



Sustainable Communities Overview and Scrutiny Committee

Date:	Wednesday, 18 November 2009
Time:	6.00 pm
Venue:	Committee Room 1 - Wallasey Town Hall

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AGENDA

3. HIGHWAY AND ENGINEERING SERVICES CONTRACT - SIX MONTH UPDATE (Pages 1 - 8)

To receive a presentation by the contractor, Colas.

9. YOUNG PEOPLE - COMMUNITY SAFETY (Pages 9 - 28)

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WIRRAL COUNCIL

SUSTAINABLE COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE – 18TH NOVEMBER 2009

REPORT OF THE DIRECTOR OF TECHNICAL SERVICES

NEW HIGHWAY AND ENGINEERING SERVICES CONTRACT – SIX MONTH PROGRESS UPDATE

1.0 EXECUTIVE SUMMARY

1.1 The purpose of this report is to update Members on the progress of the new Highway and Engineering Services Contract after the first six months and to seek endorsement to report to Committee in Summer 2010 with a formal Annual Contract Review including the outcome of the proposed Gateway 5 Benefits Realisation Review described in the report.

2.0 BACKGROUND

2.1 Award of Contract

2.1.1 On 13th March 2008, Cabinet approved a short-list of seven contractors who successfully passed through the Pre-Qualifying Questionnaire stage to be invited to tender for the new Contract (Minute 560 refers).

2.1.2 These tenderers were invited to submit tenders under the Restricted procedure and by the return date of 4th September submissions had been received from six companies:

- Morrison Construction
- Wirral Council Operational Services
- Edmund Nuttall
- Colas
- Carillion
- Balfour Beatty

2.1.3 Five of the six tenderers submitted a single “compliant” bid and Morrison Construction submitted a “variant” bid in addition to their “compliant” bid.

2.1.4 The “quality” aspect of the tender evaluation model with a 30% weighting consisted of responses to a number of Method Statements under the following headings: Service Provision and Ability to Perform, Policy Matters including Compliance with Legislation and Management Approach and Vision for the Service.

2.1.5 The “cost” aspect of the model with 70% weighting consisted of a basket of works and corresponding quantities where possible likely to be found in a typical financial year under the new Contract.

2.1.6 A robust tender evaluation process was carried out led by the Director of Finance (Corporate Procurement Unit) including officers from legal, human resources, finance and technical disciplines and a scoring matrix setting out the results of the tender evaluation exercise.

2.1.7 Based on this exercise, the preferred provider by a significant margin was Colas Limited.

2.1.8 Cabinet formally awarded the Contract to Colas at their meeting on the 16th October 2008 (Minute 246 refers).

2.1.9 At a subsequent Cabinet meeting on the 27th November 2008 the detailed proposed efficiency savings to be delivered through the new Contract were identified, noted and agreed (Minute 268 refers).

2.2 Contract Mobilisation

2.2.1 Following the award of the Contract in October 2008 robust project management arrangements were introduced jointly with Colas Limited to ensure the successful execution of the Contract Mobilisation phase.

These included the establishment of a detailed Project Plan consisting of several work streams detailed as follows

- People and Communications:- Covered all aspects of the new Colas management structure and the complex issue of the TUPE transfer of Operational Services staff.
- Depot and Offices:- Colas to occupy Dock Road depot initially. Revised leases to be drawn up, installation of Colas own ICT equipment together with training on the use of the existing (but revised) Council Systems linked to the workings of the Contract.
- Plant, Vehicles and Equipment:- Colas to determine their own requirements for these headings plus any items of equipment that could be leased from the Council's Transport Section.
- ICT:- A large and difficult part of the mobilisation process. Major changes in the form of works ordering and financial management systems were required. Extensive and invaluable assistance was required from IT services in the Department of Finance.
- Operations and Work Programmes:- Discussions were held on the various requirements of the Contract in terms of the way works could be ordered, programmed and paid for.
- Management Systems:- Key areas here included payment processes and the development of a Performance Management Framework.

2.3 Gateway 4 Readiness for Service Review

2.3.1 The Gateway 4 Readiness for Service was undertaken by 4P's on 16th and 18th February 2009.

2.3.2 The review team found that much good work had been achieved in the context of a robust procurement. However there were some factors to be managed.

- Detailed consideration to be given to the complex admission to the Merseyside Pension Fund – now resolved satisfactorily.
- Opposition party involvement – Senior members of the opposition group of Councillors to be briefed on Contract progress and to be involved with the development of the Contract in future – now complete.
- Outstanding clarifications raised during the tender period to be resolved before Contract signature – now complete.
- Further development of a risk management approach. The formulation of a specific risk sub group within the Management Structure of the Contract dealing with risk items at regular meetings.

2.3.3 The findings of the Gateway 4 review were presented to Cabinet on the 19th March 2009 (Minute 424 refers).

2.4 Partnership Management and Governance

2.4.1 A robust and clearly defined approach to partnership management and governance is an important aspect of the new Highway and Engineering Services Contract and can be instrumental in achieving a number of significant benefits. These include:

- Ensuring an appropriate management and governance framework to properly manage the day-to-day business of a large strategic service Contract, including the effective use of management and performance information
- Improved communications between Council Client and Partner Contractor representatives at all levels, with reporting on a “highlight/ exception” basis to ensure information/ issues are considered at the appropriate level within both organisations
- Improved working relationships between representatives from both organisations through a “cascading approach” to dispute resolution
- An effective vehicle for driving continuous improvement and achieving added value from the Contract, supported by a formal Partnering Agreement.

2.4.2 Terms of Reference and Key Functions at the respective levels of engagement are set out in the attached chart in Appendix 1.

2.5 Partnership Development

2.5.1 The initial months of the Contract have seen both parties working together to produce a Partnering Agreement and Charter.

2.5.2 Through a Partnering Workshop on the 10th July 2009 it was possible to develop a Charter from the common goals discussed and to look at the Strengths, Weaknesses, Opportunities and Threats affecting the Contract and how both parties can jointly maximise and minimise those outcomes identified. These are expressed as Our Aims, Mutual Objectives and Team Values within the Charter.

2.5.3 Also now complete is the Partnering Agreement. This is a voluntary arrangement entered into by both Parties with a prime purpose:

- to provide a forum for open discussion and exchange of information and ideas;
- to establish an approach and mechanism for developing and sharing the benefits of improved performance of the Contract;
- to establish an approach and mechanism for problem solving in the Contract to the mutual advantage of the Council and Colas;
- to establish a forum for agreeing a strategic approach to improving the Contract performance to the mutual advantage of the Council and Colas;
- to establish a framework to enable improvement and innovation and promotes best practice and is responsive to legislative changes;
- to further the concept of continuous improvement in service delivery by learning from other service providers;
- to bring together other organisations and agencies to identify possibilities for future joint action.

3.0 OPERATIONAL OVERVIEW – FIRST SIX MONTHS

- 3.1 On the 1st of April, the Contract start date, some two hundred works instructions were issued to Colas all of various priorities and types of work. These reactive and routine works were quickly supplemented by surfacing schemes, microasphalt surface treatment programmes, footway slurry and surface dressing programmes.

From April to September the following work has been completed:

77408 square metres of carriageway surfacing
99,000 square metres of microasphalt treatment
21,000 square metres of carriageway retread
60,000 square metres of surface dressing
65,000 square metres of footway slurry

Footway Improvements:

Grove Road, Wallasey
Belvidere Road, Wallasey
Magazine Lane, Wallasey

Traffic Schemes:

Drop kerb programme
Puffin crossing
Birkenhead Bus Station improvements
Toucan Crossing
Three pedestrian refuges

Safety Schemes in Heron Road and Brimstage Road.

In addition to these works there have been a number of road marking improvements and cycle schemes.

The lighting section have undertaken improvements in Belvidere Road, Claremont Road, Rodney Street, Christchurch, Prenton Dell Road and Torrington Road.

Some 25,000 gullies have been cleansed and a number of repairs to drainage assets have been completed.

Since April to September some 3,500 highway, 6,000 lighting works and over 200 drainage instructions have been issued.

This huge amount of work has been completed faster than in previous years and with very few complaints.

- 3.2 Work has also been undertaken on a customer care procedure which includes customer satisfaction questionnaires, so future performance monitoring will provide information on letters being sent out on time, and time taken to undertake the works and customers expectations.
- 3.3 The delivery of the new Highway and Engineering Works Contract has been a complex project with many of the work streams on-going to provide continuous improvements within the next few years. The Contract is still at an early stage but progress has been good and work delivery for most of the works has been beyond expectations.
- 3.4 Further detail in relation to this Operational Overview will be provided by Colas in the form of a presentation to the Committee.

4.0 PROPOSED GATEWAY 5 BENEFITS REALISATION REVIEW

- 4.1 Members will no doubt recall the procurement exercise for the new Contract was conducted using the Office of Government Commerce's "Gateway" process and it is proposed that in Summer 2010 a formal Gate 5 Benefits Realisation Review will be undertaken.
- 4.2 The Review will be carried out by the external Local Partnerships organisation (formerly 4Ps) and the purpose of the Review will be to establish the extent to which the qualitative and quantitative benefits that were identified during the procurement exercise as part of the business case for the new Contract have been brought to fruition.
- 4.3 It is proposed that the outcome of this Review will be reported to the Committee as part of a formal Annual Contract Review report.

5.0 FINANCIAL AND STAFFING IMPLICATIONS

- 5.1 The annual works value of the Highway Maintenance Term Contract is approximately £8 million, comprising £4.6 million revenue and £3.4 million capital.
- 5.2 The Contract is to be administered from within existing staff resources.

6.0 EQUAL OPPORTUNITIES IMPLICATIONS

- 6.1 There are no implications under this heading.

7.0 COMMUNITY SAFETY IMPLICATIONS

- 7.1 There are no implications under this heading.

8.0 LOCAL AGENDA 21 IMPLICATIONS

- 8.1 There are no implications under this heading.

9.0 PLANNING IMPLICATIONS

- 9.1 There are no implications under this heading.

10.0 ANTI-POVERTY IMPLICATIONS

- 10.1 There are no implications under this heading.

11.0 SOCIAL INCLUSION IMPLICATIONS

- 11.1 There are no implications under this heading.

12.0 LOCAL MEMBER SUPPORT IMPLICATIONS

- 12.1 There are no implications under this heading.

13.0 BACKGROUND PAPERS

- 13.1 No background papers have been used in the preparation of this report.

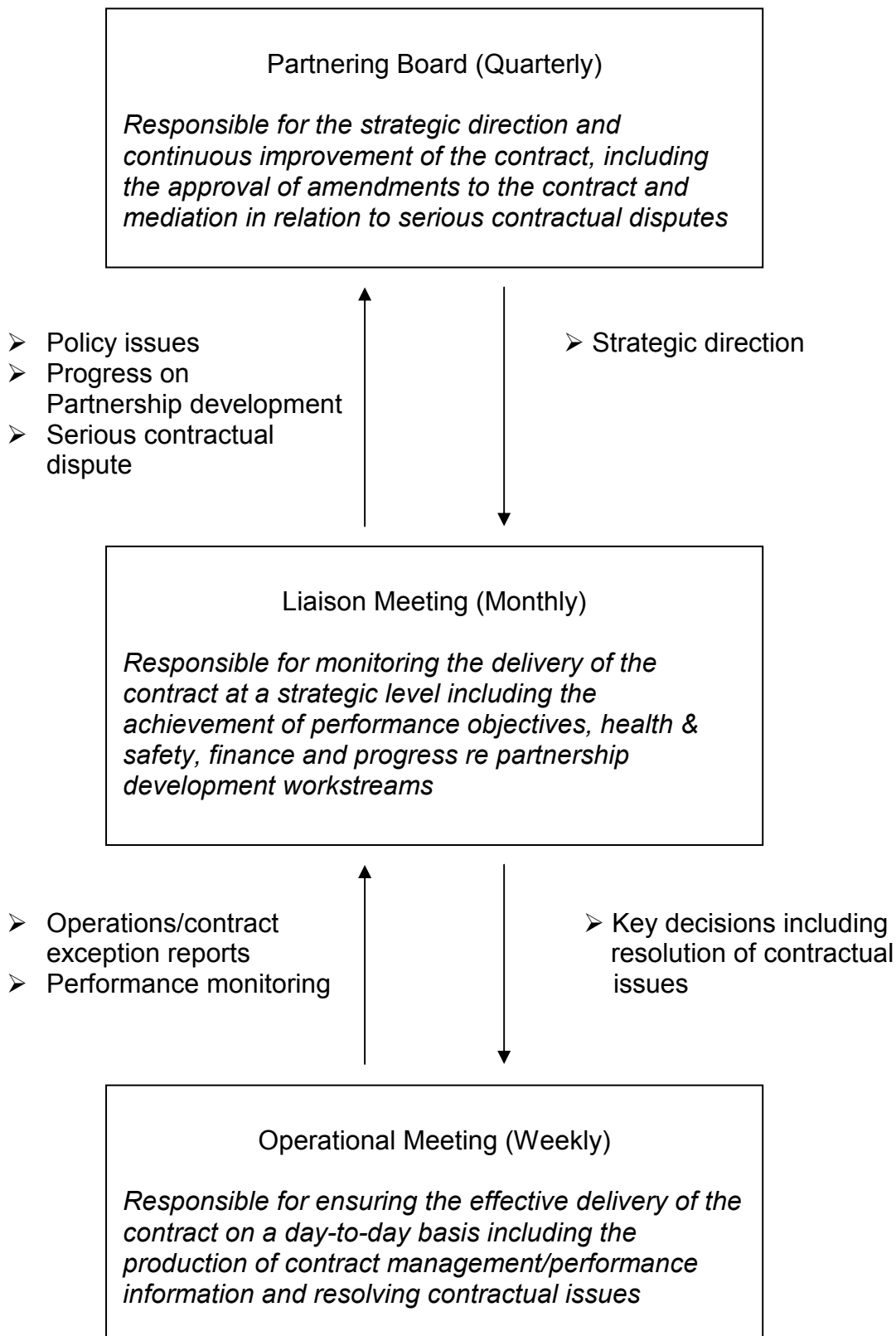
14.0 RECOMMENDATIONS

14.1 Committee is requested to:

1. Note the progress of the new Highway and Engineering Services Contract during the first six months as outlined in this report;
2. Endorse the proposal to report to Committee in Summer 2010 with a formal Annual Contract Review including the outcome of the proposed Gateway 5 Benefits Realisation Review described in the report.

DAVID GREEN, DIRECTOR
TECHNICAL SERVICES

COLAS WIRRAL – PARTNERSHIP MANAGEMENT AND GOVERNANCE



Note: Nominees for the Partnering Board and Liaison Meeting are as stated in the Partnering Agreement

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WIRRAL COUNCIL

SUSTAINABLE COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE

18 NOVEMBER 2009

REPORT OF THE DIRECTOR OF REGENERATION

YOUNG PEOPLE AND COMMUNITY SAFETY

1.0 EXECUTIVE SUMMARY

1.1 This report provides Members with an indication of the scale of young peoples' involvement in community safety issues, ranging from criminal activity to issues of anti social behaviour and the interventions available across Wirral to prevent their involvement in this type of behaviour. The report includes the following areas:

- The profiles of victims and perpetrators of crime and anti social behaviour.
- The forms and scale of enforcement action being taken against young people.
- The support which is available to young people and their parents prior to, and once within, the criminal justice system.
- The range of initiatives in place to prevent young people from becoming involved in community safety issues.

1.2 The report encompasses some elements of risk taking behaviour in which young people engage, but by no means all aspects.

1.3 This report also contains a series of conclusions drawn from analysis of the data surrounding young people and community safety and these are included at the end of this report.

2.0 BACKGROUND

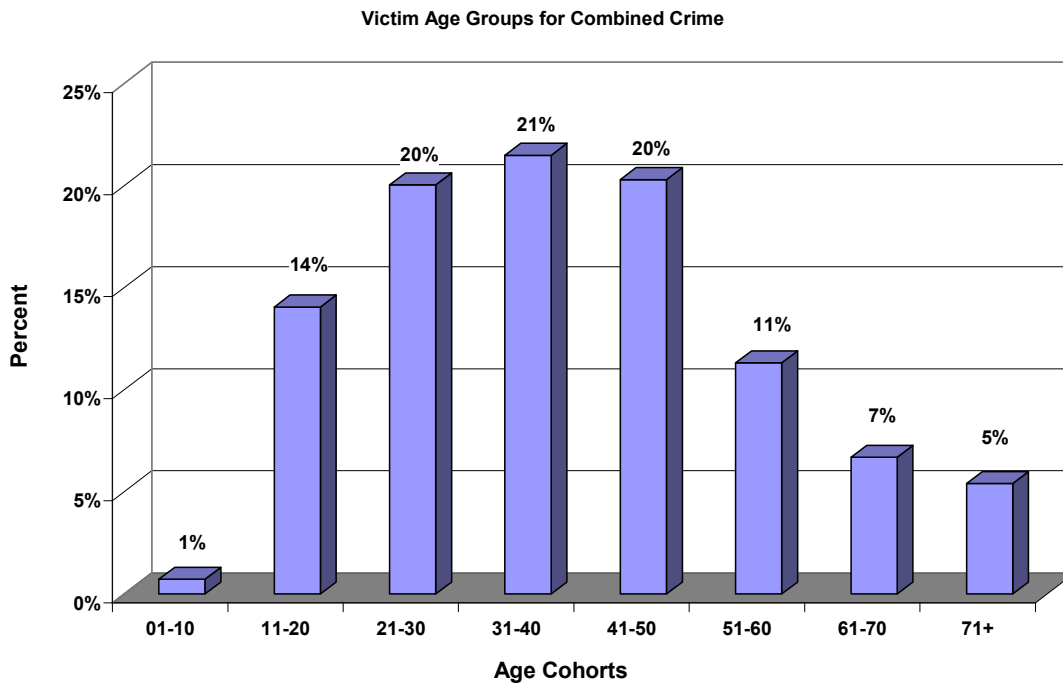
2.1 There are a number of points which Members should be aware of from the outset.

- This report contains many facts and figures but does not claim to present a complete picture as it deals only with information reported to, and collated by, statutory agencies.
- The term young people that will be used throughout this report generally relates to young people within the age range 10 – 18 years.
- The number of young people on Wirral is 35,916 and only a small percentage of that population are engaged in criminal or anti social behaviour.
- Responses in the form of prevention, enforcement and support to young people, behaving criminally or in an anti social manner, and their families, stretches beyond the remit of any single agency on Wirral to deliver. This fact is also reflected within the number of strategies, performance indicators and targets addressing this issue which are included as an appendix to this report.

3.0 YOUNG PEOPLE AS VICTIMS OF CRIME ON WIRRAL

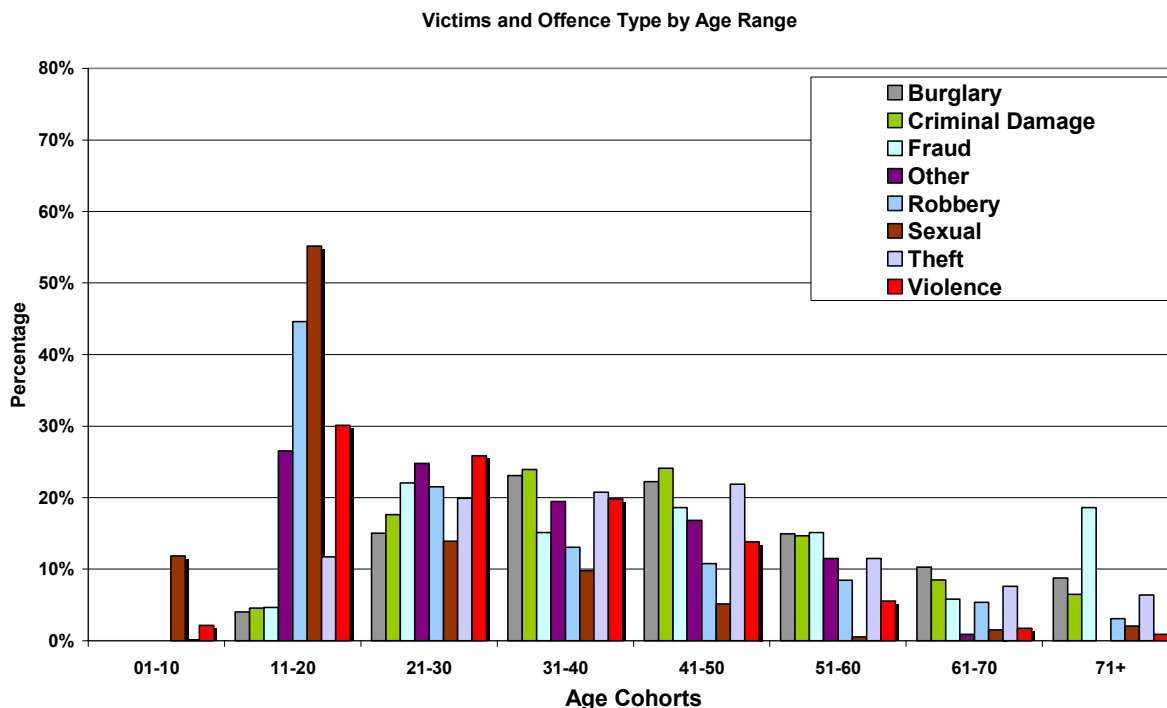
3.1 On Wirral in terms of crime volume only 1% of crime is suffered by the 1-10 year cohort whilst the 11-20 year olds suffer 14% of all crime (Table 1). The majority (60%) of crime is suffered by three cohort groups aged between 20 and 50 years, each sharing approximately 20% of all crime. 5% of victims (655) had no age recorded.

Table 1



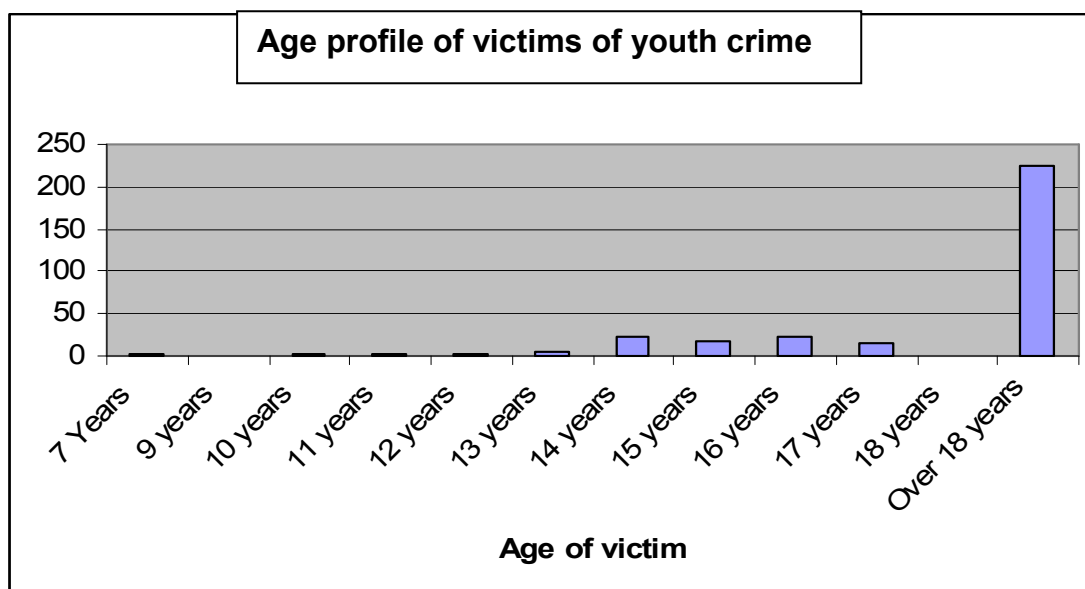
3.2 Table 2 below analyses further the types of crime suffered by the victims as defined by the age cohorts used in table 1.

Table 2



- 3.3 When considering the proportions of each crime category suffered by each age cohort, 11 to 20 year olds suffer a far higher proportion of “*low volume*” crimes against the person, (e.g. sexual, robbery, violence and other). At the same time 11-20 year olds suffer a *small* proportion of the “*high volume*”, (property), crime such as criminal damage and burglary. This explains why the proportions suffered by 11-20 are high in this graph but relatively low in the previous graph.
- 3.4 In contrast the older age cohorts tend to suffer lower proportions of crimes against the person, but higher proportions of the highest volume crimes against property (e.g. criminal damage and burglary).
- 3.5 The Youth Offending Service (YOS), a multi agency team who work with young people who find themselves in trouble with the Police and therefore come into contact with the criminal justice system, have analysed their profile of victims where young people are the perpetrators of crime.
- 3.6 During the period 1st January 2008 – 31st December 2008 the YOS supported 313 victims of youth crime and a breakdown of victims by age is included in table 3 below.

Table 3



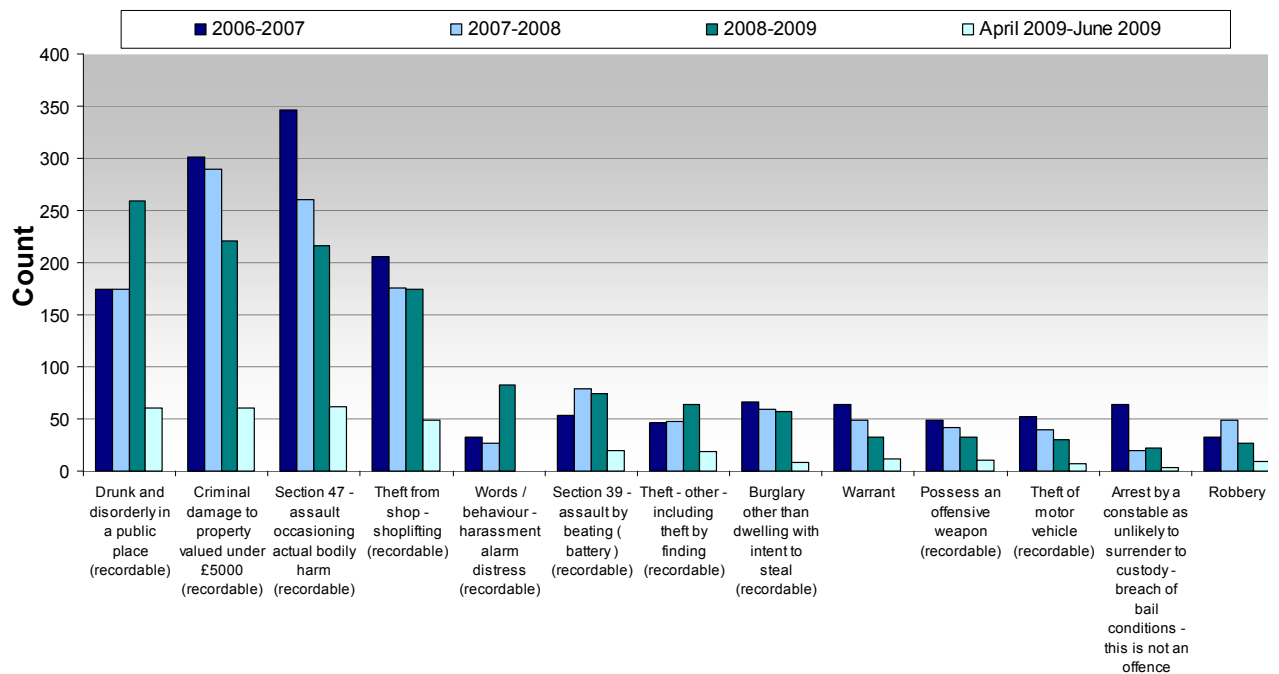
- 3.7 Of the victims four were mothers of the perpetrator. One was the father and two were teachers of the perpetrator. 63% of the victims were male 37% female.
- 3.8 Support is always offered to victims of youth crime by the YOS and during 2008 the response to the offer of support was that:
- 30% victims didn't wish to be involved
 - 60% victims wanted in-direct reparation via a letter of apology/victim representation at Referral Order panel
 - 10% victims wanted Restorative Justice Conference/Direct Reparation, which is based on a risk assessment on the young person completed by their allocated YOS worker using an agreed risk assessment methodology.

4.0 YOUNG PEOPLE AS PERPETRATORS OF CRIME and ANTI SOCIAL BEHAVIOUR

Young People Arrested on Wirral

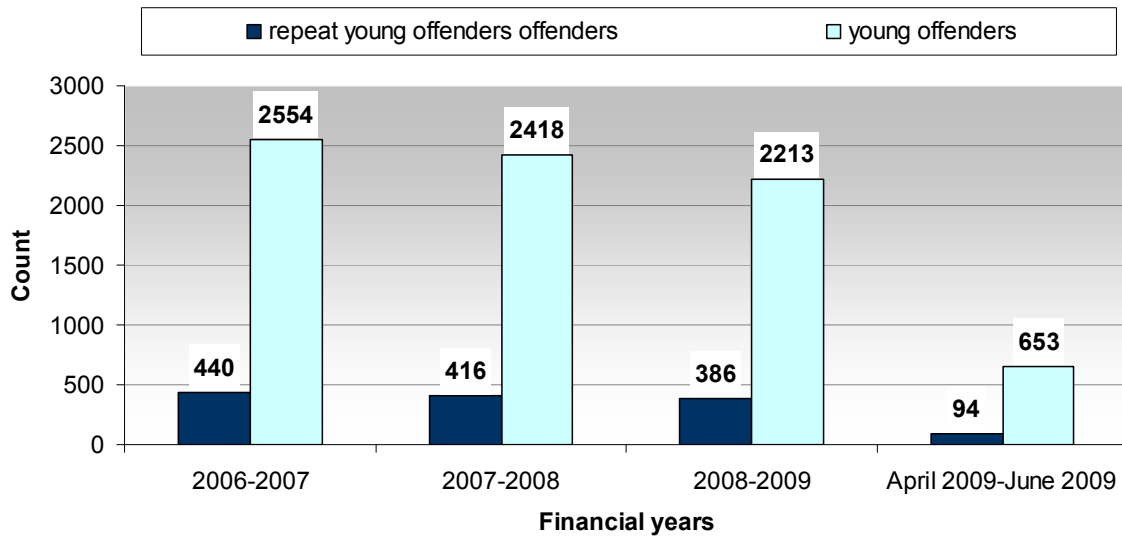
- 4.1 On average during 2008 – 2009 there were 184 young people arrested by the Police each month. The types of offences for which young people are arrested are detailed in table 4 below.
- 4.2 During the period July 2008 – June 2009 15% of all arrests on Wirral involved young people aged 18 years and younger.
- 4.3 When compared to July 2007 – June 2008 there has been a 20% reduction in the number of youth arrests in 2008 – 2009 made by the Police on Wirral.

Table 4



- 4.4 Members will note that violence arrests have been at consistently high levels compared to other categories of offences for which young people have been arrested over the last three years. Recognising this fact the Crime and Disorder Reduction Partnership Steering Group have asked the YOS to report quarterly on action YOS is taking to reduce the number of violence offences committed by young people and the impact these actions are having upon the numbers of arrests of young people.
- 4.5 Analysis can also identify of the numbers of young offenders who are arrested more than once during a 12 month period (Table 5).

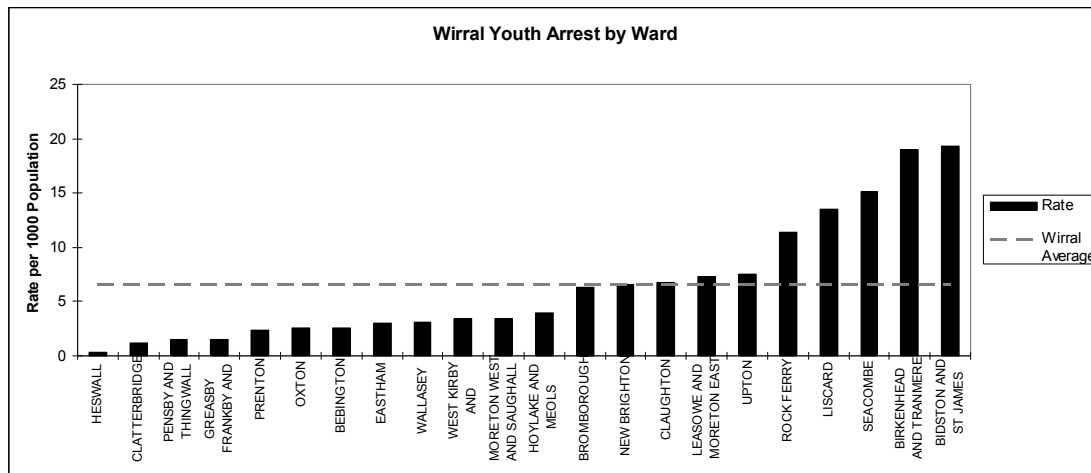
Table 5



Analysis by Ward of arrests

4.6 Amongst the 22 Wards in Wirral, 8 were above the Wirral average. Table 6 below illustrates that the Bidston & St James and Birkenhead & Tranmere Wards had the most youth arrests, (three times higher than Wirral average), followed by Seacombe and Liscard (twice the Wirral average).

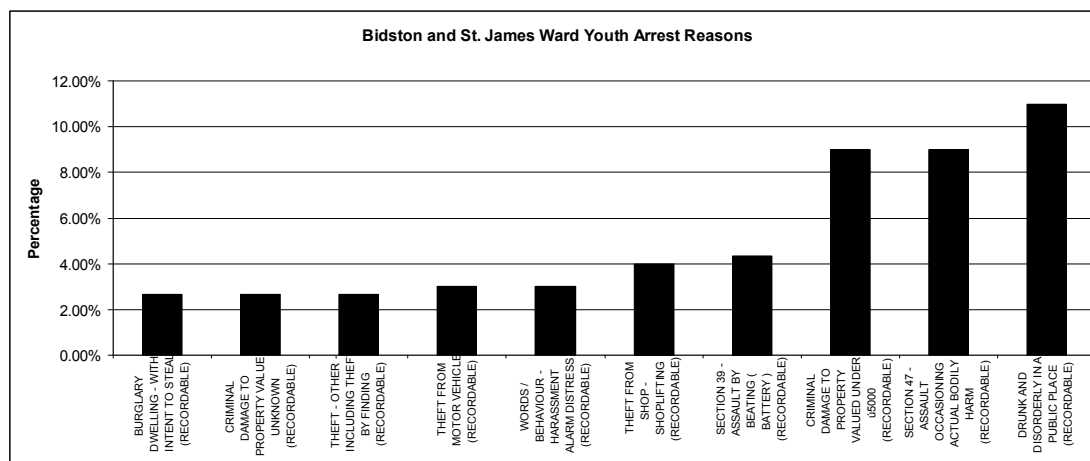
Table 6



Bidston and St James Ward

4.7 Within the period of July 2008 – June 2009, there were 300 youths (18 years and under) arrested within Bidston and St. James Ward and table 7 below examines the reasons for youth arrest.

Table 7



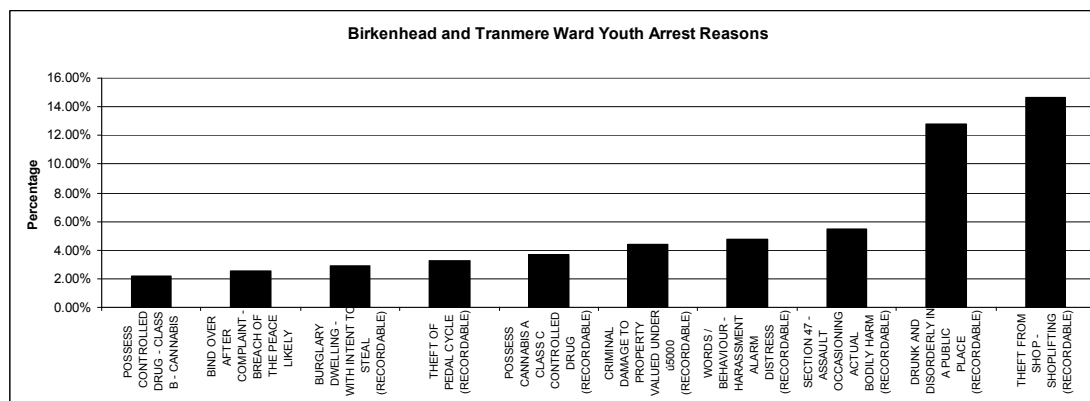
4.8 Almost one third, 29% of all arrests within the ward are accounted for in only three types of offence.

- 11% were arrested for Drunk and Disorderly in a Public Place
- 9% for Section 47 – Assault Occasionally Causing Bodily Harm
- 9% for Criminal Damage to Property.

Birkenhead and Tranmere Ward

4.9 Within the period of July 2008 – June 2009, there were 273 youths (18 years and under) arrested within Birkenhead and Tranmere Ward and table 8 below examines the reasons for youth arrest.

Table 8



4.10 Within the Birkenhead and Tranmere Ward between July 2008 – June 2009 over a quarter, 28% of all youth arrests were contained within two offence types.

- 15% were arrested for Theft from shops
- 13% for Drunk and Disorderly in a Public Place

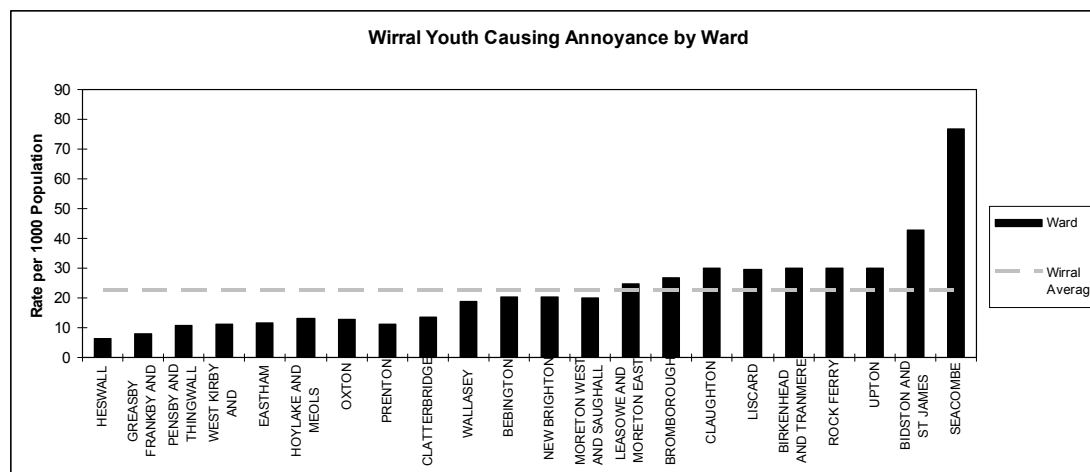
Incidents of Anti Social Behaviour involving Young People

4.11 Between July 2008 – June 2009 on Wirral there were 7,088 incidents of youth related anti social behaviour reported to the Police. This represents a **21% decrease** when

compared to 8,860 reported incidents in the same period last year (July 2007 – June 2008).

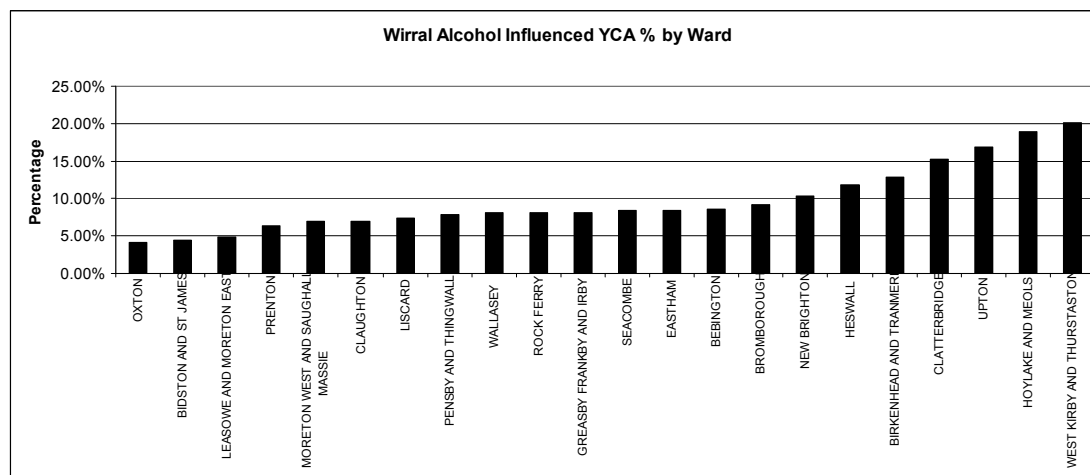
4.12 Analysis of the 22 Wards on Wirral included in table 9 below illustrates that, 9 Wards were above Wirral average. Among all the 22 wards, Seacombe Ward recorded the highest number of such calls (four times higher than the Wirral average), followed by Bidston and St. James Ward (twice the Wirral average).

Table 9



4.13 Further analysis has been completed to indicate how many of the incidents of anti social behaviour included the young person's inappropriate use of alcohol. Table 10 below includes this analysis.

Table 10



Seacombe Ward

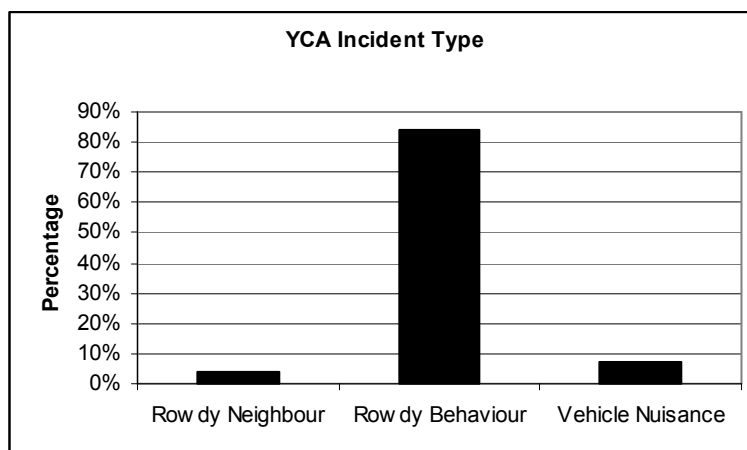
4.14 Analysis has been completed regarding Seacombe which suffers the highest number of reported incidents of youth anti social behaviour.

4.15 Reported Youth Causing Annoyance within Seacombe Ward has shown a **1% increase** during the period July 2008 – June 2009 when compared to same period previous year (July 2007 – June 2008).

4.16 In terms of incident types, table 11 illustrates that within the Seacombe Ward rowdy and inconsiderate behaviour has contributed 84% of all reported youth causing annoyance

incidents, followed by Vehicle nuisance/Inappropriate Use 8% and Rowdy Neighbour 4%.

Table 11



5.0 FORMS OF ENFORCEMENT ACTION BEING TAKEN AGAINST YOUNG PEOPLE

Police Disposals

5.1 The Crime and Disorder Act, 1998 rationalised the range of disposal actions available for use against young people who are arrested. There are aggravating and mitigating factors which influence the disposal decision taken by Police Officers dealing with young people in custody suites but as a general rule the following applies:

2008 – 2009 statistics:

First offence	Reprimand	279 issued on Wirral
Second offence	Final warning	87 issued on Wirral
Third and subsequent offences	Charge	348 issued on Wirral

5.2 During 2008 – 2009 there were 1578 young people who entered the criminal justice system for the first time.

5.3 Fixed Penalty Notices have been used as a means of enforcement with a total of 206 being issued to young people during 2008 – 2009. The notices were issued for a variety of offences;

- 87 Notices issued for Theft from a shop
- 62 Notices issued for Violence
- 53 Notices issued for Damage
- 2 Notices issued for Interfering with a Motor Vehicle
- 2 Notices issued for Affray

5.4 Summonses are also used as a means of enforcement but remain at consistently low levels with a total of 13 summonses being issued to young people on Wirral over the last 4 four years.

Anti Social Behaviour Orders and Acceptable Behaviour Contracts

- 5.5 Anti Social Behaviour Orders (ASBO) were introduced by the Crime and Disorder Act 1998. These Orders issued by a Court clearly define what the recipient is prohibited by order of the Court from doing. These prohibitions must relate to the criminal or anti social behaviour before the Court and the aim is to prohibit the types of behaviour which impact upon the quality of life of others in the community. The Order can last for a minimum period of 2 years, reviewable after one year for juveniles, and an indefinite maximum period. The Order can only state what a recipient will NOT do and cannot order what a person shall do. Individual Support Orders (ISO) are available to stand alongside an ASBO issued to young people. The ISO will last for up to 6 months and contains positive obligations relevant to that young person's behaviour, such as attending an anger management course.
- 5.6 Acceptable Behaviour Contracts, (ABC's) are the same as an ASBO except that they are a voluntary agreement between the young person, their parent or guardian and an enforcement agency generally the Police or Anti Social Behaviour Team. They are not legally enforceable but are often used as a pre cursor to an ASBO application with the failure to comply with the voluntary agreement included as evidence of the need for a Court Order, ASBO.
- 5.7 During 2008 – 2009 nine ASBO's and 43 ABC's were obtained/agreed to for young people on Wirral.

6.0 RISK TAKING BEHAVIOUR

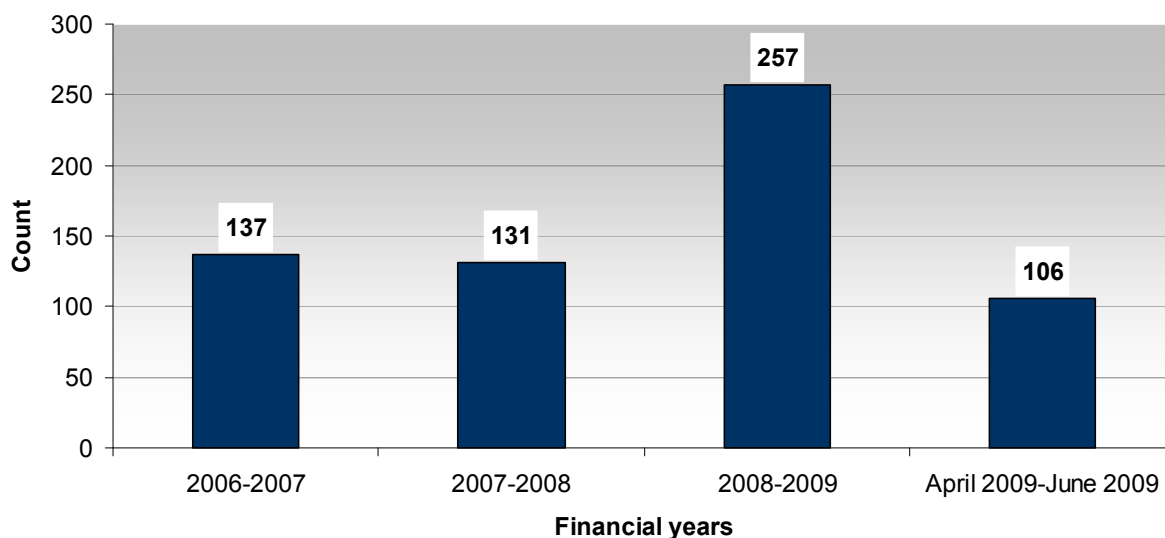
Truancing

- 6.1 Monthly Truancy Sweeps take place on Wirral involving Police and Education Welfare services. In the first quarter of 2009 – 2010 62 children of school age were stopped by the joint patrols and 54 of those young people returned to school or in cases of exclusion to their parents.
- 6.2 Additionally analysis is undertaken every month by the Joint Community Safety Team to identify young people who are arrested at times when school is open and they should be in attendance. Measurement is taken of young people who are arrested between the hours of 08.30hrs – 15.30hrs on school days during school term time. During the period 1st December 2008 – 30th June 2009 a total of 357 arrests were made by Police during these key hours. This information is passed monthly to the Education Welfare Officer.
- 6.3 Furthermore staff from the Joint Community Safety Team also analyse the feedback from Education Welfare Officers surrounding such young people to find other broad patterns concerning schools and other aspects which will be shared with the Children and Young Peoples Department.

Inappropriate use of alcohol

- 6.4 It is possible to identify the number of young people who Arresting and Custody Suite Officers believe are under the influence of alcohol. This information is not confined to drunkenness offences, for example drunk and disorderly behaviour. Table 12 below indicates the number of young people who have been arrested where alcohol has been an influencing factor in that arrest.

Table 12



6.5 An innovative approach which the Joint Community Safety Team have developed in partnership with the Response Service, (Youth Workers trained to provide advice and interventions to young people regarding alcohol) is the Young Persons Alcohol Intervention Programme (YPAIP). This initiative has from 2009/10 been financially supported for the following four years by the PCT.

6.6 YPAIP provides a bridge between enforcement action taken by the Police and support services to prevent or reduce the risk of a repeat of such behaviour.

- Young People who have alcohol seized from them on the street are referred to the Response Service and in the first quarter of 2009 – 2010 57 such referrals have been made.
- Young People who are arrested also have their details referred to Response for a different level of intervention based upon the severity of the incident in which they have been involved and an assessment by the trained alcohol worker on the young persons needs. This has happened on 93 occasions during the first quarter of this year.
- The final element of the programme provides support for parents of children who are referred and 35 parents have received support and guidance from Response.

6.7 To date the majority of referrals into the YPAIP have been males with an average age for those young people stopped on the street in possession of alcohol of 15 years and an average age for those arrested of 16 years. Females are referred onto the scheme and these are shown to have a lower average age, 14 years compared to the males.

6.8 On average the time taken between being stopped and being referred onto the scheme is 14 days and for young people arrested 5 days.

6.9 In developing the priorities for inclusion within the Crime and Disorder Reduction Strategy the Joint Community Safety Team ask the communities of Wirral what they believe the priorities should be. For the last two years the public have identified that young people should be separated from the inappropriate use of alcohol.

6.10 In 2008 – 2009 the Police recorded 1725 incidents reported by the public of young people causing annoyance to other residents where alcohol was involved.

Illegal use of drugs

- 6.11 The Drugs and Alcohol Action Team (DAAT) records show that in 2008 - 2009 there were 183 young people in treatment as a consequence of the illegal use of drugs.
- 6.12 Of those accessing treatment the main substance reported was cannabis, with 89 individuals. The ages of young people in contact with treatment services ranged from 9 to 17 with the majority of young people aged 16, 28% and 17, 39%.

7.0 SUPPORT AVAILABLE TO YOUNG PEOPLE AND THEIR FAMILIES

- 7.1 This section of the report confines itself to elements of support directly related to the subject of young people and community safety.
- 7.2 There are a range of interventions available to young people individually and also a range which includes the whole family in the intervention.

Family Intervention Programme (FIP)

- 7.3 Family Intervention projects bring together the assertive delivery of support services with sanctions and possible enforcement action to increase a family's motivation to change their anti social behaviour. The work of FIP on Wirral has recently been changed so that the original focus upon anti social behaviour has been extended to include families with children aged 0 – 5 years where substance misuse or domestic violence is present within the family.
- 7.4 Since 2007 the FIP has worked with 44 families on Wirral on issues ranging from anti social behaviour, poor school attendance, and low level criminal behaviour. Amongst the families who have been engaged with FIP reports of anti social behaviour related to them have fallen by 80% and school attendance has improved.
- 7.5 Work is underway within the Children and Young Peoples Department to develop the governance structures required for the domestic violence and substance misuse elements of the programme which are additions to the FIP programme. This is vital to ensure the families in need of support are receiving the appropriate level of intervention be it FIP or from other support interventions available within the Children and Young Peoples Department.

Multi Systemic Therapy programme (MST)

- 7.6 Launched on 4th June, 2009, on Wirral MST is an intensive family and community based treatment that addresses multiple aspects of serious anti social behaviour in adolescents. MST views an individual's behaviour as being influenced by the "systems" around them ie. family, peers, schools and their neighbourhood.

Parenting programmes

- 7.7 Parenting programmes take a number of forms, ranging from one to one support, parenting groups held on a 6 and 12 weeks basis, telephone support and drop in sessions.
- 7.8 Attendance on programmes to assist parenting improve their parenting skills can be made compulsory by order of a Court or entered into voluntarily by way of a contract between the support service and the parent. During 2008 – 2009 a total of four Parenting Orders were made by Courts on Wirral and 93 Parenting Contracts were entered into. A breakdown by agency of how those interventions are being managed is included in table 13 below.

Table 13

Managing agent	Parenting Order	Parenting Contract
Anti Social Behaviour Team	0	2
Education Welfare	0	91
YOS	4	0

Challenge & Support Programme

- 7.9 A Central Government initiative this program has been operating on Wirral since 9 September 2008 and figures to the end of June 2009 show that 277 cases have been referred by agencies onto it.
- 7.10 The aim of the program is to place alongside any enforcement action which is being taken against the young person a package of support specific to their needs and identified through use of the Common Assessment Framework (CAF) forms.
- 7.11 Challenge and Support covers the whole of Wirral and is managed through three geographically arranged multi agency panels who consider referrals made on a monthly basis. The majority of young people dealt with through Challenge and Support are male, (220 of the total no of referrals (272) were male) and predominantly aged between 13 – 16 years.
- 7.12 The type of behavior being challenged ranges from young people being checked by Police because of their anti social behavior, underage drinking, anti-social behavior at school, to young people arrested for a variety of offences.
- 7.13 There are a range of specific interventions delivered by the Youth Offending Service (YOS) and these include:

Bail Supervision

- 7.14 The court may be in doubt about granting bail and therefore there will be a risk (depending on the young person's age, the seriousness of the offence, the young person's personal circumstances) of the young person being remanded to local authority accommodation or custody. In these circumstances the Youth Offending Service has a Bail Support Scheme which can be offered to support a young person on bail. This support given by the Bail Support Worker can be in the form of ensuring court attendance, assistance with employment, benefits, education, accommodation and appropriate use of leisure time.

Referral Orders

- 7.15 Since 2nd April 2002 when a young person appears before the Court for the first time and pleads guilty the Court unless they are considering giving young person an absolute discharge or a custodial sentence must make a Referral Order. The Court will make the Order for between 3 – 12 months. The young person will then be required to attend a Youth Offender Panel [normally with their parent(s)/carer(s)]. This meeting will also involve 2 community volunteers trained by the YOS and a YOS worker one of the volunteers will chair the meeting. The victim of the offence may also attend if they wish. The purpose of the meeting will be for all parties to discuss what has happened and what the young person may be expected to do to make up for or address what they have done. This will form the basis of a contract the young person will be required to adhere to whilst on the Order. There will be further meetings at regular intervals to check how the young person is progressing whilst on the Order.

7.16 The work done with the young person could well be very similar to any work they may do on a Reparation, Action Plan or Supervision Order. Reparation Orders can be made for up to 24 hours but locally are rarely longer than 12 hours. The young person will undertake short term focused work around making amends for their offence either directly or indirectly to the victim of the offence eg by written apology. They may also be required to undertake reparation to their community known as Community Payback.

Action Plan Orders

7.17 These are short-term highly focused orders which last 3 months. They are aimed at preventing re-offending by addressing the major issues which have contributed to the young person's offending. Requirements are included in the Order which can eg require the young person to undertake offence-focused work with a YOS Worker, attend the Attendance Centre, address issues around education, employment, and drug/alcohol misuse.

Supervision Order

7.18 It may be that the Court decides that longer term intervention is required and will place the young person on a Supervision Order. If a young person is placed on such an order they will be allocated a YOS Worker. It will be the role of this worker to "advise, assist and befriend" the young person which means:

7.19 Work with the young person will be carried out to address their offending by eg exercises examining alternative strategies to avoid peer group pressure, looking at the consequences of offending for young people, their families and their communities, help them to understand the criminal justice system and what will happen to them if they continue to offend.

7.20 As well as work on offending the YOS worker will assist with welfare based issues related to their offending which may include education, employment, access to benefits, accommodation, drug/alcohol misuse, family-related issues – in fact any issue which is deemed to have relevance to their offending.

7.21 Supervision Orders are available for young people between 10 – 17 years old.

Community Rehabilitation Order

7.22 For 16 – 17 year olds the Court can decide a Community Rehabilitation Order is more appropriate. The content of the order is likely to be identical to a Supervision Order and will include a requirement to visit a nominated YOS worker every week. Contact with young people on Supervision Orders is more intensive than for Community Rehabilitation Orders. In any case all such orders are operated in accordance with National Standards for the Supervision of Offenders in the Community which stipulate levels of contact and the consequences for young people should they fail to comply with an Order.

Intensive Supervision and Support programme (ISSP)

7.23 The ISSP programme provides an intensive level of intervention combined with an element of surveillance with the small group of most prolific young offenders locally.

7.24 The scheme has clear eligibility criteria and can be offered as a condition of bail (to avoid a remand to a secure unit or custody) as part of a Supervision order or Community Rehabilitation Order on sentence, or as part of the Detention and Training Order (DTO) DTO is a form of Licence applied to young people released from a Young Offenders Institution for a period of time after their release. The scheme lasts for up to 6 months. The first 3 months are the most intensive where the young person must be supervised by the ISSP team at least 25 hours per week and be subject to a voice verification

surveillance system which monitors the young person's whereabouts at given times. The scheme offers a range of activities offence-focused programmes, numeracy and literacy help to find training/employment, education and social skills work.

8.0 PREVENTATIVE INTERVENTIONS

Joint Community Safety Team

Section 30 Dispersal Orders

8.1 Section 30 of the Anti Social Behaviour Act 2003 empowers Police Officers to seek agreement of the Council in designating an area where there is a persistent problem of anti social behaviour with groups causing intimidation to residents. Designation of the area can last for a maximum of 6 months and enables Police Officers and PCSO's to disperse groups and return young people under the age of 16 years to their home after 9pm at night if they are either at risk or vulnerable from anti social behaviour or crime or they are causing or at risk of causing anti social behaviour.

8.2 This legislation is not confined to young people but generally Section 30 Orders are only applied to problems of young people behaving anti socially. In 2008 – 2009 there were two Orders obtained on Wirral and there are now currently four dispersal orders in operation. Rock Ferry Fields (19.07.2009 – 19.11.09), Overchurch (21.09.09 – 21.01.10) Borough Road area (31.07.09 – 31.01.10) and Percy Road/Palatine Road (31.07.09 – 31.10.10). Analysis of their impact shows a reduction in anti social behaviour during the period of the Order with a return to previous levels experienced 2 – 3 months after the end of the Order. There are also signs that displacement of anti social behaviour takes place into adjoining communities.

Mobile diversionary sports activity

8.3 Deployed intelligently a "Transit type" van equipped with a wide variety of sports equipment and lighting, provides Sports Instructors (Community Sports Development Unit) to deliver sessions together with Youth Respect Workers (Wirral Anti-Social Behaviour Team) delivering key messages about ASB and respect.

Respect Programme for Primary Schools

8.4 Aimed at Year 5 and 6 pupils this seven-week interactive programme is delivered in primary schools by the Joint Community Safety Team. The programme is aimed at making pupils aware of what ASB is and the possible consequences arising out of such behaviour. The programme lead by an Education Social Worker and Police Officer seconded to the Anti-Social Behaviour Team includes a number of classroom sessions and location-based activities, including a trip to a decommissioned courtroom where the pupils take part in a mock courtroom trial. Other agencies involved in the delivery of the programme include Arriva, Merseyrail, Merseyside Fire & Rescue Service, HM Courts Service, Tranmere Rovers FC and the Council's Dog Wardens

Youth outreach

8.5 Funded by Central Government a team of youth workers are employed within the Joint Community Safety Team to deliver targeted youth work in areas which have been identified as suffering high levels of anti social behaviour. The work of this group also takes place during unsocial hours on Friday and Saturday evenings when anti social behaviour is at its height.

Youth Offending Service prevention projects

Youth Inclusion Support Panel (YISP)

- 8.6 The Youth Inclusion Support Panel has been running since April 2004 and is available to young people aged 5 to 17 throughout Wirral. Criteria for referrals are that the young person is likely to become involved in Anti Social Behaviour and or Youth Crime; the Youth Inclusion Support Panel cannot accept referrals for young people who have already been involved in the Court system and received a Statutory Order.
- 8.7 Youth Inclusion Support Panel referrals can be made by anyone, we have in the past, received referrals from Parents, Young People and other Professionals. Once the criteria are met and the referral is accepted, a YISP key worker will complete a home visit and complete an Onset Assessment with the family. (Onset is a Youth Justice Board produced risk assessment form for use with young people who have not entered the criminal justice system the aim of which is to identify the issues placing young people at risk of being involved in crime.) When the key worker has identified the issues with the family a Multi Agency meeting where possible is set up and a YISP Integrated Support Plan is drawn up, the plan includes behaviour at home, school, parenting and community issues. All interested parties identify roles and responsibilities for themselves within the plan, this includes the young person and their family, meaning that the whole process is fully inclusive to all involved. This leads to empowerment with the family unit. The plan is then monitored and the YISP key worker ensures that all involved are completing their responsibilities. The plan is then reviewed at an appropriate time. Within this time the YISP key worker will complete one to one sessions with the young person on various issues such as anger management, peer pressure and self esteem. The YISP key worker intervention is time limited to usually 12 weeks dependent on issues raised within the assessments. When the time comes to close the case the key worker will ensure that the young person and their family have been sign posted to other agencies who can continue to offer support if necessary.

Mentoring

- 8.8 Mentoring has been offered within the Youth Offending Service since 2000, referrals are accepted within the service limited only by capacity. Once a young person has been identified as benefiting from a mentor the process begins.
- 8.9 The young person is interviewed to ensure that their likes and dislikes are ascertained and that they themselves understand what Mentoring can do for them and if they are suitable. All the Mentors within the service are volunteers from the community and all undertake a strict and well-established training course. They begin with a 4 day Core Training programme run usually on a weekly basis dependent on volunteers specific needs this is run throughout the service and once they have decided that it is mentoring that would like to participate in they continue and complete a further 3 day course specifically dealing with issues around mentoring. After this has been completed and they have been interviewed all relevant CRB checks and Criteria checks are undertaken. Once the mentor is actively working, progress is monitored through monthly Supervision.

Restorative Justice and Family Group Meetings

- 8.10 Family Group Meetings have been in operation since March 2006. Family Group Meetings are offered to all YISP families. This then requires an assessment around suitability for the meeting, once all the relevant paperwork is complete and all involved are well versed on what a family group meeting will establish, then the meeting will take place and will be closely monitored and reviewed under a time scale.

8.11 At present there is a dedicated RJ Co-ordinator whose role is to facilitate policy and procedures within the Youth Offending Service. Their role is also to co-ordinate conferences within the service to ensure that Victim and Offender conferences are run appropriately and efficiently. Another role of the co-ordinator is to train Local Authority Staff who work within Wirral Children's Homes in running Restorative Justice Conferences to reduce the amount of young people entering the Criminal Justice System.

Junior Youth Inclusion Programme

8.12 The Junior Youth Inclusion Programme has been running since March 2004. Its main aim is to engage young people aged 8yrs to 12yrs in diversionary activities through the Neighbourhood Renewal Fund/Super Output areas of Wirral. JYIP as it is known works with approximately 45 young people at any one time, completing activities, which increase self-esteem and build positive relationships with peers and family. The programme key workers also complete one to one work with the young people they have identified as being "high risk". This work is identified through assessment and could range from anger management, peer pressure and anti social behaviour. JYIP's Prevention Programme on Wirral is time limited; the time allocated to working with a young person is 12 weeks, although this is often exceeded because of need.

Youth Inclusion Programme

8.13 The Youth Inclusion Programme is the longest running Prevention Programme on Wirral. The YIP programme as it is known has been running since 2001. It runs on the same principle as JYIP, by offering diversionary activities to young people who are a high risk of offending. The YIP programme identifies the top 50 young people who live in the 5 most deprived Neighbourhood Renewal Fund Super Output Areas in the borough, this is completed through a multi agency approach with Schools, Police, Social Care, Health, Housing and Connexions referring to the programme. Although the YIP target their work with the top 50 they also work with approximately 15/20 other young people who are classed as "participants", these can be friends/peers of the Top 50.

Positive Activities for Young People (PAYP)

8.14 PAYP is a Youth Justice Board initiative, which is co-ordinated through the local authority. The aim of the Programme is to engage young people who are deemed to be at risk of offending, anti social behaviour, through the School holiday periods.

8.15 The Youth Offending Service bids to the local authority for funding to run a programme to cater for all young people involved with its services. A range of diversionary and educational activities is offered to young people during every school holiday period throughout the year. This programme has been proven to reduce reports of anti social behaviour/youths causing annoyance (YCA) in the local communities.

9.0 CONCLUSIONS

- Youth arrests during the period July 2008 – July 2009 fell by 20% compared to the same period in 2007 – 2008.
- As well as being the perpetrators young people are also the victims of crime of crime. Whilst not the largest cohort of victims young people do represent a significant proportion amongst victim cohorts.
- Older people are the least likely to be the victims of crime.
- Overall the risk of a young person becoming a victim of crime is 30 per 1,000 young people.
- As victims, young people tend to suffer from crimes against the person.

- As perpetrators, the most common offences committed by young people are assaults and criminal damage offences.
- 2% of Wirral young people are known offenders; this compares with 2.4% in parts of England and Wales who are our statistical neighbors and 2.3% nationally
- We know that particularly effective strategies in preventing young person becoming involved in ASB are preventative work highlighting the consequences of engaging in ASB; early intervention for young people at risk of engaging in ASB or engaged in low level ASB; a twin-track approach of both challenge and support and a 'whole family' approach to dealing with the underlying causes of the behaviour.
- Once involved, we know that particularly effective strategies in preventing repeat offending are tackling associated risk factors, such as substance misuse, lack of family role models and boundary setting. This coupled with work to enhance protective factors such as positive parenting and inclusion in Education, Training or Employment.
- Local evidence suggests that Wirral citizen's believe that Crime and Disorder Reduction Partnership priorities should include;
 - Reducing young peoples access to alcohol
 - Anti social behaviour caused by young people.

10.0 FINANCIAL IMPLICATIONS

10.1 Finance to deliver the range of work detailed within this report comes from a variety of sources. Mainstream resources are provided by the Council, (Joint Community Safety Team, Children and Young Peoples Department, Regeneration Department) Police and Primary Care Trust.

10.2 External grant funding supports the work of the Joint Community Safety Team, Youth Offending Service and Children and Young Peoples Department. Specifically the Family Intervention Programme, Respect Program, parenting interventions, Challenge and Support programme. Time limited funding starts to reduce from 1st April, 2010 and ceases by 2011 - 2012

11.0 STAFFING IMPLICATIONS

11.1 There are no staffing implications arising from this report.

12.0 EQUAL OPPORTUNITIES IMPLICATIONS

12.1 All programs and initiatives detailed within this report are subject to the Councils policy on completion of Equality Impact Assessments. Many of the programmes assist the most deprived communities of the borough.

13.0 COMMUNITY SAFETY IMPLICATIONS

13.1 There is a direct impact upon the communities of Wirral arising from young peoples involvement in community safety related matters including young people as victims of crime or by other members of the community having their quality of life disturbed by forms of youth related anti social behaviour.

13.2 There may also be a direct health and personal cost to the young people involved in crime and anti social behaviour when the behaviour directly involves some elements of risk taking detailed earlier within this report.

14.0 LOCAL AGENDA 21 IMPLICATIONS

14.1 There are no direct local agenda 21 implications arising from this report, reparation work may include some environmental improvements or clean up activities.

15.0 PLANNING IMPLICATIONS

15.1 There are no planning implications arising from this report.

16.0 ANTI-POVERTY IMPLICATIONS

16.1 There are no direct anti poverty implications arising from this report.

17.0 SOCIAL INCLUSION IMPLICATIONS

17.1 Young people entering the criminal justice system face significant challenges. The support in place for young people and their families seeks to prevent initial or re-entry into the criminal justice system.

18.0 LOCAL MEMBER SUPPORT IMPLICATIONS

18.1 There are no local Member support implications arising from this report.

19.0 BACKGROUND PAPERS

19.1 There are no background papers to this report.

20.0 RECOMMENDATION

20.1 That Members note the contents of this report.

Alan Stennard
Director of Regeneration

This report was prepared by Steve McGilvray who can be contacted on 606 5485.

Appendix A

Young People and Community Safety

Related Strategies, Performance Indicators and Targets.

Strategies.

Local Area Agreement 2009 – 2012

Local Indicator number 4206 – Reduce the level of anti social behaviour.

Crime and Disorder Reduction Partnership 2009 - 2012

NI 17 Percentage of people with high level of perceived anti-social behaviour (ASB) ('the seven strand measure')

NI 21 People who agree that the police and local councils are dealing with anti-social behaviour and crime that matter in their area

NI 27 People who agree that the police and local councils seek their views on anti-social behaviour and crime in their area

NI 41 Percentage of people who perceive people being drunk or rowdy in public places to be a problem in their local area.

NI 33a Number of primary fires per 10,000 population

NI 33b Number of secondary deliberate fires per 10,000 population

Local Indicator number 4206 – Reduce the level of anti social behaviour.

Youth Offending Service Plan

NI 10 Rate of proven re-offending by young offenders aged 10-17

NI 45 Young offenders - engagement in suitable education, training and employment.

NI 46 Young offenders access to suitable accommodation

NI 111 First time entrants into the YJS aged 10 - 17

Children and Young Peoples Plan

NI 69 Children who have experienced school bullying

NI 70 105 School age assessment

NI 114 Rate of permanent exclusions from school

NI 115 Substance misuse by young people

NI 116 The proportion of Children in Poverty

NI 117 16 to 18 year olds who are not in education, employment or training (NEET)

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