**Custody Assessment**

**And Referral Service**

**Test of Change Proposal**

**Background**

The Tayside Arrest Referral Service operated successfully in Dundee, Angus and Perth and Kinross for a number of years until the introduction of GPDR, and the difficulties involved in sharing information between the Public and Third Sectors led to the service ending around 2017. However the need for this early intervention service with people taken into custody in Dundee has not diminished. This proposal to establish a new Custody Assessment and Referral Service in Dundee as Public Social Partnership Test of Change has emerged through discussions between Positive Steps, Police Scotland, NHS Tayside and Dundee’s Criminal Justice Service.

**CARS Assessment Criteria:**

* To engage with any person in police custody who lives in the Dundee area and:
* Has been arrested for a drug or alcohol related crime
* Uses alcohol or non-prescribed drugs on a regular basis
* Has mental health issues
* Has social inequality issues such as housing problems
* Requests to speak with a Substance Use worker.

**CARS Aims**

1. There is a clear link between substance use and offending behaviour, chaotic lifestyles and the risks associated. Crimes committed to fund drug dependency are generally acquisitive crimes, however offending reaches across the Criminal Justice system.
2. A Custody Assessment and Referral worker would have a unique opportunity to assess receptive custodies at the earliest opportunity and refer on to a range of agencies within their community, including but not exclusively, Housing, treatment options, Mental Health services etc. A study undertaken in 1998 (NTORS study, UK Dept. of Health 1998) showed that for every £1 spent on treatment, £3 is saved on enforcement. Whilst treatment is one element of custody navigation, the benefit of having a service which will assess all needs and refer appropriately is evident and could reduce the amount of time spent by Healthcare staff within the custody suite to allow them to focus on health issues presented by the custodies.
3. CARS would offer advice and help with a view to referring the arrestee to a service. If the person agrees, the worker will carry out an assessment of the person’s needs and arrange a contact with an appropriate service. Agreement to talk to the worker is voluntary. Schemes have been operated in a variety of locations on an on-site or on call basis. There is agreement that CARS would operate in the Police cells at Bell St Dundee.
4. The Custody Assessment and Referral Service would not been seen as a Court disposal or a diversion from prosecution but would provide a pathway into services that would address multiple issues such as referral to treatment, support, advice and guidance.

**CARS Objectives**

1. To provide a high quality service to people who have offended with a history of substance misuse related problems by engaging with them in a custodial and community setting.
2. To provide relevant interventions based upon appropriate assessment or need and provide all relevant services in line with agreed targets and objectives.
3. To provide advice, advocacy and support to clients who have a history of problematic substance use, Mental Health and/or Homelessness.
4. Where appropriate to work in close partnership with other agencies to ensure clients access a full range of services

**Process**

1. To access custodies at the point of arrest and provide the opportunity to be assessed/referred and supported to access services on the custodies behalf.
2. To offer information, assessment and referral but retain contact with the client until the referral/ contact with another service is established including those remanded.
3. Develop robust partnership working arrangements with other public and third sector stakeholders for the benefit of the custody.
4. Develop a system of recording outcomes.
5. Develop protocols of confidentiality, information sharing, Health and Safety and tracking of custodies to ensure GDPR compliance.

**CARS Project Management**

A multi- agency Partnership Steering Group will be established to oversee CARS development. Terms of reference will be established for this Partnership Advisory Group, however, it is anticipated that membership will be drawn from Positive Steps, Police Scotland, NHS Tayside, The Criminal Justice Service and the Integrated Substance Misuse Service. The Partnership Group will meet on a quarterly basis during the first 12 months.

It has been agreed that Positive Steps will take responsibility for the day to day management of the service during the pilot phase of the project. Positive steps are well placed to deliver the project to a high standard given their background/experience in this field as detailed as follows:

In Dundee, Positive Steps provides specialist housing and housing support; typically working with people with challenging behaviour or who are difficult to engage. This includes people who struggle to cope in the community and/or those who find it hard to access mainstream services because of mental health issues, learning difficulties, history of offending, institutionalised living or drugs or alcohol misuse. In the course of providing our service we work closely with a number of professionals and agencies from health, housing and social work as well as the third sector.

The Housing Support Service works with between 80 and 120 service users at any one time. It is a generic service which can support people across the housing spectrum from social and privately rented accommodation to owner occupiers. Key workers develop individual support plans with service users to help them meet their needs and aspirations. These plans are regularly reviewed and amended in response to the service user’s changing circumstances.

The Accommodation Service provides people with a poor housing history the opportunity to move on faster from temporary accommodation. We provide accommodation which has been decorated and furnished prior to moving and support to develop the necessary skills they need to establish themselves in their own tenancy.

The Positive Living Assertive Outreach Service provides an innovative approach to reducing drug related harm in Dundee. Our team of experienced outreach practitioners provide real time, person-centred responses to individuals who have experienced, or who are at risk of overdose. They provide tailored harm reduction advice, and actively support individuals to access appropriate services.  
  
Individuals are referred to the service via the Dundee Non-fatal Overdose Pathway. This initiative brings together Police, NHS, Criminal Justice, Social Work, and third sector agencies on a daily basis to review all recent drug overdoses attended by emergency services and agree a co-ordinated action plan. Our outreach service offers rapid outreach support to individuals not in contact with treatment services, and those who are but struggle to engage. We are an entirely outreach based service, taking support to individuals where they are. Where possible, we aim to make contact within one working day of referral.  
  
In addition to responding to individuals identified following a non-fatal overdose, the service also proactively identifies individuals at high risk of overdose through street outreach and weekly presence within hostels and community drop-ins.  
  
Self-referral and referrals from other services including hospital discharge teams, GPs and pharmacies are welcomed.

Positive Connections will help Dundee City Council to follow, the Scottish Government’s National Strategy for Community Justice, The Scottish Quality Standards Housing Advice, Information and Support for People in and Leaving Prison, which was devised to address the needs of prisoners and what would be expected as to attaining the National SHORE (Suitable Housing on Release for Everyone) Standards.

Housing needs of individuals in prison need to be addressed at an early stage and consistently throughout Scotland. Individuals in prison, regardless of length of sentence or of which prison they have been liberated from, need to be able to access services and accommodation in the same way as other people living within the community. Positive Connections will work with individuals who have relevant links to Dundee and are in prison, to enable them to access the support and services they require, to secure and maintain their accommodation upon liberation.

Positive Connections Service addresses issues at all main stages of the incarceration Journey and assistance will be tailored to the individual needs within that process. Issues arise within four distinct periods; initial incarceration, during sentence, liberation process and community living.

**Custody Assessment and Referral Worker Duties and Responsibilities:**

1. To work directly with offenders, clients and potential clients delivering motivation interviewing intervention to support clients in accessing services.
2. To engage with offenders who either test positive for Class A substances, request to speak with a Substance Misuse Worker or have been arrested for a drug / alcohol related crime.
3. Advice and Information. Raise awareness about substances, their use and effects including the link between offending and substance misuse
4. Undertake assessments, provide harm reduction advice and referrals.
5. To implement and manage referrals using structured guidelines & to provide support for continuity of care.
6. To attend appropriate internal and external meetings.
7. Raise awareness of Naloxone to professionals and service users.
8. Undertake assessments with clients and offenders, ascertaining and responding to their treatment, housing, accommodation, employment and personal support needs. Undertake initial assessments of clients’ needs & determine appropriate intervention required.
9. Plan and agree service responses which meet individuals identified needs and circumstances
10. Support individuals to access and use services and facilities.
11. Support individuals who are substance users

**Monitoring;**

1. Provide information to support decision making through-out the Criminal Justice System.
2. Ensure records are kept up to date and relevant via the digital database and paper files.
3. Liaise with all referral agencies & workers as & when appropriate and record interaction.
4. Maintain monitoring procedures as per Police Scotland, local authority and Positive Steps requirements.

**Evidence of Impact**

The Tayside Arrest Referral Service which was previously managed by Action for Children in Dundee, demonstrated considerable evidence of impact in their ongoing monitoring and end of year reports. Additional evidence of the impact delivered by Arrest Referral Schemes across Scotland can be found in an evaluation report produced by Stirling University. This report can be accessed online at [Evaluation Of The Arrest Referral Pilot Schemes (stir.ac.uk)](http://www.dldocs.stir.ac.uk/documents/0033723.pdf)

The intention is to source funding to enable CARS to be established initially in Dundee for a year, during which time further evidence of impact will be gathered to justify longer term funding.

**Actions based on Police Scotland Harm Reduction Principles;**

***Risk of Drug Related Death***

* CARS would provide a link between those arrested and at risk of NFOD/FOD upon liberation by contacting and referring into Positive Living Assertive Outreach and/or other service providers and providing the service user with information and/or Naloxone to minimise risks upon liberation.
* CARS would collaborate with other third sector /homelessness and statutory services to ensure that information regarding the risks are shared so that services can respond appropriately.

***Substance Use***

* CARS would provide assessment, referral and follow on for those identified as requiring access to substance misuse services.

***Health/Health Inequalities***

CARS could identify, in collaboration with Custody Nursing staff and other service providers, arrestees who have mental health Issues and support access to services in the short term, including GP, Mental Health Services and other support agencies.

CARS would identify those at risk of a number of factors such as NOFOD/FOD, food and fuel poverty, at risk of homelessness, debt and sexual, physical and mental health.

The CARS Worker would have the knowledge and skills to identify and refer custodies to the appropriate services, provide immediate support and access to crises interventions.

**Dundee Alcohol and Drugs Partnership Links**

The CARS proposal can support the delivery of the following *ADP Action Plan for Change* priorities;

; tackling the immediate risk factors for drug deaths.

; urgently increasing the capacity of specialist services to support access, quality and safety

; implement a revised person centred, seamless, sustainable and comprehensive model of care.

; ensuring clear and consistent communications are delivered through a partnership approach.

In addition, the CARS proposal can support the delivery of the following objectives identified in the *ADP CORRA Funding Bid;*

; strengthening existing provision to develop 24 hour crises support, adjusting and strengthening the model in the light of evidence of impact.

; contributing to a reduction in FOD/NFOD through early intervention.

; Improving access to mental health services, ISMS, Housing and other services.

; improving progression of individuals through support and recovery pathways.

; contributing to a longer term reduction in crime

**Financial Implications**

A full time Custody Assessment and Referral Worker post would need to be created to deliver the duties and responsibilities detailed above. The intention would be to establish CARS as an initial one year pilot project, and use the evidence of impact to bid for longer term funding.

Salary and staffing costs for one year = **£23,447**

Management fee for the project = **£2,345**

**Total project costs = £25,792**

**Timescales**

It is hoped that a cocktail of partnership funding can be found to establish CARS from 1 April 2021. A staff secondment to the CARS post will be considered to make this possible**.**

**CARS Service Plan**

There follows a draft CARS Service Plan which includes a summary of the outcomes to be achieved, the ways in which the outcomes will be delivered and how impact will be measured.

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| **Outcomes** | **What are your indicators?** | **Measurement of indicators** | **Outputs** | **Targets** | **Measurement of outputs** |
| **Individuals entering custody who have substance use, homelessness and mental health issues will be able to access information and referral to services when they are at a point of crisis**  **Early Intervention will reduce longer term re-offending** | **Number of individuals supported to access services**  **Service user satisfaction levels**  **Number of custodies interviewed.**  **Percentage of individuals interviewed referred to partner agencies** | **Partner Agencies feedback**  **Service user feedback**  **Re-offending rates** | **Offer interviews to individual entering custody to determine their service needs**  **Refer individuals to appropriate agencies**  **Support individuals to access services/attend appointments**  **Carry out pre/post intervention assessments** | **Offer service to 100% of custodies from the Dundee area**  **% take up of the interviews offered(to be determined)**  **% of individuals interviewed, successfully referred to other agencies(to be determined)**  **% of service users expressing either good or very good satisfaction rates for the service provided** | **Service Records**  **Pre and Post intervention tracking of further offences** |