

**JOINT REGENERATION AND
LIVEABILITY AND CHILDREN'S
SERVICES PORTFOLIO
DECISION SCHEDULE**



Tuesday, 21 April 2009

at 11.30 am

in Committee Room A, Civic Centre, Hartlepool

The Mayor, Stuart Drummond responsible for Regeneration and Liveability and Councillor Cath Hill, Cabinet Member responsible for Children's Services will consider the following items.

1. **KEY DECISIONS**
Youth Crime Action Plan Funding - Director of Regeneration and Planning Services and Director of Children's Services

2. **OTHER ITEMS REQUIRING DECISION**
No items

3. **REPORTS FROM OVERVIEW OF SCRUTINY FORUMS**
No items

**REGENERATION & LIVEABILITY & CHILDREN'S
SERVICES PORTFOLIO**

Report to Portfolio Holder

21 April 2009



Report of: Director of Regeneration and Planning Services
and Director of Children's Services

Subject: YOUTH CRIME ACTION PLAN FUNDING

SUMMARY

1.0 PURPOSE OF REPORT

To provide an overview of the Youth Crime Action Plan, outline the funding proposals for 2009/10 and 2010/11 and seek approval to allocate this funding.

2.0 SUMMARY OF CONTENTS

The report gives brief details of the Government's Youth Crime Action Plan published in July 2008; the funding available to Hartlepool in 2008/09, 2009/10 and 2010/11, for specific activities which will contribute to the delivery of this Action Plan; outlines the requirements for each of the specific activities; and seeks approval to the budgets and commissioning arrangements.

3.0 RELEVANCE TO PORTFOLIO MEMBER

This funding provides new, town-wide services, which aim to tackle and prevent youth crime. The decisions required are relevant to the Regeneration & Liveability, and Children's Services Portfolio Holders.

4.0 TYPE OF DECISION

Key decision, based on test (1) in that it will result in income with a gross full year effect of greater than £100,000, and has not previously been made in public.

5.0 DECISION MAKING ROUTE

Joint meeting of Regeneration and Liveability, and Children's Services Portfolio Holders.

6.0 DECISION(S) REQUIRED

- 6.1 The Portfolio Holders are recommended to agree the budgets outlined in paragraph 5 above for elements a) – g).
- 6.2 The Portfolio Holders are recommended to agree that elements a), part of b), c), d), e), f), g) be provided by the same statutory and voluntary sector providers as have provided the service in 2008/09.
- 6.3 The Portfolio Holders are recommended to approve the commissioning of a new service provider for the street based team within element b).

Report of: Director of Regeneration and Planning Services
and Director of Children's Services

Subject: YOUTH CRIME ACTION PLAN FUNDING

1. PURPOSE OF REPORT

To provide an overview of the Youth Crime Action Plan, outline the funding proposals for 2009/10 and 2010/11 and seek approval to allocate this funding.

2. BACKGROUND

- 2.1 In July 2008, the Government published the Youth Crime Action Plan. The plan sets out a comprehensive package of measures to prevent and tackle youth crime through a triple approach of tough enforcement, non negotiable support and prevention.
- 2.2 At the heart of this action plan is a recognition that the factors which contribute to offending behaviour also contribute to many other poor outcomes for young people. If these factors are tackled, this should prevent youth crime and cut re-offending, but also deliver improvements in wider outcomes for children and young people.
- 2.3 In Autumn 2008, the Government announced that Hartlepool, together with 68 other areas, had been selected, on the basis of a ranking of deprivation, youth crime and perceptions of youth anti-social behaviour, to receive annual funding of £350,000 in 2009/10 and 2010/11 to implement specific approaches detailed in the Youth Crime Action Plan. These cover:
 - a) Using child protection legislation to remove young people from the streets at night and take them to a safe place, building on lessons from initiatives such as Operation Staysafe;
 - b) Using street-based teams of workers to tackle groups of young people involved in crime and disorder;
 - c) Tackling anti-social behaviour and disorder at school closing time by increasing after-school police patrols where needed;
 - d) Placing Youth Offending Team workers in police custody suites so that young offenders can be assessed and directed to appropriate services at the earliest opportunity;

- e) Making young offenders feel the consequences of their actions by expanding Youth Offending Team reparation schemes during their leisure time, including on Friday and Saturday nights;
- f) Developing Family Intervention Projects to work with the most vulnerable and problematic families with children at risk of offending, with non-negotiable elements and sanctions for a failure to engage;
- g) Implementation of the 'think family' reforms to provide an integrated and appropriate service response to all families at risk by the end of the funding period.

More detail about each of these approaches is attached at **Appendix 1**.

- 2.4 In addition, the Government announced that "given the high priority that the public place on tackling youth crime and the need for speedy practical action" they were making available £65,000 to kick start activity in 2008/09, with an extra £25,000 towards providing positive activities on Friday and Saturday nights in neighbourhoods where crime and anti-social behaviour are a particular concern.

3. HARTLEPOOL'S DELIVERY IN 2008/09

- 3.1 A multi-agency group of officers was established to develop and deliver the 2 components of the Youth Crime Action Plan (YCAP) funding mentioned at paragraph 2.4 above. The Team comprised Head of Community Safety & Prevention, as overall lead officer, and officers from Children's Services (including Connexions, Youth Service and Parenting representatives), Anti-Social Behaviour Unit, Youth Offending Service, Police and Families Accessing Support Team (FAST), which is managed by Barnardos.
- 3.2 In relation to the positive activities element (£25,000), the Youth Service and Connexions have:
 - 1) extended existing Friday night and weekend provision, providing activities such as disco's with varying themes, band nights, ice skating, theatre/young women's event, cinema, sports activities (including soccer, club competitions, rock climbing and boxing) and residential. Many of the activities were repeated in different locations throughout the town to test participation levels, and increase local provision.
 - 2) introduced new activities, following a consultation event attended by approx. 90 young people in December 2008. Activities such as cinema, sports and music nights have been popular and will continue to be provided into 2009/10, with funding from the Area Based Grant (Positive Activities for Young

People or PAYP). The results of the initial stage of this project have been treated as a pilot to see what is attractive to young people and will inform the development of this project in the future. The commissioning of work from PAYP monies will provide continuing weekend coverage from the third and maintained sectors, until the end of financial year 2010/11.

3.3 In relation to tackling the youth crime element (£65,000), all partners from the multi-agency group have participated in the development of at least one of the 7 elements a) to g).

3.4 Considering each element a) to g) briefly, the following activity was undertaken in 2008/09 since approval of our plans, in late November 2008:

a) Operation Stay Safe – lead organisation: Police

Three pilot operations have been undertaken and have resulted in the Police and key partners being able to plan a number of events throughout 2009/10. The pilots were held on 1 Friday each month between January and March. The Police led the operations, with support from a senior manager from children's services and staffing support from the Youth Offending Service, FAST and the Anti Social Behaviour Unit. The identified safe place was the ADDvance building in Mainsforth Terrace. Over the 3 separate operations the Police were able to ensure that each of its teams had experience of the process and the support teams were able to develop good practice with young people and parents that attended the "safe place". Across the first two operations over 20 young people were brought to the safe place by Police officers, but the third Friday, no young people were brought to the safe place. All young people brought to the safe place were subsequently collected by a parent who had been contacted by the Police. 4 young people were taken home directly because they were too drunk to respond to the process. All young people and parents had a follow up contact during the week after the operation. The overwhelming issue that came to the fore in these operations was that of alcohol and the behaviour that results from it. It is our intention to hold an Operation Stay Safe each month in 2009. We will vary operation evenings based on ongoing intelligence.

b) Street based teams – lead organisation: ASB Unit

FAST (a voluntary sector consortium, led by Barnardos) have been providing a response to low level ASB on the streets, for the past 4-5 years. The additional funding has enabled FAST to recruit 3 additional youth workers to engage with those young people who are hanging around in areas identified as 'hot-spots', with the aim of 'sign-posting' or supporting them to

engage in organised activities, and also to identify vulnerable young people who may benefit from a referral to 'Team around the school' provision, for consideration of support requirements.

In addition, an analyst is seconded to the YCAP programme to support the delivery, by identifying anti-social behaviour hot spots, as well as managing the database of young people involved in this whole programme, to ensure monitoring and evaluation can be undertaken.

- c) After school patrols – lead organisation: Police.

The neighbourhood police teams already use public transport as a means of reaching outlying areas of the town, recognising this supports public reassurance by providing visible and accessible officers. They also routinely patrol at or near schools, particularly secondary schools, as the school day ends. Discussions with the main bus companies in Hartlepool have provided intelligence on young people's behaviour, both good and bad, on buses, and this intelligence is now being used to target both the school and public service buses that Police Officers will ride on.

- d) Youth Offending service workers in custody suite – lead organisation: Youth Offending Service (YOS)

Analysis has identified that between 2 and 4 young people, who are not currently known to the Youth Offending Service, are arrested each week.

A new service is being developed by YOS staff, working closely with the Police custody staff and Crown Prosecution Service (CPS), based on a model from London which the Government has identified as good practice. This aims to improve the early identification of young people and assessment of risk, to prevent further offending, and is based on a triage system. The triage model brings YOS expertise into the Police custody suite, to inform decision making, and successful use of triage should:

- Reduce the number of first time entrants to Youth Justice system
- Reduce the numbers of low level, low risk cases going through the Court
- Improve the speed and quality of responses to more serious youth cases at the point of charge.

It is envisaged this new service, to be delivered by the YOS, will be established in first quarter of 2009/10.

- e) Reparation in leisure time – lead organisation: YOS.

Reparation is already delivered by Hartlepool YOS at weekends and additional sessions are now being provided for Friday and Saturday nights.

- f) Family Intervention Projects (FIP) – lead organisation: ASB Unit

The existing FIP team has been extended by the secondment of a worker from Children's Services, enabling the FIP to recruit 5 additional chaotic and vulnerable families onto the caseload.

- g) Implementation of 'think family' reforms – lead organisation: Children's Services.

We intend to develop our capacity to respond to whole family assessments by appointing a Think Family Coordinator. This post will sit within the prevention service and report to the Parent Commissioner. The focus of the role will be to forge links between services for children and services for adults, in order that families receive appropriate support.

4. HARTLEPOOL'S PROPOSED DELIVERY MECHANISMS FOR 2009/10 AND 2010/11

- 4.1 The models for delivery for the 7 elements a) to g) have been discussed with representatives from the Department of Children, Schools and Families (DCSF). They have expressed their satisfaction with Hartlepool's model and therefore it is proposed that we continue to develop and extend our working arrangements.
- 4.2 Elements c), d), e), f) and g) have clear lead organisations within the statutory sector (Police and Council), the analyst within element b) is already seconded to work for the Safer Hartlepool Partnership and YCAP funding will part fund this post for the next 2 years. It is proposed that all these arrangements continue.
- 4.3 Element a) has the Police as lead organisation, but with significant input from Council (Children's Services, YOS and ASB Unit) as well as the commissioning of a 'place of safety' from a local voluntary organisation at a cost which is less than £5,000 per annum. It is proposed that these arrangements continue.
- 4.4 Element b) – the street based team provision – is provided by a consortium of voluntary sector providers, but the annual cost is greater than £30,000 and therefore Council standing orders require the commissioning of a service, for the new element b).

5 FINANCIAL CONSIDERATIONS

5.1 The model for delivery of elements a) to g) in 2009/10 and 2010/11 was agreed by DCSF on 30th March 2009, with annual budgets for each element as follows:-

a)	Operation Stay Safe	-	£23,500
b)	Street based teams, including analyst	-	£92,300
c)	After school patrols	-	£1,500
d)	YOS custody officer	-	£30,700
e)	YOS reparation in leisure time	-	£27,000
f)	FIP extension)	
		-)	£175,000
g)	Think family)	

Total Budget £350,000

6. RECOMMENDATIONS

- 6.1 The Portfolio Holders are recommended to agree the budgets outlined in paragraph 5 above for elements a) – g).
- 6.2 The Portfolio Holders are recommended to agree that elements a), part of b), c), d), e), f), g) be provided by the same statutory and voluntary sector providers as have provided the service in 2008/09.
- 6.3 The Portfolio Holders are recommended to approve the commissioning of a new service provider for the street based team within element b).

Contact Officers: Alison Mawson, Head of Community Safety & Prevention
John Robinson, Senior Children's Services Officer.

BACKGROUND PAPERS

Youth Crime Action Plan, published July 2008

Letter to Chief Executive, HBC & Chief Constable, Cleveland Police from DCSF, Home Office & Ministry of Justice – September 2008.

Appendix 1

KEY PRINCIPLES FOR DELIVERY OF YOUTH CRIME ACTION PLAN APPROACHES

Below are the principles and approaches the Government believes to be effective or promising and would like to see rolled out.

The Government expects that over the period up to April 2011, more than half of the resource would need to go on the last two of these (f and g), given the high costs of intensive family services.

a) Using child protection legislation to remove young people from the streets at night and take them to a safe place, building on lessons from initiatives such as Operation Staysafe.

Operation Staysafe is a joint police and local authority operation which aims to tackle crime and anti-social behaviour in identified hotspots and to protect children that are left to wander the streets.

The operation uses section 46(1) of the Children's Act 1989 to remove children at risk of harm to a designated 'place of safety'. Use of the power is at the discretion of individual police officers and should not be used as an alternative to taking appropriate action if a young person commits a crime. Key principles of this approach are:

- Following removal to the place of safety parents or guardians are contacted to ensure the young person is returned safely to parental control, either by delivery to their homes or by parents collecting them.
- The place of safety should be located in a facility which is neutral and is convenient for parents to come to pick up young people
- At the place of safety young people and their families should have access to information about local support and services including parenting support.
- In exceptional circumstances children and young people may be placed in emergency accommodation, or their families may become the subject of more intensive, non-negotiable interventions.

b) Using street-based teams of workers to tackle groups of young people involved in crime and disorder.

Street based teams of youth workers help prevent young people becoming involved in crime or anti-social behaviour, working in partnership with the police.

- The teams should focus on those young people that are identified as at risk of crime and anti-social behaviour and won't engage in mainstream youth provision.
- Local crime intelligence should be used to determine the times and places for deployment and to identify local young people that are at risk of offending.
- The teams should engage with young people to identify activity that will help prevent offending behaviour and to signpost young people to existing services and facilities in the local area.
- Local authorities should ensure that appropriate positive activities are provided alongside the work of the street based teams.

The funding can also be used to support flexible and rapid responses by the police and local authority to high profile incidents such as the deployment of mobile police stations and mobile youth provision or could be used to scope how to expand existing family support.

c) Tackling anti-social behaviour and disorder at school closing time by increasing after-school police patrols where needed.

This presents an opportunity to tackle youth crime and disorder where and when it is most likely to occur such as transport interchanges and routes used by students from several schools. The public will see a visible police presence which will, in turn, help to boost their confidence in the measures being used to tackle youth crime.

- The precise deployment of these teams will be left to local areas to decide subject to local intelligence. In particular, this provides an opportunity to work with Safer Schools Partnerships officers to share information on the areas and individuals most at risk.
- Young people should also be engaged in how these teams are used, to help build relationships between police and young people and reduce youth victimisation.

d) Placing Youth Offending Team workers in police custody suites so that young offenders can be assessed and directed to appropriate services at the earliest opportunity;

This ensures a continuum of support for the young person and allows services to take quick action when a young person is arrested, to address the causes of their involvement in crime.

- Local partners would need to identify times and places where young people are most likely to be arrested, with the YOT worker aiming to:
- Supplement the lead professional role, allowing a comprehensive support package for vulnerable young people to begin at the point of arrest.
- Kick start an assessment of the young person's needs, using the Common Assessment Framework, and ensure that parenting provision is identified as a need as early as possible.

e) making young offenders feel the consequences of their actions by **expanding reparation during their leisure time**, including on Friday and Saturday nights;

Funding could be used to extend current Youth Offending Team provision of reparative and rehabilitative sessions for young offenders, possibly by paying for overtime for staff, or starting up new projects where this is practical within the timeframe.

- Proposals should have a strong reparative element and be delivered at evenings and weekends (ideally on Friday or Saturday evenings, but other times outside school hours would be acceptable).
- Projects should be innovative and actively demonstrate to the public that young offenders are receiving robust interventions that cut into their leisure time and provide some benefits to the community. For sessions occurring late in the evening, proposals should include how provision would be adapted for this, for example explaining how young people will get home safely from sessions.

To guide future work in this areas, the Youth Justice Board will develop guidance to YOTs on developing their out-of-hours reparation work with young people, including sharing best practise. This will be available by the end of November.

f) Developing Family Intervention Projects to work with the most vulnerable and problematic families with children at risk of offending, with non-negotiable elements and sanctions for a failure to engage;

Family Intervention Projects tackle the problems of the most chaotic and vulnerable families. The key elements are:

- A dedicated key worker works intensively with the whole family and is responsible for assessing needs, co-ordinating the delivery of services and using a combination of support and sanction to motivate the family to make changes.
- A contract is drawn up between the family and key worker which sets out the changes that are expected, support that will be provided and the consequences if changes are not made, or specified tasks are not undertaken.

- Persistence and assertiveness with families is critical to keeping them engaged and following agreed steps.

This funding offers the opportunity to test the FIP model with families experiencing multiple problems that are known to be predictors of youth offending. Local authorities might want to consider focussing projects around specific types of risk in families e.g. domestic violence, parental offending, substance misuse, poor parenting, abuse, neglect or could focus projects on particular age groups of children. A guidance note on the FIP model and how it might be expanded is to follow.

g) Implementation of the 'think family' reforms to provide an integrated and appropriate service response to all families at risk by the end of the funding period.

Tackling intergenerational disadvantage means looking at individual needs in the context of the whole family, so clients are seen not just as individuals but as parents or family members. Practically, this means improving local authority systems and structures to better identify and assess families at risk and join up services to meet their needs.

Fifteen DCSF led Family Pathfinders are currently testing how to deliver the think family reforms. We are keen for more local authorities to develop better systems for integrated working with vulnerable families, particularly where there are children and young people at risk of offending. This should build on early learning from the existing Family Pathfinders and include the following elements:

- Better systems for **identifying and engaging** families at risk (those with multiple and complex problems putting their children at risk of poor outcomes, including risk of offending)
- **Whole family assessment**, building on the CAF, which looks at the needs, strengths and interrelation of problems of the whole family
- **Multi-agency teams around the family** with lead workers who case manage families and coordinate the work of other services involved with them.
- **Improved information sharing** to enable early identification and interventions. Families may have a range of complex and sensitive needs that cut across different agencies' data sharing agreements, frameworks and statutory powers.
- **Joint commissioning across adults' and children's services** for family support, possibly with pooled funding
- **Effective interventions** using a range of evidence based programmes and interventions to meet family needs.

- **Better integration between adult and children's services** at all levels of the LA – such as clear accountability for families through joined-up governance to a common vision and agreed outcomes for families across services as part of the LAA process.