



# Achieving Community Justice Outcomes

**Targeted resource to support  
national outcome  
performance monitoring in  
local authority areas**

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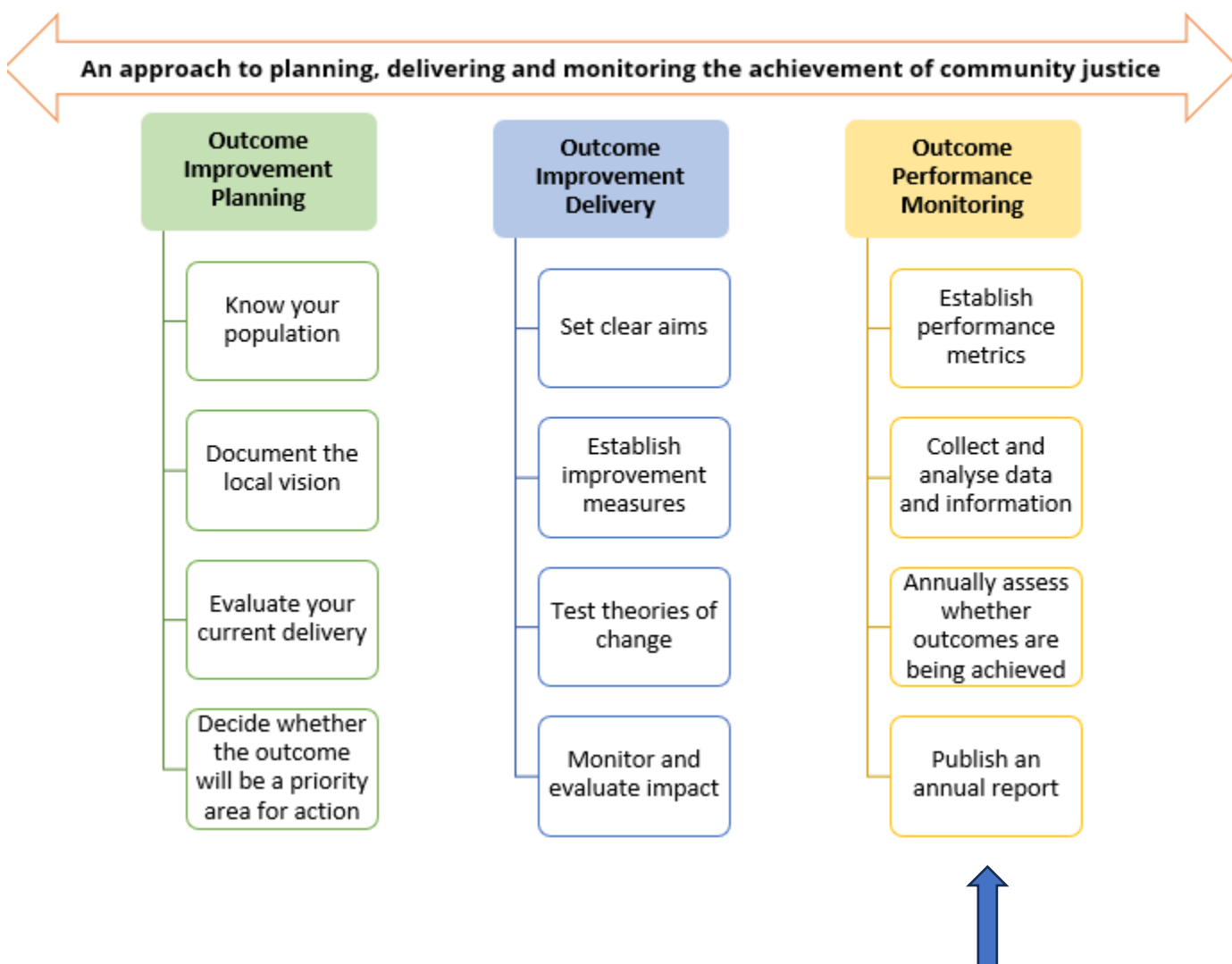
# Contents

Outcome performance monitoring.....	3
What is performance management and why is it important? .....	4
Step 1 – Establish performance metrics .....	4
Build on the statutory foundations .....	4
Factor in balancing measures .....	5
Metrics for local outcomes.....	5
Performance management and statutory reporting .....	5
Section 23 of the Act .....	6
Section 27 of the Act .....	6
Step 2 – Collect and analyse data and information .....	7
Develop a stakeholder and information management plan.....	7
Foster a positive performance management culture .....	8
Step 3 – Annually assess whether outcomes are being achieved .....	9
National indicators and local supporting evidence .....	9
Include trend data analysis .....	9
Step 4 – Publish an annual report.....	11
Know your audience .....	11
Agree the report contents and plan ahead .....	11
Get creative .....	12
Publish and publicise.....	12
Appendix One – National Indicators and Local Supporting Evidence.....	13

## Outcome performance monitoring

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 third process within the approach: **outcome performance monitoring**.

## What is performance management and why is it important?

Performance management involves using quantitative and qualitative data and information to inform action that will improve outcomes for people. It is not a new concept and all community justice partners will be familiar with performance management processes within their own organisations.

Community justice partners are mandated, through [the Act](#), to report performance and progress towards community justice outcomes on, at a minimum, an annual basis. This relates to all community justice outcomes (both national and local), regardless of whether they have been prioritised for action by the local area as part of the planning process.

Good performance management focuses on progress and change and should equip partners with the information they need to make decisions and drive improvement.

This targeted resource is intended to support you to make performance management work for your partners by using data and information in a meaningful way. In general, what gets measured gets done, so it is important to try and make sure your performance metrics are driving the right things. The scope of community justice is broad and complex and you are not going to be able to measure everything all of the time. The aim will be to select the minimum, most meaningful, set of measures that can be used throughout the reporting year to drive improvement. This will support your partnership to demonstrate what progress has been made in the past and will improve what happens in the future.



**Think of performance management as providing a barometer, or temperature check, for how people are experiencing community justice in your area at a given time. The performance metrics that you choose 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).**



### Step 1 – Establish performance metrics

#### Build on the statutory foundations

To support performance management in community justice, Scottish Ministers have published a [community justice performance framework](#). This performance framework sets out the national outcomes which are to be achieved in each local authority area, and national indicators which are to be used in measuring performance against these. The national indicators should be the starting point for partners when thinking about establishing their performance management framework.

The performance framework also contains advice relating to the collection of local evidence, which will supplement and add meaning and context to the national indicator data. Local evidence will provide further context to the national indicators, and help to drive improvement and better understand

performance in relation to the national outcomes. This local evidence is specified in the [improvement tool](#) published by Community Justice Scotland.



**Community justice partners should use the national indicators and local supporting evidence (see [Appendix One](#)) as the basis of your performance management framework, and then build on them.**

Some of the priority actions in the strategy are not expressed as national outcomes in the performance framework. Priorities without a national outcome include areas related to electronic monitoring, restorative justice, leadership and governance and embedding lived experience voices across justice into partnership planning. If these priority actions are actively being worked on in your local area, then it would be advisable to develop indicator(s) that will help you to track progress, and add it in to the local performance framework. Remember, good performance management is dynamic and focuses on change and progress so you should aim to measure something meaningful for each change that your partnership is actively working on.

### Factor in balancing measures

Balancing measures enable you to monitor any unintended consequences (good or bad) of improvement activity. Partners should think about the outcome of focus and what could happen upstream or downstream and develop measures to monitor this. For example, when deciding additional metrics to monitor the outcome “more people successfully complete diversion from prosecution”, partners may wish to monitor what is happening to the number of police recorded warnings (downstream) or the number of CPOs (upstream).



**Balancing measures are particularly useful when there is a concern that a change might have an unintended negative consequence. For example, by striving to increase a particular disposal, people may be processed further into the justice system than intended. It is therefore important to look either side and around the national outcomes and develop metrics to monitor unintended consequences.**

### Metrics for local outcomes

As well as considering metrics for national outcomes, you should also develop meaningful measures to monitor the progress of any local outcomes that are defined within the local area’s community justice outcome improvement plan (CJOIP). Try to remember to build on what already exists. Talk to the partner’s involved in the delivery of the local outcome(s) and try to identify existing metrics that will tell you something meaningful about their progress.

### Performance management and statutory reporting

As we go further through the steps of this process we will discuss how to use performance metrics and other data and information to engage and communicate with stakeholders about the right things

at the right time. However, it is worth taking a moment here to look at two distinct and separate **statutory** reporting requirements for local areas to consider. Both of these reporting requirements mandate the use of the national indicators and local supporting evidence contained within the performance framework.

### Section 23 of the Act

Responsibility for the preparation and publication of this annual report sits with local community justice partners and is primarily aimed at local stakeholders. This report (discussed further in [Step 4](#) of this process) focuses on performance during the reporting year in relation to community justice outcomes (national and local). There is no prescribed format for this report, but must include as a minimum:

- ◆ The action taken by community justice partners (individually or jointly) over the reporting period to achieve each national and local outcome.
- ◆ The community justice partners' assessment of whether, at the end of the reporting period, the outcome was being achieved (the national indicators at a local area level must be used in this assessment).
- ◆ For those outcomes assessed as not being achieved, the progress in the period concerned towards its achievement.

In making their assessment, community justice partners must use the national indicators and any indicators identified in the CJOIP aligned to local outcomes. When preparing the report, community justice partners must consult each third sector body involved in community justice in the local area, and appropriate community bodies. A copy of the annual report, once published, must be sent to Community Justice Scotland.

### Section 27 of the Act

Responsibility for the preparation and publication of this annual report sits with Community Justice Scotland (CJS) and is primarily aimed at Scottish Ministers. This report assesses the performance in Scotland as a whole in relation to the achievement of the national outcomes, and a copy of the report is laid in Parliament. As a minimum, CJS must use the national indicators (aggregated to a national level). To contextualise the national indicators, CJS request information from local community justice partners and national statutory partner organisations, which is obtained through reasonable request under section 6 of the Act. Local community justice partners provide this information via a co-produced template.



**Carve out some dedicated time with partners during the reporting year to allow them to explore sections 23 and 27 of the Act and fully understand the similarities and differences between these two statutory reports. This will help partners to decide and document the approach to both.**



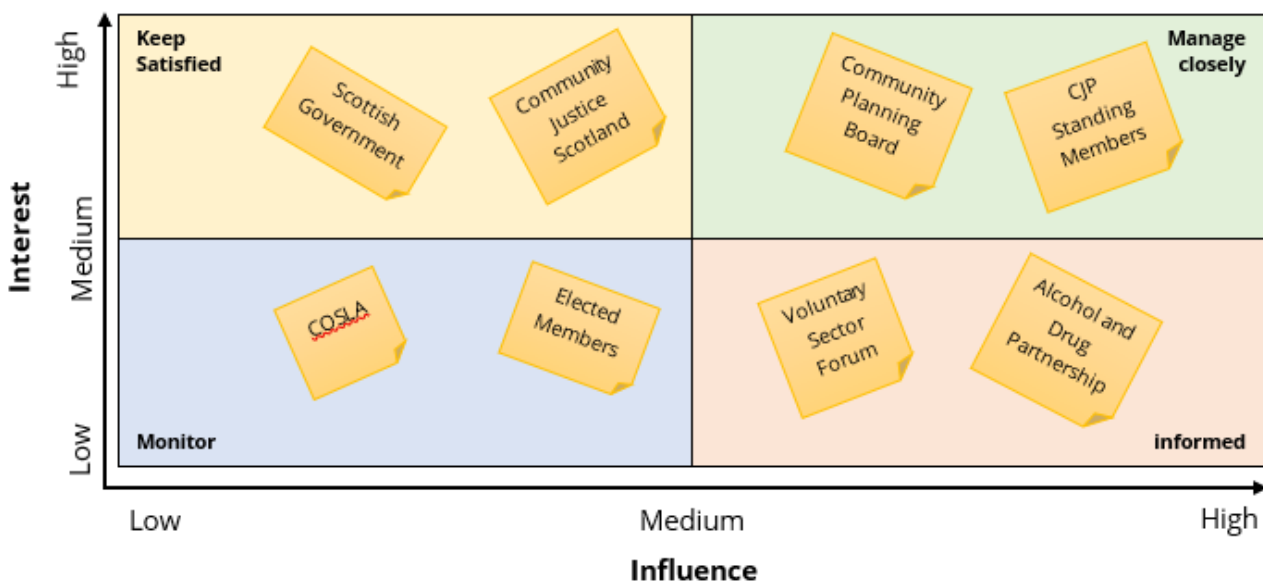
## Step 2 – Collect and analyse data and information

### Develop a stakeholder and information management plan

Partners and stakeholders have different roles to play in performance management. It is important to establish upfront who has an interest and influence in community justice, and who needs to know what, when and in what format, from the performance monitoring data and information.

An effective way of representing this is by developing a stakeholder matrix. When complete, the matrix should help you to understand each stakeholder's impact and influence on community justice locally. From this, you can think collectively about the type of management information you will share with each stakeholder, the frequency you will share and in what format.

Start by creating a list of key stakeholders and categorise them according to whether they have high, medium or low interest in community justice, and whether they have a high, medium or low influence locally. Then plot that into a matrix. Each stakeholder matrix will look different in each local area. An example one is provided below for illustration purposes:



Using the stakeholder grid, you can now determine the type of engagement you will have with each in terms of performance management. For example:

**High influence – high interest.** These stakeholders are decision makers and have the biggest impact on the delivery of community justice locally, and you should therefore ensure they are kept closely informed. These stakeholders are likely to require the most detailed performance management information, and most frequently.

**High influence – low interest.** These stakeholders need to be kept in the loop. Although they may have comparatively low interest in the delivery of community justice locally, they do yield power and therefore should be kept informed.

**Low influence – high interest.** Keep these people adequately informed and talk to them to ensure that no major issues are arising in the delivery of community justice locally.

**Low influence – low interest.** Monitor these stakeholders, but do engage them in excessive communication.

You can now document how you will communicate data and information to stakeholders. Think about what you have learned from the stakeholder matrix and any follow-up conversations you have had with them about what they want and need in terms of management information. An example is provided below, based on an extract of the example stakeholder matrix:

Stakeholder	Information	Format	Objective	Frequency
CJP standing members	Narrative progress against improvement action delivery plans	Report	To update progress against each active improvement action	Quarterly
Alcohol and drugs partnership	Exchange of information between CJP Coordinator and ADP Coordinator	Face to face meeting	To maintain good relationships and monitor progress of shared outcomes	6 monthly
Elected members	High level update on progress towards the CJOIP	Submission to committee	To keep community justice on the agenda for local communities	Annually
Community Justice Scotland	Local supporting evidence (as set out in the CJS improvement tool)	Completion of CJS issued template return	To provide CJS with local contextual information when they report national indicator data	Annually

### Foster a positive performance management culture

Effective performance management relies on a culture where evidence is valued and people are empowered to test ideas with the freedom to fail and learn within a controlled environment. Effective performance management has a wide focus on improvement, rather than a narrow focus on delivering targets, but this may be a new working environment for some partners and you may need to plan and invest time to bring partners on board.

Trust, openness and space to admit errors will be key factors in developing this culture. The way in which performance management information is sourced, presented, disseminated and used should be carefully considered to avoid defensive behaviour or apathy. Instead, you should try and foster a culture of honesty, transparency, curiosity and appreciative inquiry.





## Step 3 – Annually assess whether outcomes are being achieved

### National indicators and local supporting evidence

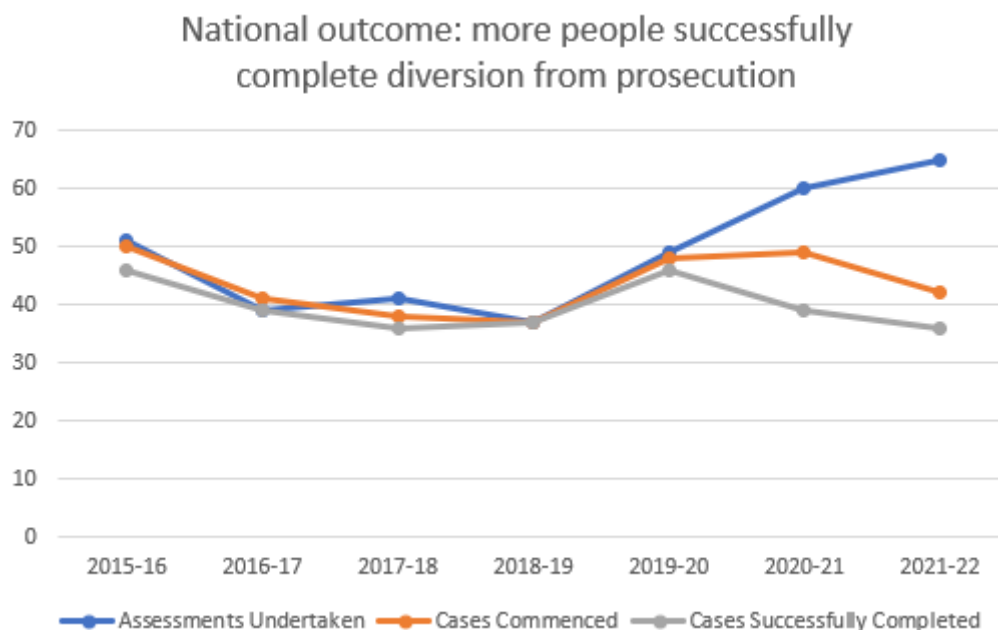
This step supports partners to fulfil their responsibilities under the Act to assess, on an annual basis, whether community justice outcomes are being achieved and if not, to set out the progress that has been made towards their achievement, over the last 12 months.

A comprehensive way to assess the achievement of outcomes is included in the planning process under this approach. However, it is unlikely that partners will do this for every national and local outcome every year. Therefore, as part of your information management plan, you should decide the metrics upon which this annual assessment will be based. As a minimum, you should use the national indicators and local supporting evidence, which is listed in [Appendix One](#).

### Include trend data analysis

It will be helpful in this step to draw on trend data in order to show progress over time. You can also use other metrics that you have agreed as important in [Step 1](#) of this process to build up a picture over time. It may of course take some time to establish a trend if this is the first year that metrics have been collected. Also, the impact of the pandemic may need to be factored in to any trend analysis.

Displaying trend data in graph form is a powerful way of presenting trend data to stakeholders. For example:



You can use this type of data and information to engender curiosity amongst partners during the reporting year, and then use it to explain the rationale for improvement work carried out during the reporting year. An example of the sort of narrative that may accompany the example graph above is provided (to be clear, this is a made up scenario and for illustrative purposes only):

Our assessment for the reporting period is that this outcome is **not** achieved.

During the reporting year, we undertook an analysis of the national indicator trend data (as presented in the graph above) and could see that assessments for diversion from prosecution were increasing, but the percentage of cases commencing and successfully completing was lower than in previous years. We were particularly interested to find out why there was such a disparity between assessments undertaken and cases commenced (attrition).

During the reporting year, we undertook a series of workshops, questionnaires and interviews with partners who are involved in the delivery of this national outcome. We also took steps to find out whether people experiencing diversion from prosecution had a mechanism to feed in their views to service planning.

Through this process we found out that many people referred for diversion from prosecution are failing to attend their suitability assessment appointments. To understand this further, we held a workshop with Police Scotland, Crown Office and Procurator Fiscal Service and Justice Social Work partners (who had gathered some intelligence from people experiencing diversion) to brainstorm how we might address this.

The solution proposed was for Justice Social Work to implement a text reminder system for diversion suitability assessment appointments. It was agreed that the Police would try and capture a mobile phone number from the individual and include it in the report to the prosecutor, who in turn would include it in the referral for suitability assessment to Justice Social Work. This would enable Justice Social Work to send a reminder text to the person, alongside and following the usual letter informing the person of their appointment.

We are currently actively working on this improvement activity. The initiative requires consent from the individual to share their mobile phone number, and we are currently working on the establishment of a data sharing agreement to safely share the mobile phone number between partners, following gaining the person's consent. We have sourced costs for the text reminder system and have initial agreement from Police Scotland and Justice Social Work partners to jointly fund the system for a six month pilot.

We will establish measures as part of the evaluation pilot to monitor impact, and we will use the national indicators to continue monitoring the attrition rate between assessments undertaken, cases commenced and cases successfully completed.

This exercise to assess whether outcomes have been achieved (and if not, the activity that has taken place during the reporting year to achieve each) should be repeated for all national and local outcomes over the reporting year, ready for partners to fulfil their annual reporting requirements. More information about annual reporting requirements can be found in [s23](#) of the Act and in statutory guidance.



## Step 4 – Publish an annual report

This step of the process supports partners to plan and deliver an annual report, as set out under section 23 of the Act.

### Know your audience

Connecting with your stakeholders is a key reason for writing an annual report. It is your chance to showcase community justice locally so your closest stakeholders, including local people, can feel confident knowing how community justice operates in the area. It is also a chance to build new relationships and connections with local and national partners and community groups.



**Take the opportunity and invest some time in determining the key messages that you want to include. Annual reports are an opportunity to highlight your achievements and their impact. Annual reports are also an opportunity to be honest and transparent about the challenges of delivering community justice.**

### Agree the report contents and plan ahead

Before you start preparing the annual report, establish who you want to be reading it and for what purpose. Some of this thinking will already have been done if you have completed a stakeholder engagement plan (see [Step 2](#) of this process).

It is important to consult with partners when planning the report. This can take the form of a workshop or a short questionnaire. Make sure third sector bodies involved in community justice locally are involved in your planning activity, as well as any community bodies that you consider appropriate (as specified in the Act).

Deciding what to include and what to leave out of the annual report can be difficult but it is important to agree this well in advance to ensure the right information is gathered from the right stakeholders during the reporting year. Deciding a storyline to the report will help to shape the narrative thread. For example, partners could decide to structure the report around the justice journey and map the national and local outcomes to the appropriate points in the journey. Or the report could be structured around national and local outcomes and showcase personal testimony from people experiencing them.

As a minimum the annual report must include:

- ◆ The action taken by community justice partners (individually or jointly) over the reporting period to achieve each national and local outcome.
- ◆ The community justice partners' assessment of whether, at the end of the reporting period, the outcome was being achieved (the national indicators must be used in this assessment).
- ◆ For those outcomes assessed as not being achieved, the progress in the period concerned towards its achievement.

Some other sections that might be included in an annual report are:

- ◆ Foreword. An annual report might open with the Chair of the partnership's remarks and reflections over the reporting year. This is a powerful way of engaging your audience on a personal level.
- ◆ Partnership overview. This is an opportunity to set out the vision, culture and values of community justice locally and is an opportunity to tell your partnership's story.
- ◆ Duty to co-operate. This section could detail how partners have co-operated over the reporting period in matters such as:
  - Sharing information,
  - Providing advice and assistance,
  - Co-ordinating activities (and seeking to prevent unnecessary duplication),
  - Funding activities together.

## Get creative

Remember, this is your opportunity to show current and future stakeholders why you care about community justice and the work your partners do locally.

Good preparation is key. As discussed in the previous steps, make sure you are clear about who needs to contribute to the report and give them clear instructions and ample time to respond.

Once you have developed the content for the report, partners may need to seek help from each other to access the right skills and resources to make the annual report stand out. The styling of the report may be able to be done in-house or partners may be able to pool some resource to get professional help with the final report. Make time for this in the planning.

## Publish and publicise

Agreement on where and when the annual report will be published should be agreed at the planning stage. As outlined in the performance framework technical guidance, the expectation for partners to publish their local annual reports (as per s23 of the Act) in September will be extended to December each year<sup>1</sup>. As required in the Act, a copy of your annual report should be sent to Community Justice Scotland as soon as possible after publication.

Having produced an annual report that targets a range of audiences with key messages about the delivery of community justice locally, you may wish to consider how to maximise its reach and impact. This could include publishing or hyperlinking to the report from multiple websites, such as each statutory partner organisation webpage and/or from the local third sector forum webpages. You could also consider a local media campaign to highlight the work and impact of community justice over the reporting period.

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<sup>1</sup> [Community Justice Performance Framework - Guidance and Technical Notes - Version 2 \(www.gov.scot\)](http://www.gov.scot)

## Appendix One – National Indicators and Local Supporting Evidence

The following tables set out the national indicators and local supporting evidence contained in the community justice performance framework and improvement tool. Partners should use these as a basis for their performance management metrics, and build on them according to local priorities.

National Strategy Aim	National Strategy Priority Action	National Outcome	National Indicator(s)	Local Evidence
		High level indicator	Disposal grouping split	
Aim 1 - Optimise the use of diversion and intervention at the earliest opportunity	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	Number of diversion from prosecution: i) assessments undertaken ii) cases commenced iii) cases successfully completed	Mechanisms are in place to understand the views of people undertaking diversion from prosecution and are used to support improvement  Mechanisms are in place to understand the views of people supporting the delivery of diversion from prosecution and are used to support improvement
	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	Number of: i) referrals from custody centres	There is an effective relationship between community justice partners, Alcohol and Drug Partnerships (ADPs) and police custody centre for local population  Referral pathways and support are in place from police custody centre for local population

National Strategy Aim	National Strategy Priority Action	National Outcome	National Indicator(s)	Local Evidence
Aim 2 - Ensure that robust and high quality community interventions and public protection arrangements are consistently available across Scotland	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	Number of: i) assessment reports for bail suitability ii) bail supervision cases commenced iii) bail supervision cases completed	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
	Strengthen options for safe and supported management in the community by increasing and widening the use of electronic monitoring technologies	No national outcome determined		
	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	Percentage of: i) CPOs successfully completed ii) DTTOs successfully completed	Availability of local programmes to support desistance from domestic abuse and sexual offending Availability of referral pathways to support the needs of local population on community disposals Mechanisms are in place to understand the views of people with experience of community disposals to support improvement Mechanisms are in place to understand the views of the community justice workforce

				with regard to supporting the needs of people subject to community disposals to support improvement
	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	No national outcome determined		
Aim 3 - Ensure that services are accessible and available to address the needs of individuals accused or convicted of an offence	Enhance individuals' 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	Number of transfers in drug/alcohol treatments from: i) custody to community	Health and social care circumstances/care plans are reflected in collaborative plans for release  Referral pathways and information sharing arrangements are in place to support timely access to health and social care supports upon release
	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	Number of: i) homeless applications where prison is last known address	SPS admissions and liberations information is shared with relevant partners to support suitable accommodation planning  Proportion of admissions where housing advice was provided  Percentage of people leaving prison who have been housed by the local authority and have maintained tenancy for more than 1 year

<p>Enhance individual's life skills and readiness for employment by ensuring increased access to employability support through effective education, learning, training, career services and relevant benefit services</p>	<p>More people with convictions access support to enhance their readiness for employment</p>	<p>Participation in employability services: i) percentage of people with convictions</p>	<p>Effective links between the Local Employability Partnership (LEP) and Community Justice Partnership supports: i) local employment, education and training providers to respond to the needs of those with convictions ii) local employment, education and training providers are confident and competent in providing effective conviction disclosure support</p> <p>local employers to develop more inclusive recruitment processes and employ people with convictions.</p> <hr/> <p>Referral pathways are in place to connect people to appropriate services and support: i) at commencement of, during and at the end of a CPO following release from custody</p>
<p>Enhance community integration and support by increasing and promoting greater use of voluntary throughcare and third sector services</p>	<p>More people access voluntary throughcare following a short term prison sentence</p>	<p>Number of: i) voluntary throughcare cases commenced</p>	<p>Mechanisms are in place for partners to support people serving short term sentences</p> <hr/> <p>Proportion of people liberated from short term custody: i) made aware of support</p>



				ii) accepting support offer iii) with a co-ordinated pre-release plan in place
				Mechanisms are in place to understand the views of people accessing voluntary throughcare to support improvement
				Mechanisms are in place to understand the views of community justice partners in delivering voluntary throughcare to support the needs of people leaving short term custody

National Strategy Aim	National Strategy Priority Action	National Outcome	National Indicator(s)	Local Evidence
Aim 4 - Strengthen the leadership, engagement, and partnership working of local and national community justice partners	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	More people across the workforce and in the community understand, and have confidence in, community justice	Percentage of people who agree that: i) people should help their community as part of a community sentence rather than spend a few months in prison for a minor offence	Community justice partner contribution to joint activity across policy areas to tackle stigma Impact of activities undertaken to improve understanding and confidence across the workforce and the community
	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	No national outcome determined		
	Support integration and reduce stigma by ensuring the community and workforce have an improved understanding of and confidence in community justice	No national outcome determined		

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