

PLEASE NOTE CHANGE OF TIME



SAFER HARTLEPOOL PARTNERSHIP AGENDA



Friday 9 May 2014

at 2.00pm

**in Committee Room B,
Civic Centre, Hartlepool.**

MEMBERS: SAFER HARTLEPOOL PARTNERSHIP

Councillor Christopher Akers-Belcher, Elected Member, Hartlepool Borough Council
Councillor Allan Barclay, Elected Member, Hartlepool Borough Council
Dave Stubbs, Chief Executive, Hartlepool Borough Council
Denise Ogden, Director of Regeneration and Neighbourhoods, Hartlepool Borough Council
Clare Clark, Neighbourhood Manager, Community Safety, Hartlepool Borough Council
Louise Wallace, Director of Public Health, Hartlepool Borough Council
Chief Superintendent Gordon Lang, District Commander, Cleveland Police
Barry Coppinger, Office of Police and Crime Commissioner for Cleveland
Chief Inspector Lynn Beeston, Chair of Youth Offending Board
Julie Allan, Director of Offender Management, Durham Tees Valley Probation Trust
Councillor Carl Richardson, Cleveland Fire and Rescue Authority Nominated Member
Steve McCarten, Cleveland Fire and Rescue Authority
John Bentley, Voluntary and Community Sector Representative, Chief Executive, Safe in Tees Valley
Andy Powell, Director of Housing Services, Housing Hartlepool
Karen Hawkins, Representative of Hartlepool and Stockton on Tees Clinical Commissioning Group
Hartlepool Magistrates Court, Chair of Bench (vacant)

ALSO INVITED:

Mark Smith, Head of Youth Services, Hartlepool Borough Council

- 1. APOLOGIES FOR ABSENCE**
- 2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**



PLEASE NOTE CHANGE OF TIME

3. MINUTES

3.1 To confirm the minutes of the meeting held on 21 March 2014.

4. PRESENTATIONS

No items

5. BUDGET AND POLICY FRAMEWORK ITEMS

5.1 Hartlepool Youth Justice Plan 2014-2015 – *Director of Child and Adult Services*

6. KEY DECISIONS

7. OTHER ITEMS FOR DECISION

7.1 Substance Misuse Strategy Group – Draft Substance Misuse Treatment Plan 2014/15 – *Director of Public Health*

7.2 Anti-Social Behaviour Crime and Policing Act – *Director of Regeneration and Neighbourhoods*

8. ITEMS FOR DISCUSSION / INFORMATION

8.1 HM Inspectorate of Constabulary Report – Cleveland Police's Approach to Tackling Domestic Abuse – *Chief Inspector Beeston*

9. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT



SAFER HARTLEPOOL PARTNERSHIP MINUTES AND DECISION RECORD

21 March 2014

The meeting commenced at 9.30 am in the Civic Centre, Hartlepool

Present:

Councillor: Christopher Akers-Belcher (In the Chair)
 Dave Stubbs, Chief Executive
 Denise Ogden, Director of Regeneration and Neighbourhoods
 Louise Wallace, Director of Public Health
 Chief Inspector Lynn Beeston, Chair of Youth Offending Board
 Luicia Saiger-Burns, Durham Tees Valley Probation Trust
 Councillor Carl Richardson, Cleveland Fire and Rescue
 Authority Nominated Member
 Andy Powell, Housing Hartlepool
 John Bentley, Safe in Tees Valley

In accordance with Council procedure rule 5.2 (ii) Paula Swindale was in attendance as a substitute for Karen Hawkins, Hartlepool and Stockton on Tees Clinical Commissioning Group

Officers: Mark Smith, Head of Youth Support Services
 Lisa Oldroyd, Community Safety and Research Development
 Co-ordinator
 Sharon Robson, Health Improvement Practitioner
 Laura Stones, Scrutiny Support Officer
 Denise Wimpenny, Principal Democratic Services Officer

72. Apologies for Absence

Apologies for absence were submitted on behalf of Clare Clark, Neighbourhood Manager, Chief Superintendent Gordon Lang, Cleveland Police, Karen Hawkins, Hartlepool and Stockton on Tees Clinical Commissioning Group

73. Declarations of Interest

None.

74. Minutes of the meeting held on 7 February 2014

Confirmed.

75. Matters Arising from the Minutes

Minute 60 – Presentation – Give it a Go Initiative – It was reported that the Office of the Police and Crime Commission had requested nominations from the Partnership and the Youth Organisation to take part in the local launch of the Give it a Go Initiative. The Director of Regeneration and Neighbourhoods nominated Belle Vue Community Sports Centre and highlighted her intention to support the launch. The Chair expressed his support for the launch and suggested that all Members of the Partnership be invited to attend.

76. Community Safety Plan 2014-17 (*Director of Regeneration and Neighbourhoods*)

Type of decision

Key – test (ii) applies – Forward Plan Reference RN24/13

Purpose of report

To seek approval from the Safer Hartlepool Partnership on the final draft of the Community Safety Plan 2014-17 (as referred to as the Community Safety Strategy)

Issue(s) for consideration

It was reported that the Safer Hartlepool Partnership was required to produce a three year Community Safety Plan setting out how it intended to tackle crime and disorder, substance misuse and re-offending. The current Plan would come to an end in March 2014. A copy of the Community Safety Plan for 2014-17 was attached at Appendix 1 which had been developed based on the findings of the Strategic Assessment and public consultation.

Members were referred to the four strategic objectives, six annual priorities and feedback from the consultation process that had taken place, details of which were set out in the report. In general, the consultation results had confirmed that the Partnership had a good understanding and grasp of the issues that mattered to local communities. Action plans to support the delivery of the Community Safety Plan were being developed and upon approval by the Partnership, the Community Safety Plan would be presented to full Council in April for endorsement.

Decision

That the Community Safety Plan 2014-17 be approved.

77. Police and Crime Commissioner – Community Safety Partnership Funding Request *(Director of Regeneration and Neighbourhoods)*

Purpose of report

To inform the Safer Hartlepool Partnership (SHP) of an application to the Police and Crime Commissioner (PCC) for funding to progress SHP priorities during 2014/15.

Issue(s) for consideration

The Director of Regeneration and Neighbourhoods reported on the background to significant cuts in the main Police grant and the Community Safety Partnerships (CSP) across Cleveland being informed by the PCC that there were no guarantees that any funding would be allocated to CSPs during 2014/15. However the PCCs Office had advised that they may be willing to consider a joint application from the four Cleveland CSPs around the key areas of anti-social behaviour, integrated offender management and domestic violence.

The four CSP leads had since met and developed a funding request which had been sent to the Police and Crime Commissioner for consideration, a copy of which was attached as an appendix to the report.

In the discussion that followed Members debated at length the proposed funding allocations in terms of reducing re-offending and a number of concerns were expressed regarding the proposed level of funding allocation for Hartlepool as a comparator with other neighbouring authorities. Views were expressed that the allocations should be proportionate to the number of offenders. In response to concerns raised as to how the allocations had been calculated and whether funding was likely to increase in the following year, the Director of Regeneration and Neighbourhoods reported that whilst the level of future funding was difficult to predict, it was envisaged that the

current allocation had been based on the size of the authority.

In relation to future funding priorities, the importance of ensuring services were sustained through mainstream funding was emphasised. The Director of Public Health advised that a report would be presented to a future meeting of the Partnership regarding the future of Integrated Offender Management work across the Tees Valley. The Director of Regeneration and Neighbourhoods provided clarification in response to further queries raised by the Partnership in relation to priorities identified to reduce re-offending and future responsibility arrangements.

Decision

That the contents of the report and the application to the Police and Crime Commissioner for funding to support the delivery of the SHP priorities be noted.

78. Substance Misuse Strategy Group – 2014/15 Substance Misuse Plan Update *(Director of Public Health)*

Purpose of report

To inform and update the Safer Hartlepool Partnership on the progress and process taken to produce a Substance Misuse Plan 2014/15.

Issue(s) for consideration

The Health Improvement Practitioner (Drugs and Alcohol) reported on the background to the requirement to produce an Annual Substance Misuse Plan. The current Plan would come to an end in March 2014 and it had been decided that a complete refresh was the way forward and would produce a framework to include the governance structure, substance misuse data, key objectives and actions for the coming year. The Plan was being developed with partners including Child and Adult Services, Community Safety Services and Licensing and Criminal Justice Intervention Team and would be available for consultation in April 2014.

In relation to the future approval process, it was noted that the final Plan would be available in May 2014. In response to the Chair's request that the Plan should be presented to the Partnership in advance of any constitutional approval requirements, the Director of Public Health indicated that the final Plan would be presented to the Partnership for approval prior to final approval by Finance and Policy Committee.

Decision

- (i) That the process and progress in refreshing the Substance Misuse Plan be noted.
- (ii) The Partnership noted that once completed the Substance Misuse Plan would be presented to the Partnership for approval.

79. Hartlepool Youth Justice Strategic Needs Analysis (Director of Regeneration and Neighbourhoods)

Purpose of report

To present and seek comments from the Safer Hartlepool Partnership on the Youth Justice Strategic Needs Analysis (which will inform the development of the Youth Justice Strategic Plan for 2014-15)

Issue(s) for consideration

The Partnership was referred to the Hartlepool Youth Justice Strategic Assessment, executive summary, attached at Appendix 1, which included an analysis of a wide range of local data combined with the results of consultation with both service users and recipients. Based upon the findings of the Strategic Assessment it was proposed that the Youth Offending Service and broader Youth Justice Partnership focussed on a number of key strategic objectives during 2014/15 which included Re-offending, Early Intervention and Prevention, Remand and Custody, Restorative Justice, Risk and Vulnerability, Think Family, maintain standards and effective governance, details of which were set out in the report.

Comments relating to the Youth Justice Strategic Needs Analysis were sought which would be considered and used to inform the production of the Local Annual Youth Justice Plan 2014-15

With regard to Page 14 of the Executive Summary, a Member commented on the need to include the importance of ensuring there were no gaps during the transition period between leaving youth offending and joining adult services to ensure continuity of services. In response to comments that the Plan should include the financial pressures faced by the Youth Service, the Partnership was provided with assurances that whilst a decision had been taken by the Board not to include such information in the Executive Summary this information would be included in the final Plan.

With regard to funding, the Head of Youth Support Services was pleased to report that confirmation had recently been received that the Youth Justice Grant Settlement remained the same for 2014-15 as the previous year.

The report was welcomed by the Partnership and thanks were expressed to the Head of Youth Support Services and the team for their excellent work

which was recognised across the Tees Valley.

Decision

- (i) That the Youth Justice Strategic Needs Analysis, which would inform the development of the Youth Justice Strategic Plan for 2014-15 be noted.
- (ii) That the comments in relation to ensuring there were no gaps during the transition period between leaving youth offending and joining adult services to ensure continuity of services be included in the final Plan

80. Safer Hartlepool Partnership Performance (*Neighbourhood Manager, Community Safety*)

Purpose of report

To provide an overview of Safer Hartlepool Partnership performance for Quarter 3 – October 2013 to December 2013 (inclusive).

Issue(s) for consideration

The Community Safety Officer provided the Partnership with an overview of the Safer Hartlepool Partnership performance during Quarter 3, as set out in an appendix to the report. Information as a comparator with performance in the previous year was also provided.

In the discussion that followed presentation of the report, the Community Safety Research and Development Co-ordinator responded to a number of queries raised in relation to crime figures by type.

The Chair of the Youth Offending Board highlighted that current figures for Quarter 4 identified a more positive picture than predicted with a current potential 3.8% decrease in publicly reported crime. Whilst the Partnership was pleased to note the continuous reduction in crime figures, given the continued reduction in resources, some concerns were highlighted that maintaining such performance would continue to be more challenging in future years.

With regard to the Drugs and Alcohol data, the Director of Public Health stated that there was a mixed picture in relation to performance and whilst this was an important indication in terms of treatment services, the figures should not be viewed in isolation and needed to be considered in the wider context.

Decision

That Quarter 3 performance and comments of Members be noted.

81. Any Other Items which the Chairman Considers are Urgent

The Chairman ruled that the following item of business should be considered by the Committee as a matter of urgency in accordance with the provisions of Section 100(B) (4)(b) of the Local Government Act 1972 in order that the matter could be dealt with without delay.

82. Any Other Business – Durham Tees Valley Probation Trust

The Durham Tees Valley Probation Trust Representative reported that this would be her last meeting of the Partnership as she would shortly be leaving her current role having secured a position of Head of Public Protection with the North East Division. It was envisaged that her successor would be in post by 9 May. The Representative conveyed her thanks and best wishes to the Partnership whereupon the Chair took the opportunity, on behalf of the Partnership, to pay tribute to Luicia for her immense contribution to the Partnership and to wish her the very best of luck in her new role.

The meeting concluded at 10.35 am

CHAIR



SAFER HARTLEPOOL PARTNERSHIP

9th May 2014



Report of: Director of Child and Adult Services

Subject: HARTLEPOOL YOUTH JUSTICE PLAN 2014 - 2015

1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Budget and Policy Framework.

2. PURPOSE OF REPORT

2.1 The purpose of this report is to present the final draft of the Youth Justice Strategic Plan for 2014-2015 (**Appendix 1**) to the Safer Hartlepool Partnership prior to the Plan being considered by Council in June 2014.

3. BACKGROUND

3.1 The National Youth Justice Performance Improvement Framework is the Youth Justice Board's primary tool for monitoring and securing performance improvement across Youth Offending Services in England and Wales. The framework builds upon the statutory responsibilities for Youth Offending Services established under the Crime and Disorder Act 1998 through a requirement for all Youth Offending Services to annually prepare, as part of the local business planning cycle, a local Youth Justice Plan for submission to the Youth Justice Board.

3.2 The primary functions of Youth Offending Services are to prevent offending and re-offending by Children & Young People and reduce the use of custody. It is the responsibility of local Youth Offending Services to develop and coordinate the provision of these services for all of those young people in the Local Authority area who need them.

3.3 The annual Youth Justice Plan should provide an overview of how the Youth Offending Service, the Youth Offending Service Strategic Management Board and wider partnership will ensure that the service has sufficient resources and infrastructure to deliver youth justice services in its area in

line with the requirements of the *National Standards for Youth Justice Services* to:

- promote performance improvement;
- shape youth justice system improvement;
- Improve outcomes for young people, victims and the broader community.

3.4 Whilst the local Youth Offending Service partnership can develop its own structure and content of the Youth Justice Plan, national guidance suggests the Plan should address four key areas and it is these areas that will be refreshed to reflect the position for the service going forward.

- Resourcing and value for money - The sufficient deployment of resources to deliver effective youth justice services to prevent offending and re-offending.
- Structure and Governance - The Plan will set out the structures and governance necessary to ensure the effective delivery of local youth justice services. The leadership composition and role of the multi agency Youth Offending Service Management Board are critical to this.
- Partnership Arrangements - To demonstrate that effective partnership arrangements are in place between the Youth Offending Service, statutory partners and other local partners that have a stake in delivering youth justice services and that these arrangements generate effective outcomes for children and young people who offend or are at risk of offending.
- Risks to Future Delivery - To ensure the Youth Offending Service has the capacity and capability to deliver effective youth justice services, identifying risks to future delivery and the Youth Offending Service's partnership plans to address these risks.

4. PROPOSALS

4.1 The planning framework to support the development of the 2014/2015 Youth Justice Strategic Plan has drawn upon the appraisal of the Youth Justice Boards Regional Partnership Manager, the local Youth Offending Service Strategic Management Board and the views and opinions of service users, staff and key partners.

4.2 Alongside the above, the development of the plan has also incorporated recommendations from Children's Services Committee, the views of the Safer Hartlepool Partnership Executive Group and the current scrutiny investigation into re-offending in Hartlepool. The plan also acknowledges the

role of the Youth Offending Service in taking forward the priorities of the Cleveland Police and Crime Commissioner.

4.3 Based upon the findings from the Strategic Assessment, it is proposed that the Youth Offending Service and broader youth justice Partnership focuses on the following key strategic objectives during 2014 - 15:

- Re-offending - reduce further offending by young people who have committed crime
- Early Intervention and Prevention – sustain the reduction of first time entrants to the youth justice system by ensuring that their remain strategies and services in place locally to prevent children and young people from becoming involved in crime and anti-social behaviour
- Remand and Custody – demonstrate that there are robust and comprehensive alternatives in place to support reductions in the use of remands and custody.
- Restorative Justice – ensure all victims of youth crime have the opportunity to participate in restorative justice approaches and restorative justice is central to work undertaken with young people who offend.
- Risk and Vulnerability – ensure all children and young people entering or at risk of entering the youth justice system benefit from a structured needs assessment to identify risk and vulnerability to inform effective intervention and risk management.
- Think Family – embed a whole family approach to better understand the true impact of families in our communities and improve our understanding of the difficulties faced by all members of the family and how this can contribute to anti-social and offending behaviour.
- Maintain Standards – ensure that all assessments, reports and interventions developed by the Youth Offending Service are effective and of a high quality.
- Effective Governance – ensure that the Youth Offending Strategic Management Board will be a well constituted, committed and knowledgeable Board which scrutinises Youth Offending Service performance.

4.4 The local Youth Justice Strategic Plan for 2014 – 2015 will establish responsibility across the Youth Offending Service and the Youth Offending Strategic Board for taking each improvement activity forward within agreed timescales.

5. RECOMMENDATIONS

- 5.1 The Safer Hartlepool Partnership is requested to ratify the Youth Justice Plan for 2014-2015 prior to the plan being considered by Council in June 2014.

6. REASONS FOR RECOMMENDATIONS

- 6.1 The development of the Youth Justice plan for 2014 - 2015 has been informed by the views and wishes of key stakeholders and as such, will provide the local youth justice partnership with a clear steer to bring about further reductions in youth offending and contribute to the broader community safety agenda.

7. BACKGROUND PAPERS

- 7.1 The following background papers were used in the preparation of this report:
- 7.2 The Youth Justice Boards: Youth Justice Performance Improvement Framework (Guidance for Youth Justice Board English Regions available at: <http://www.justice.gov.uk>)

8. CONTACT OFFICERS

- 8.1 Sally Robinson, Assistant Director (Children's Services), Child and Adult Services, Hartlepool Borough Council, Civic Centre, TS24 8AY.
Tel 01429 523405. E-mail sally.robinson@hartlepool.gov.uk
- 8.2 Mark Smith, Head of Youth Support Services, Child and Adult Services, Hartlepool Borough Council, Civic Centre, TS24 8AY.
Tel 01429 523405. E-mail mark.smith@hartlepool.gov.uk

Hartlepool Youth Justice Strategic Plan

2014 - 2015

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1 FOREWARD

Welcome to the 2014 - 2015 Hartlepool Youth Justice Strategic Plan. This plan sets out our ambitions for Youth Justice Services in Hartlepool and how they will contribute to our overarching aspirations for the town, set out in our Community Strategy 2008-20 wherein:

“Hartlepool will be an ambitious, healthy, respectful, inclusive, thriving and outward looking community, in an attractive and safe environment, where everyone is able to realise their potential”.

The Youth Offending Service has a key role in contributing to this vision by building upon the success of 2013-2014 through the delivery of high quality, effective and safe youth justice services that prevent crime and the fear of crime, whilst ensuring that young people who do offend are identified and managed appropriately without delay.

In recent years Hartlepool has witnessed a significant reduction in youth crime. The local youth justice partnership has been particularly effective in reducing the numbers of young people entering the youth justice system for the first time and we are now starting to see a reduction in the rate of crime being committed by those young people who have previously offended.

Beyond this the service was the subject of a Short Quality Screening Inspection in 2013 – 2014 undertaken by Her Majesty's Inspectorate of Probation who found that 'Hartlepool Youth Offending Service can be 'rightly proud of the substantial progress it has made since our previous inspection in 2011'. The inspectors highlighted that staff were well supported, committed and were delivering high quality services. They produced good quality assessments and plans and had ready access to an appropriate range of services.

This plan seeks to build upon the above progress by identifying priorities for the Youth Offending Service in the coming year and highlighting further areas for improvement.

As always, the Strategic Management Board is extremely grateful for the skill and dedication of our employees in supporting young people who offend or are at risk of becoming involved in offending in Hartlepool.

On behalf of the Youth Offending Service Strategic Management Board I am pleased to endorse the Youth Justice Strategic Plan for 2014 -2015.

Signature

Lynn Beeston Youth Offending Service Strategic Management Board Chair

2 INTRODUCTION

The national Youth Justice System primarily exists to ensure that children and young people between the age of 10 and 17 who are arrested and charged with a criminal offence are dealt with differently to adult offenders to reflect their particular welfare needs.

In summary, children and young people who offend are:

- dealt with by youth courts
- given different sentences
- and when necessary, detained in special secure centre's for young people as opposed to adult prisons.

It is the responsibility of the Local Authority and statutory partners to secure and coordinate local youth justice services for all of those young people in the Local Authority area who come into contact with the Youth Justice System as a result of their offending behaviour through the establishment and funding of **Youth Offending Services**.

The primary functions of Youth Offending Services are to prevent offending and re-offending by Children & Young People and reduce the use of custody.

Hartlepool Youth Offending Service was established in April 2000 and is responsible for the delivery of youth justice services locally. It is a multi-agency service and is made up of representatives from the Council's Children Services, Police, Probation, Health, Education, Community Safety and the local voluntary/community sector and seeks to ensure that:

- all children and young people entering the youth justice system benefit from a structured needs assessment to identify risk and protective factors associated with offending behaviour to inform effective intervention.
- courts and youth offender panels are provided with high quality reports that enable sentencers to make informed decisions regarding sentencing.
- court orders are managed in such a way that they support the primary aim of the youth justice system, which is to prevent offending, and that they have regard to the welfare of the child or young person.

- services provided to courts are of a high quality and that magistrates and the judiciary have confidence in the supervision of children and young people who are subject to orders.
- comprehensive bail and remand management services are in place locally for children and young person's remanded or committed on bail while awaiting trial or sentence.
- the needs and risks of young people sentenced to custodial orders (including long-term custodial orders) are addressed effectively to enable effective resettlement and management of risk.
- those receiving youth justice services are treated fairly regardless of race, language, gender, religion, sexual orientation, disability or any other factor, and actions are put in place to address unfairness where it is identified

Beyond the above, the remit of the service has widened significantly in recent years due to both national and local developments relating to prevention, diversion and restorative justice and there is a now requirement to ensure that:

- strategies and services are in place locally to prevent children and young people from becoming involved in crime or anti-social behaviour.
- assistance is provided to the Police when determining whether Cautions should be given.
- out-of-court disposals deliver targeted interventions for those at risk of further offending.
- restorative justice approaches are used, where appropriate, with victims of crime and that restorative justice is central to work undertaken with young people who offend.

The Hartlepool Youth Justice Plan for 2014-2015 seeks to establish how youth justice services will be delivered, funded and governed in response to both local need and the changing landscape and how the Hartlepool Youth Offending Service will work in partnership to prevent offending and re-offending by Children & Young People and reduce the use of custody.

3 STRATEGIC NEEDS ANALYSIS

The strategic assessment contains information to aid understanding of the priority youth justice issues identified for the communities of Hartlepool, including what has changed over the last year, what work we are doing and how we are measuring effectiveness and future challenges, alongside a description of the current local and national delivery landscape.

As the service nears the end of its annual Youth Justice Plan 2013-2014, the Strategic Assessment will assist the Local Authority and broader partnership in setting strategic objectives to inform the new Youth Justice Plan 2014 – 2015.

The Delivery Landscape

There are many factors that will impact on the Youth Offending Service in the coming years:

- A challenging economic climate, including the impact of welfare reform.
- Changes to commissioning arrangements following the transition of Public Health into Hartlepool Borough Council and the election of a Police and Crime Commissioner.
- Significant changes to and development of Government policy in key areas, including re-offending, anti-social behaviour and alcohol.
- Widespread restructuring and change across local public sector agencies due to the significant loss of funding.
- The transfer of financial burdens associated with the remand of young people to the Local Authority continues to be a key financial pressure.
- The decision to transfer Youth Court listings to Teeside Magistrates

The Hartlepool Youth Offending Service remains well placed to meet these challenges. The service is confident that it has a structure and the staff with the appropriate skills alongside the support of a committed, strong strategic management board to meet any future challenges.

We recognise that youth justice priorities impact upon each other, and those of partner organisations, and with limited resources and budgets, there is opportunity to maximise collaborative working and joint commissioning at a local level.

Local Context

Hartlepool is the smallest unitary authority in the North East region and the third smallest in the country comprising of some of the most disadvantaged areas in England. Issues around youth justice can be understood by a number of contextual factors:

Population

- Hartlepool has a stable population rate, maintained by low levels of migration.
- Hartlepool has become more diverse in recent years, although a very small proportion of the population are from the Black Minority Ethnic (BME) community.
- 46% of the population in Hartlepool live in five of the most deprived wards in the country, where crime and anti-social behaviour rates are high.

Unemployment

- Unemployment rates in Hartlepool are above the regional average and more than double the national average.
- 14.5% of young people aged 18-24 years are unemployed.
- Hartlepool has high rates of people incapable of work due to disability and ill health.

Housing

- Strong links exist between the occurrence of anti-social behaviour and the location of private rented housing.
- The percentage of long term empty properties in Hartlepool is higher than the regional average.

Deprivation

- Hartlepool has pockets of high deprivation where communities experience multiple issues: higher unemployment, lower incomes, child poverty, ill health, low qualification, poorer housing conditions and higher crime rates.
- Residents living in more deprived, and densely populated areas have high perceptions of crime and anti-social behaviour and feel less safe.

Health & Wellbeing

- The health of people in Hartlepool is generally worse than the England average.
- There is a higher prevalence of long term health problems, including mental health.
- The number of alcohol related hospital admissions and hospital stays for self-harm in Hartlepool are significantly worse than the England average.
- The number of Class A drug users in Hartlepool is more than double the national average.

Geography

- Community safety problems are not evenly spread and tend to be concentrated in geographic hotspots, particularly in the most deprived wards in Hartlepool.

Children, Young People and Families

Most young people in Hartlepool make the transition to adulthood successfully through a combination of supportive families, good schools, colleges and training providers and access to opportunities for personal and social development outside the classroom along with the vision and belief that they can succeed.

Whilst many young people make mistakes along the way and do things they should not do, or wish they had not done, most are able to get back on track quickly with little harm done.

But whilst many young people in Hartlepool are thriving, evidence is clear that it is young people from deprived and disadvantaged backgrounds and communities who lack many of the protective factors highlighted above, who are disproportionately at greater risk of involvement in anti-social and offending behaviour and poorer outcomes generally.

Despite significant regeneration over the past twenty years the Index of Multiple Deprivation (2007) indicates that Hartlepool is still ranked as the 23rd most deprived out of England's 354 Local Authority districts. Deprivation covers a broad range of potentially life limiting issues and refers to unmet needs caused by the interplay of a number of local factors that impact upon families living conditions such as:

low Income;

exclusion from the labour market;

impairment of quality of life by poor physical and mental health and disability;

educational underachievement, barriers to progression and a shortage of skills and qualifications amongst adults;

barriers to accessing key local services and affordable housing;

low quality of individuals' immediate surroundings both within and outside the home; and

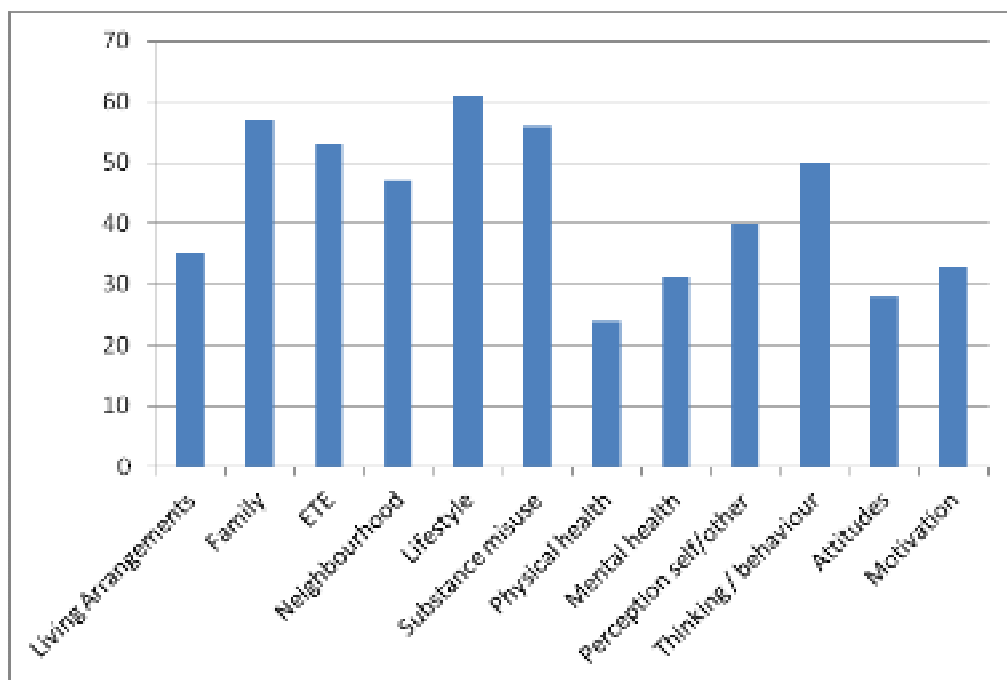
a prevalence of violent crime, burglary, theft and criminal damage in an area.

Local analysis of need and outcomes highlights that, whilst there are families who are more resilient to deprivation, the interplay of the above factors clearly places families who are

contending with deprivation at a disadvantage. This can significantly limit the opportunities and outcomes for their children which, in time, will tend to perpetuate a cycle of deprivation and disadvantage due to diminished life chances.

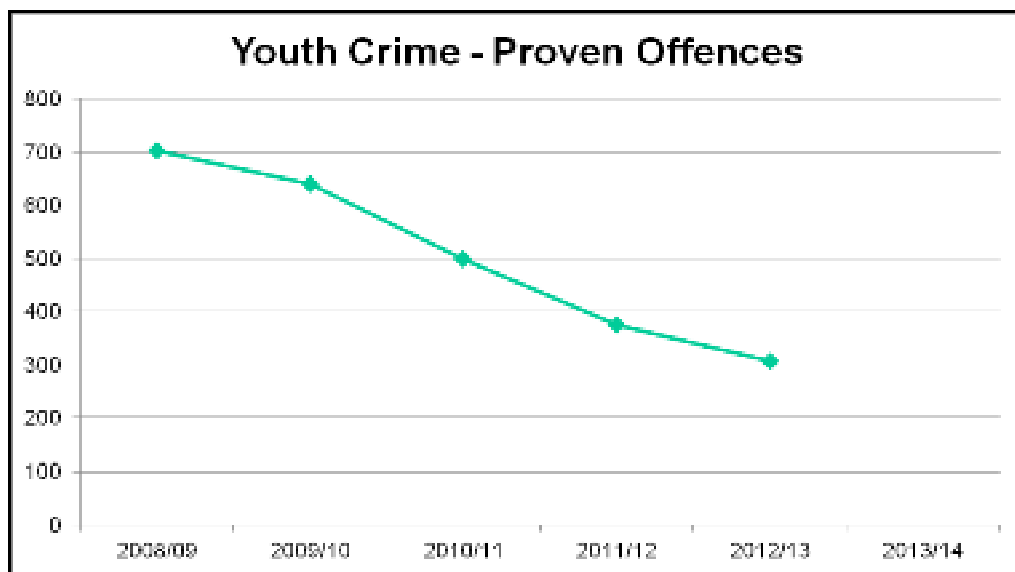
A more detailed analysis of the broader circumstances/factors of families whose children are experiencing difficulties indicates that parenting, parental substance misuse, housing and home conditions, employment issues and domestic violence are often the main factors linked to the prevalence of poor outcomes in local children and young people. It is often the complex interplay of each of these factors that makes problems in some households insurmountable and places the children at significant risk of involvement in anti-social and offending behaviour.

An annual local analysis (see below) of the factors that contribute to young people's offending behaviour highlights that the most prevalent factors are often a combination of the young person's family circumstances, their lifestyle, their misuse of substances and a lack of engagement with education and/or further learning all of which shapes thinking and behaviour.



Youth Crime

In spite of the adversities that significant numbers of young people, families and communities contend with in Hartlepool the local Youth Justice Partnership has had significant success in recent years in terms of preventing and reducing youth offending behaviour.



It is notable that there have been significant reductions in:

- Violence against the person
- Criminal Damage
- Public Order offences
- Breach of Bail

Some crimes, particularly those falling within the acquisitive crime category are estimated to be on the increase with projections indicating an increasing trend for the following twelve months. Whilst current socio-economic factors can affect this crime type, locally it is recognised that substance misuse continues to be the key driver in the prevalence of acquisitive offences across the young offender cohort..

Given the recent decision to transfer Youth Court listings to Teesside Magistrates it is anticipated that there is likely to be an increase in Breach of Bail as young people and their broader families struggle to undertake the journey to from Hartlepool to Teesside.

Anti-social behaviour relating to young people continues to follow a strong seasonal trend with incidents and complaints often related to alcohol reaching their peak during the summer months.

Community perception results from the recent Household Survey indicate that from a town wide perspective the fear of crime and anti-social behaviour related issues have generally improved, however it is noted that these results do vary across wards with perceptions in our most disadvantaged communities remaining high.

Youth crime continues to be concentrated in our most disadvantaged and vulnerable communities, co-existing with high levels of anti-social behaviour, health inequalities, unemployment and poor housing all of which place a significant demand on partner resources. People living in deprived areas experience significantly higher levels of crime and disorder; therefore they are at greater risk of victimisation and for this reason remain vulnerable.

Offence Category - Year on Year Comparisons

OFFENCE CATEGORY	Apr 2010 - Mar 2011	Apr 2011 - Mar 2012	Apr 2012 - Mar 2013	Actual Change 2011/12 Vs 2012/13
Arson	7	0	0	0
Breach of Bail	26	26	10	-16
Breach of Conditional Discharge	14	14	12	-2
Breach of Statutory Order	67	65	27	-38
Criminal Damage	144	121	77	-44
Domestic Burglary	39	10	15	5
Drugs	30	19	20	1
Fraud and Forgery	6	4	0	-4
Motoring Offences	39	13	22	9
Non Domestic Burglary	26	11	9	-2
Other	41	10	18	8
Public Order	189	92	69	-23
Racially Aggravated	5	5	1	-4
Robbery	7	3	0	-3
Sexual Offences	8	2	11	9
Theft and Handling Stolen Goods	221	111	114	3
Vehicle Theft / Unauthorised Taking	26	5	9	4
Violence Against the Person	156	126	93	-33
TOTAL	1051	637	507	

Prevention and Diversion

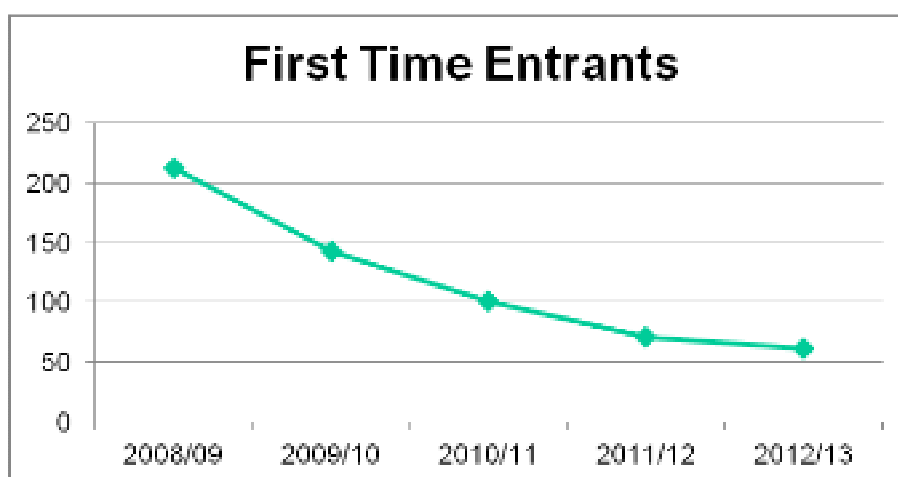
Research consistently highlights that children and young people who are exposed to multiple risks and disadvantage are more likely to become involved in crime and anti-social behaviour. Similarly, children and young people who engage in anti-social behaviour at an early age are more likely to become serious persistent offenders.

In addition to this, research highlights that young people involved in offending behaviour are more likely to experience significant difficulties during adulthood in relation to housing, health, relationships, substance misuse and employment.

Youth crime prevention and diversion is based on the premise that it is possible to change the life-course trajectories of young people by reducing risk factors that may lead to offending behaviour and building on protective factors that might help prevent offending.

It marks a concerted shift away from reactive spending towards early action and intervention through a range of programmes for young people who are deemed to be at risk of offending, which can result in better outcomes and greater value for money.

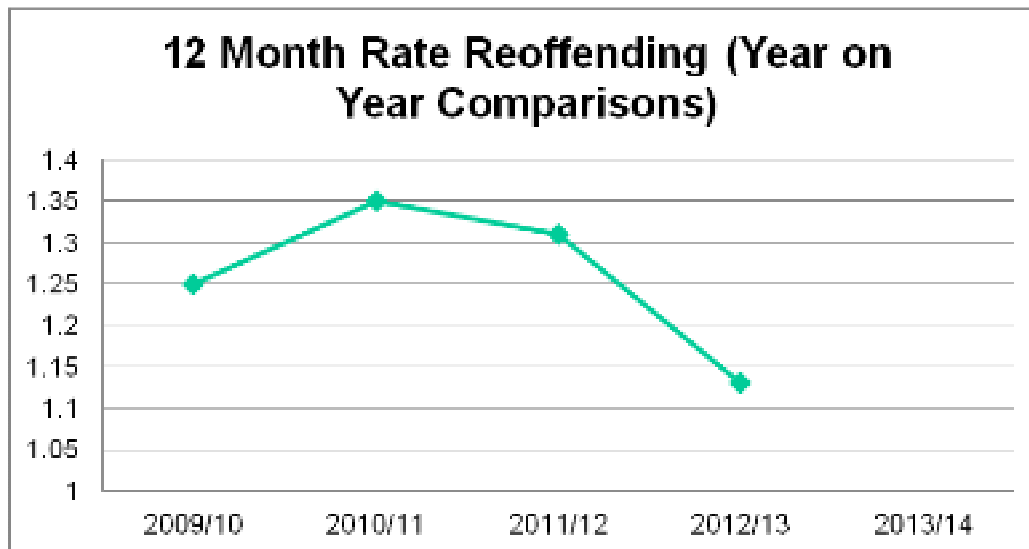
In recent years, Hartlepool Youth Offending Service and the broader youth justice partnership have placed a significant emphasis on the prevention of young people's involvement in crime and anti-social behaviour and this has had a notable impact upon the numbers of young people entering the Youth Justice System.



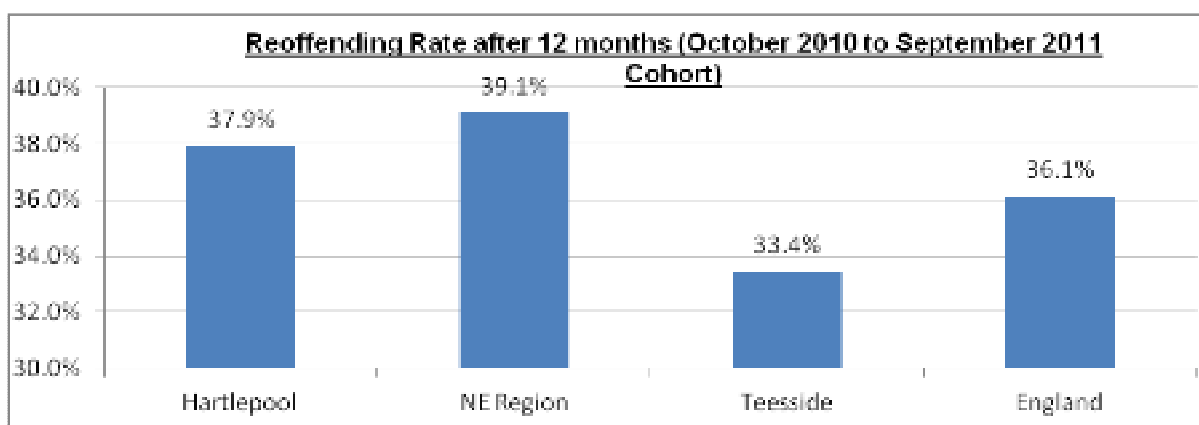
For young people whose behaviour has become more problematic robust pre-court interventions have proven to be highly successful in diverting young people away from further involvement in crime and anti-social behaviour through the use of interventions that whilst impressing upon the young people the seriousness and potentially damaging effect of their actions, do not criminalise the young people in the way that statutory court orders inevitably do.

Re-offending

On top of the continuing reductions in the numbers of young people entering the youth justice system for the first time, we are now starting to see a reduction in the rate of crime being committed by those young people who have previously offended.



However, the re-offending rate for young offenders in Hartlepool remains higher than both the Teesvalley average and the national average.

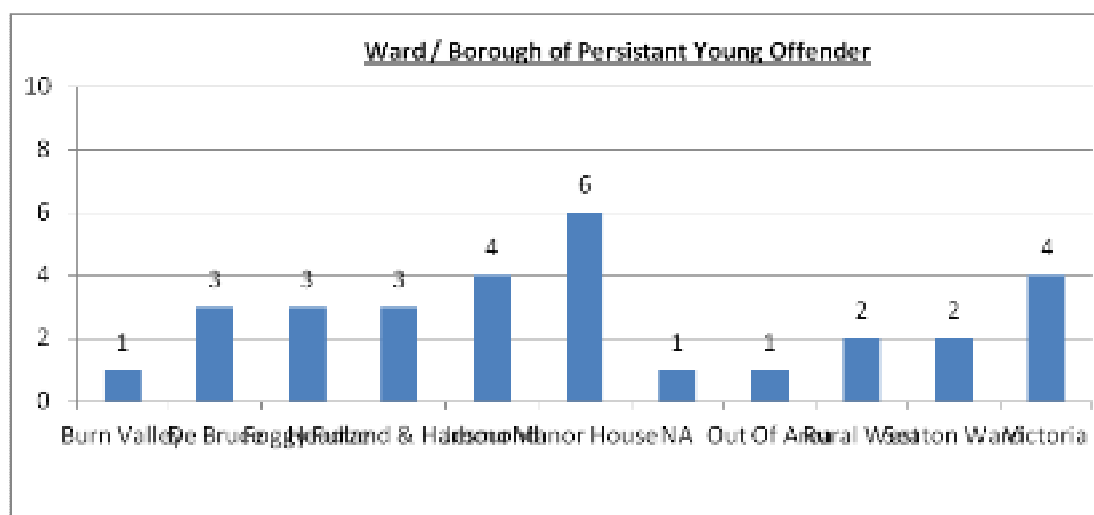


Data highlights that were a young person offends for the first time in Hartlepool 60% do not go on to re-offend. Analysis highlights that the service is dealing with a small number of persistent offenders (see below) who repeat offend; often in line with broader lifestyle choices relating to substance misuse and the need to generate income to maintain substance misuse levels.

Number of Re-offences Committed

No. of Offenders	77	28	13	5	3	5	5	4	2	1	1	1
No. of Re-offences	0	1	2	3	4	5	6	7	8	10	13	14

This cohort of persistent young offenders are predominantly young men who are aged between 15 and 17 and who reside within Hartlepool's most deprived neighbourhoods.



These young people are often the most socially excluded and often have complex and deep rooted health and social problems such as:

- higher than average mental health needs
- higher levels of drug and alcohol use than for the general population and in particular 'heavy cannabis use'
- low educational attachment, attendance and attainment
- having family members or friends who offend
- higher than average levels of loss, bereavement, abuse and violence experienced within the family
- a history of family disruption

Working in partnership with the local 'Think Families – Think Communities' initiative will be key to supporting a greater understanding these underlying issues and addressing them in a holistic and co-ordinated way to provide “pathways out of offending”, reduce crime and break the cycle of offending behaviour across generations.

Victims of Youth Crime

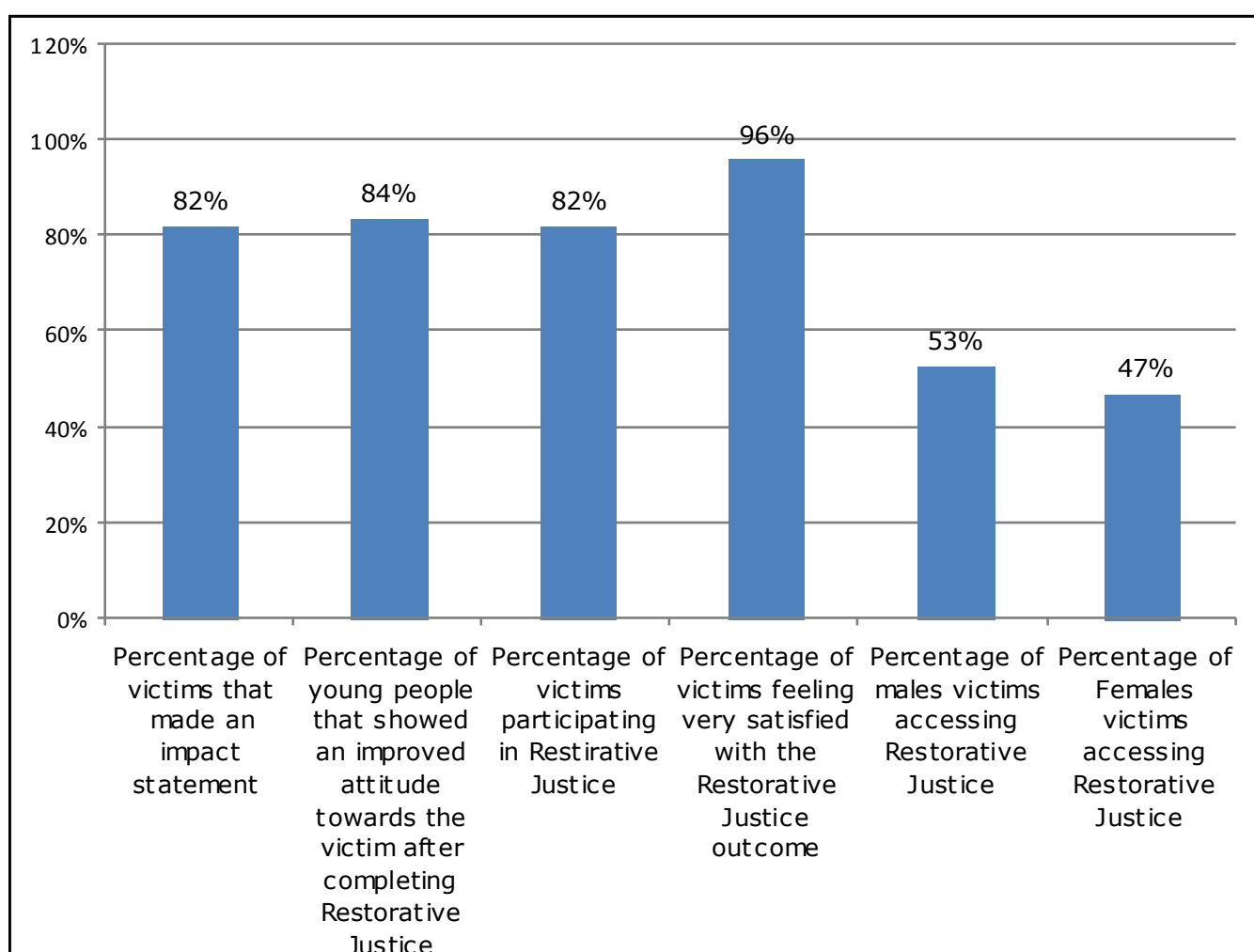
Whilst crime rates in Hartlepool have fallen, the likelihood of being a victim of crime still remains a reality, especially in our most vulnerable and disadvantaged communities. The Youth Offending Service is working hard to reduce the numbers of victims of crime, including the successful use of restorative justice to achieve this objective. Restorative Justice aims to give victims of crime a voice, choice and control in the criminal justice system. Personalised victim impact statements are collected to enable the offender to hear first-hand how their offence has impacted on the victim and wider community.

Restorative Justice in Hartlepool has contributed to the reduction in reoffending rates and repeat victimisation. Over the past 4 years victim satisfaction rates have significantly improved following participation in a Restorative Justice process. This year 96% of victims reported feeling very satisfied with their participation in restorative justice. 84% of offenders also showed an improved attitude towards the victim of their offence.

Victims of crime are helped to access appropriate support pathways that enable them to move on from the impact of crime. A personalised approach is taken to ensure that victims of crime in Hartlepool are placed at the centre. This includes ensuring that individual needs and wishes are fully taken into account. As a result we aim to visit all victims of crime so they are able to access pathways to support, including the option to participate in restorative justice.

Hartlepool is no different from many other areas across England. It has pockets of Anti-Social behaviour which tend to be more prevalent in some of our more disadvantaged areas. To tackle this we gather intelligence to identify the issues that are cause for concern, and are committed to using restorative justice to resolve issues of Anti-Social Behaviour and restore community confidence. To build on this, we are encouraging local communities to get involved in restorative justice and where possible volunteer their time to make a difference. This approach has been successful and we are now looking at how young people tend to migrate out of their local communities to commit crime and or anti-social behaviour.

Hartlepool recognises that females are more likely to suffer repeat victimisation in general; particularly in relation to domestic abuse. As a result Hartlepool is committed to providing services to stop this cycle of abuse from happening. Restorative Justice in some incidences can be used to help victims of domestic violence to tell the perpetrator how they feel about the abuse and how to stop it from reoccurring. Perpetrators of domestic violence are then supported to acknowledge how the victim feels with the aim of stopping cycles of abusive and harmful behaviour from reoccurring. Restorative Justice in Hartlepool has successfully resolved domestic incidents involving young people assaulting their parents/carers. As a result we are currently exploring the wider use of restorative justice to reduce the number of repeat domestic violence incidents in Hartlepool.



Quality of Services

In May 2013 a Short Quality Screening Inspection of Hartlepool Youth Offending Service was undertaken by Her Majesty's Inspectorate of Probation.

The Short Quality Screening inspection is an inspection of the initial assessment, planning, effective management and partnership working undertaken by a Youth Offending Service in response to young people who are subject to a court order.

The inspection focused upon the timelines and quality of the work undertaken to increase the likelihood of successful outcomes relating to:

- Reducing the likelihood of reoffending
- Protecting the public
- Protecting the child or young person
- Ensuring that the sentence is served

Overall, Her Majesty's Inspectorate of Probation found a 'very positive picture' in Hartlepool. The Inspectors reported that Hartlepool Youth Offending Service can be 'rightly proud of the substantial progress it has made since our previous inspection in 2011'. The inspectors highlighted that staff were well supported, committed and were delivering high quality services. They produced good quality assessments and plans and had ready access to an appropriate range of services.

The Inspectors found that Hartlepool Youth Offending Service had responded to its previous inspection by implementing a range of measures aimed at improving the quality of their work. This included co-locating the team with relevant partner services and developing practice guidance for work that tackled risk of harm to others, vulnerability and compliance.

The Short Quality Screening inspection determined that staff had welcomed these developments and had incorporated them into their practice. The inspectors found that the Hartlepool Youth Offending Service staff were well trained and supported in their work and that they were clear about what was required of them. The inspectors reported that staff were aware of the principles of effective practice and of the local policies and procedures that related to addressing risk of harm, vulnerability and compliance in their work with children and young people.

The best aspects of work that the inspectors found in Hartlepool included:

- There was routine engagement with children and young people and with their parents/carers in carrying out initial assessments and in case planning. This was often in the face of challenging circumstances and we noted the determination and persistence shown by staff in this respect.

- The assessments of risk of harm and vulnerability issues were of good quality and reflected the skills and experience of staff and the organisational support that underpinned their work.

The areas for improvement identified were:

- In all cases, assessments, plans and reviews of work to tackle risk of harm and vulnerability should be timely.
- There was scope for further improving the quality of the work by ensuring that plans fully reflected the breadth of the issues that had been identified in the assessments undertaken in the cases.

These areas for improvement were swiftly addressed through the development of an action plan.

4 RESOURCES AND VALUE FOR MONEY

Adequate resourcing and the appropriate use of resources underpin the ability of the Youth Offending Service to deliver high quality services. The Youth Offending Service budget is made up of a central grant from the Youth Justice Board and contributions from statutory partners (Health, Children's Social Care, Police and Probation).

Funding from the national Youth Justice Board for 2014-2015 has remained at the same level to the previous year. However, contributions from some statutory partners will inevitably reduce in light of significant reductions in their own funding arrangements. As a consequence it is anticipated at this stage that the overall budget for the Youth Offending Service will be 3.8% less than 2013/2014.

Organisation	Financial Contribution	In kind staffing contribution	Total
Youth Justice Board	£497,114		£497,114
HBC Children's Services	£355,410		£355,410
Cleveland Police		£36,000 (Police Officer)	£36,000
Durham Teesvalley Probation Trust	£11,146	£29,000 (Probation Officer)	£40,146
Hartlepool Clinical Commissioning Group	£25,736	£33,000 (Nurse)	£58,736
Totals	£889,406	£98,000	£987,406

Alongside this, in 2013-2014 Hartlepool Youth Offending Service was able to secure the funding diverted by the Home Office from Youth Offending Services Service's to support the introduction of the Police & Crime Commissioners. Hartlepool Youth Offending Service has again applied to the Cleveland Police and Crime Commissioner to secure this money for 2014 – 2015 to support the ongoing continuation of the local Triage and the emphasis on Out of Court Disposals and remains hopeful that this application will be successful given the historical support for the Triage Programme in Hartlepool and its proven track record of diverting young people from the Youth Justice System.

5 STRUCTURE AND GOVERNANCE

Service Structure

The Youth Offending Service deploys a staff team of thirty eight people, which includes four seconded staff, four commissioned staff and eight sessional workers (**see Appendix 1**). The service also benefits from a team of thirteen active volunteers who sit as Referral Order Panel members. All staff and volunteers are subject to Disclosure and Barring Service (DBS)s which are renewed every three years.

The service has undergone undergoing significant service remodelling in response emerging priorities and areas of need. Historically the service was organised into two discreet areas; Pre-court and Post-court provision. The service now operates a 'through court' model that places the majority of the services resources at the point of prevention and diversion to reflect the decreasing numbers of young people appearing before magistrates and the ongoing reductions in court orders.

It is envisaged that for those young people who go onto offend (in spite of preventative and diversionary interventions), the Youth Offending officer who will have established a relationship and rapport with the young person will be provided with the capacity to support the young person and their broader family through the court process, support any statutory interventions and then go on to provide aftercare with a view to reducing any further offending behaviour.

Governance

The Youth Offending Service is located within the Prevention, Safeguarding and Specialist Services Division of Child and Adult Services. The Management Board is chaired by a local Chief Inspector and is made up of representatives from Child and Adult Services, Police, Probation, Health, Courts, Housing, Youth Support Services, Community Safety and the local Voluntary and Community Sector. Effective integrated strategic partnership working and clear oversight by the Management Board are critical to the success and effective delivery of youth justice services in Hartlepool.

The board is directly responsible for:

- determining how appropriate youth justice services are to be provided and funded;

- overseeing the formulation each year of a draft youth justice plan;

- agreeing measurable objectives linked to key performance indicators as part of the youth justice plan'

- ensuring delivery of the statutory aim to prevent offending by children and young people.

- giving strategic direction to Youth Offending Service Manager and Youth Offending Service Team

- providing performance management of the prevention of youth crime and periodically report this to the Safer Hartlepool Executive Group.

- promoting the key role played by the Youth Offending Service within local integrated offender management arrangements.

The Management Board is clear about the priority areas for improvement, and monitors the delivery of the Youth Justice Strategic Plan, performance and prevention work. It is well attended and receives comprehensive reports relating to performance, finance and specific areas of service delivery.

Members of the Board are knowledgeable, participate well in discussions and are members of other related boards, which contribute to effective partnership working at a strategic level. Board meetings are well structured and members are held accountable.

The membership of the Board is as follows:

Lynn Beeston Chair	Local Police Area Commander
Mark Smith	Head of Youth Support Services (incorporating YOS Manager functions)
Sally Robinson	Assistant Director - Prevention, Safeguarding & Specialist Services Hartlepool Borough Council
Dean Jackson	Assistant Director – Performance and Achievement Hartlepool Borough Council
Lucia Saiger	Director of Offender Services - Durham Tees Valley Trust
Louise Hurst	Deputy Youth Offending Service Manager
Emma Rutherford	Education Inclusion Co-ordinator
Paul Whittingham	Commissioning Manager NHS
Lindsey Robertson	Community Services Manager for Children and young people North Tees & Hartlepool NHS Foundation
Lynda Igoe	Principal Housing Officer Hartlepool Borough Council
Sally Forth	Community Safety Manager Hartlepool Borough Council
Dave Wise	Chair of the West View Project (Voluntary/Community Sector representative).

6 PARTNERSHIP ARRANGEMENTS

Hartlepool Youth Offending Service is a statutory partnership which includes, but also extends beyond, the direct delivery of youth justice services. In order to deliver youth justice outcomes it must be able to function effectively in both of the two key sectors within which it operates, namely:

criminal justice services.

services for children and young people and their families.

The Youth Offending Service contributes both to improving community safety and to safeguarding and promoting the welfare of children and in particular protecting them from significant harm. Working Together to Safeguard Children highlights the need for Youth Offending Services to work jointly with other agencies and professionals to ensure that young people are protected from harm and to ensure that outcomes for local children, young people and their families are improved.

Many of the young people involved with the Youth Offending Service are amongst the most vulnerable children in the borough and are at greatest risk of social exclusion. The Youth Offending Service's multi-agency approach ensures that it plays a significant role in meeting the safeguarding needs of these young people. This is achieved through the effective assessment and management of vulnerability and risk and through working in partnership with other services, for example Children's Social Care, Health and Education to ensure young people's wellbeing is promoted and they are protected from harm.

In order to generate effective outcomes for children and young people who offend or are at risk of offending the Youth Offending Service has in place effective partnership arrangements and is an important delivery partner for the Safer Hartlepool Partnership and the Children and Young People's Strategic Partnership. This close relationship is embedded in Hartlepool's 'Crime, Disorder, and Drugs Strategy' and 'Children and Young People's Plans'.

The Youth Offending Service Manager and nominated officers from within the Youth Offending Service are members of strategic boards relevant to young people who offend. For example representatives sit on the Criminal Justice Intervention Managers Partnership, 11-19 Strategic Board, Secondary Behaviour and Attendance Partnership, Parenting Strategy Board, Substance Misuse Steering Group, Pupil Referral Unit Management Board, Social Inclusion Strategy Group and Multi Agency Public Protection Arrangements (MAPPA). The Youth Offending Service is also represented on the Children's Strategic Partnership, Local Safeguarding Children Board, Health and Well-being Board and the Crime and Disorder Reduction Partnership.

7 RISKS TO FUTURE DELIVERY

There are many factors that have the capacity to have an adverse impact on the Youth Offending Service in the coming twelve months and potentially beyond.

Secure Remand Costs

The service continues to contend with the financial risks inherent in remand costs following the decision to transfer financial responsibility to Local Authorities for the funding of all remands to Youth Detention Accommodation (A secure Children's Home; a Secure Training Centre; a Young Offender Institution) following the passing of Legal Aid, Sentencing and Punishment of Offenders (LASPO) Act in 2012.

In 2013 – 2014 Hartlepool incurred a total of **115 days** at an approximate combined cost of **£77k** which at this stage represents an estimated **27k** overspend against the monies allocated to Hartlepool.

The financial pressure lies in:

- a) the unpredictability of a youth from Hartlepool being charged with a serious offence which then runs for several months whilst waiting to be dealt with in Crown Court. This could result in a lengthy period on remand for the young person.
- b) the desire to advocate for secure arrangements that are commensurate with the young persons needs.

It will be essential that the service can demonstrate to magistrates going forward that there are robust and comprehensive alternatives in place to support reductions in the use of remands and custody.

The Anti-social Behaviour, Crime and Policing Bill

These recent reforms set out in the Anti-social Behaviour, Crime and Policing Bill are intended to ensure that ‘professionals have effective powers that are quick, practical and easy to use, provide better protection for victims and communities and act as real deterrents to perpetrators of anti-social behaviour.

However, it has been highlighted that the grounds of the new civil injunction - ‘preventing nuisance and annoyance’ and that it is ‘just and convenient’ – constitute a lower threshold than that for current anti-social behaviour orders.

For example, a civil injunction can be made on the basis of the balance of probabilities. This is a weaker test than currently in place for ASBOs which are subject to a ‘heightened civil standard’ of proof. Like ASBO’s, the new provisions allow the use of hearsay evidence.

Alongside this, the inclusion of positive requirements in civil injunctions and criminal behaviour orders may support some children to address their problem behaviour. However, they are also likely to make compliance harder for children, resulting in more breaches. Children with learning disabilities, communication difficulties, mental health problems and low literacy have difficulty understanding what is expected of them, and what will happen if they fail to comply. Children may lack parental support to ensure they stick to positive requirements. Take-up of Individual Support Orders at present is limited, and many have questioned whether take-up of the new requirements will be significant.

Access to suitable support locally is already highly variable, and is likely to be limited by current budgetary pressures, which are reducing levels of youth service provision and positive activities, with the greatest reductions focused on disadvantaged localities with high levels of anti-social behaviour.

It is hard to predict the likely impact of the provisions in practice on levels of anti-social behaviour by children. However, it is becoming increasingly accepted that aspects of the Bill are likely to lead to an increase in the number of children being subject to civil injunctions, more breaches of orders and injunctions, and more children being sent to custody.

It will be essential that the service works closely with Police and the local Community Safety Team to ensure that orders support local children and young people to address their

problem behaviour, whilst ensuring that the correct support arrangements are secured to enable them to fully comply with requirements stipulated within the orders.

Decision to Transfer Youth Court Listings to Teeside Magistrates

From April 2014 local young people listed to appear before magistrates will be required to present at Teesides Magistrates in Middlesbrough. It is anticipated that this additional requirement is likely to have a significant impact upon the ability of local young people and their families to attend court as and when specified and is likely to have the following consequences:

- Cost and time taken to get to Middlesbrough to attend court – families using public transport will have to set off very early and this is expensive. These are generally the families with little spare capacity in weekly budgets.
- Likely increase in non-attendance at court and issuing of warrants which will result in significant police time in chasing these up.
- Travel to and from Middlesbrough court by Youth Offending Service staff will result in a pressure on resources.
- There is the potential of significant expenses being incurred if Hartlepool has to seek internet access through installation of a fixed line at Teeside Magistrates.
- The whole principle of “local justice” will seem less likely. Hartlepool YOS has a good working relationship with all court staff and other users (Solicitors / Magistrates /Security Staff etc)

It will be essential that the service works closely with Teesides Magistrates to develop a similar relationship to the one experienced in Hartlepool.

Alongside this, the impact on local re-offending rates will need to be keenly monitored to determine if the inability of young people and their families to attend Teeside Magistrates

has an adverse impact upon local resources and affects local performance in relation to the reduction of re-offending by young people.

8 STRATEGIC SUMMARY

In spite of the adversities that families and communities contend with in Hartlepool the local Youth Justice Partnership has had significant success in recent years in terms of preventing and reducing youth offending behaviour.

However, an emphasis on prevention and diversion needs to be maintained and in spite of recent reductions in re-offending, the rate of re-offending in Hartlepool continues to be higher than the Teesvalley average and national average.

Evidence highlights that it is often the complex interplay of multiple deprivation factors and difficulties that makes problems in some households insurmountable and places the children at significant risk of involvement in anti-social and offending behaviour. As a result there is a need to place an even greater emphasis on whole family interventions to create “pathways out of offending”, reduce crime and break the cycle of offending behaviour across generations.

Whilst crime rates in Hartlepool have fallen, the likelihood of being a victim of crime still remains a reality, especially in our most vulnerable and disadvantaged communities and there remains a need to continue to invest in the delivery of restorative approaches to give victims of crime a voice, choice, control and satisfaction in the criminal justice system.

Alongside the above, there has been a significant shift in the local delivery landscape, such as changes to commissioning arrangements, the transfer of financial burdens associated with the remand of young people to the Local Authority and the decision to transfer Youth Court listings to Teesside Magistrates.

Clearly, the Youth Offending Service and broader Youth Justice Partnership will need to be proactive in addressing the above challenges to ensure it continues to achieve its central aim of preventing offending by children and young people.

Proposed Strategic Objectives and Priorities

Based upon the findings from the Strategic Assessment, it is proposed that the Youth Offending Service and broader youth justice Partnership focuses on the following key strategic objectives during 2014 - 15:

Youth Justice Strategic Priorities
Re-offending - reduce further offending by young people who have committed crime
Early Intervention and Prevention – sustain the reduction of first time entrants to the youth justice system by ensuring that their remain strategies and services in place locally to prevent children and young people from becoming involved in crime and anti-social behaviour.
Remand and Custody – demonstrate that there are robust and comprehensive alternatives in place to support reductions in the use of remands and custody.
Restorative Justice – ensure all victims of youth crime have the opportunity to participate in restorative justice approaches and restorative justice is central to work undertaken with young people who offend.
Risk and Vulnerability – ensure all children and young people entering or at risk of entering the youth justice system benefit from a structured needs assessment to identify risk and vulnerability to inform effective intervention and risk management.
Think Family – embed a whole family approach to better understand the true impact of families in our communities and improve our understanding of the difficulties faced by all members of the family and how this can contribute to anti-social and offending behaviour.
Maintain Standards – ensure that all assessments, reports and interventions developed by the Youth Offending Service are effective and of a high quality.
Effective Governance – ensure that the Youth Offending Strategic Management Board will be a well constituted, committed and knowledgeable Board which scrutinises Youth Offending Service

performance.

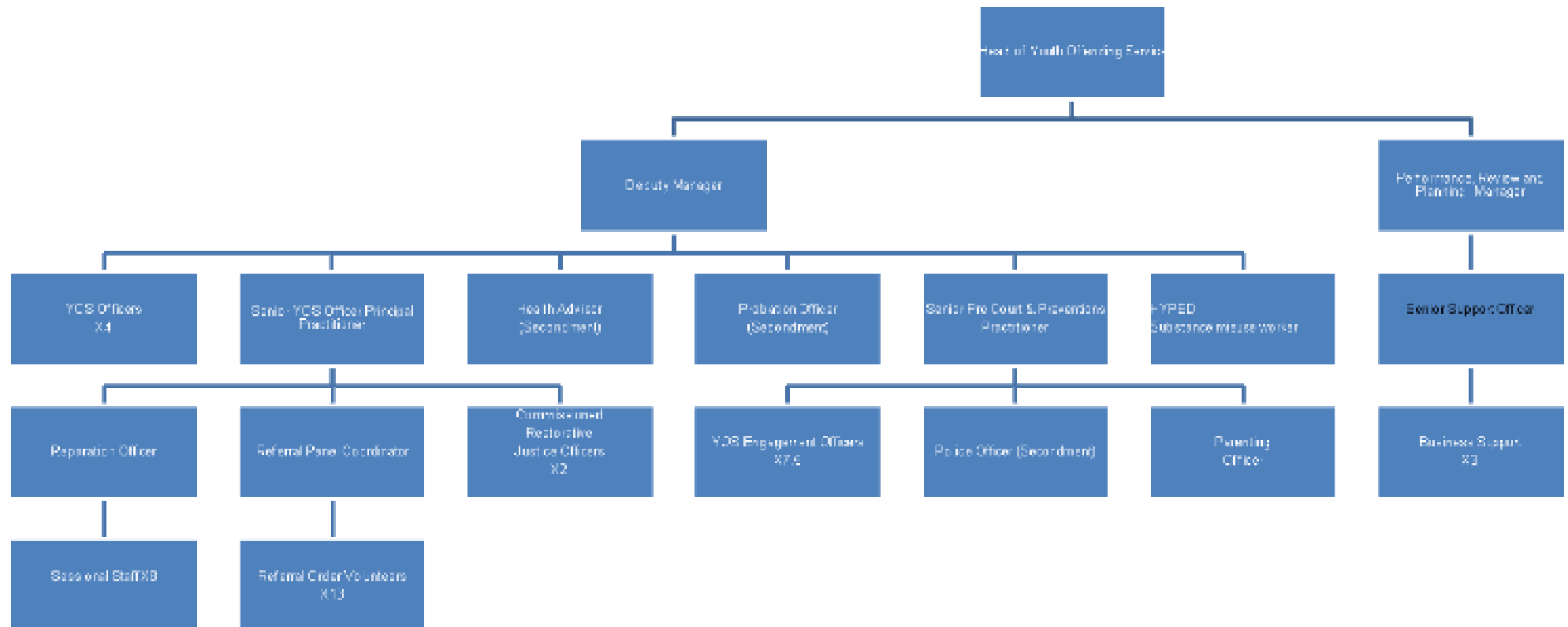
The local Youth Justice Strategic Plan for 2014 – 2015 will establish responsibility across the Youth Offending Service and the Youth Offending Strategic Board for taking each improvement activity forward within agreed timescales.

Hartlepool Youth Justice Partnership



Appendix 1

Youth Offending Service Structure





SAFER HARTLEPOOL PARTNERSHIP

9th MAY 2014



Report of: Director of Public Health

Subject: SUBSTANCE MISUSE STRATEGY GROUP –
DRAFT SUBSTANCE MISUSE TREATMENT PLAN
2014/15

1. PURPOSE OF REPORT

- 1.1 To inform and update the Safer Hartlepool Partnership on the progress and process taken to produce a Substance Misuse Treatment Plan 2014/15.

2. BACKGROUND

- 2.1 In order to support the delivery of the local Substance Misuse Strategy, the Safer Hartlepool Partnership is required to produce an annual Substance Misuse Treatment Plan.
- 2.2 After a number of national drug strategies that promoted maintenance in treatment, the latest strategy launched in December 2010 changed the focus to the three key areas of:

- Reducing demand
- Restricting supply
- Building recovery in communities

The new focus on recovery encompassed alcohol as well as drugs. It stressed that recovery is individual and person centered, and requires an effective 'whole systems' approach working with education, training and employment, housing, family support services, wider health services and criminal justice agencies where appropriate.

- 2.3 The strategic direction and lead for substance misuse in the town is the Safer Hartlepool Partnership which includes key stakeholders such as the CCG, Local Authority, Police, Probation and Fire Brigade, and a number of additional special interest task groups and forums, e.g. Night Time Economy (Police and Licensing interests), and Community Alcohol Partnership.

- 2.4 The current Substance Misuse Treatment Plan came to an end in March 2014.

3. PROPOSALS

- 3.1 To inform the development and subsequent annual refresh of the Substance Misuse Treatment Plan the SHP Strategic Assessment and the Joint Strategic Needs Assessment will assist us to understand the issues that are affecting the local community and identify key priorities that will inform the Substance Misuse Treatment Plan for the forthcoming year.
- 3.2 JSNA for Drugs and JSNA for Alcohol have been recently undertaken in Hartlepool which highlights need for individuals who have substance misuse issues. This includes a number of issues around housing, benefits and the wider determinants of health that can affect all substance misusers throughout their treatment journey.
- 3.3 The recent SHP Strategic Assessment has also demonstrates the links between substance misuse and a wider range of crime and anti-social behaviour.
- 3.4 The first Draft Substance Misuse Treatment Plan 14/15 is now available (see **Appendix 1**) with this report for consideration by Safer Hartlepool Partnership. This has been a complete refresh on the original document that includes a framework to include the governance structure, substance misuse data, with key objectives and actions for the coming year. This new plan also includes a RAG reporting mechanism that forms the structure of the new Substance Misuse Treatment Plan for 2014/15 and the future contract monitoring of the treatment providers, in addition to other Partnership activity.
- 3.5 The draft plan is being consulted upon in accordance with the Voluntary and Community Sector Strategy undertakings (this contains the former consultation codes of the Hartlepool Compact). The results of the consultation on the first draft of the Plan will be considered and used to inform the production of the second draft which will be presented to the Safer Hartlepool Partnership in late summer 2014. This will afford all partners the opportunity to input into the Plan.
- 3.6 The Substance Misuse Treatment Plan will be delivered with partners including Child & Adult Services, Community Safety Services, Licensing and Criminal Justice Intervention Team (CJIT), Police and Balance.

4. EQUALITY AND DIVERSITY CONSIDERATIONS

- 4.1 The JSNA (Drugs & Alcohol) will ensure the needs of all substance misusers within our community are considered when formulating and implementing the Substance Misuse Treatment Plan 2014/15

5. RECOMMENDATIONS

- 5.1 Following formal consultation it is recommended the Safer Hartlepool Partnership note the process taken to refresh the Substance Misuse Treatment Plan.

6. REASONS FOR RECOMMENDATIONS

- 6.1 Partners involved in delivering the plan are Responsible Authorities and it is a statutory duty to develop an annual Substance Misuse Plan to reduce substance misuse and the issues that are linked to it.

7. CONTACT OFFICER

Louise Wallace
Director of Public Health
Hartlepool Borough Council
Public Health
Civic Centre
Level 4
Email: louise.wallace@hartlepool.gov.uk
Tel: 01429 523773

Sharon Robson
Health Improvement Practitioner (Drugs & Alcohol)
Hartlepool Borough Council
Public Health
Civic Centre
Level 4
Email: sharon.robson@hartlepool.gov.uk
Tel: 01429 523783



Substance Misuse Treatment Plan 2014-2015 (Drugs & Alcohol)



Introduction

In order to support the delivery of the local Substance Misuse Strategy, Hartlepool Borough Councils' Public Health Department are required to produce an Annual Substance Misuse Treatment Plan.

Public Health has completed a Joint Strategic Needs Assessment (JSNA) throughout 2013. JSNA included analysis of treatment data, performance compared against regional and national best practice, and consultation with service users and families. This has informed the Substance Misuse Plan for 2014/15 for Hartlepool.

Background

After a number of national drug strategies that promoted maintenance treatment, the strategy launched in December 2010 changed the focus to that of recovery as the central goal and encompassed alcohol as well as drugs. It stressed that recovery is individual and person centred, and requires an effective 'whole systems' approach working with education, training and employment, housing, family support services, wider health services and criminal justice agencies where appropriate

PHE suggests the principles for commissioning a treatment system that promotes successful recovery journeys are:-

- To maintain or improve access to **early and preventative interventions** and to treatment.
- Ensure treatment is **recovery-orientated, effective**, high-quality and protective.
- Ensure treatment delivers continued benefit and **achieves appropriate recovery-orientated outcomes**, including successful completions.
- Ensure treatment supports people to **achieve sustained recovery**.

The strategic direction and lead for drug and alcohol activity in the town is Safer Hartlepool Partnership a multi agency partnership that ensures an integrated approach with membership that includes key stakeholders such as the NHS, Local Authority, Police, Probation, Balance and Fire Brigade. In addition Safer Hartlepool Partnership involves a wider range of stakeholders through a number of additional special interest task groups and forums.

In addition to the activity illustrated below there are additional supplementary plans and programmes developed in SHP task groups that focus on a particular aspect of drug and alcohol activity e.g. Night Time Economy (Police and Licensing interests), Community Alcohol Partnership and Community Safety Plan.

Delivery Structure

The responsibility for delivery of each of the priorities has been allocated to a dedicated theme group of the Safer Hartlepool Executive Group.



Local Context

Hartlepool is the smallest unitary authority in the North East region and the third smallest in the country comprising of some of the most disadvantaged areas in England. Issues around Substance Misuse can be understood by a number of contextual factors:

Population

- Hartlepool has a stable population rate, maintained by low levels of migration.
- Hartlepool has become more diverse in recent years, although a very small proportion of the population are from the Black Minority Ethnic (BME) community.
- 46% of the population in Hartlepool live in five of the most deprived wards in the country, where crime and anti-social behaviour rates are high.

Health & Wellbeing

- The health of people in Hartlepool is generally worse than the England average.
- There is a higher prevalence of long term health problems, including mental health.
- The number of alcohol related hospital admissions and hospital stays for self-harm in Hartlepool are significantly worse than the England average.
- The number of Class A drug users in Hartlepool is more than double the national average.

Deprivation

- Hartlepool has pockets of high deprivation where communities experience multiple issues: higher unemployment, lower incomes, child poverty, ill health, low qualification, poorer housing conditions and higher crime rates.
- Residents living in more deprived and in densely populated areas have high perceptions of crime and anti-social behaviour and feel less safe.

Housing

- Strong links exists between the occurrence of anti-social behaviour and the location of private rented housing.
- The percentage of long term empty properties in Hartlepool is higher than the regional average.

Geography

- Substance misuse issues are not evenly spread and tend to be concentrated in geographic hotspots, particularly in the most deprived wards in Hartlepool.

Unemployment

- Unemployment rates in Hartlepool are above the regional average and more than double the national average.
- 14.5% of young people aged 18-24 years are unemployed.
- Hartlepool has high rates of people incapable of work due to disability and ill health.

Strategic Objectives: Reduce Harm caused by Substance Misuse

From April 2013 the Public Health Department became part of Hartlepool Borough Council.

The commissioning of drug and alcohol treatment services in Hartlepool, including the Criminal Justice Integrated Team (CJIT), is delivered and monitored by the Substance Misuse Strategy Group (SMSG) of SHP, facilitated by the Health Improvement Practitioner (Drugs & Alcohol), who reports to the Director of Public Health who in turn reports to the SHP Executive Board.

From April 2014 commissioning of the clinical prescribing service will be through Public Health, and responsibilities/contracts will be with the Local Authority. There is the need for robust relationships and pathways for strategic direction/decisions and resource allocation.

Going forward the objectives for this plan is to focus on the Recovery Agenda within Substance Misuse. The plan will enable all individuals (Adults & Young People) who have been identified with drug or alcohol issues to be supported throughout their recovery journey to achieve best possible outcomes.

The Joint Strategic Needs Assessment (JSNA) for Hartlepool summarises the efforts of many people through a range of different mechanisms to identify, define, and address the wider health and wellbeing needs of the people of Hartlepool. The work we do in partnership is guided by plans, strategies, and policies that have been developed after needs assessment, data analysis and research, through consultation with professionals and residents across the area.

Drugs

Drug misuse refers to the use of a drug for purposes of which it is not intended, or using a drug in excessive quantities.

All sorts of different drugs can be misused, including illegal drugs (such as heroin or cannabis), prescription medicines (such as tranquilisers or painkillers) and other over the counter medicines (OTCs - such as cough mixtures etc).

People who misuse drugs often have a range of health and social problems, which may have led to misusing drugs or maybe a consequence of their addiction.

For the people who take them, illegal drugs can be a serious problem. National Programme on Substance Misuse Deaths for 2012 shows 1,757 deaths per year in the UK. Deaths from Substance Misuse destroy thousands of relationships, families and careers.

Within Hartlepool we have six elements of treatment to support Recovery:

- Clinical Prescribing Service
- Recovery & Reintegration
- Psychosocial Interventions
- Harm Minimisation and Needle Exchange
- Service User & Family Support
- Education Training & Employment

Our Services address the four corners of addiction which are the following:

- Neurological – Which is addressed via our Clinical Prescribing Service
- Biological - Which is addressed via our Clinical Prescribing Service
- Psychological – Which is addressed via our treatment providers – Lifeline & DISC
- Sociological - Which is addressed via our treatment providers – Lifeline & DISC

Recovery

Within drug and alcohol services, the recovery model recognises that there are a variety of routes into problematic drug and alcohol use and a variety of routes out of it. This emphasises the need for personalised pathways that support an individual's recovery journey and for treatment to deal with all relevant issues in holistic way. In the recovery model, treatment outcomes are emphasised over process and are being defined in terms of recovery, employment and reintegration rather than the historical focus on offending and health. The aim of recovery is to become free of problematic drug and/or alcohol use.

Alcohol

Alcohol misuse is consuming more than the recommended limits of alcohol. Many people are able to keep their alcohol consumption within their recommended limits, so their risk of alcohol-related health problems is low. However, for some, the amount of alcohol they drink could put them at risk of damaging their health.

There are three main types of alcohol misuse:

- Hazardous drinking: Drinking over the recommended limits;
- Harmful drinking: Drinking over the recommended limits and experiencing alcohol-related health problems;
- Dependant drinking: Feeling unable to function without alcohol.

Long-term alcohol misuse is a major risk factor for a wide range of serious conditions, such as:

- Heart disease
- Stroke
- Liver disease
- Various Cancers

The short-term risks of alcohol misuse include:

- Alcohol poisoning
- Head injury
- Violent behaviour
- Unprotected sex, unplanned pregnancies or sexually transmitted infections (STIs)

Young People – Drugs & Alcohol

In Hartlepool we have a specialist substance misuse team provided by DISC that provides a range of support to young people affected by substance misuse.

Young people and their needs differ greatly from adults. The majority of young people that access the specialist substance misuse team have problems mainly with alcohol and cannabis. There has been an increase in the use of Benzodiazepines and other prescription medication and anecdotal information regarding Novel Psychoactive Substances. The young people that access the service require psychosocial, harm reduction, pharmacological, multi-agency and family work interventions. Young people who use drugs or alcohol problematically are likely to be vulnerable and experiencing a range of problems, of which substance misuse is just one of them. This means that the delivery of the specialist substance misuse interventions for young people also need to address additional needs and not just address the substance misuse in isolation. This can only be achieved with effective practice between the specialist substance misuse team and other key agencies such as YOS, education, social care, CAF, locality teams, VEMT, the youth service etc.

Cannabis misuse continues to be the most prevalent drug used by young people in Hartlepool, where adjunctive use with alcohol is high.

Early identification is a key element to the young people's specialist substance misuse team and a vast amount of work is carried out to support this agenda.

Early Intervention Delivery and Support

There are several elements in delivering and supporting early intervention:

- Workforce development to train and support universal and education staff in identification, assessment and brief intervention delivery
- Extensive work to develop and increase referral pathways with universal services
- Provide targeted interventions to individuals or groups of young people
- Provide drop-in services within education settings and community settings

Young people who require structured care planned support will engage with the service and undergo a comprehensive assessment and will receive a care planned package of support that can include the following interventions;

Structured Interventions

- Psychosocial Interventions (ITEP, CBT, MI, SFT, NLP, CPI)
- Pharmacological Interventions (medical support such as prescribing)
- Harm Reduction Interventions (risk and resilience, relapse prevention)
- Family Support (family sessions, parent sessions, family therapy)

Domestic Violence

Domestic violence continues to be a key factor in the occurrence of violence offences, with more than half of offences being domestic related. Domestic violence has a devastating impact on individuals, families and communities. Tackling this issue requires a significant amount of resources from all public sector agencies.

Housing

Three-quarters of single homeless people have a history of problematic substance misuse (rising to more than 80% of rough sleepers). More than 40% of single homeless people sight substance misuse as the main reason for homelessness, while two-thirds report increasing problem substance misuse after becoming homeless. Substance misusers felt that having appropriate housing was one of the most important support services required to help them stay free of substance misuse.

CJIT/Crime

Clear links are evident between substance misuse and violent crime. Drug misuse continues to be a contributory factor in offending behaviour, specifically in regard to acquisitive crime and high rates of re-offending.

Substance Misuse Priorities 2014-2015

Our focus for the Substance Misuse Treatment Plan will concentrate on the following areas of concern:

Annual Priorities 2014 - 2015
Substance misuse – reduce the harm caused to individuals, their family and the community, by illegal drug and alcohol misuse
Domestic violence and abuse – reduce the risk of serious harm and provide the right response to safeguard individuals and their families from violence and abuse
Anti-social behaviour – ensure effective resolution of anti-social behaviour, divert perpetrators and identify and support vulnerable individuals and communities
Re-offending - reduce re-offending through a combination of prevention, diversion and enforcement activity

Action Plan

RAG Status Key:

LAVENDER	Actions not yet planned or underway
RED	Unsatisfactory progress – targets and timescales not being met
AMBER	Good progress being made against targets
GREEN	All targets being met

Planning Section 1: PREVENTION AND EARLY INTERVENTION

- To promote early interventions to reduce the incidence of dependency in all sections of the population
- To liaise and work effectively with Children's Services and other relevant organisations to safeguard vulnerable adults and children
- To provide advice and information to address drug misuse and promote responsible drinking
- To prevent harm to children, young people and families affected by drug and alcohol misuse
- To ensure families are supported through effective multi agency working

Key Actions	By When	By Whom	RAG Status
Promote early interventions to reduce the incidences of dependency in all sections of the population through increased use of effective screening and IBA	Ongoing	Planning & Commissioning Officers (as part of the monitoring). All Agencies	
Young Peoples services to continue to work in partnership to deliver prevention initiatives are built into the 'Healthy Child Programme' 5-19.	Ongoing	HYPED	
Reinstate the Hidden Harm Forum to strengthen safeguarding families.			

Ensure families, especially those with more complex needs are supported to give the best start in life. Those working with children are vigilant with regards to parental Substance Misuse and are professionally equipped (training) to engage and respond to their needs around Hidden Harm and Think Family.			
Work with The Community Alcohol Partnership (CAP) to deliver a range of preventative, educational and enforcement activity to address the issue of alcohol misuse amongst young people in our most disadvantaged communities.		HYPED	
Joint delivery with Balance of preventions messages in relation to FASD	Ongoing	Sharon Robson and Providers	

Planning Section 2: DELIVER RECOVERY-ORIENTATED, EFFECTIVE, HIGH QUALITY APPROACHES TO TREATMENT AND SOCIAL INTEGRATION

- To ensure a 'recovery model' of treatment that responds to individual needs and is based on identified best practice.
- To improve performance and outcomes against national targets and for the benefit of Hartlepool
- To ensure that partnership working provides streamlined and effective pathways between specialist and non specialist services
- To specifically concentrate on developing a clear, needs led integrated care pathways between alcohol, community and specialist support services
- To improve the coordination of services to ensure that existing provision is most effectively and efficiently used and best practice is widely shared thus reducing duplication of effort and maximising the use of resources

Key Actions	By When	By Whom	RAG Status
Increase access to Harm Reduction measures:- <ul style="list-style-type: none"> • Greater numbers receiving Hep B vaccinations and Hep C testing. • Increase screening for BBV • Establish Needle Exchange programmes in pharmacies 			

Continue to improve/monitor transitional pathway for those clients 18+ transferring into adult services.			
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Planning Section 3: DELIVER RECOVERY AND PROGRESS WITHIN TREATMENT

- To deliver continued benefit and achieve appropriate recovery-orientated outcomes, including successful completions
- To expand understanding of recovery and reintegration across staff, service users, and stakeholders
- To establish robust arrangements for joint recovery and care coordination for complex cases

Key Actions	By When	By Whom	RAG Status
Providers to complete checklists for Treatment Effectiveness Meetings, to address improving outcomes for groups who are less likely to leave treatment successfully.		All Agencies	
Continue to link with Mental Health and Social Care Services to improve access and recovery for Dual Diagnosis and High Demand Families.		All Agencies	
Update on the pilot project with Harbour from a Child, Victim and Perpetrator perspective, which addresses incidences of Substance Misuse relating to Domestic Violence.			
Continue to increase options for Tier 4 provision including Community/Residential Detoxification to meet the level of need.	Ongoing	Marie Shout	
Encourage the use of Audit C for all services, as a priority for those services with direct contact with our clients, for example: Hospital Staff, Providers, Job Centre Plus, etc.			
Increase opportunities for rapid community detoxification with associated wraparound services.		Addaction/ DISC & Marie Shout	

Planning Section 4: ACHIEVE OUTCOMES AND SUSTAINED RECOVERY

- To provide additional supportive measures that complement treatment
- To build opportunities for recovery capital for substance misusers i.e. housing, education, employment and family
- To ensure robust pathways and processes for social reintegration

Key Actions	By When	By Whom	RAG Status
Monitor unplanned discharges/successful outcomes and take necessary action to address areas of underperformance.	Ongoing	All Agencies	
Ensure provision for complete wraparound service is available for those individuals leaving specialist treatment, to aid relapse prevention and maintain sustained recovery.	Ongoing	All Agencies	
Maintain access for Substance Misuse clients to a wide range of housing related initiatives that result in sustainable accommodation.			
Maintain strong working relationships with HBC locality teams and family services, to aid referrals into specialist treatment services and back into universal support services.			
Encourage family involvement in Treatment Planning, as evidence shows better outcomes for those clients where families have had an input.			
Focussed work to review cases of older clients and those in treatment from 2-4 and 4-6 years with active facilitation of recovery planning and treatment packages.	Ongoing	All Agencies	
Audit of case files to evaluate use of evidence based interventions focussing on discharge planning, family work, recovery and reintegration to achieve positive outcomes.			

Planning Section 5: PROMOTE PUBLIC PROTECTION THROUGH LAW, ENFORCEMENT AND POLICY

- To tackle drug supply, drug and alcohol related crime and anti-social behaviour through robust enforcement
- To use Licensing powers and other legislation to effectively manage the night time economy
- To introduce measures and initiatives that focus on specific issues
- To target interventions at groups/ individuals in the community causing most harm to themselves and others

Key Actions	By When	By Whom	RAG Status
Work with leisure and entertainment industry to promote responsible drinking e.g. challenge cost of soft drinks.	Ongoing	Licensing Officers	
Continue to monitor sales of alcohol through regular underage test sales to young people and prosecute those retailers who fail to heed warnings and advice.	Ongoing	Licensing Officers	
Extend Pub Watch and Best Bar None and similar schemes to raise quality standards.	Ongoing	Ian Harrison	

Planning Section 6: ACCOUNTABILITY AND PARTNERSHIP WORKING

Key Actions	By When	By Whom	RAG Status
Have robust treatment systems with effective safeguarding measures in place, geared to meet the needs of vulnerable adults, as well as parents and carers with responsibility for children.	Ongoing	All Agencies	
Ensure clear pathways and protocols are in place between treatment, children's services and adult social care services to improve safeguarding, joint working and information sharing.	Ongoing	All Agencies	
Support Balance to address alcohol related issues.			

Planning Section 7: WORKFORCE DEVELOPMENT TRAINING & CAMPAIGNS

WORKFORCE DEVELOPMENT TRAINING			
Key Actions	By When	By Whom	RAG Status
<p>Annual Training Programme to be developed that links to all actions below around training:</p> <ul style="list-style-type: none"> • Hidden Harm & Think Family • Harm Minimisation • Drug & Alcohol Awareness Training – Level 1,2 & 3 • Hep B & Hep C Training & BBV Training • Overdose Prevention • Safer Injecting Training • IPED's Training • Parental Substance Misuse • Alcohol Champions • FASD Champions • IBA Training • Audit (Alcohol) • CAF Training • NBPS Training (Addiction Training) -see note in Drugs paragraph • <p>Ensure Substance Misuse Training Programme links to HBC Workforce Development Training.</p>	Quarter 1		
Ensure that employment providers are appropriately trained in substance misuse issues, to identify need and improve referral protocols between agencies.			
All agencies to have a rolling programme to enable them to train all new staff in IBA for all Substance Misuse. This could be via a link to the annual training programme.			

CAMPAIGNS			
Key Actions	By When	By Whom	RAG Status
All providers to coordinate and work together to deliver an annual campaigns timetable to encompass all aspects of Substance Misuse. This timetable will include the use of social marketing approaches to target specific groups with tailored messages in a variety of formats, using all available opportunities to promote support by using consistent prevention messages.	Quarter 1		
To continue to drive forward campaigns to promote responsible drinking and highlight the dangers of substance misuse - campaigns including: Substance Misuse Week.	November 2014	Providers	
Continue to support Balance to drive forward campaigns to promote responsible drinking and highlight the dangers of alcohol misuse - campaigns including: Alcohol Awareness Week.	November 2014	Providers	
Targeted work to address alcohol related issues throughout the World Cup 2014. <ul style="list-style-type: none"> • Links with Morning After Campaign (Police). • Links to local workplaces via Steven Carter. • Local promotion of sensible drinking during this period. • Work with HBC licensing department. • 	June/July	All Agencies	
Support FASD Awareness Day by promotional campaign to raise awareness of the dangers of alcohol during pregnancy	September 2014	Providers	

Measuring Performance

Performance monitoring will be undertaken monthly and quarterly, assessing progress against key priorities and identifying any emerging issues.

The following key performance indicators will be monitored over the next 12 months:

Reduce the harm caused by drug and alcohol misuse	Increasing the number of Problem drug users /Opiate and Cocaine users PDU/OCU in effective treatment (sustaining 12 weeks +)
	Increasing the number of individuals successfully completing treatment (leaving in a planned way)
	Reducing the numbers of PDUs /OCUs returning to treatment within 12 months
	Increasing the number of individuals who have reduced their Drug/Alcohol use and reduced their criminal activity?
	Increasing the number of individuals being vaccinated / tested
	Reducing drug related deaths
	Reduce the number of alcohol related hospital admissions rate per 100,000 population
	Number of young people known to substance misuse services

In addition we work closely with PHE who supply information around NDTMS, NATMS & DOMES that will inform the treatment plan. This partnership is an essential part of the treatment reporting mechanism helping us deliver a robust service for our clients and their families.

END OF SUBSTANCE MISUSE TREATMENT PLAN

Glossary of Terms

Appendix 1

BBV	Blood Borne Viruses
CAF	Common Assessment Framework
CAP	Community Alcohol Partnership
CBT	Cognitive Behavioural Therapy
CJIT	Criminal Justice Intervention Team
CPI	Community Psychosocial Intervention
DOMES	Diagnostic Outcomes Monitoring Executive Summary
FASD	Foetal Alcohol Spectrum Disorder
HBC	Hartlepool Borough Council
HEP B	Hepatitis B
HEP C	Hepatitis C
IBA	Identification & Brief Advice
IPED's	Image Performance Enhancing Drugs
ITEP	International Treatment Effectiveness Project
JSNA	Joint Strategic Needs Assessment
MI	Motivational Interviewing
NATMS	National Alcohol Treatment Monitoring System
NBPS	Neurological, Biological, Psychological & Sociological
NDTMS	National Drug Treatment Monitoring System
NHS	National Health Service
NLP	Neuro Linguistic Programme
OTC's	Over the Counter
PDU	Problem Drug Users
PHE	Public Health England
SFT	Solution Focused Therapy
SHP	Safer Hartlepool Partnership
SMSG	Substance Misuse Strategy Group
VENT	Vulnerable Exploited Missing Trafficked
YOS	Youth Offending Service



SAFER HARTLEPOOL PARTNERSHIP

9th May 2014



Report of: Director of Regeneration and Neighbourhoods

Subject: ANTI-SOCIAL BEHAVIOUR CRIME AND
POLICING ACT

1. PURPOSE OF REPORT

- 1.1 To provide a progress update to the Safer Hartlepool Partnership on the forthcoming legislative changes to the way anti-social behaviour is dealt with in neighbourhoods, and as part of those changes, to propose a process and threshold in relation to the new Community Trigger.

2. BACKGROUND

- 2.1 As previously reported to the Partnership, the Queen's speech in May 2013 included the introduction of new legislation for dealing with anti-social behaviour (ASB). The new 'Anti-Social Behaviour and Policing Act' received Royal Assent in March and implementation is expected from late October 2014. The principle ideas behind the new legislation are to:-
- Focus the response to anti-social behaviour on the needs of victims
 - Empower communities to get involved in tackling anti-social behaviour
 - Ensure professionals can protect the public quickly through faster, more effective powers
- 2.2 The legislation sweeps away nineteen current legislative measures aimed at dealing with anti-social behavior, all of which will be replaced by the following six new powers.
- Criminal Anti-Social Behaviour Orders
 - Injunction to Prevent Nuisance and Annoyance
 - Community Protection Notices
 - Public Space Protection Orders
 - Closure Orders
 - Dispersal Orders
- 2.3 The tools and powers cover a wide range of behaviours - from personal nuisance and annoyance to environmental crime, and include positive requirements that can be attached to a Court Order to enhance the ability to

change behaviours longer term. To improve accountability, and to give victims a greater voice in the way anti-social behaviour is dealt with by local agencies, the legislation also introduces the following two new measures:

- Community Trigger
- Community Remedy

- 2.4 This report provides the partnership with an overview of what has been done to date to prepare for the implementation of the new tools and powers, and proposes a local threshold and process in relation to the new Community Trigger which embodies a new right to request a review of the way a case about anti-social behavior has been dealt with by local agencies.

3. LOCAL IMPLEMENTATION - CURRENT POSITION

- 3.1 In preparation for the introduction of the new legislation the Councils Community Safety Team have considered the provisions within the Act to examine their fit with existing local policy, procedures, and protocols. The team has also met with the relevant partners to discuss co-ordination and roll out of the new tools and powers with initial preparatory work including the following:

- A training event held in March delivered by an external provider where a wide range of partners were invited to attend including the Police, Clinical Commissioning Group, Probation Trust, Children's Services, Legal Services, HBC Public Protection and Housing Services, the Fire Service, local Housing Providers, and a number of Voluntary Sector services including Victim Support and the West View Project.
- Delivering a series of presentations to Neighbourhood Police Teams across Cleveland in conjunction with Housing Hartlepool to raise awareness of the legislative changes and how they could be delivered locally – including the new Community Trigger.
- Kick starting a review of the existing multi-agency risk assessment process in relation to anti-social behavior ie the vulnerable victims matrix, and membership of the Vulnerable Victims Group, to ensure that the process for assessing risk ensures victims receive the right support at the right time.
- Beginning to map activities available locally in conjunction with key partners that could be included as positive requirements attached to one of the new court orders.
- Working with the Police and Crime Commissioner (PCC) to develop a menu of options to be included in the new Community Remedy, including the use of restorative approaches, that could be consistently applied across Cleveland to address anti-social behaviour outside of the formal court processes.

- 3.2 Further work needed to ensure we are in a position to make the most of the new tools and powers will be overseen by the Safer Hartlepool Partnerships Anti-social Behaviour Task Group.

4. THE COMMUNITY TRIGGER PILOTS

4.1 The Community Trigger gives victims and communities the right to request agencies to carry out a review of their case subject to a locally agreed threshold where repeat incidents of Anti-social Behaviour are reported to agencies and the problem persists because no or inadequate action has been taken and the victim feels ignored by agencies.

4.2 In the lead up to the legislation a number of Community Trigger pilots were undertaken nationally and were evaluated by the Home Office. In summary the Home Office evaluation of the Community Trigger Pilots found that:

- **The community trigger has already helped to stop the anti-social behaviour in several persistent and difficult cases.** In other cases, exploring the course of action to the victim has helped increase their confidence in the agencies responding.
- **Most victims who have used the community trigger have been impressed with how quickly positive action has been taken as a result.** Even where no further action was taken, victims have appreciated having more information about what has been done and what could be done.
- **The number of triggers has been low, but the majority have been genuine, and several have been longstanding difficult cases.** There has not been a flood of triggers from the ‘worried well’ or those ‘who shout the loudest’, as many Councils and others feared when we originally consulted on the ideas.
- **The areas value the flexibility in designing their own community trigger. They have adapted the process and thresholds to both suit the needs of their communities and provide an effective response to victims.** Trial areas feel that this flexibility allows them to make efficient use of multi-agency working practices and resources.
- **The Community Trigger has empowered victims to challenge lack of action taken by agencies.** It provides a mechanism for multi-agency accountability which cannot be achieved through single agency complaints processes. In the trial, even areas with good working practices have uncovered complex and long term cases that had not been resolved by the agency they were reported to. In these cases the community trigger made agencies discuss the problem and take action stop the anti-social behaviour and support the victim; and
- **The Community Trigger provides a means for agencies to challenge each other** about what has been done, and what could be done, by collectively reviewing the case and making recommendations for action.

- 4.3 The number of Community Triggers received during the six month trial period across the five pilot areas and the outcome of Community Trigger applications are as follows:

Trail Area	Total number of triggers received	Number of triggers that meet the threshold	Number of triggers that did not meet the threshold	Number of triggers that meet the threshold and resulted in further action being taken
Manchester	10 (with one application being received and not concluded prior to the review of the pilot)	4	5	3
Brighton and Hove	9	5	4	2
West Lindsey	4	4	0	1
Boston	2	2	0	0
Richmond upon Thames	2	0	2	0
Total	27	15	11	6

5. LEGISLATIVE REQUIREMENTS

- 5.1 The new legislation specifies that the Community Trigger may be activated by anyone suffering from anti-social behaviour or hate incidents, or those acting on behalf of such a person. It can be activated by an individual, a business, or a community group, and applies to all forms of anti-social behavior.
- 5.2 For the purpose of the Community Trigger, anti-social behavior is defined in the Act as ‘behaviour causing harassment, alarm or distress to a member, or members of the public’ and to prevent the historical reporting of incidents, and therefore appropriate use of Community Trigger, the anti-social behavior complained of must have been reported within one month of the alleged behavior taking place; and the application to use the Community Trigger must also be made within six months of the report of anti-social behavior.
- 5.3 The new legislation also identifies the Community Trigger as being the responsibility of ‘Relevant Authorities’ in a Local Authority area, and for the purposes of the Act ‘relevant authorities’ are identified as:
- Local Authority
 - Police
 - Clinical Commissioning Group
 - Co-opted Registered Social Landlord
- 5.4 Each of the relevant bodies identified in the Act is required to have a Community Trigger threshold and process in place which must be agreed locally. However the Act does specify that the Community Trigger threshold

must not be set any higher than three reports in the previous six month period, and should take account of other aspects of the case such as the persistence of the anti-social behaviour, the harm or potential harm caused, and how adequate the response to date has been. The process must also make provision to request a review of the way the Community Trigger was carried out.

- 5.5 As part of the new arrangements local areas must also ensure that they consult with the PCC on the Community Trigger Procedure when it is set up, and involve the PCC in any subsequent review of the Procedure. Where local areas wish to involve the PCC further, the Act also makes provision for local areas to ask the PCC to be directly involved in auditing case reviews, providing a route for victims to query the decision on whether the threshold was met or the way the review was carried out, or monitoring the use of the Trigger to identify learning and best practice.
- 5.6 Once the Trigger is agreed the relevant bodies must publish the Community Trigger Procedure, including the point of contact for making an application to use the Community Trigger. Relevant bodies will also be required to publish information on the number of applications for ASB reviews made, the number of times it was decided that the threshold had not been met, the number of case reviews carried out, and the number of case reviews resulting in the recommendations being made.

6. HARTLEPOOL COMMUNITY TRIGGER PROPOSAL

- 6.1 Based upon the learning from the Pilots, and local consultation with partners through the Public Confidence and Cohesion Group, the training event held at the beginning of March, and the Safer Hartlepool Anti-social Behaviour Task Group, it is proposed that the local Community Trigger Threshold is set and activated when ONE of the following applies:
- An individual, business or a community group has made **three** or more reports, regarding the **same** problem in the past six months to the Council, Police or their Landlord (Housing Association) and no action has been taken **or**
 - More than one individual, business or a community group has made **five** or more reports about the **same** problem in the past six months to the Council, the Police or their Landlord (Housing Association) and no action has been taken **or**
 - An individual, business or a community group has reported **one** incident or crime motivated by hate in the last three months to the Council, Police or their Landlord (Housing Association) and no action has been taken.
- 6.2 Local co-ordination of the Community Trigger process will be undertaken by the Council's Community Safety and Engagement Team with the Neighbourhood Safety Team Leader acting as the Single Point of Contact.

Where there is a request to activate the Trigger the procedure outlined at **Appendix A** will be followed with the existing Anti-Social Behaviour Risk Assessment Group (ASBRAC), known locally as the Vulnerable Victims Group being responsible for assessing whether the Trigger has been activated, and if so undertaking a review of the case, producing an action plan to remedy the situation, and reporting back to the victim on their proposed actions for reducing the anti-social behaviour.

- 6.3 In cases where there is an appeal against a decision that the threshold has not been met, or a request to review the way the Trigger Process has been undertaken the following would provide possible routes of review locally:
- PCC
 - Sub-Group of the SHP Executive
 - Scrutiny Co-ordinating Committee
- 6.4 As outlined in section 5 of this report, the new legislation does make provision for the PCC to play a role in auditing case reviews, providing a route for victims to query the decision on whether the threshold was met or the way the review was carried out. Similarly the local Overview and Scrutiny Committee who have a role to play in relation to the 'Community Call for Action' could potentially carry out this role. However as the Community Trigger is designed to encourage multi-agency working and problem solving on a local level in more complex cases, the proposal is that the most appropriate route of appeal in relation to the Trigger would be to the Chair of the Safer Hartlepool Partnership, with a Panel consisting of the Chair and two other members being convened for that purpose.
- 6.5 This will ensure that appeals are considered by those with the relevant local knowledge and expertise at a senior level, and would be in keeping with the SHPs procedures in relation to Domestic Homicide Reviews.
- 6.6 In circumstances where the applicant continues to be dissatisfied with the outcome of the review, that individual would then be free to use the existing complaints procedure relevant to the organisation in question.
- 6.7 Quarterly monitoring reports will be produced for the SHP outlining the number of applications received, the number of those cases that have not met the trigger, the number of case reviews carried out, and of those cases where a review has been undertaken, the number of those resulting in recommendations being made.
- 6.8 Monitoring information will be subsequently published on the SHP website and it is proposed that the relevant bodies (Council, Police, CCG and co-opted RSLs) incorporate a link to this information on their own respective sites.

As a member of the SHP the PCC will automatically receive this information and the Community Safety Team will also provide any information to the PCC

upon request where this will help with in the development of best practice across Cleveland.

7. CONSULTATION

- 7.1 With the exception of the PCC and the relevant bodies identified in the Act there is no legislative requirement to consult with local stakeholders on the local Community Trigger threshold and process. However to ensure that there is a shared understanding of the Community Trigger and what is involved, reports outlining the process will be presented to relevant local Committees by lead officers in each of the relevant organisations.
- 7.2 Once agreed the new arrangements will be publicised to ensure that the new powers are readily understood and made available to the public.
- 7.3 Consultation has also been undertaken with other Local Authority Areas across Cleveland, and it is intended that this report will be shared with the Safer Stockton Partnership who's Community Safety Team have worked alongside Hartlepool Borough Councils Community Safety Team to identify common areas of agreement as to how the Community Trigger Threshold and Process should operate in practice.

8. SECTION 17 CONSIDERATIONS OF THE CRIME AND DISORDER ACT 1998

- 8.1 The introduction of the Anti-Social Behaviour Crime and Policing Act including the introduction of the new Community Trigger provides local areas with essential tools and powers to enhance its statutory obligations in ensuring a co-ordinated approach to tackling crime and disorder, substance misuse and re-offending in Hartlepool.

9. RECOMMENDATIONS

- 9.1 The Safer Hartlepool Partnership is asked to note the progress made outlined in the report in relation to preparing for the introduction of the Anti-Social Behaviour and Policing Act and agree the following:
 - 1. That the Community Trigger Threshold and process is set as outlined in Section 6 of the report subject to consultation being carried out with the PCC, together with the development of a local communication strategy in relation to the Community Trigger with the SHP Anti-social Behaviour Task Group being asked to take this forward.
 - 2. That the Community Trigger Process is managed by the Community Safety Team who will provide a single point of contact for Community Trigger applications.

3. That a request for a review of the way a Community Trigger application has been dealt with is the responsibility of the Safer Hartlepool Partnership.

10. REASONS FOR RECOMMENDATIONS

- 10.1 The Anti-social Behaviour and Policing Act will introduce sweeping changes to current legislative arrangements in relation to the way anti-social behavior is dealt with in local neighbourhoods.
- 10.2 The Anti-social Behaviour and Policing Act introduces a number of measures which are aimed at improving local accountability and giving victims a greater voice in the way that local agencies deal with cases of anti-social behavior including the introduction of a Community Trigger which must be set locally.
- 10.3 The proposed threshold acknowledges the minimum standard set out in the Anti-social Behaviour and Policing Act, and recognises that there may be cases where multiple victims in a particular area are affected. The proposed threshold also attempts to reflect the seriousness with which hate incidents are viewed in Hartlepool by introducing a lower threshold of reports for Hate Incidents or Crimes to build confidence in those affected and encourage them to make reports.
- 10.4 The most appropriate body for dealing with requests for a review of the way the Community Trigger process has been undertaken would be a sub-group of the SHP executive. This will ensure that those with the relevant local knowledge and expertise are involved in the review.

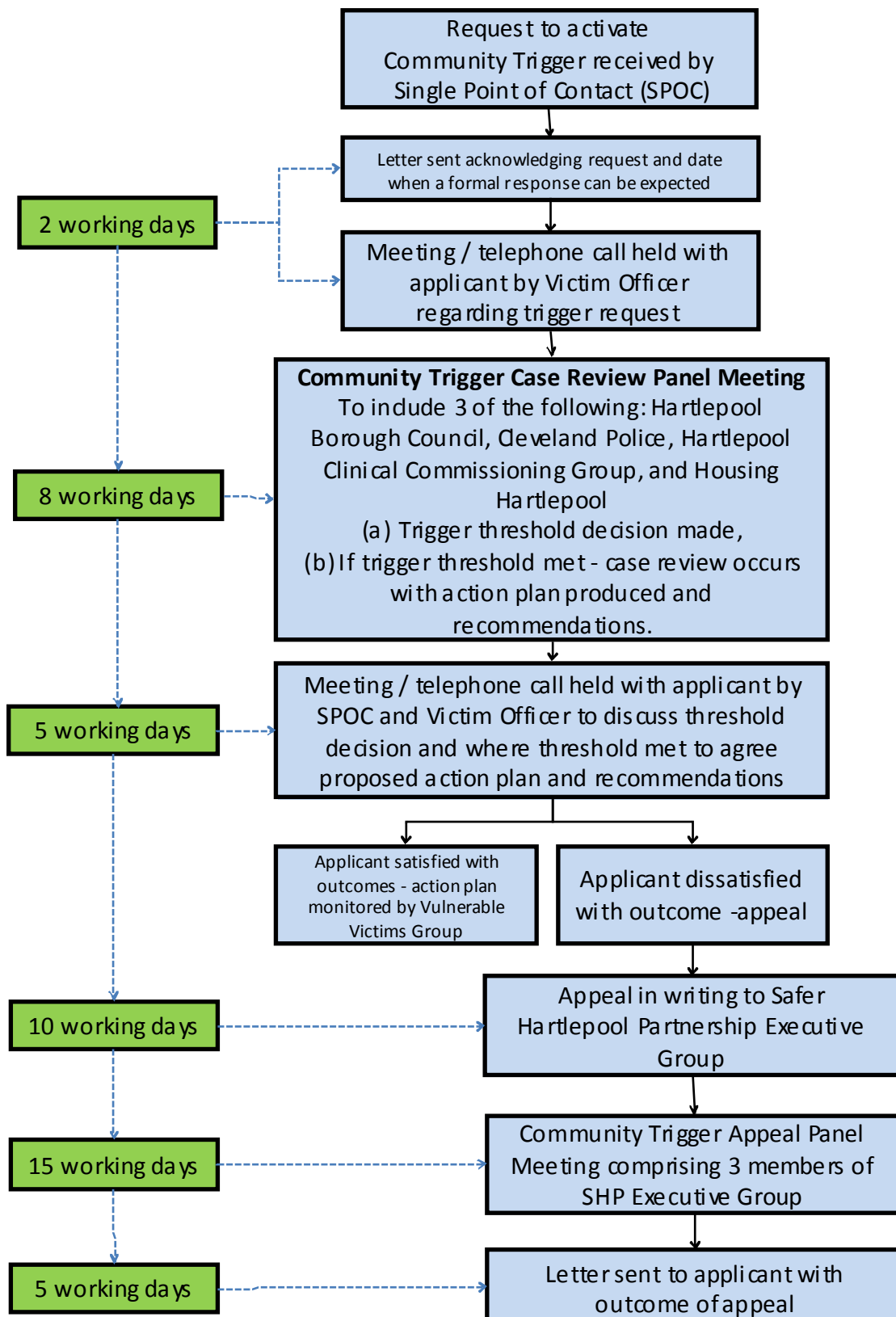
11. BACKGROUND PAPERS

- Report to Public Confidence and Reassurance Task Group, 21st October 2013, 'The Community Trigger'
- Home Office Publication @Reform of anti-social behaviour powers - draft guidance for frontline professionals' October 2013
- The Anti-Social Behaviour Crime and Police Bill 2013
- Empowering Communities, protecting Victims - Summary Report on the Community Trigger Trials - Home Office May 2013

12. CONTACT OFFICER

Clare Clark
Head of Community Safety & Engagement
Hartlepool Borough Council
Regeneration & Neighbourhoods
Community Safety Office
173 York Road
Email: Clare.Clark@hartlepool.gov.uk
Tel: 01429 855560

Appendix A





SAFER HARTLEPOOL PARTNERSHIP

9th May 2014



Report of: Chief Inspector Beeston

Subject: HM INSPECTORATE OF CONSTABULARY
REPORT – CLEVELAND POLICE'S APPROACH TO
TACKLING DOMESTIC ABUSE

1. PURPOSE OF REPORT

- 1.1 To inform the Safer Hartlepool Partnership of the recently published HM Inspectorate of Constabulary (HMIC) report examining Cleveland Police's approach to tackling domestic abuse and its key recommendations.

2. BACKGROUND

- 2.1 In September 2013 the Home Secretary Commissioned HMIC to conduct an inspection into how police forces are responding to domestic violence. The inspection covered all 43 police forces in England and Wales and examined:

- The effectiveness of the police approach to domestic violence and abuse, focusing in the outcomes for victims;
- Whether risks to victims of domestic violence and abuse are adequately managed;
- Identifying lessons learnt from how that police approach domestic violence and abuse; and
- Making any necessary recommendation in relation to these finding when considered alongside current practice.

3. CLEVELAND POLICE'S APPROACH TO TACKLING DOMESTIC ABUSE

- 3.1 The Cleveland force was inspected in October 2013 and involved several days of interviewing officers, holding focus groups and engaging directly with frontline practitioners to determine their knowledge, skills and attitudes in respect of the four areas:
- Is the force effective at identifying victims of domestic abuse, and in particular repeat and vulnerable victims;
 - Is the initial force response to victims effective;

- Are victims of domestic abuse made safer as a result of the police response and subsequent action; and
- Does the force have appropriate systems, processes and understanding to manage domestic abuse and risk to victims in the future.

- 3.2 In summary, HMIC found much effective work being done across the force to tackle domestic violence and abuse, including the force's prioritisation of the problem, and the strong leadership and management of services from the police and the Police and Crime Commissioner (PCC). It notes how the force recognises the importance of working with partner agencies to tackle domestic violence and abuse, and found numerous examples of staff working constructively in partnership with the statutory and voluntary sector to reduce risk to victims and their families. In particular the report highlights the effectiveness of the Multi-agency Risk Assessment Conference's (MARAC), Independent Domestic Violence Advisor's (IDVA) and commends the repeat visits initiative that operates in Hartlepool.
- 3.3 The HMIC report, as attached at **Appendix 1**, contains a detailed analysis of Cleveland Police's response to domestic violence and abuse, and provides eleven recommendations in terms of service improvement (page 25) including the early identification of victims, awareness of support services available to victims, the identification and management of serial perpetrators and the identification of families at the greatest risk of domestic violence and abuse.

4. RECOMMENDATIONS

- 4.1 That the Safer Hartlepool Partnership note and discuss the summary of the recommendations attached at **Appendix 1**.

5. REASONS FOR RECOMMENDATIONS

- 5.1 Tackling domestic violence and abuse is a strategic priority for the Safer Hartlepool Partnership.

6. BACKGROUND PAPERS

- 6.1 HM Inspectorate of Constabulary Report – Everyone's business: Improving the police response to domestic abuse: <http://www.hmic.gov.uk/wp-content/uploads/2014/03/improving-the-police-response-to-domestic-abuse.pdf>

HM Inspectorate of Constabulary Report – Cleveland Police's approach to tackling domestic abuse: <http://www.hmic.gov.uk/wp-content/uploads/2014/03/cleveland-approach-to-tackling-domestic-abuse.pdf>

7. CONTACT OFFICER

Chief Inspector Lynn Beeston
Cleveland Police
Hartlepool Police Office
Hartlepool
Email: lynn.beeston@cleveland.pnn.police.uk

Cleveland Police's approach to tackling domestic abuse

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www.hmic.gov.uk

Introduction

The extent and nature of domestic abuse remains shocking. A core part of the policing mission is to prevent crime and disorder. Domestic abuse causes both serious harm and constitutes a considerable proportion of overall crime. It costs society an estimated £15.7 billion a year.¹ 77 women were killed by their partners or ex-partners in 2012/13.² In the UK, one in four young people aged 10 to 24 reported that they experienced domestic violence and abuse during their childhood.³ Forces told us that crime relating to domestic abuse constitutes some 8 percent of all recorded crime in their area, and one third of their recorded assaults with injury. On average the police receive an emergency call relating to domestic abuse every 30 seconds.

People may experience domestic abuse regardless of their gender, ethnicity, religion, sexuality, class, age or disability. Domestic abuse may also occur in a range of different relationships including heterosexual, gay, lesbian, bi-sexual and transgender, as well as within families.

While both men and women can be victims of domestic abuse, women are much more likely to be victims than men.

The cross-government definition of domestic violence and abuse is:

“any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to:⁴

- *psychological*
- *physical*
- *sexual*
- *financial*
- *emotional”.*

¹ Walby, S. (2009). *The cost of domestic violence*. Retrieved from: www.lancaster.ac.uk/fass/doc.../Cost_of_domestic_violence_update.doc

² Office for National Statistics (2013). *Focus on violent crime and sexual offences 2012/13 – Chapter 4: Intimate Personal Violence and Partner Abuse*. Retrieved from: http://www.ons.gov.uk/ons/dcp171776_352362.pdf

³ Radford L, Corral S, Bradley C et al (2011) *Child abuse and neglect in the UK today*. London: NSPCC.

⁴ All definitions are taken from www.gov.uk/domestic-violence-and-abuse

Controlling behaviour is defined as a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour is defined as: an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim. This definition includes so-called honour-based violence, female genital mutilation and forced marriage.

Tackling domestic abuse and keeping its victims safe is both vitally important, and incredibly complicated. The police service needs to have the right tools, resources, training and partnerships in place to help it identify victims and keep them safe. It also needs to investigate and bring to justice offenders, when no two domestic abuse environments are the same, and some victims have suffered in silence for years or even decades.

In September 2013, the Home Secretary commissioned HMIC to conduct an inspection.⁵ We were asked to consider:

- the effectiveness of the police approach to domestic violence and abuse, focusing on the outcomes for victims;
- whether risks to victims of domestic violence and abuse are adequately managed;
- identifying lessons learnt from how the police approach domestic violence and abuse; and
- making any necessary recommendations in relation to these findings when considered alongside current practice.

To answer these questions, HMIC collected data and reviewed files from the 43 Home Office funded forces. We spoke to 70 victims of domestic abuse in focus groups throughout England and Wales and surveyed over 100 victims online. We also surveyed 200 professionals working with victims of domestic abuse.

We inspected all police forces in England and Wales, interviewing senior and operational leads in forces, holding focus groups with frontline staff and partners, and carrying out visits to police stations (which were unannounced) to test the reality of each force's approach with frontline officers. Our inspection teams were supplemented by expert peers, which included public protection experts from over 15 forces and those working with victims of

⁵ www.gov.uk/government/news/major-review-of-police-response-to-domestic-violence

domestic abuse in voluntary and community sector organisations.

This report details what HMIC found in Cleveland Police and at the end of the report we set out some recommendations. These recommendations should be considered in conjunction with the recommendations for all forces made in the national report.⁶ A glossary of frequently used terms also appears at the end of the report.

⁶There is a requirement under section 55(5) and section 55(6) of the 1996 Police Act for the police and crime commissioner to publish a copy of their comments on this report and the recommendations for all forces in the national report and forward these to the Home Secretary.

Domestic abuse in Cleveland⁷

Calls for assistance



In Cleveland, domestic abuse accounts for 3% of calls to the police for assistance. Of these calls, 42% were from repeat victims.

Crime

8%

Domestic abuse accounts for 8% of all recorded crime.

Assault with intent

20%

Cleveland recorded 186 assaults with intent to cause serious harm, of these 37 were domestic abuse related. This is 20% of all assaults with intent to cause serious harm recorded for the 12 months to end of August 2013.

Assault with injury

32%

The force also recorded 3,476 assaults with injury, of these 1,125 were domestic abuse related. This is 32% of all assaults with injury recorded for the 12 months to end of August 2013.

⁷ Data in this section is based upon forces' own definition of calls for assistance and domestic abuse, and forces' use of domestic abuse markers on IT systems.

Source: HMIC data collection. Crime figures are taken from police-recorded crime submitted to the Home Office.

Harassment

61%

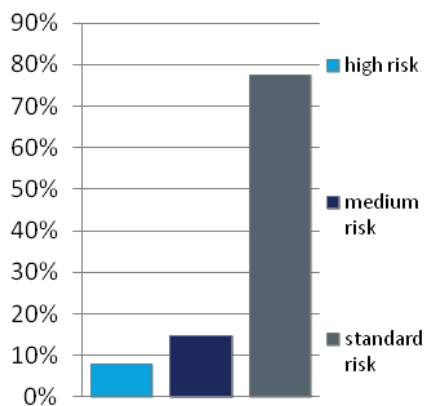
The force recorded 193 harassment offences, of these 117 were domestic abuse related. This is 61% of all harassment offences recorded for the 12 months to end of August 2013.

Sexual offences

6%

The force also recorded 582 sexual offences, of these 37 were domestic abuse related. This is 6% of all sexual offences recorded for the 12 months to end of August 2013.

Risk levels



On, 31 August 2013 Cleveland had 6,275 active domestic abuse cases; 8% were high risk, 15% were medium risk, and 77% were standard risk.

Arrests



For every 100 domestic abuse crimes recorded, there were 98 arrests in Cleveland. For most forces the number is between 45 and 90.

Outcomes



Cleveland recorded 3,168 domestic abuse related crimes for the 12 months to the end of August 2013. Of these crimes, 28% resulted in a charge, 10% resulted in a caution and, 1% had an out of court disposal, for example, a fixed penalty notice for disorderly conduct.

Executive summary

Although HMIC found much effective work being done to tackle domestic abuse, there are several areas for improvement which Cleveland Police needs to address before it can have confidence that it is providing a consistently good service to manage domestic abuse and minimise the risk to victims.

Identifying victims

Call handlers and dispatchers have received some training in recognising domestic abuse and there are good systems in place to enable them to check for previous history when a call is received. HMIC found a lack of knowledge among call handlers as to the definitions of a repeat or a vulnerable victim, although there was an understanding that these factors were important in risk assessing a victim. The force prioritises domestic abuse so that victims get a priority attendance by a police officer, although we found that it is not always the nearest officer who is sent, which means that the victim may not get as quick a response as is possible. Supervision is good and the force regularly assesses the quality of this initial response.

Keeping victims safe

Tackling domestic abuse is a clear priority in Cleveland; there is strong leadership and management of services from the police and the Police and crime commissioner (PCC). Staff are committed to providing an effective response and there is a proportionate approach based on the risks faced by victims. There is room for improvement in the training provided to staff and some officers lack a full understanding of the complex issues and variety of forms that abuse can take. More domestic abuse prosecutions fail to achieve a conviction in Cleveland than in other areas of the country, and the force is working to understand and improve this situation.

Management of risk

HMIC found that the specialist team in Cleveland is providing effective services to high-risk and some medium-risk victims of domestic abuse. It oversees and checks the risk assessments and safety plans of other police officers and staff dealing with lower-risk victims. Assessment of risk is well managed and all officers and staff throughout the force are clear about their responsibilities for keeping victims safe. However, there is scope to tighten the continuing review of risk for medium-risk victims and in some of the response teams there was a lack of awareness of the support that was available to victims. The force works well in partnership with other agencies to reduce the risk to victims.

Organisational effectiveness for keeping people safe

The force has effective systems and understanding to manage domestic abuse and the risks to victims, although there is still room for improvement. The force recognises the importance of maintaining contact with the victim whilst the offender is imprisoned and recognises that the level of risk and safeguarding of the victim needs to be reassessed when a perpetrator is released from prison. In most cases this happens, although there are some weaknesses in the systems for ensuring the police's prisoner handling team routinely keep victims updated when a perpetrator is released without charge following an initial arrest. Tackling the behaviour of the most serious domestic abuse perpetrators is important and Cleveland Police has recognised that it needs to do more of this. Although it is in the early stages of development, there are initiatives underway to tackle this.

Findings

How does the force identify victims of domestic abuse, and in particular repeat and vulnerable victims?

Call handlers and dispatchers have received some training in recognising domestic abuse and there are good systems in place to enable them to check for previous history when a call is received. HMIC found a lack of knowledge among call handlers as to the definitions of a repeat or a vulnerable victim although there was an understanding that these factors were important in risk assessing a victim. The force prioritises domestic abuse so that victims get a prompt attendance by a police officer, although we found that it is not always the nearest officer who is sent, which means that the victim may not get as quick a response as is possible. Supervision is good and the force regularly assesses the quality of this initial response.

The majority of calls about domestic abuse are received in the force control room based at headquarters. Call handlers are responsible for identifying that a caller is a victim of domestic abuse based on the information provided. They then go on to assess the urgency of the police response that is needed and grade the call accordingly. All incidents relating to domestic abuse are graded as either priority '0', (requiring immediate attendance) or priority '1' (requiring attendance as soon as possible but within 60 minutes).

Victims who are especially vulnerable in some way or who have been subjected to previous domestic abuse incidents can face the greatest risk and it is important that the force is aware of any previous history or special circumstances relating to the victim. The force has defined what makes a victim of domestic abuse a repeat or vulnerable victim. Call handlers use these definitions to identify vulnerable and repeat victims at the first point of contact. They begin checking the information systems while the caller is still on the line to get as much information as they can about previous police involvement and knowledge of the victim or the perpetrator. In addition, they will probe callers to ensure they gather as much relevant information as possible. Where a victim is identified as a vulnerable or repeat victim, this should be recorded on the force systems in a way that will highlight the issue for future calls. However, HMIC found a lack of knowledge by some staff regarding the force definitions, relying instead on their experience and professional judgement to assess whether the incident involves a repeat or vulnerable victim. The force cannot be certain that it is identifying repeat and vulnerable victims of domestic abuse consistently and therefore responding appropriately to those most at risk.

The speed with which the force responds to an incident, particularly where there is a high risk to the victim, can make a big difference to both the safety of the

victim and the likelihood of obtaining good evidence to ensure effective action can be taken to prosecute an offender. Once graded, the incident is passed to a dispatcher who locates and deploys the most appropriate and timely police resource to the incident. The dispatcher will carry out additional checks on the force's IT systems and has responsibility for relaying the background information to attending officers. HMIC found that in the case of incidents requiring an immediate response, dispatchers are not consistently making sure that the nearest and most appropriate resource is deployed. The force has recognised this as an area for improvement and has a new software update planned for early in 2014 to assist the control room staff to efficiently and effectively manage resources.

Most staff had received appropriate training to enable them to effectively fulfil their role. However, there has been little recent training provided; most had not received any additional training since their initial input 18 months ago. The force is planning to deliver a training programme to staff between January and March 2014 which will include domestic abuse.

Supervisors and the staff who close incidents on the system once it has been dealt with, and who actively track and monitor domestic abuse incidents within the control room to ensure the correct timely response, make sure that sufficient detail is recorded on the incident log and it is appropriately closed. In addition, all incidents are overseen by the domestic violence investigation team (DVIT) to ensure the incidents are appropriately managed at a local level and all necessary actions have been taken prior to finalisation, especially in the case of those involving high risk victims. Staff also carry out searches of the force's incident management IT system, using key words relating to domestic abuse, to ensure all incidents are correctly categorised to ensure the appropriate level of scrutiny.

Supervisors ensure their officers submit all the necessary documentation relating to the incident prior to its finalisation by supervisors in the control room. HMIC looked at a sample of previous incident records and found that a timely response had been provided to incidents. In the majority of cases, a comprehensive record of the actions taken was added to the log prior to finalisation.

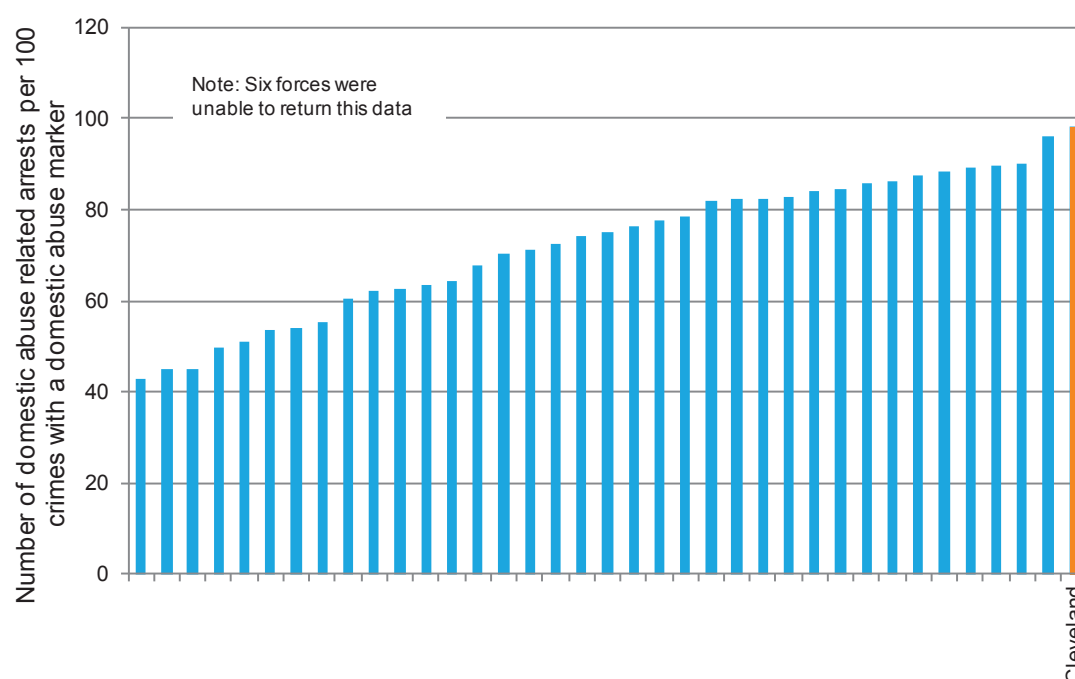
Regular and robust quality assurance processes are in place for staff within the control room. For example, supervisors review a sample of all incidents, including those relating to domestic abuse, in order to quality assure the skills of the call handlers and dispatchers to ensure the incident was given the appropriate response and managed correctly. Findings from these checks are recorded and feedback regularly provided to staff to ensure any development issues are addressed.

How does the force respond to victims of domestic abuse? This includes initial action, including risk assessment

Tackling domestic abuse is a clear priority in Cleveland; there is strong leadership and management of services from the police and the Police and crime commissioner (PCC). Staff are committed to providing an effective response and there is a proportionate approach based on the risks faced by victims. There is room for improvement in the training provided to staff and some officers lack a full understanding of the complex issues and variety of forms that abuse can take. More domestic abuse prosecutions fail to achieve a conviction in Cleveland than in other areas of the country, and the force is working to understand and improve this situation.

For every 100 domestic abuse crimes recorded there were 98 arrests in Cleveland. For most forces the number is between 45 and 90.⁸

Figure 1: Number of domestic abuse related arrests per 100 crimes with a domestic abuse marker for the 12 months to 31 August 2013⁹



Source: HMIC data collection

⁸ Based on forces' own definition of domestic abuse and use of a domestic abuse marker on IT systems.

⁹ Based on forces' own definition of domestic abuse and use of a domestic abuse marker on IT systems.

Tackling domestic abuse is a clear priority for Cleveland Police with both the PCC and Chief constable providing strong leadership on the issue. This is reinforced in the PCC's 2013–17 police and crime plan and the force's strategic plans.

In addition, the three PCCs for Cleveland, Durham and Northumbria are working together to tackle domestic abuse at a regional level. In December 2013 they launched a regional strategy to tackle violence against women and girls in the North East. The proposal is for each objective within the strategy to have an action plan to ensure improvements are delivered in a co-ordinated and timely way.

There is good high-level leadership and management of domestic abuse in Cleveland police. The PCC and Chief constable monitor progress against the police and crime plan and other force plans on a monthly basis; this includes high level measures of performance in tackling domestic abuse. The assistant chief constable with strategic responsibility for tackling domestic abuse chairs a group of senior managers from across the force operations, which meets quarterly with a specific remit for public protection. The group considers best practice and ensures that there is a corporate approach to the delivery of domestic abuse services across the force area. This group has also compiled an action plan to improve areas such as investigation, victim support and the management of risk. The plan is used to ensure actions are progressed and those responsible for completing them are held to account.

Domestic abuse has been raised as an issue with the public through various media campaigns and initiatives. For example, in March 2013 the PCC in partnership with the force launched a domestic violence campaign to mark 'International Women's Day'. The campaign involved the force working with support agencies to encourage victims to report domestic abuse and send a message to perpetrators about the harm domestic abuse causes. The campaign included the hosting of events in each of the four local policing areas (LPAs) of Hartlepool, Middlesbrough, Redcar and Cleveland, and Stockton. In addition, up to 100 victims were visited to follow up on recent domestic abuse incidents and offer support.

Staff readily identify tackling domestic abuse as a force priority and are clear about how they contribute to delivering the aims of the force's plans. They described how chief officers and senior managers have provided bulletins and briefings to ensure the issue is viewed by staff as a priority. The force ensures staff are given clear direction regarding how they should tackle domestic abuse by publishing procedural documents. Examples of these were seen by the inspection team and related to domestic abuse, stalking and harassment and so-called honour-based violence.

Although training has been provided, there is still a lack of awareness among some staff of the complexities involved in domestic abuse. Training has been predominantly provided using e-learning (learning provided electronically) enhanced by training from specialist staff and partner agencies. The packages include stalking and harassment and so-called honour-based violence. Interviews with officers and staff dealing with victims showed they had undertaken training, but there remained some lack of understanding regarding the variety of forms that abuse can take, such as coercive control, and of the overall psychological effects of abuse. HMIC found that all officers in immediate response teams (IRTs) and integrated neighbourhood teams (INT) have received training in using the domestic abuse, stalking and harassment (DASH) risk assessment tool used to assess all victims of domestic abuse. Domestic abuse has been part of probationer and detective training for a number of years with the aims, objectives and contents changing over time to reflect legislation and best practice.

Front enquiry staff working in police stations are often a first point of contact for victims reporting incidents of domestic abuse. However, we found the majority of staff have received little or no training on domestic abuse. Currently they use their professional judgement, taking sufficient details to enable the control room to arrange for the appropriate response.

Domestic abuse incidents are risk assessed using the DASH risk assessment tool. This is completed by the officer at the scene of the incident, based on information provided by the victim. Details are recorded predominantly on the officer's mobile data device called the Cleveland universal police information device (CUPID). Although the DASH includes 27 questions, officers can use their discretion as to which questions they ask a victim. The process also takes full account of risks to any children in the house, irrespective of whether the children are present at the time of the incident.

Once the DASH form is completed the officer uses their professional judgement to grade the level of risk to the victim as high, medium or standard, depending on their assessment. The information will then be quality assured by risk assessment and risk assessment and safety planning officers (RASPO) working within the DVIT. In those cases involving children, they will also refer details to other agencies, such as children's services, for assessment and any necessary intervention.

Staff we spoke to during our inspection showed a good understanding of the risk assessment tool and confirmed their ability to apply discretion and professional judgement at any stage of the process. They provided examples of instances where they had taken positive action to remove children from

potentially high-risk situations when dealing with incidents relating to domestic abuse.

All incidents relating to domestic abuse are graded as either priority '0', requiring immediate attendance or graded priority '1' requiring attendance as soon as possible but within 60 minutes. The majority of incidents are attended by officers from the IRTs. Their initial and immediate action is to reduce the risk to the victim and, where necessary, arrest the perpetrator.

In cases where the level of risk to the victim is assessed as standard, background checks will be made and victims will usually be provided with advice and the contact details of DVIT and other support agencies.

For those assessed to be at medium risk, they will usually be supported by the RASPOs or other staff working in DVIT. In cases where the perpetrator has been arrested, staff from the prisoner handling team (PHT) will usually take responsibility for the investigation supported by staff in DVIT. Staff will have responsibility for completing investigation and safety plans for the victim, and both of these will be recorded on the force IT systems.

Victims assessed as being at high risk will be dealt with by staff in the DVIT who will complete and manage investigation and safety plans. These victims will also be referred to an independent domestic violence adviser (IDVA). They provide additional support to victims, for example, by assisting in the review of the victim's safety plan and by referral to other support agencies. IDVA support will continue throughout any court process.

Reality-testing showed how the response to domestic abuse incidents, the risk assessments and safety plans are monitored and managed predominantly by supervisors in IRTs and the DVIT. However, we found IRT staff have limited options available to them regarding the immediate safety measures they were able to put in place to safeguard victims, especially in cases where the perpetrator had left the scene of the incident and was wanted for arrest. The force is currently addressing this issue and has secured additional funding for the purchase of mobile phones to leave with a victim so that they can easily call for police help in any future incident. There is also a business plan in place to increase the availability of personal alarm systems.

On a daily basis, incidents of domestic abuse are subject to additional scrutiny through the force's 'pacesetter' meetings. These are attended by senior managers including representatives from each of the force's four LPAs. The meeting includes a specific focus on domestic abuse incidents in terms of actions, victim safety planning and perpetrators wanted for arrest.

Officers conduct an investigation to a satisfactory standard and keep victims updated. Contact with the victim is recorded on the force's IT system and regularly reviewed by the officer and their supervisors. Investigation plans are also regularly reviewed by supervisors to ensure positive action has been taken, such as ensuring all efforts have been made to arrest a perpetrator wanted in connection with the incident. To ensure further improvements are made regarding the quality of investigations, the force is providing additional training to officers in IRTs and INTs in early 2014.

We found some evidence of prosecutions being pursued even if the victim was not willing to support proceedings (often due to the victim being too frightened) by capturing other evidence to support the investigation, for example by using body-worn cameras or taking photographs using CUPID to ensure all possible evidence is secured, reducing the need to rely solely on witness evidence from the victim. However, the availability of body-worn cameras is limited and the force is exploring opportunities to improve the current equipment and increase the number issued to staff.

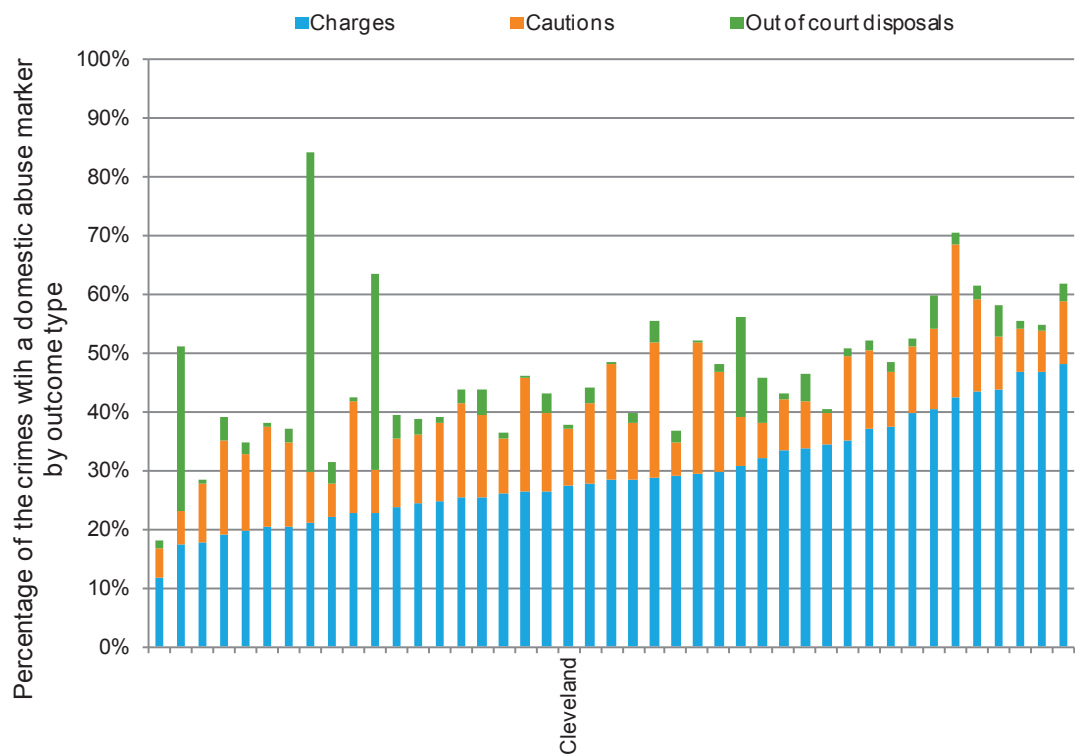
There have been increases in the number of such prosecutions. However, the force has a higher-than-the-national-average discontinued-court-case rate for domestic abuse cases and continues to work with the Crown Prosecution Service (CPS) and the special domestic violence court groups to reduce the number of court cases that fail. To formally support these arrangements, a protocol was agreed in July 2013 between the CPS North East, Cleveland Police, Durham Constabulary and Northumbria Police. The protocol defines the minimum standard required for corroborative evidence in all cases of domestic abuse to improve the number of successful prosecutions that do not rely on the victim being able and willing to give evidence.

How are victims of domestic abuse made safer as a result of the police response and subsequent action?

HMIC found that the specialist team in Cleveland is providing effective services to high-risk and some medium-risk victims of domestic abuse. It oversees and checks the risk assessments and safety plans of other police officers and staff dealing with lower-risk victims. Assessment of risk is well managed and all officers and staff throughout the force are clear about their responsibilities for keeping victims safe. However, there is scope to tighten the continuing review of risk for medium-risk victims and in some of the response teams there was a lack of awareness of the support that was available to victims. The force works well in partnership with other agencies to reduce the risk to victims.

Cleveland recorded 3,168 domestic abuse related crimes¹⁰ for the 12 months to the end of August 2013. Of these crimes 28 percent resulted in a charge, 10 percent resulted in a caution and, 1 percent had an out of court disposal, for example a fixed penalty notice for disorderly conduct.

Figure 2: Percentage of different outcome types used for crimes with a domestic abuse marker for the 12 months to 31 August 2013¹¹



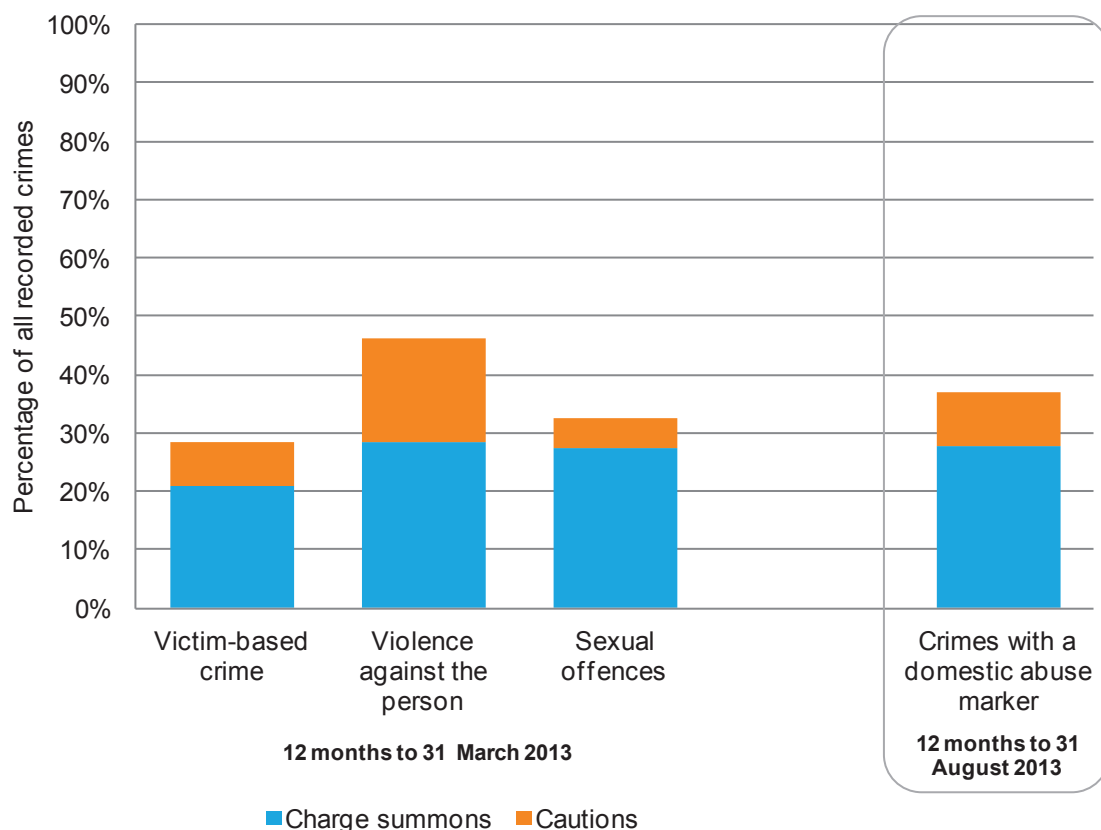
Source: HMIC data collection

Cleveland police charges a higher proportion of crimes with a domestic abuse marker than recorded victim-based crime. This may indicate that the force has a different approach to domestic abuse outcomes than other crimes.

¹⁰ Based on forces' own definition of domestic abuse and use of a domestic abuse marker on IT systems.

¹¹ Based on forces' own definition of domestic abuse and use of a domestic abuse marker on IT systems.

Figure 3: Percentage of charge summons and cautions used for victim-based crime, violence against the person, sexual offences and all crimes with a domestic abuse marker¹²



Sources: HMIC data collection, Home Office Crimes detected in England and Wales, ONS Crime in England and Wales

The force is divided into a number of functional commands, one of them being the crime and justice command led by a detective chief superintendent. Within this command is the area of business called 'protecting vulnerable people'; this is led by a detective chief inspector. It has responsibility for a number of business areas including domestic abuse and vulnerable adults. These business areas have two dedicated teams each managed by a detective inspector, one team for domestic violence and vulnerable adults and the other team with responsibility for child abuse investigation. In September 2013, as a

¹² Based on forces' own definition of domestic abuse and use of a domestic abuse marker on IT systems.

result of force reorganisation, these resources were centralised into one location. This has brought about a more consistent approach in dealing with domestic abuse and has ensured resources are better aligned to demand. The DVIT is made up of 17 detective constables and is led by three detective sergeants.

Every victim of domestic abuse is assessed by the officer who attends to identify the level of risk they face. This initial assessment is then reassessed by a RASPO in order to ensure consistency and quality of the service. RASPOs are part of the specialist DVIT and work closely with partner agencies, such as social services and health services; they are therefore able to share information and seek specialist advice to ensure that all factors have been considered in the risk assessment.

The risk assessment process has three objectives:

- To gather detailed and relevant information from victims, that can then be shared with other agencies.
- To identify those who will need more intensive support in order to save life and prevent further harm.
- To make agencies aware of the most dangerous offenders.

All those working in the DVIT are fully trained detectives or in the process of completing their ICIDP (initial crime investigators development programme). All specialist staff have received specific domestic abuse training as well as working through a personal portfolio to develop skills and awareness. RASPOs have also received specific training for their role and have substantial knowledge and experience having performed the role for a number of years. Staff we spoke to during the inspection felt they had received sufficient training in respect of fulfilling their role.

Currently, DVIT staff deal with suspects in cases of all offences committed against victims considered at high-risk and also some at medium-risk, depending on the circumstances. PHTs deal with suspects for most offences against victims considered at standard and medium risk.

The force recognises the importance of working with partner agencies to tackle domestic abuse. We found numerous examples of specialist staff working constructively in partnership with INTs, local authorities, social services, probation, health and the voluntary sector to reduce the risk to victims.

Partners were positive in terms of their engagement with the force to tackle domestic abuse especially to reduce the risk to victims. There are four unitary local authorities, Hartlepool, Middlesbrough, Redcar and Cleveland, and

Stockton. Each has a community safety partnership (CSP) with a strategy in place for tackling domestic abuse. Delivery of the strategy is monitored and managed by a domestic violence strategy group, one for each of the CSPs. The groups are attended by representatives from all agencies dealing with domestic abuse including from the force. Whilst there is good engagement from partners at a strategic level, it is the activities of the RASPOs and DVIT which predominantly drive partnership activity to reduce risks to victims and their children, and manage perpetrators.

The force is currently working with partner agencies to explore the feasibility of introducing a multi-agency safeguarding hub (MASH) structure which would improve partnership working and provide police and partner agencies services in the same location for vulnerable victims, including those suffering domestic abuse. However, there are no firm timescales for these proposals.

Further support is provided to victims through the independent domestic violence adviser (IDVA) services. There are eight IDVAs working across the force area managed and located with outreach services or housing associations. All victims assessed as being at high-risk and some at medium-risk are referred to an IDVA for extra help and support.

The IDVA plays a key role if a victim's case is referred to a multi-agency risk assessment conference (MARAC).¹³ This brings together relevant agencies to share information and provide a co-ordinated response to victims of domestic abuse. The IDVA's role within this forum is to ensure the victim understands the process. The IDVA will be their voice at the meeting and will update them of the outcome.

The IDVA will constantly monitor and help manage the assessment of risk for the victim and any special requirements regarding any court process. Once the court case and MARAC has taken place the adviser's role will usually cease. The IDVA will signpost the victim to other relevant agencies throughout their engagement with them, to ensure when their role ends the victim will still have access to other avenues of support.

¹³ A multi-agency risk assessment conference (MARAC) is a meeting that brings together representatives from a number of agencies in the area (both statutory and voluntary) to talk about the safety, health and well-being of people experiencing domestic abuse (and their children) and draw up an action plan to make them safer.

There was evidence of the level of risk to victims being regularly reviewed using the DASH assessment. This process will depend on the level of risk but is carried out predominantly by the RASPOs and staff in the DVIT. However, reality testing found a lack of clarity regarding this process for medium-risk victims following the initial risk assessment by the first attending officer and quality assurance by the RASPOs.

There are clear roles and responsibilities regarding who deals with victims of domestic abuse with RASPOs and DVIT managing high and most medium risk victims and IRTs and INTs managing those assessed as standard-risk. However, our reality testing found a lack of knowledge regarding the availability of support services for victims of domestic abuse by IRTs in some areas of the force.

Safety plans for high and medium risk victims are completed and reviewed by RASPOs and other staff in the DVIT with support and advice provided by IDVAs.

Additional support for implementing safety plans is provided by crime prevention officers based within the four LPAs. They will fit alarms and arrange for additional locks and other safety measures. Their work is seen as vital by IDVAs and outreach services, in supporting victims and making them feel safe. However, we found a lack of oversight and scrutiny, by the force, of safety planning arrangements once cases had been referred to IDVAs and outreach services.

Four MARACs operate in the force area, aligned to each local authority. They meet every three weeks and are chaired by the detective inspector with responsibility for domestic abuse and vulnerable adults, ensuring consistency of approach and decision making. All victims assessed by the police or partner agencies as high-risk (and some medium-risk depending on the circumstances) are discussed at the conferences. In addition, victims who suffer a further episode of violence within 12 months from the date of the MARAC, are also discussed. Overall governance and oversight of their performance is provided by the CSP for their local authority area.

The MARACs are well established, information is shared effectively, actions are agreed and those responsible for delivering them are held to account. The agendas, minutes and action logs are completed by three MARAC co-ordinators. They also act as 'gatekeepers' and screen all MARAC referrals which include police referrals (high-risk and some medium-risk) and other agency referrals where the abuse is deemed high risk.

Representatives from the MARACs we spoke to as part of this inspection, described attendance as good and the case load of the meetings as

manageable and appropriate. The conferences are seen as well organised, with information being shared effectively. Decisions and actions are recorded and those responsible for delivering them are held to account. They are seen to be effective in reducing the risk to victims.

Although MARACs are considered to be effective, further improvements are expected when their arrangements are assessed early in 2014 by Co-ordinated Action Against Domestic Abuse (CAADA), a national charity which provides help and support to professionals and organisations working with victims of domestic abuse.

We found that staff throughout the force take responsibility for making victims safe. During inspection, we spoke to numerous staff and this commitment to improve the safety of victims was evident throughout. This was the case whether staff worked in the control room, front enquiry offices, IRTs, INTs, PHTs or the DVIT. For example, in Hartlepool, all victims involved in two incidents of domestic abuse will receive a visit from a member of their INT and a representative from Harbour outreach services. This provides an opportunity to reassure victims, review safety measures and implement longer term problem-solving solutions. A similar scheme is currently being piloted in the Stockton LPA.

Does the force have appropriate systems, processes and understanding to manage domestic abuse and risk to victims in the future?

The force has effective systems and understanding to manage domestic abuse and the risks to victims, although there is still room for improvement. The force recognises the importance of maintaining contact with the victim whilst the offender is imprisoned and recognises that the level of risk and safeguarding of the victim needs to be reassessed when a perpetrator is released from prison. In most cases this happens, although there are some weaknesses in the systems for ensuring the police's prisoner handling team routinely keep victims updated when a perpetrator is released without charge following an initial arrest. Tackling the behaviour of the most serious domestic abuse perpetrators is important and Cleveland Police has recognised that it needs to do more of this. Although it is in the early stages of development, there are initiatives underway to tackle this.

The force has processes in place to ensure contact is maintained with the victim in cases where a perpetrator is imprisoned to guarantee victims are kept informed about release dates. The force's intelligence unit receives notification of prison releases usually from the probation service. The unit will inform DVIT

who ensure the risk level to the victim is reviewed and safety plans are put in place.

The force is currently running a project called 'VOICE' in partnership with a local prison to control the opportunities a perpetrator has for contact with a victim, via letters and phone calls, to reduce the risk of threats being made to victims of domestic abuse.

Where a perpetrator is being released on bail, the risk level to the victim would usually be reviewed by the DVIT depending on the risk posed to the victim. Staff liaise with the courts to ensure the victim is updated on bail decisions at the earliest opportunity. However, we found a lack of clarity regarding how the risk level to victims is reviewed when those perpetrators, dealt with by PHTs, are bailed by the court. In addition, there was little evidence of the risk level to victims being reviewed when perpetrators were released without charge from police custody, often following their arrest to prevent a breach of the peace.

There is some limited evidence of serial and serious perpetrators being identified and managed by the force, although it acknowledges this as an area for improvement. The force has some processes in place supported by the force IT systems to identify repeat perpetrators. We found some evidence of plans being put in place to reduce their offending, often by adopting a multi-agency problem-solving approach. However, this approach was not consistently applied across the force.

There are other opportunities available to manage perpetrators' behaviour, as there are perpetrator programmes run in each of the four local authority areas. However, these schemes are reliant on self referrals, are often oversubscribed and receive limited funding.

Following a detailed analysis of the force's serial and serious domestic abuse perpetrators, an initiative has recently been introduced to address the behaviour of those individuals who have committed domestic abuse against five or more partners. The force has ensured those identified are not currently being managed by any other schemes, such as MARAC. There are currently four individuals nominated for this initiative with officers from the DVIT given responsibility for formulating and managing plans to reduce their offending behaviour. It is hoped over the next few months that this initiative will be extended, bringing about further improvements in the way the force and partner agencies identify and manage serial and serious perpetrators.

Repeat victims are reviewed by the DVIT where there have been no further calls. Supervisors will check that all actions associated with victim safety plans have been completed.

Most local officers and commanders understand which families are at greatest risk in their area. Information is brought to their attention in various ways such as through local briefings, pacesetter meetings and regular meetings with partner agencies, for example, the local authority housing departments. This knowledge and understanding was evident during interviews and reality testing with staff working in most areas of the force. However, this was not found to be the case in all areas.

The force has had involvement with two domestic homicide reviews. The reviews have been managed by the relevant community safety partnership. The force has processes in place to ensure corporate learning is captured and turned into positive action. Recommendations for improvements are incorporated into the force's domestic abuse action plan with progress monitored and managed at the public protection gold group.

Domestic abuse is embedded in the force's performance management processes. Scrutiny and accountability for performance relating to domestic abuse is evident at various levels of the force, with a particular focus on increasing the reporting of domestic abuse and reducing the number of repeat victims. The force itself reviews performance in tackling domestic abuse through a wide range of forums including the monthly strategic performance group, tactical support group and force tasking and co-ordination group meetings, chaired by chief officers and attended by senior managers. The current performance management regime is enhanced by the force's IT system, team performance accountability mechanism (TPAM) which provides performance data relating to domestic abuse at both a force and LPA level.

At LPA level, chief officers conduct performance meetings with local commanders and their senior management teams where performance relating to domestic abuse is managed. This influences the performance meetings senior management teams hold with sergeants and inspectors. On a daily basis the LPAs hold meetings, attended by senior managers, supervisors and detectives, prior to the force pacesetter meeting, to co-ordinate police activity to tackle domestic abuse. They review domestic abuse incidents with a strong focus on actions taken to deal with incidents involving medium and high risk victims. This focus will include a review of safety planning arrangements and the tasking of resources to arrest perpetrators. Reality testing included attendance by HMIC staff at one of the force's pacesetter meetings; this provided evidence of the high level of scrutiny and management applied to domestic abuse related issues and the coordination of resources to tackle them.

Recommendations

As a result of this inspection, HMIC has developed recommendations which are designed to tackle any risks identified in the service to victims of domestic abuse. These force specific recommendations should be considered in conjunction with recommendations to all forces set out in the national report.

The force should:

1. ensure all staff in the control room are aware of the definitions of a repeat and vulnerable victim to ensure identification at the earliest opportunity;
2. ensure staff are using new software, due to be introduced early 2014, to efficiently and effectively manage resources;
3. ensure training on domestic abuse includes the psychological effects and the different types, such as coercive control;
4. provide domestic abuse training to front enquiry office staff;
5. extend the types of safety measures immediately available to IRT staff to enable them to increase the security of victims;
6. clarify how the risk assessment process for medium-risk victims is reviewed, following the initial risk assessment by the first attending officer and quality assurance by the RASPOs;
7. address its lack of oversight and scrutiny of safety planning arrangements once cases have been referred to IDVAs and outreach services;
8. improve the knowledge of IRT staff regarding the support services available for victims of domestic abuse;
9. review how the risk level to victims is reassessed when those perpetrators, dealt with by PHTs, are bailed by the court;
10. review how the risk level to victims is reassessed when perpetrators are released without charge from police custody;
11. continue to improve the way serial and serious perpetrators of domestic abuse are identified and managed; and
12. ensure the understanding of local officers and commanders, as to which families are at greatest risk of domestic abuse in their area, is consistent across the force.

Glossary

Bail conditions

A court can remand a defendant in custody or grant bail, with or without conditions attached. Before the first court hearing, the police can also retain a defendant in custody or grant bail, with or without conditions attached, but their powers to do so are more limited than the court's. Conditions can only be imposed to ensure that the defendant attends the next court hearing, commits no new offences in the meantime, and does not interfere with any witnesses or obstruct the course of justice.

Body worn camera

A video camera, worn on the helmet or upper body of an officer, which records visual and audio footage of an incident.

CAADA (Co-ordinated Action Against Domestic Abuse)

CAADA is a national charity supporting a strong multi-agency response to domestic abuse. Its work focuses on saving lives and public money.

CAADA provides practical help to support professionals and organisations working with domestic abuse victims. The aim is to protect the highest risk victims and their children – those at risk of murder or serious harm.

CCTV

Evidence from Closed Circuit Television (CCTV) can be used to support police investigations. It is primarily used for corroborating what is already known in investigating incidents and to trigger further opportunities to carry out investigation, such as the identification of witnesses and suspects.

Clare's Law

Clare's Law – the Domestic Violence Disclosure Scheme – is designed to provide victims with information that may protect them from an abusive situation before it ends in tragedy. The scheme allows the police to disclose information about a partner's previous history of domestic violence or violent acts. The Domestic Violence Disclosure Scheme is named after Clare Wood who was

brutally murdered in 2009 by her former partner George Appleton, who had a record of violence against women.

Code of Practice for Victims of Crime

The Code of Practice for Victims of Crime (the Victims' Code) places a statutory obligation on criminal justice agencies to provide a standard of service to victims of crime or, where the victim died as a result of the criminal conduct, their relatives. The obligations the Victims' Code places on the agencies concerned include that:

- They provide victims, or their relatives, with information about the crime, including about arrests, prosecutions and court decisions;
- They provide information about eligibility for compensation under the Criminal Injuries Compensation Scheme;
- Victims be told about Victim Support and either be referred on to them or offered their service;
- Bereaved relatives be assigned a family liaison police officer; and
- Victims of an offender who receives a sentence of 12 months or more after being convicted of a sexual or violent offence have the opportunity to make representations about what licence conditions or supervision requirements the offender should be subject to on release from prison.

There are enhanced entitlements for victims of the most serious crime which includes domestic violence.

Coercive control

This is term and concept developed by Evan Stark which seeks to explain the range of tactics used by perpetrators and the impact of those on victims. It highlights the on-going nature of the behaviour and the extent to which the actions of the perpetrator control the victim through isolation, intimidation, degradation and micro-regulation of everyday life. Crucially it sets out such abuse can be psychological as well as physical. Coercive control is explicitly covered by the definition of domestic abuse.

Control room

A police control or communications room manages emergency (999) and non-emergency (101) calls, and sending police officers to these calls.

Counter-allegation

Where someone initially identified as the perpetrator makes an allegation against the victim. If counter-allegations are not identified and resolved agencies may be providing services to the perpetrator and inadvertently helping them isolate and control the victim. The victim may not get access to the services they need because they are labelled 'the perpetrator'.

Crime Scene Investigator

Police staff who work alongside uniformed and plain clothed police officers during the investigation of a crime to locate, record and recover evidence from crime scenes.

DASH – domestic abuse, stalking and harassment (DASH 2009)

DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help front-line practitioners identify high risk cases of domestic abuse, stalking and so-called honour-based violence.

Domestic Homicide Review

Local areas are expected to undertake a multi-agency review following a domestic homicide. The process aims to assist all those involved, to identify the lessons that can be learned from homicides where a person is killed as a result of domestic violence, with a view to preventing future homicides and violence.

Domestic Violence Prevention Notices (DVPN)

A DVPN is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence.

This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim.

A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that:

- the individual has been violent towards, or

- has threatened violence towards an associated person, and
- the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN

Female Genital Mutilation (FGM)

Female genital mutilation (sometimes referred to as female circumcision) refers to procedures that intentionally alter or cause injury to the female genital organs for non-medical reasons. The practice is illegal in the UK.

Frontline

These are police officers or police staff who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law. The HMIC publication, Policing in Austerity: Rising to the Challenge (2013) sets this out in more detail.

Golden hour

Commonly used to refer to the time after a crime has been committed during which there is maximum potential for recovery of forensic evidence

Harassment

The term harassment is used to cover the 'causing alarm or distress' offences under section 2 of the Protection from Harassment Act 1997 as amended (PHA), and 'putting people in fear of violence' offences under section 4 of the PHA.

House-to- house

House-to-house enquiries are likely to feature in many investigations to: identify suspects and canvas for witnesses in areas connected to an incident, establish who lives or works in a particular location, and obtain an account of their movements during relevant times.

High risk

Term used when, following a DASH risk assessment, there are identifiable indicators of risk of serious harm. The potential event could happen at any time and the impact would be serious. Risk of serious harm (Home Office 2002 and OASys 2006): 'A risk which is life threatening and/or traumatic, and from which recovery, whether physical or psychological, can be expected to be difficult or impossible'.

IDVA – independent domestic violence adviser

Independent domestic violence advisers or advocates (IDVAs) are trained specialists who provide a service to victims at high risk of harm from intimate partners, ex-partners or family members, with the aim of securing their safety and the safety of their children. Serving as a victim's primary point of contact, IDVAs normally work with their clients from the point of crisis, to assess the level of risk, discuss the range of suitable options and develop safety plans.

Incident

When a member of the public calls for police assistance, or a police officer observes or discovers a crime the police usually create an incident record. This is the first step, the police will then decide whether a crime has been committed and, if it is appropriate, create a crime record.

Intimate Partner Violence

This describes physical, sexual, or psychological harm by a current or former partner or spouse. This type of violence can occur among heterosexual or same-sex couples and does not require sexual intimacy.

MARAC (Multi-Agency Risk Assessment Conference)

MARACs are regular local meetings where information about high risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies. By bringing all agencies together at a MARAC, and ensuring that whenever possible the voice of the victim is represented by the IDVA, a risk focused, co-ordinated safety plan can be drawn up to support the victim. There are currently over 270 MARACs operating across England, Wales, Scotland and Northern Ireland managing more than 64,000 cases a year.

MASH – Multi Agency Safeguarding Hub

A Multi Agency Safeguarding Hub (MASH) brings together staff from police and partner agencies who work from the same location, sharing information and ensuring a timely and joined-up response to protect children and vulnerable adults.

Medium risk

Term used when following a DASH risk assessment there are identifiable indicators of risk of serious harm. The offender has the potential to cause serious harm but is unlikely to do so unless there is a change in circumstances, for example, failure to take medication, loss of accommodation, relationship breakdown, drug or alcohol misuse.

National Domestic Abuse helpline

A Freephone 24 Hour National Domestic Violence Helpline, run in partnership between Women's Aid and Refuge, is a national service for women experiencing domestic violence, their family, friends, colleagues and others calling on their behalf.

The Helpline can give support, help and information over the telephone, wherever the caller might be in the country. The Helpline is staffed 24 hours a day by fully trained female helpline support workers and volunteers. All calls are completely confidential. Translation facilities for callers whose first language is not English, and a service for callers who are deaf or hard of hearing are available.

Partnership

A term used where collaborative working is established between the police and other public, private or voluntary organisations.

Police and Criminal Evidence Act 1984 (PACE)

The Police and Criminal Evidence Act 1984 and the PACE codes of practice provide the core framework of police powers and safeguards around stop and search, arrest, detention, investigation, identification and interviewing detainees.

Positive action

The term refers to the steps and action taken at all stages of the police response to ensure effective protection of victims and children, while allowing the criminal justice system to hold the offender to account. It is often used in the context of arrest policy, police guidance states that “arrest will normally be ‘necessary’ under the terms of PACE to protect a child or vulnerable person, prevent the suspect causing injury and/or to allow for the prompt and effective investigation of the offence”.

Problem-solving

Problem-solving is a term used in policing where forces systematically identify and analyse crime and disorder problems, develop specific responses to individual problems and subsequently assess whether the response has been successful.

Refuge

A refuge is a safe house where women and children who are experiencing domestic violence can stay free from abuse. Refuge addresses (and sometimes telephone numbers) are confidential. According to Women’s Aid on a typical day, **over 7000 women and children** are resident in refuge accommodation in England

Risk assessment

A risk assessment is based on structured professional judgment. It provides structure and informs decisions that are already being made. It is only a guide/checklist and should not be seen as a scientific predictive solution. Its completion is intended to assist officers in the decision-making process on appropriate levels of intervention for victims of domestic violence.

Safeguarding

The term safeguarding is applied when protecting children and other vulnerable people. The UK Government has defined the term ‘safeguarding children’ as:

“The process of protecting children from abuse or neglect, preventing impairment of their health and development, and ensuring they are growing up in circumstances consistent with the provision of safe and effective care that enables children to have optimum life chances and enter adulthood successfully.”

Sexual Assault Referral Centre (SARC)

SARCs are specialist medical and forensic services for anyone who has been raped or sexually assaulted.

They aim to be a one-stop service, providing the following under one roof: medical care and forensic examination following assault/rape and, in some locations, sexual health services.

Standard Risk

Term used following a DASH risk assessment where current evidence does not indicate likelihood of causing serious harm.

Victim Personal Statement

The Victim Personal Statement (VPS) gives victims an opportunity to describe the wider effects of the crime upon them, express their concerns and indicate whether or not they require any support.

Provisions relating to the making of a VPS and its use in criminal proceedings are included in the Code of Practice for Victims of Crime (Victims' Code), which was published on 29 October 2013 and came into force on 10 December 2013.

Vulnerable

A term used to describe a person who is in need of special care, support, or protection because of age, disability, or risk of abuse or neglect.

What Works Centre for Crime Reduction

The What Works Centre for Crime Reduction is hosted by the College of Policing. The What Works Centre for Crime Reduction will: review research on practices and interventions to reduce crime, label the evidence base in terms of quality, cost and impact, and provide police and crime commissioners and other

crime reduction partners with the knowledge, tools and guidance to help them target their resources more effectively.

It will be led by a core team from the College of Policing, and supported by a "commissioned partnership programme" which has been jointly funded by the College and the Economic and Social Research Council.