

**OFFICE OF THE POLICE AND CRIME COMMISSIONER
FOR HUMBERSIDE
DECISION RECORD**

Decision Record Number: **40/2015**

Title: **Youth Engagement and Diversionary Activities**

Executive Summary:

Report submitted seeking a clear direction for the future of PCC investment into young people, diversionary activities and early intervention. It considered the current situation and funding arrangements, including a review of the Catch 22 operations and recommended a structured approach for 2016/17.

Decision:

(a) That Catch 22 continue to be funded under the current grant agreement for the remaining 6 months of the financial year to the end of March 2016, as per option 1; (b) that it be clearly identified who has accessed the £287k in match funding and who would carry out the tasks currently covered by the Catch 22 management fee; (c) that, in principle, investment in the local YOTs be continued for 2016/17 and 2017/18 (amount to be determined) in order to contribute to the development of their prevention/intervention work, and (d) that the report be submitted to the next meeting of the Corporate Governance Group.

Background Report: Open

Police and Crime Commissioner for Humberside

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with my code of conduct.

Any such interests are recorded below.

The above decision has my approval.

Signature



Date **09.09.15**

**POLICE AND CRIME COMMISSIONER
FOR HUMBERSIDE**

SUBMISSION FOR: DECISION

OPEN

Title: Youth Engagement and Diversionary Activities

Date: 5 August 2015

1. Executive Summary

The purpose of this report is to set clear direction for the future of PCCs investment into young people, diversionary activities and early intervention. It considers the current situation and funding arrangements, including a review of the Catch 22 operations, and recommends a structured approach for 2016/17

2. Recommendation(s)

- i. That the PCC agrees to continue funding Catch 22 under the current grant agreement for the remaining 6 months of the financial year to the end of March 2016, as per Option 1.
- ii. That the PCC continues to invest in the Positive Lifestyles brand up to a maximum cost of £200k for 2016/17 and that the investment is managed through a steering group consisting of representatives from the OPCC, the four local authorities and Humberside Police. As per Option 3, this group will also be responsible for monitoring the impact of the investment on local communities, act as a conduit for sharing good practice, identify and raise match funding, and co-ordinate joint activities and training.
- iii. That the PCC maintains investment in the local YOTs for 2016/17 and 2017/18 in order to contribute to the development of their prevention/intervention work. As per Option 5.

3. Background

The PCCs commitment to youth, early intervention and 'getting upstream' of crime, as set out in the Police and Crime Plan, is manifest in the level of funding that has been committed to those working with young people, youth engagement and diversionary activities. Funding from the PCCs mainstream budget and Crime Reduction Fund (CCRF) has been invested as follows:

CCRF investment	2015/16	2014/15
Princes Trust	£48,000	
Cat Zero	£20,000	
Hull FC – Raise your Game (community based youth programme)	£10,000	£7,200

Hull KR (youth engagement activities)	£8,000	
Local Works (supporting young people)	£8,000	
Prison, Me? No Way! (Awareness and early intervention – CSE)	£14,000	
Total	£108,000	£7,200

Mainstream budget	2015/16	2014/15
Catch 22 (Positive Lifestyles)	£111,420 (six months funding to September 2015)	£222,840
Hull YOT	£91,124	£91,124
East Riding YOT	£53,648	£53,648
North Lincs YOT	£56,162	£56,162
North East Lincs YOT	£57,536	£57,536
Total	£369,890	£481,310

The largest investment is a grant agreement with Catch 22 to provide a programme of youth diversionary activities under the Positive Lifestyles brand. This agreement is currently in place until September 2015, pending the decisions and recommendations in this report. The delivery structure and mechanisms of this grant agreement are detailed in the attached **Appendix A**.

These details show that Catch 22 have sub-contracts to deliver work through the local authorities, and further, on to community-based groups/projects including local sports clubs (both amateur and professional), the PCC has also separately funded local professional and amateur sports clubs to deliver engagement and diversionary activities to young people through the Crime Reduction Fund (CCRF). On the face of it, there would appear to be an element of duplicate funding into some of these groups.

Youth Offending Teams (YOTs) continue to be funded through the PCCs core budget. Recent independent evaluation by Deloitte (Youth Offending Team Stocktake, May 2105) found that the YOTs “...work closely and effectively with partner agencies and in a holistic manner to take account of young people’s wider needs.”

Encouragingly the report also shows that while YOTs continue to remain focused on delivering their core statutory duties in response to formal disposals, a majority (currently 75%) also deliver some form of wider preventative activity with young people. The local funding model give YOTs enough autonomy to develop local, bespoke, interventions and activities to meet the needs of young people. The report found that “YOTs focus on the individual as a person, rather than as an offender, with an emphasis on a holistic approach to meet the total needs of the individual; this means that in some cases YOTs go beyond what might be deemed proportionate in their

interventions with young people.” Deloitte further reports that the nature of the multi-agency work carried out by the YOTs is “comparatively effective” and does not appear to result in a duplication of any effort across the services.

As a core funder of the YOT services, it would be beneficial to become more involved in the management and development of the prevention and intervention element of their business, thus taking advantage of the partnership working strengths of the local model. This would also ensure a ‘link up’ of the services the PCC funds at the community and early intervention level with the preventative and intervention work carried out by the YOTs, thus providing a common ‘thread’ through the differing levels of services offered to young people in the area.

The Prince’s Trust secured funding for 2015/16 in order to deliver a project aimed at identifying 60 young people aged 16-25 in the Humberside area who were deemed ‘at risk’ of embarking on a life of crime. These young people will be recruited onto a programme of activities, support, and engagement with a view to getting them into employment, education, volunteering or training. The Prince’s Trust will work very closely with partners to do this, most specifically the local authority, Humberside Police and the YOTs.

The above information shows considerable investment by the PCC, but there are elements of duplication and a more structured approach needs to be adopted to ensure that we can measure value for money and that any return on the investment, and contribution to successful partnerships, can be monitored.

Links to Police and Crime Plan outcomes:

The Police and Crime plan is very clear about wanting to ensure that resources are targeted at the earliest possible opportunity, ‘getting upstream of crime’. This kind of early intervention and youth diversionary approach is a perfect example of how we can try to engage young people who may be, or are, on the cusp of offending behaviour, or at risk from the influences of offending, in order to prevent them from committing crime.

It is also a perfect way of engaging young people at the earliest opportunity in order to build fully engaged and enabled communities in the future. Hopefully this will promote a tendency to engage with, not only the police, but other agencies and aid with local problem solving and community action. These are direct links to the outcome ‘Protect the Public and Improve Safety’

4. Options – Catch 22 funding 2015/16

Option 1

That the PCC continues to invest in the grant agreement currently in place with Catch 22 for the remaining 6 months of the financial year 2015/16. This will enable current programmes of activity to continue until alternative steering/governance arrangements can be made. There are also advanced plans being made for activities to be delivered involving Catch 22 toward the end of the year, which should be honoured and not jeopardised by lack of

financial support. **This is the preferred option** and appears in the recommendations section of this report.

Option 2

That the PCC ceases to invest in Catch 22 at the end of September 2015 when the current 6-month grant agreement ends. If this were to happen it would compromise the current delivery arrangements with the local authorities, and would not give any organisation enough time to make alternative arrangements for delivery to commence in October 2015. This option has been rejected on these grounds.

Options – Funding and governance arrangements for the Positive Lifestyles brand for 2016/17

Option 3

That the OPCC establishes a steering group consisting of representatives from the sports/activity development departments of the four local authorities, representatives from the community safety unit of Humberside Police and the OPCC (suggest the Commissioning and Granting Manager represents). This steering group will meet on a 2-monthly basis and will be responsible for the governance and development of Positive Lifestyles as the PCCs brand and investment in supporting diversionary activities for young people. Reporting directly to the Police and Crime Commissioner through submissions sessions.

The group will receive monthly monitoring information from all activities delivered using the PCCs money under the Positive Lifestyles banner and work to terms of reference which include:

- Identification, application and securing of matched funds
- Sharing good practice
- Exploiting shared and joint opportunities for activities and training
- Networking and peer support/advice

More information on what this group might look like appears in the 'consultation' section of this report (s. 9), and draws together the views and requirements of the local authorities who are currently working with Catch 22 to deliver diversionary activities through SLAs and further contracts which sit under our top level grant agreement. **This is the preferred option**, and appears in the recommendations section of this report.

It is suggested that work begins immediately on building these arrangements and the steering group is established as soon as possible in order to be functioning and effective on 1 April 2016. Initial conversations need to focus on funding allocations and arrangements through the local authorities and their delivery partners, with Local Authority representatives presenting their business cases for funding before the end of January 2016.

During the 2016/17 year, the steering group will explore the possibility of pooling budgets for 2017/18 to become a 'joint commissioning' function for these types of services across all four local authorities, signing up to the

broad principles of the PCCs Commissioning Framework and buying the services through a single portal/function.

Option 4

That the PCC engages a partner through a competitive tendering process to co-ordinate the delivery, management and investment of the Positive Lifestyle brand through a series of SLA's and contract arrangements with local authorities and third sector/grass roots sports/activity suppliers. This option has been rejected on the grounds that the current arrangements provide no tangible benefits to delivery agencies that could not be carried out by a steering group as outlined in Option 3 above. Therefore saving the cost of management and co-ordination fees (currently circa £30k) which can be used by the PCC to re-invest in local communities, victim support services and good causes.

Options – YOT Funding

Option 5

That the PCC continues to invest in Youth Offending Teams in 2016/17 at the same level as previous years investment, i.e. £258,470 across the four local authority areas. Information highlighted in the Delloitte stocktake would suggest that YOTs generally provide good value for money, with the majority now getting involved earlier in the life of potentially troubled individuals, this provides a basis and some evidence for YOTs being a sound investment for PCCs.

The OPCC will pursue active involvement at YOT management boards to align the PCCs ambition to divert young people away from the risk of offending and encourage their development of early intervention/prevention work. This would also prove a useful place from where to link the YOTs work with that of the Positive Lifestyles brand.

Option 6

That the PCC ceases funding YOTs completely in 2016/17. This would be a counter-productive measure and show no support or commitment to the work carried out by youth offending teams and no encouragement for their development of the prevention and early intervention work. This option is strongly discouraged.

5. Risks

The recommended new arrangements for the Positive Lifestyle brand do not present any greater financial risk than the current arrangements through a third party management agent, it is hoped that the new arrangements will provide a saving of at least the circa £30k management and co-ordination costs.

The only risk is to the extra pressure on the workload of OPCC staff in administering and managing the steering group, however, careful planning and preparation, along with closer working with the local authority

representatives and inclusion of Humberside Police should ensure that the pressure or volume of extra work does not become too great.

6. Financial Implications

As previously stated, the recommendations made should provide an initial saving of circa £30k on management and co-ordination fees. Early business cases from the local authorities in the preparation stages for the April 2016 steering group arrangements should provide ample time for the 2016/17 financial planning cycle. Also, a requirement for the steering group to identify and attract matched funds through the groups ToR's should also ensure that the PCC's investment is maximised and enhanced.

7. Legal Implications

None

8. Equalities Implications

None

9. Consultation

Preparation work carried out to inform this paper consisted of speaking with the local authority representatives currently working with Catch 22. North and North East Lincolnshire Council and the East Riding of Yorkshire council's sports and associated services managers have contributed their opinions to the recommendations. Their views were sought on the value added by Catch 22 under the current funding structure.

Although the majority struggled to identify the 'added value' of the Catch 22 function in the current funding model, they all agreed that a network group or steering group, that met on a regular basis to share good practice, ideas and opportunities, would be a bonus, as would the opportunity to work together to access more funding and get support when applying for alternative funding streams.

They also agreed that a simple 'returns' template for capturing data, feedback and budget monitoring would be a useful aid to measuring how effective and successful the individual services have been. This could be collected on a monthly basis and presented at 2-monthly steering group/monitoring meetings.

10. Media information

None at the moment, however, would suggest that the new arrangements for 2016/17 would be worthy of a media release to show how the PCC is working in partnership to invest in youth diversionary activities.

11. Background documents

None, other than the information appended.

12. Publication

Not confidential

Catch 22 (Positive Lifestyles) – Grant agreement delivery and structure

Funding

Catch 22 currently receive c£222k per year to deliver the Positive Lifestyles programme across the Humberside area. Positive Lifestyles provides local preventative, diversionary, fun activities and interventions for vulnerable young people (8-19 yrs) across Humberside that may be at risk of entering the criminal justice system.

This funding is split into c£29 management and support costs and c£193 on projects delivered via sub-contracted agreements with the four local authorities and other delivery partners.

The current grant agreement for 2015/16 covers the first six months of the year until the end of September 2015 to allow for a review of the arrangements.

The Programme Costs cover all partner payments for the delivery of the programme across the four unitary authorities. This includes the delivery of all sessions by each authority, staff on the programmes and all related delivery costs, the apprenticeship programme and education days. The below table illustrates the funding spread by local authority area for 2014/15:

Provider:	Annual Contracted Amount	Notes:
Hull	£46,000	SLAs held with Local Works Tigers Trust Hull Kingston Rovers
East Riding	£35,900	SLA held with Hull FC
N.East & N.Lincolnshire	£71,874	Contract held with NE Lincs who manage the budget for NLincs
Roots	£40,000	Apprenticeship provider. Supporting education of apprentices across all authorities.
TOTAL	£193,774	

The

remaining £29k management and support costs includes:

- Support staff
- Contract Management of programme delivery
- Delivery of sessions in Hull.
- Sessional staff to support session delivery, induction, training and support
- Administration: all contracts, SLAs, finance profiles, processing of BACS payments, invoices
- Out of hours contact until 9pm Mon-Friday and a weekend out of hours number
- Data management on VIEWS

- Apprentice interviews, induction support and & weekly mentoring support
- Payment of apprenticeship travel to weekly education day
- Website and twitter feed
- Impact Report
- Match Funding
- Promotional events

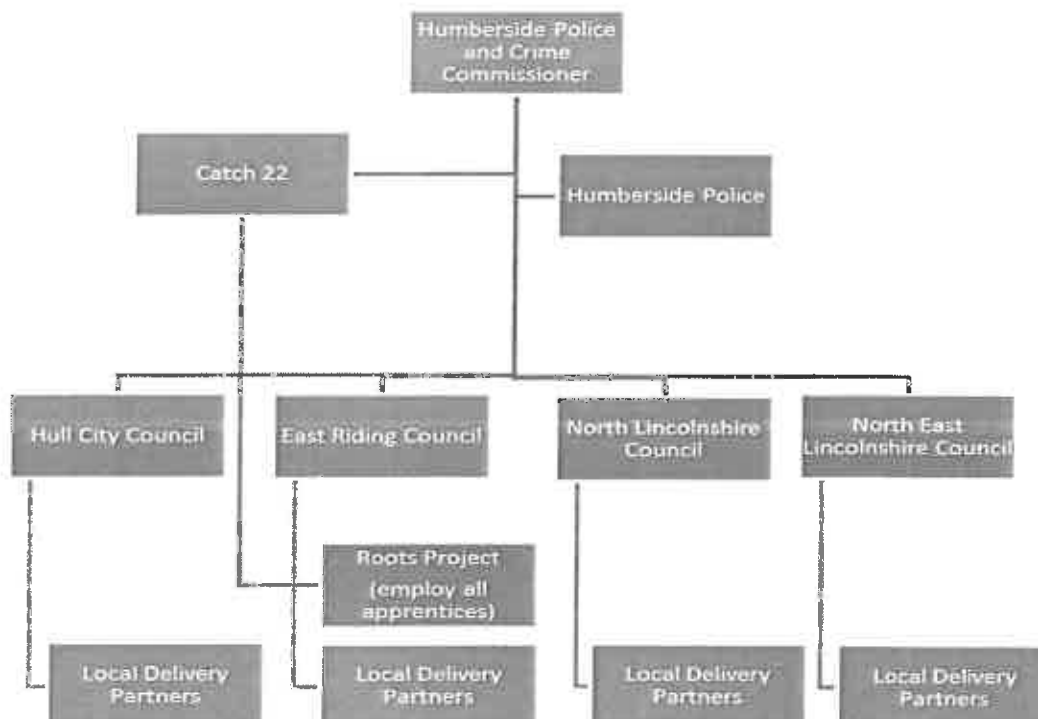
TOTAL £29,066

Delivery structure

Catch 22 work in partnership with the four local authorities in the Humberside area in order to deliver the Positive Lifestyles programme. The programme uses diversionary activities to engage young people and help to build self-esteem and confidence through their participation in group activities, sports and recreation in a supervised and ordered environment.

Activities for the most difficult to reach young people are provided locally to them, and at the most convenient times, to ensure maximum engagement opportunities. Working with other partners, Humberside Police and the local authorities, the service also operates to address peaks of anti-social behaviour, the sessions are offered in areas, and at times, identified at multi-agency meetings as problematic and attracting nuisance behaviour and groups of young people. The activities run for a minimum of 12 weeks and links and referrals into locally established community clubs, where young people already attend, are made.

The delivery structure and contracts are illustrated below:



Sub-contracts

The activities delivered by each of the local authorities are detailed in the schedules below, these contract agreements are managed by Catch 22 via quarterly steering groups in the local authority areas attended by all those responsible for delivering the activities, a Humber-wide steering group has also been established.

East Riding 2015

Area	Location	Dates	Times	Activity
Bridlington	Bridlington Club for Young People – Thorpe Street	Every Monday	5.00pm – 7.00pm	Basketball
Bridlington	Bridlington School – ASTRO Community football session	Every Tuesday	3.00pm – 5.00pm	Football
Bridlington	Bridlington club for young people	Every Wednesday	6.00pm – 8.00pm	Skate Park
Bridlington	North Street – ASB Session Football Stadia	Wednesday's	6.00pm – 8.00pm	Multi Sport
Bridlington	Bridlington club for young people	Every other Thursday – Starting 1st th May (girls only -14-25yrs old)	6.00pm – 8.00pm	US Girls
Bridlington	Bridlington School – ASTRO After School football session	Every Thursday	3.00pm – 5.00pm	Football
Bridlington	Bridlington club for young people	Every Friday	3.30pm – 5.30pm	Dodgeball
Bridlington	Bridlington School – ASTRO Twilight Football	Every Friday	7.00pm – 9.00pm	Football
Goole	Goole Leisure Centre Twilight Football	Every Thursday	5.30pm – 7.30pm	Football
Hornsea	Hornsea Leisure Centre Twilight Football	Every Friday	7.30pm – 9.00pm	Football
Howden	Howden Secondary School Twilight Football	Every Friday	7.00pm – 8.30pm	Football
Withemsea	Withemsea Leisure Centre Twilight Football	Every Friday	8.00pm – 10.00pm	Football

Bridlington	Gypsy Road – ASB Session Football Stadia	TASTER SESSIONS – Tuesday & Thursday's during Easter Holidays	10.00am 1.00pm	Multi sport
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School based Positive Lifestyles sessions

Bridlington	Activfirst, Bridlington (11- 16yrs old)	Every Monday – term time only	1.00pm – 3.00pm	Multi Sport	Adam Gibson - lead
Bridlington	New Pasture Lane Primary School (10-11yrs old)	Every Thursday – term time only	10.00am- 11.45am	Young Leaders Award	Joel Rollinson - lead
Bridlington	Hilderthorpe Primary School (10-11yrs old)	Every Thursday – term time only	1.00pm- 2.45pm	Young Leaders Award	Joel Rollinson - lead
Goole	Youth Action Partnership group (14-16yrs old)	Every Thursday – term time only	1.30pm – 2.30pm	Multi Sport	Steven Snell - Lead Jodie Lund – Assistant

Hull 2015

Area	Location	Dates	Times	Activity	Delivery
Hull-Legacy	St John's Church, Rosmead Street	Monday	6-8pm	Multi Sport	Emma
Hull	Shaw Park/OPE	Monday	6.30-8.30pm	Multi Sport/Outreach	PW/BS/App2
Hull	Shaw Park/OPE	Tuesday	7.30-9.30pm	Multi Sport/Outreach	PW/BS/App2
Hull	Shaw Park	Wednesday	6.30-8.30pm	Multi Sport	PW/BS/App2
Hull	Soccer Sensations Local Works	Thursday	3.30-5.30pm	Multi Sport	Local Works +1 app
Hull	Woodford Leisure Centre	Thursday	6-8pm	Multi Sport	RR/ App2
Hull	Sculcoates Lane	Friday	5-7pm 7-8pm	Multi Sport Basketball	PW//App2
Hull	Woodford Leisure Centre	Friday	6-8pm	Multi Sports	Tigers Trust (2)

South Bank - 2015

Sport Lincs Provision North East Lincolnshire				
Positive Lifestyles Project Activity North East Lincolnshire				
Day	Time	Location	Activity	Ward
Monday	1800 - 2000	Sidney Park	Football	Sidney/Sussex
Monday	1800 - 2100	Trin Youth Centre	Football	Cleethorpes
Monday	1900 - 2200	Oasis Wintringham	Football	Park

Monday	1900 - 2100	Oasis Wintringham	Skate Park	Park
Monday	1730 - 1830	West Marsh CC	Street Dance	West Marsh
Tuesday	1900 - 2030	Oasis Immingham	Street Dance	Immingham
Wednesday	1800 - 1900	Ormiston Maritime Academy	Street Dance	South
Thursday	1900 -2100	Cleethorpes Sea front	Mobile Team	South
Thursday	1900 - 2100	Nunsthorpe	Football	South
Thursday	1800 - 2100	Whitgift Academy	Football	Freshney
Friday	1900 - 2130	West Marsh CC	Football	West Marsh
Friday	1900 - 2130	Riverhead / Top Town	Mobile Team	Freshney
Friday	1700 - 1830	West Marsh CC	Street Dance	West Marsh
Friday	1800 - 1900	West Marsh CC	Football	West Marsh
Friday	1700 - 1900	Havelock School	Football	East Marsh
Friday	1800 - 2100	Whitgift Academy	Football	Freshney
Friday	1730 - 1930	Whitgift YPC	Street Dance	Freshney
Friday	1800 - 2100	Oasis Wintringham	Football	Park
Friday	1800 - 2100	Bradley Development	Football	South
Friday	1730 - 1900	Alerton Primary	Rugby League	Immingham
Friday	1730 - 1900	St Andrews Church	Youth Club	Haverstoe
Friday	1700 - 2300	Borough Wide	Safeguarding	Borough Wide
Saturday	1000 - 1200	West Marsh	Football	West Marsh
Saturday	1800 - 2100	Whitgift Academy	Football	Freshney
Saturday	1900-2100	Ghetto Skate Park	Skate Park	East Marsh
Saturday	1800 - 2000	Nunsthorpe	Football	South
TOTAL				
North Lincolnshire Positive Lifestyles				
Day	Time	Location	Activity	Ward
Tuesday	1730 - 1900	St Lawrence	Football	
Wednesday	1900 - 2100	Bottesford	Mobile Team	
Friday	1730 - 1900	West Cliff CC	Street Dance	
Friday	1800 - 2000	Melior	Football	
Sunday	1500 - 1700	Riddings	Multi Sports	

Evaluation and monitoring

Performance management of the Catch 22 grant agreement has been informal and ad-hoc since the agreements were put in place in 2014, despite Catch 22 signing up to formal Terms and Conditions. The management and evaluation of the agreement consists of regular update meetings between the Catch 22 co-ordinator and representatives from the OPCC.

More recently the OPCC has introduced the UPSHOT performance management tool to a number of high-value contracts, including the Catch 22 agreement. This system will begin to collect and record performance management data in a clear, consistent and easily trackable format. However, it has not been in use long enough yet to provide any firm, reliable, data.