

Evaluation of The Call In project Bristol

FINAL REPORT

Frank Warburton Consultancy

The Call In aims to empower young people to be the best versions of themselves

a future with less hurdles

*When children say what they want to be when they grow up they never say they want to be
a criminal*

It's a really brave and forward-thinking approach

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Executive Summary

This report comprises a qualitative review and an impact analysis of the The Call In Project operating in East Central Bristol. The project is a deferred prosecution scheme which offers young people from the Bristol East Central area a programme of support, mentoring, signposting to Education, Employment and Training (EET) opportunities and pro-social activities, workshops and group sessions. The programme lasts for 6 months for a cohort of young people, which has varied between 9 and three young persons, who are released under Investigation by the Police for the duration of the programme and if it is completed no further action is taken and the Crown Prosecution Service (CPS) is not approached for a charging decision.

This evaluation has: looked at background research in the key areas covering The Call In's operation; reviewed project operational documentation including exit interviews with programme graduates for cohorts 3 and 4 during 2021; looked at background information about Bristol including support programmes for vulnerable young people in the area; reviewed previous evaluations and reviews of the pilot phase of the project; conducted interviews with key stakeholders who have an association with the project and piloted a questionnaire for peer interviews of young people by mentors. The report presents findings from the material generated and updates of quantitative data presentations. The pandemic has had an impact on The Call In making the delivery of programme significantly more difficult and has made aspects of the evaluation difficult as well.

The Call In project was set up in February 2019 and is managed by Golden Key¹. It is due to come to the end of its current funding in March 2022. It is currently a joint initiative with Avon and Somerset Constabulary, the Office of the Avon and Somerset Police and Crime Commissioner and Bristol City Council. It was established in the light of growing concerns about the level of drug-related offending and youth crime in East Central Bristol. The Call In is also both a response to the Lammy Review (2017)² highlighting the problem of over-representation of Black, Asian and Minoritised individuals in the Criminal Justice System and to the experience of the police neighbourhood team in engaging with Black, Asian and minoritised young people in East Central Bristol.

Core elements of the programme

- An agreement with the Police to defer a prosecution for six months whilst a young person between 16 and 21 years old attends The Call In programme.
- Cases are referred by the police and where the young person is under 18 are approved by the Bristol Youth Offending Team (YOT), Out of Court Disposal Panel (OCDP).
- Support from project staff, helping young people work toward their aspirations and the transition to being adults, specifically taking advantage of education, training and employment opportunities and addressing health and self-esteem issues
- Support from mentors recruited from the Bristol East community and assigned to individual participants.

- Engagement in a range of activities, workshops and group sessions available from a range of providers including those from the local community, Black led businesses and with those with cultural competence.
- Assistance with careers advice and signposting of education training and employment
- Four review panels to assess the young person's progress with the programme
- Support from a modest personalisation fund to help meet aspirations and unblock problems that require funding and is not otherwise available.

Data review

Consolidated data comprising the cohorts from 2021 and 2022 show that:

- the age breakdown on entry to The Call In programme overall 20 out of 31 candidates were 18 or over which has been the more problematic age group in terms of finding beneficial EET pathways and the breakdown of ethnicity indicates that the strong focus on support for Black and minoritised young people is being maintained.
- Data for subsequent cohorts on completions indicates an equivalent rate to that reviewed in October 2019 by Golden Key for the pilot phase
- Data taken from Star Outcome initial self-assessments completed by 15 young people indicate the range and complexity of the challenges facing them. The most prevalent challenge recognised by participants was drug and alcohol misuse.

Evidence assessment

The evidence assessment gives strong indications that The Call In project should be a very promising programme. Its design is based fundamentally on two programmes, Highpoint and Operation Turning Point which have had high quality evaluations indicating strong evidence of effectiveness. However, like so many initiatives based on temporary funding and with relatively low numbers engaged with the programme so far, it is not possible to carry out an evaluation which can provide strong quantitative evidence of effectiveness in research terms.

In terms of the evidence base for the key interventions within The Call In programme it is not possible to assess how far the evidence on specific types of intervention holds up within the context of The Call In programme and its specific mix of interventions but taken separately there is good evidence of the benefits of:

- Sporting and leisure activities
- Mentoring
- Good relationships built as part of an intervention between young people, staff, mentors, community representatives and the police.
- A focus on the developmental needs of young adults.

Stakeholder interviews

Video interviews have been held with 18 stakeholders including project staff, mentors, providers of workshops and activities and representatives of Bristol City Council, the Office of the Police and Crime Commissioner and Avon and Somerset Police. One return was based on

written answers to the questionnaire framework and followed by a phone call. The results of the stakeholders interviews has provided a rich commentary on aspects of The Call In.

The information provided by staff and mentors, in particular, gives a rich account of the relationships with young people and the circumstances under which they appear to make key decisions about change and their future.

Young person's interviews

The Call In made available 17 exit interviews from previously completed exit forms from the most recent cohort. Also made available were 3 peer led interviews and 4 interviews with young people carried out by mentors all based on a bespoke questionnaire. Observations of 6 panel sessions also took place. The results gave some indications of where teachable moments had developed within The Call In Programme.

Conclusions

The Call In has now been running for 3 years. In that time it has assisted over 30 young people, predominantly from Black, Asian and minoritised backgrounds, to take advantage of a deferred prosecution to identify and work towards their aspirations and become better versions of themselves. It has won the support of a range of stakeholders who are firmly supportive of the principles behind the approach – a second chance and an investment in young people to gain future benefits for themselves and for society while also addressing the over-representation of Black, Asian and minoritised young people in the criminal justice system.

The Call In is a relatively small and has been a well-resourced project. It is promising in that its project design is based on tried and tested interventions and practices for which there is a firm evidence base including the deferred prosecution element, the activities programme, and the focus on accessing EET. It has shown in its delivery that it meets the standard of many key elements in effective practice. Its USP is described as being the staff and mentor group with their roots in the local community.

The dynamic relationship between the local community and The Call In cannot be underestimated. Diverse community initiatives play a vital role in ensuring a broad range of stimulating experiences for The Call In participants. In its turn The Call In supports and engages with local initiative underlining that what is good for the participants can also contribute to local enterprise.

Avon and Somerset Police have benefitted from The Call In. In setting the project up they found new ways to work with the local community and specifically Black and minoritised communities. The engagement of the Police in running and joining in some of the project activities has enabled a positive change in perceptions between them and the young people. One of the outcomes of The Call In from the police perspective has been that relationships with young people on the street in East Central Bristol have been improved with potentially problematic incidents being diffused with the assistance of The Call In graduates.

The Panels are an example of how stakeholders comprising The Call In partnership including staff, mentors, community representatives and the police own the benefits of the programme. They work to reinforce and build on the impacts of all aspects including leisure activities, personal development workshops, interactions with staff and mentors, EET support and so on.

The power of having a custodial sentence hanging over the young people but not admitting the offence means that it doesn't become the core of the interaction with the project. So the focus can be on young people making progress with their lives. This is particularly significant for young Black, Asian and minoritised young people who are less likely to admit offences and therefore are disproportionately under-represented on police diversion programmes as these require an admission of guilt.³

The support that young people get in terms of education, employment and training up to the age of 18 is much appreciated by the young people. For those over 18 there is concern that accessing opportunities becomes much more difficult and that more could be done to enable pathways into EET for that age group. The input from BCC is fragile to the extent that it can be affected by long-term staff sickness and team capacity.

The qualitative data about the young people and their experiences on the Call-In suggest that there are many teachable moments that occur within the programme and each component can provide opportunities where young people get the point of the project and begin to take advantage of what is on offer. In some ways the different components of the programme support each other in an entourage effect, enhancing a learning environment where the young people can enable change in their lives and aspirations.

An updated cost analysis of The Call In reinforces earlier cost exercises in previous evaluations demonstrating that the programme is a much more cost effective response to offending by young people than prosecution and imprisonment and with a better chance of lasting reductions in re-offending.

It was agreed by many stakeholders that if the project was to be replicated in other parts of Bristol it would have to be based around a staff and mentor group with equivalent roots in the local community to The Call In. It also would have to deliver the 'cultural competence' in interacting with local young people and there would have to be a core group in each community sympathetic to the aims of The Call In and representing key agencies and community interests.

As The Call In project has developed it has established links and working arrangements with the services which have more of an overarching role for young people who offend across Bristol. So the cases of young people referred to The Call In are reviewed by the Bristol Out of Court Disposal Panel and both the YOT and the Safer Options service are notified when a young person is breached from The Call In programme. A senior stakeholder review held in 2021 on the future of The Call In it was concluded that there could be better clarity in terms of distinguishing the specific roles of young offender services across the City.

The unique aspects of The Call In appear well recognised by stakeholders but at the time of writing it is not clear whether The Call In will receive continuation funding even though there appears to be a commitment in principle from the 3 main stakeholders – the City Council, The Police and the Office of the Police and Crime Commissioner. One of the difficulties seems to one of scale where possible funding sources require a proposal on a larger scale serving a wider geographical area. If there were changes to fit funding criteria there would be a danger that The Call In would lose its special character in terms of the community links, the roots of staff and mentors in the local community, the relationships with the police neighbourhood and the recognition of all these things by the key group – the young people. This would be regrettable.

Introduction

This is a report of a qualitative review and an impact analysis of The Call In Project. The project is a deferred prosecution scheme which offers young people from the Bristol East Central area a programme of support, mentoring, signposting to Education, Employment and Training (EET) opportunities and pro-social activities, workshops and group sessions. The programme lasts for 6 months for a cohort of young people while charges that the police could make against them are suspended and dropped if the programme is completed successfully. If a young person does not engage with the programme or commits further offences the charges are activated.

This evaluation has: looked at background research in the key areas covering The Call In's operation; reviewed project operational documents including exit interviews with programme graduates for cohorts in 2021; looked at background information about other diversionary, preventive and out of court programmes in Bristol; reviewed previous evaluations and reviews of the pilot phase of the project; conducted interviews with key stakeholders associated with the project, piloted a questionnaire for peer interviews of young people by mentors and observed 6 meetings of The Call In Panel. The report presents findings from the material generated and updates of quantitative data presentations from previous evaluations.

The work of the project has been adversely affected by the pandemic. The need to use video conferencing to carry out one to one meetings, group sessions and panel meetings has limited the strength of the engagement with young people. The pandemic has also affected the evaluation with all interviews and observations being carried out by video link.

I would like to take this opportunity to thank Maya Mate-Kole, mentors and fellow workers at The Call In and at Golden Key and the wider group of colleagues for providing me with data, introductions, information and insights into the workings of The Call In initiative.

About The Call In project

'The Call In project was set up in February 2019 and is managed by Golden Key⁴. It was due to come to the end of its current funding in January 2022 but has been funded to work with a further cohort in 2022 via the government 'ADDER' programme.⁵ It is currently a joint initiative with Avon and Somerset Constabulary, the Office of the Police and Crime Commissioner and Bristol City Council, established in the light of growing concerns about the level of drug-related offending and youth crime in East Central Bristol. The Call In is also both a response to the Lammy Review (2017)⁶ highlighting the problem of over-representation of Black, Asian and Minority Ethnic (BAME) individuals in the Criminal Justice System and to the experience of the police neighbourhood team in engaging with Black, Asian and Minority Ethnic young people in East Central Bristol. The Lammy Report specifically recommends that

The 'deferred prosecution' model pioneered in Operation Turning Point should be rolled out for both adult and youth offenders across England and Wales. The key aspect of the model is that it provides interventions before pleas are entered rather than after⁷

The project was set up after consultation with a wide range of agencies including the Youth Offending Team (YOT), Street2boardroom⁸, Bristol City Council (BCC) – Crime Reduction Team, Bristol Youth concern, Growing Futures⁹, Restore Trust, Golden Key (GK), University of West of England (UWE) and the Crown prosecution Service (CPS). It has been funded by Bristol Police and Crime Commissioner until January 2022 with further funding secured for 2022 from BCC, Avon and Somerset Police and the Office of the Police and Crime Commissioner.

The catchment area for The Call In is the Bristol East Central Area. This is covered by the East Central Bristol Police Neighbourhood Team. Crimes in the area are largely committed by males from Black, Asian and Minority Ethnic (BAME) backgrounds.¹⁰

The Call In is a deferred prosecution project. This entails offering, at the point of arrest, young people who meet the eligibility criteria, the chance to engage with The Call In for six months. Successful completion of The Call In programme will mean that no further action will be taken with the original arrest and the Crown Prosecution Service (CPS) is not approached for a charging decision.

During the deferment, The Call In deploys mentors and case-work support to assist young people referred to the project. Bristol City Council provides advice on education, training and employment opportunities. Also a range of group activities including workshops and sport and recreational opportunities have been made available - many by providers based in the local community. A further supporting component is the contribution of members and leaders of the community in East Central Bristol who are represented on review panel meetings and in some cases have provided opportunities for positive activities. Participants on The Call In programme are also present at review panel meetings.

The Functioning of the project in 2021

Project staff

1. 1 Golden Key Manager
2. 1 Project Manager (up to June 2021)
3. 1 project and support worker (3 days per week in 2021)
4. 4 Mentors (in 2021)
5. 4 assigned police officers from one of the Bristol East Central neighbourhood teams (positions 1 and 2 have been combined)

Core elements of the programme

1. An agreement with the Police to defer a prosecution for six months whilst a young person between 16 and 21 years old attends The Call In programme. Cases where the young person is under 18 are approved by the YOT Out of Court Disposal Panel.
2. Support from project staff in realising aspirations and with the transition to adulthood, specifically, signposting education, training and employment opportunities and addressing health and self-esteem issues.
3. Support from mentors recruited from the Bristol East community and assigned to individual participants. Both staff and mentors have received training including health and safety, introduction to Second Step (an established mental health charity in Bristol, supporting people towards a brighter future and part of the Golden Key partnership), mentalisation, (management of anger in others) and dealing with serious youth conflict. The level of support established in the first cohort is that young people receive on average 45 hours of support over a 6 months programme, two thirds with a mentor and a third with a specialist worker from GK
4. Engagement in a range of activities, workshops and group sessions available from a range of providers. The list of current and recent workshop and activity providers is:
 - Jeffrey Wotherspoon (Ancient Pathways – previously Heroes Journey)
 - Solve: The Centre for Youth Violence and Conflict (Escaping the Trap/ The Call In: Exploring Anger, Rage, Trauma and Mental Health)
 - Babbasa: Life Shop Modules
 - Bristol Drugs Project: Harm Minimisation Workshop
 - ACE: Music Making Workshops
 - Street Doctors: What to do if someone is bleeding? What to do if someone is unconscious?
 - Empire Fighting Chance: 20 week boxing programme
 - Andre Francois: Calisthenics
 - Talking Money: Financial Literacy Workshops
 - Trips: Bowling, Canoeing, Go Karting, Theme Park
 - The Mazi Project (experiences in preparing meals, appreciating food and sustainability)
 - Escape the trap; workshops on teenage relationships
5. Assistance with careers advice and signposting of education training and employment
6. Reports back to 4 review panels

The personalisation fund¹¹

Golden Key has made available a small fund of money (currently approximately £250) for each client they work with. This is used to support aspirations and unblock problems when no other funding sources are available. All of the young people involved in The Call In have had access to this fund and it has been essential in supporting their development as individuals and as a group. Examples of uses include:

- Essential items to enable YP to engage with support and activities e.g. bus passes and mobile phones
- Removing blocks to change e.g. settling unpaid rent arrears
- Supporting health and wellbeing e.g. gym memberships, group social activities (which in turn supports local enterprises)
- Enabling development opportunities e.g. training courses, driving lessons

The Call In Panel¹²

The panel is chaired and supported by Police Officers, with representatives from GK, BCC and a Community Representative. The Panel monitors candidate progress on The Call In over 4 panel meetings (or more if required) per cohort identifying any issues, concerns and requirements for further support. The Panel considers whether a participant's lack of engagement or behaviour necessitates a breach with the final decision to be reached by the Police Chair.

Selection criteria

Offences that qualify individuals for Call In:

- Possession with intent to supply class A and B Drugs
- Concerned in the supply Class A and B
- Possession of an offensive weapon in a public place
- Possess knife blade/sharp pointed article in a public place
- Robbery

Previous convictions that exclude participation:

- Sex offences act 2003
- Offences that fall under Terrorism act 2006
- Offences that fall under Firearms act 1997
- Offences that fall under Murder – common law
- Kidnap – common law
- Offences against the person – GBH and GBH with intent
- Burglary and aggravated burglary

Selection criteria in terms of neighbourhood

- Crimes committed within Bristol East Central

- Residency in Bristol or South Gloucestershire
- Accordingly, the referrals have come predominantly from the one neighbourhood team serving East Central Bristol.

Non-starters

Non starters generally are those who meet the selection criteria but do not start on the project. Examples include those who do not co-operate with the starting requirements of the project and those whose activities represent a reputational risk to the project and a risk to other young people.

Formal stages in The Call In programme

STAGE 1: Call In officers identify suitable candidates using the selection criteria above. They then conduct a PNC check and meet to discuss and review shortlisted candidates, in accordance with any additional intelligence. Officers decide together if candidates are suitable for the Call In.

STAGE 2: Officers contact shortlisted candidates and conduct a home visit offering a place on the Call In and commitment from candidate. If they consent, The referral is then sent to Safer Options for input on what services may be involved and would be appropriate before forwarding to Golden Key to arrange a basic needs assessment. GK Senior Coordinator then visits candidate to conduct a basic needs assessment and to seek signed consent to share information with Bristol City Council, Golden Key and the Police in relation to engagement, attendance and risk.

STAGE 3: First Panel Meeting is held consisting of the following panel members:

- Chair: Police Chief Inspector
- Call In Police Officers
- Community Representative
- GK Senior Coordinator
- BCC - Post 16 Participation Team representative
- GK Mentor
- Candidate
- Candidate guardian and/or legal representative (as required).

Panel members identify their roles to the candidate and the intentions of the Call In, the candidate's status is assessed, and candidate is formally accepted on to the Call In Programme, concluding with contract signing. Progress to be reviewed at a two-month Panel Review meeting.

Following the initial Panel meeting candidates are introduced to their Mentor and GK coordinates the programme of activities, workshops and mentoring for the candidate based on their needs. BCC Post 16 Participation Team Support Worker also works closely with GK and candidates to understand and facilitate development of their aspirations.

STAGE 4: Two and four-month Panel meetings are held to review candidate's progress on the programme identifying any issues, requirements, breaches to identify necessary action and next steps as required.

STAGE 5: Six month and final Panel meeting to review candidate's progress and completion of programme identifying any next steps as required.

Quantifiable data on participants in The Call In programme

Data on participants that can be quantified has been reviewed and is set out in the diagrams below. It covers the age of participants in The Call In Programme, the ethnicity, the proportion who have completed the programme, the offences that triggered participants involvement in the programme and the issues that were identified by young people and acknowledged as needing attention

For some of the figures, it has been possible to consolidate more recent data on participants with data from previous evaluations. Where this has not been possible, data for the cohorts for 2021 with, in some cases 2022, have been used

Figure 1: Consolidated data on age of candidates

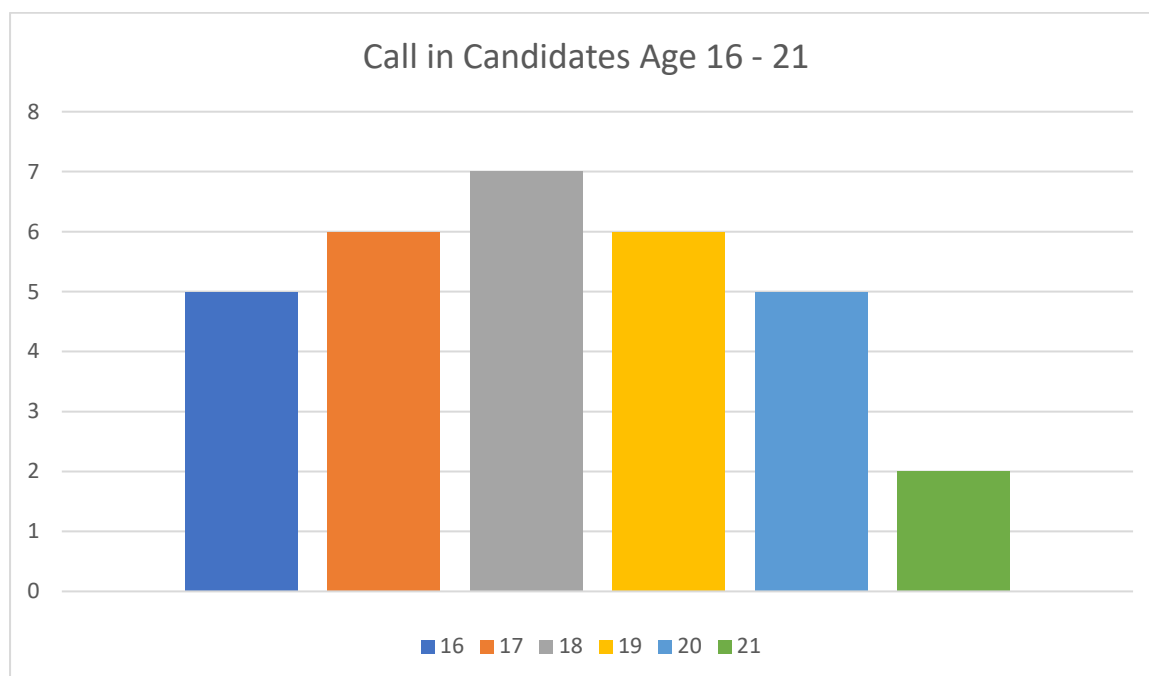


Figure 1 shows consolidated data comprising the cohorts from the pilot phase and subsequent cohorts. The age breakdown on entry to The Call In programme shows that 20 out of 31 candidates were 18 or over which has been the more problematic age group in terms of finding beneficial EET pathways. The distribution by age in this chart compared to earlier evaluations reflects a focus on younger participants in cohorts 4 and 5 (in 2021) where all entrants were 19 or under.

Figure 2: Consolidated data on ethnicity of candidates (total number 31)

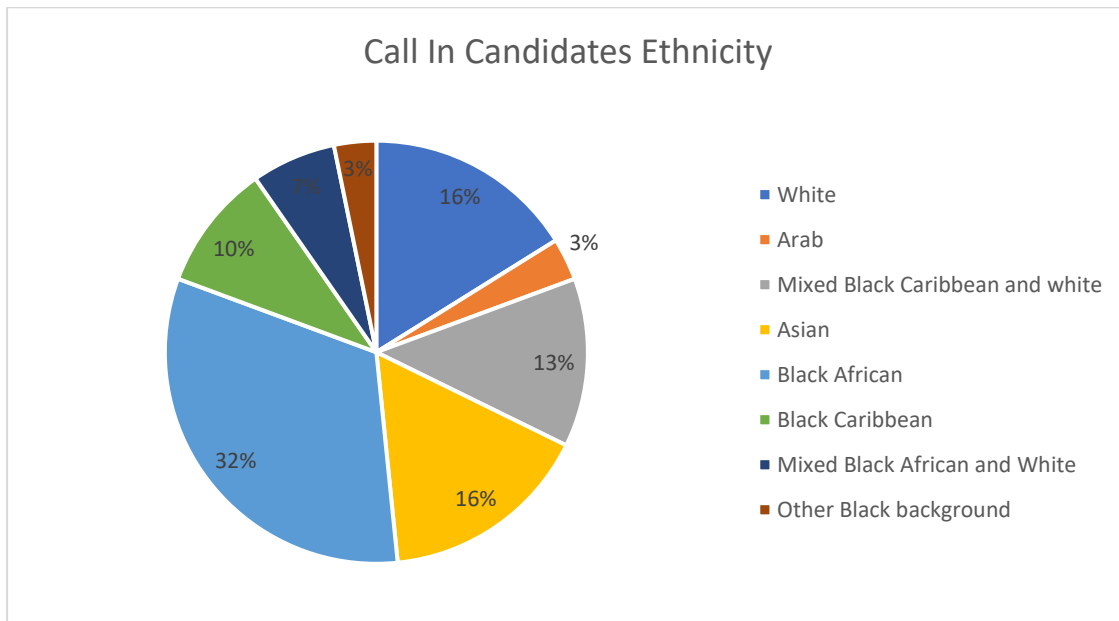


Figure 2 also shows consolidated data for cohorts in the pilot phase and subsequent cohorts. It shows that the strong focus on support young people with BAME backgrounds has been maintained by The Call In and is reflected in police referrals.

Figure 3: Cohorts 3,4 and 5 participant completions

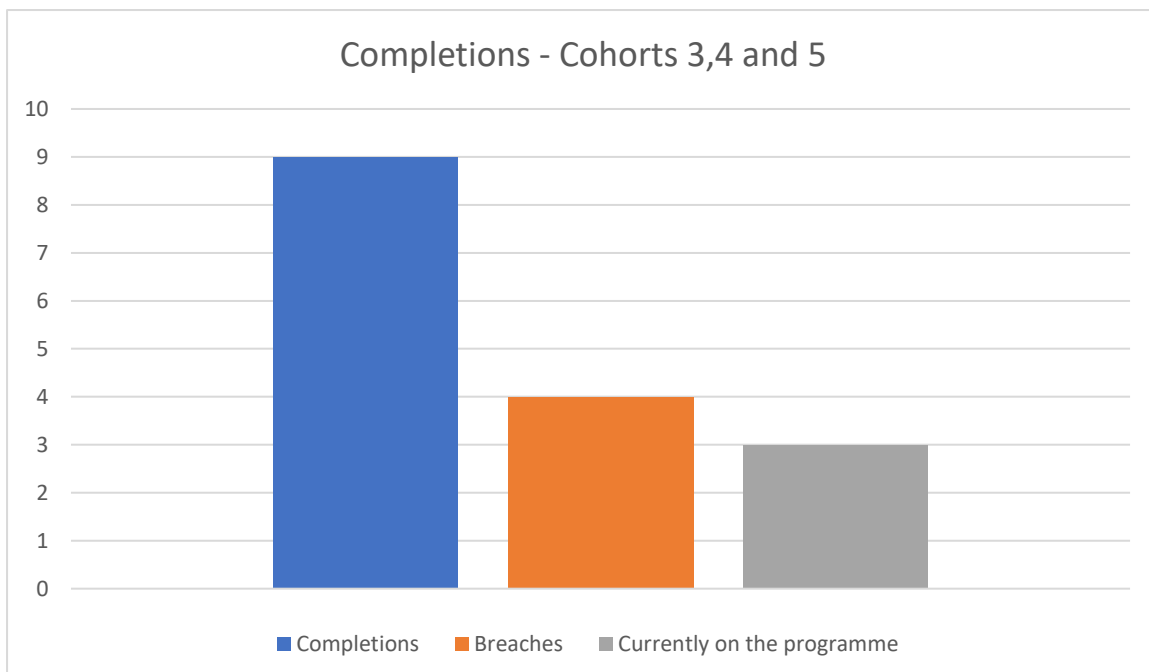
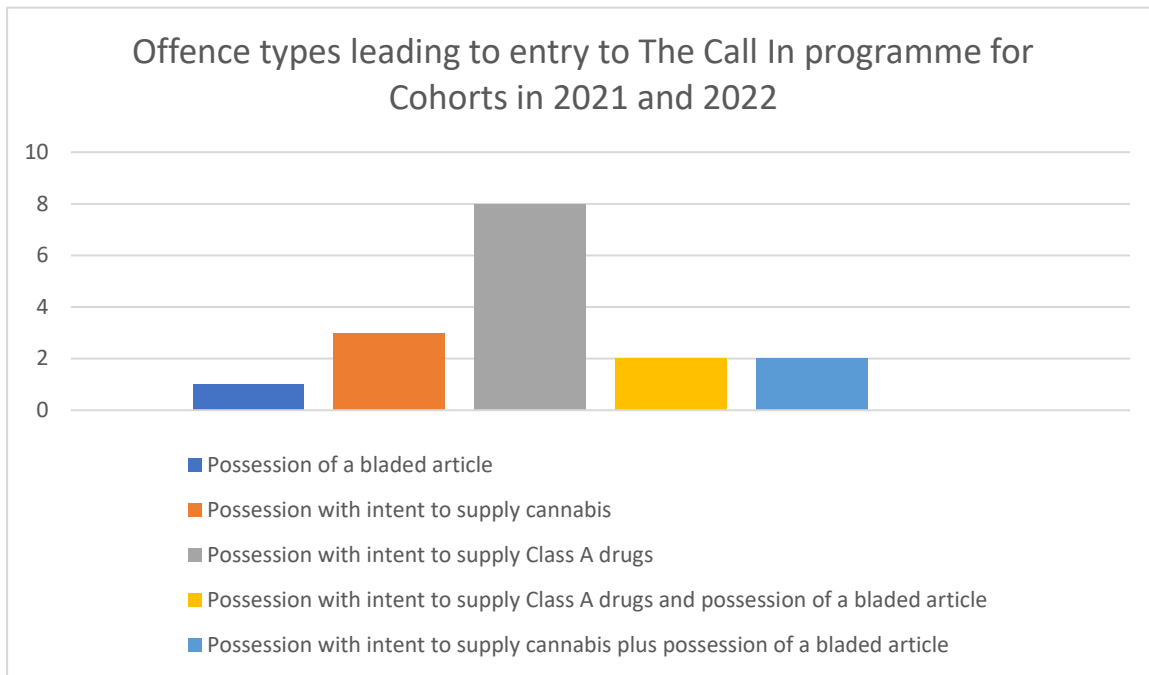


Figure 3 shows the number of successful completions for cohorts 3 and 4 (2021) with Cohort 5 (2022) still currently on the programme. Although the numbers are too small to make strong claims, the proportion of breaches for those completing the programme is roughly

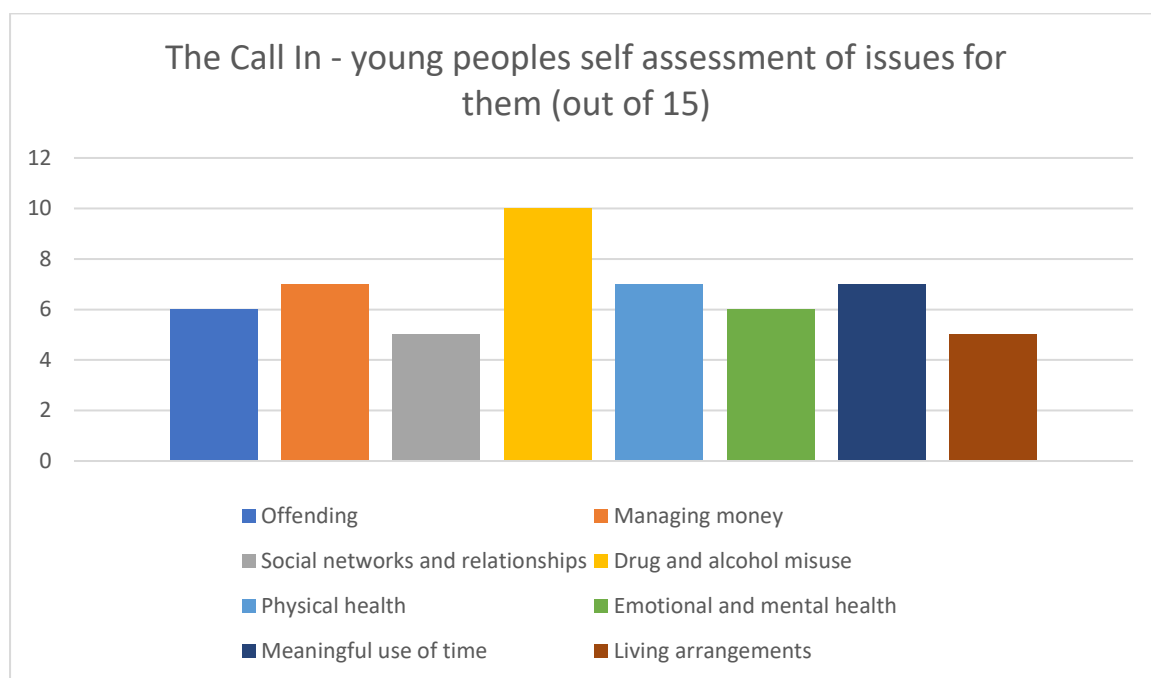
similar for Cohorts 3 and 4 and the earlier participants who were the subject of the Police evaluation in 2019. Also, the 4 breaches in 2021 were all from Cohort 3 when Covid restrictions were tighter.¹³ To establish any credible connection between the severity of the lockdown and the number of breaches, however, would require more detailed analysis.

Figure 4: Offence types leading to entry to The Call In



Although small numbers are involved the offences presenting as leading to The Call In programme are predominantly ones that suggest engagement with illicit drug markets. Drug and alcohol misuse is the challenge most commonly identified by the young people in the group carrying the Outcome Star initial assessment. (see below)

Figure 5: Profiles of the challenges faced by young people on the scheme



The Call In project made use of the Outcome Star¹⁴ system as a way of initially enabling a self assessment of needs and aspirations and a way of tracking progress in addressing these. The numbers where a subsequent or final assessment was available were too small to be able to set out credibly a quantitative analysis of progress in the 10 development areas within the Outcome Star system. However, the initial self-assessments give an indication of the kinds of issues the young people were identifying. The table below gives the numbers out of a total of 15 young people where a score was entered which represented whether an issue was one where the young person acknowledged that they needed some help and or was motivated to address that issue.¹⁵ It shows a complexity of challenges requiring multi-faceted interventions.

The Call In Evidence Assessment

This evidence assessment component of the evaluation examines the evidence base for projects broadly similar in design to The Call In and where available, the evidence base for each of the elements which go to make up The Call In programme.

The quality of the evidence base available in these areas can be extremely variable so in discussing the evidence base 3 broad categories need to be borne in mind, 'strong' evidence, 'moderate' evidence and 'limited or preliminary' evidence.¹⁶

- 'Strong' evidence describes a convincing number (identified by meta analyses) of good quality evaluations with an adequate sample size and with controls or credible comparison groups.
- 'Moderate' evidence describes number of evaluations where some of the characteristics of strong evidence above are present
- 'Limited or preliminary' evidence will be based on evaluations where it has not been possible to carry out the kinds of evaluation in the other categories, is limited to a small number of initiatives and/or where it has not been possible to identify any longer term impacts on the target group apart from immediate outcomes.

It needs to be said at the outset that the majority of evaluations carried out on initiatives in the UK including this one fall into the 'preliminary' category with one or two notable exceptions such as the Turning Point evaluation discussed below. This is in part a consequence of the proliferation of short-term funding initiatives in all aspects of service delivery.

The Call In Programme – areas for evidence assessment

The Call In programme is one of a number of new initiatives which have relatively recently been initiated by the police but combines a number of elements in its programme, some of which have been evaluated separately. These elements include.

1. Deferred prosecution by the Police
2. Provision of Mentors
3. Provision of support workers
4. Provision of leisure and sporting activities
5. Provision of motivational group sessions
6. Financial assistance

Generally, the most robust evaluations of criminal justice projects and broader practices such as mentoring, have been carried out in the USA and provide the surest data about its impact. There needs to be some caution in assuming that the impact of programmes evaluated in the USA will be automatically reproduced in the UK as the context can be significantly different; particularly in terms of the local service delivery landscape.

Deferred prosecution by the Police

Following the Lammy Report and the increasing adoption of problem solving approaches by the Police, diversion from prosecution schemes broadly defined are now an embedded part of police work. A survey of police forces carried out by the National Police Chief's Council in 2018 found that most of them had introduced some kind of diversion from prosecution scheme. On average, four such schemes had been introduced per police force. The majority of these have been drug diversion schemes.¹⁷

A number of meta-analysis studies (eg the Centre for Justice Innovation) which have included a consideration of the Operation Turning Point scheme in the West Midlands, considered in more detail below, have identified positive outcomes for diversion from prosecution projects for adults. These include:

There is strong evidence internationally, and moderate evidence from the UK, that pre-court diversion reduces reoffending; (compared to prosecution).

There is moderate evidence that pre-court diversion reduces the costs to the criminal justice system; There is promising evidence on the impact of pre-court diversion on victim satisfaction;¹⁸

An issue with this literature review is that it is based on a definition of diversion from prosecution which includes alternatives to court such as cautions which still lead to a criminal record. An important feature of deferred prosecution schemes that the Lammy Report recommends is that successful completion of the project leads to charges being dropped and no criminal record. From the evidence reviews that have taken place it has not been possible to isolate any potential effects from this particular element in the design of a diversion scheme.

Also, not having to admit guilt is a feature of a number of the newer diversion from prosecution schemes for example the Checkpoint drug diversion scheme¹⁹ and the Chance for Change Pilots. This provides an opportunity address racial inequalities stemming from a lack of trust in the justice system amongst BAME defendants, who are more likely to plead not guilty and so face more punitive outcomes.²⁰

A number of diversion schemes were examined by the Police before setting up the project. Those where evaluation data has been found out included:

- High Point (USA)
- Operation Turning Point (Wes Midlands, UK)
- Serious Organised Crime Early Intervention Scheme (Glasgow)
- Bright Outlook (Avon and Somerset)
- Divert Project (Brixton, London)

Of these two of the programmes, High Point and Operation Turning Point, have been subject to high quality evaluations indicating strong evidence that the programmes are effective. It is on these two programmes that The Call In is largely based in terms of design. The other three projects have had impact evaluations which certainly suggest that they are promising in terms

of effectiveness but further evaluation would need to be carried out to show this conclusively. There would, however, have been undoubtedly useful learning from the experience of those working on these programmes in terms of implementation.

Details of those initiatives and the results of evaluations that has been carried out are:

High Point

An evaluation using a quasi-experimental design based on comparison data from other locations (2012)²¹ describes key elements of the programme and its effect.

Components of the programme

- Intelligence gathering on key individuals engaged in local drug markets
- A 'call in' where the key individuals are offered the choice of arrest or non- prosecution if they stop engaging in drug dealing
- Intensive support based on a needs assessment for those who stop offending

The headline results of the evaluation were a 7.9% decrease in violence in those blocks earmarked for the programme and 7.8% increase in comparison blocks.

Operation Turning Point

Operation Turning Point deals with offenders who have not been previously been convicted at court, but who the police would otherwise charge for prosecution, via police-led offender management, subject to prosecution in the event of reoffending or breaking an agreed "contract" about their conduct. Although key elements of the Turning Point programme have been incorporated into The Call In, an important difference is that a condition for participation in Operation Turning Point is that the offence involved is not likely to attract an immediate prison sentence.

A Randomised Control Trial (RCT) evaluation has, compared to a randomly assigned control group, the following indications:

- A 36% reduction in crime harm (according to the Cambridge Crime Harm Index) up to two years after arrest
- A 46% reduction in costs for policing and criminal justice
- 43% of victims were more satisfied with the Turning Point option mainly because they thought that those prosecuted were more likely to reoffend.²²

Diversion scheme Glasgow

The Serious Organised Crime Early Intervention Programme has been operating in Glasgow since 2013 and delivers intensive programmes including peer mentors to young people close to engagement in serious criminality. Analysis of the programme based on an impact evaluation with no external comparisons indicates a reduction in the offending behaviour among young people engaged with the programme²³

Bright Outlook

Bright outlook supported by Bristol Rovers Community Trust comprises a half-day session where young people spend time in a police cell, listen to former gang members, helped to prepare a five year plan for their future, focusing on the skills and training necessary to achieve their goals.²⁴ According to Avon and Somerset Police 90% of young people going through the scheme do not commit further offences. From Mar 2017 to Jan 2018, 75 young people completed a half day course, only 7 were understood to be subsequently involved in criminal activity.²⁵

Divert project Brixton

The project is designed to bridge the gap in support provision for the 18 to 25 year olds. This initiative between The Milestone Foundation and the Police divert young people within the age group into education, training and employment opportunities. Contact is made during a 'teachable moment' when the person is in police custody. According to the project out of 136 people engaged with 7% are known to have reoffended compared with an average in the area of 39%²⁶.

The Call In

There are strong signs that The Call In project is a very promising programme but like so many initiatives based on temporary funding and with relatively low numbers engaged with the programme so far, it is not possible to carry out an evaluation which can provide strong evidence of efficacy in research terms.

The evidence base for the various components of The Call In

Sport and leisure activity

A meta-analysis carried out on evidence for the social impact of participating in sport or cultural activities has found substantial evidence of benefit in terms of reduced crime and anti-social behaviour and also strong evidence in terms of both physical and mental health benefits leading to reductions in health care costs.²⁷

The evidence based on meta analyses cited above demonstrates that engagement in physical and cultural activity not only has measurable impacts on levels of crime and anti-social behaviour and health but also on educational attainment and gaining 'Social Capital'²⁸ generally.

Mentoring

The most recognised meta-analysis of mentoring programmes (DuBois et al 2011)²⁹ suggests that Mentoring generally shows beneficial effects for youth but not necessarily in specific outcomes such as youth crime. Evidence for long-term impacts of mentoring is not widespread. There is evidence that mentoring is good value for money as the costs of alternative use of the criminal justice system are far higher. An analysis of the cost of

mentoring programmes in Australia found that to pay for itself by notional savings in criminal justice costs the programme would need to prevent high-risk behaviours in just 1.3% (14/1,104) of participants.

A survey of young people who had experienced mentoring found that seven in 10 (69 percent) reported the experience as “very helpful”. Further, the most common impression from mentees on their informal mentoring experience is the encouragement they receive to make good choices. Mentees also report that their mentor was always there for them. The survey results also indicate that longer term mentoring relationships (over a year) were thought to be more beneficial³⁰

Key elements of effective practice

The evaluations above have mainly been based on meta-analyses of outcomes where the data is of sufficiently good quality. Such evaluations do not necessarily pay attention to issues of programme integrity or *how* projects deliver their outputs. The large numbers involved in meta-analyses reduces the impact on outcomes from variations in the way that the programmes are delivered. Guidelines on what constitutes effective practice recognise this point: *research rarely focuses upon the features of interventions and of staff practice that engage young people.*³¹ There have been attempts to set out the evidence base for effective practices, and have compiled lists of criteria. These include the *Key Elements of Effective Practice (Youth Justice Board 2008)*³², *Valuing Youth Diversion - A Toolkit for Practitioners (Centre for Justice Innovation 20016)*³³ and *Equal Diversion? – Racial Disproportionality in Youth Diversion (Centre for Justice Innovation 2021)*³⁴ Pinning down precisely what the key elements of effective practice in are detail and how they should be delivered are areas where further research is needed. However, it is instructive to set out how and to what extent the practices within The Call-In match the ‘Key Elements’ The ‘Key elements’ address the characteristics of a number of difference kinds of organisations. Those elements which most closely relate to The Call In are set out below. They include:

Programme design

- *A holistic assessment of needs and a multi-modal programme designed to address a range of needs*
- *A range of experiences set up to promote and encourage active participation involving both individual and group interventions and maintaining an informal approach but using formal interventions when appropriate.*

The right staff

- *Staff quality with an emphasis on empathy, warmth and genuineness to build trusting and enduring relationships with children and young people, while being clear about their role, limits and authority.*
- *Practitioners should have the ability to be persuasive and directive without being confrontational, thereby motivating the young person towards agreed outcomes.*

- *Service delivery collaboration and negotiation of agreed goals should form the cornerstone of the working relationship between the young person and the practitioner to promote engagement and compliance.*
- *Practitioners should identify barriers to a young person's engagement with interventions and, where appropriate or possible, address these to promote compliance. Where enforcement is necessary, practitioners should continue to aim for constructive engagement with the young person.*

The centrality of relationships in interventions with young people

(Reviews of a range of youth work interventions point to the primacy of a positive relationship between staff and young people³⁵)

- *Practitioners should be trained in a range of engagement techniques that are person-centred, focused on empathy, and build trust and motivation.*
- *Practitioners should be trained in a range of communication skills that will allow them to motivate and listen to young people, and to develop honest, respectful and understanding relationships.*

Management

- *Managers should help practitioners to recognise and balance the two demands of care and control within a team context so that they are clear about their professional roles, responsibilities and the limits of flexibility or discretion.*
- *Managers should work with both practitioners and external providers to develop and fund a range of alternative methods of engaging the young people within their locality or establishment, taking account of their diverse needs and abilities.*
Service development
- *Criminal justice agencies involved with young people should develop collaborative working relationships with them by canvassing their views about interventions through the use of individual and group feedback methods.*

Monitoring and evaluation

- *Evaluation of engagement should be distinct from intervention outcome evaluations, but should contribute to the service's understanding of what is the most effective practice.³⁶*

Adolescent and Young Adult Development

Adolescence is regarded as a stage of critical personal development but the fact that the development of young adults is as critical is less well accepted³⁷ and this is reflected in the low levels of support that young people receive when they are treated as fully matured adults at age 18 and experienced by The Call In in terms of access to EET pathways. Although the term young adult can be used quite loosely, in prison terms, a young adult refers to a person between 18 and 25.³⁸ Accordingly, the client group of The Call In programme are a mixture of

people defined as young people and defined as young adults and the support elements with The Call In are very relevant to the 18 to 21 year olds on the programme.

The impact of Covid

The Call In stakeholder interviews covered challenges with the impact of lockdown on participants in the programme. There is emerging evidence on the impact of lockdown more widely on young people. According to a survey carried out by Young Minds³⁹ in January 2021:

- **75% of respondents agreed that they have found the current lockdown harder to cope with than the previous ones** including 44% who said it said it was much harder. (14% said it was easier, 11% said it was the same)
- **67% believed that the pandemic will have a long-term negative effect on their mental health.** This includes young people who had been bereaved or undergone traumatic experiences during the pandemic, who were concerned about whether friendships would recover, or who were worried about the loss of education or their prospects of finding work. (19% neither agreed nor disagreed, 14% disagreed)
- **79% of respondents agreed that their mental health would start to improve when most restrictions were lifted,** but some expressed caution about restrictions being lifted too quickly and the prospect of future lockdowns.

Background to The Call In

Government policy and provision in Bristol

The summary of evidence so far indicates that there is good evidence that Out of Court Disposals (OOCs (including deferred prosecution programmes) have benefits compared to imprisonment in terms of reduced rates of re-offending and cost. The early evidence is mainly based on evaluations of programmes in the USA proliferating in the 1960's and '70's⁴⁰ However OOCs have not succeeded in gaining a larger share of criminal disposals based on growing evidence in support of their use. From 1990 the UK prison population doubled by 2021 and for England and Wales is projected to increase by a further 25% by 2026.⁴¹

In terms of local trends in Bristol there has been a 19.8% reduction in young people entering the criminal justice system, in 2021 compared to 2020 according to Bristol's Youth Offending Team (YOT). This is in line with the national trend and is believed to be linked to a shift from the police using prosecutions towards increased use of restorative justice solutions. In addition, the current demographic profile of Bristol reveals that the number of people aged 10-17 is at its lowest for a decade. However, with the growth in the 0-10 population, there may be an increase in coming years of the numbers recorded as first-time entrants (FTEs) into the criminal justice system.⁴²

As with previous Governments, the current Government is supporting deferred prosecution programmes using short-term, competitive funding programmes with limited dosage across the country. These include:

- Support to Violence Reduction Units. The Government Violence Reduction Funding Programme has been in place for 3 years with an allocation to Avon and Somerset of £1.16 million, one of 18 Violence Reduction Units supported in England and Wales. The fund's aims include 'a significant change in how we approach serious violence and vulnerability, allowing targeted and evidenced-based interventions.'⁴³ The work of the Bristol Violence Reduction Unit (Safer Options) covers criminal exploitation, missing young people, serious youth violence, knife crime and county lines⁴⁴
- Project Adder. The Adder funding initiative, which is key component of the government's drug strategy,⁴⁵ supports 'whole system' approaches to drug crime include provision for out of court disposals to enable the support via drug treatment. Thirteen programmes were supported during 2021 with over 13000 people encouraged into treatment. Other types of diversion programme have also been developed but the majority involve drug crime. Avon and Somerset were an early leader in developing this approach⁴⁶
- The Youth Endowment Fund which is supported by the Home Office and has a funding programme linked to an evidence base where the strength of the evidence for different youthwork approaches is curated. It supports the Empire Fighting Chance project in Bristol

- **Bristol YOT**
The Youth Offending Team (YOT) in Bristol like other YOTs is a multi-agency team that is coordinated by the local authority and overseen by the Youth Justice Board. It deals with young offenders, sets up community services and reparation plans, and attempts to prevent youth recidivism and incarceration.
- As indicated in the evidence review, the Bright outlook supported by Bristol Rovers Community Trust comprises a half-day session where young people spend time in a police cell, listen to former gang members, helped to prepare a five year plan for their future, focusing on the skills and training necessary to achieve their goals.⁴⁷
- Bristol Drug Education Project aimed at over 18's arrested for drug possession offences. Those 10-17 will be referred to the Youth Alcohol and Drug Diversion Scheme (YADD). Those undergoing an education programme - group sessions for over 18s and individual sessions for under 18s, can have their charges waived and no further action taken.⁴⁸
- ROUTES is focused on tackling Serious Youth Violence (SYV) and Child Criminal Exploitation (CCE) across East Central Bristol. The ROUTES service is delivered in partnership between Barnardo's and Learning Partnership West (LPW) with the hope of "Providing young people with an alternative pathway".
- Future Bright (West of England) offers free, one-to-one career coaching and advice to help you create a personalised action plan, so that you can start making positive progress right away.

Planning review and liaison mechanisms.

The Office of the Police and Crime Commissioner has a central role in co-ordinating and funding joint initiatives aimed at crime reduction. Among these are initiatives, of which The Call In is one, which bubble up within the partner agencies. A challenge faced at strategic level is to identify the particular contributions of such projects and the synergies and common goals which they share with other projects. A challenge being faced by The Call In is that the scale and neighbourhood reach of the project does not fit neatly within the criteria of potential funding streams.

Where The Call In fits

As The Call In project has developed it has established links and working arrangements with the services which have more of an overarching role for young offenders across Bristol. So the cases of young people referred to The Call In are reviewed by the Bristol Out of Court Disposal Panel and both the YOT and the Safer Options service are notified when a young person is breached from The Call In programme. A senior stakeholder review held in 2021 on the future of The Call In it was concluded that there could be better clarity in terms of distinguishing the specific roles services for young people who offend across the City.

Stakeholder interviews

Introduction

Stakeholder interviews were carried out with a range of stakeholders closely associated with The Call In project including:- project staff, mentors, the police, Bristol City Council, The OPCC, providers of workshops and activities and the Out of Court Disposal Panel being represented. A total of 18 Semi-structured interviews were carried out between April and December 2021 by video link and one by a written response to the questionnaire framework followed by a phone call.

The purpose of the stakeholder interviews was to provide qualitative data to complement the management documentation about the purpose, structure and functioning of the project. Stakeholders can provide insights into how particular elements of the programme work in themselves and in combination with other elements they can provide an informed commentary on the project as a whole.

Note: direct quotes are in italics. As the groupings of stakeholders are small there has been no attribution to preserve anonymity.

Main Points from the Stakeholder Interviews

Current context and the origins of The Call In

The Call In was understood to have been created due to:

- The Lammy Review detailing the over-representation of Black and minoritised young people within the criminal justice and suggesting wider implementation of the diversionary approach of the West Midlands police Turning Point initiative.
- Emerging police practice in England and Wales to seek for alternatives to criminal justice for groups of vulnerable people including problematic drug users and young people
- A response to the above and their local experience in policing Black and minoritised young people by one of the neighbourhood teams in Bristol
- The Call In is responding to a community priority in the East Central Bristol area which is the reduction of youth violence.
- The presence of Golden Key in that area focussing on providing a range of support for people with complex needs and conducting advocacy for better systems of support.
- The presence of a staff group with strong roots in the Bristol East Central neighbourhood community who are known within the community and by other local agencies.
- It took two years to develop the programmatic elements of The Call In. The support elements of the programme aim to balance *trauma informed* and person-centred approaches with its mandatory components. Personal growth as the programme develops is experienced by staff and mentors as well as the young people.

Purpose of The Call In

In summary the purpose of The Call In is understood as follows:

- For staff and mentors to provide role models for young people and to provide opportunities which can lead to better chances in life and the promotion of self-esteem, mental health and well-being
- To encourage young people to take alternative options to offending; that is, to help them on a journey out of that particular rut.
- To help young people to be the best versions of themselves
- To address barriers such as poverty, trauma and exploitation that the young people may have experienced, to help them get a sense of identity and to encourage a zest for life.

All stakeholders are firmly supportive of the principles behind the approach of The Call In referring to – a second chance or investing in young people to gain future benefits for society or addressing the over-representation of Black and minoritised young people in the criminal justice system. There is a shared understanding that young people can be exploited and sucked into drug dealing and street violence by other influences in their life. If arrest and pressing charges is the only option, it further damages young people and their families.

we all know that sending a person down the criminal justice route is not always going to be the right route for that young person. In terms of giving them a future

There is a need to help young people break from criminal influences

A lot of the young people have found themselves in a situation that could really have a very negative impact on the rest of their lives, and The Call In just gives that almost moment of freeze to say, let's stop and review for a moment and see whether we can make any changes.

Some interviewees were conscious of the early press coverage of the project under the headline 'driving lessons for drug dealers.' This label was rejected. This kind of support together with financial help for getting a job eg buying a suit, were within a philosophy of investing in a better, alternative future.

Some of the young people have safety concerns that mean they can't travel freely within the city, and in that case trying to get them their driving license would be a good idea.

The Call In key components and special features

When asked to describe their experience of the way in which The Call In programme was delivered - particularly how young people were supported, stakeholders gave the following details.

- The role of Golden Key staff in running the programme; coordinating, planning and organising workshops, activities and running the mentoring service. GK set out a clear purpose for support at the outset of the Call In, which has been sustained throughout the programme, providing a trusted relationship with young people and continued

support/involvement even beyond the programme and with young people exiting the programme.

- The role of the Police in the Call In in setting it up in taking on new ways of working in panel sessions etc. By running and joining in some of the activities has enabled a positive change in perceptions of police from candidates.
- Involvement of BCC Post 16 Participation Support Worker has been essential in supporting candidates and facilitating career opportunities.
- Support from Mentors providing community-based role-models and help with challenges during the programme by means of one-to-one sessions and contributing to group sessions and activities. Each mentor works with 2 young people in the 3rd cohort (2021).
- The fitness focus of the Call In has worked well, particularly the boxing and gym memberships. Mentor's attendance at the sessions can support progress.
- Community participation is an essential element of the Call In with representatives from the local community joining Panel meetings. This provides them with a way of directly engaging in and influencing the Call In. It also allows candidates to hear the effect of their actions upon the local community from a different perspective. Essentially, the young people benefit from a 'community wrap around'.
- Taking Panel meetings out of Police Stations and to community locations has supported the ethos of the Call In maintaining a neutral balance rather than being perceived under the jurisdiction of the police.
- The Call In could be described as a hybrid between a programme for young people who offend and sure start where the emphasis is to meet needs to prevent negative outcomes such as crime.
- Areas of extra support - linking into other services include housing and homelessness, mental health, attending doctor's appointments, budgeting and finance, interview preparation and negotiating with public services eg with social services around childcare and child protection.
- Activity programmes, some of which are provided by members of the community and Black led businesses, provide further role models. Sometimes, the support workers role has been to help in overcoming anxieties about taking part in particular activities and travelling to what may be hostile locations

Strengths of The Call In

The perceived strengths of The Call In were described in terms of

- The Call In is perceived as relatively well resourced but is understood to be nonetheless considerably less in costs than court and imprisonment costs. Its USP is described by several interviewees as being the staff and mentor group with their roots in the local community. Another feature of the scheme is the fact that unlike a number of other out of court disposals there is no criminal record after successful completion of the programme and thus more opportunities remain open for the young people.
- A person-centred approach which recognises vulnerabilities rather than risks from the young people engaged with The Call In including:

- The power of having a custodial sentence hanging over the young people but not admitting the offence means that it isn't the core of the interaction between the young person and the project. So, the focus can be on making progress with their lives. This is particularly significant for young Black, Asian and Minority Ethnic young people who are less likely to admit offences and therefore are disproportionately under-represented on police diversion programmes which require an admission of guilt.
- Understanding that Black, Asian and Minority Ethnic young people are often treated as adults earlier within the criminal justice system than young people in general. Further, they may have experienced exploitation and trauma which would have been defined as victimisation for other groups of young people. They are more likely to have been failed by the education system and have a lack of access to recreational facilities.
- A varied set of skills and experiences within the staff and mentor group
The project staff aim to be psychologically informed about where young people are at and what their needs are. And to be beside them as they continue on their journeys. (staff member).
- In its approach to young people The Call In represents creativity and thinking outside the box compared to other approaches and recognises the presence of structural racism.

The potential to give young people transformative experiences.

- *we took the young people to a theatre and a lot of them didn't even know what that was and they came out absolutely elated. And it was incredible. So things like that are really important (stakeholder).*
- Activities like kayaking and go karting and other things help young people in building relationships with other young people.
- The needs of young people vary so staff need the capacity to deliver bespoke support.
- The diversionary element with no criminal record is important aspect for all young people at The Call In with a strong impact for young people not previously in contact with the police before.
- The police presence on the project indicates that they are supporting the young people to succeed on the project as well.
- The personalisation fund which despite the early, negative, 'driving lessons for drug dealers' publicity is seen as having a key role in the programme.

Input or dosage

The programme for each cohort is for a six month period. This is judged to be optimum: as a time for reflection on the alternative to a sentence, to begin to address the issues facing the young person, to attain traction in terms of changing behaviours, to develop a relationship with the mentor, to experience activities and to provide education, employment or training opportunities. It is acknowledged that the consolidation of this work by follow up would be

beneficial. However, some of the benefits of the programme do carry on after it has finished, particularly in terms of the activities programme.

the gym providing calisthenics is still attended by young people after the programme has finished. A (friendship) group has broadened out to a larger group doing calisthenics in the park.

The project locates itself at the heart of an interweaving web of community support where mentor's themselves have opportunities to develop. In the future young people themselves could become mentors and their wellbeing is at the heart of what is being done. This process is enabled by the fact that project staff, mentors and some activity providers come from the East Central Bristol area. This can be a challenge because there can be personal contact with the young person's families, staff and mentors all living in the neighbourhood.

The project has focussed on challenging young people facing prosecution for significant offences some with aggravating factors. An example is that a young person who could not be engaged with the programme was referred back to court and received a 3 year sentence.

Mentors

Mentors from and to an extent representing the local community are seen as an essential component of the programme. They also represent cultural competence in their approach to the young people. All the current mentors described themselves as being from a minority ethnic background with a shared lived experience to the young people on the programme. Matching mentors with young people is based on a mixture of compatibility and recognising where role models are needed is an important factor. In the first place, mentors need to build trust because of the visible association with the police at panel meetings and there remains a lack of trust between young people and the police.

Mentors provide practical support such as help with the Maths and English tests for a Construction Skills Certificate Scheme (CSCS) card.

What motivates Mentors? Working alongside other members of the same community is a motivating factor but it is also about sharing lessons in life from their own experience.

- *I'm trying to give them the education that I didn't get*
- *see what they are interested in. eg work or getting a license to drive. – help them in managing their everyday life*
- *help them to understand that you're not supposed to know all the answers now, but the path you're on is going to lead one of two ways. (one of which is jail)*

But supporting them does not mean doing everything for them, more giving them the tools to help them breakdown barriers to reaching their goals.

Challenging a view that drug dealing is a way to get rich with the reality that very few of those involved in drug dealing do get rich.

- *I help them reflect in a way where they're actually thinking about it from a more rational point of view rather than what's a normal cultural point of view.*

- *I'm trying to re enfranchise these young people to be able to interact with the establishment and institutions*
- *I've watched some of these young people grow quite a bit with regards to their self reflection in really short periods of time*

Joint participation at workshops between mentors and young people helps both groups. Mentors are assisted in understanding the needs of young people and the young people are given tools to enable them in communicating what it is they are going through.

One to one sessions help them have a weekly reflection and a chance to chat and to find out what's going on. And if any goals have been set, to see whether goals are being reached or if they have been completed. .

It isn't always easy

- *Essentially, you have somebody who is repeatedly not trying to interact or avail the help of the programme to the best of their ability, but you still have to keep plugging away*

The role of the police

An important factor in making the project work is that referrals are identified and gate keeping is carried out based on the knowledge and experience of a pro-active front line neighbourhood team focussing on drugs and gang crime. Managing risk is also a prime consideration in reviewing the mix of referrals for a particular cohort.

The police have made an effort to be informal and non-judgmental on the programme.

The set up phase of The Call In involved extra work for the police but is now seen as a routine element in neighbourhood policing which is to know the area and look at innovative solutions to problems.

One of the outcomes of The Call In for the police has been that relationships with young people on the street in East Central Bristol have been improved with potentially problematic incidents being diffused with the assistance of The Call In graduates.

The police and The Call In staff need to balance the benefits of the group dynamic in organising the programme in cohorts against the disadvantage of keeping individuals waiting for the next cohort to begin.

Support and encouragement are central to the approach of the project. For example, the review panels chaired by the Police which are arguably the most formal elements of the programme not only have a role in trouble shooting but are an opportunity for real praise and recognition.

EET

The support that young people get in terms of education, employment and training up to the age of 18 is much appreciated. For those over 18 there is concern that accessing opportunities becomes much more difficult and that more could be done to enable pathways into EET for young people on The Call In. The input from BCC is fragile to the

extent that it can be affected by long-term staff sickness and team capacity. The Kickstart programme was suggested as an opportunity that may help the young adults on the programme.

Although it is felt that BCC was committed to supply assistance with EET gateways for the over 18s they have ongoing capacity and staffing issues. A way forward suggested from a police perspective was to try and broker an input from BCC for young adults as a combined resource to The Call In, the Violence Prevention Initiative and the Drug Diversion Initiative.

A recurring issue for young people participating is that they are negative about further schooling but a requirement for many opportunities is basic English and Maths – *a golden ticket and stepping stone to education, training and employment*. Mentors are seen to be key in helping young people bridge such obstacles in order to access opportunities.

Within an uncertain job market one of the issues dealt with in the workshops is to build self-confidence to be able to navigate employment challenges. *I don't have a job but I can get a job*.

Workshops and activities

The activity programme has been designed based on extensive mapping of what is best suited to the young people on The Call In programme. In particular, providers need to recognise how important a positive identity is for Black and minoritised young people.

Some of the workshops allow young people to take a step outside themselves and review where they are at in terms of their life journey. When this happens *You can see them coming out of their shell*. It was suggested that more could be done to try and tie workshops into each other to encourage the development of independent thinking skills.

The participation of both mentors and the police in activities has benefitted relationship building with the young people significantly.

The impact of the Covid virus on Cohort 3

It is agreed that delivering the programme during the pandemic has been much more challenging. Key areas including mentoring, group sessions and activities have all been curtailed and have not worked as well via video links.

Using video links to carry out elements of the programme was challenging during lockdown. Staff found it difficult to build relationships via video link. Like many other young people affected by lockdown communication skills seem to have been affected. (See section on Evidence Assessment for data on the impact of COVID on young people). Overall the level of engagement by young people with the programme was less than with the previous two cohorts.

Although some of the video based activity such as online health, sports and fitness sessions worked well with individual young people, overall, the young people didn't like using video links and the third cohort missed out parts of what the programme could normally provide.

Group activity, attendance and bonding elements within the cohort all suffered. There was a higher level of conflict between individuals within the group. Also, the third cohort has had a lot more people in work – but ‘to get by’ work eg uber driving, working in a shop - short term and not necessarily in line with long term career aspirations.

The fact that the project has faced challenges from COVID in terms of support to the young people, engaging them in activities and getting the group to bond via group sessions indicates how important these elements are to the functioning of the programme. There are nonetheless examples of progress being made with young people during the programme and there have been signs that bonding and gelling within the cohort have taken place but at a later stage.

Joint working

Some of the challenges facing the programme have exposed a lack of a joined up approach between local agencies eg Between Housing and the Benefits system when work is obtained.

YOTs were not engaged with the project for the pilot phase but are now notified when a referral to the scheme is under 18.

Project Developments

It was agreed by many stakeholders that if the project was to be replicated to other parts of Bristol it would have to be based around a staff and mentor group with equivalent roots in the local community to The Call In. It also would have to deliver the ‘cultural competence’ in interacting with Black and Minoritised young people; there would have to be a core group in each community sympathetic to the aims of The Call In and representing key agencies and community interests.

It was suggested that like the Turning Point model in the West Midlands The Call In could consider including crimes with a victim amongst the eligibility criteria for a referral. Turning point successfully operates this model with improved satisfaction rates amongst victims.

Continuation of The Call In

As a significant partner in The Call In the police representatives interviewed remain committed to the continuation of the scheme. However, there is an issue with strategic leadership within local agencies in Bristol to identify an ongoing role for The Call In alongside other work on local priorities such as Safer Options, a partnership between BCC and a number of youth organisations including The Call In . *Although Call-In is well-regarded this is not reflected in plans of future support.* (Staff member)

Other agencies could be better informed about the work of The Call In and publicity could be better informed as well. A challenge for the project is to be recognised as a permanent part of the local service landscape but not to lose its unique features.

Qualitative data about the Young People

Data on young people has been taken from interviews with young people, observation of Panel meetings, The Call-In Activity Log and interviews with stakeholders (as above)

Young Person's interviews

The Call In has made available 17 exit interviews with participants on the programme. They also made available 3 interviews undertaken by peer researchers and 4 interviews by mentors based on a pilot questionnaire for peer interviews. The total numbers are small but it has been possible to indicate some broadly common themes. As a rule, if a particular issue is raised in 5 or more interviews it is set out as a common or recurring theme. If a particular issue is raised in less than 5 interviews it may be set out as illustrative.

Common, recurring themes

1. All but one of the interviews indicate that the young person felt positive about their experience on the scheme
2. A number of young people found the initial panel meeting intimidating but this did not seem to have a lasting impact.
3. The relationship between a young person and the staff or the mentor is central. For some it has been necessary to overcome initial suspicion and build up trust. Key things which encourage trust:
 - that The Call In is seen to be delivering on promises;
 - that staff and mentors are relaxed and informal while at the same time motivating young people. For those young people who had experienced mentors before, the mentors on The Call In are seen as less formal;
 - getting across that staff and mentors are prepared to take time and trouble with the young people. *takes me out to lunch and talks through things; mutual respect and keeping goals in mind; when I ring she always picks up.*
 - Mentor and Police involvement in recreational activities was also seen as part of building trust
4. Although young people generally were positive about aspects of The Call In they did not lose sight of the central issue that they were being given a second chance and an opportunity to stay out of trouble. *If you're looking for a way out to escape sentencing, then you may as well do your sentence, if you're looking to change your life then that's The Call In... it's all about mindset*
5. Leisure and sporting activity was most commonly chosen as the enjoyable highlight of the programme - *boating, bowling, snooker, studio, calisthenics and boxing- getting out there having fun.*
6. A number of young people referred to specific help with physical well being via activities including boxing, calisthenics and the gym, and mental wellbeing via *Escape the trap workshop; changing bad habits; helping with anxiety and depression; controlling my temper.*
7. Young people also appreciated specific help with EET goals including: jobs, enrolment into college, getting construction industry certificates and a Security Industry Authority (SIA) badge, getting a driving licence/lessons, getting an apprenticeship, workshops and qualifications, a work placement in electrics, and studio time for a potential career in music.

8. Young people have received help in many other areas including: accommodation, finance and obtaining a bank account, substance misuse and harm minimisation, sleep hygiene and bereavement counselling.
9. Confidence and social skills have improved 'I have talked more about things' 'I found I can swim and can go on big rides' 'it has helped prioritise things *Even talking to others that are on the course I can tell that they are in a totally different place mentally than when they started. My communication has become a lot better.*

Teachable moments

The term *teachable moment* is used broadly to describe a situation or a context where the chances of learning taking place are more likely. The term could also be an equivalent to a *lightbulb moment*, a realisation, *the penny dropping*, getting it, moving on, gaining confidence. Analysis of the young peoples' and the stakeholder interviews plus the observations of Panel Meetings indicate that there are a range of teachable moments that have occurred with young people on the programme and that aspects of the programme can be said to provide a context favourable to teachable moments taking place. For example:

- Aspects of the staff/mentor and young person relationship. For example the realisation that somebody is willing to take time and trouble with them creates a calm and safe space for reflection and to embrace change
- Increasing confidence and trust helps young people to express themselves and get the best out of the programme
- Young people have drawn attention to specific sessions as helpful in shaping their views and experience for example, the motivational talks
- Young people have drawn attention to the importance of meeting people they respect, for example, a successful business representative
- If pressing practical issues are addressed, it can free up a kind of emotional, reflective space to learn. 'Helped me be more organised and balanced my work life and other activities.'
- Mentors have a key role in passing on coping skills, for example helping a young person in controlling their temper.
- The Call In experience as a whole is seen as expanding horizons and reassessing life possibilities. This could mean that the individual components of the programme work together to provide an entourage effect.
- Low engagement with school by young people suggests that the best chance of a teachable moment is not to recreate the atmosphere of school but to offer practical assistance, for example with the goals of Maths and English qualifications necessary for so many jobs

The language that young people used in describing their experience with The Call In is reflected in the word cloud below.



Notes:

All terms that appear in the cloud were understood to be meant positively

Although relationships would probably have appeared strongly anyway the exit interviews asked specific questions about relationships with staff and mentors which in part explains its prominence

When there were a variety of terms for roughly the same thing only one of the words was included in the Cloud eg 'support' and 'help' were included in the support score.

Panel meetings

6 panel meetings were observed as part of the evaluation. They took place via video conference which was not considered ideal however staff, mentors and community representatives and the police worked to ensure that the meetings were as engaging as possible and that positive messages were given to the young people, along with firm interventions when considered necessary.

The panel meetings generally have 3 main components:

1. An exchange about the programme where the young person can comment and express preferences about elements of the programme and describe whether these met expectations or not. *I thought it would be like community service*
2. A focus on practicalities including, accommodation, access to bank facilities, acquiring skills and progressing in education, training and employment.
3. Dealing with issues around non-engagement with the programme or any concerns around the young person coming to the attention of the police. This may include ending the young person's involvement with the scheme and revisiting the deferred prosecution (this process was not observed)

Typical issues that emerged in the sessions included:

- Finding work when the options available are not that attractive to the young people
- Encouraging young people to see The Call In as a resource for continued support after the programme has ended. This has also occurred with young people who have been breached from the programme and with positive results.
- Marking the end of the programme with a celebratory meal
- Encouraging the young people to get a foothold in the employment market by volunteering.
- When pressed to identify which element of the programme they most enjoyed, boxing was mentioned most frequently
- A factor in young people's engagement with the programme is whether they feel safe in travelling to sessions particularly if they come from outside the immediate neighbourhood.
- Young people can have the opportunity to help out at The Call In sessions
- The majority of young people have been excluded from school
- Safeguarding issues In relation to associations with other young people of concern, or older males who are considered a risk in relation to criminal exploitation.

In summary the Panels are an example of how stakeholders comprising The Call In partnership including staff, mentors, community representatives and the police own the benefits of the programme. They work to reinforce and build on the impacts of all aspects including leisure activities, personal development workshops, interactions with staff and mentors, EET support and so on.

Costs and cost effectiveness of The Call In

Both of the previous evaluations of The Call In addressed its costs compared to that of a prosecution. Based on updated figures for the costs of incarceration some conclusions can be reached about relative costs both in the short and the longer term.

Head line costs are for imprisonment taken as an indicative cost of one year. A yearly figure is taken as a minimum cost saving that would be expected from The Call In in avoiding such costs

Cost of a YOI prisoner for a year (18 - 21) £60,771. In 2021, 9 of The Call In participants were within this age group – total £546,939 A

Cost of a YOI prisoner for a year (15 – 17) £127,325⁴⁹. In 2021 4 of The Call In participants were within this age group – total £509,300 B

Average cost for a young person to spend a year in a YOI is A+B divided by 13 = £81249

Running costs for The Call In in 2021 were c £90,000, that is £6923 per participant

Costs are not available for CPS, Court, Probation and YOT but these would arise from the prosecution process. It is assumed that Police costs would be roughly the same for processing a prosecution as for processing enrolment on and working with The Call In. It is also assumed that the education and employment services of Bristol City Council accessed by The Call In are in place regardless.

For the cohorts in 2021, there were 9 successful completions of The Call In programme and 4 breaches during 2021, one was in the 15-17 category, three were in the 18-21 category. It is not known whether any of these young people received a custodial sentence but on the assumption that they did that would have incurred a total cost of £309,638. That cost plus the total Call In running costs of £90,000 (total £399,638) would need to be balanced or exceeded by the cost benefits realised by successful participants. In the case of the young people under 18 the 3 successful participants would have realised a cost saving of £381,975. In the case of the young people over 18 the 6 successful participants would have realised a saving (£364,626). In this case the total saving of £746,601 exceeds the notional cost of breaching 4 young people by £346,963. That is a saving over 3 times the cost of the project

To put this more simply and based on average costs of imprisonment for young people not dependent on age, the costs of The Call In + the notional cost of imprisoning young people who are breached, the Project would need to have a minimum of 2 more young people successfully completing the project than the number of young people breached during the funding period in order that cost savings can be guaranteed.

The above shows what the cost benefits of The Call In are in the short term until young people graduate from the programme. A legitimate interest would be in what the long term results might be? That would require a long term evaluation. What evidence there is based on meta-analyses of evaluations up to 2017 suggests that police led diversionary programmes have a lower reoffending rate (44%) than prosecution and imprisonment (50%). This is an encouraging sign that the cost benefits of programmes like The Call In could continue into the longer term.

Conclusions

The Call In has now been running for 3 years. In that time it has assisted over 30 young people, predominantly from Black and minoritised communities, to take advantage of a deferred prosecution to identify and work towards their aspirations and become better versions of themselves. It has won the support of a range of stakeholders who are firmly supportive of the principles behind the approach – a second chance and an investment in young people to gain future benefits for themselves and for society while also addressing the over-representation of Black and minoritised young people in the criminal justice system.

The Call In is a relatively small and well-resourced project but it is promising in that its project design is based on tried and tested interventions and practices for which there is a firm evidence base including the deferred prosecution element, the activities programme, and the focus on accessing EET. It has shown in its delivery that it meets the standard of many key elements in effective practice. Its USP is described as being the staff and mentor group with their roots in the local community.

The dynamic relationship between the local community and The Call In cannot be underestimated. Community initiatives play a vital role in ensuring a broad range of stimulating experiences for The Call In participants. In its turn The Call In supports and engages with local initiative underlining that what is good for the participants can also contribute to local enterprise.

Avon and Somerset Police have benefitted from The Call In. In setting the project they found new way to work with the local community. By running and joining in some of the project activities has enabled a positive change in perceptions of police from candidates. One of the outcomes of The Call In from the police perspective has been that relationships with young people on the street in East Central Bristol have been improved with potentially problematic incidents being diffused with the assistance of The Call In graduates.

The Panels are an example of how stakeholders comprising The Call In partnership including staff, mentors, community representatives and the police own the benefits of the programme. They work to reinforce and build on the impacts of all aspects including leisure activities, personal development workshops, interactions with staff and mentors, EET support and so on.

The power of having a custodial sentence hanging over the young people but not admitting the offence means that it doesn't become the core of the interaction with the project. So the focus can be on young people making progress with their lives. This is particularly significant for young Black, Asian and Minority Ethnic young people who are less likely to admit offences and therefore are disproportionately under-represented on police diversion programmes as these require an admission of guilt.

The support that young people get in terms of education, employment and training up to the age of 18 is much appreciated by the young people. For those over 18 there is concern

that accessing opportunities becomes much more difficult and that more could be done to enable pathways into EET for that age group. The input from BCC is fragile to the extent that it can be affected by long-term staff sickness and team capacity.

The qualitative data about the young people and their experiences on the Call-In suggest that there are many teachable moments that occur within the programme and each component can provide opportunities where young people get the point of the project and begin to take advantage of what is on offer. In some ways the different components of the programme support each other in enhancing a learning environment where the young people can enable change in their lives and aspirations.

An updated cost analysis of The Call In reinforces earlier cost exercises in previous evaluations demonstrating that the programme is a much more cost effective response to offending by young people than prosecution and imprisonment and with a much better chance of lasting reductions in re-offending.

It was agreed by many stakeholders that if the project was to be replicated to other parts of Bristol it would have to be based around a staff and mentor group with equivalent roots in the local community to The Call In. It also would have to deliver the 'cultural competence' in interacting with BAME young people and there would have to be a core group in each community sympathetic to the aims of The Call In and representing key agencies and community interests.

As The Call In project has developed it has established links and working arrangements with the services which have more of an overarching role for young offenders across Bristol. So the cases of young people referred to The Call In are reviewed by the Bristol Out of Court Disposal Panel and both the YOT and the Safer Options service are notified when a young person is breached from The Call In programme. A senior stakeholder review held in 2021 on the future of The Call In it was concluded that there could be better clarity in terms of distinguishing the specific roles of young offender services across the City.

The unique aspects of The Call In appear well recognised by stakeholders but at the time of writing it is not clear whether The Call In will receive continuation funding even though there appears to be a commitment in principle from the 3 main stakeholders – the City Council, The Police and the Office of the Police and Crime Commissioner. One of the difficulties seems to be one of scale where possible funding sources require a proposal on a larger scale serving a wider geographical area. If there were changes to fit funding criteria there would be a danger that The Call In would lose its special character in terms of the community links, the roots of staff and mentors in the local community, the relationships with the police neighbourhood and the recognition of all these things by the key group – the young people. This would be regrettable.

Appendix 1: The Call In Evaluation Brief

The evaluation brief was to evaluate how effective the project has been in meeting its key aims which are:

- *To divert young people away from crime by providing one-to-one mentoring support and a programme of bespoke activities to help young people realise their potential and achieve positive life changes*
- *To support young people to identify their aspirations, motivating them to participate in education and employment opportunities and building belief that they can live a life away from crime and conflict*
- *To support young people to access relevant healthcare services and culturally specific therapeutic interventions, leading to an overall improvement in health and wellbeing*
- *To contribute to reducing reoffending, including Child Criminal Exploitation and involvement in serious violence and drug related offending*
- *Support young people's engagement with services that are accessible, relatable and that best meet their needs*
- *For young people to develop increased self-esteem and self-worth, to feel invested in from positive role models within their communities to increase community integration and cohesion*
- *For young people to be valued for their lived experience and to be empowered through opportunities to input into the way the Call In is shaped and delivered*
- *For the Call In to contribute to the wider organisational learning and systems change aspirations of Golden Key.*

Also, the evaluation is intended to promote a better understanding of what factors would lead to a reduction in the likelihood of offending and the achievement of positive change by young people graduating from The Call In programme.

The evaluation builds on and incorporates data from previous evaluations¹ and has examined how The Call In currently fits within the landscape of services and initiatives providing out of court and non-custodial disposals in the Bristol area and how it could become a permanent feature of that landscape in the future and contribute to the development of practice and the realisation of positive outcomes for young people in the local community.

The evaluation assesses how far The Call In represents a 'must have' element in service provision as opposed to an option. Finally, this evaluation will take note of emerging evidence from the 'Chance to Change' pilot initiatives evaluation is looking at projects with a variety of approaches. These can include restorative justice elements, curfews and not having an admission of guilt as a selection criterion. So the learning from their evaluation and this one will in part be about comparison as well.

Appendix 2. Evaluation Methodology

The evaluation process and methods used will include:

1. Evidence assessment;
2. Document and data review;
3. Semi-structured interviews;
4. Observations;
5. Report writing including an interim report and a final report.

Evidence assessment

The Call In project comprises a mix of practice elements where evaluation data is available which includes:

- Deferred prosecution initiatives with a range of target groups, and interventions;
- More broadly the range of out of court disposals;
- Mentoring schemes with a range of target groups;
- Community resource projects;
- Projects aimed to support young people in their transition to adulthood;
- Projects implemented in response to the over-representation of BAME individuals in the criminal justice system;
- Projects aimed at reducing gang violence;
- Young peoples' support projects;
- Combinations of the above.

The evidence base available in these areas will be categorised into 3 levels – 'strong' evidence, 'moderate' evidence and 'limited or preliminary' evidence.⁵⁰

'Strong' evidence will be based on a convincing number (identified by meta analyses) of good quality evaluations with an adequate sample size and with controls or credible comparison groups.

'Moderate' evidence will be based on a number of evaluations where some of the characteristics of strong evidence above are present

'Limited or preliminary' evidence will be based on evaluations where it has not been possible to carry out the kinds of evaluation in the other categories, is limited to a small number of initiatives and/or where it has not been possible to identify any longer term impacts on the target group apart from immediate outcomes.

The evidence assessment will also examine aspects of the context for young people and the project. This will include the employment, education and training prospects for young people on and graduating from the programme and the issues around the levels of funding for local services. At this time, all these issues will inevitably have been affected by the Corona Virus pandemic which will need to be factored into the evaluation.

Document and data review

This will include documentation and data from previous evaluations and the current programmes, to be supplied by the project and key agencies such as the Police. Documents to include case files and minutes of review meetings etc. Over and above this I will seek data which can place a value on the community contributions to Call In. I will also draw on data from elsewhere which highlights the lack of contributions to the state and society over a lifetime that are entailed if resources are not invested in projects like Call In to assist vulnerable young people into work and stability.

Theory of change workshop/s

These will be implemented to tease out the working hypotheses held by a range of stakeholders (including those where it is judged that relationships with Call In are not as strong as they should be) linking the aims of the project to its inputs and outputs. If appropriate and time and resources allow the workshop will be held twice. Once near the start of the evaluation and repeated at the end to test for any shifts in perspective.

Semi-structured interviews

Semi-structured interviews will be carried out with:

- 2 cohorts of young people on the programme
- Young people who have completed the programme but where they are still in touch with the project
- Project staff and mentors
- Key staff among the partner agencies including ASC and BCC
- Community representatives and stakeholders (particularly those where the need for better contact has been identified).

Following the principles of the GK 'Trusted Assessment' initiative. The interview schedules for young people will not include questions about offending or school or other areas where information can be retrieved from case files. They will focus on and explore the salient experiences and key decisions of young people on their journey through the Call In programme.

I will explore with Call In project staff the feasibility of conducting the interviews with young people and perhaps some of the other interviewees using local peer researchers depending on local circumstances and local availability.

Observations

To complement the other research tools and to refine the examination of the key processes within the programme including panel sessions

Note

All elements of the evaluation have been carried out apart from the Theory of Change workshops due to the difficulty in organising a meeting with the key stakeholders via video

link. However, the stakeholder questionnaires posed a similar range of questions as would be included in a workshop so were covered in that way and the account of the responses is set out above.

Appendix 3: Adjustments to the project design and governance since its inception

The project has shown itself to be a learning organisation and to, where necessary, make changes or add procedures to improve implementation. These include:

- Adjusting the number of mentors bearing in mind the numbers in the cohorts
- Mentor guidelines to promote consistency
- Creation of support worker role (after first two cohorts) filled by one of the mentors.
- Stopping referrals of young people over 21 on the basis that the older end of the range required different levels of support and The Call In programme was not so relevant to them and they could disrupt the groups sessions with younger participants
- Offence inclusion criteria expanded from drug offences to weapon offences to reflect more fully crimes associated with gang membership. The previous conviction inclusion criteria have been developed after the beginning of the project. Young people can be accepted onto the scheme who do not meet the offence inclusion criteria based on an assessment by the police and project staff of other relevant needs.
- Implementation of a limited staggered entry versus joint entry to each cohort
- Police responsible for the programme of activities for the first cohort but this was taken on by the Project.
- Discussions for expanding the age range downwards to 14 year olds.

APPENDIX 4: Lessons from previous evaluations

The Call In project has previously been evaluated. A review internal to Golden Key (GK) was produced in October 2019 based on the experience with 8 candidates. A further evaluation was produced by Avon and Somerset Police in March 2020 based on 15 candidates. Both evaluations have made valuable contributions to understanding the approach of The Call In, what it has been able to achieve during its pilot phase, the learning points from the initial implementation and the impacts that have been made on the young people participating.

Both reports identify the thinking behind the setting up of The Call In as including:

- The need to respond to the Lammy report
- The scale of the increasing challenges in the Bristol East area in terms of drug dealing and knife crime
- An understanding that it was not possible to arrest and charge the problems away and that many of those arrested were themselves vulnerable and exploited.

After consultation by the Police with a range of stakeholders and reviewing the basics of the configuration of The Call In which is a partnership between Golden Key and the Police came about due to GK's reputation and experience in the field of mentoring and the shared perception that a paradigm shift was necessary in meeting the challenges in the area.

The Police report summarises the proposed outcomes of The Call In

- *Young adults learn that effort reaps reward, which incentivises future effort.*
- *Communities receive tangible benefits and are less suspicious of authority*
- *Contacts are made within communities that may not otherwise happen*
- *Young adults are afforded opportunity and focus on pursuing life goals*
- *Work placements created through local businesses can help build local future employment prospects and encourages community cohesion.*
- *Potential cost/efficiency savings of diverting a young person from crime (Police time, CPS process, Prison costs etc.)*

Inputs

The young people each received approximately **45 hours of support** over the 6 months they were with programme. **Two thirds of this time was spent with a mentor** and a third with a specialist worker from Golden Key.

Outcomes

The internal review has generated powerful testimony via case studies on the impact of the project on the lives of young people and how they have been equipped to navigate the challenges which they face.

Both projects have set out the data on how many candidates have completed the programme.

The internal review provides data for 12 candidates as follows:

- *12 young people were supported between 26/02/19 and 13/10/19 (8 months). They were all*

- *between 16 and 20 years. 11 were male and 1 female.*
- *4 are still actively engaged and 8 have completed.*
- *50% (4 people) completed the programme successfully. 25% (2 people) were withdrawn due to non-engagement and 25% (2 people) were withdrawn due to re-arrest*
- *88% (7 people) of completions were engaged with employment, training and/or education (ETE) upon completion of the programme (both successful and unsuccessful)*
- *100% (4 people) of successful completions were engaged with ETE upon completion of the programme.*

The police evaluation of 15 candidates gave the following data on completions as at March 2020:

- *27% (4) have exited the programme prior to completion due to a breach of the terms and conditions of the Call In Agreement;*
- *40% (6) have successfully completed the Call In;*
- *33% (5) are still progressing on the programme with all remaining candidates scheduled to complete by June 2020.*

The police evaluation also contained breakdowns in terms of the age and the ethnicity of candidates. These have been updated with the figures for the cohort finishing in June 2021 and are set out in the main body of the report. Completion data with the cohort finishing in June 21 is also included in the main body.

The internal review gives a breakdown of the use of the personalisation fund.

Both evaluations have undertaken cost analyses comparing the cost of The Call In per young person to the costs of imprisonment.

The internal review identifies success factors and learning points from the pilot phase of its engagement with young people. In summary these include.

1. The centrality of relationships in the work with young people
2. Planning for anticipated scenarios that could arise on the project with partner organisations
3. A flexible approach to managing the engagement of young people with the project
4. Moving toward group activities to enable mentor/mentee relationships to evolve more naturally
5. Applying Psychologically Informed Environments (PIEs) to: - relationships, staff support and training, the physical environment and social spaces, the psychological framework underpinned by trauma-informed care, strengths based approaches and person centred relational working and, evidence generating practice.
6. Involving people with 'lived experience' in planning, design and delivery.
7. Recruitment of mentors has been a success
8. Shifting perspectives in partner organisations eg the police

The police evaluation provides useful data on how candidates have progressed on the scheme particularly with reference to EET.

Their analysis of what works well and areas needing attention includes:

Works well

1. The project co-ordinator and the Post 16 Participation Support Worker at BCC and the mentors (as developed over the pilot phase)
2. Selection of young people: - the reduction of the age range to 16 to 21, the focus on BAME young people, the considered broadening of the offence criteria and the consideration of exclusion criteria of previous offences. Flexibility in consideration of those who do not meet the offence criteria but present other needs.
3. A six month programme, the role of GK, Police participation in group activities, the focus on fitness, community participation and making panel meetings informal

Does not work well

1. Lack of senior stakeholder representation,
2. Young adult EET opportunities
3. Low number of candidates
4. Measuring the impact on communities of having a young person on the scheme
5. Record keeping and clear procedures over key processes
6. Factoring in potentially working where victims are involved
7. Post programme transition is not defined

The Police evaluation goes on to identify areas where there has been impact measured from the project and where, due the small numbers passing through the programme and its pilot status impact is difficult to measure.

There has been impact on:

1. A change in the path for some young people
2. Reducing risk by the engagement with the programme
3. Accessing EET
4. Relations between the community and the police

It has not been possible to demonstrate impact on

1. Peer groups and family
2. Longer term and wider impact on young people
3. The wider public and public confidence
4. Drug and violent crime rates

The Police evaluation made a series of recommendations. The Golden Key have provided an update on those recommendations which are included in this report. Also included in the body of the report are an extremely useful setting out of the main features of The Call In process and a list of activity and workshop providers.

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- ⁷ See above
- ⁸ [Street2Boardroom](#)
- ⁹ [Growing Futures UK](#)
- ¹⁰ Maya Mate-Kole et al: An Interim Learning Report from Golden Key: October 2019
- ¹¹ Maya Mate-Kole et al: An Interim Learning Report from Golden Key: October 2019
- ¹² The description of the panel and the panel review process have been taken from the Police evaluation of The Call In Programme CI Paul Wigginton Nichola Grierson (2020): *Interim Evaluation of the Bristol East Call In Programme Pilot 17th March 2020*: ASC 2020:
- ¹³ [timeline-coronavirus-lockdown-december-2021 \(instituteforgovernment.org.uk\)](#)
- ¹⁴ - [Outcomes Star™ transforms lives and services | Triangle](#)
- ¹⁵ Guidance on what the scores represent is provided by this Outcome Star [Link](#)
- ¹⁶ See The Alliance for useful evidence – ‘What counts as good evidence?’
<https://www.alliance4usefulevidence.org/assets/What-Counts-as-Good-Evidence-WEB.pdf>
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- ²⁵ <https://www.positive.news/society/justice/do-the-hustle-a-pioneering-approach-to-tackling-drug-dealing-in-bristol/>
- ²⁶ <https://www.criminalbar.com/wp-content/uploads/2018/05/180409075836-DIVERTBriefingNote.pdf>
- ²⁷ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/416279/A_review_of_the_Social_Impacts_of_Culture_and_Sport.pdf
- ²⁸ networks together with shared norms, values and understandings that facilitate co-operation within or among groups (OECD)
- ²⁹ A Systematic Assessment of the Evidence David L. DuBois¹, Nelson Portillo¹, Jean E. Rhodes², Naida Silverthorn¹, and Jeffrey C. Valentine³ ¹ University of Illinois at Chicago, USA; ² University of Massachusetts, Boston, USA; and ³ University of Louisville, KY, USA in *Psychological Science in the Public Interest* 12(2) 57–91 (2011)
- ³⁰ <https://files.eric.ed.gov/fulltext/ED558065.pdf>
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