE DAILY PRISON POPULATION IN 2020/21 WAS



AVERAGE DAILY PRISON POPULATION HELD ON REMAND IN 2020/21



1,240 take-home naloxone kits issued to people on release from prison, an **increase of 238**.

2,723 individuals in prison had been referred to and assessed by alcohol and drug treatment services.



COVID-19

"2020-21 has been a year defined by Covid-19 and there is no challenge or barrier that was not affected or influenced in some way"

"The ongoing coronavirus (Covid-19) pandemic has had an unprecedented and all-encompassing effect on all aspects of community justice and there remain several unknowns within the frontline justice system in terms of recovery including, among others, backlogs in UPW and court business"

"The pandemic has impacted upon our population at an individual, service and partnership level"

"The Covid-19 crisis has challenged all services including justice social work and community justice; adapting service delivery was and continues to be a demanding and an ever-changing task"

Unsurprisingly, the impact of the Covid-19 pandemic was wide-reaching across the community justice landscape. Significant pressure has been felt across services. The pandemic and the associated response have had an overwhelming impact at individual, service and partnership levels. As a result, CJ partners had to significantly change how they operated and how they responded to the needs of those in contact with the justice system.

In many instances, the pandemic and response strategies meant that organisations and partnerships had to stand down, reprioritise or significantly amend their activities and services. In many areas, staff shortages due to absence (as a direct result of the pandemic) and the requirement to redeploy staff meant organisational and partnership capacity to deliver services and to progress planned activities was reduced.

Any achievements made by partnerships throughout the reporting period have been made possible because of the individual and collective work of the services and agencies involved. Relationships between partners enabled them to get through the reporting year. These relationships appear to have strengthened as a result of the increased contact required, and the need to learn about the roles of individuals within partnerships, and to quickly ensure suitable arrangements were in place.

IMPACT ON INDIVIDUALS

Local areas recognised that the pandemic increased vulnerabilities and exacerbated complexity and need within populations involved in the justice system. Specific areas of concern included increased isolation, substance use, and general deterioration of mental health and wellbeing. The consequences of these were apparent in engagement with services and in initiating and sustaining housing and employability opportunities.

Contact between services and individuals in custody became difficult. However, a few areas highlighted the 'email a prisoner' services which supported engagement between justice social work (JSW) services and individuals before liberation. Virtual prison visits and Scottish Prison Service (SPS) introduction of mobile telephones in June 2020 also supported individuals in custody to remain in contact with family and friends. Beyond custody, contact with individuals was improved through mobile phones and other technology. Providing this connectivity was viewed as essential.

Not all service users embraced the move to virtual and digital platforms despite the offer of technology to support this. This highlights why case management should include assessing individual suitability for virtual and technological support, digital poverty implications, and any training and learning needs.

The pandemic not only affected those directly affected by the justice system but also the staff working within it. Staff found it difficult to sustain service delivery at the same time as being innovative, developing new practices, delivering planned improvements, and adapting to the uncertain and ever-evolving situation.

IMPACT ON ORGANISATIONS AND SERVICES

From the outset, CJ services and partnerships had to adapt to digital methods for meetings, training and consultation. The move to virtual platforms for engagement was seen as positive for partners and partnerships as it often increased attendance at meetings, and was seen as efficient and flexible. Many areas are considering continuing virtual or at least hybrid methods of engagement in the longer term.

There has been large-scale redeployment of staff and reprioritisation of activities across partnership organisations. In ten areas⁶ redeployment was highlighted as a major challenge affecting partnership working and service delivery. Consequently, demand often exceeded capacity. Local areas spoke about 'firefighting' to deal with the additional demands on services.

A number of areas highlighted the need to prioritise the delivery of services, particularly any with an essential face-to-face element, based on level of risk and need. Edinburgh, Dundee, North Lanarkshire and Scottish Borders mentioned using a red/amber/green (RAG) risk management system to ensure organisations prioritised those with the greatest needs/risks.

IMPACT ON OUTCOMES

The pandemic continues to pose challenges. It creates difficulties for services and also service users, for example, in completing and complying with sentences, accessing support and engaging with online service delivery. The extent to which the pandemic will impact on medium- and long-term outcomes is as yet unknown, and is part of the recovery planning process at national and local levels.

Some areas outlined priority areas for the 2021-22 reporting period. These include the continuing response to Covid-19; restarting planned improvement activities; additional planning and delivery of future services; and promoting a digital approach if safe and effective. They noted that longer-term funding would ensure stability and allow long-term planning.

⁶ Angus, Argyll and Bute, Ayrshire, Moray, Orkney, North Lanarkshire, Renfrewshire, Scottish Borders, South Lanarkshire, West Lothian.

RECOVER RENEW TRANSFORM (RRT) PROGRAMME

Nationally, the Scottish Government established the Recover, Renew and Transform (RRT) programme to support the identification, management and mitigation of impacts both to the justice system and to the people who experience this. In addition to project working groups covering police, court, prosecution and defence impacts, a community justice sub-group was formed as a core element of RRT. The sub-group is jointly chaired by the chief executive of SPS and the chief executive of CJS.

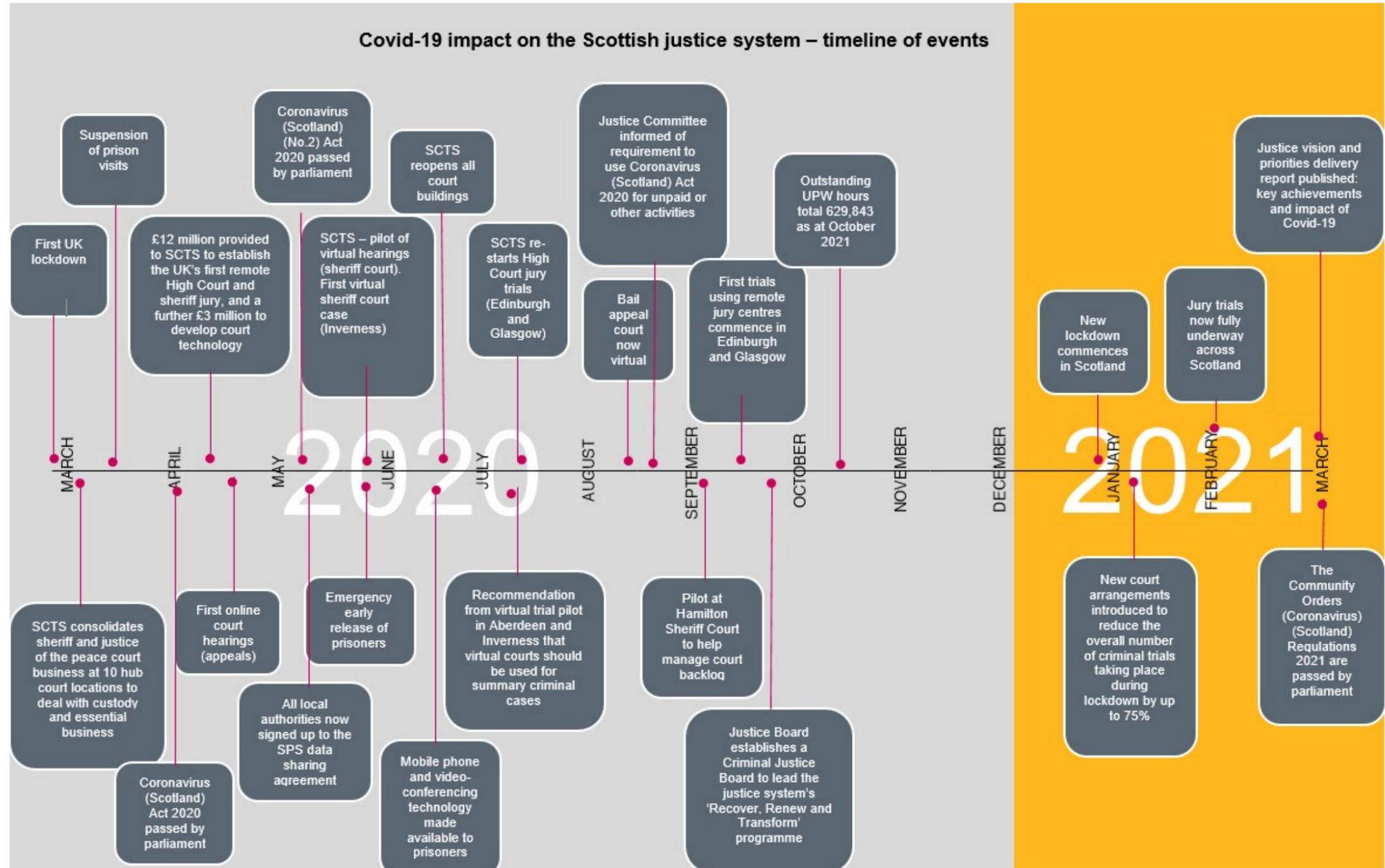


Figure 1: Chronology of justice responses to Covid-19 pandemic in the reporting period.

CROWN OFFICE AND PROCURATOR FISCAL SERVICE (COPFS) AND COURTS

Court closure resulted in high numbers of outstanding High Court, solemn and summary trials in all areas of Scotland. Many individuals accused of crime, and the victims of or witnesses to this, are waiting long periods for case resolution. A focus on more serious offences and custody contributed to an increase in the remand population, reaching 26% of the total in April 2020 and continuing to rise thereafter. Plans to increase court numbers and clear outstanding trials by 2025, to reduce the remand population and to clear the backlog in case marking by COPFS will place pressure on community justice services. This includes through increased monthly output across bail supervision, diversion from prosecution, CPOs and other community-based sentences.

Dundee reported that its local court reopened as a 'hub' for the region. Services thus supported individuals from outwith the area, which proved problematic and required liaison across local authority boundaries to make provision for travel, personal protective equipment (PPE), food and clothing. This had a financial impact, and also negatively affected relationships with service users, established over time with local court staff.

Victims of crime experienced disruption and uncertainty from the outset of the pandemic, over active cases and/or harm caused. This included significant delays in progressing cases through the system in which there were already delays (average court waiting time has increased from 13 weeks in 2019-20 to 20 weeks in 2020-21)⁷; cancellations; an inability to use advocacy support; no court familiarisation visits; and a feeling of jury disengagement when sitting remotely from courts. East Lothian, Dumfries and Galloway, and Midlothian stated they would be considering how this could be supported and that it could be improved through CJ partner connection with local Victim Support Scotland representatives (VSS). This highlights the importance of local areas continuing their work towards the recommendation in the 2019-20 OAAR on engaging with third sector and victim organisations⁸.

COPFS and Victim Information and Advice maintained arrangements which supported victims and witnesses during the pandemic. Plans are in place for Victim Support in Edinburgh to meet with COPFS to discuss next steps for improving numbers progressing through the justice process.

GOING FORWARD IN RECOVERY

National activity in recovery will focus on tackling high levels of substance use and related drug deaths; progressing links to the Housing First and Rapid Rehousing models; and progressing outcomes in employability while raising awareness of existing local opportunities. Recovery planning will be essential, and is likely to be resource-intensive for the sector. This is recognised by local areas, and in this year's report and corresponding recommendations.

To support recovery, some areas have already begun to identify future priorities, and have taken initial steps to address the remaining national challenges in community justice. These include meetings with COPFS to present the range of diversion options available and capacity of these; exploring opportunities to maximise 'other activity'; and liaising with sheriffs and defence solicitors to discuss alternatives to remand. Plans for a 'progress in recovery' framework to monitor this must recognise this activity, and will require routine reporting by stakeholders.

Across local areas, there are concrete examples of steps being taken to support recovery planning. The following example shows the recovery planning activities in one area:

"Covid-19 recovery will remain a huge challenge going forward and national discussions have taken place with CJS and partners on the importance of reinvigorating the whole-systems approach. Our plan reflects those discussions. The pandemic has had a detrimental effect on the operation of the courts, the prison population (including remand), as well as the ability to clear the UPW backlog. We have already identified steps we will take to try to address the issues locally, including:

- **liaison with the procurator fiscal to explain the full range of diversion options and capacity and build on increased referrals**
- **further analysis of UPW data**
- **exploration of opportunities to maximise use of 'other activity'**
- **liaison with the local sheriffs and defence solicitors to explain availability of alternatives to remand"**

⁷ <https://www.gov.scot/publications/criminal-justice-monitoring-data-monthly-statistics/> and <https://www.gov.scot/publications/coronavirus-covid-19-justice-analytical-services-data-report-november-2021/>.

⁸ CJ partners should ensure they have established mechanisms to identify and engage collectively with local third sector and victim organisations.

GOVERNANCE

KEY FINDINGS

1.

Understandably, there was little opportunity to focus on governance and leadership through, for example, self-assessments during the reporting period: the disruption to the justice system caused by the pandemic affected planned activities. Four areas undertook some restructuring during the reporting period.

2.

The variety in governance arrangements between areas is to be expected in a local model although CJ partners in most areas report to the local community planning partnership (CPP) either directly or indirectly. Other structures most frequently mentioned are health and social care, community safety or public protection.

3.

Cross-representation on different local partnerships (for example violence against women and girls (VAWG)/gender-based violence (GBV) partnerships, Alcohol and Drug Partnerships (ADP), Community Safety Partnerships (CSP)), or close contact between the various co-ordinator roles that support these partnerships, is increasingly recognised as an asset.

Governance is key to how objectives are set and achieved; how risk is monitored and addressed; and how performance is measured and maximised. Governance adds value; seeks the best outcomes for stakeholders; and strengthens improvement.

Governance is key to how objectives are set. The following principles are highlighted by the Good Governance Institute⁹:

- clarity of purpose, roles and behaviours
- application of an organisation/partnership's values
- leadership and strategic direction
- effective external and internal relationships
- transparency and public reporting
- systems and structures to understand quality, progress towards outcomes and compliance
- risk and compliance
- supporting partnership effectiveness including assurance progress is being made, stewardship of resources, supporting leadership

How CJ partners are held to account varies across Scotland but, fundamentally, every CJ partnership has placed its governance arrangements under local community planning structures. This maximises opportunities to make links with improvement activity across services and sectors, and potentially moves people closer towards universally beneficial outcomes.

Close links with CPP local outcome improvement plans (LOIPs) and locality plans can be helpful in establishing needs and the availability of services. However, community planning is pressured with competing priorities meaning that the justice 'population' is considered to varying degrees. The approach to locality or place-based planning has challenges for working with a population that often sits outwith the common understanding of 'a community'. Uniquely, Aberdeen City's CJ partnership continues to embed its community justice improvement priorities within the CPP LOIP. East, North and South Ayrshire have joint CJP governance and each report into their own area's CPP.

Within this line of reporting to the CPP however, there are a variety of reporting models (as we would expect in a local model for community justice):

- twenty-one report to the CPP either directly or indirectly
- five report to the Health and Social Care Partnership (HSCP) or Integrated Joint Board (IJB)
- in addition, nine mention some sort of relationship with the CSP or board and nine mention a relationship with the Chief officers group (COG) or public protection group

A few areas refer to restructuring/wider governance reviews: Fife (to the Community Justice and Safety Partnership (CJSP)); Clackmannanshire (to a wellbeing alliance/economy model and reporting via public protection); Moray (which for the first time will be reporting to the COG (comprising police, health and local authority)); Argyll and Bute, where a review is underway considering links to public protection, community planning and IJB reporting mechanisms.

Change and restructures led by CJ partners show that there is recognition of governance as a form of improvement activity. Of course, this is not to say that every area should be undertaking a structural review, particularly if they are already assuring that governance is working well.

GOVERNANCE CHALLENGES

Five areas mention governance/structural challenges: two mention the risk of relying on the co-ordinator and three highlight attendance, duplication and links between other partnerships (some of this is about influence/prioritisation of community justice).

GOVERNANCE BENEFITS

Eleven areas note governance (representation) benefits. These are mainly cross-representation between connected partnerships (e.g. VAWG/GBV partnerships, ADPs, CSPs), and the benefits of being connected into community planning structures and reporting.

Reporting to the CPP doesn't necessarily mean integration into the CPP planning process and/or the LOIP and/or LP. A small number of partnerships refer to the locality-, area- or place-based approach that their CPP takes. (It is unclear from the returns if this is replicated for the CJOIP.) Eleven areas explicitly mention the CJP or CJOIP close alignment with the LOIP. There are a number of changes that trigger a review of the CJOIP – a new strategy for community justice or a new LOIP¹⁰. This illustrates the importance of LOIPs in community justice planning and reporting.

A few areas take a sub-group or working group approach often aligned to themes in the CJOIP: for example, CJP sub-group focused on housing, UPW and communications.

The focus during the reporting period was not on self-assessments – the disruption to the justice system caused by the pandemic affected intended CJP-supported and -validated self-evaluation activities. Self-assessments during this period were mentioned by three partnerships. No supported and validated self-evaluations were carried out with the Care Inspectorate during the reporting year. However, the Care Inspectorate engaged with scrutiny partners throughout 2020-21 with a view to developing and undertaking new joint-assurance activities in the coming year.

9 Good Governance Institute: the basics of good governance: (goodgovernance.org.uk).

10 Section 22 of the Act.

NATIONAL OUTCOME ONE: COMMUNITIES IMPROVE THEIR UNDERSTANDING OF AND PARTICIPATION IN COMMUNITY JUSTICE

KEY FINDINGS



1.

The pandemic curtailed the amount and nature of engagement activity CJ partners were able to undertake with communities.

2.

Community engagement activity remains an area of priority for local partnerships with strategic approaches to community engagement seen in a few areas.

3.

In many areas UPW feedback and communication via social media or newsletters remains the standard approach to community engagement.

4.

Work directed at engaging with the general public as well as people in the justice system has improved, and approaches have become more refined and targeted.

5.

Partners continue to recognise the importance of communication activity and work to enhance public understanding of community justice. Many local areas are positive about community engagement restarting.

6.

The ambition of community participation in community justice has yet to be realised but there are pockets of work underway, in particular co-design and co-production approaches.

7.

There are still too few areas where there is opportunity for people in the community or people with lived experience to participate in the work of the CJ partnership.

More evidence and analysis can be read in the **evidence briefing on national outcome one.**

Practice examples relating to national outcome one can be read in this **practice example.**

PROGRESS TOWARDS 2019-20 RECOMMENDATIONS



Recommendation	Assessment of progress
CJS to provide guidance to support CJsPs to establish strategic communication and participation activity.	CJS has launched an online learning resource hub (March 2022) which includes advice and guidance on communications.
CJS to work with others towards standardising CPO exit questionnaires to allow for aggregating feedback across Scotland (in collaboration with SWS).	We have made a recommendation relating to CPO exit questionnaires in every annual report we have produced. Revision of the CPO exit questionnaire remains a work in progress. The intended scope of the project has changed as there is now an intention to create a whole-order questionnaire. We have made a specific recommendation about continuing this work.
CJ partners should ensure they have established mechanisms to identify and engage collectively with local third sector and victim organisations.	Areas highlight substantial efforts to identify and engage collectively with local third sector and victim organisations but progress remains variable, particularly with victim organisations. CJ partners themselves recognise there is more work to do. Therefore, we recommend continuing last year's recommendation about engaging with the third sector and victim organisations. We have made a specific recommendation about continuing this work.

2020-21 RECOMMENDATION

CJsPs should build on work undertaken within the reporting period relating to third sector identification and engagement, and apply the lessons learned to ensure they have established mechanisms to identify and engage with victim organisations as well.

NATIONAL OUTCOME TWO: PARTNERS PLAN AND DELIVER SERVICES IN A MORE STRATEGIC AND COLLABORATIVE WAY

KEY FINDINGS



- 1.** The pandemic curtailed planned improvement activity.
- 2.** All partnerships demonstrate considerable collaborative work despite the restrictions of the pandemic. Local areas should be commended for this. A range of approaches are outlined in this chapter including whole-system approaches, link worker roles, joint work across partnerships, strategic collaborative projects and funding applications.
- 3.** Most strategic planning is done through the CJOIP. Many areas demonstrate that there is underpinning evidence for the CJOIP, but the variable picture of strategic needs and strengths (SNSA) activity indicates that this needs strengthened.
- 4.** CJOIP delivery happens in different ways – some areas have thematic delivery groups responsible for driving the improvement activity.
- 5.** Other approaches to strategic planning are commissioning, joint funding and joint project initiation groups.
- 6.** Some areas are beginning to leverage partnership resources including funding and personnel, but this isn't yet widespread.
- 7.** Commonalities in collaboration and strategic planning include awareness of roles and responsibilities; connections and participation in other linked partnerships; and collectively working to a shared vision, values and culture. Governance arrangements and co-location can also help.
- 8.** Training was prioritised, particularly towards the end of the reporting period and enabled by online platforms – investment in the workforce is an ambition of national outcome two.
- 9.** Covid-19, limited engagement from some partners, challenges with data and evidence (availability, information sharing and data literacy) and the current funding model can all hinder this type of work.

More evidence and analysis can be read in the **evidence briefing on national outcome two.**



PROGRESS TOWARDS 2019-20 RECOMMENDATIONS



Recommendation	Assessment of progress
CJS should create and provide additional datasets to support measurement of community justice outcomes.	Data-set availability, provision and creation are being considered through the development of recommendations to revise the OPIF. Work is ongoing.
CJPs should ensure that they are meeting statutory requirements for strategic planning. This includes being able to evidence: <ol style="list-style-type: none"> 1. a range of SNSA activity 2. a published and up-to-date CJOIP which includes a participation statement 3. a published annual report assessing progress towards outcomes 	<p>There are still some local areas in which CJ partners are not meeting their collective statutory responsibilities.</p> <p>Nine¹¹ areas do not have current published participation statements.</p> <p>Two areas¹² have not published a timely public-facing annual report.</p> <p>Two areas¹³ do not have a current CJOIP.</p> <p>For SNSA activity, 16¹⁴ report that they have completed some form of needs assessment; seven¹⁵ indicate needs assessment activity is underway; and six¹⁶ have not completed or do not have a needs assessment underway but all are planning to undertake one.</p> <p>We have made a specific recommendation about continuing this work.</p>

11 Aberdeen City, Aberdeenshire, Clackmannanshire, East Dunbartonshire, East Renfrewshire, Moray, CNE Siar, West Dunbartonshire, West Lothian.

12 Argyll and Bute, and West Dunbartonshire.

13 Aberdeenshire and West Dunbartonshire.

14 CNE Siar, Ayrshire, Dundee City, East Lothian (commissioned), Falkirk, Highland, (data element commissioned), Midlothian, Scottish Borders, Aberdeen City (population needs assessment for CPP), East Renfrewshire, Fife (related to CPP needs assessment), Glasgow (needs assessment included in CJOIP), Clackmannanshire (CPP needs assessment), Dumfries and Galloway, North Lanarkshire, Inverclyde (some needs assessment undertaken but full SNSA planned).

15 Angus, Argyll and Bute, Moray, Orkney Islands, Shetland Islands, Stirling ('justice journey' research commenced, will be used to inform SNSA), East Dunbartonshire.

16 Aberdeenshire (planned), Edinburgh (planned for three focus areas highlighted by CJS), Perth and Kinross (planned), Renfrewshire (planned), South Lanarkshire (planned), West Lothian (commissioned but not completed due to extenuating circumstances; has been recommissioned). The absence of a timely submission from West Dunbartonshire means we are unable to report either way on the status of needs assessment activity in this area.

NATIONAL OUTCOME THREE: BETTER ACCESS TO THE SERVICES THEY REQUIRE INCLUDING WELFARE, HEALTH AND WELLBEING, HOUSING AND EMPLOYABILITY



2020-21 RECOMMENDATIONS

CJPs should undertake (or evidence the work already undertaken) to understand the future need for and demand on their services, in particular, but not constrained to, recovery from the pandemic.

CJPs should note their collective statutory responsibilities under the Act to ensure that:

- all partners are aware of the statutory obligations and that clarity and agreement is sought about partner expectations and their contribution to ensuring these are met
- all national partners understand and comply with their individual responsibilities to support partnerships to achieve their aims (section 35)

To support partners to meet their statutory responsibilities, the **Scottish Government** should:

- consider revising the statutory guidance in light of the new strategy and revised OPIF

To support partners to meet their statutory responsibilities, **CJS** will:

- monitor performance in line with statutory requirements
- review guidance and other support mechanisms to enable robust planning and reporting in light of the new strategy and revised OPIF
- consider what additional templates and guidance are required to support partners to meet their statutory responsibilities

To support CJ partners to achieve the ambitions in national outcome two. **CJS** will:

- support the sharing of practice and experiences about leveraging resources (see section 35 of the Act)
- explore with the Scottish Government a joint project to promote and enhance participation, including with people with lived experience

KEY FINDINGS

1.

Local areas highlighted that availability of and/or access to indicators¹⁷ for this outcome remains a challenge (this indicates a wider issue with the indicators for person-centred outcomes in the current OPIF).

2.

Improving access to treatment and recovery services is an ongoing priority in Scotland generally and for community justice specifically.

3.

Covid-19 had a significant negative impact on the number and type of services available to individuals.

4.

Anticipatory planning in some local areas happened in advance of the Medication Assisted Treatment (MAT) Standards for Scotland to support implementation.

5.

Work has been undertaken to support, embed and enhance the effectiveness of the Sustainable Housing on Release for Everyone (SHORE) principles. This was described as having a positive impact on housing. Partners wanted to use learning from this project to maximise its success.

6.

The work on SHORE was seen as important for the successful management of the Emergency Early Release Programme (EER).

More evidence and analysis can be read in the attached **evidence briefing on national outcome three**. It provides a breakdown of access to and uptake of services for problematic or harmful substance use, health, housing and employability, and highlight some of the ongoing or planned improvements. 

¹⁷ Percentage of individuals released from custody who were registered with a GP; had suitable accommodation; and who had undertaken a benefits eligibility check.

PROGRESS TOWARDS 2019-20 RECOMMENDATIONS



Recommendation	Assessment of progress
CJS should support CJsPs to build confidence in information-sharing arrangements, particularly with universal services.	Work to develop data sharing protocols and the Better Sharing Better Outcomes (BOBs) project has contributed to progress on this recommendation. Work is ongoing.
CJsPs should ensure community justice SNSA activity forms a crucial component of understanding the needs of the whole area population	A number of local areas reported making progress on their SNSA during the reporting period. We have made a specific recommendation about continuing this work.

2020-21 RECOMMENDATIONS

The Scottish Government should consider how best to support access to meaningful and appropriate data for planning, delivery and evaluation purposes (e.g. clearer 'data capture' protocols and sharing pathways with agreed reporting timelines). This recommendation is also applicable to National outcomes five to seven.

CJsPs should consider using more specific impact and evaluation data, alongside life stories, to demonstrate progress against person-centred outcomes in the 2021-22 annual return. This could include, amongst other things, data from CPO exit questionnaires, PSP and third sector organisation outcome data, and outcome data from statutory services.

NATIONAL OUTCOME FOUR: EFFECTIVE INTERVENTIONS ARE DELIVERED TO PREVENT AND REDUCE THE RISK OF FURTHER OFFENDING

KEY FINDINGS



1.

The Covid-19 pandemic and associated response had a significant impact on the number and delivery of interventions to prevent and reduce the risk of further offending.

2.

In January 2019, the Scottish Government published new CPO practice guidelines¹⁸ as well as new guidance on bail supervision¹⁹. In 2021, it issued new guidance on structured deferred sentences²⁰. Relevant partners are working to embed these new guidelines into practice while also responding to the Covid-19 pandemic and its associated consequences.

3.

There are a range of disposals and effective interventions that can prevent and reduce the risk of further offending. Although the number of local areas that included quantitative data for the reporting period was low, the data provided demonstrated an increase in the number of diversion referrals and assessments but a reduction in arrest referrals, bail supervisions, CPOs, Fiscal Work Orders and Structured Deferred Sentences. Reductions to court-imposed disposals are likely to have been influenced by the lack of court activity.

4.

A number of local areas recognised that some disposals are not being fully utilised, and that further analysis (at a national level) is required to understand the low or decreasing number of diversionary or community justice disposals.

More evidence and analysis can be read in the attached **evidence briefing on national outcome four**. It provides an analysis of arrest referral, bail supervision, diversion, community payback orders, drug testing treatment orders and domestic abuse programmes.

¹⁸ [Community Payback Order: practice guidance – gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/community-payback-order-practice-guidance/pages/1-introduction.aspx)

¹⁹ [Bail supervision: national guidance – gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/bail-supervision-national-guidance/pages/1-introduction.aspx)

²⁰ [Structured deferred sentences: guidance – gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/structured-deferred-sentences-guidance/pages/1-introduction.aspx)

NATIONAL OUTCOME FIVE: LIFE CHANCES ARE IMPROVED THROUGH NEEDS, INCLUDING HEALTH, FINANCIAL INCLUSION, HOUSING AND SAFETY, BEING ADDRESSED

PROGRESS TOWARDS 2019-20 RECOMMENDATIONS



Recommendation	Assessment of progress
CJS should review the OPIF and make recommendations to the Scottish Government for revising it.	<p>Considerable work and progress have been made on this recommendation. The anticipated delivery is dependent on the National Community Justice Strategy revision timeframes.</p> <p>Work is ongoing.</p>
The Scottish Government should continue to develop approaches to how the backlog of UPW hours arising from the pandemic can be effectively managed to ensure that the interests and rights of individuals on orders, and victims, are taken account of in a way that does not overwhelm JSW services.	<p>Regulations to reduce UPW requirements by 35% (with exceptions for domestic abuse, sexual offending and stalking) were introduced in March 2021.</p> <p>In addition, the Criminal Justice Board agreed to the distribution of an additional £50 million over 2021-22, both to establish additional court capacity and to contribute to the wider associated costs across the justice system, including community justice, prisons and legal aid. £11.8 million of that funding was allocated to help support and bolster JSW services recovery efforts.</p>
The Scottish Government should ensure that further editions of the extended PASS monitoring information, broken down by local authority area, are made available to CJ partners to assist them in assessing the impact of PASS.	<p>Further monitoring information on the effects of the PASS of 12 months or less policy was published by Scotland's chief statistician on 23 March 2021. PASS monitoring is being integrated into the criminal proceedings bulletin.</p> <p>In addition to this, Justice Analytical Services is planning a disposals dashboard which will hopefully be available in early 2022. This will provide data on sentence length broken down by local authority area.</p>
The Scottish Government should continue to work with the SCTS and the judiciary to explore how decisions about remand can be consistently recorded and reported.	<p>Research was planned but paused as a result of Covid-19. The work is ongoing, however. Remand numbers are at an all-time high and local areas highlight some independent work within partnerships to understand remand decisions. Some areas suggest this needs to be driven at a national level.</p> <p>We have made a specific recommendation about continuing this work.</p>

A wide range of initiatives are aimed at progressing national outcomes five, six and seven. Across these national outcomes, there was general recognition that small local third sector organisations and larger national ones play a critical role in providing support and interventions which make progress towards these person-centred outcomes. Local areas noted that funding remains a challenge for long-term planning and sustainability.

Despite some positive life story examples, it is difficult to comment on the impact of partnership activities on person-centred outcomes. This is mainly due to the lack of impact data included in returns. This has been recognised as an ongoing challenge, and is primarily the result of a lack of understanding about the range, variability in use and effectiveness of tools available to measure person-centred outcomes, alongside known difficulties in aggregating this data and information in order to demonstrate progress.

As a result of these challenges, only key findings for national outcomes five, six and seven have been included.

Practice examples relating to both transitions and support to access services which improve person-centred outcomes can be read in this **practice example**.



KEY FINDINGS



- 1.** The Covid-19 pandemic and associated response had a significant impact on the number and delivery of effective interventions to improve life chances through needs being addressed.
- 2.** CJ partners are committed to delivering interventions which improve life chances for those within the justice system. Local areas evidence a wide variety of initiatives in place to improve health, financial inclusion, housing and safety.
- 3.** While the third sector has always played an essential role in providing interventions and services, this has never been more evident than during the Covid-19 pandemic. The third sector makes a valuable and critical contribution towards progressing national outcomes five, six and seven. This includes interventions to support person-centred outcomes.
- 4.** Local areas highlight that challenges relating to funding, particularly for the third sector, have implications for longer-term planning and sustainability.
- 5.** The range and depth of life stories provided demonstrates the desire to demonstrate outcomes at an individual level. However, evaluating interventions and services, and measuring impact and progress towards the outcome at an intervention, area or national level remain challenging.



NATIONAL OUTCOME SIX: PEOPLE DEVELOP POSITIVE RELATIONSHIPS AND MORE OPPORTUNITIES TO PARTICIPATE AND CONTRIBUTE THROUGH EDUCATION, EMPLOYMENT AND LEISURE ACTIVITY

KEY FINDINGS



1. In line with our previous report, all areas refer to local interventions aimed at enhancing employability skills.
2. Opportunities to gain skills which enhance employability have been made through the 'other activity' component of CPOs. These opportunities have been made available by local, national and third sector organisations.
3. Thirteen areas refer to activities supported or led by Skills Development Scotland to support progress in employment. Other areas highlight the significant contributions made by local employability groups, Apex, the Wise Group and Routes to Work.

PROGRESS TOWARDS 2019-20 RECOMMENDATIONS



Recommendation	Assessment of progress
CJS should provide guidance to support partnerships to carry out targeted strategic needs and strengths (SNS) activity in order to better articulate and deliver their local strategic response to voluntary throughcare.	<p>The revised OPIF (as proposed) has a focus area on custody transitions.</p> <p>CJS will ascertain whether or not the OPIF revision and the review of commissioning will provide what local areas want for throughcare and any additional support/guidance needed.</p> <p>Work is likely to continue but dependent on the new strategy, throughcare review and OPIF implementation.</p>

NATIONAL OUTCOME SEVEN: INDIVIDUALS' RESILIENCE AND CAPACITY FOR CHANGE AND SELF-MANAGEMENT ARE ENHANCED

KEY FINDINGS



1. There is a growing recognition that involving people in activities that contribute to the wellbeing of others, such as mentoring, peer support and volunteering, can alter the way people see themselves and their own potential, as well as how others see them. Areas report that such changes in people's personal and social identities are often associated with processes of desistance.
2. As highlighted in the cross-cutting themes section, partners and partnerships have continued to build on principles of trauma-informed practice. This is particularly evident in the activities which support progress within this national outcome.
3. As also highlighted in the cross-cutting themes section, there is a growing momentum in adopting peer mentoring and peer support models.
4. The third sector delivers a range of interventions across Scotland designed to build independent living skills. Frequently cited examples highlighted within this outcome include:
 - Venture Trust which works with vulnerable people across community justice to support employability and wellbeing development opportunities
 - Shine PSP which is a national mentoring service that uses a mentorship model to support women in contact with the justice system
 - The Wise Group social enterprise which is the managing partner of New Routes Mentoring, Scotland's largest national throughcare programme aimed at reducing reoffending of short-term male prisoners by providing support, guidance and mentoring
 - Change Grow Live, a charity that works with and supports people in the justice system to address substance use and to access treatment
 - Families Outside, a national charity which supports families affected by imprisonment to maintain and improve relationships and to access support and information

PROGRESS TOWARDS 2019-20 RECOMMENDATIONS



Recommendation	Assessment of progress
The Scottish Government should work with partners (including local authorities and the Risk Management Authority (RMA)) to assess the feasibility of providing aggregated data from the level of service/ case management inventory (LS/CMI) to CJ partners to assist in their SNSA activity.	The Scottish Government's Community Justice Division has made good progress with the project and a centralised LS/CMI application was completed by December 2021. Provision of aggregated data has been impacted by wider LS/CMI issues at present but will be made available as soon as practicable.

KEY ACHIEVEMENTS AND CHALLENGES

Partners were asked for their greatest achievement and challenge during the reporting period. The number in brackets indicates the number of local areas that highlighted this achievement or challenge.

Achievements	Challenges
Response and adaptation of the partnership to Covid-19 (11).	Redeployment, pandemic demands, long-term impact on staff (9), some partner engagement (6) – national to local communication. Specific Covid-19 impacts: mental health support on release from prison (2), throughcare (1), operation of courts, backlog (1).
Continuing some improvement activity/ strategic work e.g. communications plan, tackling inequalities projects, high-demand/ cyclical offending work, co-location, disclosure (9).	Funding model (7) (one noted in particular short-term funding equals high turnover of staff and ending of projects).
Progress in data/needs assessment development (4).	Accessing timely data from a range of partners/ undertaking SNSA (some of which is related to data-access issues) (7).
Early release planning group/process (5).	Some challenges particularly for third sector organisations as data-sharing didn't include all essential partners (in a particular local area).
Ensuring those in the justice system had needs considered along with wider community response (3).	Capacity (5) including co-ordinator vacancy, small area, high demand from a small group of people, other asks on consultations, statutory reporting.
	Partner engagement (4).

PROGRESS TOWARDS 2019-20 RECOMMENDATIONS



Recommendation	Assessment of progress
CJS should scope out research, in collaboration with the Criminal Justice Voluntary Sector Forum (CJVVSF), to assess the impact of the pandemic on third sector services.	This work was split into two phases, the first phase is complete and comprised a literature review . The second phase is being led by CJVVSF and is ongoing with support from CJS.
CJS should facilitate a national discussion about how best COPFS, SCTS and IJBs can effectively engage with CJ partners at local level.	CJS arranged for SCTS to attend the last chairs network event to update on court activity and how this was configured across Scotland. CJS also arranged for it to attend the CJ network, but local areas indicated that this hadn't resulted in improvements in local relationships. CJS communications and the SCTS communications team have also had some engagement. We recognise that there is still a need for improved engagement and local messaging when national decision making occurs as part of the RRT programme.

CROSS-CUTTING THEMES

A number of cross-cutting themes emerge illustrating general approaches taken across local areas and some general challenges.

TRAUMA

Enhancing trauma-informed practice is part of a national agenda supported by the recent publication of the **'trauma-informed practice: toolkit'** by the Scottish Government.

The desire to move beyond trauma-informed to trauma-responsive practice was evident across local areas. Local areas noted a range of activities in attempting to progress the 'trauma-informed' agenda, and organisations within the partnerships mostly have a clear plan of how to move from being trauma-aware to trauma-informed. While one area specifically mentioned its desire to become trauma-responsive, several other areas also alluded to this. In many cases, planned improvements have been interrupted by the pandemic. Many local areas highlight the need to continue work on trauma, and this is reflected in our recommendations for 2020-21.

Practice examples relating to trauma approaches can be read in this [practice example](#).



PEER MENTORING/PEER MODELS

Local areas frequently referred to peer mentoring and peer support models. These have been used in a variety of domains to improve access to and engagement with services. Not only do they support access and engagement but, as highlighted in last year's annual report, involvement as a peer mentor can also alter the way people see themselves and their own potential. This can have a positive impact on person-centred outcomes which are associated with processes of desistance.

These peer models are typically described within 'single service' initiatives, and tend to be most clearly described within third sector organisations. There were also some examples, particularly projects aimed at supporting people with problematic or harmful substance use, that peer approaches were being used by some statutory partner agencies as well.

Local areas described examples of peer recovery and support networks in custody settings, as part of throughcare initiatives and within community-based services. Peer mentoring models were also described in education (e.g. peer mentoring qualifications and peer literacy mentors), employment opportunities, research, and as part of a peer naloxone outreach programme. The following examples illustrate a variety of ways in which they have been used across partnerships.

Practice examples relating to peer mentoring approaches can be read in this [practice example](#).



COMMUNITY EMBEDDEDNESS

Evidence for 'what works' to reduce reoffending, including literature on desistance and criminogenics and the approaches championed in community justice, note the importance of **community** connections.

Some of this was apparent in the change to the usual way in which UPW was undertaken as a result of the pandemic – UPW happened in areas much more local to the workers than pre-pandemic.

Practice examples relating to community embedding approaches can be read in this **practice example**.



Community engagement and communications activity also helps to connect community justice to communities by raising awareness.

A few local areas are conducting research with people with lived experience and families to understand the barriers to belonging, and feelings of stigma and exclusion. Some partnerships are thinking more broadly about inclusion, stigma, and improving equity as part of CJP ethos and approaches.

DIGITAL INCLUSION/EXCLUSION

From the outset of the pandemic, CJ services and partnerships were required to work virtually and to move to digital methods of delivering services. This had some positive benefits but there were a number of challenges. For example, contact between services and individuals in custody became difficult and required significant amendments to processes. A key concern across local areas was the level of digital exclusion for those in the justice system and the impact this had on individuals' ability to access and meaningfully engage with services. For many areas, this meant they had to address digital barriers to engagement.

Nine areas specifically referenced funding assistance from Connecting Scotland²¹ for IT equipment such as tablets and mobile phones to be distributed and used by those engaging with their services. Other areas mentioned attempts to facilitate access and engagement by sourcing devices from local community and third sector organisations and national third sector organisations. Additionally, some areas tried to upskill digital literacy as part of CPO 'other activity'. The practice examples provide further detail on how partnerships leveraged resources to support the populations they worked with and improve digital inclusion.

Practice examples relating to digital inclusions approaches can be read in this **practice example**.



DATA AND EVIDENCE

The returns indicate substantial differences in the use and appreciation of evidence, theory and data as part of the planning, reporting and monitoring cycle.

There are several areas in which the desire to be data-driven and to deliver evidence-based practice is clear. There is evidence of areas actively working with academics, institutions and consultants to enhance the use of data and evidence-based practice within partnerships and individual partner organisations. Similarly, there are some examples of partnerships leveraging analytical resource from partners to support and promote the use of evidence and data.

Practice examples relating to how partners use data, theory and evidence can be read in this **practice example**.



Despite these attempts, access to appropriately timed and meaningful data remains difficult. Local areas reported multiple barriers including limited capacity and/or expertise. This means partnerships are unable to make full use of data.

The use of assessment and measurement tools varies greatly across the partnerships. This means that understanding improvement, or otherwise (particularly in person-centred outcomes), at an intervention, population or geographical level is extremely challenging.

Challenges relating to the accessibility, meaningfulness and use of data and evidence has been an ongoing issue across the community justice landscape for some time and highlighted in previous CJS annual reports and by Audit Scotland²². This is reflected in our recommendations and development opportunities for 2020-21.



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