



Reference No: 30-2014

THE POLICE & CRIME COMMISSIONER FOR CLEVELAND

DECISION RECORD FORM

REQUEST:

For PCC Approval

Title:

Youth Triage and Extended Out of Court Disposals, including Restorative Justice

Executive Summary:

Hartlepool YOS introduced a Triage Programme which brings YOT expertise to assist the Police with decision making at the earliest stage. Triage takes place at the point that a young person comes to the attention of the Police and acts as a 'gateway' whereby all young people can be rapidly assessed to ensure that they are dealt with swiftly and effectively. Information can be shared between the YOS and Police to ensure that decisions are made to reflect the needs of the victim, the young person and the community. Bespoke support packages are tailored to meet the needs of the young people and where needed, other support services can be accessed.

Those young people who agree to engage with triage will not be prosecuted for their offending, with no further police action taken against them. They are however required to complete the requirements detailed in the intervention plan.

Triage has had a significant impact upon local 'First Time Entrant' rates in Hartlepool and allowed the YOS to intervene far earlier to divert children and young people away from the criminal justice system and into support services for them and their families.

It has also had a positive impact upon reoffending rates in Hartlepool. For the 2011 cohort, the Programme reported a 21% reoffending rate for young people who have engaged in a Triage intervention. This is lower than the reoffending rates for reprimands and final warnings in both South Tees and Stockton.

South Tees YOS and Stockton YOS have subsequently developed Triage in the summer of 2013, with the aspiration to achieve similar reductions in First Time Entrants and in reoffending rates.

The Triage process is not however a statutory function provide by Youth Offending Services and funding is required to support this ongoing activity and also role this out across Cleveland.

Decision:

The PCC is asked provide a Crime and Disorder Reduction Grant of up to £200k to deliver the outputs detailed in the attached business case.

Implications:

Has consideration been taken of the following:

Financial

Yes

No

Legal

Equality & Diversity

Human Rights

Sustainability

Risk

(If yes please provide further details below)

Decision Required – Supporting Information

Financial Implications: (Must include comments of the PCC's CFO where the decision has financial implications)

The financial implications resulting from supporting this bid are affordable within the 2014-15 budget that was set by the PCC.

Legal Implications: (Must include comments of the Monitoring Officer where the decision has legal implication)

As set out in the Police Reform and Social Responsibility Act , the PCC has the power to make a crime and disorder reduction grant to any person. A crime and disorder reduction grant is a grant which, in the opinion of the PCC, will secure, or contribute to securing, crime and disorder reduction in the body's area.

The PCC is therefore acting within their legal powers in making this decision

Equality and Diversity Implications

N/A

Human Rights Implications

N/A

Sustainability Implications

N/A

Risk Management Implications

To ensure the appropriate use of the funds granted to the YOS then a formal grant agreement will be put in place and performance updates will be required to monitor the effectiveness of the funding that is made available.

OFFICER APPROVAL**Chief Executive**

I have been consulted about the decision and confirm that financial, legal, and equalities advice has been taken into account. I am satisfied that this is an appropriate request to be submitted to the Police and Crime Commissioner.

Signed: M. Border Date: 9/4/14

Police and Crime Commissioner:

The above request HAS / ~~DOES NOT HAVE~~ my approval.

Signed: [Signature] Date: 9/4/14

Application for funding.

Youth Triage and Extended Out of Court Disposals, including Restorative Justice

1. Name and address of organisation(s) submitting the application:

Hartlepool YOS South Tees YOS Stockton on Tees YOS
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2. Service to be provided

Within the Cleveland force area there are 3 Youth Offending Services (YOS). Youth Offending Services are multi-agency in nature and functions, bridging criminal justice, community safety and children's services. As such, they are uniquely placed to deliver Triage and Extended Out of Court Disposals.

In each area, the YOS partnership includes, and extends beyond, the direct delivery of youth justice services. In order to deliver effective youth justice outcomes, the YOS engages with a range of agencies across the criminal justice, community safety and children's social care, education and health services and commissions services where this is a more effective and value for money. There is a strong history of collaboration between the Cleveland YOTs, as well as inbuilt flexibility to respond individually to local issues.

Youth Offending Services are a statutory partner within community safety partnerships, criminal justice boards, multi-agency public protection arrangements and local safeguarding children's boards.

Youth Offending Services are credible organisations, with credible assessment and intervention processes, with national oversight and scrutiny from the Ministry of Justice & Youth Justice Board, and from inspectorates, including HMI Probation and HMI Constabulary. Local services in Cleveland have received highly positive feedback from inspectorate.

Currently the structure and resource are sufficient to enable each YOS to deliver the statutory youth justice requirements.

In time of austerity many organisations withdraw into their own structures and divert funding back into their own processes. Collaborative service delivery and building on good practice with partners will ensure efficiencies and overall service sustainability in a continued culture of austerity.

- **The Triage model** brings YOT expertise and assessment processes to assist the Police with decision making at the earliest stage. Triage takes place at the point that a young person comes to the attention of the Police and acts as a 'gateway' whereby all young people can be rapidly assessed to ensure that they are dealt with swiftly and effectively. YOS assessments are unique in that information from across its networks is sourced and considered, including police, social care, health, housing, education, anti-social behaviour and substance misuse. Key information can be shared between the YOS and Police to ensure that decisions are made to reflect the needs of the victim, the young person and the community. Bespoke support packages are tailored to meet the needs of the young people and where needed, other support services can be accessed.

Those young people who agree to engage with triage will not be prosecuted for their offending, with no further police action taken against them. They are however required to complete the requirements detailed in the intervention plan.

- **Enhanced Out of Court Disposals.** The YOTs will be able to deliver enhanced intervention packages to those young people, jointly assessed with the Police, as being suitable for Out of Court Disposals, including the greater use of victim led and community led restorative justice programmes. Bespoke support packages are tailored to meet the needs of the young people and where needed, other support services can be accessed.

3. Evidence of need/un-met need:

The Youth Offending Services are aligned with key priorities and objectives in the Police & Crime Plan 2013-16, particularly:

- Divert people from offending with a focus upon rehabilitation and the prevention of reoffending
- Ensure a better deal for victims and witnesses
- Develop better coordination, communication and partnership between agencies to make the best use of resources

The profiles of the children and young people engaged with the YOS present a number of challenges. Current cohorts across Cleveland present with more serious levels and types of offending, including sexual and violent offending. Many are prolific offenders, with a small group of children and young people across Cleveland being disproportionately responsible for a large number of crimes. There are an increased proportion of children and young people looked after by the local authorities and many of the young people have significant needs, including substance misuse and emotional health. Some are at risk of exploitation by others, including child sexual exploitation.

Whilst numbers on YOS caseloads have decreased, workloads remain challenging with more emphasis on individually tailored packages of support and intervention to meet the needs presented by an increasingly challenging cohort.

For several years, the rate of first time entrants (10—17 year olds entering the criminal justice system for the first time) has been disproportionately high in Cleveland. From July 2011 to June 2012, the Cleveland FTE rate was double the national average.

	Cleveland	North East	National
Jul 11 – Jun 12 FTE PNC Rate Per 100,000 10-17 yr olds	1,285	828	637

4. What are the likely outcomes from this proposal?

Triage has already had a significant impact following its introduction in Hartlepool. Rates of first time entrants and reoffending have fallen as children and young people are diverted away from the criminal justice.

It is anticipated that the roll out of Triage across Cleveland will have a significant impact upon FTE rates across Cleveland, allowing YOS specialist provision to intervene far earlier to divert children and young people away from the criminal justice system and into support services for them and their families.

It is also predicted Triage and enhanced packages for Out of Court Disposals will have a positive impact upon reoffending rates in Cleveland, culminating in reductions in first time entrants and in reoffending rates.

It is worth highlighting that in the absence of this funding, given the context of austerity measures, the current YOS delivery model would be restricted to its statutory role as there is insufficient resource for triage implementation and enhanced Out of Court Disposals.

5. How does the proposal differ from current service model?

Triage:

Hartlepool YOS introduced a **Triage Programme**. The Triage model brings YOT expertise to assist the Police with decision making at the earliest stage. Triage takes place at the point that a young person comes to the attention of the Police and acts as a 'gateway' whereby all young people can be rapidly assessed to ensure that they are dealt with swiftly and effectively. Key information can be shared between the YOS and Police to ensure that decisions are made to reflect the needs of the victim, the young person and the community. Bespoke support packages are tailored to meet the needs of the young people and where needed, other support services can be accessed.

Those young people who agree to engage with triage will not be prosecuted for their offending, with no further police action taken against them. They are however required to complete the requirements detailed in the intervention plan.

Triage has had a significant impact upon local FTE rates in Hartlepool **and** allowed the YOS to intervene far earlier to divert children and young people away from the criminal justice system and into support services for them and their families.

It has also had a positive impact upon reoffending rates in Hartlepool. For the 2011 cohort, the Programme reported a 21% reoffending rate for young people who have engaged in a Triage intervention. This is lower than the reoffending rates for reprimands and final warnings in both South Tees and Stockton.

South Tees YOS and Stockton YOS have subsequently developed Triage in the summer of 2013, with the aspiration to achieve similar reductions in First Time Entrants and in reoffending rates.

Triage Activities:

The principal activities offered by Triage are:

- Casework approach to all young people
- Assessment of young people to ensure that criminogenic factors and needs of the young person are identified
- Engaging the young person in a programme of reparative and rehabilitative interventions to address assessed needs and those factors contributing to their offending. Intervention programmes will include:
 - Restorative activity focused on the needs of the victims and communities and reparation to repair any harm caused
 - Offending behaviour
 - Diversion and constructive activities
- Facilitating referrals to other support services, substance misuse services, education and training, CAMHS, health, family support or housing support services to assist them in meeting any needs identified

Impact and Outcomes:

The benefits of the Triage Model include:

- Diverting young people away from crime
- Ensuring that the needs of young people are assessed and identified quickly and at an earlier stage and that appropriate interventions are put into place

6. What are the expected health and criminal justice outcomes and how will these be measured?

Impact and Outcomes:

The benefits of the Triage Model include:

- Diverting young people away from crime
- Ensuring that the needs of young people *and* their families are assessed and identified quickly and at an earlier stage and that appropriate interventions are put into place
- Increase the use of restorative processes to challenge the young person and make them take responsibility for their actions and promote confidence in the justice system among victims, witnesses and the wider community
- Improve collaboration and joint decision making between all services involved in the criminal justice system
- Reducing police time spent on processing paperwork
- Reducing levels of youth crime, reducing first time entrants and levels of reoffending; avoiding the unnecessary criminalisation of young people on the fringes of criminal activity
- Ensures that formal criminal justice processes are focused on the relatively serious offences and offenders, and can thus resolve these cases more quickly and effectively

The principals underpinning Triage are applicable to other areas of common interest, including out of court disposals.

Out of Court Disposals:

The new national framework for Out of Court Disposals was introduced early 2013, to deal with low impact offences out of the court system.

Working protocols have been established between the Police and YOTs on joint decision making and the delivery of short focused intervention programmes. YOTs will be able to enhance intervention packages in this area, including the greater use of restorative justice programmes.

Restorative Justice:

Youth Offending Services are the pioneers of restorative justice services in Cleveland. Restorative justice processes give victims the chance to tell the offender the real impact of their crime, to get answers to their questions, and an apology. It holds the offender to account for what they have done, helps them understand the real impact of what they've done, to take responsibility for their behaviour and an opportunity to make amends. This can be either directly to the victim(s) or indirectly to the broader community.

Measures

In addition to First Time Entrants, the following measurements will be considered through further dialogue with the Office of the Police & Crime Commissioner:

Area	Reoffending rates PNC Reoffending Jan-Dec 2011	Out of Court Disposals
Hartlepool	0.96	
Stockton	0.95	

South Tees	1.08	
Cleveland	1.02	Measurement to be determined
National	1.03	

Each YOS collects and disseminates a wide range of performance data. National performance data for each YOS partnership, of which the Police are a statutory partner, is published on the Ministry of Justice website.

7. Expenditure Plan

Service: YOTs	
Date: 12.2.14	
	Budget Year 2014-15 £
<i>Delivery of assessments, using Ministry of Justice / YJB accredited assessment profile</i>	40,000
<i>Intervention programmes</i>	40,000
<i>Restorative Justice</i>	40,000
<i>Mentoring / volunteer recruitment. Support & development</i>	20,000
<i>Reparation</i>	20,000
<i>Exit planning</i>	20,000
<i>Family support</i>	20,000
Total Expenditure	200,000
Notes for Budget:	
£200k will be allocated to the respective services on the funding formula used by the YJB prior to 2012	

Name & Contact number in case of queries:

Name: [REDACTED]

Position in organisation: [REDACTED]

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