



OFFICE OF THE POLICE & CRIME COMMISSIONER FOR NORFOLK

ORIGINATOR: Policy, Research and Equalities
Officer

DECISION NO. 2019/13

REASON FOR SUBMISSION: For decision

SUBMITTED TO: Police and Crime Commissioner

SUBJECT: Pathways Out Programme

SUMMARY: Norfolk's crime profile has been influenced by the influx of County Lines linked offending and wider changes in the way crime is committed. Violence and the threat of violence are used by County Lines gangs in the criminal exploitation of vulnerable people, as identified in Norfolk Constabulary's crime profile assessment.

County Lines has been linked to the criminal exploitation of children. Therefore the influx of County Lines necessitates measures to prevent the criminal exploitation of young people locally. The OPCCN received funding from the Home Office to respond to serious violence locally and part of this bid was to provide a Pathways Out Programme, with the aim of offering young people vulnerable to exploitation alternative economic futures.

Extensive desk based research and consultation with experienced providers and local stakeholders was undertaken to identify the most appropriate way to achieve the programme's aim. The conclusion was to fund a mentoring service which aimed to motivate young people at risk of criminal exploitation to pursue alternative economic futures.

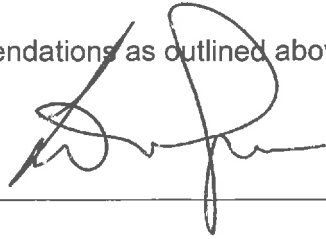
A pilot to deliver this service has been co-produced with the Mancroft Advice Project (MAP), the Youth Offending Team and various other stakeholders. MAP will work in local schools with young people aged 17 and under to provide mentoring support with the aim of improving resilience to criminal exploitation.

RECOMMENDATION: Fund a one year pilot to test delivering a mentoring service to young people at risk of child criminal exploitation aiming to support them into alternative economic future, including education, training and employment opportunities.

OUTCOME/APPROVAL BY: PCC/CHIEF EXECUTIVE/CHIEF FINANCE OFFICER
(Delete as appropriate)

The recommendations as outlined above are approved.

Signature

A handwritten signature in black ink, appearing to be a stylized name, possibly 'D. P.', written over the word 'Signature'.

Date 04/02/19

DETAIL OF THE SUBMISSION

1. OBJECTIVE:

- 1.1 The key objectives for the Early Intervention Youth Fund (which provides the funding for the Pathways Out Programme) are:
 - Provision of high quality support and advice to young people who are at risk of criminal involvement
 - Improved local, multi-agency partnership working
 - Reduction in harm caused by serious violence
 - Reduction in prevalence of serious violence
- 1.2 The Pathways Out Programme will contribute to these objectives by providing a mentoring service to young people aged 17 and under who are identified as being vulnerable to criminal exploitation in the greater Norwich area.

2. BACKGROUND:

- 2.1 In early April 2018 the Home Office released its 'Serious Violence Strategy', which committed to providing funding to initiatives that worked with young people to prevent serious violence through the Early Intervention Youth Fund.
- 2.2 The Office of the Police and Crime Commissioner for Norfolk's successful bid to the Home Office's Early Intervention Youth Fund included an intervention to prevent young people in Norfolk who are vulnerable to criminal exploitation from being exploited, offering them alternative economic futures. This intervention was referred to as the Pathways Out Programme.
- 2.3 To achieve this, substantial desktop research and consultation with experienced providers was undertaken to identify the best forms of interventions for this population. This identified several key characteristics that were conducive to successful interventions with this client group. They were:
 - working on an individual basis to avoid negative peer influences,
 - recruiting participants on voluntary basis,
 - work with those determined 'higher risk',
 - not setting time limits on the length of interventions improved impact,
 - professional mentors are preferable,
 - therapeutic interventions had the greatest impact on preventing offending.
- 2.4 These findings led to the determination that the best way to work with young people vulnerable to criminal exploitation was to provide a mentoring service, with the ambition of supporting young people to access and maintain education, training and employment. This builds on the evaluation of a previous Home Office funded intervention which recommended the provision of a mentoring service to support young people vulnerable to criminal exploitation, particularly for those aged 15 and under.
- 2.5 Therefore, the Office of the Police and Crime Commissioner for Norfolk engaged with potential providers of a pilot to develop a programme that meets the specification. The Mancroft Advice Project (MAP) was identified as the preferred provider of the Pathways Out Programme as it could mobilise resources fastest, already had links with identified schools with high levels of

criminal exploitation, and employed youth workers who could deliver the intervention, as opposed to relying on volunteer mentors.

3. AREAS FOR CONSIDERATION:

3.1 This project has the objective of providing mentoring support to young people vulnerable to criminal exploitation, with the intention of getting them into alternative economic futures. This includes:

- Working in partnership with schools and the Multi Agency Child Exploitation process to identify those young people who are at risk of criminal exploitation.
- A young person identified as appropriate for the service must provide consent to take part in the programme.
- Support will be provided in schools.
- Regular assessments of the participant regarding several characteristics will be undertaken, in order to track impact of the intervention.
- Onward referral opportunities will be developed for the young people who engage with the Pathways Out Programme.

4. OTHER OPTIONS CONSIDERED:

4.1 Commission an education or training service – This would involve providing education or training opportunities to young people, such as a programme that offers industry skills or IT training so that a young person is industry ready. This was not pursued because the research engaged with suggested that, whilst this is an effective intervention in preventing youth offending, therapeutic responses have a larger impact. Further, those who are at risk of criminal exploitation experience other disadvantages to accessing alternative economic futures in addition to lacking the education or training needed. Mentoring is needed to get a person ready to engage in education, training or employment opportunities. Finally, operating a group intervention runs the risk of participants being exploited or negatively influenced by peers whilst engaging in the intervention.

4.2 Volunteer mentors – Volunteers can be trained to deliver mentoring support within communities. However, the limitations of this approach include a greater potential for security breaches, risk of mentors not keeping appropriate boundaries, high turnover of mentors and limited pool of appropriate mentors. These limitations, in the context of providing a service targeted at young people, mean volunteer mentors are not appropriate given the safeguarding responsibilities that would be required of the service.

5. STRATEGIC AIMS/OBJECTIVE SUPPORTED:

5.1 This programme will support both Priority 4 and Priority 5 of the Office of the Police and Crime Commissioner for Norfolk – to prevent offending. The strategic objectives supported by the Pathways Out Programme are:

- Priority 4 – To Prevent Offending
 - SO12: Tackle all forms of violence and abuse.
 - SO14: Continue to work in partnership to tackle anti-social behaviour.

- SO15: Reduce overall levels of reoffending by addressing the underlying causes through continued collaboration and new innovative responses.
- SO16: Reduce the number of first time entrants into the criminal justice system, the number of young adults entering custody and reoffending rates of young people by prioritising support for vulnerable young people
- Priority 5 – Support victims and reduce vulnerability.
 - SO18: Work in partnership to make those at risk less vulnerable to victimisation
 - SO20: Work in partnership to reduce the impact of drugs and alcohol on communities, families and people at risk

5.2 This programme is also supportive of national strategic objectives set in the Serious Violence Strategy as it supports the early intervention and prevention of criminal exploitation through County Lines.

6. FINANCIAL AND OTHER RESOURCE IMPLICATIONS:

- 6.1 The total cost of this service, not including the initial research and set up costs, is £53,303. This consists of:
- £4,400 – Service provider mobilisation costs (financial year 18/19)
 - £49, 903 – Service delivery costs (financial year 19/20)

7. OTHER IMPLICATIONS AND RISKS:

- 7.1 None

ORIGINATOR CHECKLIST (MUST BE COMPLETED)	PLEASE STATE 'YES' OR 'NO'
Has legal advice been sought on this submission?	No
Has the PCC's Chief Finance Officer been consulted?	Yes
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	Yes
Have human resource implications been considered?	Yes
Is the recommendation consistent with the objectives in the Police and Crime Plan?	Yes
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Yes
Has communications advice been sought on areas of likely media interest and how they might be managed?	Yes
In relation to the above, have all relevant issues been highlighted in the 'other implications and risks' section of the submission?	Yes

APPROVAL TO SUBMIT TO THE DECISION-MAKER (this approval is required only for submissions to the PCC).

Chief Executive

I am satisfied that relevant advice has been taken into account in the preparation of the report, that the recommendations have been reviewed and that this is an appropriate request to be submitted to the PCC.

Signature:



Date

25-2-2019

Chief Finance Officer (Section 151 Officer)

I certify that:

- ~~a) there are no financial consequences as a result of this decision,~~
- ~~OR~~
- b) the costs identified in this report can be met from existing revenue or capital budgets,
- ~~OR~~
- ~~c) the costs identified in this report can be financed from reserves.~~
- AND
- d) the decision can be taken on the basis of my assurance that Financial Regulations have been complied with.

Signature:



Date:

4/3/19

PUBLIC ACCESS TO INFORMATION: *Information contained within this submission is subject to the Freedom of Information Act 2000 and wherever possible will be made available on the OPCC website. Submissions should be labelled as 'Not Protectively Marked' unless any of the material is 'restricted' or 'confidential'. Where information contained within the submission is 'restricted' or 'confidential' it should be highlighted, along with the reason why.*

