

STATES OF JERSEY



DRAFT ANNUAL BUSINESS PLAN 2012 (P.123/2011): NINTH AMENDMENT (P.123/2011 Amd.(9)) – COMMENTS

**Presented to the States on 9th September 2011
by the Council of Ministers**

STATES GREFFE

COMMENTS

The Council of Ministers opposes this amendment. However, the Council of Ministers will be encouraging Deputy G.P. Southern of St. Helier to withdraw all parts of the Amendment in the knowledge of the commitment proposed in the Chief Minister's Amendment (P.123/2011 Amd.(15)).

Deputy Southern proposes that:

Part 1 –

The net revenue expenditure of the Education, Sport and Culture Department shall be increased by £20,000 in order to provide a grant in this amount to the 'Prison! Me! No Way!' initiative in 2012 and the total net revenue of the Treasury and Resources Department (Provision for Central Reserves) be reduced by £20,000 for 2012.".

Part 2 –

The net revenue expenditure of the Home Affairs Department shall be increased by £20,000 in order to provide a grant in this amount to the 'Prison! Me! No Way!' initiative in 2012 and the total net revenue of the Treasury and Resources Department (Provision for Central Reserves) be reduced by £20,000 for 2012.".

Part 3 –

The indicative total of net revenue expenditure shall be increased in 2013 by £60,000 in order to provide a grant in this amount to the 'Prison! Me! No Way!' initiative.".

Comment

Part 1

The Minister for Education, Sport and Culture can confirm that £15,000 is set aside in 2012 to provide funding for 'Prison! Me! No Way!'.

The Minister for Education, Sport and Culture [ESC] supports the proposals as presented by the Chief Minister's Amendment (P123/2011 Amd.(15)) in bringing the funding for this important initiative under the sole responsibility of the Minister for Home Affairs. Such a move can only improve efficiencies and ensure that objectives set out in the new service level agreement are met.

The £15,000 grant budgeted in the 2012 ESC cash limit for 'Prison! Me! No Way!' reflects the Minister's commitment to this initiative, whilst recognising that a review must take place prior to any future funding. The Minister supports the transfer of funding of £15,000 from Education, Sport and Culture to the Building a Safer Society service area in the Home Affairs Department.

Deputy Southern's Amendment is unnecessary and should be withdrawn. The Minister for Education, Sport and Culture supports the Chief Minister's Amendment (P.123/2011 Amd.(15)).

Part 2

Comment from the Minister for Home Affairs

'Prison! Me! No Way!' was formed in Jersey in 2005. Its mission statement is to –

'Raise the awareness of young people in the Island about the causes, consequences and penalties of crime. We hope to dissuade young people away from a life of crime, by using a non threatening and non lecturing style of education. We hope to dissuade young people away from a life of crime, by using a multi agency approach, which will give young people information enabling them to make informed life choices to help them grow into responsible citizens and hopefully reduce the devastating effects of criminal behaviour on society.'

The aim, therefore, is to dissuade young people from crime and reduce the effects of crime. 'Prison! Me! No Way!' uses the social enterprise business model based upon an equal partnership between public and private sector.

The Chief Minister's Amendment (P.123/2011 Amd.(15)) will establish Home Affairs as the lead Department to negotiate with 'Prison! Me! No Way!' to agree the appropriate funding level for 2012 and beyond, and the appropriate educational content of the program to be delivered to young people.

An overview of 'Prison! Me! No Way!' was undertaken in 2010 (summary attached at Appendix) in lieu of a full evaluation, which concluded that the 'Prison! Me! No Way!' initiative is a good model of partnership working based upon the tried and tested social enterprise model. It enhances the PSHE curriculum and is valued by Service Heads, participating officers, teachers and students for the valuable messages it sends on social and behavioural choices. However, owing to the timescales involved, it cannot show a direct impact upon young people's criminal behaviour or reduction in effects of crime on society.

£35,000 is available within the Home Affairs and Education, Sport and Culture Departments' 2012 net revenue expenditure to directly support the 'Prison! Me! No Way!' initiative and, in addition, Departments, including the Ambulance Service, provide staff to participate in the programmes. The staff costs associated with working with the 'Prison! Me! No Way!' initiative within the Home Affairs Department are in the region of £48,000.

Discussions will be held with 'Prison! Me! No Way!' during 2012 to agree the appropriate contribution from the States of Jersey in 2013 and beyond. However, the amalgamation of the grant to 'Prison! Me! No Way!' within the Home Affairs Department's total net revenue expenditure will not bind that Department to increase the level of grant in future years.

Deputy Southern's Amendment is unnecessary and should be withdrawn. The Minister for Home Affairs supports the Chief Minister's Amendment (P.123/2011 Amd.(15)).

Part 3

The Council has committed its support to 'Prison! Me! No Way!' in the Chief Minister's Amendment (P.123/2011 Amd.(15)) to the Business Plan and does not believe that funding decisions should be taken for 2013 before the Minister for Home Affairs has had an opportunity to agree a Service Level Agreement with 'Prison! Me! No Way!' as to the ongoing service provision. However, there is a clear commitment that any funding beyond that available in Building a Safer Society will be considered as part of the Growth Allocation of £6 million for 2013 in the new Medium Term Financial Plan.

Deputy Southern's Amendment is unnecessary and should be withdrawn. The Council of Ministers supports the Chief Minister's Amendment (P.123/2011 Amd.(15)).

Financial implications

The amendment proposes that the financial implications are neutral and this is achieved by reducing the Provision for Central Reserves held by Treasury and Resources.

However, the Council of Ministers is clear that decisions regarding any additional funding are not appropriate until a review of 'Prison! Me! No Way!' has been carried out and a new SLA agreed. In the meantime, a clear commitment is given to 'Prison! Me! No Way!' for continued support and funding under the Minister for Home Affairs.

The Chief Minister has lodged an Amendment (P.123/2011 Amd.(15)) in which the Council of Ministers is prepared to commit to top-up any shortfall in funding agreed with 'Prison! Me! No Way!', up to a total of £60,000, from the Provision for Central Reserves during 2012. If there is a shortfall in 'Building a Safer Society' funding in respect of 'Prison! Me! No Way!' from 2013 onwards, this will be considered against the new Growth allocation for 2013 onwards, in accordance with procedures for the new Medium Term Financial Plan agreed by the States in P.97/2011.

Summary of Brief for Minister on ‘Prison Me No Way’ (PMNW)

Background

PMNW was formed in Jersey in 2005. Its mission statement is to –

‘Raise the awareness of young people in the Island about the causes, consequences and penalties of crime. We hope to dissuade young people away from a life of crime, by using a non threatening and non lecturing style of education. We hope to dissuade young people away from a life of crime, by using a multi agency approach, which will give young people information enabling them to make informed life choices to help them grow into responsible citizens and hopefully reduce the devastating effects of criminal behaviour on society.’

Note: The key outcome is to dissuade young people from crime and to reduce the effects of crime.

PMNW uses the social enterprise business model based upon an equal partnership between public and private sector. Currently, PMNW has service level agreements with Home Affairs, Housing and Education. There is also a Memorandum of Understanding between States of Jersey Police and the Prison. The social enterprise model is a proven model of excellence.

PMNW undertake a number of programmes, including –

1. **Annual PMNW Jersey Crime Days:** Multi-agency days which involve entire year groups. Officers deliver workshops on anti-social behaviour, drugs, seat-belt safety, fire and ambulance and prison life. (8 days during the year focusing on Year 8 students.)
2. **Your Choice Days:** Scaled down, age-appropriate, version of Crime Days delivered to 28 Island primary schools.
3. **Individual School Classroom Lessons:** Age-appropriate material covering topics such as Internet safety, drugs, alcohol and prison life. (Delivered by PMNW Co-ordinator to Year 7 and above.)
4. **Community Days:** Fun Days in identified estates engaging with parents and young people. (Run in partnership with the Housing Department.)

PMNW is currently funded through Service Level Agreements to £45,000 p.a. (£60,000 from 2010).

SWOT Analysis:

<p>Strengths: Good model of partnership working based upon tried and tested Social Enterprise model Educational – enhances PSHE curriculum Valued by officers participating Valued by majority of Service Heads Valued by teachers Valued by pupils Relatively inexpensive intervention Supports BaSS philosophy of early intervention. Is seen as a positive intervention by media Has great deal of support amongst high profile stakeholders including private sector Able to respond to emerging issues</p>	<p>Weaknesses Cannot show direct impact upon young people’s criminal behaviour or reduction in effects of crime on society Can be resource-intensive, i.e. officers’ time Dependent upon goodwill of service heads Messages may not be consistent with harm reduction philosophy No control over who receives message</p>
<p>Opportunities: Demonstrates willingness to work in equal partnership with other sectors Provides for future positive media exposure Possibility of increased partnership working between agencies Increase in skills base of officers</p>	<p>Threats: No engagement between schools and uniformed services Negative publicity No replacement mechanism for disseminating information to young people Lower skilled/motivated workforce</p>

Strengths:

- Good model of partnership working based upon tried and tested Social Enterprise model:** The PMNW model seeks to build professional relationships with agencies and departments through Service Level Agreements and Memoranda of Understanding. In this way all parties are clear about what is expected, by whom and by when. The concept is of an equal partnership between sectors, an arrangement which is seen as best practice. This is unusual in Jersey where partnerships between public and other sectors tends to be more patriarchal, with the public sector often wanting to take the lead and seeing its role as funding provider as an excuse to dominate other sectors. This is seen as poor practice.
- Educational – enhances PSHE curriculum:** The PMNW school days cover many of the issues of the PSHE curriculum, thereby enabling teachers to incorporate the programmes into their normal teaching schedule. The fact that the PMNW programme is delivered by experts in their field ensures the learning is of the highest quality and ensures consistent, age appropriate, factual and relevant information is being disseminated.
- Valued by officers participating:** There can be no doubt that officers find the experience of working with PMNW an interesting and rewarding experience. They value the unique opportunity to work with colleagues from other services which provides them with a broader understanding of issues. Officers

receive training in adult education, PSHE and Child Protection, enhancing their own skills and contributing to their personal development. Often this is the only opportunity officers have of engaging with young people outside of their normal professional roles. This can have quite an impact, if you consider for instance that a Prison Officer normally only comes into contact during working hours with troubled/troublesome young people.

- **Valued by Service Heads:** As can be seen from the e-mail responses from service heads, they consider PMNW to be beneficial to their service.

SJFRS

- Ability to deliver key fire safety messages to one of our target groups
- Children convey messages to parents, thus ensuring wider awareness
- Allows us to access schools without the administrative burden
- Helps to break down barriers between young people and uniformed personnel
- The building of inter-agency relationships and networking helps with other issues or incidents that happen outside of PMNW.

Prison

- Officers enjoy the interaction with young people and believe they are making a difference
- Officers place a high value on interaction with other services
- Officers view themselves as good ambassadors for the Prison Service.

Ambulance Service

- Officers enjoy the interaction with young people
- Officers believe they are making a difference
- Countless times where the Ambulance Service has attended incidents where young people have used the skills learnt through PMNW
- Despite financial pressures, the Service will continue to support PMNW as long as it is running.

Police

- Statement was received from the SOJP as follows:

“The States of Jersey Police are pleased to work in partnership with Prison Me No Way Jersey delivering its choices and consequences learning package to the island’s schoolchildren. Whilst financial pressures mean that we may not be able to devote the same numbers of resources to PMNW as we have done previously. We remain committed to working with this worthwhile and charitable body.

We do not provide any grants to PMNW although there is clearly a cost in terms of resources which are taken from other duties to assist on Crime Days within schools.”

- **Valued by teachers:** Feedback questionnaires and books on content and delivery consistently record very favourable and positive comments.
- **Valued by students:** Feedback questionnaires and books on content and delivery consistently record very favourable and positive comments. PMNW also regularly receives positive feedback from parents.
- **Relatively inexpensive intervention:** The cost of the PMNW is relatively inexpensive at £45,000 p.a. split 3 ways (from 2010 – 60k split 3 ways).
- **Supports BaSS philosophy of early intervention:** PMNW is an example of early intervention which fits in with the focus of BaSS.
- **Is seen as a positive intervention by media:** PMNW receives a great deal of positive media attention (see attached media print-outs).
- **Has great deal of support amongst high-profile stakeholders including private sector:** High profile stakeholders such as the Lieutenant Governor and Bailiff have publicly stated their support for PMNW. Lawyers, accountants and heads of services sit on their board.
- **Able to respond to emerging issues:** The PMNW tailors its programme to suit individual schools, so is able to respond to emerging issues such as the recent concerns around methadone.

Weaknesses:

- **Cannot show direct impact upon young people’s criminal behaviour or reduction in effects of crime on society:** PMNW dispute that they claim to reduce crime, and yet their mission states that: ‘*We hope to dissuade young people away from a life of crime*’ and ‘*... hopefully reduce the devastating effects of criminal behaviour on society.*’ There is no evidence that this is the case.
- **Can be resource-intensive i.e. officers’ time:** Whilst PMNW claims that officers give of time voluntarily, there is some dispute as to whether or not this is true for all – combinations as agreed with Head of each Service to meet their own operational requirements. It should be noted that the only programme where police officer resource is utilised is on Secondary School Crime Days – 8 days in total per year. Staff levels as per MOU.

On Primary Your Choice Days – Prison Officers use mainly their own time to take part. But combination of time released from duty and volunteer time, e.g. MOU for Police and Prison.

- **Dependent upon goodwill of service heads:** Although the model of social enterprise adopted by PMNW is based upon the premise of equal partnerships, it appears that it is still dependant to an extent on the goodwill of service heads for it to deliver its programmes.
- **Messages may not be consistent with harm-reduction philosophy:** The States of Jersey has, since 1999, implemented a harm-reduction approach to issues of substance misuse. This approach acknowledges that young people are likely to experiment with substances, and therefore these are the risks associated and this is how best to reduce those risks. PMNW has tended to focus upon the message of desistance rather than harm reduction.
- **No control over who receives message:** PMNW delivers a holistic programme aimed at all young people in the particular age-groups. It is difficult to assess whether or not the message is getting to those most at risk of offending.

Opportunities:

- **Demonstrates willingness to work in equal partnership with other sectors:** Continued support of PMNW would demonstrate the States of Jersey's willingness to work as an equal partner in multi-sector programmes.
- **Provides for future positive media exposure:** As PMNW has such a positive relationship with the local media, the States of Jersey would benefit from future media features.
- **Possibility of increased partnership working between agencies:** As mentioned above, Heads of Service and officers view the opportunity to network and engage with colleagues from other services as an invaluable result of participating in PMNW. It may be that these relationships will aid future partnership initiatives.
- **Increase in skills base of officers:** All participating officers receive training in education, PSHE and child protection and SPELL training (young people and vulnerable adults as part of the autism spectrum) thereby increasing their skills base and adding to their personal development.

Threats:

- **No engagement between schools and uniformed services:** PMNW is often the only vehicle for uniformed services to engage in schools. It is unlikely that services would be able to maintain such engagement given the time and resources required to organise events individually.
- **Negative publicity:** It is likely that the States of Jersey would receive substantial negative publicity if it was decided to cut funding.
- **Lower skilled/motivated workforce:** As has been mentioned before, officers really do value their participation in PMNW, and if PMNW was to cease due to lack of government support, then there is likely to be a significant negative effect on officers' morale, as well as their motivation to go that extra mile.

- **No replacement mechanism for disseminating information to young people:** If PMNW cannot deliver the programmes, then it is likely that agencies will cease to engage with the schools. It is important that if PMNW is to be cut, then there needs to be an alternative vehicle for disseminating information and engaging the uniformed services with our young people.

‘Scared Straight’ Programmes:

Whilst PMNW cannot be classed as a classic ‘scared straight’ programme, there are elements which are intended to shock, i.e. the gun video.

A review of ‘Scared Straight’ programmes conducted for the Campbell Collaboration in 2009 had the following findings:

Background

‘Scared Straight’ and other programmes involve organised visits to prison by juvenile delinquents or children at risk for criminal behaviour. Programmes are designed to deter participants from future offending through first-hand observation of prison life and interaction with adult inmates. These programmes remain in use worldwide, despite studies and reviews questioning their effectiveness.

Main results

The analysis shows the intervention to be more harmful than doing nothing. The program effect, whether assuming a fixed or random effects model, was nearly identical and negative in direction, regardless of the meta-analytic strategy.

Authors’ conclusions

We conclude that programmes like ‘Scared Straight’ are likely to have a harmful effect and increase delinquency relative to doing nothing at all to the same youths. Given these results, agencies that permit such programmes must rigorously evaluate them, not only to ensure that they are doing what they purport to do (prevent crime) – but at the very least they do not cause more harm than good.

Plain language summary

Juvenile awareness programs for preventing juvenile delinquency

Programs like ‘Scared Straight’ involve organised visits to prison facilities by juvenile delinquents or children at risk for becoming delinquent. The programs are designed to deter participants from future offending by providing first-hand observations of prison life and interaction with adult inmates. Results of this review indicate that not only does it fail to deter crime, but it actually leads to more offending behaviour. Government officials permitting this program need to adopt rigorous evaluation to ensure that they are not causing more harm to the very citizens they pledge to protect.

It should be noted that an evaluation of PMNW (UK not Jersey) conducted in 2005 recognised the negative impact of ‘Scared Straight’ programmes, but highlighted the fact that PMNW bore little resemblance to those, largely US, programmes which sought to deter juvenile crime by visits to correctional facilities for those at risk.

June 2010