



# Achieving Community Justice Outcomes

**An approach to planning,  
delivering and monitoring  
the achievement of  
community justice outcomes  
in local authority areas**

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# 1. Introduction

This overview document sets out an approach to the planning, delivery and monitoring of community justice outcomes. This approach is made up of three processes: outcome improvement planning, outcome improvement delivery and outcome performance monitoring.

This approach is intended to support community justice partners and stakeholders working in partnership within each local authority area, to:

- ◆ assess progress towards achieving national outcomes
- ◆ determine whether national outcomes require to be a priority for action
- ◆ develop locally determined outcomes based on locally agreed priorities
- ◆ develop, and monitor progress of, outcome delivery plans
- ◆ carry out annual outcome performance assessments.

Throughout this document, and throughout the associated targeted resources, we have used symbols to differentiate between different types of information and suggested actions. An explanation of these symbols is provided:



Hints and tips – this icon indicates best practice advice.



Statutory documents – this icon indicates that a document's content is decided or controlled by law. These documents set out what community justice partners **must** do to comply with the Community Justice (Scotland) Act 2016.



Non-statutory documents – this icon indicates that a document's content is not mandated by law, but reflects Scottish Government policy. These documents do not carry the same legal weight as statutory documents, but are still fundamental to informing practice. Non-statutory documents can be valuable in making legal concepts more accessible, tangible and action oriented.



Process – this icon indicates a process within the overall approach.



Step – this icon indicates a step within a process.

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## 2. Development Approach

In developing this approach, we have undertaken a review of established planning and reporting tools across similar sectors in Scotland and evaluated the principles that underpin them. This was done in order to gain more insight about what works in the planning, delivery and monitoring of outcomes and to establish the characteristics that should underpin the development of this community justice approach.

We have also engaged directly with Community Justice Partnerships, the Care Inspectorate, statutory community justice partner organisations and Scottish Government analyst and policy colleagues, by holding around 45 focused development and feedback sessions. Attendees have provided comments on initial drafts for this document and the supporting targeted resources. Many people have given their expertise to help in the development of this approach for which we are grateful.

Additionally, the principles of a number of existing methods are woven through this approach. Although it is not necessary to have a wider understanding of all of these methods in the practical application of this approach, a list of useful links has been provided at [Appendix One](#) if you are interested in finding out more.

## 3. Benefits of Using this Approach

Applying this approach, using the supporting targeted resources provided, will help local partners to:

- ◆ evaluate how community justice outcomes are delivered locally
- ◆ clarify partner roles and responsibilities in achieving outcomes
- ◆ prioritise improvement activity
- ◆ target resources efficiently using a robust evidence base
- ◆ engender curiosity and build knowledge and insights
- ◆ establish the pool of data, information and insights necessary to fulfil their statutory planning and reporting duties
- ◆ drive improvements in achieving community justice outcomes
- ◆ improve community justice outcomes for people in the local authority area.

## 4. Community Justice in Scotland

The model of community justice in Scotland is framed by a number of key strategic documents:



The [Vision for Justice in Scotland](#) is the Scottish Government's strategic document for setting out the broad policy direction for justice in Scotland.



The [Community Justice \(Scotland\) Act 2016](#) (the Act) provides the legislative framework for the model of community justice. The Act sets out the statutory responsibilities for community justice partners.



The [Community Justice Statutory Guidance](#) (the statutory guidance) supports the community justice partners to understand their roles arising from the Act.



The [National Strategy for Community Justice](#) (the strategy) sets the national direction for community justice. It is designed to give a clear roadmap for future improvement work, by highlighting key areas for partners to focus on.



The [National Strategy for Community Justice Delivery Plan](#) (the delivery plan) details the agreed activity which the Scottish Government and **national** community justice partners are taking forward to drive improvement towards each of the priority actions in the strategy. Progress towards the deliverables in the delivery plan will be monitored by governance structures which are coordinated at a national level.



The [Community Justice Performance Framework](#) (the performance framework) sets out nationally determined outcomes which are to be achieved in each local authority

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area, and national indicators which are to be used in measuring performance against these.

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The [Community Justice Scotland Improvement Tool](#) (the improvement tool) sets out the local evidence that will supplement the national indicator data in the performance framework. Local evidence will provide further context to the national indicators, and help to drive improvement and better understand performance locally in relation to the national outcomes.

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The [Care Inspectorate's guide to self-evaluation for community justice in Scotland](#) (the self-evaluation guide) promotes collaborative self-evaluation and provides a range of quality indicators to support community justice partners in considering how they contribute to improving the life chances and outcomes of people with living experience of community justice in Scotland.

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**This approach will support community justice partners to implement and embed these key strategic documents in their planning, delivery and monitoring of community justice outcomes.**

## 5. The Local Delivery Model

The Act places a number of duties on statutory community justice partners<sup>1</sup> to work in partnership with each other, and with third sector and other community justice partners and stakeholders, to deliver community justice outcomes in their local authority area. The partners must work together to prepare a Community Justice Outcomes Improvement Plan (CJOIP) for their local authority area and are jointly responsible for the plan's development and implementation.

More information about the specific statutory requirements of partners in preparing, monitoring and reporting against their CJOIP can be found in the statutory guidance.



**This approach is designed to give community justice partners a practical framework to work within in their planning, delivery and monitoring of community justice outcomes.**

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<sup>1</sup> The local authority for the area, the health board for the area, Police Scotland, Scottish Fire and Rescue Service, Skills Development Scotland, an integration joint board, Scottish Courts and Tribunals Service, Scottish Ministers (Scottish Prison Service and the Crown Office and Procurator Fiscal Service)

## 6. Community Justice Outcomes

An outcome is the result or consequence of a particular intervention, action or situation. It represents what happens as a result of a specific set of circumstances. Community justice outcomes can be categorised as those which are nationally determined and those which are locally determined.

### National Outcomes

National outcomes are set by Scottish Ministers (as required by the Act) and are defined in the performance framework.

The national outcomes describe the change expected by implementing the priority actions set out in the strategy. The performance framework contains nine national outcomes:

Priority Action (from the strategy)	National Outcome (from the performance framework)
Enhance intervention at the earliest opportunity by ensuring greater consistency, confidence in and awareness of services which support the use of direct measures and diversion from prosecution.	More people successfully complete diversion from prosecution.
Improve the identification of underlying needs and the delivery of support following arrest by ensuring the provision of person-centred care within police custody and building upon referral opportunities to services including substance use and mental health services.	More people in police custody receive support to address their needs.
Support the use of robust alternatives to remand by ensuring high quality bail services are consistently available and delivered effectively.	More people are assessed for and successfully complete bail supervision.
Ensure that those given community sentences are supervised and supported appropriately to protect the public, promote desistance from offending and enable rehabilitation by delivering high quality, consistently available, trauma-informed services and programmes.	More people access services to support desistance and successfully complete community sentences.
Enhance individual's access to health and social care and continuity of care following release from prison by improving the sharing of information and partnership working between relevant partners.	More people have access to, and continuity of, health and social care following release from a prison sentence.
Ensure that the housing needs of individuals in prison are addressed consistently and at an early stage by fully implementing and embedding the Sustainable Housing on Release for Everyone (SHORE) standards across all local authority areas.	More people have access to suitable accommodation following release from a prison sentence.
Enhance individual's life skills and readiness for employment by ensuring increased access to employability support through	More people with convictions access support to enhance

effective education, learning, training, career services and relevant benefit services.	their readiness for employment.
Enhance community integration and support by increasing and promoting greater use of voluntary throughcare and third sector services.	More people access voluntary throughcare following a short term prison sentence.
Support integration and reduce stigma by ensuring the community and workforce have an improved understanding of and confidence in community justice.	More people across the workforce and in the community understand, and have confidence in, community justice.

In relation to the national outcomes, community justice partners are required to:

- ◆ make an assessment as to whether each national outcome is being achieved in the area
- ◆ state how near the outcome is to being achieved (if it has been assessed as not achieved)
- ◆ decide whether the outcome requires to be a priority for action
- ◆ set out the action they intend to take to meet or maintain the outcome
- ◆ use the national indicators in their assessment.

A narrative covering each of these bullet points, in relation to each national outcome, should be clearly set out in the local area CJOIP. More information about the statutory requirements of community justice partners when preparing and publishing their CJOIP are outlined in sections 19-22 of the Act and in the statutory guidance.



**This approach will support community justice partners to establish and maintain a local evidence base on which they can base the narrative contained within their CJOIP, in relation to each national outcome.**

By December each year, the community justice partners must publish a report outlining the progress they have made in the reporting period in achieving each national outcome. The report must set out:

- ◆ the activity they have taken in the period concerned to achieve the outcome
- ◆ whether, at the end of the period concerned, the outcome was being achieved in the area
- ◆ the progress in the period concerned towards its achievement (if the outcome has not been achieved)
- ◆ the national indicators partners have used in their assessment.

A narrative covering each of these bullet points, in relation to each national outcome, should be clearly set out in the local area annual report. More information about the statutory requirements of community justice partners when preparing and publishing their local annual report can be found in section 23 of the Act and in the statutory guidance.





**This approach will support community justice partners to establish and maintain a local evidence base on which they can base the narrative contained within their annual report, in relation to each national outcome.**

Importantly, the intelligence and analysis activity can also be used to continually assess and ensure that the right national outcomes are prioritised locally, and the right outcome improvement activity is being driven, in order to realise community justice outcomes for the people of the local area.

## Local Outcomes

As well as considering national outcomes in outcome improvement planning, local areas can also develop other outcomes to reflect agreed local priorities for community justice and include them in their CJOIP. These local outcomes should be consistent with the national outcomes and closely aligned to the local outcome improvement plan<sup>2</sup> priority areas.

Not all the priority actions in the strategy have an associated national outcome (those which do are listed in the [section above](#)). If local improvement activity is identified around those priority actions with no associated national outcome, partners may wish to express them as local outcomes in the CJOIP.

### **Priority actions from the strategy which have no associated national outcome:**

Strengthen options for safe and supported management in the community by increasing and widening the use of electronic monitoring technologies.

Ensure restorative justice is available across Scotland to all those who wish to access it by promoting and supporting the appropriate and safe provision of available services.

Deliver improved community justice outcomes by ensuring that effective leadership and governance arrangements are in place and working well, collaborating with partners and planning strategically.

Enhance partnership planning and implementation by ensuring the voices of victims of crime, survivors, those with lived experience and their families are effectively incorporated and embedded.

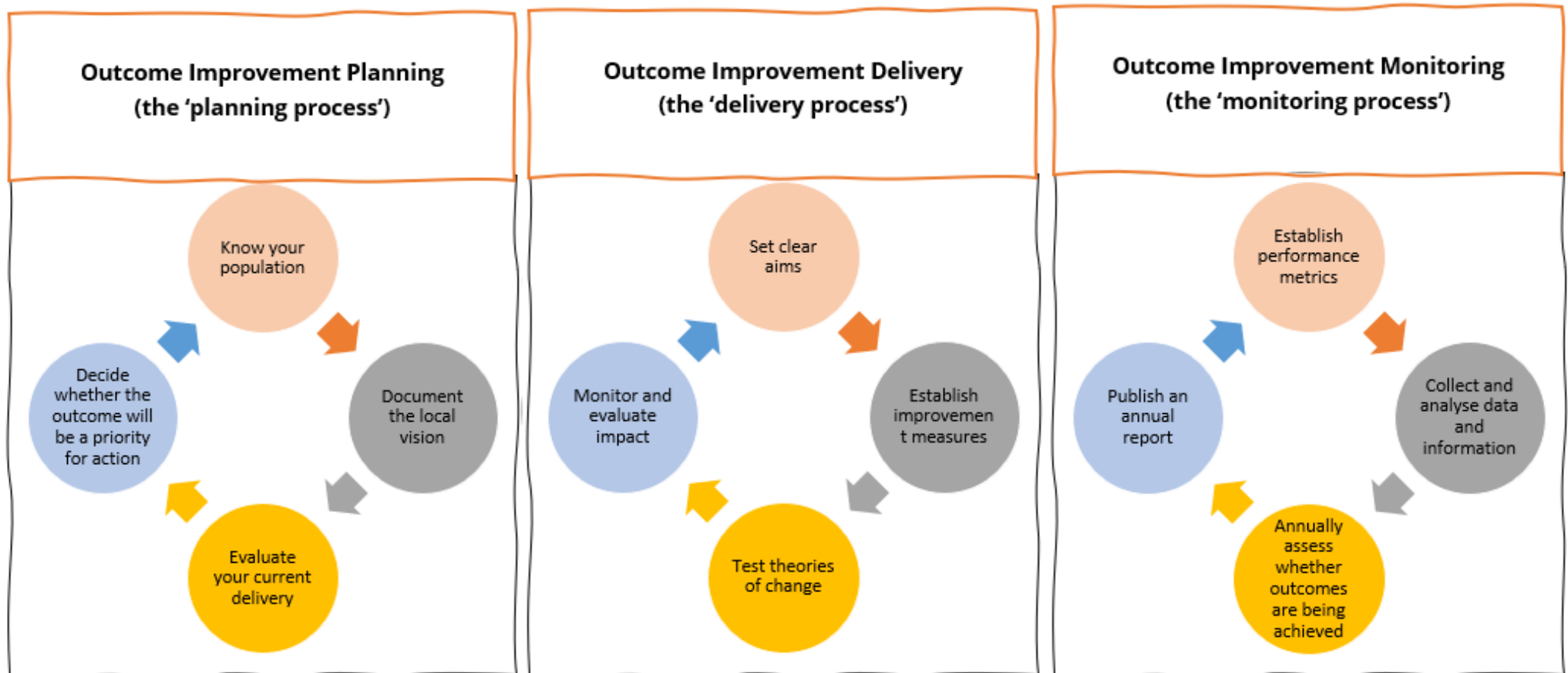


**The principles of this approach can be adapted to support community justice partners to develop local outcomes, prepare local outcome delivery plans and develop relevant indicators to measure performance in achieving the local outcomes.**

<sup>2</sup> Published in the local authority area under section 7(5) of the Community Empowerment (Scotland) Act 2015

## 7. Approach Overview

This approach sets out three distinct processes, each achieved using a number of steps:



## 8. Applying the Approach

A brief description of the steps within each process is provided below.

Community justice partners should use the principles of this approach and adapt them for application to **local outcomes**.



### Process - Outcome Improvement Planning

More detailed information about the activity within each step of this process to support local planning for individual national outcomes can be found in the targeted resources for the planning process.



#### Know your population

Each national and local outcome will be striving to achieve a positive impact for a defined set of people. Within this step, you will establish the demographic and needs profile of the population relevant to each national outcome.



#### Document the local vision

The community justice strategy provides a clear vision for achieving each national outcome. Within this step, community justice partners will consider how that vision translates locally and will seek to agree what good local delivery looks like, using a theory of change. In this step of the process, logic models are used as a way of presenting how partner activities are supposed to work to achieve the outcome.

Logic models do not include detail about absolutely everything involved in an approach or intervention, but summarises the activities and partners that are critically important to achieve the outcome. This approach uses the logic model to support partners to identify indicators that will test whether the activities actually work as the logic model predicted. A logic model for each of the national outcomes has been provided for partners to consider in the targeted resources for the planning process. Community justice partners can adapt the principles of this approach to develop logic models and indicators for their local outcomes.



#### Evaluate your current delivery

This step is a collective partner activity and involves:

- ◆ analysing the logic model and collectively discussing whether current practice matches the activities outlined in the theory of change
- ◆ collecting and analysing the indicator data and information in order to test whether the approach or intervention is working in accordance with the logic model
- ◆ making an assessment of whether the outcome is being achieved, or how close it is to being achieved.



#### Decide whether the outcome will be a priority for action

This step requires the community justice partners to:

- ◆ set out the action required to achieve the outcome
- ◆ make an assessment of whether the outcome requires to be a priority for action.

There are a number of techniques partners can use to help them decide whether the outcome requires to be a priority for action.



## Process - Outcome Improvement Delivery

This process applies to those outcomes that have been prioritised for action by the community justice partners. The process uses the activity identified in the planning process and builds on it to develop outcome delivery plans. More information about how to complete each step can be found in the targeted resource for the improvement delivery process.



### Set clear aims

Taking the high level areas of action identified in the planning process, this step of the delivery process seeks to support partners to develop more specific and tangible aims. A number of links to additional sources of information are included within this step to support partners to identify and allocate the resources necessary to achieve the aim.



### Establish improvement measures

The identification of measures to enable partners to track progress and to monitor the identified aims is a crucial step in the delivery process. This approach considers the development of outcome, process and balancing measures as a way of monitoring whether the theory of change in place is having the intended impact.



### Test theories of change

This step of the delivery process sets out the fundamental principles of the plan, do, study, act (PDSA) cycle and offers partners a step-by-step guide to achieve continuous improvement. Utilising the PDSA cycle allows partnerships to systematically plan, test, evaluate and adjust delivery plans to address gaps in current practice and support progress towards prioritised national and local outcomes.



### Monitor and evaluate impact

Partners should build in methods to monitor and evaluate the impact their identified aims have achieved or are achieving. Attributing positive impact on a national or local outcome by implementing agreed aims is tricky in a complex system but a crucial element of the delivery process.



## Process - Outcome Performance Monitoring

This process applies to all national outcomes, regardless of whether they have been prioritised for action by the community justice partners in the area. The process also applies to all local outcomes specified within the CJOIP. More information about how to carry out each step can be found in the targeted resource for the performance monitoring process.



### Establish performance metrics

Performance metrics are key indicators of progress in delivering the outcome and are used to track and evaluate success. Performance metrics can be both quantitative (numbers) and qualitative (narrative). This step sets out the national indicators as a foundation, supplemented by local supporting evidence, and supports partners to add in additional performance metrics identified through the planning process and those relevant to local outcomes. The set of performance metrics used should be reflective of what matters to your local area and should be proportionate to the timeframe you are collating the information within (annually as a minimum).



### Collect and analyse data and information

Responsibility for the process of collating and analysing performance data and information should be clearly defined by the community justice partners. The pool of data and information collected during this step will be critical to informing an assessment of whether the outcomes are being achieved and to explore specific improvements that may be needed.

This step highlights the importance of establishing upfront who has an interest and influence in community justice, and who needs to know what, when and in what format. The targeted resource explores a stakeholder engagement plan and information management plan as tools to support this process.



### Annually assess whether outcomes are being achieved

This step supports partners to fulfil their responsibilities under the Act to assess, on an annual basis, whether community justice outcomes are being achieved and if not, to set out the progress that has been made towards their achievement, over the last 12 months.



### Publish an annual report

Community justice partners are required to publish a report by December of each year. This step of the process makes some suggestions as to how partners might go about planning and delivering an annual report that connects to the right stakeholders.

## 9. Sequencing and Timeline

As set out in the Act, a review of local area CJOIPs is triggered by the following events:

- ◆ the publication of a revised strategy
- ◆ the publication of a revised performance framework
- ◆ the publication of a revised local outcomes improvement plan.

The CJOIP may have a locally imposed end date which will trigger a review. Community justice partners can also review their CJOIP at any time if the insights from this approach justify such.

The **planning process** within this approach should be *completed* during the CJOIP review period (although in reality the planning process is a constant picture building exercise). On completion of this process the community justice partners will use the data, information and insights gleaned through completing this process to decide whether the local CJOIP needs revised. If it does, a revised CJOIP will be written and published.

The **delivery process** should be completed following publication of a revised CJOIP. A staggered series of outcome delivery plans may be developed over the duration of the CJOIP to account for short, medium and long term improvement actions.

The **monitoring process** should be completed annually to 'temperature check' the achievement of outcomes during the year, using performance metrics. An annual report will be produced and published by December of each year.

## Appendix One – Building on Existing Approaches

The development of this approach has been influenced by the characteristics and principles that underpin a range of established approaches. The table below provides links to further reading around these main influences. This further reading is entirely optional in the practical application of this approach, but is provided as an aide to further understand strategic outcome planning, delivery and monitoring in the round:

Principle	Description	More information
Data, information, knowledge, wisdom pyramid	A hierarchical model which illustrates the process of transforming raw data into actionable insights. Data is collected, processed and analysed to generate information, which is then used to develop knowledge and wisdom.	<a href="#">Data, Information, Knowledge, Wisdom (DIKW): A Semiotic Theoretical and Empirical Exploration of the Hierarchy and its Quality Dimension</a> (Baskarada and Koronios, 2013)
5-step approach to evaluation	A practical guide to promoting behaviour change and assessing contribution towards outcomes.	<a href="#">The 5 Step Approach to Evaluation: Designing and Evaluating Behaviour Change Interventions</a>
Appreciative inquiry	Focuses on doing more of what is already working rather than focusing on fixing problems. Uses an action research approach to help see old issues in new ways.	<a href="#">Forming new futures through appreciative inquiry</a> (Sharp, Dewar and Barrie, 2016)
Human Learning Systems	An alternative approach to public management which embraces the complexity of the real world and the importance of understanding complexity to meet outcomes.	<a href="#">Human Learning Systems</a>
Plan, Do, Study, Act	A method of evaluation that allows you to test the impact of an initiative and continuously learn from your experiences, whilst improving the approach.	<a href="#">NHS Education for Scotland: Plan Do Study Act (PDSA)</a> (NHS Education for Scotland 2020)
Strategic needs and strengths assessment	Underpins an understanding of both service provision and population needs in the local area and forms a baseline for planning decisions and measuring outcomes.	<a href="#">Strategic Needs And Strengths Assessment: Guidance</a> (Community Justice Scotland 2020)
European Foundation for Quality Management (EFQM)	A management framework that supports organisations in managing change and improving performance, using a direction, execution and results model.	<a href="#">The EFQM Model</a>

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