



**SUFFOLK CRIMINAL EXPLOITATION PROGRAMME 2021-2024  
EVALUATION  
(April 2021 to September 2023)**

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December 2023**

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## Acknowledgements

The Suffolk Office of Data & Analytics (SODA) would like to thank colleagues from across the Suffolk System for their time and input into this evaluation, we interviewed and received input from many individuals from the following organisations:

- Babergh & Mid Suffolk Councils
- East Suffolk Council
- Suffolk Constabulary
- Suffolk County Council
- West Suffolk Council

Specific thanks go to intelligence colleagues within Suffolk County Council (SCC) Children and Young People (CYP) and Youth Justice (YJ), as well as within the police for providing the data for the C&YPs analysis.

## 1. Executive Summary

- 1.1. This report is the third in a series covering the evaluation of the 2021-2024 Suffolk Criminal Exploitation (CE) programme. It covers the first two years of the programme as well as the first six months of year 3 (April-September 2023).
- 1.2. For this report, SODA
  - 1.2.1. conducted interviews with all CE workstream leads to understand any potential changes to their action plans and whether any of the objectives and measurements needed to change.
  - 1.2.2. attended a Multi-Agency Criminal Exploitation (MACE) panel meeting.
  - 1.2.3. collated FY 2021-22 & 2022-23 spend for each of the workstreams.
  - 1.2.4. collated identifiable data on those children and young people (C & YP) that are part of any of the CE Programme workstreams, i.e., all those on the Vulnerability Assessment Tracker (VAT), those that have been referred into the MACE Panels and all those that have worked with Suffolk Against Gang Exploitation (SAGE) or the CE Hubs over the past three years. Once the data was collated and linked, the matched dataset was anonymised for analysis (we call this group the 'CE Programme Cohort').
- 1.3. In our last report we highlighted the fact that those areas directly funded through Suffolk Public Sector Leaders (SPSL - with part matched funding in some areas), i.e., the CE Partnership Officer, the CE Training Programme, and the CE Hubs, were continuing to be innovative, responsive, and adding value to the wider system. However, we also found a loss of momentum in some of the other workstreams, since these were using existing resources (i.e., activities being on top of someone's day job) and shifting priorities across some partners. And this latest report found little change since the last report:
  - 1.3.1. The CE Hubs continue to provide additional local resources rather than duplicating - all staff within the hubs have grown in confidence in their approach, understanding of their localities and where to link in with partners, communities, and young people. The North Hub (Lowestoft) has settled in well and is delivering against local needs.
  - 1.3.2. The Police CE Partnership Officer continues to make a real difference, linking in with a wide range of partners and proactively addressing issues and concerns as they arise. Objective of using the intelligence gathered by this officer and to direct activity to places and individuals where there is a need for targeted intervention and disruption continuous to be achieved.
  - 1.3.3. The centrally developed and delivered training programme is also continuing to evolve and being refreshed on an ongoing basis. Local delivery continues to ensure sustainability and feedback on sessions continues to be very positive.
  - 1.3.4. However, little has changed in the workstreams that are not additionally funded. We have found little activity in the Transitional Safeguarding Space, and some of the MACE panels are working better than others; with some panels struggling with attendance by all relevant partners.

- 1.4. During the stakeholder interviews, SODA also found that the original Child Vulnerability Tracker (CVM), which was meant to be replaced by the VAT, was still being used. There was some confusion in the system about the two trackers and their purposes. SODA established that the CVM covers all vulnerabilities, incl. sexual offences, missing person episodes, etc., while the VAT assesses those that are on periphery / in CE. Since SODA was made aware of the CVM and VAT overlap, the two trackers are monitored and compared by the Police CE Partnership Officer and the top 10 C & YP on the CVM are being discussed alongside those on the VAT at weekly partnership meetings.
- 1.5. SODA asked in its second report, whether the System is identifying the right C & YP. Referrals into MACE are from a number of partners, including education, social care, health, police, etc. Having looked at the CE Programme Cohort data, the costs of exclusions to the system, the referral pathways and attended a MACE panel, we feel that given the importance of education (especially non-exclusion), earlier referral of those identified in the school system should be explored further.
- 1.6. Our report includes a short overview of the CE Programme Cohort, as well as outlining the costs associated with these C & YP. The focus is on the complex nature of the CE Programme Cohort – providing an overview of the multiple interactions with the various Suffolk public service organisations - as victims, witnesses, and suspects. To set the analysis into context we include an overview of risk factors around violence and criminal behaviour in Section 4.
- 1.7. SODA's next report will be a shorter one, updating the Safer Stronger Communities Board (SSCB) on the last six months of the 2021-24 programme. SODA will deliver a bigger report in December 2024, which will cover the new 2024-27 CE Programme and [focus on measuring the impact of the activities of the CE Programme](#).

## 2. Introduction

2.1. For background information on SODA’s evaluation of the Criminal Exploitation (CE) programme in general and this report specifically please refer to our three previous publications:

- 2.1.1. [SODA evaluation of the Suffolk Against Gang Exploitation Team](#)
- 2.1.2. SODA evaluation of the first year of the Suffolk Criminal Exploitation Programme ([Report](#) and [Appendix](#))
- 2.1.3. SODA evaluation of the Suffolk Criminal Exploitation Programme for April to September 2022 ([Report](#) and [Appendix](#))

2.2. This report is the third in a series covering the evaluation of the 2021-2024 Suffolk Criminal Exploitation programme:



Diagram 1 – The Suffolk Criminal Exploitation Programme 2021-24

2.2.1. This report covers the period between April 2021 and September 2023.

2.2.2. Following the publication of the last report, SODA conducted interviews with all CE workstream leads to understand any potential changes to their action plans and whether any of the objectives and measurements needed to change. We also gathered feedback on progress and what is working well and what could be improved on. Attended a Multi-

Agency Criminal Exploitation (MACE) panel and collated data on the C & YP that are part of any of the CE Programme workstreams.

2.2.3. While the three-year CE Programme consists of nine workstreams (see diagram 1 above) there are overlaps in terms of the themes / areas covered by each workstream. These can be summarised as follows:



**Diagram 2 – Themes / areas covered by the Suffolk Criminal Exploitation Programme 2021-24**

2.2.4. SODA collated spend for Years 1 & 2 of the CE Programme. Overall, the programme is part-funded by Suffolk Public Sector Leader (SPSL), with other resources (both £ and people) being contributed by other areas of the Suffolk System. **In the first two-years of the CE Programme, the system spent 51% of the total allocated three-year budget.**

What	Detail	Amount allocated	Period	Source	Spend 2021-22	Spend 2022-23	Comment on Year 1 & 2
<b>CE Hubs in Ipswich, East &amp; West Suffolk</b>	1 x G7 (FTE), 2 x G5 (2x FTE; 2 x 0.5 FTE) and 4 x G4 (3 x FTE; 1 x 0.5 FTE)	£ 1,036,089	2021-24	SPSL	£ 113,322	£ 266,258	Underspend due to recruitment delays (COVID). Need to expand to East identified in May 2022. Staff recruited in Q3.
<b>CE Hubs engagement activities</b>	CE Hubs with some funding to support engagement /activities	£ 19,923	2021-24	SCC Communities	£ 77	£ 1,800	Low spend as hubs delayed (COVID) Low spend but committed for future activities
<b>Co-ordination &amp; training</b>	Staffing for training element of the plan + contribution towards time of programme co-ordinators within SCC Communities	£ 176,181	2021-24	SPSL	£ 58,727	£ 58,727	Community Safety Team officer resource.
<b>Co-ordination &amp; training</b>	Matched funding for co-ordination (as per SPSL proposal)	£ 176,181	2021-24	SCC Communities	£ 58,727	£ 58,727	Community Safety Team officer resource.
<b>Intelligence Post</b>		£ 139,932	2021-24	SPSL	£ 37,207	£ 46,960	Officer not in post at start
<b>Intelligence Post</b>		£ 36,668	2021-24	Police	£ 7,441	£ 9,392	20% of costs for 21-22
<b>Intelligence Post</b>		£ 6,740	2021-24	SCC Communities			Unlikely this will be required (currently within budget)
<b>Contribution to YJ for additional FLATS programmes</b>	Underspend from USG&CL / SAGE work programme	£ 27,481	2021-24	SCC Communities			No spend - limited capacity following the HMIP Inspection of SYJS in 2022. And no delivery in 2022-23 but planned again for 2024-25.
<b>CSP local delivery</b>	To support local solutions tackling CE; contribution to each CSP based on size of population	£ 50,000	2021-24	SCC Communities	£ 50,000		Allocated in June 2021. For CSP's to spend locally over the lifetime of the programme. No detail received on how monies were used.
<b>External / commissioned training</b>	Offer of match fund in SPSL paper; will be less given 50k contribution to CSP's above	£ 30,000	2021-24	SCC Communities	£ 17,250	£ 5,139	External training
<b>Contribution to diversion activity in Ipswich</b>	Contribution to enhance identified disruption / diversion activity in Ipswich delivered by VCSE partners	£ 14,173	2021-24	SCC Communities	£ 14,173		Complete; spent in yr.1
<b>Support to VAT &amp; MACE panels</b>	Management and maintaining of VAT; attendance at MACE, etc.	£ 59,000	2021-24	SCC CYP Safeguarding Service	£ 34,331	£ 34,331	Costed on 0.8 FTE G5 and 0.05 BSC G4 CYP officer resource
<b>Youth Focus Suffolk</b>		£ 161,500	2021-24	SCC & CCB		£ 161,500	This amount is in total for both years
<b>Aspire Project</b>	Joint project with Norfolk CC; funded through European Structural & Investment Fund £387,355.67; Match funded by SCC through staffing time (SCC Skills Team)	£ 457,535	2021 - Nov 23	SCC	£ 34,224		No SCC funds were directly required for this project
<b>Aspire Project</b>	Joint project with Norfolk CC; funded through European Structural & Investment Fund £387,355.67; Match funded by SCC through staffing time (SCC Skills Team)	£ 387,355	2021 - Nov 23	European Structural & Investment Fund		£ 140,062	Direct costs incurred. Covered 100% by ESF. Project ends Nov 2023
<b>CE Leads meetings</b>	4 CE Leads meetings p/a, Police, Health, Probation, SCC and D&Bs officer & manager time spent on preparing for meetings & discussions outside quarterly meetings.	£ 90,000	2021-24	Carried by each organisation employing CE Leads	£ 30,000	£ 30,000	
<b>SODA Evaluation</b>	SODA Manager time: information gathering, stakeholder interviews, analysis, report writing and presentations (comparison - Traverse evaluation of Pathfinder project over 3 years was £110k)	£ 50,000	2021-24	SODA	£ 16,667	£ 16,667	
<b>PATHFINDER Programme</b>	Funded by YJB Pathfinder Programme for Eastern Region; covers all costs related to running Pathfinder in Suffolk, incl. salaries (Lead, Psychologist, etc.), external delivery partners, running group work, etc.	£ 227,000	2020-22	Youth Justice Board	£ 227,000	N/A	Pathfinder budget ran from 2020-2022 and £227,000 was spent within budget over that two-year period. The Pathfinder Programme is now complete, ended 31/3/22. 1 year only
<b>TOTAL</b>		<b>£ 3,145,758</b>			<b>£ 699,146</b>	<b>£ 829,562</b>	

**Table 1 – CE Programme Budget Overview with FY 2021/22 & 2022/23 actual spend**

### 3. Key findings by theme

#### 3.1. Overarching finding

- 3.1.1. In our last report we highlighted the fact that those areas directly funded through SPSL (with part matched funding in some areas), i.e., the CE Partnership Officer, the CE Training Programme, and the CE Hubs, were continuing to be innovative, responsive, and adding value to the wider system. However, we also found a loss of momentum in some of the other workstreams, since these were using existing resources (i.e., activities being on top of someone's day job) and shifting priorities across some partners. And this latest report found little change since the last report.
- 3.1.2. SODA asked in its second report, whether the System is identifying the right C & YP. Having looked at the CE Programme Cohort Data, the costs of exclusion to the system, the referral pathways and having attended a MACE panel, we feel that the right C&YPs are discussed – however, given the importance of education (especially non-exclusion), earlier referral of those identified in the school system should be explored further.

#### 3.2. Collaboration

- 3.2.1. The Police CE Partnership Officer, who was recruited in autumn 2021 continues to be a central link within the system, encouraging collaboration and being key in terms of intelligence sharing and best practice and guidance. [The objective of using the intelligence gathered by this Officer and to direct activity to places and individuals where there is a need for targeted intervention and disruption is continuously achieved.](#)
- 3.2.2. The Suffolk County Council (SCC) Communities CE Lead also remains a central point with a wide range of knowledge and the ability to link up individuals within the system and supporting collaboration.
- 3.2.3. The CE Hubs also continue to link in with local partners and ensuring involvement of the correct expertise as well as avoiding duplication in delivery.
- 3.2.4. Anti-social Behaviour (ASB), Community Safety Partnership (CSP) and MACE are meeting regularly.
- 3.2.5. By the end of 2022, a Suffolk School Information Partnership Steering Group had been formed. This group has since been leading, together with task groups, a focus on shared priority areas – including Behaviour / Attendance. For example, messages about training are given prominence in Suffolk Headlines, and specific schools and academy trust leads in areas identified as having CE / crime 'hotspots' in their catchment, have been contacted individually about upskilling and collaboration opportunities. SODA has yet to establish the impact and effectiveness of this Steering Group and its approach.
- 3.2.6. Over the past year the Police Youth Engagement Team (YET, Ipswich) and the CE Hubs, together with the Police CE Partnership Officer have held regular meetings to share intelligence and work together on specific cases and visits with parents and C & YP.
- 3.2.7. Continued efforts to link countywide CE Actions to local CSP plans, for example:
  - All 2023/23 CSP plans included CE.
  - Ipswich (IBC) – Community Safety organised "Wayout Campaign", which reduces stigma around talking about knife crime and encouraging and diverting young people away from knife crime, youth violence and gangs. As part of this, ten engagement



days were held on the Cornhill in Ipswich in August. These offered YPs the opportunity to learn essential life skills and take part in team building, sports, wellbeing and behaviour discussions and themed craft activities.

- 3.2.8. Contextual Safeguarding Case Conferences are being developed to strengthen response to CE. SODA will evaluate these once they have been implemented.
- 3.2.9. The desired expansion of the Make a Change (MAC) Team, to also look at children who exhibit indicators of vulnerability to exploitation (i.e., who currently do not meet the threshold to support and divert away from risk of exploitation) has not been achieved but continues to be discussed.
- 3.2.10. The Exploitation and Online Safety Group (EOS) was paused in Q1 23/24 due to a new chair being elected and the ToRs are currently reviewed to determine trajectory and any gaps that need to be plugged.

### 3.3. Communication & Co-ordination

- 3.3.1. There is a continuing effort to streamline the various partner meetings and thereby improving communication. In light of the Serious Violence Duty requirements on local areas and the fact that the Suffolk System is already covering a wide array of partnership working on this theme, e.g., covering Domestic Abuse (DA), Violence against Women and Girls (VAWG), CE, Sexual Exploitation (SE), County Lines (CL), Modern Slavery, etc., the partnership group landscape is being reviewed and streamlined.
- 3.3.2. This is also evident in the revised and streamlined 2024-2027 CE Programme, which has been approved by the SSCB.

### 3.4. Best Practice / Guidance

- 3.4.1. Following on from the successful implementation of the contextual safeguarding module within Liquidlogic, SCC Children and Young People Services' (CYP) case management system, Contextual Safeguarding Conference processes have now also been added.
- 3.4.2. As part of CE lunchtime webinars, the CE Hubs delivered sessions on Pathfinder resources (see previous SODA reports) as well as more widely sharing resources with the Contextual Safeguarding implementation group and the Youth Justice Team (YJT) on best practice in the CE space.
- 3.4.3. The CE Hubs shared new resource with partners, incl. "Out There", a new short-film featuring the lived experience of county lines of three children.

### 3.5. Awareness Raising

- 3.5.1. Internal and external awareness raising campaigns, tools and dissemination of advice have continued, and in early 2023, the #LookCloser campaign and programme of learning, was adopted as an umbrella for all relevant Suffolk campaigns, for example:
- “Operation Elmore”, multi-agency activity (between Suffolk Police, Greater Anglia, Suffolk County Council, British Transport Police, The Railway Children and Missing People), with the aim to raise awareness of Child Exploitation, Missing Persons, and Modern Slavery/Human Trafficking. This activity ran on two days (28<sup>th</sup> February & 3<sup>rd</sup> March 2023) at Bury St Edmunds, Ipswich, and Lowestoft train stations. Elmore engaged members of the public, taxi & bus drivers, station staff & tenants. Effective partnerships were established to support future activities. The week was supported by #SuffolkLooksCloser social media campaign on Police twitter and Facebook pages.
  - A similar activity ran across Essex, Suffolk & Norfolk stations. And as a result, Taxi companies and Suffolk Passenger Transport (school transport) & partners are developing a joint campaign.
  - #Suffolk Looks Closer National and #Look Closer Exploitation awareness week 9<sup>th</sup> – 15<sup>th</sup> October 2023. National campaign run by The Children's Society, British Transport Police and National County Lines Coordination Centre to encourage everyone to be aware of the signs of CE, looking closer in communities and knowing how to report concerns.
  - The Suffolk social media campaign over the past year has been a success, with key partners including Suffolk Constabulary and D&Bs sharing pre-written social media posts, alongside the videos which were produced by The Children's Society. Partners were encouraged to use these alongside local hashtag #SuffolkLooksCloser and a specific website link for further information. [Posts were shared via the Suffolk County Council and Healthy Suffolk channels \(Facebook and Twitter/ X\) where they had over 4,000 views and with videos being watched more than 500 times. More than 200 people clicked through to learn more about Gang and County Lines information and the hashtag #SuffolkLooksCloser also had over 10,000 views on Twitter during this period.](#)

### 3.6. Upskilling

- 3.6.1. Upskilling is a key area of focus for the CE programme, with a dedicated central resource being funded by the SPSL budget. As outlined in our last evaluation, the CE Lead designed and delivered a comprehensive training programme. This has now reached 2,894 people from multiple organisations and including managers, practitioners, front-line staff, educators, volunteers, and others.
- 3.6.2. Many of the courses/workshops have been developed and delivered in-house, while some external courses have been delivered free of charge due to the connections the SCC CE Lead has locally and nationally. [This means that this extensive training programme has been delivered at a cost per head of just £16.23.](#)

3.6.3. The following has been delivered between October 2021 and end of September 2023:

<b>What</b>	<b>Delivered by</b>	<b># of sessions</b>	<b># of attendees</b>
Appropriate Adults Case Study Based Training	SCC CE Lead	2	6
Bespoke CE Refresher / Case Study workshop	SCC CE Lead / CE Partnership Officer	5	92
Bystander Intervention Training F2F	NWG Safeguarding in Sport Lead/ SCC CE Lead	3	36
CE - What we are seeing in Suffolk	SCC CE Lead / CE Partnership Officer	1	182
CE & County Lines - Recognising & Responding to the Needs	Junior Smart OBE St Giles Trust / SCC CE Lead	17	732
CE awareness raising workshop	CYP	2	235
CE Champions - critical friend appraisal		1	3
CE Champions Training		2	
CE Disrupting Exploitation	CYP First / SCC CE Lead / others	9	184
CE Probation	SCC CE Lead / CE Partnership Officer	2	19
CE programme presentation / update	SCC CE Lead / CE Partnership Officer / Others	7	84
CE Refresher	SCC CE Lead / CE Partnership Officer / Others	4	59
CE Workshop	SCC CE Lead / CE Partnership Officer / Others	7	179
Child CE Through Sport and Physical Activity	NWG Safeguarding in Sport Lead/ SCC CE Lead	2	35
Disruption Toolkit Workshop	SCC CE Lead / CE Partnership Officer / Others	3	116
Drugs Awareness for partners	Ren Masetti - Drugs and Alcohol Health Outreach NHS	4	67
Faces, Places, Spaces- 'CE through a Contextual Safeguarding Lens' workshop for Community Action 'Faces. Spaces. Places' Safeguarding Conference	SCC CE Lead / CE Partnership Officer	1	89
Helping you restart safely event	SCC CE Lead	1	52
Kendra Houseman Full Day Immersive Bespoke Suffolk Case Study Workshop	SCC CE Lead	1	34
NRM Awareness Raising Workshop	The Children's Society / SCC CE Lead	4	95
NRM First Responder Workshop	The Children's Society / SCC CE Lead	1	12
One Cop Stop' Focus day		1	11
Parent & Carer Drugs Awareness	Ren Masetti - Drugs and Alcohol Health Outreach NHS /SCC CE Lead	6	49
Pathfinder Practical Application of Contextual Safeguarding	SCC CE Lead / CE Hubs Manager	1	68
SFRS Cadet Leader Training	SCC CE Lead	1	7
Suffolk Safeguarding Partnership Practitioners Conference	SCC CE Lead / CE Partnership Officer	1	149
The right professional at the right time, every time for missing children and adults in Suffolk- Missing People training	SCC CE Lead		1
Understanding CE and Strengthening Practice	Kendra Houseman / SCC CE Lead	6	298
<b>Grand Total</b>		<b>96</b>	<b>2,894</b>

**Table 3 – Overview of training delivered between Oct-21 and Sep-23**

- 3.6.4. Feedback on these sessions continues to be positive, with 96% of attendees saying they had applied learning from the course(s) to their work. And 58% out of these saying they apply learning often / all the time.
- 3.6.5. The SCC CE Lead is currently co-producing a “Transitional Safeguarding Training” package with Safeguarding Training and Commissioning Consultant, Adult Care Services and CYP Workforce Development Team. This programme will be rolled out from January 2024. And as part of the Look Closer Prevention Programme, the SCC CE Lead disseminated information and provided online seminar training which included Transitions to Adulthood and Anti-Racist Practice to Tackle Child Exploitation.

### 3.7. Intelligence

- 3.7.1. The twice-weekly intelligence sharing meeting between Police, Make A Change Team (MAC), SCC CE Co-ordinator, Youth Justice, CE Hubs, Multi-Agency Safeguarding Hub (MASH) and Contextual Safeguarding (CS) representatives continued during the evaluation period.
- 3.7.2. Pre-MACE and MACE meetings also continued, using the Vulnerable Assessment Tracker (VAT) successfully to identify C & YP to be discussed. [Since MACE started over 230 cases have been considered at MACE panels.](#)
- 3.7.3. New MACE episode pathways have been added to the Social Care System Liquid Logic, enabling partners to submit and search for intelligence, and evidence the actions they have taken.
- 3.7.4. SODA asked in its second report, whether the System is identifying the right C & YP. Having looked at the CE Programme Cohort Data, the costs of exclusion to the system, the referral pathways and attended a MACE panel, we feel that given the importance of education (especially non-exclusion), earlier referral of those identified in the school system should be explored further.

Referring agency into MACE	% of all referrals
<b>Social Care CYPs</b>	30.8%
<b>Police</b>	28.8%
<b>Education</b>	15.7%
<b>Youth Justice Service</b>	11.1%
<b>Early Help CYPs</b>	8.6%
<b>Other</b>	3.0%
<b>Social Care ACS</b>	1.0%
<b>Health</b>	0.5%
<b>Other Local Authority</b>	0.5%

**Table 4 – % of referrals into MACE by agency**

- 3.7.5. [SODA attended a MACE South meeting and found that the meeting was attended by all relevant partners, well structured, very practical and action driven.](#) The range of YP discussed was wide, ranging from a YP causing concerns to multiple partners who had never been on the radar before, to a YP who had been on the radar for a while, but had recently been found selling drugs for the first time. During the discussions on each YP, partners would use their live case management systems to find the latest information on that young person, which meant that new intelligence was linked during the meeting and a complete picture of that

YP was established before deciding on whether to adopt onto / keep on the MACE list. For those on the list and based on all the intelligence brought together during the meeting, a detailed plan of next steps was agreed, as well as a time at which partners would bring an update on that YP back to MACE.

- 3.7.6. However, during stakeholder interviews, SODA was also made aware that the MACE meetings in the other areas did not work as well. [Some stakeholders said that MACE panel meetings had lost their drive, with for example, Social Care colleagues seldomly turning up.](#)
- 3.7.7. During the stakeholder interviews, SODA also found that the original Child Vulnerability Tracker (CVM), which was meant to be replaced by the VAT, was still being used. There was some confusion in the system about the two trackers and their purposes. SODA established that the CVM covers all vulnerabilities, incl. sexual offences, missing person episodes, etc., while the VAT assesses those that are on periphery / in CE. Since SODA was made aware of the CVM and VAT overlap, the two trackers are monitored and compared by the Police CE Partnership Officer and the top 10 C & YP on the CVM are being discussed alongside those on the VAT at the meeting mentioned under point 3.7.1 above.
- 3.7.8. The number of completed Return Home Interviews (RHI) of missing C & YP, which identify exploitation, has increased. Also, the timeliness of RHIs is improving due to the support from partner agencies. This has been possible through significant support and education with CYP staff and other care providers around the importance of return home interviews (RHI) for missing children to identify any risks. And the data of RHIs is now included in monthly performance packs which are shared with partners to maintain improved performance and information sharing.
- 3.7.9. In addition, the Police CE Partnership Officer is now reviewing all Missing Reports to ensure that those who are repeatedly missing are flagged for exploitation and referred into MACE.

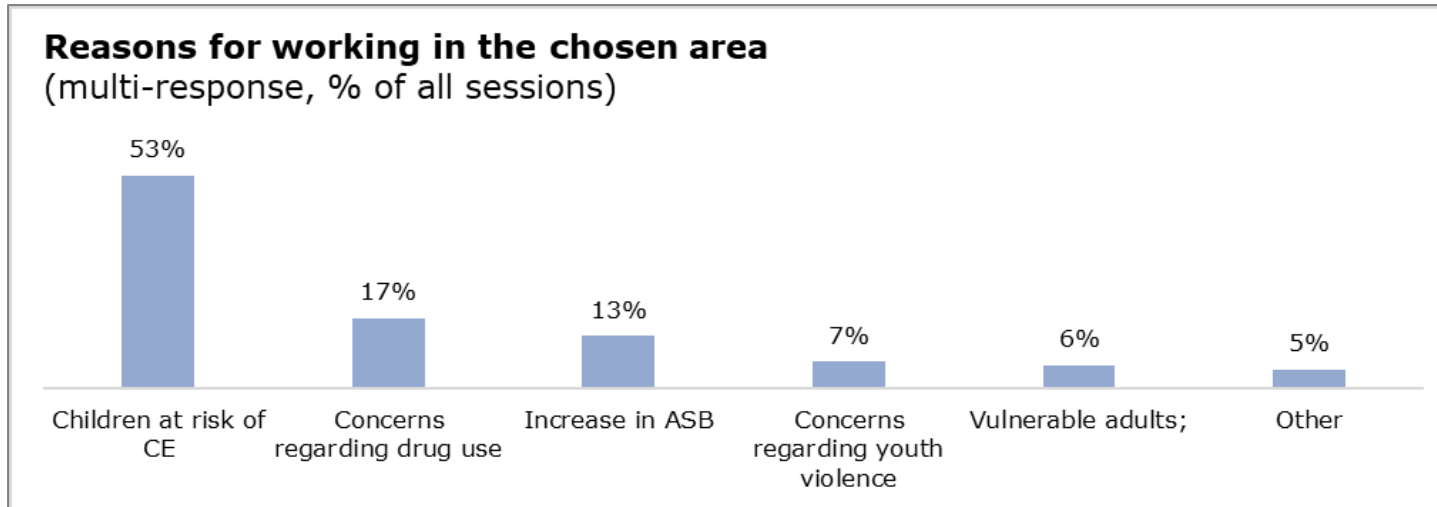
### 3.8. Prevention / Intervention / Diversion

- 3.8.1. Is being delivered in large parts through the CE Hubs, but other workstreams are also contributing.
- 3.8.2. The CE Hubs in the West and South were set up in the summer of 2021, with the South Hub also supporting the East, with the need around CE being deemed lower in the east of the county. However, in May 2022 it was decided that a CE Hub North was needed and funding for a new hub in Lowestoft was approved and two new staff recruited (started October 2022).
- 3.8.3. Between October 2021 and end of September 2023, the CE Hubs have delivered 875 outreach sessions, engaging with a total of 6,548 children and young people. Most sessions took place in the core areas of the two existing hubs, i.e., the West and Ipswich (South Hub):

	<b>Babergh</b>	<b>East Suffolk</b>	<b>Ipswich</b>	<b>Mid Suffolk</b>	<b>West Suffolk</b>
<b>Number of outreach sessions</b>	41	175	255	48	356

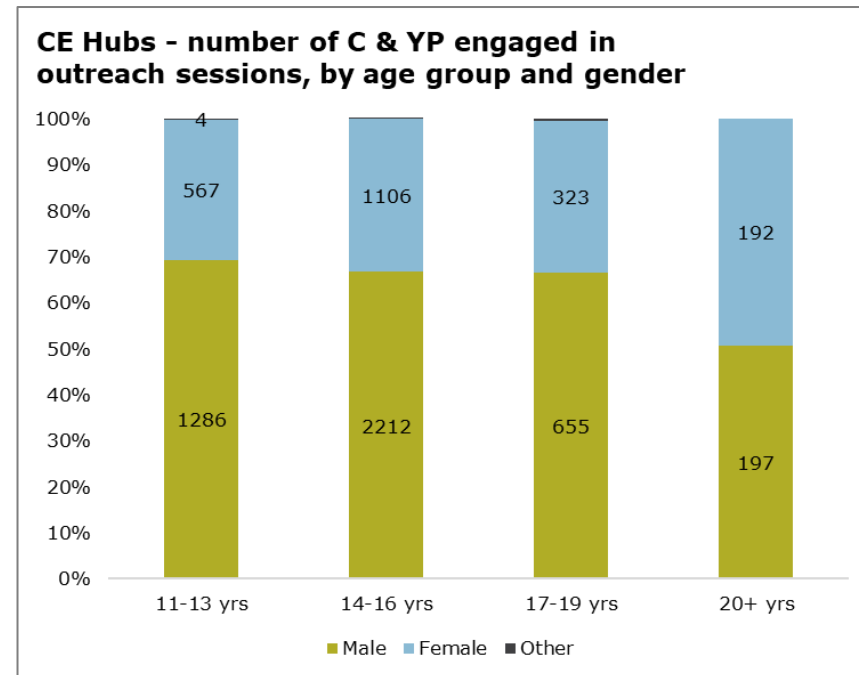
**Table 5 – Number of CE Hubs sessions by area**

3.8.4. In most cases, sessions were held due to C & YP being at risk of CE, though in 17% of cases there were also concerns regarding drug use and in 13% of cases an increase in ASB.



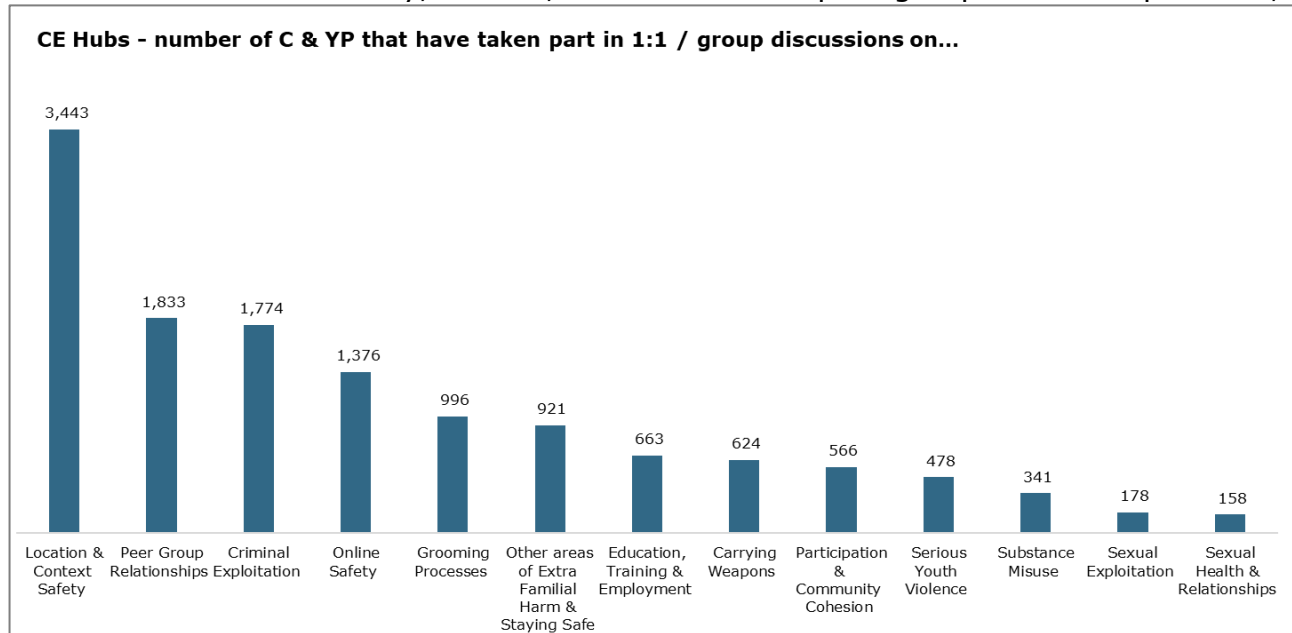
**Chart 1 – reasons for holding outreach sessions and engaging in area (% of all sessions)**

3.8.5. 5,175 (79%) of those engaged during outreach sessions were between 11 and 16 years old. And overall CE Hubs engage with more males than females.



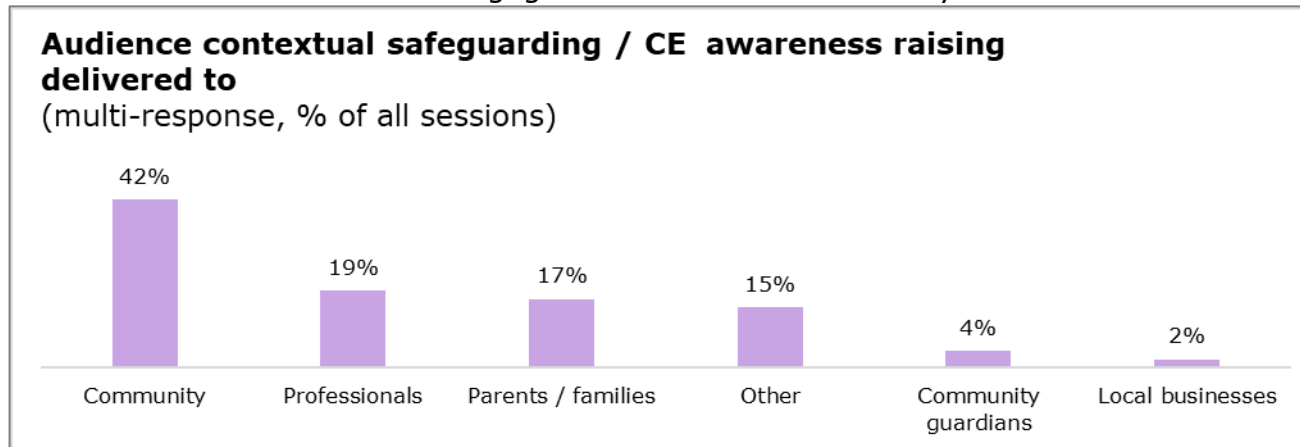
**Chart 2– % and number of C/YPs engaged during outreach sessions by age group and gender**

3.8.6. Multiple messages are being delivered across the work of the CE Hubs, for example, 3,443 C & YP have taken part in discussions on location & context safety, while 1,833 talked about peer group relationships and 1,774 about CE in general.



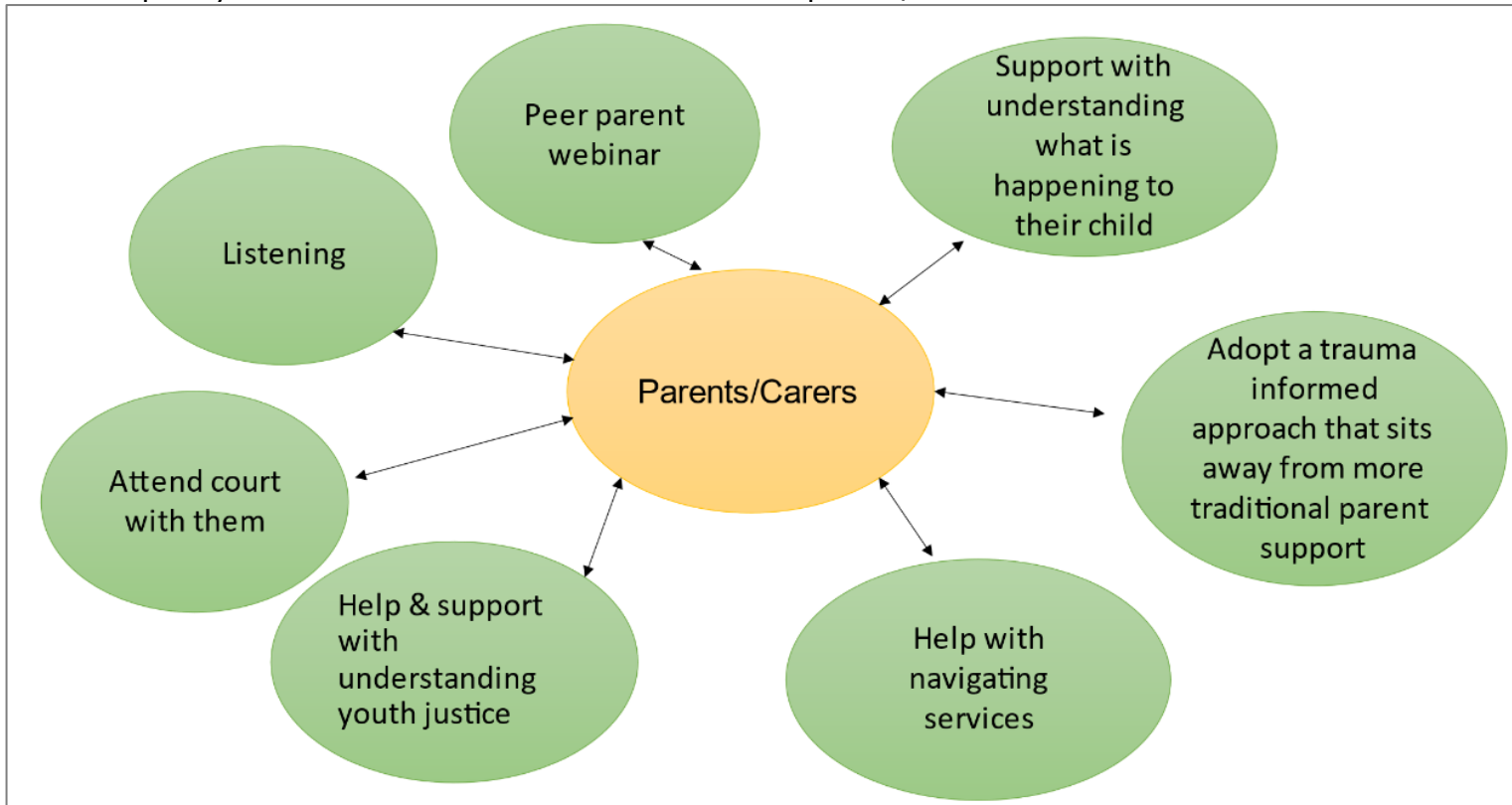
**Chart 3 – number of C/YPs that have taken part in 1:1 / group discussions by topic**

3.8.7. The CE Hubs also continue to engage with the wider community:



**Chart 4 – % of sessions delivered by type of audience**

- 3.8.8. The hubs have also worked with 60 individuals in 1-2-1 or small group settings (sometimes groups are with parents/carers). These sessions range widely in terms of frequency, and length. They include short visits to homes for quick check-ins to longer education and support sessions, as well as accompanying C & YP to activities and meetings. [CE Hub staff are building strong relationships with those they are supporting, for example, a young female was reported missing, but then texted one of the CE Hub staff, who was able to encourage her to return home.](#)
- 3.8.9. Over the past year the CE Hubs have also rolled out a parent/carer offer:



**Diagram 3 – CE Hubs parent / carer offer**

- Spend time talking to parents helping them understand CE, what that may look and feel like for their child.
- What as parents they can do to support – helping them understand that the harm may sit outside the home.
- Listen to their experiences, hurt, frustrations.
- Help them navigate other services and be a link where needed.
- Adopting a trauma informed approach. Spend time to build trusting relationships – weekly contact, text messages, calls, going for a cup of tea, being led by the parent – calling them after their child has been arrested, been excluded, checking how they are and how they are feeling – it is not just focused on their child but also as them as parents.



- Following on from Pathfinder work and feedback from parents, who have indicated that they would welcome the opportunity to share experiences and talk to other parents, CE Hubs will be offering specialised parent support throughout the county and build on the development of peer parent webinars. There will be three two-hour long sessions each month in Bury, Ipswich and Lowestoft.

### **Case Study 1**

A boy was arrested with four other males (all children at time of arrest), who had not been know previously to services and was achieving well in school, set to go to 6th Form. Mum's heritage is Jamaican, she is supportive of her son, values education, has a good support network in her local church, but she needed someone to listen to her. CE Hub supported mum with engagement with YJS and court, acknowledging her concerns and the diversity she may experience and be feeling. CE Hubs also reported back concerns she raised regarding the pre-sentence report. The boy was recently sentenced to a custodial sentence and CE Hubs continuing to help Mum to navigate the system alongside YJS. Feed-back: she has stated that CE Hubs have been a tower of support.

### **Case Study 2**

Escalating concerns initially raised by the school that child X was being exploited. Unfortunately, concerns were raised too late and significant exploitation had occurred resulting in the child being arrested and being in debt. CE Hubs helped Mum understand what may be happening to her child – using the peer parent online seminar. This progressed to supporting her with meetings with the police to share intelligence and concerns and building a trusting relationship with the police. Continuing weekly contact with parents, conducting safety planning for the child, talking through worries, and guiding her through the system when needed.

- 3.8.10. The CE Hubs continue to provide additional local resources rather than duplicating. [SODA found that all staff within the hubs have grown in confidence in their approach, understanding of their localities and where to link in with partners, communities, and young people.](#) For example:
- worked with five CYP and YJS colleagues to help raise awareness, skills, and approach around CE within these Services.
  - supported IBC with their anti-knife campaign by attending town-centre sessions to raise awareness of knife crime and highlight 'keep safe strategies' with children; as well as supporting the IBC communities' team in tackling ASB in various locations.
  - worked closely with MACE to provide contextual assessments to help build a greater understanding of the context around certain locations and communities to MACE attendees.
  - led peer mapping for West Suffolk.
  - worked alongside Suffolk Probation to support five young adults in custody / on remand; one serving a custodial sentence and two young adults recently released from custody who wanted support from the CE Hubs.
  - supported both Operation Elmore and Operation Sabre (see above), by speaking to those involved in and around the train stations, providing a credible voice on CE, CI and Missing C & YP.

- in August 2022, the CE Hub in the West held an outdoor cinema event at the Howard Estate in Bury St Edmunds. This led to the development of parent drop-in sessions linked to Howard Estate Family Hub, which have been held regularly since the end of 2022. Consultation exercises are taking place in the Nacton area to offer parent drop-ins.
- worked together with East Suffolk Council (ESC) and Police to hold two community engagement sessions.
- worked with Inspire, YJS, PF, 4YP on a football project in IP3; this was developed by the C & YP in the area.
- worked with Ipswich Academy, King Edwards, Ormiston Denes, and Thomas Gainsborough school – supporting lunchtime outreach sessions to work specifically with YP at risk of CE.
- continued to offer basketball sessions at Murrayside and Chantry
  - Parents have fed back that they value this continuous offering as it provides somewhere safe for their children to go.
  - 62% C & YP said that since working with the CE Hubs things were much better, with 38% saying things are slightly better. Also, 75% said that the sessions helped them get into a positive activity. 50% of the C & YP said they felt safer having the CE Hubs around, and other children had noted that having police patrols around can make the area feel safer too.
- identified through community engagement that there was a group of C & YP jumping the fence at Ipswich Academy to play football. CE Hubs negotiated with Ipswich Academy for these C & YP to use the pitch for free and funded some equipment.
- supporting Aspire school action days – delivering sessions on Keep safe (West and South) Feb 2023 delivered to YR 10 King Edward Upper, Westbourne and Northgate schools.
- delivered three sessions with Unaccompanied Children Asylum Seekers (UCAS) Service to a total of 26 YP. These have increased the YPs' level of general understanding around exploitation, needing to keep safe and looking out for friends. They were made aware of hotspot locations in Ipswich, to ensure they understand what was happening in those location. Plans are now in place to hold these sessions twice a year with new UCAS.

### **Case Study 3 - Gunton Community Park Summer Activities**

Throughout the summer holidays the Hub facilitated a sports group, which also included an opportunity to take part in art and crafts, in an area known with high deprivation. The group was held at a day/time, which did not clash with provisions by other activity providers. The group was attended predominantly by 9–13-year-olds and each group was attended by at least 15 YP. There were more males than females. Many of the young people knew each other, either from living in the local area or attending the local school.

Sports included football, rounders, basketball, and others. CE Hubs staff would encourage attendees to pick teams and they observed positive interactions between peer groups, the older ones often using encouraging words towards the younger ones when they did a particularly good pass or scored a goal! CE Hubs staff used the sessions to make the most of critical moments when being involved with physical activity can boost the self-esteem. This was apparent during these sessions and became more noticeable as the weeks progressed.

The arts and crafts element of the group was well received; and included pebble painting, macrame, miniature log key rings, friendship bracelet making, painted pendant necklaces, feelings plates and sandcastle windmills. There was an overwhelming enthusiasm from the young people when they learnt a new skill or made something to take home to parents or carers. The pride the young took in their work was remarkable and, as, with the sports element grew as the weeks progressed. It was during the arts and crafts activities that staff had the biggest opportunity to speak with the young people about how they felt and what their concerns were. Whilst their hands were busy, they felt more comfortable chatting about an array of topics.

Snacks, fruit, and bottles of water were on offer during these sessions. This was very well received and would often become a talking point within the group with some young people trying fruits they had not eaten before.

During the sessions staff took the opportunity to speak with the young people about many areas of contextual safeguarding, this was made possible by the relaxed and informal setting where the young people had become comfortable. The conversations often involved several young people, and they would discuss the places they visited in the local areas and the school they went to as well as the new school they would be going to after the summer break. The Young people spoke openly about safety and appeared have good awareness of their personal safety and those that had younger siblings spoke about ensuring they were safe. There was a noticeable sense of community. There was a minimal amount of conflict between the young people attending the group, however, when this occurred CE Hubs staff were able to provide some conflict resolution and had the perfect setting to do this in (an open space giving all parties a chance to speak freely).

The feedback from young people was 100% positive and the general feeling was that they would like more activities in this area and were keen to discuss when the CE Hub would return. Those attending the group were keen to be involved in advertising of future events, with some offering to help hand out leaflets in future and some offering ideas such as indoor football and dodgeball.

#### Case Study 4 - SK8 Jam, Stowmarket

Skateparks are an area that is both a safe and valued resource in the community but can also become an unsafe space for children. Over the past two-three years Skateparks have regularly been raised as locations of concern with CE Hubs, which has led to the Hubs making them key locations for their outreach sessions. Over time the CE hubs have been able to build and develop trusted relationships at the parks and have been able to gently disrupt any behaviours of concern. In collaboration with children at the skatepark in Stowmarket, Suffolk Youth Justice Service, The Mix, The Salvation Army, and Babergh & Mid Suffolk Council organised a Skate Jam event at Finborough Road Park in Stowmarket in autumn 2023. The event was attended by 30 children /young people and several adults (both parents and participants). The idea for the event came from the C & YP themselves and they were able to shape the event together with the CE Hubs. The event was inclusive and free to attend and enter any of the competitions. The CE Hubs had sourced food from a Pizza Truck and were able to provide 50 free pizzas at the event.

The event brought the community together, for example, when the CE Hubs team arrived at the park, they found participants and spectators making the site safe by brushing puddled water into drains; the children and young people used their initiative to support the event going ahead by arriving early armed with brooms and enthusiasm to get rid of the rain puddles! They were then able to advise staff on safe levels for use of the skate park (based upon their experience of similar weather conditions). There was evidence of children and young people supporting others taking part in the competitions, and some children and young people who came as spectators ended up signing up to compete following the encouragement of their peers. Some children and young people travelled from other areas to attend the event. In addition to a representative from several of our partners on the judging panel, a well-known young person with a professional sponsorship also joined the panel, adding some credibility and helping the panel identify the value of tricks and teaching the panel how to score each run. [Feedback from the children/young people in attendance was highly positive, with several sharing that they were happy that someone was putting on an event like this in Stowmarket. Feedback included:](#)

["Thank you for putting on the skate jam! I can't believe I won something and got food; can we do another?"](#)

["I enjoyed it and would like another one."](#)

["It was a good day. I think it would be nice to have more skaters involved in the planning."](#)

["It was great, we should do it bigger and better! Every year!"](#)

["The event was very good. I would like some music for next time and, I think that the times of your freestyle should be shortened according to the size of the skate park. 1 minute was suitable for Bury, as it's bigger. But 45 seconds would have been more suitable for this one, as its smaller".](#)

Going forward The Mix have agreed to hold an annual skate event in Stowmarket, which the CE Hubs will support. The event is proof that youth focused activities based around their interests can be both a great way to engage with children and young people, but also provides them with agency to help shape the provision by encouraging the promotion of their voice; and create safe spaces and trusted relationships in a community.

3.8.11. Other diversions are also delivered outside of the CE Hubs, some examples include:

- Thirst Youth Hub, Beccles – originally a youth club but since Covid, has been detached youth work, with four youth workers going out at different times during the month to meet with YP where they are (e.g., Beccles Common, Town Centre, Rigbourne Hill, etc.). They have a youth advisory committee who help to guide the priorities of Thirst. Decision to go to a detached model was in parts about trying to add another layer of presence on the streets to counter-act social media messages about gatherings of C & YP on the streets.
- Bungay opened a youth drop-in, run by Access Community Trust opened in the summer of 2021, with PCC funding provided in 2022. These drop-in sessions were set up in direct response to press reports of the so-called 'Bungay Mafia' (YP causing distress to others in the town). The drop-in sessions were at capacity every week. However, this provision closed in early 2023, with Bungay Town Council leading work to bring back funded provision. Detached youth work by Thirst Youth Hub was to start in July 2023, but has been delayed until February 2024 to due capacity of Thirst Youth Hub.
- Halesworth Apollo Youth Club – runs once a week for Year 7 and 8s, with around 50 YP attending every week. Detached youth work started in October 2022 because of the Halesworth Youth Research that Anglia Care Trust conducted. So far this has helped address some concerns in the area, e.g., fixed lighting to improve safety, revamping of the skate park and basketball area and looking at the future of the youth centre.
- In Ipswich, coaching sessions for skateboarding were delivered in Whitehouse skatepark in autumn 2022. While funding was made available to the Ipswich BMX Club to improve their racetrack at Landseer Park. Ipswich Borough Council's Community Support team funded a range of activities across the summer of 2023, including music classes, dance workshops, arts, and crafts projects, etc.
- In West Suffolk, the council is working with Positive Futures to sustain boxing opportunities in Mildenhall and engaging with Abbeycroft Leisure to establish Teen Chill in Mildenhall. Successfully relaunched Teen Chill in Brandon.

#### 4. Understanding risk factors around involvement in crime

- 4.1. To understand the CE Programme Cohort (see point 5.1 below) better and provide context, SODA looked at the risk factors that increase the likelihood of violent behaviour and involvement in criminal activities, and what the prevalence of some of these risk factors is in general across Suffolk.
- 4.2. There are many risk factors in a person’s life that can threaten development, limit social and economic opportunities, increase the likelihood of mental and physical health problems, criminal involvement, substance misuse, or exploitation or abuse in later life. A whole range of factors have been linked with both perpetration and victimisation of crime and violent behaviour. Risk factors tend to be summarised at 3 or 4 levels: individual, interpersonal (families/peers), communities and/or society. Crime and violent behaviour share similar risk factors and will also correlate with other poor life outcomes such as low educational attainment, poor health, and unemployment.

<b>Risk factors at the individual level</b>	Early involvement with alcohol, drugs & tobacco
	Low intelligence & educational achievement
	Low commitment to school & school failure
	Involvement in crime
	Unemployment
	Exposure to violence in the family
<b>Risk factors at the interpersonal level</b>	Poor monitoring & supervision of children by parents
	Harsh, lax or inconsistent parental disciplinary practices
	A low level of attachment between parents & children
	Parental substance abuse or criminality
	Parental depression
	Low family income
	Unemployment in the family
Associating with delinquent peers and/or gang membership	
<b>Risk factors at the community &amp; wider society level</b>	Access to & misuse of alcohol
	Access to & misuse of firearms
	Gangs & a local supply of illicit drug
	High income inequality
	Poverty
	Quality of governance, incl. laws & policies, e.g., education, social protection

**Table 6 – Risk factors around violent behaviour and involvement in crime by different levels**

- 4.2.1. Individual factors emerged as the most powerful risk indicators for violence and involvement in crime for C & YP (ages 7-25). While YP aged 15 and under were more vulnerable to family level risk factors of family disruption and poor supervision. The most powerful risk factors for violence for C & YP aged 7-15, were poor relationships with peers or having delinquent peers. Individual level risk factors for violence also include some demographics, i.e., gender, age, and ethnicity. The number of different risk factors for violence and the complex relationships that exist between them means it is hard to know exactly which factors may be causal and which are simply markers. This makes it difficult to decide which factors to target. However, one consistent finding is that the presence of multiple risk factors increases the risk of offending. Therefore, identifying the number of risk factors an individual experiences / is exposed to should determine those at greater risk, and used to design and target interventions.
- Low educational achievement is a risk factor at individual level – though attainment has improved across Suffolk over the past few years, it still lags national levels at Key Stages 2 & 4 and A-levels.
  - Absence from school (missed attendance as well as suspensions and permanent exclusion) not only impacts students' attainment but is also associated with involvement in violence. In 2021/22 there were 167 permanent exclusions in Suffolk.
  - Not engaging with education or the labour market can have lasting effects on young people's mental and physical health and there is evidence that lack of qualifications and job opportunities are linked to crime. In 2022/23 Suffolk had relatively more 16–17-year-olds not in employment, education, or training (NEET) than England overall. And while Suffolk overall had a lower proportion of unemployed 16-24s than England in 2022, Ipswich over-indexes against both the local and national averages.
  - Children in Social Care are amongst the most vulnerable groups in society.
    - Reasons for C & YP being taken into care vary, and include abuse and neglect, anti-social parental behaviour, poor supervision, aggression / low self-control, gang membership amongst others. These have all been identified as risk factors for violent behaviour and criminal involvement.
    - In 2021/22 there were 4,034 children in need in Suffolk (Suffolk's rate is below national, but above regional averages). For 2,651 (66%) of all children in need in Suffolk the primary need was 'abuse or neglect'.
    - In 2021/21 there were also 921 looked after children in Suffolk (rate is again higher than the regional but lower than the national averages).
    - There was a higher percentage of Suffolk's looked after children than the national average (4% vs. 2%), that was convicted or subject to youth cautions, or youth conditional cautions.
    - Children looked after are assessed through the Strength and Difficulties Questionnaire (SDQ), which is a measure of adjustment and behavioural, social, and emotional difficulties in 3–16-year-olds. Proportionally, Suffolk's looked after children perform worse on the SDQS than those at regional & national levels.
  - Local data indicates that disparity exists within Suffolk's services relating to C & YP. For example,
    - Locally, as well as nationally, proportionally those of background other than white (except for those from Mixed backgrounds) are less likely to be at a good level of development or expected levels of learning at Foundation Stage. Though there is little disparity at the end of Key Stage 2 (end of primary school) and at GCSE levels.
    - Individuals from White backgrounds are more likely to miss school sessions and receive suspensions (previously known as fixed-term exclusions). And they are also over-represented amongst those who have Special Educational Needs and those with an Education, Health & Care Plan.

- Amongst 16–17-year-olds, those from any other ethnic background (other than White) are under-represented amongst those that are not in education, employment, or training, but also amongst those that are in education, worked-based training, or work with study.
- Amongst children within social care, it was the Mixed and White British groups being over-represented between 2019 and 2022. However, there was a shift in 2022-23, with those from any background other than White proportionally increasing and being over-represented.
- Money and status and growing up in poverty can be motivating drivers for getting involved in crime; wanting to earn money and buy new things, wanting to impress peers, to be important, to be proud, and to have a reputation are often out of reach for some YP. While unemployment is relatively low across Suffolk overall, compared to national averages, the averages hide some of the inequalities that exist. Wages across Suffolk are consistently below those of England overall – in 2022 median gross weekly pay in Suffolk was £43 lower than the England average, while the lower quartile gross weekly was £22 lower. And proportionally, households (HH) with children are more likely to be on Universal Credit, either due to being out of work, or because their income needs 'topping up' with benefits. In 2021/22, 25,436 of Suffolk's children lived in relative low-income families. There were also 146 households with children living in temporary accommodation, while 19.6% of Suffolk's pupils were eligible for free school meals.
- Poor mental health is consistently associated with unemployment, less education and low income and can be a risk factor for violence, involvement in crime and gang affiliation. Also, severe behavioural problems, called conduct disorder, can affect a child's development, and interfere with their ability to lead a normal life. Applying national prevalence of conduct disorders to the Census 2021 Suffolk population, it can be estimated that around 5,330 Suffolk children have a conduct disorder.

## 5. "CE Programme Cohort" analysis and cost / cost avoidance calculations

- 5.1. SODA established an Information Sharing Agreement between Suffolk County Council CYP and YJ and the Police – enabling the identification of C & YP that are part of any of the CE Programme workstreams. This included all those on the VAT, those that have been referred into the MACE Panels and all those that have worked with SAGE or the CE Hubs over the past five years. This identified a total of 353 individuals, whose names were shared with Police, CYP Education and the YJT, to extract any information they may have against any of these individuals between April 2018 and end of September 2023. This data was analysed, and the group is referred to below as 'the CE Programme Cohort'.
- 5.2. We are continuing to use the [New Economy Manchester](#) (NEM) Cost-Benefit Analysis tool and the underlying Unit Cost Database (UCD) to provide an overview of some of the costs associated to the Suffolk System by the CE Programme Cohort. As per the budget update (see 2.2.4 above), 2021/22 & 2022/23 spend for the whole CE Programme was £1.53 million. Table 7 outlines the kind of costs that can be avoided and table 8 the benefits that can be gained through the CE Programme.



	<b>Cost</b>	<b>Detail</b>
<b>Education – Permanent Exclusion</b>	£13,229	Cost per pupil per annum of a permanent exclusion (costs include alternative educational provision, e.g., in a pupil referral unit, as well as social services, crime and health fiscal costs)
<b>Mental Health</b>	£1,125	Avg. cost of service provision for adults suffering from depression and/or anxiety disorders, per person per year to NHS
	£312	Avg. cost of service provision for children/ adolescents suffering from mental health disorders, per person per year to the NHS
<b>A&amp;E Attendance</b>	£306	Cost per A&E attendance (all scenarios) to NHS
<b>Drug Dependency</b>	£3,207	Avg. annual cost of structured community drug treatment per person engaged in effective treatment to NHS
<b>Social Care - Children in Need</b>	£1,865	Avg. total cost of case management processes over a six-month period (standard cost) for each Child in Need
<b>Missing Cases</b>	£2,975	Missing Persons investigation - total unit cost per investigation (realistic case assessment) to Police
<b>Crimes</b>	£4,045	<u>All Crimes</u> – avg. cost per incident of crime, across all types of crime (fiscal, economic, and social values)
	£3,722,546	<u>Homicide</u> – avg. cost (fiscal, economic, and social) per incident
	£16,266	<u>Violence w. injury</u> – avg. cost per incident (fiscal, economic, and social values) per incident
	£6,872	<u>Violence w/o injury</u> – avg. cost per incident (fiscal, economic, and social values) per incident
	£45,535	<u>Rape</u> – avg. cost per incident (fiscal, economic, and social values) per incident
	£6,911	<u>Other sexual offences</u> – avg. cost per incident (fiscal, economic, and social values) per incident
	£11,981	<u>Robbery</u> – avg. cost per incident (fiscal, economic, and social values) per incident
	£1,461	<u>Theft from Person</u> – avg. cost per incident (fiscal, economic, and social values) per incident
	<b>Anti-social behaviour</b>	£780
	£55	ASB - no further action taken - simple police reporting of incident
<b>Police &amp; Court Proceedings</b>	£826	Cost per each arrest - detained to Police
	£397	Cost per arrest - with no further action (simple caution) to Police
	£9,003	Unit cost of court event: <u>Violence against a person</u> (under 18) (per person per court event)
	£5,348	Unit cost of court event: <u>Sexual Offences</u> (under 18) (per person per court event)
	£2,173	Unit cost of court event: <u>Burglary</u> (under 18) (per person per court event)
	£6,321	Unit cost of court event: <u>Robbery</u> (under 18) (per person per court event)
	£3,483	Unit cost of court event: <u>Theft and handling stolen goods</u> (under 18) (per person per court event)
	£1,106	Unit cost of court event: <u>Criminal damage</u> (under 18) (per person per court event)
	£1,844	Unit cost of court event: <u>Drug offences</u> (under 18) (per person per court event)
<b>Offending</b>	£49,858	Avg. cost across all prisons, including central costs (costs per prisoner per annum) to CJS
	£4,151	Youth offender, average cost of a first-time entrant (under 18) to the Criminal Justice System in the first year following the offence
	£96,547	Youth offender, prison, male closed Young Offenders Institute (ages 18-21), including central costs (costs per prisoner per annum)
	£201,378	Youth offender, prison, male Young Offenders Institute, young people (ages 15-17), including central costs (costs per prisoner per annum)

**Table 7 – Unit Costs for CE Programme relevant items (Source: New Economy Manchester Unit Cost Database 2022)**

Outcomes	Benefits	Fiscal benefit*	Economic benefit*	Social benefit*	Total public benefit*
<b>Improved Mental health</b>	Reduced health cost of interventions	£830	£3,841		<b>£4,671</b>
<b>Reduced A&amp;E attendance</b>	Reduced cost of unnecessary attendance	£134			<b>£134</b>
<b>Reduced Anti-social behaviour</b>	Reduced incident requiring no further action	£35		£118	<b>£153</b>
<b>Reduced incidents of crime (average)</b>	Reduced police, other criminal justice costs, health costs per actual crime	£979	£1,111	£1,407	<b>£3,497</b>
<b>Reduced incidences of taking children into care</b>	Reduced cost of safeguarding	£65,905			<b>£65,905</b>
<b>Reduced drug dependency</b>	Reduced health & criminal justice costs	£3,614	£8,954	£3,814	<b>£16,382</b>

**Table 8 – Benefits per unit / case / incident (Source: New Economy Manchester Unit Cost Database 2022)**

5.3. Almost all the CE Programme Cohort are known to the police, while 73% are also known to YJ, 68% have been assessed through the VAT and / or discussed at a MACE panel. 57% (202) of these individuals have also had at least one fixed-term-school exclusion, with 69 having been permanently excluded. While 60 have had some sort of 1-2-1 intervention with one of the CE Hubs.

Known to / for	Number within CE Programme Cohort
Police	344
YJ	257
VAT / MACE	240
Education - Suspension	202
Education - Exclusion	69
CE Hubs (1-2-1)	60

**Table 9– Number of CE Programme Cohort known to each partner / area**

5.3.1. The 202 CE Programme Cohort individuals that were suspended from school, accounted for a total of 1,418 suspensions – totalling 3,214 days of missed school:

- Seven pupils were suspended 20 or more times,
- 45 were suspended between ten and 19 times,
- 52 between five and nine times,
- 63 two – four times, and
- 35 once.

- 5.3.2. The top three reasons for suspensions were Persistent Disruptive Behaviour, Verbal Abuse/Threatening Behaviour towards an adult and Other. While the top three reasons for exclusions were Persistent Disruptive Behaviour, Physical Assault against Pupil and Drug & Alcohol related:

Reason	Suspensions	Exclusions
Persistent Disruptive Behaviour	696	38
Verb Abuse/Threat Behave-Adult	225	5
Other -not in other categories	139	2
Physical Assault against Pupil	136	13
Drug & Alcohol related	61	15
Verb Abuse/Threat Behave-Pupil	54	
Damage	27	2
Physical Assault against Adult	22	5
Racist Abuse	13	1
Weapon prohibited item -use threat	10	2
Bullying	9	1
Inappropriate. use soc media / online tech	6	
Not following protective measures to protect PH	6	
Theft	5	
Ab against Sex / Gender ID	4	
Sexual Misconduct	3	2
Abuse relating to disability	1	

**Table 10– CE Programme Cohort: Number of suspensions and exclusions by reason**

- 5.3.3. Please refer to SODA’s last report for an overview of the increased likelihood of those excluded from school being victims of CE and other types of exploitation.
- 5.3.4. The police data is the most complex included in the analysis, because both non-crimes and crimes can involve several types of offences, and a number of individuals with different roles. However, an individual can also have different roles:
- **Individuals named in a crime will have roles assigned to them**, such as victim(s), suspect(s), witnesses and ‘involved party’. The latter will often be others at the address such as children, who may not have witnessed the specific offence(s) but could have been present in the address. This allows recognition of the involvement of children who may have heard/experienced the effect of something in a less direct way in situations such as domestic abuse.
  - **Individuals named in a non-crime** do not usually have a specific role assigned and are usually recorded as ‘involved party’. Involved party includes all parties who are part of the investigation, because it is not a crime ‘roles’ such as victim or suspect are not usually assigned. The only exception being ‘Missing Person’, which is recorded also against non-crimes. In the case of

a Child Protection Investigation (CPI) for example, this enables the assessment of risk and referral to other relevant agencies regardless of whether the CPI is standalone or identified as part of a crime investigation.

5.3.5. The CE Programme Cohort was named in 2,002 distinct non-crimes between April 2018 and end of September 2023, mostly relating to CPIs (note: a distinct non-crime can have multiple types of categories):

<b>Sub-group Offence category</b>	<b>Count of non-crimes</b>
Child Protection	1,987
Domestic	722
Adult Protection	365
ASB	318
Investigation	293
Hate Incident	99
Mental Health	96
Modern Slavery	13
Crime related incident	3
Honour Based	1
Non validated crime	1

**Table 11– CE Programme Cohort: number of non-crimes by Sub-group offence categories**

- 109 individuals out of the 353 CE Programme Cohort accounted for 487 distinct missing person episodes as part of non-crimes, between April 2018 and September 2023.

- 5.3.6. The 353 C/YP known to police were involved in a total of 1,886 unique crimes between April 2018 and end of September 2023, mostly relating to Violence against the person offences (note: a distinct crime can have multiple types of categories):

Offence category	Count of crimes
Violence Against the Person	1,536
Arson and Criminal Damage	682
Public Order Offences	647
Theft	464
Sexual Offences	360
Drug Offences	315
Miscellaneous Crimes Against Society	227
Possession Of Weapons	198
Robbery	153
Burglary	137
Vehicle Offences	122

**Table 12– CE Programme Cohort: number of crimes by offence categories**

- 5.3.7. Within the CE Programme Cohort, unique individuals were identified as a suspect 2,878 times and as a victim 1,064 times. Distribution of roles by Type of crime (note multiple roles possible for each crime):

Offence category	Victim	Witness	Involved party	Suspect
Violence Against the Person	812	172	284	1,143
Arson and Criminal Damage	47	35	66	576
Public Order Offences	107	42	67	488
Theft	107	15	44	324
Sexual Offences	246	26	51	85
Drug Offences	3	1	14	93
Miscellaneous Crimes Against Society	21	25	40	148
Possession Of Weapons	18	9	7	166
Robbery	47	9	2	105
Burglary	9	9	6	111
Vehicle Offences	5	1	3	109
All Crimes	1,422	344	584	3,548

**Table 13– CE Programme Cohort: number of crimes by offence categories and by role**

- 5.3.8. The 257 CE Programme Cohort individuals known to YJ were involved in a total of 962 unique outcomes relating to 1,242 unique offences between April 2018 and end of September 2023.
- 5.3.9. [The most common offences that led to involvement with the YJ System were possession of controlled drugs \(class B, cannabis\), criminal damage to property, assault by beating, and common assault.](#) Most offences (1,107 or 89%) were classed as between 1 and 3 in terms of seriousness - on a scale ranging from one (least serious) up to eight (most serious):

Offence's seriousness, or 'gravity score'	Count within CE Programme Cohort
1	16
2	423
3	668
4	46
5	27
6	61
7	1

**Table 14– CE Programme Cohort: number of crimes by offence seriousness, or 'gravity score'**

- 5.3.10. 254 (26%) of the 962 outcomes were unsupervised, i.e., did not involve YJ. 51% (490) were settled pre-court and 23% (218) were YJ Court outcomes.

	Outcome	Count within CE Programme Cohort
<b>Unsupervised outcomes</b>	Other	254
<b>Pre-Court Outcomes</b>	Diversion Non-Crime	224
	Diversion Crime	149
	Youth Caution	70
	Youth Conditional Caution	41
	Harmful Sexual Behaviour	6
<b>Court Outcomes</b>	Referral Order	140
	Youth Reparation Order (YRO)	49
	Detention and Training Order	8
	Reparation Order	8
	Detention and Training Order (Section 250)	7
	YRO - ISS	6

**Table 15– CE Programme Cohort: number of outcomes**

5.3.11. Examples of costs incurred by the CE Programme Cohort between April 2018 and September 2023 (includes only unique crimes where one or more of CE Programme Cohort were the suspect(s) (i.e., crimes committed by CE Programme Cohort):

What	Unit Cost	Unit cost relates to	No of occurrences within CE Programme Cohort	CE Programme Cohort Total cost
<b>Education – Permanent Exclusion</b>	£13,229	Per pupil per annum, incl. alternative educational provision (e.g., in a pupil referral unit) as well as social services, crime and health fiscal costs	86 pupils / 195 years*	£2.58 million
Missing Persons investigations	£2,975	Per investigation (realistic case assessment) to Police	487	£1.45 million
YJ court outcomes for Violence against a person offences	£9,003	Per person (under 18) per court event	211	£1.9 million
YJ court outcomes for Drug offences	£1,844	Per person (under 18) per court event	39	£71,916
YJ court outcomes for Criminal Damage offences	£1,106	Per person (under 18) per court event	61	£67,466
YJ court outcomes for Theft and handling stolen goods offences	£3,483	Per person (under 18) per court event	48	£167,184
Homicide	£3,722,546	Average cost per crime	2	£7,445,092
Violence with injury	£16,266	Average cost per crime	345	£5,611,770
Violence without injury	£6,872	Average cost per crime	445	£3,058,040
Rape	£45,535	Average cost per crime	21	£956,235
Other sexual offences	£7,554	Average cost per crime	42	£317,268
Robbery	£13,096	Average cost per crime	88	£1,152,448
Domestic Burglary	£6,849	Average cost per crime	94	£643,806
Other Crimes	£4,045	Average cost per crime	309	£4,194,665

**Table 16 –Example costs for CE Programme Cohort** (\*We have calculated the total number of years the 86 individuals, who have received permanent exclusions since April 2018, have spent outside mainstream education. We used their exclusion date as the starting point and the end of school year 2022/23 as the cut-off point, unless they turned 18 between those two dates, in which case we took their 18th birthday as the cut-off point.)

5.3.12. To illustrate the complex nature of the CE Programme Cohort we have pulled out five cases.

**Young Person 1** – 16 years old at the end of September 2023

- 18 fixed suspensions between Nov 2020 and April 2022
- VAT/MACE discussed / adopted three times (July 2022, Sep-Dec 2022, and February 2023)
- Two out-of-court YJ outcomes (Nov 2021 and Jun 2023)
- Named in 103 unique non-crimes – 101 of these CPIs
- Involved in 85 unique crimes, 43 times named as victim, 40 times as suspect, ten times a witness (note: can have multiple roles per unique crime)
  - Cost incurred where YP1 was suspect: £161,800 (based on cost of £4,045 avg. cost per incident of crime, across all types of crime)

Offence Category	Involved party	Risk assessment person	Suspect	Suspect (eliminated)	Suspect (insufficient to proceed)	Suspect (interviewed)	Suspect (no action) evidential diff.	Victim	Witness
Violence Against the Person	1			3	2	4	28	35	9
Sexual Offences								12	
Arson and Criminal Damage			1			4	3		
Theft							2	2	2
Public Order Offences						1		3	1
Misc. Crimes Against Society		1		1			1		1
Possession Of Weapons				1		1			

**Table 17 –Number of crimes YP1 was involved in between April 2018 and September 2023, by offence category and role**



**Young Person 2 – 14 years old at the end of September 2023**

- Two fixed suspensions in Sep 2018, permanently excluded Jul 2019
  - Cost of permanent exclusion so far: £52,916
- VAT/MACE discussed / adopted twice: Jan-Apr 2022 and Feb-Sep 2023
- CE Hubs 1-2-1 support to YP 2 and Mum & siblings since May 2023.
- 79 unique offences involving YJ, resulting in 12 out-of-court YJ outcomes (between Sep 2020 and Nov 2022), and 6 YJ Court outcomes – the last one in Sep 2023 being a Detention & Training Order / Custody
- Named in 159 unique non-crimes – 136 of these CPIs
- Involved in 165 unique crimes, 158 times as suspect, and 16 times as victim (note: can have multiple roles per unique crime)
  - Cost incurred where YP2 was suspect: £ 639,110 (based on cost of £4,045 avg. cost per incident of crime, across all types of crime)

Offence Category	Involved party	Suspect	Suspect (eliminated)	Suspect (insufficient to proceed)	Suspect (interviewed)	Suspect (no action) evidential diff.	Suspect (prosecution prevented)	Victim	Witness
Violence Against the Person	3		3		25	19	1	15	1
Arson and Criminal Damage	1		2	1	28	26	2	1	
Vehicle Offences			1		23				
Public Order Offences		1	2		8	11		1	
Theft	1				16	5		1	
Burglary			3		16	2			
Possession Of Weapons			1		10	1			
Misc. Crimes Against Society					9	2			
Drug Offences		1			7				
Sexual Offences							2	1	1
Robbery					1				

**Table 18 –Number of crimes YP2 was involved in between April 2018 and September 2023, by offence category and role**

**Young Person 3 (sibling of YPs 4 & 5) - 17 years old at the end of September 2023**

- VAT/MACE discussed / adopted Jun-Jul 2021.
- Five out-of-court YJ outcomes and 2 YJ court outcomes (between Mar 2020 and Apr 2023)
  - Costs for YJ court outcomes: £6,966
- Named in 69 unique non-crimes – 64 of these CPIs
- Involved in 64 unique crimes, 50 times as suspect, five times as victim and four as witness (note: can have multiple roles per unique crime)
  - Cost incurred where YP3 was suspect: £202,250 (based on cost of £4,045 avg. cost per incident of crime, across all types of crime)

Offence category	Involved party	Suspect	Suspect (eliminated)	Suspect (insufficient to proceed)	Suspect (interviewed)	Suspect (no action) evidential diff.	Victim	Witness
Violence against the person	6		1	1	7	12	4	1
Theft	1				8	3		
Burglary			1		10			
Public order offences	2				4	3	1	1
Arson and criminal damage	1				4	1		1
Miscellaneous crimes against society					1	1		1
Vehicle offences					3			
Drug offences		1			1			
Possession of weapons					2			
Robbery					1			

**Table 19 –Number of crimes YP3 was involved in between April 2018 and September 2023, by offence category and role**

**Young Person 4 (sibling of YPs 3 & 5)-** 16 years old at the end of September 2023

- Three fixed suspensions - all in January 2020.
- Named in 48 unique non-crimes – 47 of these CPIs
- Involved in 34 unique crimes, 11 times as suspect, eight times as witness and eight times as victim (note: can have multiple roles per unique crime)
  - Cost incurred where YP4 was suspect: £44,495 (based on cost of £4,045 avg. cost per incident of crime, across all types of crime)

<b>Offence category</b>	<b>Involved party</b>	<b>Suspect</b>	<b>Suspect (eliminated)</b>	<b>Suspect (insufficient to proceed)</b>	<b>Suspect (interviewed)</b>	<b>Suspect (no action) evidential diff.</b>	<b>Victim</b>	<b>Witness</b>
Violence against the person	4				2	5	5	6
Arson and criminal damage	1	1	1	1	3			5
Public order offences	2			1				2
Theft	4							1
Sexual offences							3	
Miscellaneous crimes against society	1				1			
Burglary								1
Vehicle offences			1					

**Table 20 –Number of crimes YP4 was involved in between April 2018 and September 2023, by offence category and role**

**Young Person 5 (sibling of YPs 3 & 4)-** 14 years old at the end of September 2023

- VAT/MACE discussed Jun 2022.
- Named in 39 unique non-crimes – 37 of these CPIs
- Involved in 29 unique crimes, 11 times as suspect, five times as witness and four times as victim (note: can have multiple roles per unique crime)
  - Cost incurred where YP5 was suspect: £44,495 (based on cost of £4,045 avg. cost per incident of crime, across all types of crime)

<b>Offence category</b>	<b>Involved party</b>	<b>Suspect (eliminated)</b>	<b>Suspect (no action) evidential diff.</b>	<b>Victim</b>	<b>Witness</b>
Violence against the person	6	2	6	2	5
Public order offences	3		2		1
Arson and criminal damage	2		1		1
Sexual offences	1			2	
Theft	3				
Burglary					1

**Table 21 –Number of crimes YP5 was involved in between April 2018 and September 2023, by offence category and role**