Dumfries and Galloway Community Justice Partnership

Annual Performance Report

2024 – 2025



Community Justice Annual Performance Report 2024 - 2025

INTRODUCTION

This is the second annual performance report produced to meet the requirement of Section 23 of the Community Justice Act (2016). This report provides and overview of performance against the National Outcomes in the National Community Justice Performance Framework and outlines local assessment of progress in achieving each National Outcome. Following feedback on our first annual performance report from Community Justice Scotland, this report now includes analysis of gaps, horizon scanning and next steps.

This report does not aim to provide new performance information not already reported in the Dumfries and Galloway Community (D&G) Justice Outcome Activity Annual Return April 2024 – March 2025, but rather offers analysis of activity against nationally agreed performance indicators. For this year[1], we will report on these 9 indicators (minimum dataset) and will continue to develop local data moving forward. This approach links with identified improvement activity in the Dumfries and Galloway Community Justice Outcomes Improvement Plan 2023-2028[2]

KEY MESSAGES

- **Diversion from prosecution improved year-on-year**: diversion assessments **up 50%**, cases commenced **up 20%**, and successful completions **up 33%** (with an increase in complexity of referrals such as mental health and domestically aggravated incidents). National guidance for the updated diversion approach is **not yet available**, limiting local ability to finalise procedures. There is a need for exploration of including **police direct measures** data.
- **Custody-related support is active but mixed**: **39 referrals** from custody centres were recorded. Referrals into **With You** increased slightly, but engagement is described as poor. Options discussed haven't been possible due to capacity/restructures. Identified gaps go beyond substance use; improvement to consider a single point of entry / link-worker-led model, which would need funding realignment.
- **Bail supervision activity dipped**: assessments commenced **fell by 14%**; **75%** of commenced assessments were successfully completed (78% last year). Local practice improvements include daily screening, improved court proformas and to expand consistent practice (e.g., **rolling out regular assessment meetings** from the East to the West). There is a need to understand and respond to the **post–Bail and Release from Custody (Scotland) Act 2023** pattern (national decrease in orders). Locally, plans include exploring **court data and links between remand and bail supervision**.
- **Community Payback Orders (CPOs)**: 521 commenced; Dumfries & Galloway had a **higher rate than Scotland**. Timeliness improved (first contact within 1 working day; induction within 5 working days) and both are above Scottish averages.
- **Health continuity post-release improved**: transfers from custody to community drug/alcohol treatment **increased 140%**, and funding was secured for a **mental health nurse in HMP Dumfries** to support people on liberation.
- **Accommodation remained a major pressure**: homelessness applications linked to prison rose **8%**, and Dumfries & Galloway remains above the Scottish rate; no rehousing via the Prison Discharge Protocol during 2024/25 due to housing supply constraints and the housing emergency.
- **Employability**: 7% of No One Left Behind participants have convictions (slightly above Scotland); a range of employability/skills activity is described (Apex, HMP Dumfries education and vocational programmes).
- **Voluntary throughcare**: cases increased 17% year-on-year but remained **69% below** the baseline (2018/19), with disruption from the transition to a new national service. Improve stability and referral routes during/after the transition (Shine/New Routes to UpSide) and strengthen performance/needs understanding via the developing performance framework.

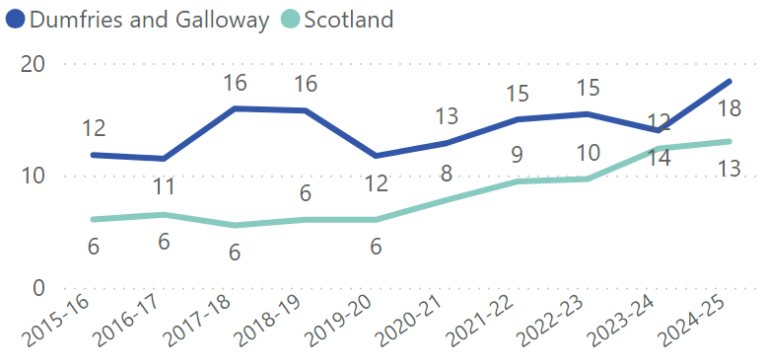
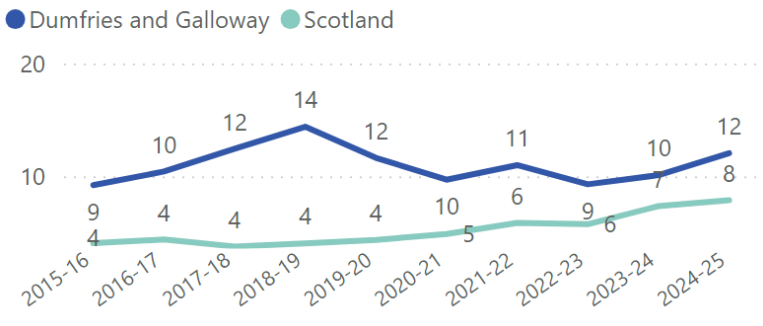
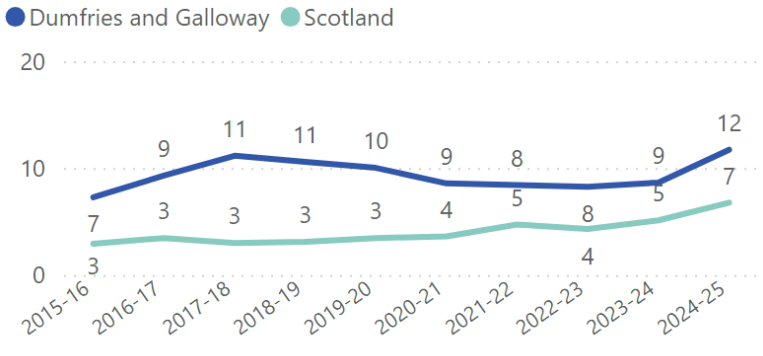
The Community Justice Partnership (CJP) report that despite supporting community sentencing, there remains a **gap between recommendations and actual sentencing outcomes nationally.** However **conversion rates locally remain good.** Bridging this gap requires **enhanced awareness and confidence in community justice options.** However conversion rates locally remain good.

CJP have done as much as they can locally to raise awareness and confidence through regular meetings with sheriffs and providing information for the community interventions and support directory. Real change needs to be driven at a national level.

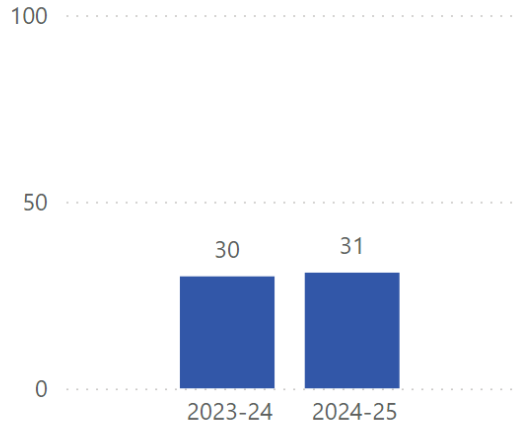
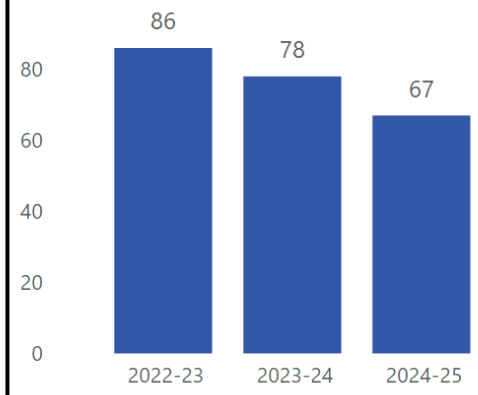
[1]This is the second year of reporting towards the National Community Justice Strategy using the newly developed National Community Justice Performance Framework. As such, trends cannot yet be be effectively identified. A baseline year of 2018 was agreed by Dumfries and Galloway Community Justice Partnership.

[2]Available at Community Justice Improvement Plan from 2023 to 2028

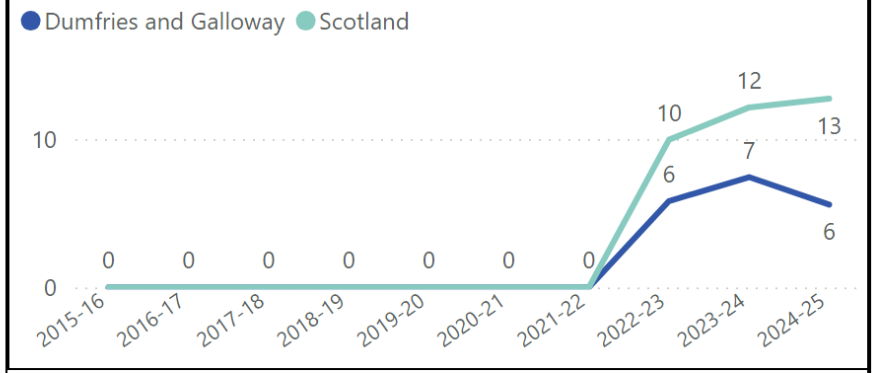
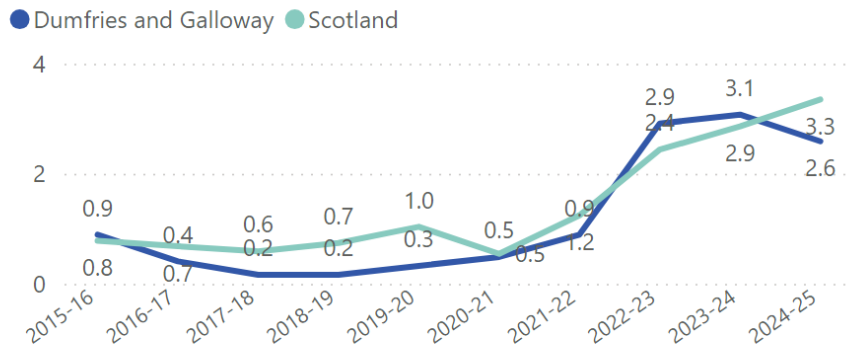
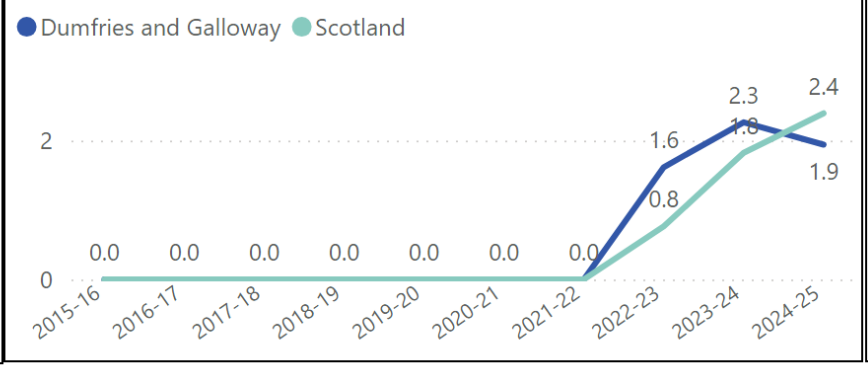
National Strategy Aim 1: Optimise the use of diversion and intervention at the earliest opportunity.

Nationally determined outcome & indicator	Performance Data (agreed baseline year 2018/19)	Local Assessment of Progress (Year 2)	Horizon Scan / Gap Analysis / Next Steps
National Outcome: More people successfully complete diversion from prosecution Indicator: Number of diversion from prosecution: • assessments undertaken. • cases commenced. • cases successfully completed.	Rate of Diversion Assessments undertaken by 10k Adult Population  Rate of Diversion Cases Commenced by 10k Adult Population  Rate of Diversion Cases Successfully Completed by 10k Adult Population 	The rate of diversion assessments undertaken increased by 50% compared to last year and above the baseline (2018-19) in Dumfries and Galloway. The rate of diversion cases commenced rose (+20%) and those successfully completed (+33%) compared to last year however the rate remains below the baseline year for the rate of diversion cases commenced and above for the rate successfully completed. Diversion rates remain within expected annual variation. Locally, we have seen more complex diversion referrals involving mental health, child-related incidents and domestically aggravated incidents. This reflects the National Justice Strategy with the introduction of a "two-tier" diversion referral process, diverting more complex cases from prosecution than previously. The practice approach of the Early Interventions Team, focused on relationship-based work to engage and tailor the intervention, is integral to the successful completion of diversion. This remains a priority for Justice Social Work. See Community Justice Outcome Annual Activity Report (OAAR) for more details.	The updated National Guidance has not been completed to inform the new process however Dumfries and Galloway Justice Social Work continue to accept more complex referrals from COPFS whilst introducing training for staff to expand their knowledge and skills. This will enable Justice Social Work to continue to provide a high-quality service, supporting individuals to address the behaviour that brought them into conflict with the law at an early stage. We will be able to develop local procedures once the revised National Guidance has been made available. It is important to note that decisions on diversion from prosecution remain at the discretion of COPFS. This will however depend on information included by Police Social Work within reports to inform decisions on diversion... include more info here on complexity. If Scotland is to increase the use of direct measures and diversion, it is critical that community services receive the necessary funding to support this shift. However, there remains a lack of data on how community justice serves individuals with protected characteristics, such as those with learning disabilities or language barriers. We recognise the Scottish Government Community Justice National Indicators have a more Justice Social Work focus. We aim to explore the inclusion of data on Youth Justice and police direct measures. This follows a national focus to consider this data moving forward. It will be important for understand the context of any increase in regard to increased scope for the use of direct measures and to consider whether this is in fact diverting people away from justice or pulling more people into it.

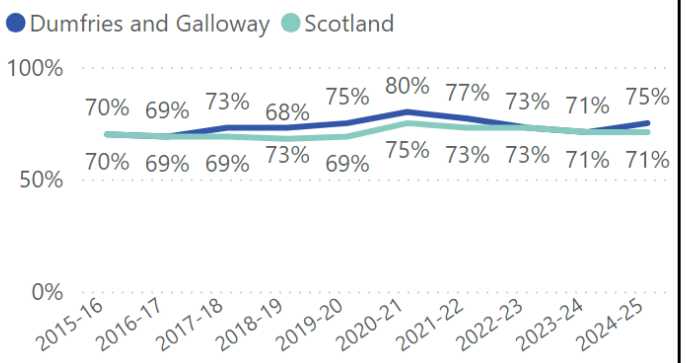
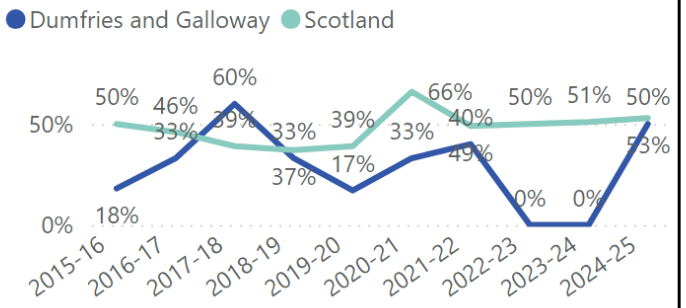
National Strategy Aim 1: Optimise the use of diversion and intervention at the earliest opportunity.

Nationally determined outcome & indicator	Performance Data (agreed baseline year 2018/19)	Local Assessment of Progress (Year 2)	Horizon Scan / Gap Analysis / Next Steps
National Outcome: More people in police custody receive support to address their needs. **Indicator**: Number of referrals from custody centres	Number of referrals from custody centres Year: 2024-25 — Number of referrals from custody centres: 39 Number of arrest referrals into With You (WY) Alcohol Support/Addiction Services  Appropriate Adult Referrals Requests 	There were 39 referrals from custody centres this year, representing only Dumfries & Galloway. Last year data cannot be disaggregated therefore it is difficult to make a direct comparison of progress. This limitation is unavoidable given the way the data was originally compiled. Locally police confirmed that arrest referral figures were increasing. Anecdotally this may be due to the process becoming more embedded but also increasing complexity of those coming into police custody. Further details on arrest referral champions, Support Services Directory of Services guide and the role of Criminal Justice Division Healthcare and Interventions Team can be found here. The number of referrals into With You (WY) increased by 3% compared to the previous year. Of the 31 referrals received this year, 35% of adults attended their initial assessment (35%). There were also a further four people who were assessed and never attended any follow up appointments offered. Over the last year engagement has been poor with the service. With You have met with Police Scotland colleagues to try and address this and have been discussing how we can work together to make the Arrest Referral service better. The number of Appropriate Adult (AA) requests into Social Work has decreased each year over the last 3 years, with data showing a 14% this year compared to last year. The main mental health disorder for those subject to an appropriate adult referral this year was Learning Disability, accounting for 37% of people compared to 32% last year. Of all AA referrals, requests 37% related to suspects, similar to percentages reported last year. The majority (90%) of referrals related to adults aged 18 years and over, with the remaining 10% for those aged 16-17 years. There were no 16-17 year olds referred last year, with 2% referred in 2022-23. However small numbers can fluctuate percentages year on year.	Options to improve the process have been discussed, including having someone from With You in the Custody Suite. However, due to restructures within With You this has not been possible (there are only 3.6 Recovery Workers across the region). The Service Manager has discussed whether the Assertive Outreach team could possibly visit the Custody Suite if they are contacted by Custody staff. Discussions still need to take place with ADP before implementing this therefore this is not in place at the current time. Police Scotland Criminal Justice Services Division Healthcare and Interventions team are delivering the national arrest referral programme that will build arrest referral pathways. A number of national workshops have taken place throughout 2025 and the first local Dumfries and Galloway group meeting took place in January 2026. A gap in relation to mental health support was highlighted. However it is clear there are also gaps relating to signposting for housing, employability, finance and other supports. At the present time there is only one single arrest referral pathway locally and that is in relation to substance use, with 'With You' receiving funding via ADP. An improvement action was identified to progress the idea of a link worker led model within D&G allowing single point of entry to all support services. This would require a realignment of funding moving forward and is under consideration. A new National Arrest Referral Strategic Development Group has been set up to explore and identify the most suitable partners to contribute and collectively redesign the arrest referral service and ensure suitable governance is in place. A representative from the National Community Justice Peer Network will be part of this group.

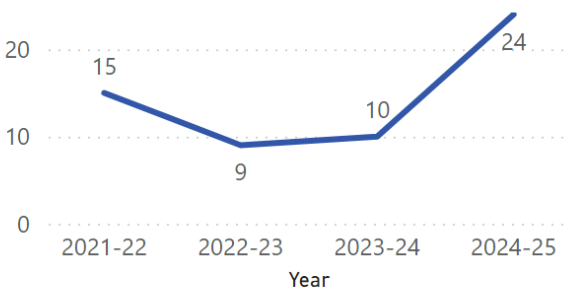
National Strategy Aim 2: Ensure that robust and high quality community interventions and public protection arrangements are consistently available across Scotland

Nationally determined outcome & indicator	Performance Data (agreed baseline year 2018/19)	Local Assessment of Progress (Year 2)	Horizon Scan / Gap Analysis / Next Steps
National Outcome: More people are assessed for and successfully complete bail supervision. Indicator: Number of: • assessment reports for bail suitability • bail supervision cases commenced. • bail supervision cases completed.	Rate of Bail Supervision Assessments Commenced by 10k Adult Population  Rate of Bail Supervision Cases Commenced by 10k Adult Population  Rate of Bail Supervision Cases Completed by 10k Adult Population 	The rate of bail supervision commenced in Dumfries and Galloway fell by 14% compared to last year with a drop in cases commenced and completed for the same reporting period. A total of 32 bail supervision assessments commenced this year compared to 36 assessments last year, reflecting 4 less assessments. Of the 32 assessments commenced this year, 24 assessments (75%) were completed successfully compared to 78% last year. Justice Social Work (JSW) have continued to work closely with Courts, defence agents and involved professionals to assess suitability for Bail Supervision and during management of the Orders. There remains a daily bail screening process and regular discussions with Crown Office, Procurators Fiscal Service (COPFS), defence agents and meeting with individuals in custody to complete bail assessments. Locally, JSW have already developed a local Bail screening practice and proforma to progress assessments for the Court at the earliest opportunity. This approach is now being piloted nationally with a triage proforma. Additionally, in Dumfries and Galloway, we have introduced an Additional Information Proforma to Court, with concise and up to date information enabling an informed decision which considers risk balanced with the needs of the individual in custody. Regular assessment meetings are now established in the East of the region. This gives a forum for discussion regarding assessment and recommendations to Court. There is a quality assurance function to this, ensuring shared thresholds and understanding. Unpaid Work are now also in regular attendance which has proven to be a helpful development towards the JSW One Service Approach. Further details can be found here.	Regular assessment meetings, already adopted in the East of the region is expected to be rolled out in the West Community Team in the coming year to further support a one service approach. The Bail and Release from Custody (Scotland) Act 2023 was implemented in May 2025 has already seen, nationally, a significant decrease in the number of Bail Supervision Orders imposed. Locally, Justice Social Work have had 12 Orders imposed this year to date. We do not yet have clear information to explain this trend. Over the next 12 months, there are plans locally to explore court data and if there is a relationship between remand and bail supervision. Despite a drop in the rate of bail supervision commenced in Dumfries and Galloway compared to Scotland, the number of bail supervision commenced over the last three years locally remained stable. As the desired direction for bail supervision nationally is to increase, a rise in bail supervision commenced in other areas may have increased the Scottish rate above the rate per 10k population locally. Bail and release Act and Lord Advocate guidelines has increased the threshold for remand so less people are being considered for remand, therefore not suitable for Bail Supervision. Communication from COPFS reference cases where bail is opposed are centrally marked which means that local COPFs will not necessary know what cases are opposed. Therefore bail opposed cases are not always communicated to JSW. JSW have plans to meet with local PFS to discuss. Finally the sentencers are going straight to remand and not considering Bail.

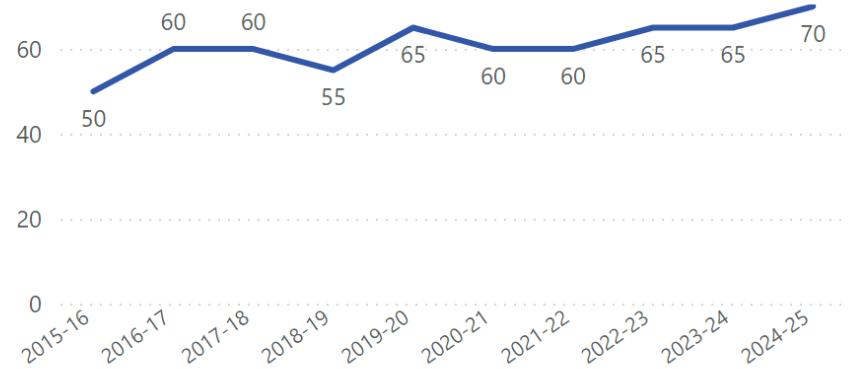
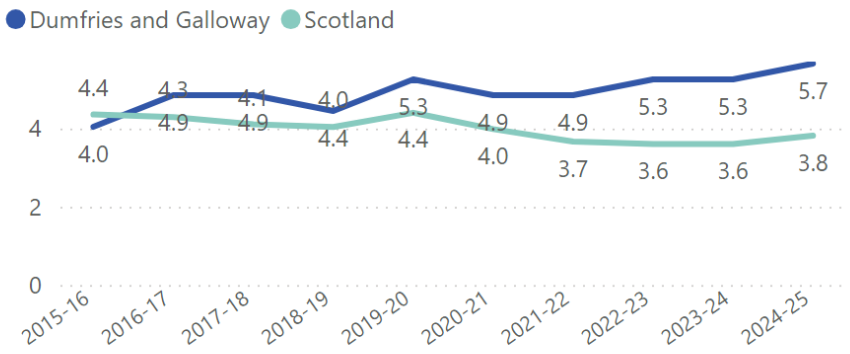
National Strategy Aim 2: Ensure that robust and high quality community interventions and public protection arrangements are consistently available across Scotland

Nationally determined outcome & indicator	Performance Data (agreed baseline year 2018/19)	Local Assessment of Progress (Year 2)	Horizon Scan / Gap Analysis / Next Steps
National Outcome: More people access services to support desistance and successfully complete community sentences. Indicator: Percentage of: • community payback orders successfully completed. • drug treatment and testing orders successfully completed.	Percentage of of CPOs Successfully Completed  Percentage of of DTTOs Successfully Completed 	In Dumfries and Galloway, there were 521 Community Payback Orders (CPO) commenced in 2024-25, a rate of 53.9 orders per 10k population. This was a higher rate compared to the Scottish average of 42.2per 10k population during the same period. More men (85%) had a CPO imposed this year compared to women (15%). This was a similar proportion of men (82%) in comparison to CPOs imposed last year. Proportionately, this continued a trend when compared to data over the past 10-year period. Of all CPOs imposed this year, the majority were for adults aged 31-40 years (35%) and over 40 years (30%). The age profile remained stable over the 10 year period. A total of 435 (83%) of adults with a CPO imposed this year had first direct contact with Justice Social Work within 1 working day compared to 79% last year. This was higher than the Scottish average of 59% in 2024-25. A total of 441 adults (85%) had their first induction within 5 working days in Dumfries and Galloway this year compared to 80% last year. Similarly, this was higher than the Scottish average of 67% in 2024-25. There were no Drug Testing and Treatment Orders (DTTO) imposed in Dumfries and Galloway this year. Of the two orders completed this year, 1 was successfully completed (50%) with the remaining order revoked due to review.	The updated guidelines are complete and undergoing final sign-off by partner agencies. Justice social work practice guidance is also complete and will be published alongside the guidelines. Training and awareness sessions for partners are planned following sign-off of the updated guidelines. The commission on sentencing and penal policy made a number of recommendation in relation to community orders including DTTOs and DTTRs. Locally, we await the Scottish Government's response and the future development of community orders.

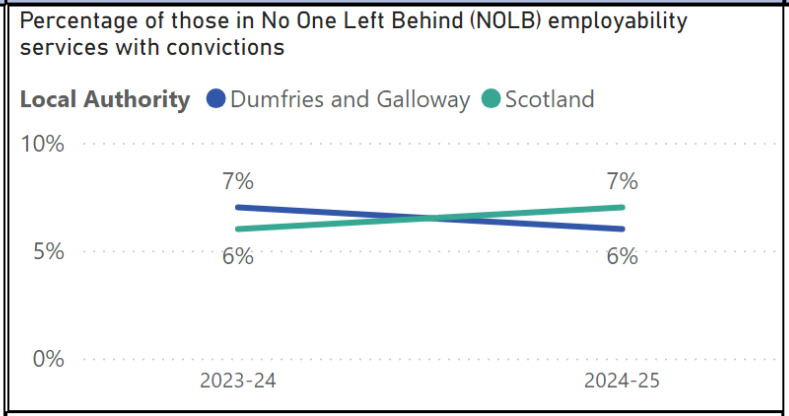
National Strategy Aim 3: Ensure that services are accessible and available to address the needs of individuals accused or convicted of an offence

Nationally determined outcome & indicator	Performance Data (agreed baseline year 2018/19)	Local Assessment of Progress (Year 2)	Horizon Scan / Gap Analysis / Next Steps
National Outcome: More people have access to, and continuity of, health and social care following release from a prison sentence. Indicator: Number of transfers in drug/alcohol treatments from custody to community	Number of transfers in drug/alcohol treatments from custody to community  ADP6: Number of Referrals to Assertive Outreach for people recently released from prison Year | Number of referrals to Assertive Outreach for people recently released from prison 2024-25 | 77 **Total** | **77**	The number of transfers in drug/alcohol treatments from custody to community has increased by 140%, the highest number in the last four reporting years. Year 2 shows positive progress to a desired direction to increase. Funding was secured for a Mental Health Nurse to work in HMP Dumfries who can provide outreach work on liberation. This supports those with mental illness register with GPs, access community appointments and liaise with housing and partner agencies where required. Prison Based Social Work continue to work with the SPS and partner agencies under the local Multi Agency Community Integration Board, developing the means to creating positive pathways for prisoners' reintegration and resettlement back into their communities, whilst also implementing risk management strategies under public protection arrangements. This is the first reporting on D&G ADP's local indicator; the number of referrals to Assertive Outreach for people recently released from prison. Third sector drug and alcohol service With You expected to link closely with the local Prison Throughcare Team to ensure prisoners have a smooth transition into services on release. If eligible on release when in the community, people can be referred to the ADP residential rehabilitation funding pathway through Justice Social Work, SDAS or With You. SPS supports the Prison to Rehab (P2R) pathway, enabling individuals to access abstinence-based residential rehabilitation upon release. Recovery planning includes family engagement, mutual aid, purposeful activity, and access to education and employment support. More information about local evidence can be found here.	Longer term analysis of Multi Agency Community Integration Board practice needs to be undertaken to understand the needs of those being liberated and the partners who are supporting them. This links with Bail and Release from Custody (Scotland) Act in regard to prelease planning. Over the last 12 months, we have highlighted the gaps in relation to the communication and links between health and social care partnership. We are actively working to resolve this. The Prisoner (Early Release) (Scotland) Act, which came into force on 11 February 2025, changed the point at which some Short-Term Prisoners (STPs) are released, from after 50% of their sentence has been served, to after 40%. It excluded prisoners serving all or part of their sentence for sexual offences and domestic abuse offences. When the change to automatic early release came into force in February 2025, 312 individuals on short-term sentences were immediately eligible for release and were released over 3 tranches. Since then, the prison population has continued to rise.in November 2025, Parliament approved a further emergency release of certain short-term prisoners. Four tranches of emergency early releases (EER) have been completed, with 415 prisoners released to date and there are further three tranches planned until April 2026. On 3rd February 2026, the Cabinet Secretary for Justice and Home Affairs announced in a statement to Parliament that the Scottish Government would carry out a short consultation on additional changes to the automatic release point for some short term prisoners, reducing the percentage of their sentence served in custody from 40% to 30% (STP30) if approved. This may have an impact on local services without a shift in resource, and may further erode public confidence in justice.

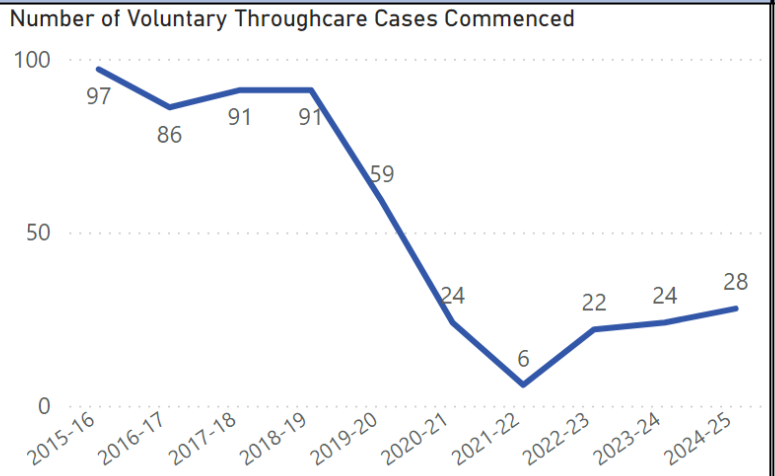
National Strategy Aim 3: Ensure that services are accessible and available to address the needs of individuals accused or convicted of an offence

Nationally determined outcome & indicator	Performance Data (agreed baseline year 2018/19)	Local Assessment of Progress (Year 2)	Horizon Scan / Gap Analysis / Next Steps
National Outcome: More people have access to suitable accommodation following release from a prison sentence. Indicator: Number of homelessness applications where prison was the property the main applicant became homeless from	Number of Homeless Applications where prison was the property the main applicant became homeless from  Rate of Homeless Applications where prison was the property the main applicant became homeless from 	The number of homeless applications where prison was the property of the main applicant increased by 8% compared to last year. Nationally, Dumfries and Galloway continue to be above the Scottish rate per 10k adult population. Overall, more men (96%) required a homeless application this year with the majority aged 30-39 (38%) and 50-59 (32%). This was consistent with the previous year. The majority of applications this year were made by the Prison Service (79%) which may be due to our local MARCRIB process to support identification of need for those being liberated. During 2024/2025 we were unable to rehouse any individuals via our Prison Discharge Protocol, this was mainly due to the slowdown of available permanent accommodation from our RSL's and the current local Housing Emergency that was declared in June 2024. We continue to have Housing First in the east of the region, supported by Turning Point Scotland. Moreover, Dumfries & Galloway Council as part of their Housing Emergency action plan has introduced a new approach to homeless prevention with a view to early intervention preventing households from entering the homeless system by assisting to maintain and sustain current accommodation where this is suitable	High levels of homeless presentations to Dumfries and Galloway Council has meant we have had to utilise Hotel accommodation in order to fulfil our statutory duty however, the commitment is to move customers on as quickly as possible when temporary homeless accommodation becomes available. Dumfries and Galloway, like other areas in Scotland has declared a housing emergency. Increasing pressure on homeless services may be felt due to Emergency Early Release and STP30 (highlighted on page 7).

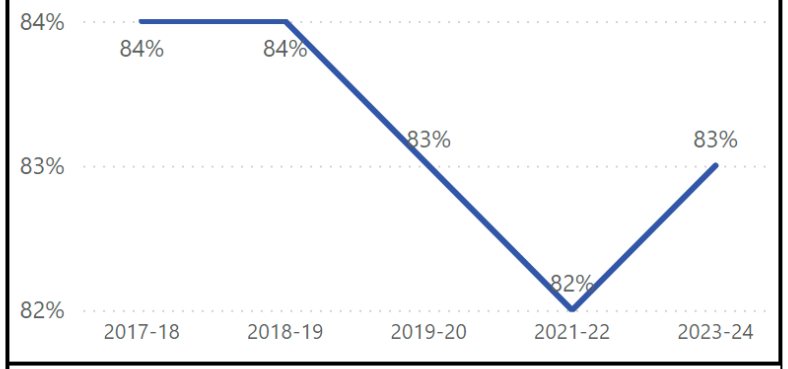
National Strategy Aim 3: Ensure that services are accessible and available to address the needs of individuals accused or convicted of an offence

Nationally determined outcome & indicator	Performance Data (agreed baseline year 2018/19)	Local Assessment of Progress (Year 2)	Horizon Scan / Gap Analysis / Next Steps
National Outcome: More people with convictions access support to enhance their readiness for employment. Indicator: Percentage of those in employability services with convictions		The percentage of people in No One Left Behind (NOLB) employability services with convictions in Dumfries and Galloway (7%) is slightly above the Scottish average (6%) for 2023-24. Although the focus nationally is on data from NOLB employability services, there is a wide range of services which support people with convictions into employment. Apex Scotland are the primary organisation providing employability support to people with convictions across the region. Over the reporting period they piloted their new Foundations Programme in the West of the region, more details can be found in the OAAR. This complements their existing Moving On Service. HMP Dumfries delivers education qualifications supported by Fife College which enhances people's ability to qualify for employment opportunities. HMP Dumfries deliver two Let's Cook Programmes per year in which 14 individuals participated in modules linked to the hospitality industry to support employment upon release. Skills and knowledge development are also offered in gardening and joinery and is supported by community projects. Further details of work to support people into employability can be found here.	Our local partner, HMP Dumfries, is leading on a number of strategic initiatives focused on rehabilitation and employability within the Scottish Prison Service, including our work at HMP Dumfries. This includes the recent award of the Education & Learning Contract to PeoplePlus in Scotland. HMP Dumfries are currently exploring the potential role of the Dumfries & Galloway Local Employability Partnership (LEP) as a key enabler in unlocking strategic opportunities, particularly under the Scottish Government's *No One Left Behind* policy and associated funding ambitions. A meeting to explore how the respective workstreams can align more closely with these priorities will take place by the end of the year. We believe there is significant potential to co-develop impactful approaches that support individuals in the care of SPS, especially around self-employment pathways and wider employability ambitions. Expertise and leadership in Employability and Criminal Justice are vital to shaping a strategic and collaborative response.

National Strategy Aim 3: Ensure that services are accessible and available to address the needs of individuals accused or convicted of an offence

Nationally determined outcome & indicator	Performance Data (agreed baseline year 2018/19)	Local Assessment of Progress (Year 1)	Horizon Scan / Gap Analysis / Next Steps
National Outcome: Enhance community integration and support by increasing and promoting greater use of voluntary throughcare and third sector services Indicator: More people access voluntary throughcare following a short term prison sentence		Despite the number of voluntary throughcare cases increased by 17% compared to last year, figures remain 69% below the number of cases commenced in our baseline year (2018-19). HMP Dumfries have developed a Reintegration Wellbeing group, which looks at support for those close to liberation. This involves a six-week reintegration activity group coproduced with those in our care to support reintegration back into our communities. This continues to be developed through ongoing evaluation. Input from Education and Waste Management to support this. Over the reporting period both Shine and New Routes experienced challenges due to the commissioning of a new national voluntary throughcare service. Any change brings uncertainty, and this was no different, impacting local organisations, their staff and those being supported by services. The community referral pathway for Shine ended on 1st November 2024 due to the upcoming transition to the new service (now UpSide). Additionally, the service supported individuals released under the new short term prisoner release legislation ('STP40') that came into force in Q4 of 2024/25.	UpSide are working on a performance framework to help local community justice partnership to understand their local cohort and evidence whether need is being met.

National Strategy Aim 4: Strengthen the leadership, engagement and partnership working of local and national community justice partners

Nationally determined outcome & indicator	Performance Data (agreed baseline year 2018/19)	Local Assessment of Progress (Year 2)	Horizon Scan / Gap Analysis / Next Steps
National Outcome: More people across the workforce and in the community understand, and have confidence in, community justice. Indicator: Percentage of people who agree that people should help their community as part of a community sentence rather than spend a few months in prison for a minor offence.	Percentage of people who agree that people should help their community as part of a community sentence rather than spend a few months in prison for a minor offence 	Although this indicator relates to community understanding and confidence at a national level, we recognise a need to understand this locally.	