



Achieving Community Justice Outcomes

Targeted resource to support national outcome improvement planning in local authority areas

National Outcome:

More people are assessed for and successfully complete bail supervision

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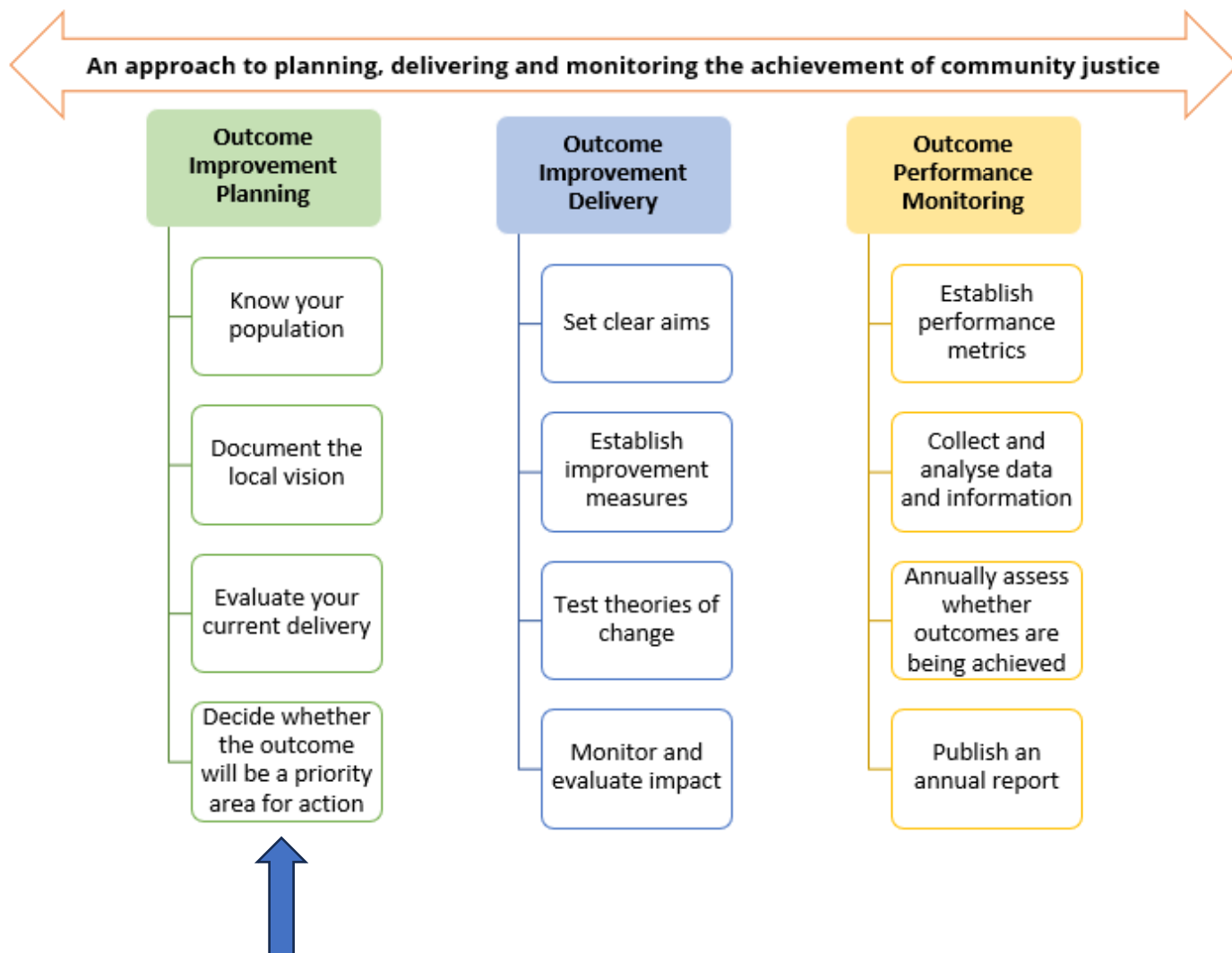
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Outcome improvement planning

An approach to support partners in the planning, delivery and monitoring of community justice outcomes in local authority areas was published in June 2024. The approach is intended to provide community justice partners, acting jointly at a local level, with a practical framework to work within to plan, deliver and monitor outcome delivery.

The approach methodology defines three **processes** to meet this aim, each with a distinct number of steps:



This targeted resource focuses on the first process within the approach: **outcome improvement planning** and relates to the following national outcome:

“More people are assessed for and successfully complete bail supervision.”

National outcomes

Nationally determined outcomes are set out in the [Community Justice Performance Framework](#) (the framework) and describe the result of implementing the priority areas for action in the [National Strategy](#) (the strategy).

This targeted resource provides a detailed step by step process intended to support partners to plan, deliver and monitor progress towards meeting the national outcome ***“more people are assessed for and successfully complete bail supervision.”***

Local Outcomes

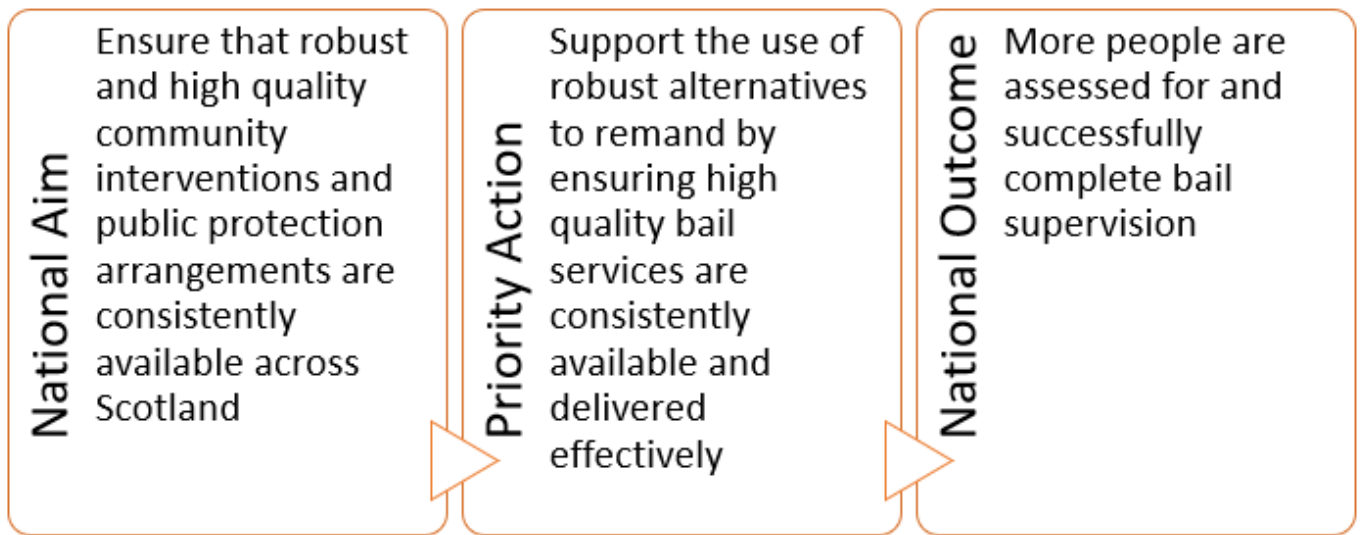
Community justice partners may have identified other outcomes in their Community Justice Outcome Improvement Plan (CJOIP). These outcomes will reflect local priorities and will be consistent with the national outcomes, or may relate to priority actions in the strategy where there is no associated national outcome. Partners can use the principles outlined in each step of this process to plan for the achievement of these local outcomes.

Outcome overview

The strategy states that: “The safety of the public and people affected by crime is a priority and remand will always be necessary in some cases. However, time on remand can disrupt families and communities, and adversely affects peoples' health, employment opportunities and housing – the factors that are associated with reoffending. With the remand population rising to around 30% of the overall prison population in April 2022, there is a need to further strengthen community-based alternatives to remand to ensure bail services are consistently available where courts decide that bail is appropriate.

Statutory community justice agencies, along with local third sector partners, should work collaboratively to ensure the appropriate provision of robust alternatives to remand across all 32 local authority areas in Scotland. This includes providing a bail supervision service which meets the standards of provision set out in National Guidance, and enabling access to electronically monitored bail. In light of the increase in the numbers of individuals accessing bail supervision in the two years before the COVID-19 pandemic, partners must ensure that operational capacity is strengthened and that all staff delivering bail services are appropriately trained.”

The strategy sets out aims and priority actions for partners to focus on over the duration of the strategy. The framework describes what the desired change looks like in the form of national outcomes. The aim, priority action and national outcome relevant to bail supervision are:



Step 1 - Know your population

Strategic planning information about the use and prevalence of bail supervision, and about the people in your local area who are experiencing it, will significantly help in planning the delivery and achievement of this outcome. It will also help you to assess the scale and depth of the challenge in meeting the outcome.

Knowing your population involves applying principles of strategic needs and strengths assessment (SNSA)¹ and appreciative inquiry². This involves using quantitative and qualitative data and information to help partners collectively understand the people for whom you are striving to meet the outcome for, and supports partners to look at old problems and issues in new ways. A good quality evidence base will enable partners to gain knowledge and wisdom about the delivery of community justice locally, and to use these insights to plan improvement.



To understand the population experiencing bail supervision and remand in your local area, you will need to find out as much as you can about its use and prevalence, who is experiencing it, what their needs are, and whether the right services are available locally to address those needs.

¹ Find out more: [Strategic Needs And Strengths Assessment: Guidance - Community Justice Scotland](#)
:Community Justice Scotland

² Find out more: [Forming new futures through appreciative inquiry | Iriss](#)



And pause for a minute....

What do we mean by quantitative and qualitative data and information?

It is worth taking a moment here to explain what we mean by quantitative and qualitative data and information and what we want to use it for in outcomes planning.

Quantitative data (or numerical data) is helpful for answering basic questions such as “who”, “what”, “where”, and “when” and is helpful for measuring the extent, prevalence, size and strength of an outcome. Quantitative data on its own (as in raw, unprocessed facts and figures) are seldom meaningful or useful and numbers alone do not tell the whole story. However, when processed and analysed, quantitative data can produce a succinct picture which is easy to compare, such as when presented as a baseline and trend.

Qualitative data enables a richer understanding of how outcomes are being delivered and provides important context to the numbers. It is helpful for exploring more complex issues, generating hypotheses and gaining deeper insights into human behaviour and experiences. It can also highlight issues and priorities which are important to the workforce or people with living experience of community justice, which may not fall within a performance remit. Qualitative data helps to answer questions such as “why” and “how”.

Ultimately, we want you to use a range of data and information, both qualitative and quantitative, to establish a good quality evidence base on which to make decisions about outcome improvement.

What data and information should we source and what if it isn't available?

We know that the provision of data and information within community justice is an evolving process and some data points, and mechanisms to capture insights, are more readily available than others. There is work ongoing at a national level to discuss community justice data development and improve the publishable evidence base in community justice.

The example data collection plans in the following sections provide a wide range of questions to be answered, and include signposting to potential types of data and information in terms of whether it is quantitative or qualitative and where it might be sourced. These example data collection plans are provided to engender curiosity amongst partners and provide a ‘pick and mix’ of examples that local areas may wish to choose from. They are not mandatory or directive and local areas can decide what is most meaningful and proportionate when establishing their data collection plans.

The availability of some data and information identified in the example data collection plans may be unavailable currently. This relates to both quantitative and qualitative data. If partners collectively agree that the data and information is meaningful to collect, and it is currently unavailable, partners should consider whether this in itself should be considered as an improvement action. For example, you might identify an improvement activity to work with a local statutory partner to produce a data sharing agreement. Or you might have an improvement activity to develop a survey that collects insights from the workforce in the delivery of the outcome.

If partners have tried to source the data and information and it proves to be unavailable, and won't be available in the foreseeable future, it may be worth including this in the outcome progress report (described in [Step 3](#) this document) as an audit trail of local data and information development. This will help to inform both the local area and national picture of community justice data and information availability.

Once you have a data collection plan for each national and local outcome, it is worth reviewing them collectively to see what data and information you need to source directly from national partners, the workforce and people with living experience of community justice. For example, you may have a number of data items or insights that you want to request from SPS or COPFS and these might need to be coordinated or collated into a single request to make it easier for partners and organisations to respond to.

Understanding People

A demographic data profile collates information relating to people in a community or population. The demographic data profile should include data and information that enables you to describe the use and prevalence of bail supervision and remand in the local area, and where possible give insights into the people experiencing it, and their characteristics.

Sources of data for the demographic data profile will vary. Some data will be national, some may be published and broken down to local authority level, and other data may be held locally.

A simple data collection plan should set out the questions you want to ask, possible sources of data and information received. An example of how a data collection plan for bail supervision and remand might look is provided:

Sample questions – answered with quantitative data (possible sources provided in brackets)

How many assessments for bail supervision were requested by the court? ([Justice social work statistics: additional tables from 2004-current](#))

How many assessments for bail supervision were undertaken? (national indicator – provided annually by JAS)

How many bail supervision cases were commenced? (national indicator – provided annually by JAS)

How many bail supervision cases were successfully completed? (national indicator – provided annually by JAS)

How many people were remanded in custody?³ (Local Authority Supplementary Sentence Information)

³ This data will provide insight into what capacity may be required should bail supervision be more fully utilised as an alternative to remand.

Sample questions – answered with qualitative data sourced from local workforce and people with living experience

How do local people experience bail supervision?

What are the reasons why bail supervision orders are terminated following non-compliance?

For what reasons are people remanded during a period of bail supervision?

What do we know about the outcomes for people following a period of bail supervision (i.e. community or custodial sentences)?

What do we know about the outcomes for people following a period of remand (i.e. community or custodial sentences)?

The data in your final data collection plan may be able to be broken down to give further information about people's characteristics (such as gender, age, employment status etc.).

Using the information gleaned from your data collection plan you should be able to describe the use and prevalence, over time, of bail supervision and remand in the local area. Data that is able to be broken down into specific characteristics should enable some insight into the local population experiencing bail supervision and remand and whether the population profile is changing over time.

Understanding Needs

A needs data profile builds on the demographic data profile. Now that you know who is receiving bail supervision and who is experiencing remand, it will be important to try and understand what their needs are.

It can be difficult to obtain needs based data that is specific to the cohort of people receiving bail supervision and remand. Relevant data is often not recorded or datasets are recorded in such a way that extracting the information is not possible. Therefore, the workforce delivering bail supervision services, and the people receiving support, are perhaps the best sources of information to inform the needs profile.

For example, justice social work may be able to provide a breakdown of referrals to partner agencies and the reasons for those referrals. Similarly, SPS or locally commissioned services for people held on remand may be able to provide insights into the needs of people experiencing remand. Any strategic planning data and information available from tools used by the workforce for supporting and measuring change when working with people would be particularly useful.

Further analysis of the demographic data may also indicate the needs of people receiving bail supervision and remand. Understanding more about the reasons for non-compliance or breach, for example, may give some insight into specific support needs.

Understanding Services

A services profile provides an overview of the services that are available in your local area in relation to bail supervision. It will be particularly important to collect information about service availability in relation to the needs data profile and to establish how accessible the service pathways are for people subject to bail supervision. For example, local area housing services may be involved in the provision of direct access to accommodation to those subject to bail supervision and health services may be involved in the provision of services such as mental and physical health and substance use.

Once you have collated all of the information it will be important for partners to consider what it means in terms of the local vision for bail supervision delivery. For example, the demographic data profile may reveal trends in age or gender that require a specific focus in delivery. Similarly, the needs data profile may highlight specific needs that require particular focus in terms of local service provision. The services profile may reveal gaps and/or duplication in service provision or may highlight the need to improve the accessibility of service pathways for people subject to bail supervision.



Step 2 – Document your vision

This step in the process requires partners to collectively define what good bail supervision delivery looks like for the local area population. A good way to visually represent the process by which the outcome will be achieved is to document this as a 'theory of change' using a logic model.

Policy landscape

Creating the local vision involves taking cognisance of legislation and national standards and guidance, alongside reflecting what is known about the local population (established by applying [Step 1](#)). The following policy documents may assist partners when developing the local vision:

- [Bail supervision: national guidance](#)
- [Criminal Procedure \(Scotland\) Act 1995 \(part III s24\(4\)\(b\)\)](#)
- [Bail and Release from Custody \(Scotland\) Act 2023 \(Part 1\)](#)
- [Bail supervision: Targeted SNSA template](#)

Theory of change

A [sample logic model](#) setting out the theory of change for bail supervision has been produced by CJS (in consultation with national policy colleagues). Partners should adapt the logic model to reflect any additional partner activities and outcomes that require to be a focus to meet the needs of the local population and to realise the local vision.

National improvement actions

The strategy delivery plan, published by the Scottish Government, expands on the strategy by setting out a number of tangible, time-limited deliverables, detailing exactly what work will be undertaken to drive improvement nationally towards the national outcomes. These activities form an important part of the theory of change for meeting national outcomes and have therefore been included in the logic models (identifiable in brackets by the action number from the delivery plan). Progress towards the deliverables will be monitored by a Community Justice Programme Board which brings together community justice partners at a national level. Keeping up to date with the progress of these activities will be important in the evaluation of your current delivery as some local improvements may be dependent on national improvement progress.



Step 3 - Evaluate your current delivery

Once the local logic model is complete you will need to identify how you are going to tell whether the model works as predicted. To do this, partners should consider **each activity** identified in the logic model and discuss whether, and how, it happens in practice. Formulating some questions to ask relevant partners as part of this process is a powerful way of teasing out the facilitators and barriers to local delivery. These are known as evaluation questions.

Ask evaluation questions

A simple data collection plan should be prepared and completed as part of this step. Consider each activity from the logic model and think about what you might want to know, from whom, about how the activity is working in practice. For example:

Activity from Logic Model	Question For	Question
Notify court social workers that they are considering bail support and seek an assessment (COPFS)	COPFS	How do you notify court social workers that you are considering bail support and seek an assessment?
	Justice Social Work	How are you advised that a request for bail support assessment is being sought, and when is this received?
	Individuals	How are you advised that an assessment for bail support is being sought, and is the assessment process clearly explained to you?

Individual sessions with partners and stakeholders to ask questions and collect information about how the activities are carried out can be a good way of establishing the realities of local delivery. It is also important to talk to partners collectively to ensure the delivery of bail supervision is considered as a whole system and to test whether the predicted outcomes are being achieved. A facilitated workshop can be an effective way of doing this.

Set specific indicators

In addition to formulating evaluation questions, partners should identify specific indicators that will measure or signal whether the logic model is or isn't working as expected. Often, the demographic and needs data that you collected in the 'know your population' step of the process will be helpful. As a minimum, partners should consider using the indicators specific to bail supervision outlined in the framework, the improvement tool and the self-evaluation guide:

Source	Indicator
Performance framework	Number of assessment reports for bail suitability
	Number of bail supervision cases commenced
	Number of bail supervision cases completed
Improvement tool	Mechanisms are in place to support a high quality bail assessment
	Referral pathways are in place that support identified needs of people on bail supervision
Self-evaluation guide ⁴	Improving the life chances and outcomes of people with living experience of community justice (quality indicator 1.1)
	Impact on people accused or convicted of offences (quality indicator 2.1)
	Assessing and responding to risk and need (quality indicator 5.2)
	Planning and providing effective interventions (quality indicator 5.3)

Summarise the evidence

You should now have a range of quantitative and qualitative data and information available about how bail supervision is delivered locally. What can be said (either conclusively or hypothetically) about the delivery of bail supervision in the local area? What inferences or conclusions can be made from the data and information?

To help structure this step it might be helpful to prepare an outcome progress report that can be shared and reviewed by partners collectively. The report should summarise what has been established in the steps of this process, particularly:

- Information about the **use and prevalence** of bail supervision and remand over time.
 - ✓ Is the use of bail supervision increasing or decreasing over time?
 - ✓ Is the use of remand increasing or decreasing over time?
 - ✓ If bail supervision is more fully utilised as an alternative to remand what would that mean for capacity?
 - ✓ Is there any significant attrition between referral, assessment, commencement and completion?
 - ✓ Are the reasons for this understood? Are there any gaps in the information and how can this be rectified for the future?

⁴ These quality indicators have been identified by the Care Inspectorate as particularly relevant in the assessment of bail supervision delivery. However, this is not definitive and the Care Inspectorate would urge partners to promote flexibility in the use of other quality indicators to evaluate impact.

- Information about the **population** receiving bail supervision and the population being held on remand.
 - ✓ What is known about their demographics and does this necessitate targeted interventions?
 - ✓ What does the local population remanded in custody indicate in terms of what capacity may be required should bail supervision be more fully utilised as an alternative to remand?
 - ✓ Are there any gaps in the information and how can this be rectified for the future?

- The **needs** of those populations.
 - ✓ What is known about the needs of people subject to bail supervision and remand?
 - ✓ Are there any trends apparent?
 - ✓ Does this necessitate accelerated pathways into certain services?
 - ✓ Are there any gaps in the information and how can this be rectified for the future?

- Bail supervision **services**.
 - ✓ What is known about the accessibility of services for people subject to bail supervision or remand?
 - ✓ Based on the needs profile, which services are particularly relevant in onward referral (for example housing, financial inclusion and mental health)?
 - ✓ Are there any established fast-track pathways into treatment or support services?
 - ✓ How are these configured to avoid breach of bail?
 - ✓ Are there any gaps in the information and how can this be rectified for the future?

- The **local vision** for bail supervision delivery.
 - ✓ What does good bail supervision delivery look like locally?
 - ✓ Has a logic model been developed that clearly sets out the process by which the outcome will be achieved for the local population?
 - ✓ Does the logic model set out who the crucial partners are and the crucial activities they will carry out to meet the outcome?
 - ✓ Are there any gaps in the information and how can this be rectified for the future?

- An **evaluation** of current bail supervision delivery.
 - ✓ How did partners, stakeholders and individuals answer the evaluation questions?
 - ✓ What have you learned about how the activities outlined in the logic model are, or are not, working in practice?
 - ✓ Where are the strengths in delivery and where are the main areas that need improvement?
 - ✓ What did the specific indicators tell you about local delivery?
 - ✓ Are you confident from the information and data collected that bail supervision assessments are undertaken in all suitable cases and where assessed as suitable, all result in successful completion?
 - ✓ If not, are the reasons for attrition well understood?
 - ✓ Are there any gaps in the information and how can this be rectified for the future?

Assess progress towards the outcome

The conclusion of the outcome progress report should be a collective agreement by partners as to whether the local area is meeting, or how close the local area is to meeting, the national outcome of “more people are assessed for and successfully complete bail supervision”. If the outcome is not being met, the conclusion should clearly state why and list the required improvements. If your theory of change is correct, most of the improvement activity should link directly to the activities outlined in the local logic model. It is important to note that identified gaps in data and information may also form an improvement action.



Step 4 - Decide whether the outcome will be a priority for action

The assessment of whether this outcome will be a priority for action in the CJOIP will include consideration of the other outcome progress reports for both national and local outcomes.

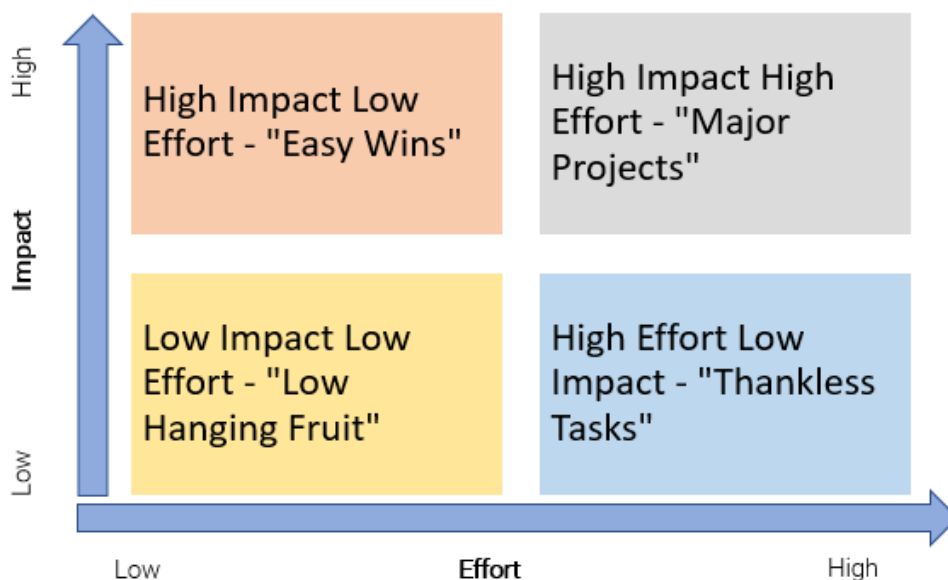
This step involves putting the outcome progress reports in a hierarchical order according to how close or far away from being met the local and national outcomes are assessed to be. Prioritisation of the outcome improvement reports is best done as a collective activity by partners. A facilitated workshop can be an effective way of doing this.

There are a number of techniques that partners can use to aid this step.

Impact vs effort matrix

An impact versus effort matrix is a simple tool that can help generate conversation and aid partners in their decision making regarding prioritisation.

The axes for the matrix can be set according to what will be the most helpful to make an informed choice regarding prioritisation. As well as impact and effort, as shown in the example, you might consider changing the axes to importance versus urgency, cost versus benefit or risk versus reward.



Scoring criteria

Developing a scoring criteria is another method that can be helpful in prioritising the outcomes. This involves partners assigning a score for each identified improvement activity across a range of criteria. For example:

Outcome	Imp activity	Critical to meeting standards	Strategic value	Ease	Benefit to the individual	Cost	Resource impact	Overall priority (average)
More people are assessed for and successfully complete bail supervision	Imp activity 1	4	1	3	3	5	2	3
	Imp activity 2	5	2	4	4	4	5	4
	Imp activity 3	1	1	5	1	3	4	2.5
								3.2

For this table, you could set the following priority ratings:

Critical to meeting standards?	Is the improvement activity crucial to ensure effective bail supervision support?	1 = Critical	5 = Not critical
Strategic Value?	Is the improvement activity important to your overall strategy?	1 = Highly important	5 = Not important
Ease?	Will the improvement activity be fairly easy to complete?	1 = Very easy	5 = Very difficult

Benefit to the individual?	Will the improvement activity likely yield significant benefit to the individual?	1 = Highly likely	5 = Not likely
Cost?	Will the improvement activity likely cost a lot?	1 = Low cost	5 = High cost
Resource impact?	Will the improvement activity have a great impact on CJP resource?	1 = Low impact	5 = High impact
Overall priority:	Priority for each individual improvement activity is the average score of all five criteria. Total priority for the outcome is the sum of all overall priority scores, divided by the number of improvement activities.		

Note: The lower the score the higher the improvement activity and overall outcome priority.

There are many other techniques that can be used to aid prioritisation.

Narrative assessment for the CJOIP

At the end of the process, partners should use the outcome progress report to clearly articulate:

- whether the bail supervision outcome is being achieved in the area
- if not, how near the outcome is to being achieved
- whether the outcome requires to be a priority for action
- the action they intend to take to achieve, or maintain achievement, of the outcome.

This narrative assessment should be included in the CJOIP.

Bail supervision - sample logic model

National Goal / Priority	Inputs	Activities – What we do					National Outcome	
<p>What we want to achieve</p> <p>Over the duration of the National Strategy community justice partners will:</p> <p>Support the use of robust alternatives to remand by ensuring high quality bail services are consistently available and delivered effectively.</p>	<p>What we invest</p> <p>Workforce</p> <p>Staff training</p> <p>Data</p> <p>Information sharing processes</p> <p>National standards and guidance</p> <p>Legislation</p>	<p>Local Authority – Justice Social Work</p> <p>Undertake assessment for bail supervision when requested and provide suitability reports to Court.</p> <p>Provide a bail supervision service (either directly or via a commissioned third sector organisation) based on local needs and priorities.</p> <p>Take necessary action in relation to non-compliance.</p> <p>Monitor and encourage the person's engagement with other agencies and services.</p> <p>Collect qualitative information on completion of each bail supervision.</p> <p>Raise awareness of bail supervision amongst the judiciary, COPFS, defence agents and other partners.</p> <p>Ensure bail supervision services are available and that electronic monitoring of bail is introduced (action 8).</p> <p>Increase levels of suitability assessments for bail supervision and electronically monitored (EM) bail (action 9).</p>	<p>Defence Agents</p> <p>Request on behalf of their client that justice social work conduct assessment of suitability for bail supervision (prior to appearing in Court).</p> <p>Request that the Sheriff consider supervision as an additional bail condition (whilst in Court).</p>	<p>Police Scotland</p> <p>Provide justice social work with appropriate information about people being held in police custody.</p> <p>Receive information from justice social work on alleged breaches of bail supervision.</p> <p>Investigate and report alleged breaches and pass information to COPFS via the Standard Prosecution Report (SPR).</p>	<p>Scottish Courts and Tribunals Service (SCTS)</p> <p>Record reasons for imposing remand and share data with partners.</p> <p>Instruct justice social work to carry out bail supervision assessments and present reports to judiciary.</p> <p>Issue bail orders.</p> <p>Receive bail supervision progress reports.</p> <p>Receive information from Police Scotland on alleged breaches of bail.</p>	<p>Third Sector</p> <p>Work with partners (e.g. staff in police custody, defence agents, social workers) to help to identify what support people may need in order for a bail application to be successful.</p> <p>Be directly involved in the provision of bail supervision (if commissioned by the local area).</p> <p>Provide other services to those subject to bail supervision (such as emotional and practical support, peer mentoring etc.).</p> <p>Offer continued support beyond completion of the bail supervision period.</p>	<p>Crown Office and Procurator Fiscal Service (COPFS)</p> <p>Receive information from Police Scotland via the SPR.</p> <p>Notify court social workers that they are considering bail support and seek an assessment.</p>	<p>What we ultimately want to achieve</p> <p>More people are assessed for and successfully complete bail supervision</p>
		<p>Judiciary</p> <p>Make decisions as to whether to grant supervision as a condition of bail or to remand a person in custody (using new single core bail test).</p>	<p>Employability, Education and Training Services</p> <p>Provide services to those subject to bail supervision, promoting social inclusion.</p> <p>Liaise with bail supervision workers to support joined up service delivery and provide evidence of progress made.</p>	<p>Local Area Housing Services</p> <p>Provide direct access to accommodation to those subject to bail supervision.</p>	<p>Health</p> <p>Provide services to those subject to bail supervision (such as mental and physical health, substance use).</p> <p>Provide accessible service pathways for people subject to bail supervision.</p>	<p>Scottish Government</p> <p>Identify further areas for action, in line with proposals in the Bail and Release from Custody (Scotland) Act 2023, to strengthen alternatives to remand across Scotland and build adequate capacity and resilience locally (action 10).</p>		

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