

TAYSIDE COMMUNITY JUSTICE AUTHORITY

Meeting: Tayside Community Justice Authority – July 2014

Title: Tayside Intensive Support Service (TISS) (Persistent Offenders Project)

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Abstract

This report provides an update in relation to a project for persistent offenders which are being trialled in Tayside. The report describes developments during the first sixteen months of the operational project.

1.0 Recommendation

1.1 It is recommended that the Authority notes the content of this report.

2.0 Background and Developments - Perth

In August 2012 the Tayside Community Justice Authority (CJA) facilitated a meeting between Legacy Tayside Police and Criminal Justice Social Work personnel from across Tayside with representatives from the Glasgow Persistent Offenders Project (POP). POP staff shared their joint work processes between Addiction Services and Police (Legacy Strathclyde Police); in order to assist offenders who are in crisis to access treatment to start the Recovery journey. In particular those whose persistent offending behaviour had a link to their addiction to illegal drugs and or alcohol. The POP analysis was an attractive benchmark as it indicated that for every £1 invested in this type of approach there had been a saving of £14.

Part of the developing process for TISS will be to revisit the Glasgow evaluation on the 'spend to save' evaluation calculation to ascertain whether this could also be shown for the TISS.

It was subsequently agreed by the Tayside CJA Board, that a trial 'Persistent Offender' scheme should commence initially in the Perth area, thereafter potentially rolled out in Angus and Dundee.

With this in mind, an overarching objective was agreed across Tayside CJA: "Reduce the harm caused to Communities by persistent offenders".

Legacy Tayside Police amalgamated with the other Scottish Forces into Police Scotland on 01/04/2013. This itself necessitated considerable structural and personnel changes internally however the project continued to be delivered albeit there have been several changes with senior officers who were initially involved in the project.

During 2013, the initial plan changed and Angus and Dundee areas began preparatory work in relation to delivering a similar service in these areas. As the demographic areas are all different, each of the 3 areas drew up their own set of outcomes and performance indicators.
(See appendix 1 – list of 3 Logic models for Perth, Angus and Dundee)

Process maps were also designed which had slight variations in line with current practices in each of these areas.
(See appendix 2 – list of 3 process maps)

The service itself consists of an approach to the client whilst in custody prior to the first court appearance, voluntary sign up, an assessment of multiple and complex needs of the clients in an area of soft outcomes. The service is seen as the start of the journey for a client using a problem solving approach towards stability at a period of crisis to reduce the likelihood of re – offending.

2.1 Criteria

Initially the criteria set out for the Perth trial reflected the POP criteria.

- 6 or more crimes within the previous 12 months
- Over 16
- Criminality linked to their illegal drug use and or alcohol use
- Living in Perth City

The numbers of individuals eligible for support through custody were relatively low. This was partly down to the fact that persons who met the criteria were already on a Community Payback Order which gave them some access to support or they were open to Voluntary throughcare on their release from HMP Perth. The steering group made a decision that this should be reviewed on a case by case basis. This has however impacted on the number of potential clients eligible for intervention.

Although the numbers of people coming through the agreed process was low, the full time staff commitment to a new partnership service was such that it meant that the start up numbers were manageable.

The steering group, advised that the criteria should be re-visited. The Current criteria which is being applied is 3 or more crimes in the last 6 months, over 18 residing in Perth, offending linked to their substance mis-use. As part of re-visiting eligibility criteria, geographical area should also be considered. Currently the service is only offered to Perth residents. As there is potentially a move to locality based service delivery among partner agencies perhaps TISS could also be part of this service delivery change.

Critically there should be no boundaries to the provision of service. Whilst, it is acknowledged that there has been no official evaluation as yet, the service should aim to target the right individual at the right time in order to work towards the overarching aim of the service.

For a variety of reasons, co-location has not yet taken place, however moving forward it is anticipated that this will happen imminently. The IT workload within Police Scotland has held the progress up.

2.2 Staffing

Staffing consisted of: 2 Police Constables, a Police Sergeant (dedicated to this full time covering all 3 areas), a Tayside Arrest Referral worker (TARS) (Action for Children AFC) who spent her time between TARS and TISS work. CJS input consisted of joint management responsibilities, Para professionals providing some hours as and when required, administrative assistance and research / information staff all on a cost neutral basis.

2.3 Local governance

The steering group last met in March 2014. At that time, the joint chair was handed over due to staff moving on. A direct link with Perth DAAT and TSMS was also established allowing a same day referral into the duty team for an initial assessment. This sharing of information at a critical time of referral is allowing a smooth progression into treatment for those who engage. The steering group were committed to revisiting criteria eligibility to ensure that the correct group were offered this intervention service. Co-location is still work in progress. In the near future, it is anticipated that the 2 Police officers will have a room within the Community Safety Department in St. Martins House, Perth.

2.4 Transport

£1000 funding for transport was secured for 2014 – 2015 through a bid to the CJA. This is not a future guaranteed funding stream. Moving forward the steering group will need to provide guidance on how they see this resolved. Sponsorship was considered but no company has offered this to date. This area has not been exhausted and could be re-visited. AFC staff have access to a car and the Police have access to an electric car on an ad-hoc basis, which is suitable for commuting around Perth but if the geographical area is expanded would not be suitable. Access to a vehicle is a necessity in this area of work.

3.0 Developments – Angus (Arbroath)

Arbroath TISS went live on 4 November 2013. No co-location was ever progressed within Arbroath. Preparatory work was done prior to the go – live date to ensure that where possible partner agencies both statutory and voluntary would have an understanding of the role of TISS.

3.1 Criteria

Criteria has remained constant: aged over 18 residing in Arbroath, 3 or more offence episodes in the last 12 months, offending apparently linked to their substance misuse.

Arbroath Sheriff Court is now closed and all business is now being dealt with at Forfar Sheriff Court. This does impact on the service as it was only Arbroath based. Potentially some of the team's time may be spent up in Forfar so it perhaps makes sense to revisit the geographical area of the criteria.

There have been a few deviations to this, namely a MATAC domestic abuse referral and some clients who were on a high tariff structured deferred sentence. There have been over 100 individuals who have met the criminal and substance misuse elements of the criteria but due to the location of residence they have not been eligible for the service. This is a matter for the steering group.

3.2 Staffing

The team was initially set up with a full time Police Sergeant (covering all 3 areas), 1 full time police officer, an Arrest referral worker (TARS AFC) who spent his time between TARS and TISS. CJS input consisted of joint management responsibilities, para professionals providing 2 days per week additional to their own case load. Research / information staff member also providing support on a cost neutral basis.

Administration support could not be provided by CJSW due to volume of work and lack of staff. A successful bid was made to Angus ADP to finance this area of work. £6000 was awarded to TISS Arbroath to provide this for a year. This is not a guaranteed recurring source of funding.

Due to re-deployment, an additional Police Officer has been seconded to the team. This has provided some resilience but the commitment to this is only temporary and will be revised on the presentation of some evaluation.

3.3 Local Governance

The Chair of the steering group has changed due to staff changes. The Steering group has been meeting quarterly. There is good support around the table with an established links to the ADBBV team and TSMS. A member of this team now attends TISS fortnightly client reviews. Scrutiny of the case load is provided on a monthly basis through CJSW team leader and Police Scotland.

3.4 Transport

The service commenced with only vehicle access being through AFC transport. A successful bid to the CJA for funding resulted in £1000 being awarded. This is not exhaustive and is due to run out shortly. AFC have access to a car some of the week which assists with transport arrangements. This limits who can drive the vehicle as each area are driving under their organisational vehicle insurance. The steering group need to advise on how this is to be progressed.

4.0 Developments – Dundee

Dundee TISS commenced on 10 February 2014. Co –location was to occur within Friarfield House. Suitable accommodation has been identified, however due to the potential increased demand on the Police IT network, it is anticipated that the IT performance will suffer so Police Scotland has not authorised this IT work to be carried out. This has been escalated to the local area Superintendent.

4.1 Criteria

The criteria was initially: over 18 males residing in Dundee whose offending was linked to their substance misuse and having committed 10 or more offence episodes in 12 months. The reality of this high tariff eligibility criteria meant that people who did meet this criteria were being sentenced to a custodial period straight from Court or were deferred for sentence on remand. Therefore no TISS intervention could be offered.

It was decided at the steering group that the criteria would be re-visited. The next set of criteria which was decided upon was 10 crimes in 6 months. Again, the numbers of custodies who met this criteria was very low.

A meeting was then set up to revisit this. CJSW and Police Scotland met with Eric Knox from TCA who gave some guidance in relation to setting criteria. As a result of this, the criteria was amended to reflect the following:

Males aged 16 and above, Living in Dundee, Substance mis-use apparent

If the above are applicable then move to the next stage in criteria

b) Criminality: Over 3 crimes in 6 months (this could then evidence persistency)
Presence of Police Intelligence to suggest that the person is committing crimes / abusing illegal substances would also add weight to this

c) Presence of Risk Factors

Lack of suitable accommodation

Not currently in treatment

Not in employment

Not currently receiving benefits

Not currently open to Social Work

The presence of 3 or more of the above would move the priority up for offering the service.

TISS are currently liaising with CJSW Team leader from the Women's team at Friarfield House, Dundee in relation to Women offenders. It has been agreed that women who meet the above criteria, will be offered TISS and that if this service is accepted then a worker from the Women's team will be the lead for the woman and TISS staff would be the co-worker. Initially this will be for a 3 month period.

4.2 Staffing

Staffing consists of 1 full time Police Sergeant (covering the 3 areas), 2 Police officers dedicated to this area of work, 2 Criminal Justice Social Workers, a para-professional assigned to the team, 2 arrest referral workers carrying out TARS and TISS duties. There is also capacity to utilise the TARS assistant worker. There is joint management from CJS team leader and Police Sergeant. Administration support is provided through CJSW staff along with evaluation work provided through CJSW research and information officer. This is all done on a cost neutral basis.

Police and AFC staff are currently providing 4 hours cumulative, twice a week as part of the ADP test of change process. Dundee ADP has recently run an Improvement Event looking at drug and alcohol service delivery across Dundee. As a result a number of workstream's have been set up, one of which is the Albert Street Pharmacy, test of change. Services both statutory and voluntary have committed staff time to this workstream through Lead Officers in these organisations. It is proposed that at certain times of the week, a worker will be based at the Pharmacy to engage and work with individuals to progress with their recovery care-plans (if they already have such plans) or develop a plan.

The aim will also be to ensure that those individuals accessing a service through the Community Pharmacy are encouraged and supported to address other issues in their lives. Using the Outcomes Star tool, the worker will conduct a comprehensive assessment of people's needs, considering issues including:

- Parenting support
- Housing
- Family relationships
- Health / well being
- Welfare
- Employability

It is unknown at present how long this will continue for.

4.3 Local Governance

The Steering Group are meeting every 6 weeks where strategic scrutiny is provided. Steven Dalton ADP lead officer has recently been invited to join the steering group. The role of the TISS worker and service delivery provided fit's in with the vision that the ADP has for Dundee following the IE into the review of drug services.

The ADP are looking to develop the role of support and contact workers; working across departmental silo boundaries.

4.4 Transport

A successful bid to the CJA for funding resulted in £1000 being awarded. This is not exhaustive with just over half the budget been used. AFC staff have access to a pool vehicle for 2 afternoons per week and can use their own vehicles as and when required. This limits delivery as AFC and Police can only utilise their own vehicles under their organisational insurance.

This is something that the local steering group will need to advise upon.

5.0 Evaluation

The statistical analysis from Perth confirms that more scrutiny is required in relation to the data gathered to date. This should help inform the decision regarding the change in criteria for Perth. This work is not yet complete.

No evaluation is yet available from Angus. The Research and Information officer from Angus CJSW is leaving the post and a replacement is not in place. It is unknown when this is likely to happen. There is work on-going in relation to capturing information from the case notes which will reflect the logic model. Due to work commitments and abstractions from Police Scotland this work will not be available for a short time.

No evaluation is available for Dundee. The Research and Information officer is moving to another role but it is anticipated that some of her time will be available to provide some analytical evaluation on the TISS data. The work is currently on-going with the Police officers and administration staff from CJSW to pull together a workbook to capture data.

One of the main challenges, has been pulling together a reporting mechanism which covers the 3 areas, all of which are different. Police staff require access to all the information and it has been agreed that CJSW staff need access for SER preparation and as such this has taken time to develop. Administration support in relation to these processes has had to evolve also and this along with IT system challenges has been the main cause of the lack of evaluation to date.

In Perth and Angus, the tool being used to measure progress on an individual basis is Richter. Staff in these areas have been trained in this which is a licensed product. However, feedback from Police staff in relation to this suggests that this is proving difficult with some of the more chaotic clients. It is challenging to carry this process out as some clients are unable to commit their concentration to the time required to complete this. Some of the phraseology is difficult for them to understand. This will be reflected in the evaluation for Perth.

Across Tayside, the 3 areas have had different commencement dates, therefore the hard evidence of effecting change is not yet available. The evaluation report on POP covered November 2006 – March 2008.

The main measure for TISS is a reduction in offending; the other data and

and tools such as Richter and Outcome star are indicators of personal change however the measurement of reducing offending is the main pointer to success. Reporting on re-offending rates before and after intervention, in addition to a control sample (those offered but declined) may be the best measure or indicator of change.

Currently, the framework is being developed to capture data on offending behaviour. The number of previous convictions with a year time – frame pre TISS intervention is being counted and a year post TISS exit. It is understood that any offending during interventions is looked at as a ‘pseudo conviction’ as the individual has not had the full benefit of the intervention. Crimes recorded on Police systems are also being counted as this could be looked upon from an organisational Police perspective as a cost effective process. This can also evidence persistency as some of the crimes recorded do not end up as convictions. This is perhaps something that the CJA can give guidance on. Perth steering group will now be in a position to look at this area as they are a year down the line now with the service delivery. Angus will be in a position to re-visit this and report back from November 2014 and Dundee likewise from February 2015.

Perth Statistics

Are being looked at early Sep and a report will be sent out.

Dundee Statistics

60 persons have met the criteria but have refused the service. Some of which then accepted on being approached later.

41 have accepted the service.

Out of the 41:-

13 have been exited for a variety of reasons such as did not want to work with Police, issues addressed, enough support through CJS already in place, open to mentoring for men and lack of engagement.

14 are within HMP (some of which accepted service but went on to remand for reports – some are serving a sentence and will be picked up on CRP)

13 are open

1 deceased

Angus Statistics

Total Signed up : 27

Exited : 18 (5 for non engagement, 7 prison, 6 outcomes met)

Open : 8

Deceased : 1

Re-engaged : 2

Qualify for criminal offending but not geographically (Live outwith Arbroath)
: 139

6.0 Development Day

It has been agreed that a Tayside wide development day will take place. This will allow sharing of best practises across the 3 areas, revisiting processes and firming up on delivery of the service.

The CJA will facilitate this; AFC will take the lead in relation to preparatory work for the day supported by Police Scotland. Staff will be consulted prior to the event which is to take place on Tuesday 9th September 2014 to ascertain what topics if any that should be included.

7.0 Staff Resilience

Police Scotland has dedicated 1 full time Police Sergeant, 6 Police constables who perform this role on a full time basis. However, they can be called upon to carry out other duties as and when directed. They are not ring-fenced. AFC staff across Tayside is carrying out their TARS work alongside TISS work. Criminal Justice Social Work has committed staff time from Para-professionals across the 3 areas. Perth CJSW also assists with administrative duties as have Dundee CJSW. All 3 areas of CJSW have committed staff time to evaluation of the service. Dundee CJSW have also assigned 2 Social workers to the team which is currently being reviewed. All 3 areas are providing leadership support at team leader / sergeant level.

AFC staff are able to deploy staff across Tayside to cover for absences. However, from CJSW and Police Scotland there is no current resilience for staff absences. This does have an impact on the delivery of the service.

8.0 Challenges

Not having co – location, IT compatibility and all staff being able to access ‘a separate system’ has proved challenging. As the lead, Police Scotland have looked to develop documents which allow data to be captured across the 3 areas or adapt current paper work to ensure that data is recorded efficiently and effective evaluation can be carried out. Whilst this is work in progress, the time which has been taken up on this has impacted on other areas of the project delivery.

9.0 Referrals

Police Scotland LPA Commanders have local priorities around keeping people safe. One of the tactics potentially open to them locally would be to ask the TISS team to manage identified people who are deemed a risk to either themselves or identified victims. The current process of cell intervention does not lend itself to incorporate other referral routes. This is something for the steering groups to

consider; whether or not to allow an alternative referral process. Whilst it is recognised that statutory partners may also have responsibility for these referrals, some joint working would allow Police Scotland to manage the risk that the individual may cause. CJSW in all areas are also looking to incorporate TISS interventions on an individual basis.

10.0 SPS

10.1 HMP Perth

Due to the presence of SPS staff on the Steering groups across the 3 areas, very good links have been made between TISS and HMP Perth/NHS staff in prison. Current processes will be scrutinised with the Throughcare Manager to ensure the current practises are working as efficiently as possible. The processes which have been put in place will hopefully augment the current CRP for Dundee.

In Angus, there is no formal agreement for the TISS clients on their release from prison, however TISS clients will be encouraged to engage with throughcare on their route out of prison or have TISS involvement.

In Perth, clients are not being offered TISS intervention on their route out of prison, voluntary throughcare is on offer.

10.2 Cornton Vale

Initially links were made there but now that TISS is linking in with the Womens Teams in Dundee and Angus this area may need re-visited.

10.3 HMP Polmont

Links have been made with the Throughcare Manager and there is potential to link in with the route out of prison.

11.0 Consultation

The report has been formulated in consultation with Police Scotland, Angus CJS, ,Perth CJS, Dundee CJS and Action for Children.

12.0 Financial/Resource Implications

There is no separate budget for this work and each of the main partners is absorbing any training / cost implications from their existing budgets. Two funding bids on top of this were successful; £6000 Angus ADP for administration costs and £3000 CJA for transport costs. This is not guaranteed recurring funding.

13.0 Strategic Objectives

By focusing intensive interventions on those individuals deemed to be 'persistent' offenders', and addressing their specific needs, it is expected that the strategic

objective of 'reducing the harm caused to communities by persistent offenders' will be achieved in the long term. In the medium term, people's lives will be enhanced through addressing areas of their lives which attributed to their offending. This is highlighted in the logic model covering outcomes and performance indicators. (See appendix 1)

14.0 Conclusion

This report reflects; 17 months of the service in Perth, 9 months service delivery in Angus and nearly 7 months in Dundee. Much has been achieved in a relatively short run in period, along with service delivery pan Tayside.

Effective communication and partnership work is evident in all three areas and Police Scotland looking at prevention of crime from a different perspective is allowing the drive to tackle offending in an innovative and problem solving way.

15.0 Appendix 1 Case Studies

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Appendix 1 – TISS Case Studies

Dundee Case Study 1

Mr X is a 36 year old male who was released from Prison after serving a 7 and a half year sentence for an Armed Robbery. Father of Mr X died in prison from a suspected drugs overdose. Mother of X herself served time in prison for various offences and now resides outwith Dundee. 2 siblings both known to services and 1 is also incarcerated.

Mr X first offence on CHS was at aged 9. Mr X spent time in Rossie School and other establishments as a young person. A check of prison systems showed that Mr X has served 16.67 years in adult prison. The majority of the offences have been dishonesty type offences, road traffic and offensive weapons / knife.

Mr X has 3 pending cases and was out on bail.

Mr X agreed to work with TISS staff but the very nature of the male dictated that from a Police perspective he was identified as a prolific offender. As such, he agreed to be seen every day. Initially Mr X was very chaotic and was quite clearly using illicit drugs on top of his 100 ml of methadone. TISS were able to get Mr X into Eastport House, Dundee which provided some support and structure. He stayed out overnight from the hostel during this initial period and received a warning. Mr X had not got his JSA claim in place prior to leaving prison and as such had no money from this. Mr X's mother was providing lump cash sums to him, which he was spending as soon as he was getting it. Mr X worked with the TISS team to progress a JSA claim which was put into place along with a PIP claim. This itself was not without challenges that the professionals in the team were also up against in order to progress the JSA claim. Mr X was also provided with a recognised form of ID.

Staff at the hostel were happy enough that Mr X was adhering to the conditions of residency latterly and PS Forrester was during the daily visits working on offence focussed behaviour. This was a massive task as for his whole life Mr X knew no boundaries. This was starting to show a change in attitude slowly however an incident occurred which resulted in Mr X being arrested. He pled guilty and was sentenced to 8 months.

Mr X has been visited in prison and is still keen to engage with TISS on his release. The visits are continuing throughout the sentence. TISS shared information with SPS, CJSW and NHS through the information sharing system put in place with HMP Perth. NHS staff initially stated that Mr X had chosen not to see staff outwith his methadone prescribing, however this has been discussed with Mr X and he was going to see the staff as requested. Also Mr X is being encouraged to start focussing on filling his day whilst in prison and not just lying in his cell.

It is anticipated that when the time comes, Mr X will be taken on through resettlement and brought out of prison back into the Community.

Dundee Case Study 2

Case Study. Below is an extract from a recent Court Report highlighting the support TISS are providing and the outcomes achieved thus far.

“Mr A was released from prison in March 2014 and has worked with TISS. He has demonstrated an excellent level of commitment to engage with support to make positive changes to his circumstances. Mr H has received a high level of support from the TISS and he has built up good relationships with the support staff from this project, seeing them at least twice a week.

Since his release Mr A has taken steps to address his rent arrears and to resolve issues with his benefits. It should be recognised that to actually take steps to deal with issues like these is quite out of character for him and it is reflective of his positive attitude and engagement with services since his release. In the past he would not attend to issues such as these and they would cause him such anxiety he would use diazepam to excess and commit offences, in the knowledge that this behaviour would lead to his imprisonment.

Mr A presents in a much improved physical and mental state in comparison to previous occasions I have encountered him. He has a positive state of mind and stated that for the first time in years he does not want to go back to prison because he feels he has the chance of making a life for himself in the community”.