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PAPER NO. AP13/71

SUBMITTED TO: Accountability and Performance Panel - 5 December 2013

SUBJECT: Performance Monitoring against PCC's Police & Crime Plan Objectives of
the Triage pilot delivered by Suffolk Youth Offending Service

SUMMARY:

The purpose of this report is to demonstrate that the Suffolk Youth Offending Service (SYOS) Triage pilot is delivering to the agreed outcomes.

RECOMMENDATION:

The PCC is asked to note the information within this report and endorse the progress made to date,

1. Introduction

- 1.1 This report has been prepared as an update to the original SYOS Triage report which was presented to the PCC Accountability and Performance Panel on 30 April 2013. This report should therefore be read in conjunction with the report presented on that occasion.
- 1.2 Several key developments have taken place since the completion of the last report to the PCC and these are summarised in section 4 below.
- 1.3 Triage aims to prevent young people from re-offending and divert them from coming into the criminal justice system by assessing and delivering interventions much earlier than before.
- 1.4 Triage diversion may lead to an intervention, dependant on the assessment of need, providing targeted services to reduce the risk factors associated with the behaviour. A restorative approach is used for all young people diverted through Triage to hold the young person to account for the offence. The level of involvement requested by the victim determines the extent of the restorative approach but, as a minimum, every young person has to engage meaningfully in a restorative discussion with a member of YOS staff and produce a statement of explanation.

Aims of Triage

- Provide enhanced levels of information and assessment to aid the Police / Crown Prosecution Service decision making process for 10-17 year olds
- Divert young people committing low level offences away from the criminal justice system at the earliest opportunity
- Target offending prevention activity more effectively and efficiently
- Increase the involvement of victims through restorative justice approaches
- Increase public confidence in the criminal justice system.

2. Suffolk Pilot Model

- 2.1 The pilot called Challenge 4 Change commenced in April 2012 operating from the PIC at Martlesham Heath. Young people arrested and brought to the PIC who meet the criteria are bailed to return in 28 days. They receive an appointment to attend a Triage clinic within 24 hours of this first contact. A member of YOS staff will see the young person and their parent / carer at the Martlesham Heath PIC and complete an initial assessment to determine the level of intervention required:

Level 1 – Where there is little risk of re-offending and minimal risk in terms of welfare issues the intervention will concentrate on a restorative element (generally a statement of explanation and work around consequences.)

Level 2 – Where a young person is known to other agencies and has welfare issues along with medium to high risk of re-offending. The intervention will begin with a full assessment followed by a 6 – 12 week programme to address the risk factors, again also including a restorative element.

- 2.3. If they are suitable and agree to take part then their requirement to answer bail in 28 days will be cancelled and No Further Action will be taken in relation to the offence(s) they were arrested for. If they have no previous offending history then this will directly impact on reducing the First Time Entrants figures in Suffolk.

3. Suffolk Police Crime and Disorder Reduction Grant

3.1 In 2013/14 the Suffolk PCC awarded a Crime and Disorder Reduction Grant of £55,000 to SYOS to support delivery of the Triage pilot. The outcomes agreed from the funding were:

- Number of successful restorative justice programmes delivered
- Reduction in re-offending rates
- Numbers referred into substance misuse programmes
- Improved school attendance.

It was agreed that a report be provided by SYOS to the PCC Accountability and Performance Panel on 5 December 2013 to demonstrate progress made in achieving the agreed outcomes (see Appendix B).

4. Key Developments since April 2013

- 4.1. **County Rollout-** The Challenge 4 Change programme was set up as a pilot scheme to test out the suitability of this particular clinic model in Suffolk, together with an initial assessment of its effectiveness in meeting the stated aims.
- 4.2. An initial review of the programme at Martlesham Heath identified that the above criteria were being met and a decision was made to roll out the pilot across the county. Extensive joint planning took place between SYOS and Suffolk Constabulary, together with a training programme to familiarise staff from both agencies with the theoretical basis and operational processes of the programme.
- 4.3. Work on developing the systems to collate both the quantitative and qualitative data from both SYOS and Suffolk Constabulary is nearly complete and will form the basis of the ongoing evaluation of the programme across the county. This work is being aligned with the development of the scrutiny and monitoring of the wider out of court disposal decision making framework for youths and is also included in the developing joint Norfolk and Suffolk external scrutiny panel process.
- 4.4. The Challenge for Change programme was extended to cover the whole of the county from 14 October 2013 and is now operating from the PICs at Martlesham Heath, Bury St Edmunds and Gorleston. In addition to maintaining close liaison between SYOS and Suffolk Constabulary at a county level, Steering Groups have also been established at each PIC to monitor and co-ordinate progress of the scheme locally.
- 4.5. **Community Resolutions** – discussions have also taken place to consider the option of developing a Triage referral pathway for young people who have received more than one Community Resolution.
- 4.6. This work has progressed and from 25 November 2013 all matters which would previously have been dealt with by a second or subsequent Community Resolution (and also certain cases identified as needing an assessment before a first Community Resolution) will be referred to Challenge for Change for a rapid screening assessment. This will inform the decision as to the most appropriate disposal option and uses the existing SYOS assessment slots available at the nearest PIC.
- 4.7. The rationale behind this development is that if a young person is being considered for a second or subsequent Community Resolution, then the first has

not been effective in preventing the offending and a more formal screening process as to the reasons underpinning their continued offending is therefore needed to assess the most appropriate pre court disposal.

4.8. **Evaluation of the Triage programme by University Campus Suffolk** – As part of the process to ensure that the Challenge for Change programme is effective in meeting its aims, an independent evaluation study was commissioned from researchers at the University Campus Suffolk. The evaluation looks at the effectiveness of the pilot in diverting young people from entering the criminal justice system using feedback from service users and professionals.

4.9. This evaluation was conducted purely at the Martlesham Heath PIC as this pilot had been operating long enough to enable an appraisal of a relatively well established scheme.

4.10. The evaluation report will be presented to the SYOS Management Board on 11 December 2013 and the PCC or a nominated representative have also been invited to hear the findings delivered by the research team. Therefore, only some of the key research headlines have been included below:

- There is universal support from young people, parents/carers and professionals working with C4C that it is an effective mechanism in tackling offending behaviour amongst young people
- C4C is seen as a genuine alternative disposal option available to Suffolk Constabulary that tackles underlying factors that influence delinquent behaviour
- The bespoke nature of the interventions together with them commencing very quickly was seen as a positive aspect of C4C.

4.11. **Mentoring pilot** – In October 2013 SYOS commissioned Catch 22 to deliver a mentoring pilot linked to Positive Futures activities as a 12 month pilot. The findings from this pilot would then inform the future development of mentoring services for young people as part of their Triage interventions.

4.12. This pilot concluded at the end of October 2014 and the evaluation report will be available and included in the next report for the PCC Accountability and Performance Panel. However, the findings will be available to SYOS in December 2013 and will be used to inform the ongoing development of mentoring services.

5. Triage Data and Outcome Delivery

5.1. Baseline and quantitative data is being collected, although in terms of re-offending data this requires the tracking of young people 12 months after they have completed a Triage intervention, and this data is provided at Appendix A The data relating to the funding agreed outcomes is provided at Appendix B

6. Next steps

6.1. Further work is being undertaken to enhance the restorative justice offer available for those young people subject to Triage Level 1 interventions.

6.2. SYOS and Suffolk Constabulary are planning to visit Durham YOT and Constabulary in the new year to observe how their integrated pre court system operates and explore whether this model would benefit Suffolk.

- 6.3. In Durham the decision making process on charging / diverting young people from court takes place at the YOS rather than the police station and the Constabulary have transferred the necessary resources to the YOS to enable this. In addition to claims that savings across the criminal justice system can be achieved other benefits quoted relate to greater consistency of decision making and large numbers of young people removed from police processes.

7. Conclusion

- 7.1. Initial findings for the first 19 months of the pilot suggest that Triage continues to contribute to a reduction in the number of First Time Entrants for Suffolk and a reduction in Re-offending rates, compared with young people receiving formal out of court disposals.
- 7.2. A greater number of young people have now undergone Challenge 4 Change interventions and the scheme has been running for an additional 7 months since the last report was presented, this adds confidence to these statements. However, as with any measure of re-offending rates it is usual practice to take a cohort of young people over a 12 month period and then track these for any further offending for a further 12 months and it will only be possible to do this in March 2014.