



and



Making those next steps:
establishing access to universal
services for GRIP and YOT clients.

**Good practice guidelines for local
partnerships.**

June 2004
(Final draft v5)

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The purpose of the document

This document has been prepared by Lancashire Youth Offending Team, to encourage the development of local partnership services which will support young people making the transition to leave GRIP and YOT services.

The guidelines and implementation options are available for local partnerships to develop as they see fit to meet local circumstances and need.

The majority of areas already have some form of referral process from GRIP and YOT services, which support young people into universal provision. These guidelines may be inappropriate to those areas, for others they may provide a useful model for implementing effective partnership working.

The guidelines, we hope will respond to the queries raised in many of the District level discussions, covering issues such as:

- Who should share the responsibility for GRIP and YOT clients after they leave those services?
- How do we get information about referred young people, so we know if we have the skills and resources to work with them?
- How do we know if they are still in contact with the services they were referred to?

Included in appendix one is a draft information sharing consent form, which has been approved as a good practice model by the County Solicitor.

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Multi-agency referral overview

The Role of GRIP and the YOT

GRIP (Group Intervention Panel) works with multi-agency referred young people who are displaying signs of disaffection, which may lead, to offending. Across the County the service targets 5 to 13 year olds, with 13 to 17 year olds being targeting in specific areas of the County.

The Youth Offending Team (YOT) has the responsibility and resources to support young people aged 10 to 17 years after they have been referred from the Police or Court.

The referrals to GRIP are made using self or multi-agency referrals. YOT referrals are made through Police and Court orders.

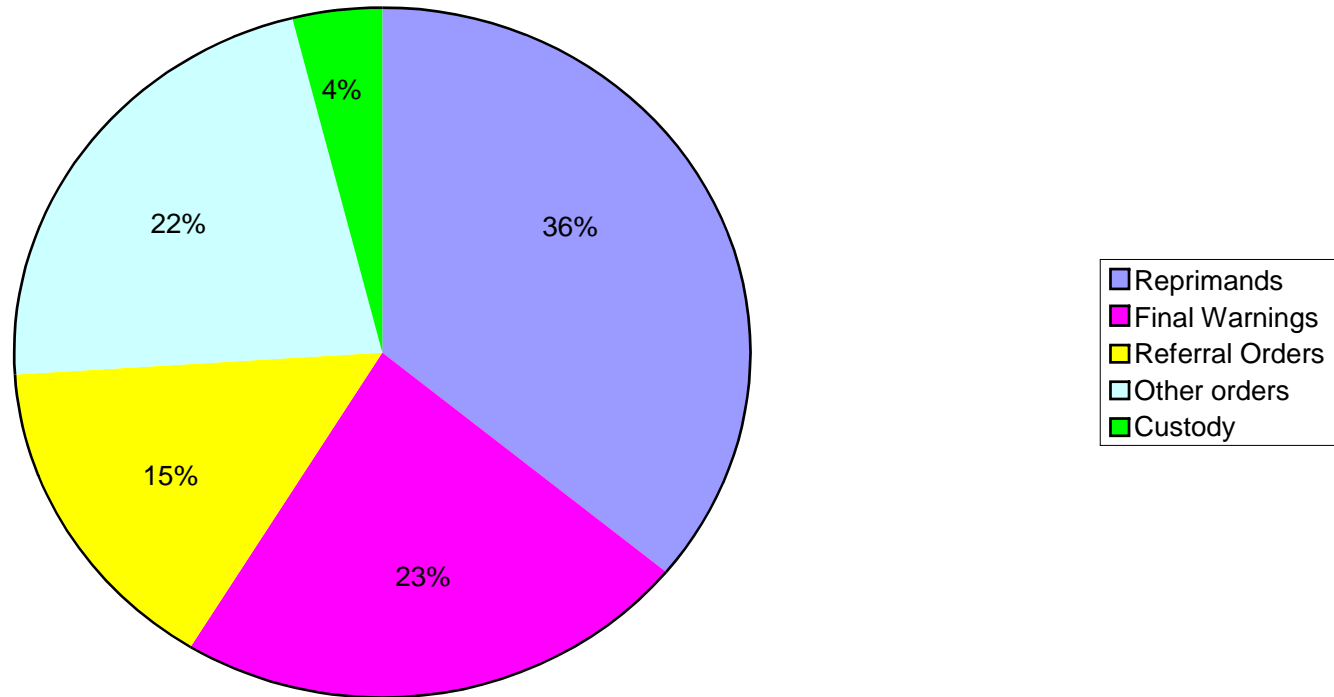
Typical periods of involvement are:

GRIP	3 months
Police reprimands	1 intervention
Final Warnings	1 to 3 months
Referral Orders	3 to 6 months
Supervision Orders	6 to 36 months
Action Plan Orders	3 months
Intensive Supervision & Surveillance Orders	12 months
Detention & Training Orders	2 to 24 months

For the purposes of measuring recidivism, (the percentage that go on to re-offend), the YOT measures whether or not young offenders re-offend within a period of 12 months after starting their order.

Audit Commission evidence indicates that young people who have completed their YOT intervention are still 'at risk' of social exclusion and criminal behaviour, and require further and ongoing support if they are to sustain a positive behavioural change.

Pie Chart to show the breakdown of cases referred to YOT between 1 April 2003 to 31st March 2004



Brief analysis – Nearly 75% of offenders receiving a Police or YOT intervention in Lancashire are first time offenders and / or represent a relatively low risk to communities. Only 1 in 25 enter custody each year.

The benefits of re-engaging young people into mainstream / universal services

The GRIP service supports young people on a voluntary basis, who have evidence of developing criminal behaviour. The GRIP partnership is seeking longer term, sustainable support which, re-engages and supports individuals and families within local universal provision.

During the period the young people are referred to the YOT, they are engaged in a process, which is directed by statutory powers.

On completion of their relatively short intervention, the young people may still be assessed to be 'at risk', however the YOT has no statutory power to re-engage them in services, either of its own or other partners.

If the young person were to be offered services from the YOT, it is perhaps questionable whether they should be offered services from a potentially stigmatising organisation, which is based around a 'no choice' access service, after they had completed their commitment as identified by the Police / Court.

For young people to sustain their positive behavioural changes after a GRIP or YOT intervention, good practice identifies that they require 'voluntary access' provision drawn from the mainstream / universal body of provision. This provision is ultimately where young people can receive the longer-term resources, which will provide the 'protective' and 'reduced risk' influences, which will maintain them in a socially inclusive lifestyle.

Which group could have a lead role in the co-ordination of services?

Each District has different structures and systems to support its partnership activity with young people and community safety.

When considering the most appropriate group to support GRIP and YOT clients it is important to consider the following factors:

- What would be the proposed responsibility for the co-ordinating group?
- What groups already exist?
- How many young people would be referred and tracked?

What would be the proposed responsibility for the co-ordinating group?

For the referral process to work effectively, we are seeking a partnership group of local strategic service managers, who can:

- **Agree to oversee and monitor referrals from GRIP and the YOT.**
- **Identify what provision referrals can be made to.**
- **Direct their staff to engage with referrals.**
- **Support their staff and partners with referred young people.**

What groups already exist?

We are seeking local partnership groups, which already operates with a similar remit to that given above. Options may include:

- The CDRP young peoples group.
- The local MAPS team.
- The LSP young peoples group.
- The PAYP local steering group.
- Childrens Services Locality group.

The chosen group should be able to consider locally identified issues such as:

- Accessing appropriate housing support and provision.
- Accessing mainstream / universal leisure provision.

How many young people would be referred and tracked?

The number of young people referred into the YOT in an average month, may determine the group you wish to see take referrals.

Typical monthly number of young people entering GRIP and the YOT for each District are:

DISTRICT	GRIP(1)	YOT(2)
Burnley	5	31
Chorley	1	21
Fylde	1	7
Hyndburn	2	17
Lancaster	3	43
Pendle	2	21
Preston	7	53
Ribble Valley	1	3
Rosendale	1	17
South Ribble	4	17
West Lancashire	1	20
Wyre	3	22

(1) Based on January to March 2004 return data.

(2) Based on YOT 2003 performance data.

Should the group be operational or strategic?

The group, ideally would be made up of strategic managers who are able to lead and manage their service staff to facilitate referrals into local services. There may also be a role for operational staff who can provide detailed information on local services and uptake by referred young people where appropriate.

The on going role of the managers in the group could be to monitor service referrals and modify the service to achieve more successful referral outcomes.

How will referrals be supported by GRIP and the YOT?

To enable the process to operate, GRIP and the YOT will support the identification and assessment of referred young people prior to referral.

Young people will be assessed using the GRIP 'ONSET' system or the YOT 'ASSET' system to identify the risk of them re-offending and the particular risk factors associated with that individual. This information will be used to clearly identify which services available locally the young person would seek to access to address their individual need.

GRIP or the YOT would approach the young person to provide a voluntary information sharing agreement (based on the LCC Sharing Personal Information: made simple, document). This agreement would be for the express purpose of referring them on a voluntary basis to other agencies for needs assessed services for a period up to 12 months.

In the event of the young person not wishing to share this information by consent, GRIP or the YOT could, based upon the level of assessed (ONSET or ASSET) re-offending risk, use the powers provided by Section 115 of the Crime and Disorder Act (1998) to refer young people into services **as a last resort**.

The YOT, using Police recorded crime data will maintain a record of those re-convicted, which would allow the partners to monitor patterns in re offending within the referred cohort.

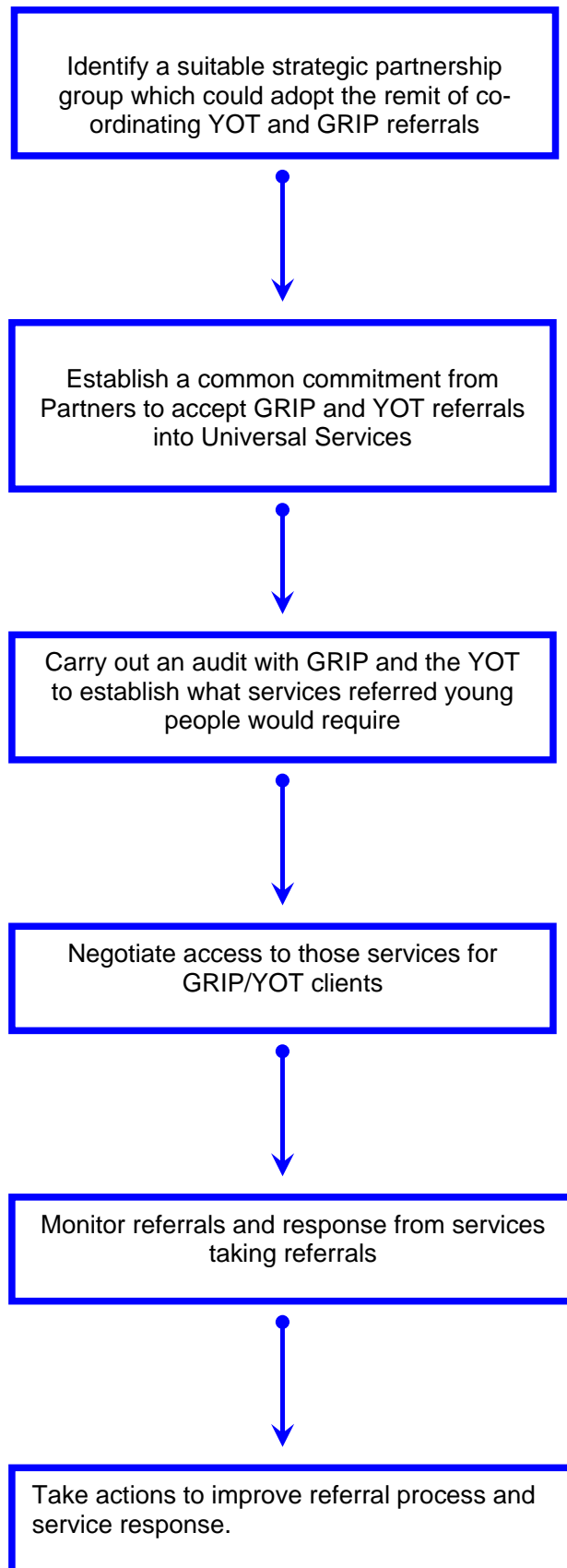
GRIP/YOT would also maintain responsibility for keeping details of the young people referred with regard to those services that have agreed to engage. They will provide a list of the young people to be monitored at each meeting and will produce information on their needs identified from the ONSET/ASSET. This will be supplemented by information from partner agencies, in particular Connexions and the Police.

How referrals could be supported by partners

Partners, ideally will be able to offer guidance and training to staff about engaging with YOT referred young people. Partners ideally would be able to identify 'link' workers for GRIP and YOT staff to refer individuals to.

In order to facilitate the link-up between GRIP and YOT staff and partner agency staff, it would be beneficial for partner agency link workers to periodically attend local GRIP and YOT team meetings to provide greater detail about what their service has to offer, how it works and what its limitations are. Equally there would be benefits from GRIP and YOT staff attending partner agency team meetings to explain the role of GRIP and the YOT and the needs of the young people they work with. It may be useful for this exchange of information within teams to occur on a regular basis to ensure that all staff members are aware of partner agencies roles.

Summary of proposed actions by local partnership group



The assessment of an individuals needs – ‘ONSET’ and ‘ASSET’

GRIP and the YOT in common with other young peoples agencies have assessment tools ‘ONSET’ and ‘ASSET’, which will identify the level of risk of re-offending and / or need identified through a questionnaire completed by a trained practitioner and the young person.

Highlighting the level of risk / need

The systems identify factors, which relate to a level of risk of re-offending on scale ranging through:

- 0** Not associated at all.
- 1** Slight, occasional or only a limited indirect association.
- 2** Moderate, but definite association – could be a direct or indirect link. May be related to some offending, but not all. Tends to become offending related when combined with other factors.
- 3** Quite strongly associated – normally a direct link, relevant to most types / occasions of his / her offending.
- 4** Very strongly associated – will be clearly and directly related to any offending by the young person. Will be a dominant factor in any cluster of offending related problems.

A rounded assessment of the individual

The assessments probe the areas, which influence a young person’s behaviour. These areas include:

- Living arrangements
- Family and personal arrangements
- Education, training and employment
- Neighbourhood
- Lifestyle
- Substance use
- Physical Health
- Emotional and mental Health
- Perception of self and others
- Thinking and behaviour
- Attitudes to offending
- Motivation to change
- Positive (protective) factors
- Indicators of vulnerability
- Indicators of serious harm to others
- Offending behaviour

When is ONSET or ASSET completed?

ONSETs are jointly completed by the young person, their family and their caseworker when they are:

- First referred to the GRIP.
- A review assessment is carried out during the course of their time with GRIP.
- A Closure assessment is completed when the GRIP intervention is completed.

Ideally ASSETs are jointly completed by the young person and their caseworker when they are:

- First referred to the YOT
- During the course of their time with the YOT
- On completion of their order with the YOT

This process allows GRIP and the YOT to establish a 'distance travelled' picture, indicating changes in risk / need.

In the case of shorter referrals (e.g. Final Warning), the period of time the young person is with the YOT may only allow for one ASSET to be completed.

What benefit can ONSET and ASSET profiles bring to how we use our resources?

An ONSET or ASSET profile can provide an individual score of risk and need, which will indicate the assessed risk of a young person re-offending and identify the needs the young person has that could be addressed by a particular service.

Local partnerships can use these assessments to target resources at those most at risk, those at moderate risk or a combination, based upon the skills and experience of staff and the opportunity to be provided.

This referral profile can be locally negotiated.

Effective Communication

Consultation with staff and recent inspection reports illustrate that linkages with partner agencies are not as complete or as effective as they could be. Knowledge and understanding of what partners can provide to YOT clients is, in some areas, limited. Similarly, knowledge of what the YOT is about, the needs of young offenders and how partner agencies can contribute to reducing youth crime is also limited in some areas.

It is clear that where knowledge and understanding of partner organisations is limited, requests for, and provision of services will be reduced and as a result a young person may not receive a service they need. Where a strong relationship exists, particularly between operational staff, trust and understanding aid the provision of a service which meets the needs of a young person, improves their life chances and reduces the long term costs to services and the community.

To ensure effective communication at an operational level it is suggested that named link worker(s) be identified within partner agencies. The link worker(s) would be someone who was willing to be the primary contact between their service and the YOT. They would periodically attend YOT team meetings to inform the team of developments in their service and would feedback changes in the YOT to their own. They would, where appropriate, be the first point of contact for YOT case holders when looking to access a service and with a particular understanding of the needs of young offenders, would offer advise on what their service could offer. Similarly it may be appropriate for a YOT member of staff to take on responsibility for liasing with a particular partner agency.

The building and maintaining of a strong partnership relationship at both a management and practitioner level requires considerable commitment, but can ensure a high quality and integrated service for young people as well as meeting the corporate objectives of the organisations concerned. It is recognised that there are many examples where services work very closely together and operational staff have been able to develop relationships with colleagues that are fundamental to multi-agency working. It is hoped that providing a focus on this aspect of partnership working, similar relationships can be forged across all services for the benefit of service users, practitioners and communities.

Referring young people into partnership services

Stage One: Making a referral

Consultation with partner agencies has suggested that the most effective way of linking young people open to GRIP or the YOT with other services is to do so while they are receiving a service. This would provide an opportunity for 'handover' and a period of continuity.

The current proposal is that when a young person had completed their initial ONSET or ASSET, based upon their assessed need and the level of risk they would be referred into locally negotiated services. Where possible this information could be combined with data from the Connexions database to provide a fuller picture of the young person to partner agencies where this will help them to engage with the young person.

Referrals may be made '**over the phone**', with the GRIP or YOT case holding staff calling to discuss the referral with partner agency staff (preferably a named link-worker). Where specific referral forms are used (e.g. PAYP) some further communication should take place to ensure that the young persons needs are fully understood.

After the dialogue, which would include a discussion of need, risk and potential provision, if the partner was able to accept the referral, an email to confirm the arrangements would be sent from the accepting agency to the YOT case holder. The contents of this email would be passed onto the referred young person as a record of the agreed arrangement, with a copy kept on the GRIP or YOT case file.

While the young person is open to GRIP or the YOT the GRIP or YOT case worker will act as the lead for co-ordinating services and ensure the young person is kept abreast of all the proposals.

Stage Two: Tracking the young person after GRIP or YOT involvement – The Role of the Partnership Groups

NOTE – at the present time this option is only available to 13 years and above, due to Connexions statutory remit. (13 to 17 year olds account for 89% of the YOTs offender profile).

On a regular basis the local GRIP and YOT teams will provide each of the partner agencies with a list of the young people who have been referred to each service.

Connexions Lancashire have agreed to examine the possibility of the Connexions young persons database tracking young people after they leave the GRIP or YOT.

This service would be restricted to those over 13 years of age (90% of the YOT client group).

This 'tracking' information, collected by contact through Personal Advisors (P.A.s), would provide local partnerships with a systematic picture of the young persons contact with referred services and any changes in significant risk factors (e.g. changes in contact with mainstream educational services).

It is proposed that individuals that would be tracked by the Connexions database, give their consent for a period of 12 months.

In addition attendance by local Police representatives could provide up-to-date intelligence on the activities of the young people that may suggest that they are at lesser or greater risk of offending.

A series of options has been developed to allow partnership groups to monitor the progress of referred young people over varying lengths of time. These options are detailed below and it has been suggested that partnerships may wish to use each option depending on the particular young person in question

Local Service Provision - Directory of Services

The group may wish to pool their knowledge of local services to produce a directory of services that could be assessed by young people. Where appropriate some of these services may be invited to join the group to speed up the referral process.

Service Provision Review Options

Option 1 – One Stage Review

On a monthly basis the local GRIP and Youth Offending Teams will produce a list of young people who have been referred to partner agencies. The lead officers from each partner agency will be asked to identify if the young person is currently accessing their service and at what level. Where a service is being accessed no further action will be needed unless the service provider feels that additional/further provision may be appropriate. Where no service is being accessed the lead officers will be asked to identify why. If the lead officers are satisfied that the young persons needs have been addressed, no further action is required. If the young person has not received a service, has refused or been refused a service the lead officers will be asked to re-assess the situation and to arrange for the service to be re-offered where appropriate.

In most cases young people will have been referred to services while attending GRIP or the YOT. Consequently this secondary referral process will provide a basic safety-net to ensure that where a need has been identified, that every reasonable step has been taken to provide appropriate services.

Option 2 – Two Stage Review

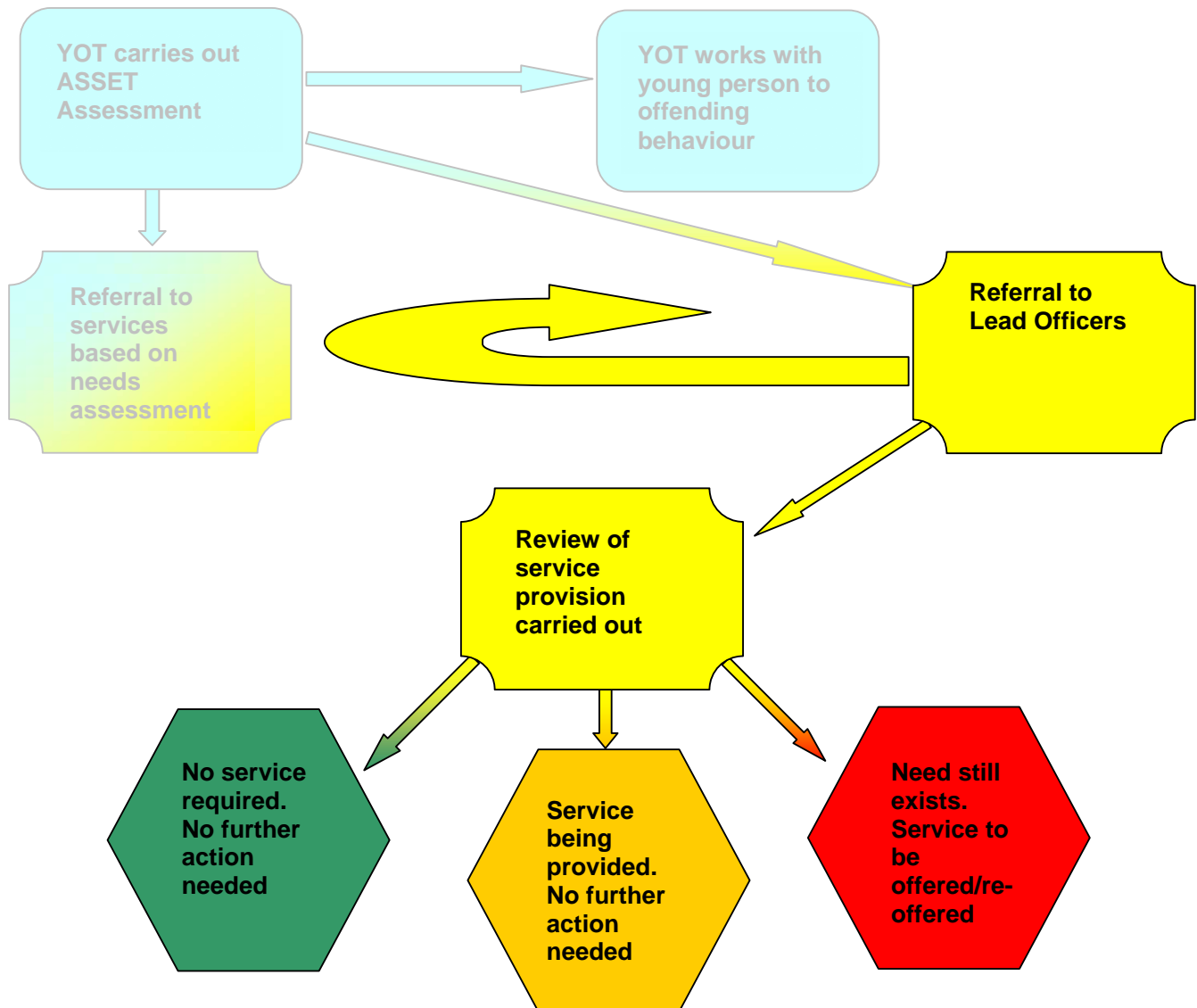
Option 2 allows local partners to review the needs of the young person two months after they have left GRIP or the YOT. Partners will be provided with details of those young people who were referred two months previously along with a list of their previously identified needs. Lead officers would be asked to identify if they are still providing a service to each young person. If a service is no longer being provided lead officers would be asked to identify the reasons why. Partners would also be asked to identify (as far as they are able) whether they consider any of the young people to still be at risk of re-offending. Where intelligence suggests that there is a risk, lead officers would be asked to review their level of service provision to that young person and, where appropriate, to seek to (re)engage the young person within their service.

Option 3– Ongoing Review

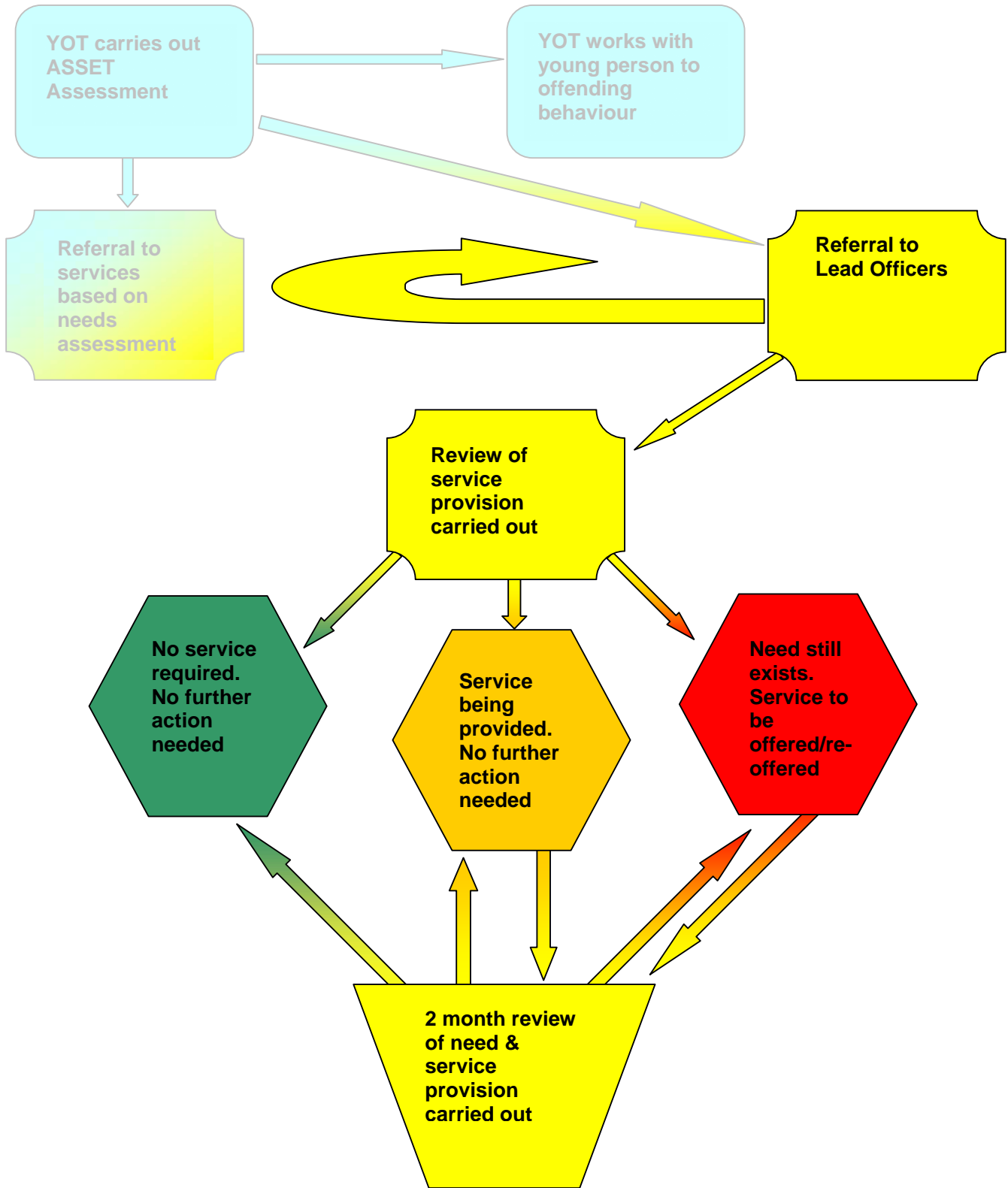
Option 3 allows local partners to review the needs of the young person on an ongoing basis for up to 12 months. Details of young people who have left GRIP or the YOT will be provided to partners on a bi-monthly basis. Partners will be able to review the service they are providing as in option 2 above, but over a longer period so that they are able to provide sustained assistance to those individuals in need.

GRIP clients are already reviewed after six and twelve months. It is not suggested that this should be changed unless the GRIP co-ordinator feels that there would be some benefit in a particular young person being referred on to the wider group (e.g. if a young person is at the end of their GRIP intervention and is still exhibiting offending behaviour).

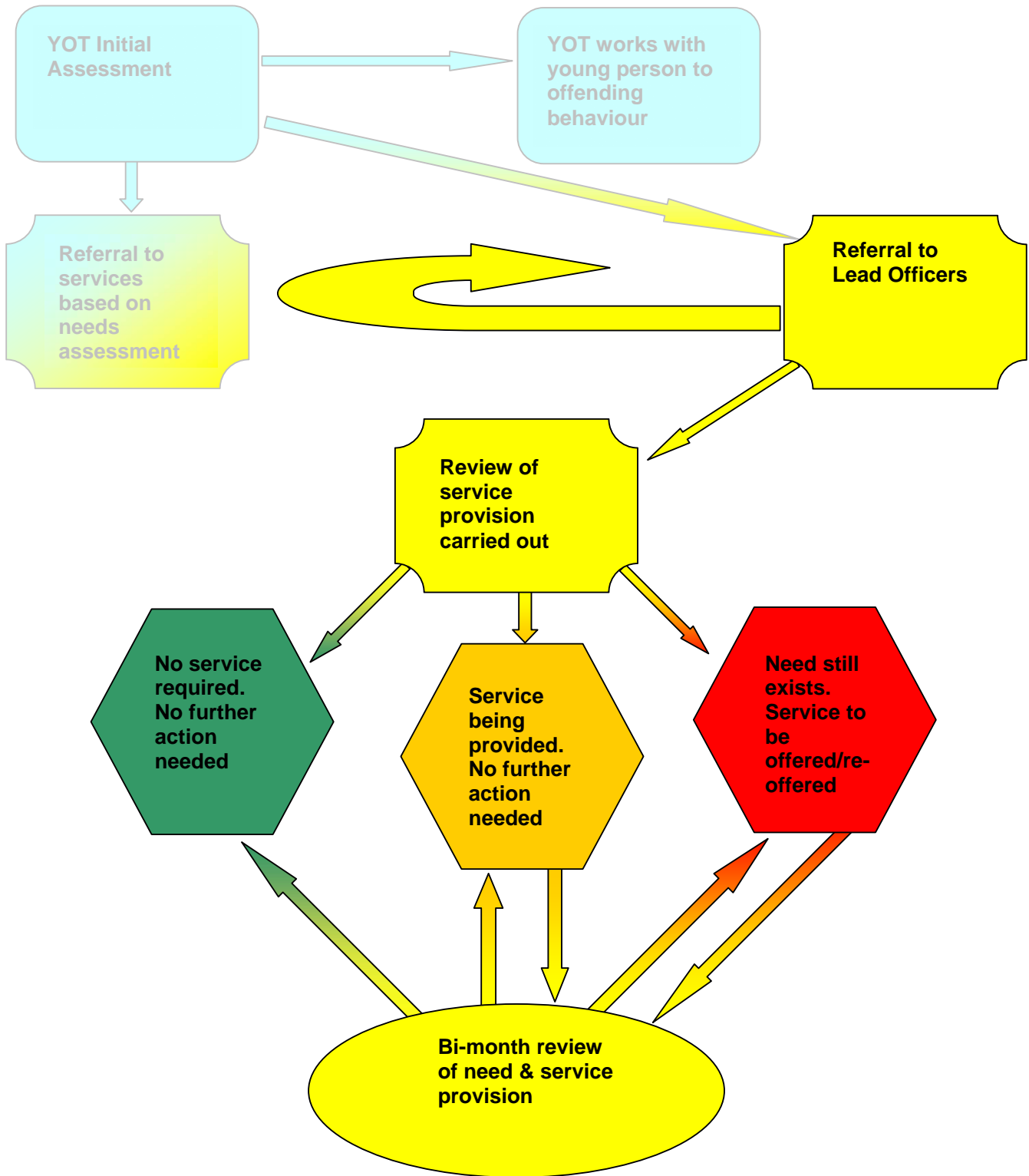
PSA – Service Provision Review Option 1



PSA - Service Provision Review Option 2



PSA - Service Provision Review Option 3



Appendix One – Example voluntary consent forms

The Case Discussion Group has been set up to ensure that young people have access to services that meet their needs and that protect them from offending behaviour.

With your consent information held by GRIP/YOT will be shared with the members of the group and these organisations will be asked to share information they hold to support the identification of appropriate activities and services. Information about you will be shared where it is significant to ensuring that the activities and services that you will be offered are safe, effective and meet your needs.

Once you have been referred to services the group will periodically review your progress to ensure that your needs are continuing to be met and that they are still protecting you from offending behaviour. Where the group considers you to be at risk of offending they may seek to offer further support. Your progress may be tracked for up to 12 months.

Information about you may be shared with outside agencies for the purpose of evaluating the effectiveness of the GRIP/YOT referral process both locally and nationally. This will not contain personal details. The sharing of information will be carried out in accordance with the terms and procedures of the YOT information sharing protocol and with the registration with the office of the Information Sharing Commissioner.

The group is made up of the following organisations. If you do not wish information to be shared with or by any of these organisations please put a cross in the box by it:

Connexions Youth & Community Services Police
District Authority Beyond Sport YOT GRIP
(e.g. housing, leisure)
Housing Providers Health Services Social Services

We understand that this information will be stored either electronically or in manual records by the GRIP/YOT case manager for the length of the GRIP/YOT referral process and for a period of up to 12 months following to monitor and evaluate the success of the process.

The GRIP/YOT will keep the information updated and notify all partner organisations of any changes to ensure corrections are made.

Parent/Carer:
Print Name

Young Person:
Print Name

Signature

Signature

Date:

Date:

Case Discussion Group Consent Form

The Case Discussion Group has been set up to ensure that young people have access to services that meet their needs and that protect them from offending behaviour.

With your consent information held by GRIP/YOT and the Police will be shared with the members of the group and these organisations will be asked to share information they hold to support the identification of appropriate activities and services. Information about you will be shared where it is significant to ensuring that the activities and services that you will be offered are safe, effective and meet your needs.

Once you have been referred to services the group will periodically review your progress to ensure that your needs are continuing to be met and that they are still protecting you from offending behaviour. Where the group considers you to be at risk of offending they may seek to offer further support. Your progress may be tracked for up to 12 months.

Under Section 115 of the Crime and Disorder Act 1998 information about you may be shared with outside agencies for the purpose of evaluating the effectiveness of the GRIP/YOT referral process both locally and nationally. This will not contain personal details. Data sharing will be in accordance with the Data Protection Protection Principles.

The group is made up of the following organisations. If you do not wish information to be shared with or by any of these organisations please state which agency.

Connexions	Youth & Community Services
District Authority (e.g. housing, leisure)	Beyond Sport
Housing Providers	Health Services Social Services Education

We understand that this information will be stored either electronically or in manual records by the GRIP/YOT case manager for the length of the GRIP/YOT referral process and for a period of up to 12 months following to monitor and evaluate the success of the process.

The GRIP/YOT will keep the information updated and notify all partner organisations of any changes to ensure corrections are made.

MANDATORY
Parent/Carer:
Print Name

Signature

Date:

ESSENTIAL
Young Person:
Print Name

Signature

Date:

Form provided by Lancashire Youth Offending Team (June 04v1.0)