



IRMP REVIEW OF DIVERSIONARY ACTIVITIES

**Appendices to Fire Authority report
24th March 2014**

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Tyne and Wear Fire and Rescue Authority

Preventing, Protecting and Responding

Proposed changes to our Diversionary activities with young people

Consultation document
October 2013- 1st January 2014



Alternative Formats

If you need this document in another format please contact: 0191 444 1529 or email:

consultation@twfire.gov.uk

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Your views count.

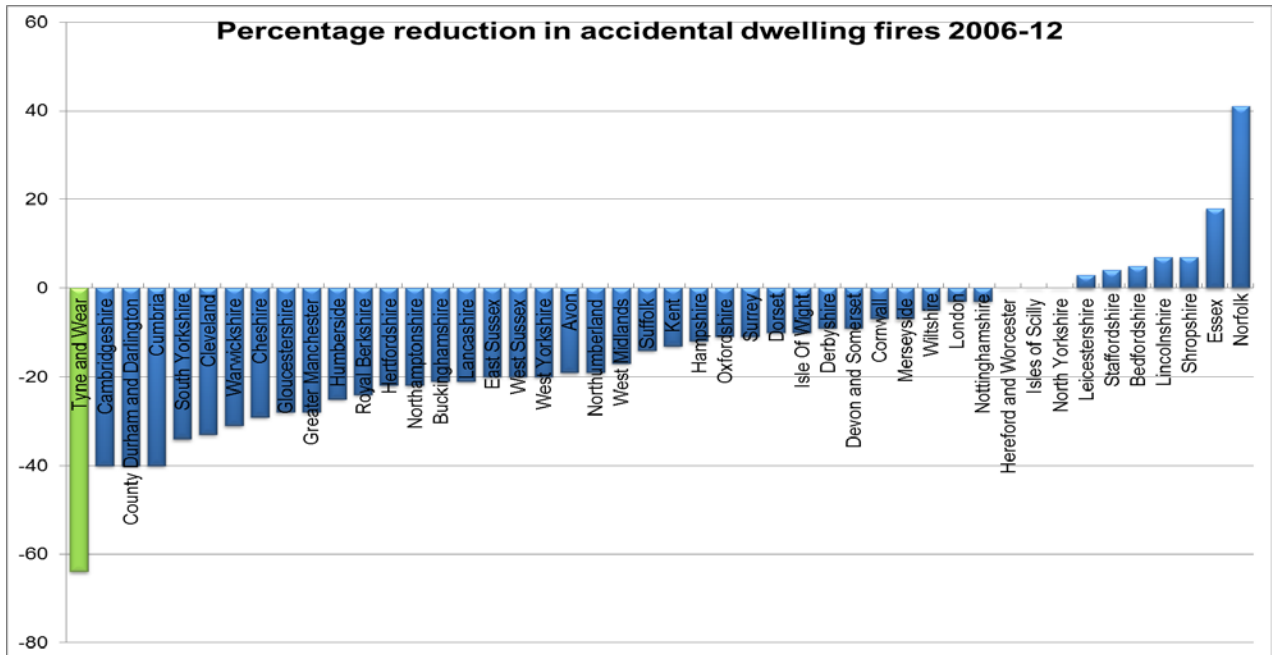
An introduction from the Chief Fire Officer and the Chair of Tyne and Wear Fire and Rescue Authority

Thank you for taking the time to look at this document; it is part of our plans for the next three years to make sure that Tyne and Wear Fire and Rescue Service (TWFRS) continues to deliver its services effectively and efficiently. The particular focus in this document is our activities with young people to prevent them from becoming involved in firesetting and other risky behaviour.

It outlines some difficult choices we may have to make about these activities, and seeks a continued and renewed commitment to partnership working, so that diversionary activities can continue to be delivered despite huge pressure on our collective spending power across the public sector.

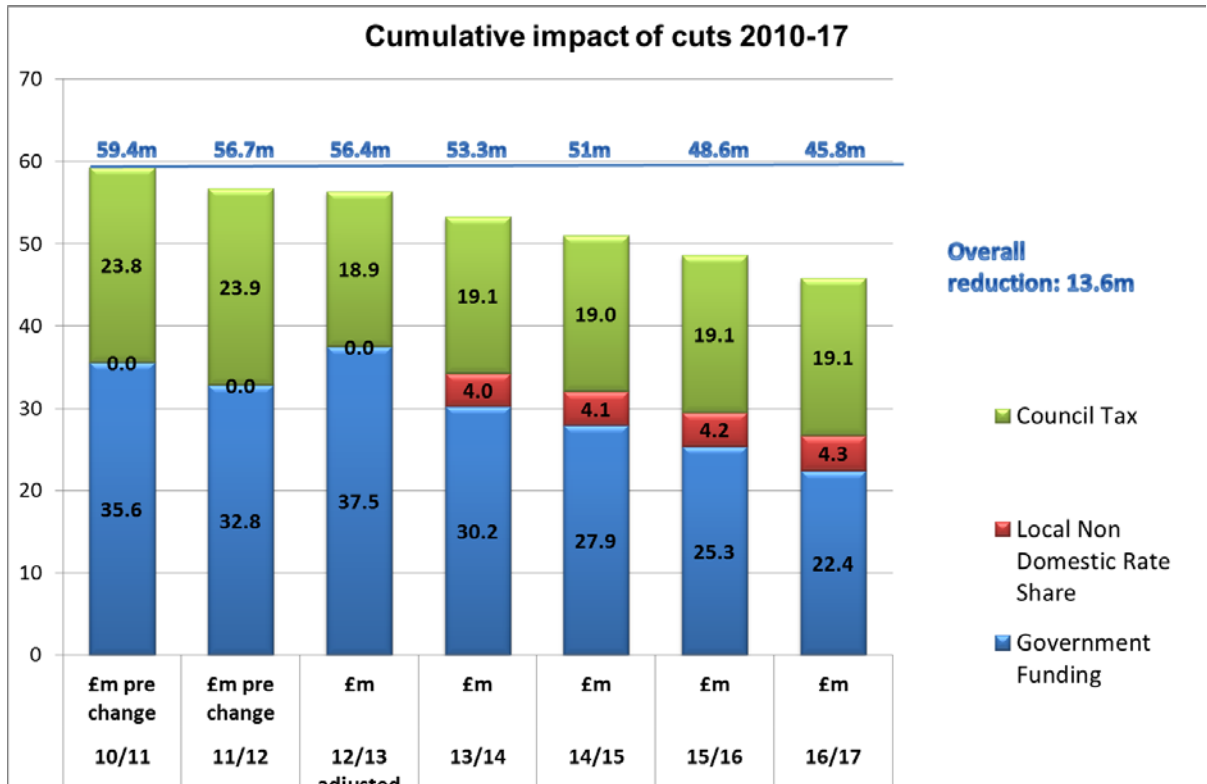
We know, and can demonstrate, that Community Safety is an area where Early Intervention approaches have been shown to be effective. At the national level and locally, Fire and Rescue Services have been in the vanguard of proving that a significant, sustained and long term investment in Prevention works, reduces community risk and over time, reduces cost. Every day, our firefighters and other staff carry out a wide range of preventative work, engaging directly with the community including its most vulnerable members, to reduce fires, deaths and injuries and to help people live more safely.

Thousands of Home Safety Checks; domestic sprinklers; case conferences; campaigns; community fire stations; and our Diversionary activities with young people, are all part of how we Prevent incidents happening in the first place. This has been very effective in Tyne and Wear- for example, we have seen accidental fires in people's houses reduce by 64% in the 6 years to 2012. This is the best performance in the country and something we are very proud of.



But in other areas- deliberate fires in particular- there is still much work to do, and this links in to wider issues about anti-social behaviour in Tyne and Wear. We know that most young people do not get involved in this or in any other sort of anti-social behaviour; but we also know that opportunities need to be available to support those who do, to reduce risk in the community and in those individuals' lives.

We currently deliver a range of Diversionary activities with young people, and these are described in this document. We also have a pressing need to balance risk and cost, given the huge pressures on public spending over the last few years, which is set to continue into the future. The graph below shows how much of the budget has already gone, and what further reductions are expected by 2016-17. In total this amounts to a reduction of £13.6m, or 23%, between 2010 and 2017.



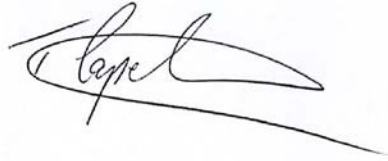
This unprecedented level of reduction presents our service with a major challenge. So far, we have made the savings required to balance our budget by reducing spending on all areas of our support and specialist services. In 2011, after public consultation, we undertook only to reduce our operational response and frontline Diversionary work with young people, only when the budgetary situation made that absolutely unavoidable.

We are now at the point where this is necessary, and both of these services have been under review. In a partner document to this one, we have included proposals to make changes to how we respond to incidents.

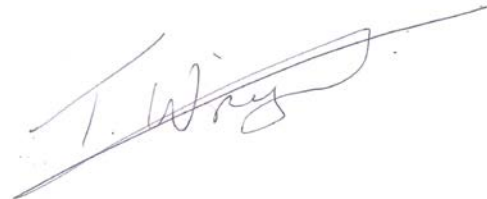
Youth activities represent only a small proportion of our spending and, as this document shows, we believe the activities we deliver are cost effective. However, in straitened financial times, the funding of these activities can only be regarded as fragile. We are seeking your views on the range of activities we provide, and on whether further collaboration could enable some of these activities to continue.

No decisions have been taken yet. Please let us know what you think of our proposals. Information on how you can provide us with your comments is at the end of this document.

This is **your** fire and rescue service and **your views count**.

A handwritten signature in black ink, appearing to read 'Capeling', written in a cursive style.

Tom Capeling (Chief Fire Officer)

A handwritten signature in black ink, appearing to read 'T. Wright', written in a cursive style.

Tom Wright (Chair of Tyne and Wear Fire and Rescue Authority)

1. Our priorities and core activities

- 1.1 Tyne and Wear Fire and Rescue Service's (TWFRS') overall vision is "creating the safest community", and its mission is "**to save life, reduce risk, provide humanitarian services and protect the environment**". This mission is clearly linked to community safety, but the preventative focus means that the service is targeting vulnerable individuals and thus contributing to wider community outcomes.
- 1.2 The specific priorities of TWFRS relate to the statutory duties placed on the Authority under the Fire and Rescue Services Act 2004, the Regulatory Reform (Fire Safety) Order 2005, the Civil Contingencies Act 2004 and the Fire Service National Framework 2012. Our priorities are:
- a) Reduce the occurrence of all incidents attended and their consequences
 - b) Work with partners to promote community safety, social responsibility and inclusion
 - c) Plan and deliver resources as determined by the risk
 - d) Work with relevant partner agencies to develop and resource effective emergency plans
 - e) Provide a trained and competent workforce that reflects the communities we serve
 - f) Provide efficient and effective services which meet community needs and minimise negative impacts on the environment

Response and resilience

- 1.3 The service has a **statutory duty to provide a safe and effective operational response** to meet the wide range of incidents that are encountered. These can include fires; road traffic collisions; building collapse; hazardous materials incidents and mass decontamination; water rescue including flooding; rope rescue; national and international rescue.
- 1.4 The service forms a critical part in the national, regional and local **resilience** infrastructure which prepares for, and responds to major unexpected events such as natural disasters or terrorist incidents. TWFRS has specific responsibilities under the national New Dimensions/Resilience programme which is designed to increase resilience to terrorism and other similar incidents.

Prevention

- 1.5 The focus on reducing risk means that the **prevention is another statutory activity for TWFRS**. Research has shown that those most at risk from fire include older people, young people, people with limited mobility and those who misuse alcohol and drugs; deprivation has also been shown to increase the likelihood of accidental fire. Many of the people we work with are also known to other partner organisations which are similarly seeking to address social and health inequality and improve outcomes for these individuals.
- 1.6 The Fire and Rescue Service has a unique ability to engage with different groups, often groups that other partners find very hard to access. This is related to the respect in which firefighters are held as “safe pairs of hands” and role models.
- 1.7 TWFRS’ prevention activities contribute to delivering wider outcomes for the community. For example, we are active in supporting vulnerable people to live independently and spend a significant amount of time visiting their homes (over 30,000 homes were visited for Home Safety Checks and advice in 2012/13); and we provide well regarded and effective diversionary activities for young people at risk of anti-social behaviour/offending, because fire related anti-social behaviour is likely to be perpetrated by the same individuals who behave antisocially/offend in other ways.

Protection

- 1.8 Recognising that fires will always occur, Fire and Rescue services have a statutory positive role in mitigating the effects by ensuring that buildings are constructed and managed with fire safety designed in. TWFRS ensures the **compliance** of building owners with the Regulatory Reform (Fire Safety) Order 2005 as well as advising local authorities and other partners on fire safety.

2. Our service to you- Diversionary activities

- 2.1 As part of our duty to Prevent, we deliver a range of Diversionary activities with young people across the 5 Council areas of Tyne and Wear. The key activities are set out below. There is more detailed information about them and their effectiveness later in the document.

What we are doing- activities



Safetyworks!
Place based activity centre. Learning to live safely through experiences





Prince's Trust
National programme targeting young people not in work, employment, education. 3 locations

Schools Education
Universal fire safety for junior schools, targeted for secondary



Campaigns eg Bonfire and Darker Nights

Junior Firesetters Education Programme (JFEP)- 1:1 targeted programme for young people displaying firesetting behaviour





Phoenix
3 day programme to reduce reoffending

Young Firefighters
Uniformed organisation for 11-17s. Life and safety skills. 10 branches across T&W

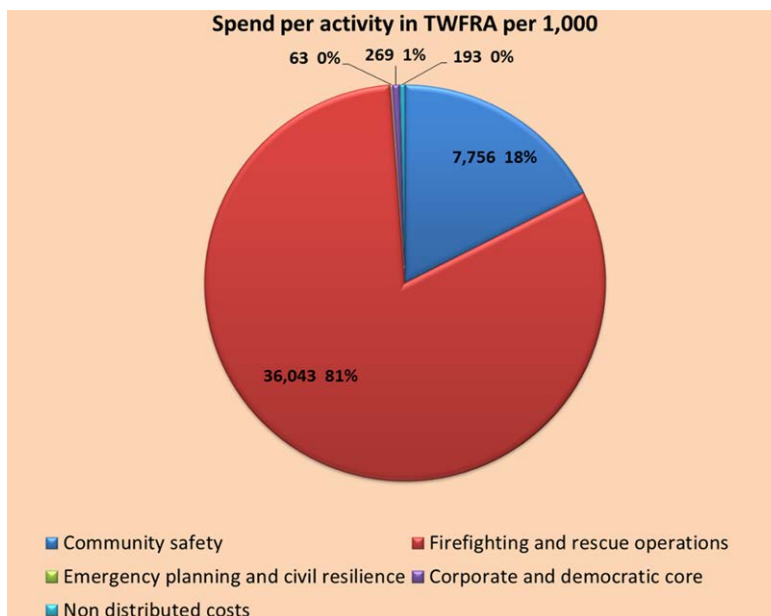


Resources

- 2.3 Diversionary activity represents a relatively small proportion of our spending, totalling c£800K per year (gross) and c£400K net of income. The resources devoted to each activity are set out overleaf. Net unit costs for the last full year are also shown- these are higher for targeted activities with a higher ratio of staff input to individual participants.

Overview of Current costs - 2013/14 Budgets							2012-13 actual
	Staff £	Mgt £	Running Costs £	Total £	Income £	Net Cost £	Unit cost (participants)
Phoenix	112,788	7,695	34,490	154,973	-123,268	31,705	£30 (604)
Princes Trust	214,207	25,569	47,314	287,090	-240,000	47,090	£454 (80)
Safetyworks	118,906	6,979	55,936	181,821	-31,159	150,662	£16 (8,471)
YFA	44,991	10,196	5,838	61,025	0	61,025	£370 (137)
Bonfire Campaign	21,000	35,065	1,000	57,065	0	57,065	n/a
JFEP	5,236	11,464	200	16,900	0	16,900	£331 (51)
Schools education	27,991	8,279	5,021	41,291	0	41,291	£0.96 (42,905)
Totals	545,119	105,247	149,799	800,165	-394,427	405,738	

2.4 To put this in perspective, if we take the gross cost and compare this with our overall expenditure¹, the following picture emerges:



2.5 Compared to this, Diversionary activity costs £714 per 1,000 population- **around 9% of the total Community Safety spend, and 1.6% of total spend per 1,000**. This is a relatively modest level of expenditure.

3. Why does TWFRS deliver Diversionary activities with young people?

Statutory duty

- 3.1 The Fire and Rescue Services Act 2004ⁱⁱ places a duty on the Fire Authority to promote fire safety:

“A fire and rescue authority must make provision for the purpose of promoting fire safety in its area. In making provision...a fire and rescue authority must in particular, to the extent that it considers it reasonable to do so, make arrangements for the provision of information, publicity and encouragement in respect of the steps to be taken to prevent fires and death or injury by fire”.

- 3.2 This duty was retained and reiterated by the current Government in its refresh of the Fire and Rescue National Framework 2012ⁱⁱⁱ:

“Fire and rescue authorities must work with communities to identify and protect them from risk and to prevent incidents from occurring”

- 3.3 However, this duty to Prevent is broad and provides significant latitude as to how Prevention might be carried out. It does not specifically include diversionary work with young people.

- 3.4 The current Government does not identify a specific role of Fire and Rescue in supporting and involving young people, although the overall policy direction *Positive for Youth*^{iv}, does identify the role of the police, to which the Fire role could be felt to be similar:

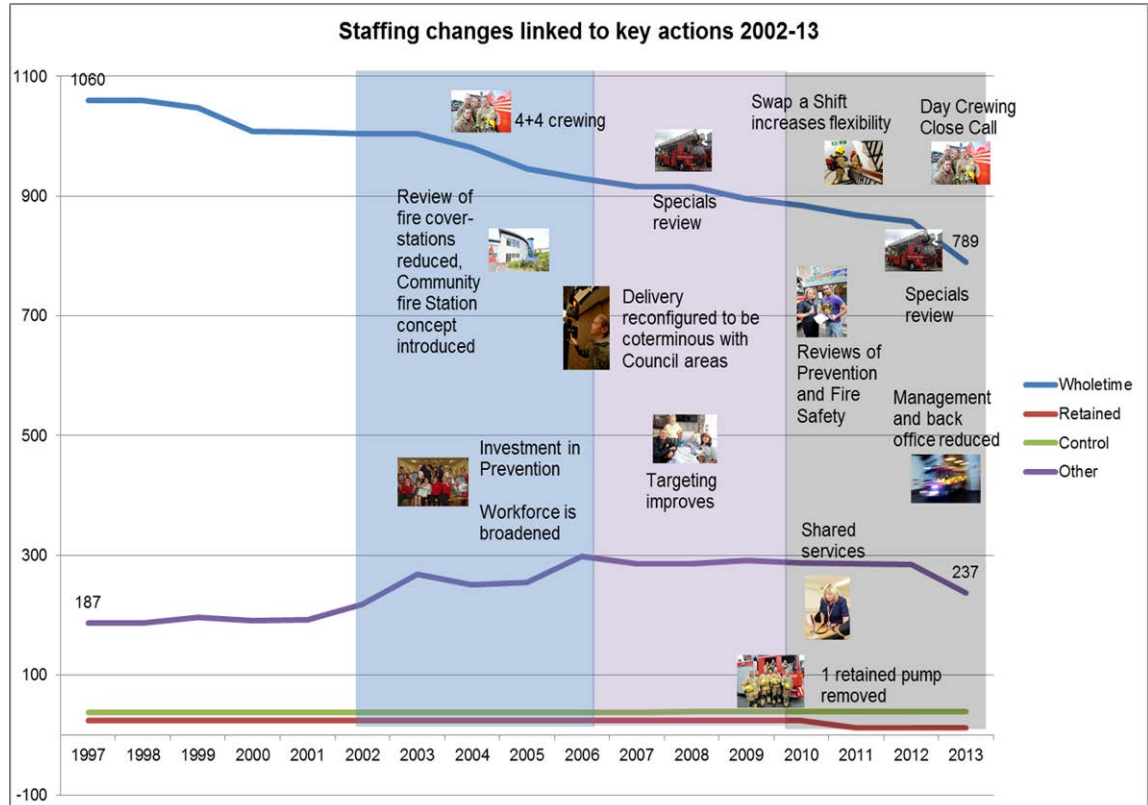
“The Police Service does not only have an important role to play when young people are at crisis point, but also as part of multi-agency planning and early intervention”.

Prevention is cheaper than cure

- 3.5 The Fire and Rescue Service (FRS) nationally has been in the vanguard of public sector bodies proving that prevention reduces demand, and in time, cost. From 2002, TWFRS along with many other FRS began a fundamental change to divert resources into Prevention. This was something of an act of faith at the time, since it involved *reducing* the

resources available for Response, to provide capacity to start undertaking very intensive Prevention, including Home Safety Checks.

- 3.6 Ten years later, the impact on the community is clear, as illustrated by the reductions in accidental fires in people’s homes shown earlier in this document. But the chart below also shows how, during this period, it has also been possible to reduce staffing numbers which has supported a reduction in costs.



- 3.7 This was ahead of the view which has emerged in national policy in recent years, which can be summarised as “prevention is cheaper than cure”, and which has informed the policy of the current and previous Governments under such initiatives as Total Place, Community Budgets, Troubled Families etc. It is exemplified in the following quotation from the National Audit Office^v:

“a concerted shift away from reactive spending towards early action has the potential to result in better outcomes, reduce public spending and achieve greater value for money”.

- 3.8 However, there is a danger that the medium term national aim of reducing public spending will threaten the continued existence of prevention programmes and/or hamper the development of more. This does not just apply to Fire and Rescue. A recent study for the Big Lottery Fund^{vi} to determine where it might most usefully invest funds, found that:

“Despite enthusiasm for the concept of prevention in government, preventative services are generally being reduced with public sector cuts”.

- 3.9 This funding drop is reflected in the 2013 Government review of *Positive for Youth*^{vii}, which notes that:

“Data on local authority expenditure in 2011-12 shows that authorities spent a total of £876.6m (gross) on services for young people, a reduction of £307.5 million (26.0%) compared to 2010-11, and a total of £338.8 million (gross) on youth justice, which is a reduction of £73.6 million (17.8%) compared with 2010-11”.

- 3.10 The reality of this situation has been felt in Tyne and Wear and has affected our own programmes, most notably the removal of co funding of Safetyworks. The retention of all the cost and risk of this facility by TWFRAs, despite its delivering much wider partnership objectives, is the most pressing issue facing the sustainability of our Diversionary activities.

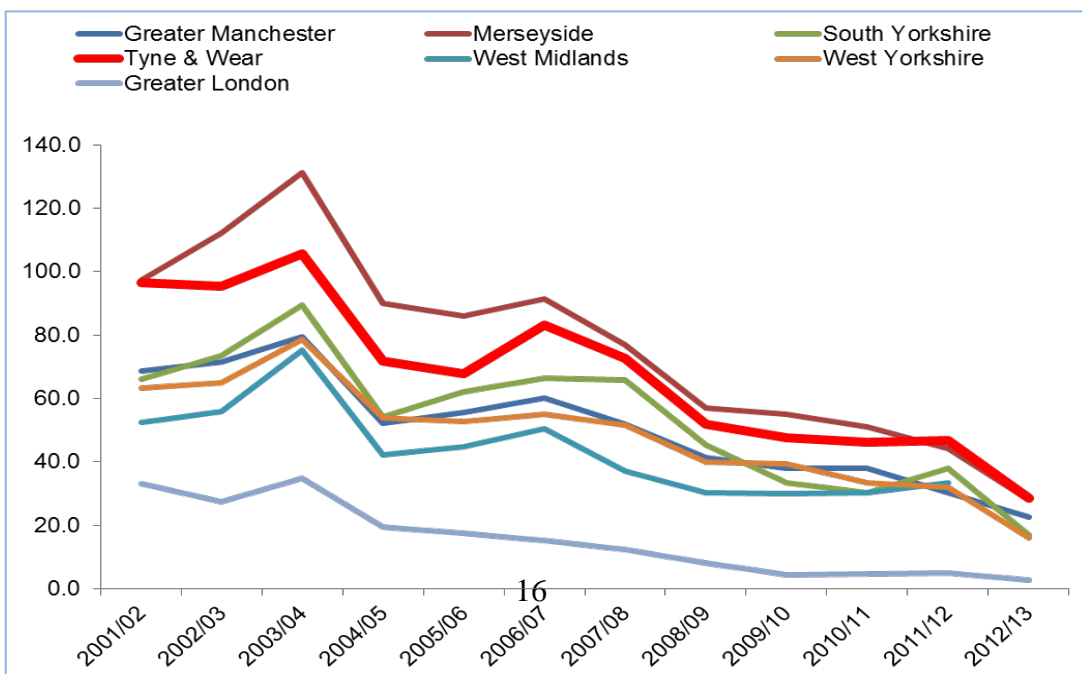
The Community Risk

- 3.11 TWFRS is a risk based service. Another way of asking why we deliver Diversionary activities is to look at our local community risks and priorities. In the interests of focus, the review looked at risk from the point of view of **deliberate fire setting**, and also the wider risk of **anti-social behaviour**.
- 3.12 Tyne and Wear, like other Metropolitan areas, is a high risk area based on the makeup of the population. CLG research^{viii} indicates that there is a clear link between risk of **accidental dwelling fires and injuries** and socio-demographic factors such as deprivation, disability, being single and unemployment; a statistical correlation has also been identified between **deliberate fires** and deprivation. Tyne and Wear carries a higher level of this risk than most other areas, as shown below^{ix}:

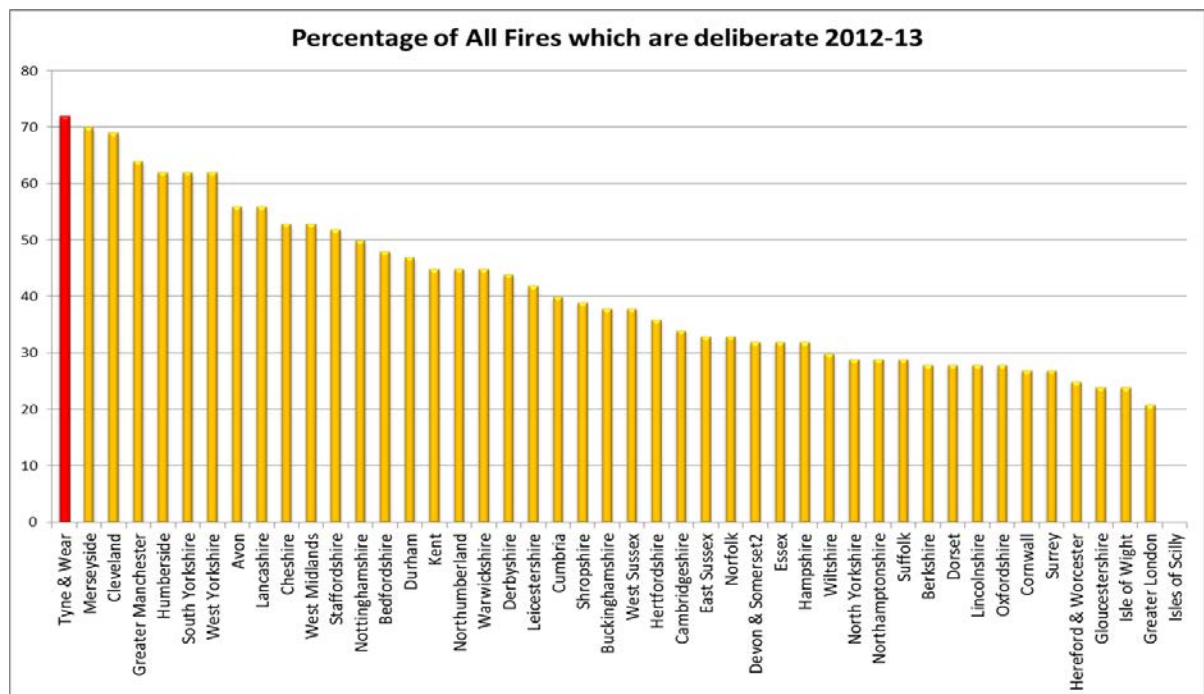
Regional Average Rank		Average IMD Rank
Tyne and Wear	Most Deprived	12324
North East		12943
London		13045
North West		13699
West Midlands		14325
Yorkshire and Humberside		14455
England		16242
East Midlands		17055
South West		18141
East of England		19743
South East	Least deprived	20723

Deliberate fires

3.13 The number of deliberate fires has fallen in all Metropolitan areas over the last 10 years, linked to our Prevention activity which includes Diversionary work with young people. The table below shows deliberate secondary fires over a ten year period- these being the fires most usually associated with ASB. Whilst TWFRS has achieved an excellent reduction of 74% in deliberate fires since 2001-2, we still have the highest level of deliberate secondary fires per 10,000 population of any Met, with Merseyside, traditionally the highest, now a close second.



- 3.14 The most recently published Fire Statistics Monitor^x shows that at 72%, Tyne and Wear's proportion of Deliberate to All Fires is the highest in England (average: 45%).

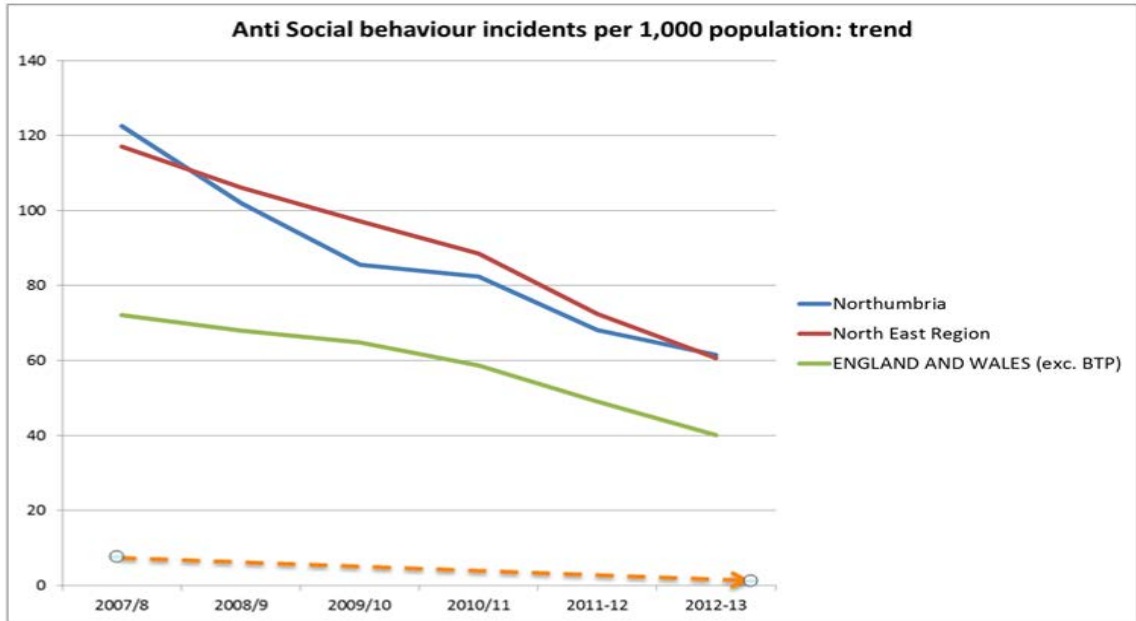


- 3.15 TWFRS attended 3807 deliberate fires in 2012-13, of which 648 were primary (represented significant life or property risk).

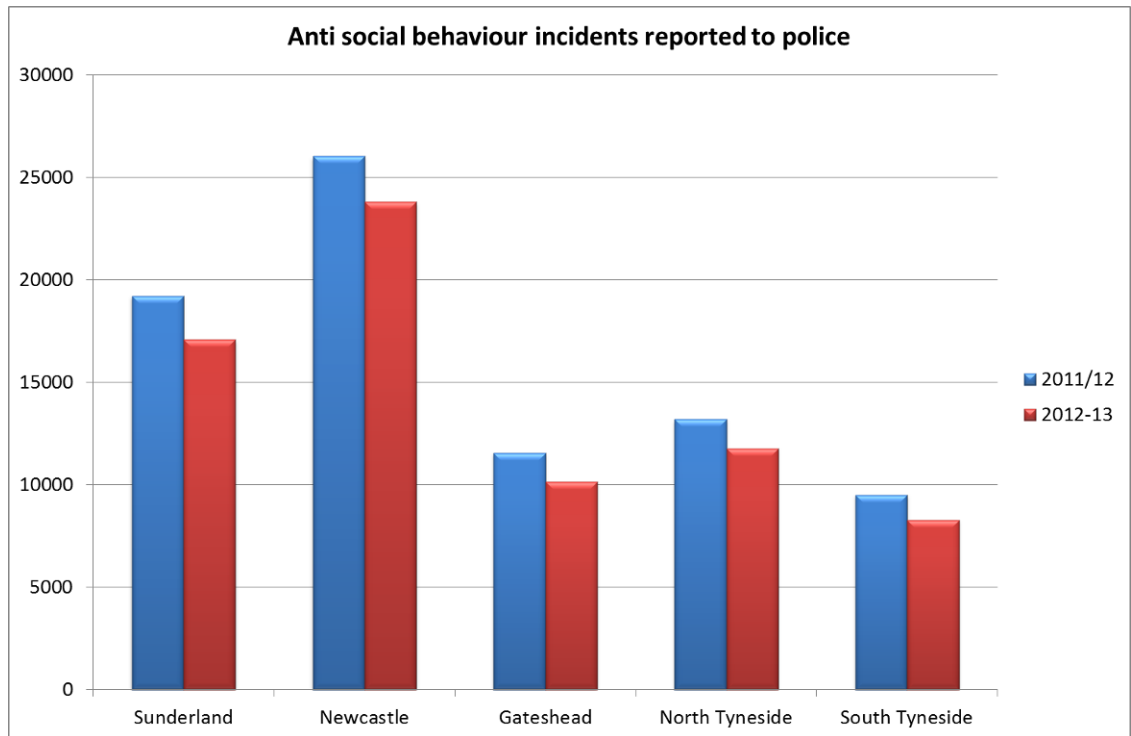
- 3.16 Since in many cases the perpetrators of these fires remain unidentified, it cannot be *assumed* that they are young people; however evidence from wider anti-social behaviour (see below) indicates that fire setting is a crime associated with younger individuals. Either way, there is still a higher risk of fires being set deliberately in Tyne and Wear than in most other parts of the country. Deliberate fires remain one of our key strategic priorities.

Anti-social behaviour (ASB)

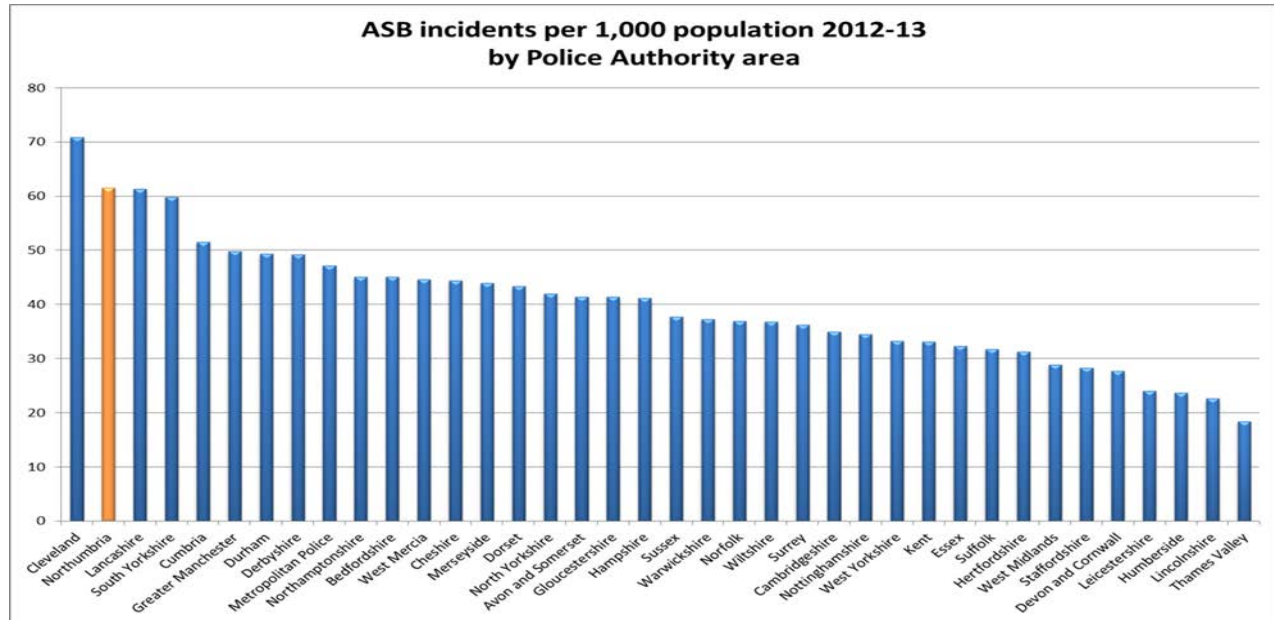
- 3.17 The level of anti-social behaviour incidents recorded by the police nationally is falling, as shown in the following chart^{xi}. However, the level of incidents in the North East, and Northumbria police area in particular, is well above the national average. (The TWFRS deliberate secondary fires trend has been included at the bottom of the graph for the sake of comparison- clearly the majority of ASB incidents do not involve fire).



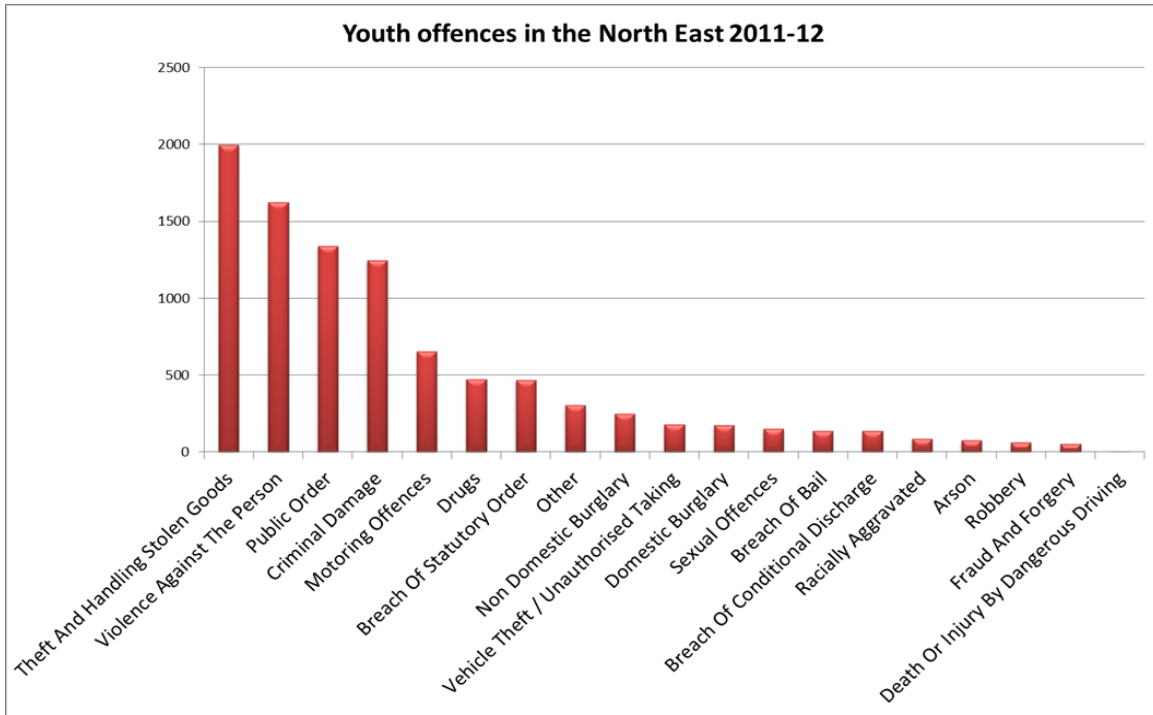
3.18 Local policing summaries^{xii} show the breakdown of anti-social behaviour incidents by District. Incidents have reduced in all areas over the last year but remain at a relatively high level particularly in Newcastle.



3.19 A comparison of police recorded ASB by Police Authority area shows a similar pattern to Deliberate Fires, with Northumbria and Cleveland changing places as the areas with the highest level of incidents in the country.



3.20 Statistics on the type of youth offences are available from the Youth Justice Board. Latest figures for the North East indicate that incidents of arson figure relatively low (76 incidents). Of these incidents, 70 were committed by boys/young men, and 39 (51%) by 10-14 year olds. This is in comparison to most of the other offence types, where the majority of offenders were 17+^{xiii}.



3.21 It should be noted that again, these are recorded offences where action was taken by the criminal justice system: however, during the same year **TWFRS attended 6010 deliberate fires as opposed to the 76 reported in these statistics for the whole North East region. Fire related ASB is therefore underreported.**

3.22 **To summarise, it is our belief that the level of community risk related to deliberate fire and ASB (deliberate fires making up 72% of all the fires we attend) is such that this should remain a priority for TWFRS within its overall duty to prevent.** Diversionary activity is a key part of how we focus on deliberate fires and ASB- the question, though, is how much of this should be done by ourselves in relation to the wider partnership picture, bearing in mind that we have no specific duties and a much smaller available budget than other service providers.

4. Working with partners

Is this a priority locally?

- 4.1 Since the thrust of Government policy is to promote local determination of the type and degree of support which should be provided to young people, one determinant of our own continued activity in this area should be the degree to which partners collectively identify youth diversion as a priority, and then recognise TWFRS as a partner in delivery. We have conducted some structured interviews with key partners to establish their views on the wider programme, and the FRS's role in this.
- 4.2 As far as the Police are concerned, the 2013-18 Police and Crime Plan^{xiv}, recently prepared by the new Police and Crime Commissioner, identifies anti-social behaviour as one of the 5 key objectives for Police and Crime in Northumbria, and the most important issue raised by the public in consultation as the Plan was prepared.
- 4.3 The statutory partnerships^{xv} tasked with reducing crime in the 5 Districts are Community Safety Partnerships (CSPs). TWFRS is an active partner in all 5 CSPs in Tyne and Wear: all 5 have anti-social behaviour reduction as a local priority^{xvi}.

Delivering Outcomes

- 4.4 CSPs are looking to deliver a wide range of specific outcomes, however in relation to young people these are again affected by statutory duties on key partners, and can be summarised as:
- Prevent/reduce offending, reoffending and anti-social behaviour
 - Engage young people in activities to reduce anti-social behaviour
- 4.5 All 5 CSPs have programmes in place to deliver reductions in ASB; some activities are commissioned but the programmes also consist of partners aligning their own activities to the wider agenda:

“The programme of interventions are an integral part of partners’ own agenda, however the Safer Neighbourhood and Neighbourhood Tasking platforms allow a greater level of partner involvement and ensure that interventions can be cascaded to a wider number of services, eg

diversionary activities as part of agencies' day to day work over the summer have been discussed and driven forward through these groups"
CSP coordinator

- 4.6 Youth Offending Teams (YOT) have a strong focus on individually tailored packages of interventions. Where young people at risk of offending are identified, YOTs will typically choose the interventions they feel most meet the individual's needs, from a "menu" of available interventions in the locality. The Common Assessment Framework^{xvii} is at the heart of this approach. A similar needs based approach is at the heart of the newer Troubled Families programme which operates in all Districts, led by Councils.
- 4.7 The Phoenix programme is commissioned through CSPs as part of wider programmes of intervention. Other TWFRS activities come more under the category of "funded by us, aligned to wider objectives".

"What works?"

- 4.8 Respondents were asked what in their view "works" in terms of diversionary activities. A number of comments were made and many of these focused on having programmes tailored to individuals:

"Diversionary engagement work at every opportunity available"

"Forming positive relationships with persons during engagement"

"Programmes which address and challenge a young person's deficits in thinking and behaviour are effective"

"Diversionary activities delivered in hotspot areas over peak times eg the summer, and as part of a broader agenda"

"A clear approach to assessment, planning and intervention combined with appropriate management and understanding of risk. The allocation of a key worker to a family that looks at all their needs rather than just working with the children or just the parents. Provision such as the Phoenix project that makes an offer to the young person and the parents/carer and gives them common ground to share"

The value of TWFRS activities

- 4.9 Based on the interviews, the value of TWFRS to programmes of youth intervention tends to be seen as an ingredient in a wider menu (providing **range and choice**); **expertise in a specific field** was mentioned a number of times, as was the staff's **positive attitude** and ability to **act as role models**.

5. Resources and Risk- are our programmes effective?

- 5.1 It is clear that there is an ongoing community risk relating to deliberate fire and ASB, and that TWFRS' spending on this is relatively modest. However as resources are shrinking, it becomes more and more important to focus what resources remain on activities that work. Each of TWFRS' diversionary activities was examined based on the following questions^{xviii}:

- What is the activity seeking to achieve? (Objectives)
- Is it clearly targeted? At what risk?
- Does it have clear success criteria?
- Does it work?
- How much does it cost?
- Is it cost effective?

- 5.2 A wide variety of evidence was used to carry out this assessment, including evaluations carried out in the past both internally (using our evaluation toolkit) and by third parties. As is also apparent nationally, it is very difficult to determine what works best in preventing anything, since success is the *absence* of something. However, following this assessment, we divided the activities into fire focused activities (core business for TWFRS, linked to our own objectives of reducing fires, deaths and injuries) and wider activities (activities which are effective and add value to our community, but which deliver wider community safety or other benefits- which we consider to be Shoulds/Coulds rather than Musts for the FRS).

- 5.3 The sections below first list the fire focused activities with a little background, and then go into more detail about the wider activities. **We are seeking your views on the wider activities through this consultation.**

6. Fire focused activities

Juvenile Fire-setters Education Programme (JFEP)

- 6.1 This targeted programme works with young people who have displayed fire-setting behaviour or an unusual interest in fire. It is based on referrals and offers 1:1 sessions focusing on the behaviour of fire, fire safety, the consequences of fire and responsible citizenship. JFEP is delivered by frontline service delivery staff and 51 young people took part in 2012-13.



- 6.2 JFEP is deemed to be a Must because it has clear objectives; is targeted clearly (at individuals displaying a particular type of risky behaviour); is aligned to the objectives of TWFRS; is effective; and is well connected with the wider programmes of partners such as YOTs. Its unit cost of £331 per referral would appear to represent good value since it is effective in diverting specific young people from a risky and costly path. FRS staff have unique skill and knowledge to deliver this programme, and have credibility and trust among the target group.

Young Firefighters Association (YFA)

- 6.3 Established in the early 1990s, this programme's initial intention was to strengthen community infrastructure following civil unrest. It allows young people 11-17 to join a uniformed youth organisation and encourages them to develop self-discipline, social consciousness, a sense of community awareness and belonging, and an understanding of the role of the FRS in society. 10 branches are in place, led by existing staff who are paid on a sessional basis; 137 young people were members of the YFA in 2012-13.



- 6.4 Although there is a need to refine the targeting of YFA to ensure the best focus on risk, this is deemed to be a Must because it is clearly aligned to TWFRS objectives, and again FRS staff are uniquely skilled to deliver it, as well as the ability to engender respect. It provides an opportunity for

young people from different backgrounds to come together in a team based learning environment and enhance their personal skills, and this has been verified through external evaluation. It has a relatively high unit cost at £370 and the staffing model could be revised to reduce this; however the cost is for a participant/year.

Schools Education (Primary and Secondary)

- 6.5 This programme, delivered as part of the wider role of frontline Prevention and Education staff, works with schools to deliver fire safety messages at key times during a child's education. For primary schools, the sessions are universal for all children in Y1 and Y5. For secondary schools, sessions are targeted at students in the most vulnerable areas, with Y8 sessions delivered at Safetyworks!



- 6.6 This programme is deemed to be a Must because it directly engages with every young person in Tyne and Wear to deliver specific and memorable fire safety messages at an early stage in their education, and then provides more support to those young people who most need it at an older age. It is deemed to be effective by schools. It is clearly targeted, at community fire risk; FRS staff are uniquely skilled to deliver it and this is recognised by partners. With a delivery cost of £41,291 for 42,905 children, Schools Education has a unit cost of £0.96, the lowest of any Diversionary activity.

Bonfire/Darker Nights Campaign

- 6.7 This seasonal campaign aims to reduce fires, deaths and injuries around Bonfire Night, and combines hard hitting universal messages, with targeted sessions in schools (aimed at 11-14 year olds), and work with partners on rubbish uplifts etc. The diversionary element is the direct work with young people. It is delivered as part of the core business of Prevention and Education staff.



- 6.8 This programme is deemed to be a Must because it engages directly with those young people most at risk, at the riskiest time of year. It is proven to be effective with fire injures and related incidents falling year on year since its inception. FRS staff are uniquely skilled to deliver it and have credibility with the target group.

7. Wider activities

- 7.1 Over the years, TWFRS has been innovative in developing youth programmes which have been followed by other FRS nationally, and which have proven impact on the lives of young people. These programmes have impact because they are associated with the Fire and Rescue Service, and build on the role modelling capacity of FRS staff.
- 7.2 The three programmes below- Safetyworks!, Phoenix and Prince's Trust- fall into that category. All three of them have wider objectives than fire safety, and in recognition of this, all three have tended to be co funded or commissioned in the past.
- 7.3 We believe that these activities should continue, and we are willing to continue bearing the risk of staffing them. However, because their objectives are wider than our own duty to prevent, we believe they are only sustainable if co funding continues or, in the case of Safetyworks!, is reintroduced.
- 7.4 We have included more detail and evidence about these activities, their success and the issues with each.

Phoenix

- 7.5 This programme works with young people either in the criminal justice system, or at risk of offending, and aims to prevent offending/reduce reoffending. It has a broad focus, ie the offending behaviour may not be concerned with fire, and the activities focus on self-awareness, social consciousness and self-discipline through fire related and non-fire-related activities including a field trip.

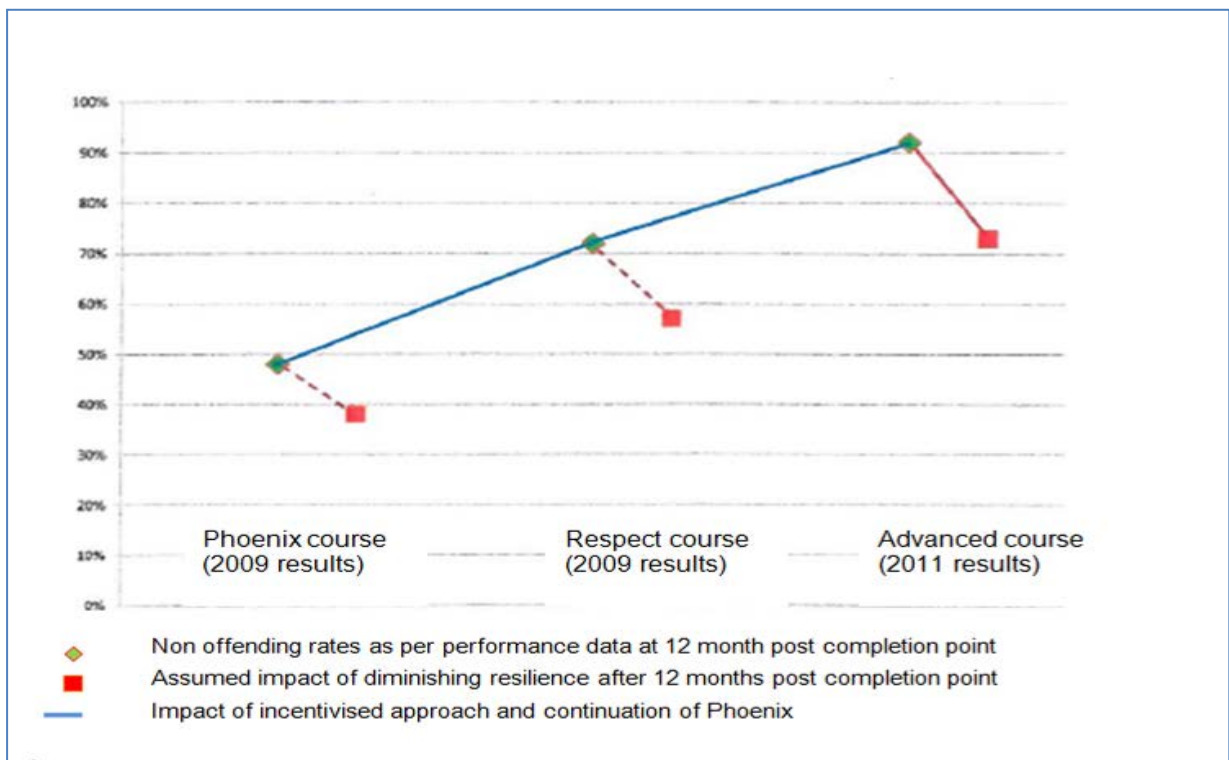


- 7.6 The basic Phoenix is a 4 day programme and a number of follow on programmes have been developed (Respect and Advanced, as well as Parent/carer programmes). This is a **commissioned activity** (commissioned by Community Safety Partnerships and/or Youth Offending Teams), primarily in Sunderland and Newcastle, although ad hoc programmes have been funded elsewhere (currently in North Tyneside). It is delivered by a dedicated team of 3 staff, with commissioners covering the staffing costs. 604 young people took part in Phoenix programmes during 2012-13.
- 7.7 The Phoenix programme has clear objectives including:
- Work with young people 11-17 who are at risk of offending or who are known offenders
 - Instil discipline and teach leadership skills in a positive and enjoyable way
 - Assist young people to communicate with their peers and adults alike and develop confidence whilst doing so
 - Improve young people's fire safety awareness and knowledge of the role of the fire service in their community thus reducing the likelihood of fire related ASB
- 7.8 It is clearly targeted, however the target group is determined by those who commission the service from us; the programme is **not specifically designed to meet TWFR objectives**. However, FRS staff are deemed to be uniquely placed to act as role models in this scheme, and to deliver activities including firefighting skills which instil teamwork and discipline.
- 7.9 The target client group is:
- Offenders or at risk of offending, 11-17
 - Risk being targeted is youth crime/ASB not just fire risk
 - Referred by YOT, Education Welfare, Children's Services
- 7.10 Phoenix has clear success criteria. Success is measured through reoffending rates and attitudinal change as measured by pre and post questionnaire. Based on these criteria, numerous evaluations (including independent ones) have demonstrated that **Phoenix "works"**. This is perhaps best illustrated by the 2011 external evaluation^{xix} which looked at

the Sunderland programme over time, including the basic Phoenix and follow on courses.

7.11 The evaluation identified 12 month non offending rates of:

- 48% for the basic Phoenix programme
- 72% for Phoenix Respect (follow on programme- eligibility= no reoffending for 3 months)
- 92% (eligibility = no reoffending for 6 months)



7.12 This indicates the value of “staying with” individuals who are responding to the programme, for a longer time (reflecting some of the partner comments). Of those on the Advanced programme in 2011, the offender/non offender split was 60/40 (53/35). 100% of the non-offenders didn't offend in the 12 months following the course, and 87% of the offenders didn't reoffend (Intervention).

- 7.13 Phoenix is mentioned as part of the “menu” by many partners in structured interviews. The continued commissioning of the Phoenix programme despite hard financial choices, indicates that partner organisations also believe that Phoenix “works”. A number of comments on the programme are included below.

“Phoenix and Safetyworks are considered regularly and staff kept informed of the method of contact or referral to these schemes... Any individuals or groups of individuals that are deemed to be suitable for referral are then also considered for Phoenix or attendance at Safetyworks.” (YOT)

“These are built into any broader community safety activities on a need by need basis eg Safetyworks Education programme. In the past we have also referred into the Phoenix Project” (CSP manager)

(What do you think “works?”- “Phoenix as it helps reduce reoffending- 90% non reoffending after Phoenix. It is new to N Tyneside and gives choice to YOT and the individual“ (YOT)

(What specifically would you like TWFRS to do to add value to your work with young people?) “Sustain the Phoenix” (CSP manager)

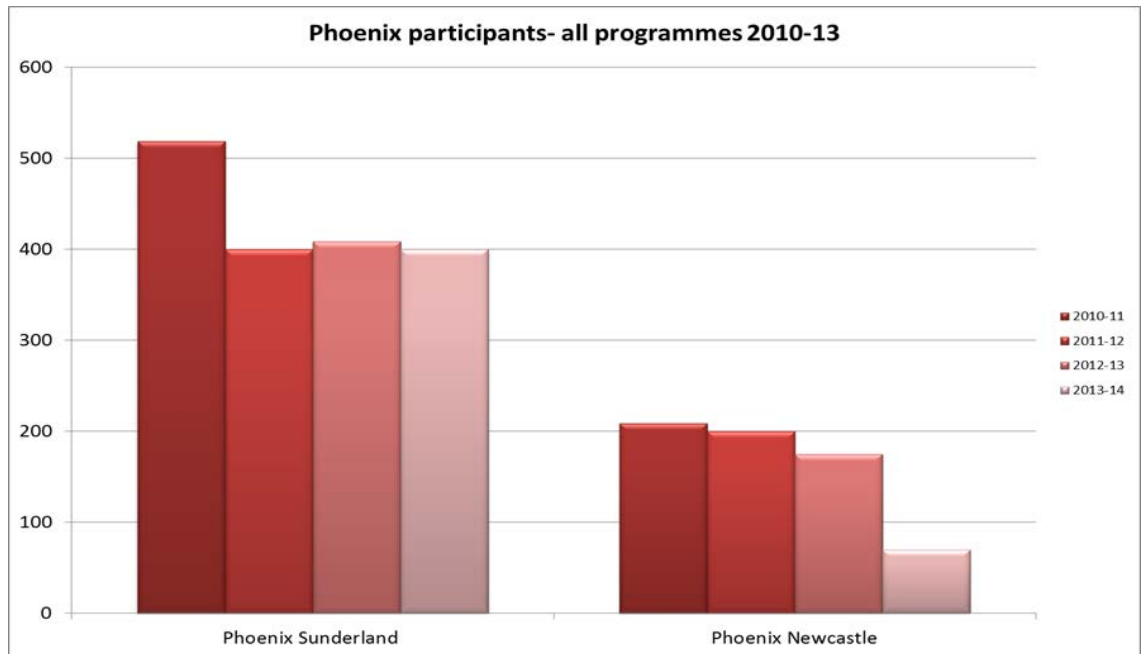
What specifically would you like TWFRS to do to add value to your work with young people?) “Phoenix programme and a module within the Healthy Schools programme” (YOT)

“The Phoenix project gives a young person and the parents/carers the chance to try the same experience at a different time, It has a range of levels to encourage compliance and refrain from offending. The programme is not easy. Parents respect the young people who complete Phoenix and vice versa” (CSP manager).

- 7.14 At a unit cost of £65 for well evidenced reduction in offending rates, Phoenix would appear to be a **cost effective activity**- effective in reducing reoffending at low cost per head.

- 7.15 As a commissioned activity the staffing and a proportion of the running costs of Phoenix are met through income. However, Phoenix is not explicitly focused on Fire objectives, therefore is arguably of wider benefit

to the community than it is to, say, TWFRS' own priority of reducing deliberate fires. So long as Phoenix continues to be commissioned and its costs covered, this is not an issue; however TWFRS carries the risk of permanent staffing which would still be in place should we no longer be commissioned to deliver Phoenix. The evidence is that funding, therefore delivery, therefore participation in Phoenix is decreasing:



7.16 Moreover, despite being demonstrably effective, Phoenix “follows the money,” not any Tyne and Wear wide assessment of risk. It is delivered where partners want to commission it- especially in Sunderland where it is viewed as a strong partnership between TWFRS and the YOT^{xx}- and this reliance on often annual funding arrangements is not particularly sustainable.

Prince's Trust

7.17 Through local Further Education colleges, the Prince's Trust commissions providers to deliver its Team programme, with specific national aims to reduce the number of young people who are not in education, employment or training (NEET). TWFRS is currently **commissioned** to deliver programmes in 3 areas (it was 4 until 2013). The programme is generic but TWFRS includes fire and community safety elements. Princes Trust is delivered by a dedicated team of 8 staff, with the majority of staffing costs met by the commissioner.



7.18 The programme has the following objectives:

- Allow students to learn, develop and practice skills required for employment
- Prepare students for FE, apprenticeships and other work based learning
- Bring together young people from different backgrounds and levels of achievement to work together
- Provide valuable work experience
- Provide opportunities to develop English and maths skills

7.19 The programme is **clearly targeted, however it is not specifically targeted at the risk TWFRS is normally understood to manage**. The target client group is 16-25 year olds who are not in education, employment or training (NEET) and who are:

- Unemployed
- In / leaving care
- In trouble with the law
- Educational under-achievers

7.20 The programme has **clear success criteria** and again these relate to wider outcomes including personal skills assessed through a "personal journey" exercise, and the "next destination" of participants (work, training etc). The ability to last the course is also tested.

- 7.21 In terms of effectiveness, the Prince’s Trust assesses every programme delivered, and in the most recent annual quality review, deemed the TWFRS programme to be “outstanding” based on the results obtained.
- 7.22 The clients attracted by the programme are diverse and meet the Prince’s Trust criteria (some identify with more than one category). Testimonies provided at the end of the course also indicated significant personal value of the difference the course has made and the programme is often described as “life changing”. The programme has won a number of national awards.

Makeup of TWFRS participants 2012-13	
Unemployed	92%
Educational underachievers	68%
Offenders/ex offenders	24%
In care/leaving care	9%
Disabled	13%
Lone parents	5%
Non white ethnic minority	4%

Outcomes for learners	Outstanding
Quality of provision	Good
Leadership and management	Good
Capacity to Improve	Outstanding
Overall	Outstanding

- 7.23 However, no partners gave the Prince’s Trust programme as an example of/part of wider diversionary programmes. This may reflect the fact that Prince’s Trust is a national scheme, or it may be otherwise “invisible” to partners.
- 7.24 The Prince’s Trust programme is the most expensive to deliver of all our youth activities at a gross cost of £287,090. This reflects its relatively small numbers and intensive nature. The unit cost at £454 is the highest, although again this could be deemed a **relatively low cost for significant personal outcomes.**
- 7.25 Like Phoenix, the Prince’s Trust programme it is commissioned (in this case by the Trust via Sunderland College), and £240,000 of income covers most of the running costs, leaving the net cost to the Authority at £47,090.
- 7.26 The risk associated with being commissioned has been discussed under Phoenix, and this risk has manifest itself in TWFRS in 2013. TWFRS’

staffing levels to deliver the programme are based on 4 locations; however, in 2013 only 3 locations were commissioned, leaving an income shortfall of £60,000. This will need to be addressed as part of any changes implemented as a result of the review.

- 7.27 As with Phoenix, and particularly given that this programme has primarily educational/employment objectives, it is suggested that Prince's Trust is only sustainable should commissioning continue.

Safetyworks!

- 7.28 Safetyworks! is a dedicated facility providing a wide range of realistic, interactive community safety scenarios (sets), to enable practical learning in a safe, controlled environment both fire related and wider. It was designed to provide a focal point for fire safety, community safety and crime prevention education in Tyne & Wear, and for most of its recent life has operated as a joint venture with partners.



- 7.29 Based in Newcastle, the service is delivered by a team of 5 staff plus representatives from partner organisations. It delivers to schools but also to a wide range of other community groups. Since 2012, this service has been entirely funded by TWFRRA although it is used by many partners. Any income which is generated from partners/participants tends to be one off.
- 7.30 8,471 visitors used Safetyworks! during 2012-13 with projected usage for 2013-14 standing at 10,000.
- 7.31 Because of its history as a collaborative venture, Safetyworks! has very broad community safety objectives:
- Act as the focal point for fire safety, community safety and crime prevention education in Tyne & Wear
 - Improve the quality of life and community safety of those living and working in Tyne & Wear

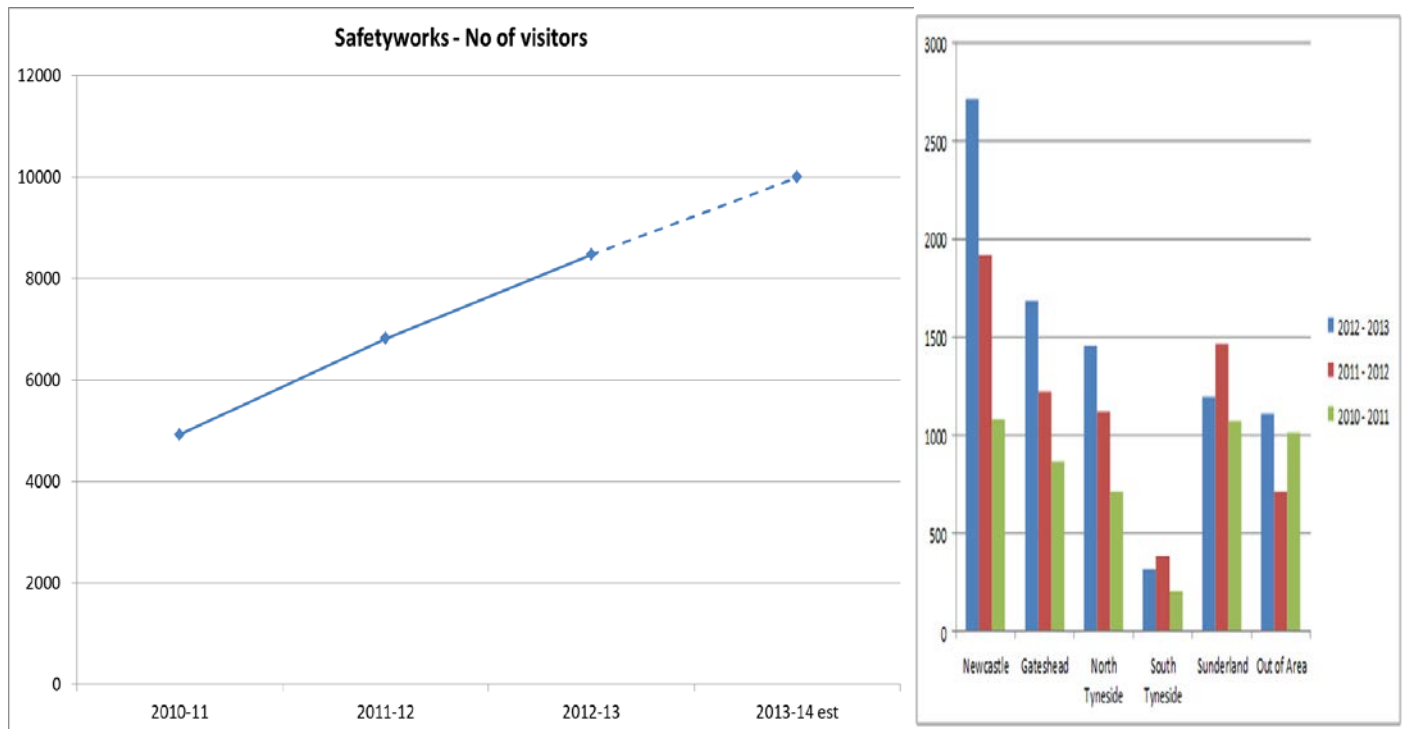
- Provide realistic and interactive scenarios which enable practical learning in a safe, controlled environment
- Promote good citizenship by encouraging visitors to consider the consequences of their actions on themselves and other groups who wish to use it
- Encourage the development of wide-ranging community safety education and training for statutory, voluntary and private sectors

7.32 In terms of targeting, the broad objectives mean that the potential client group is very wide. Although the focus is educational and the centre is most heavily used by schools, it is also used by others to deliver a variety of agendas. Safetyworks! is a *place* where a wide variety of objectives can be met, rather than a single *activity* which is clearly focused on reducing a specific risk.

7.33 The success of Safetyworks! as a whole is measured by footfall and client group, whilst the effectiveness of individual educational programmes is also assessed both on a course-by-course basis focusing on quality of experience, enjoyment and retention of information (ie educational outcomes); and through numerous evaluations.

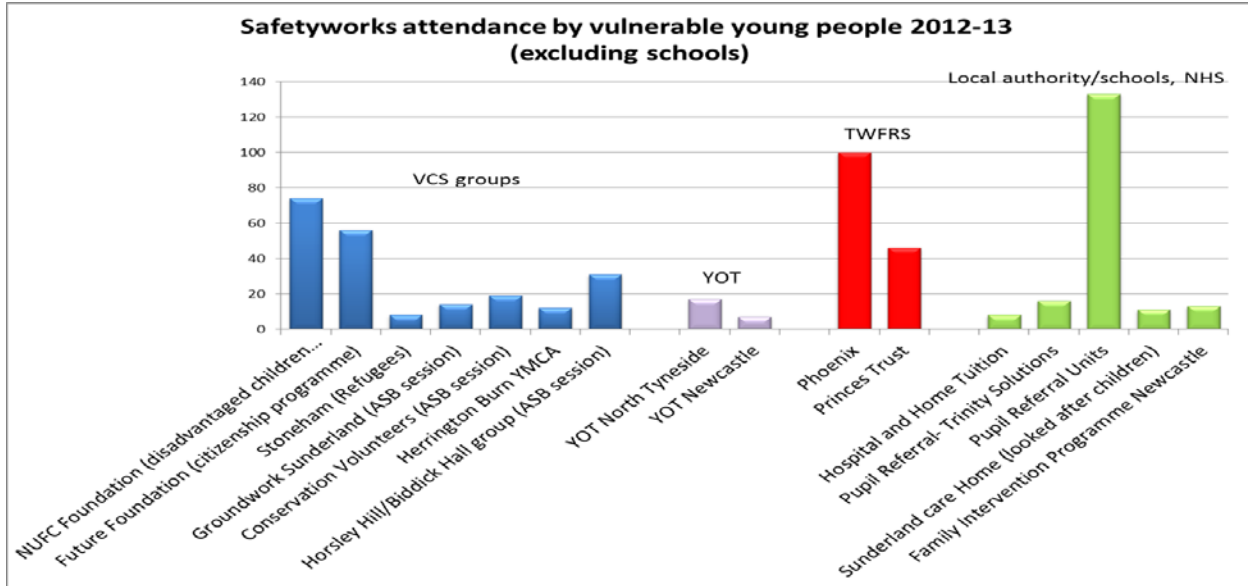
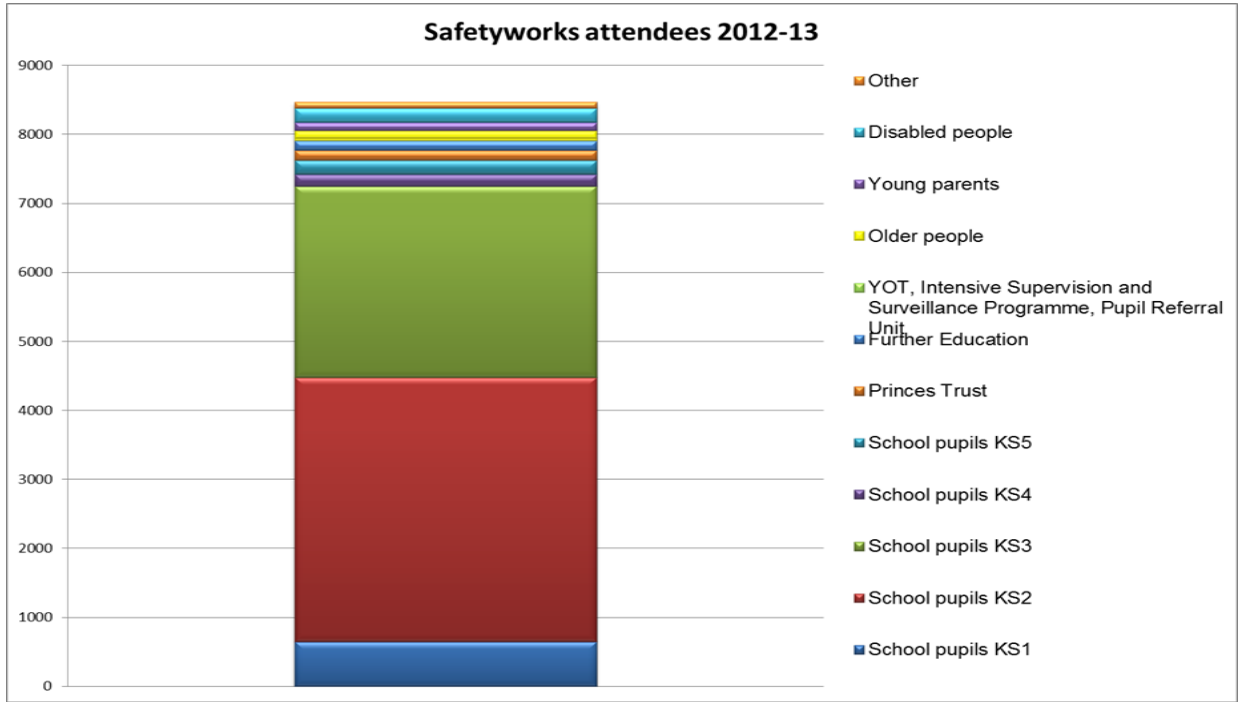


7.34 The footfall of Safetyworks is large and growing, as shown in the chart below. There is potential for greater use and this would clearly bring down the unit cost which, at £16 a visit, is already relatively low. Uptake varies across Tyne and Wear with the largest uptake from Newcastle.

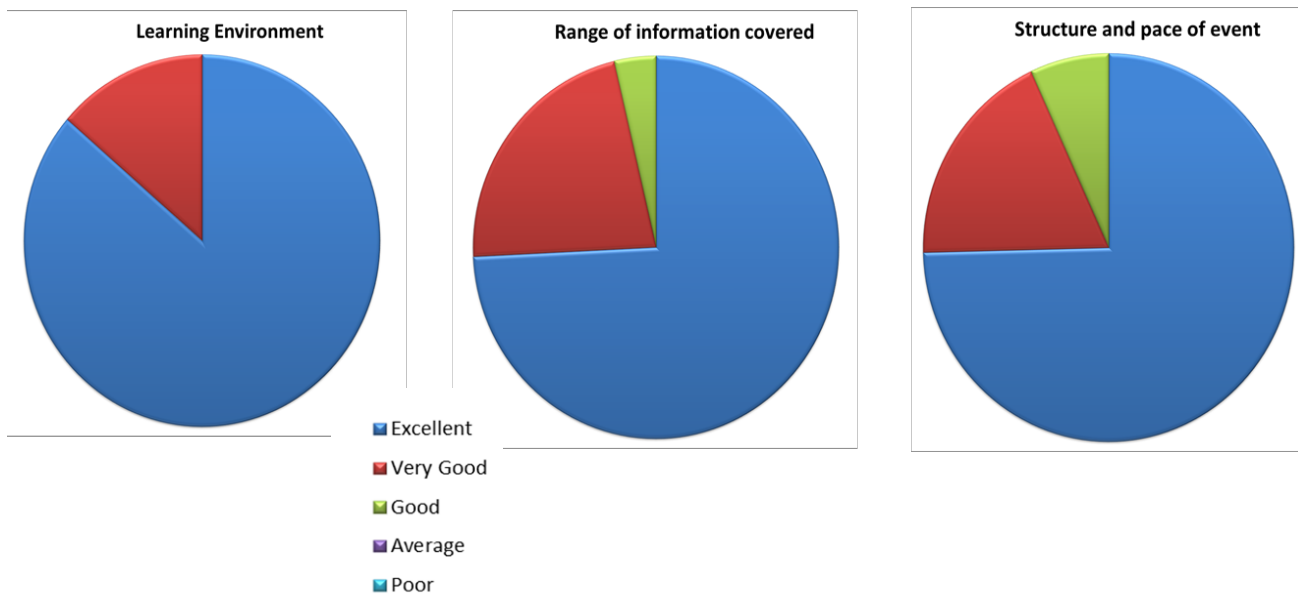


7.35 The further potential of Safetyworks! is illustrated by uptake of South Yorkshire FRS's similar but larger facility Lifewise, which is co-funded with the Police and attracts 25,000 visitors per year. This is largely because all Year 6 pupils in South Yorkshire (15,000 pupils) visit the centre each year. The potential of a "place based", highly interactive facility in the heart of Tyne and Wear is recognised by many partners who use the centre to deliver their agenda.

7.36 The majority of Safetyworks! visitors are young people, particularly school pupils: secondary school pupils from targeted schools are encouraged to attend Safetyworks! as part of the schools education programme in those schools. The centre is also used by a number of more vulnerable young people. The charts below show attendance by different groups in 2012-13.



7.37 A number of partners mention Safetyworks! as a useful part of the diversionary “menu”, and evaluation of particular programmes shows that quality is regarded as high: the following chart brings together all course based assessments January 2012-August 2013, highlighting just some of the educational criteria tested:



7.38 Some of the comments relating to Safetyworks! are shown below.

Staff are made aware of the activities and diversionary work provided by TWFRS. Phoenix and Safetyworks are considered regularly and staff kept informed of the method of contact or referral to these schemes. If a hotspot is identified the team can view who different teams are working with in the locality. Detached youth work is then directed and activity levels are monitored to evaluate the effectiveness of the various initiatives. Any individuals or groups of individuals that are deemed to be suitable for referral are then also considered for Phoenix or attendance at Safetyworks.”. (YOT)

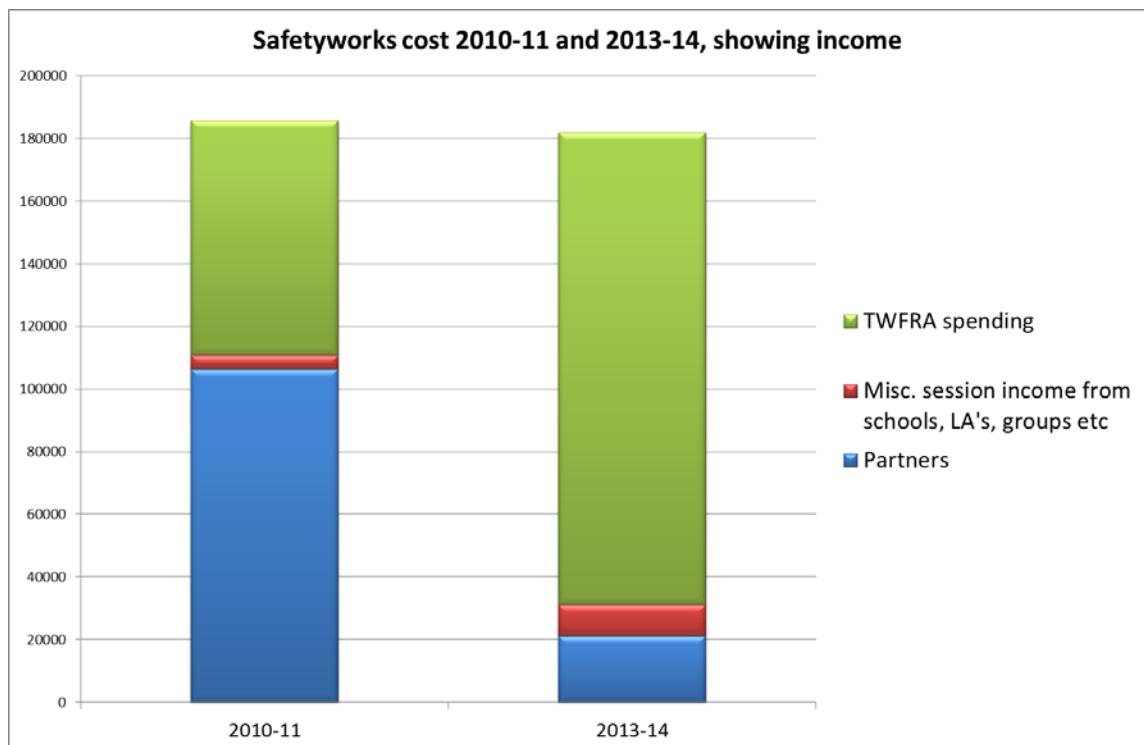
“(TWFRS activities) are built into any broader community safety activities on a need by need basis eg Safetyworks Education programme” (CSP manager)

“FRS remain an integral part of the multi agency SNGs/Tasking and will deliver Education projects through Safetyworks from September 2013 to all young people across South Gateshead”. (CSP manager)

(When asked if withdrawal of Diversionary activities by TWFRA would impact on wider programme)-“To a certain extent, the withdrawal of activities would have an impact on our programme as we would not be able to deliver specialist projects, eg Safetyworks”.

“Their education role around Safetyworks is also viewed as highly valued by partners and those schools that take part and it is a great example of multi agency working” (CSP manager).

- 7.39 The greatest challenge for Safetyworks! is **delivery cost**. Unit costs are relatively low at £16, but Safetyworks! has the highest net cost of any TWFRS diversionary activity at £150,662; a third of this is running costs including rent and utilities for the building. The centre was co funded and now it is not: the following chart compares the funding model in 2010-11 and 2013-14.



7.40 It should be noted that the partner income for 2012-13 was a one off grant from a local partnership (relating to the former Local Area Agreement performance reward).

7.41 The centre does generate some income from users and this increased to £10K (5.5% of total cost) in 2012-13; any larger amounts of income tend to be ad hoc, one off and not to be counted upon for the delivery of a sustainable service.

7.42 Partners do deliver programmes at Safetyworks! and in 2012-13 these included St John's Ambulance Service, Northumbria Police and Nexus, with lesser time input from Road Safety teams and others. This adds capacity to the staffing; however it should be remembered that these **partners are using the facility at no cost** to deliver their own objectives as well as contributing to the broader community safety picture.



7.43 In kind, one off support has also been given to build scenarios (by a number of public and private partners including Sainsbury's).

7.44 This is a similar situation to the reliance on commissioning for Phoenix and Prince's Trust; the difference is that at Safetyworks! we have continued to run the service without co funding or being commissioned, delivering a wide range of Community Safety outcomes with all the cost and risk being borne by the FRA. This is not considered to be sustainable.

7.45 Safetyworks! is a unique asset and individual activities delivered there are shown to be effective. Of all our activities, it has elements of a partnership venture in all but the core funding. However, **cost effectiveness for TWFA is not demonstrated**, since the cost lies with the Authority, but a significant part of the benefit lies elsewhere.

8. Our Proposal for the future

- 8.1 TWFRS delivers a varied programme of Diversionary and other youth activities, and these are delivered at relatively low cost bearing in mind that the risk of deliberate fires and other ASB is higher in Tyne and Wear/Northumbria than in most other parts of the country.
- 8.2 The review concludes that despite the fact that we have no specific statutory duty to do so, **we should continue to deliver Diversionary activities, based on the known community risk, as part of our duty to Prevent.**
- 8.3 This is in the spirit of wishing to continue our effective Prevention/Early Intervention approach which is an example to other service providers and has reduced community risk.
- 8.4 However, in straitened financial times, we should focus our Diversionary work upon activities which:
- Have clear success criteria and have been demonstrated to “work”
 - Are targeted at risk, **with fire risk being the top priority**
 - (If they are not specifically targeted at fire risk) Deliver wider community safety outcomes such as reducing ASB. The presumption in this case, however, is that we will deliver wider community safety outcomes only if we are **directly commissioned** to do so;
 - Or if we are in an **agreed co funding arrangement** where the costs and benefits to all are shared

8.5 This means that for the three wider, “Should/Could” activities, all of which are effective but deliver objectives broader than our own:

Prince’s Trust and Phoenix programmes

- **should be retained and developed so long as they are commissioned**
- **any cessation of funding for these should lead to cessation of the activity and/or particular programme**

Safetyworks!

- **still delivering wide safety outcomes despite no longer being co funded**
- **preferred option is that it should be retained if significant co funding can be reinstated, so that TWFRS is not bearing all the cost and risk of what was a partnership venture**
- **as a fall back option, the centre will need to close since its funding is not sustainable in the current form**

Let us know your views

The proposals set out in this document could change the way TWFRS works to support young people at risk of fire setting and other anti-social or risky behaviour. We believe that the FRS should be working with young people as part of our duty to Prevent, and because FRS staff are trusted role models who do not carry the negative associations of other organisations such as the Police or local authority.

We will retain the fire focused activities- Junior Fire-setters, Schools Education programmes, Young Firefighters and Bonfire/Darker Nights campaigns. We want to retain the other innovative programmes but may not do so if their funding is unsustainable.

This proposal has not yet been agreed, and Tyne and Wear Fire and Rescue Authority, which makes the decisions about where resources are spent in Tyne and Wear Fire and Rescue Service, is seeking your views to inform their decisions.

We are carrying out this consultation through a number of channels including:

- Discussions with staff
- Seeking the written comments of partners and members to the community
- Presentations to Local Strategic Partnerships
- Seeking views via our website

Having considered this document, we would welcome your views on the following questions.

Consultation Issues:
1. Do you have any comments on the financial position facing the Fire and Rescue Authority?
2. Would you be prepared to pay more Council Tax if this made it possible to retain the current level of Fire and Rescue service in Tyne and Wear?
3. Do you have any comments on our approach to understanding risk, or on the conclusions we draw about risk in setting out our proposals?
4. Do you think TWFRS should be undertaking diversionary activities with young people? If so why? If not why not?
5. Do you agree with the principles we have set out in section 8.4 for whether specific Diversionary activities (in particular Phoenix, Prince's Trust and Safetyworks!) should continue?
6. What are your views on our proposals about the future of Safetyworks? Phoenix? and Prince's Trust? based on the evidence we have shown about their impact and the risks facing them.
7. (Existing commissioners, including commissioners of Princes Trust and Phoenix, but also wider commissioners of Community Safety outcomes). We will be contacting you directly to discuss: <ul style="list-style-type: none"> • the current and future position of Phoenix, Prince's Trust and Safetyworks! in terms of their value as part of ongoing community safety programmes • what TWFRS can do in partnership with you to ensure effective programmes are sustained. We would still welcome your response to the wider consultation questions set out in this document.
8. (Schools) a) Do you currently use Safetyworks!

- b) If so, do you see Safetyworks! as a useful part of your students' education?**
- c) If so, what costs do you incur as a result (eg Safetyworks! charges, transport)?**
- d) Would you use Safetyworks! if it included a further (reasonable) level of cost recovery in how it charges?**

Following the consultation period, Tyne and Wear Fire and Rescue Authority will consider your views in detail before deciding whether the proposal should be implemented as it stands, or amended. As stated in our introduction, we do not believe it is possible to balance our budget in future without some form of change to the operational response.

The consultation period ends at 5pm on Wednesday, 1st January 2014.

We want to hear what you think of our proposals. If you have any comments, responses to our questions or have you own questions you can contact us in the following ways:

By post: Freepost RLZH-ZZYU-LJUJ
Development and Review
Tyne and Wear Fire and Rescue Service
Barmston Mere
Nissan Way
Sunderland
SR5 3QY

By telephone 0191 444 1529

By email consultation@twfire.gov.uk
On our website www.twfire.gov.uk

Disclosure:

Please note that we intend to publish a summary of the responses to this consultation document.

Appendix B: Full responses from stakeholders and partners



Tyne and Wear **Fire Brigades Union.**

FBU response to TWFRS Integrated
Risk Management Plan Proposals.
Proposed changes to our
Diversionary activities with young
people

Introduction

The Fire Brigades Union in Tyne and Wear have always recognised and appreciated the value of a genuine and well-designed risk management plan. However, as in previous years, any plan that is based upon a premise of Treasury based financial restrictions, and particularly on this occasion, massive reductions in funding levels, cannot be viewed as a genuine attempt to assess and manage the risks within Tyne and Wear.

With this in mind the FBU are aware of the impact that these spending reductions in terms of diversionary activities within Tyne and Wear, and we hope that this would be shared with the Fire Authority. We would urge the Fire Authority members as well as the senior Management team to continue to lobby and campaign central Government at every opportunity to try to reverse these politically driven cuts to our service and to secure additional funding.

The FBU fully support TWFRS vision of “creating the safest community” and we note with interest that a priority of TWFRS is to work with partners to promote community safety, social responsibility and inclusion. However we note with concern that TWFRS has the burden in terms of funding to the tune of £800,000. The FBU would fully expect that senior Managers and the Fire Authority would seek to ensure that all partners share the burden in terms of finance.

We are extremely concerned that if the proposals from the IRMP review into Operational Response are accepted and agreed by the Fire Authority, that this will have a detrimental effect on diversionary activities within TWFRS. This is due to the fact that a large portion of community safety activities are done by operational crews on stations, this with the proposed reduction in Firefighters by 131 and appliances by 6 (8 during night time periods) will reflect in the number of properties and members of the public visited.

Studies have shown that early intervention in terms of community safety have proved an effective tool for a reduction in anti social behaviour incidents and is instrumental in reducing community risk, and is fundamental in reducing the financial burden to the authority. We believe that any reduction in both funding for diversionary activities and a reduction in Firefighter numbers will have a detrimental affect on TWFRS in terms of future financial burdens.

Priorities and co activities.

The FBU is fully supportive of TWFRS vision of 'creating the safest community' and agrees this mission is linked to preventative activities. However we believe that if the IRMP review into Operational Response are accepted and agreed by the Fire Authority, these activities will be reduced due to the lack of front line Firefighters providing community advice and support.

Specific priorities of TWFRS are as stated

- a) Reduce the occurrence of all incidents attended and their consequences
- b) Work with partners to promote community safety, social responsibility and inclusion
- c) Plan and deliver resources as determined by the risk
- d) Work with relevant partner agencies to develop and resource effective emergency plans
- e) Provide a trained and competent workforce that reflects the communities we serve
- f) Provide efficient and effective services which meet community needs and minimise negative impacts on the environment

Priorities b and d indicate that TWFRS should be working with partners and other agencies to develop effective strategies and plans to reduce the risk to the community and to develop effective emergency plans. We believe that this funding should be shared to reduce the funding burden placed solely on TWFRS shoulders

Response and resilience

The document states that TWFRS has a **statutory duty to provide a safe and effective operational response** and goes on to list numerous incidents Firefighters attend. If the IRMP review into Operational Response are accepted and agreed by the Fire Authority this will be placing TWFRS under extreme pressure to fully provide a safe and effective operational response and it will place Firefighters in an intolerable situation when dealing with such incidents.

Prevention

We note that the focus on reducing risk means that prevention is another statutory activity for TWFRS. And part of this prevention work is visiting over

30,000 homes to deliver Home Safety Checks and advice. 18,000 of these visits were done by operational crews, however the proposed IRMP review into Operational Response indicates that 131 Firefighter posts could be lost if agreed by the Fire Authority, which is a 20% reduction in the workforce. This would mean that a reduction in the number of Home Safety Checks will be carried out of up to 20% and if the funding was reduced further that percentage would be further reduced. It is the opinion of the FBU that any reduction in staffing numbers and funding will place the community under an increased risk due to the reduction in home visits by crews and staff in the community safety departments.

We agree that the Fire Service has a unique ability to engage with different groups within the community. However the FBU believe that if the funding were to be reduced this will affect our ability to engage with these groups. We believe that our partners must help TWFRS with the financial burden.

Our service to you- Diversionary activities

It is noted by the FBU that the current Government does not identify a specific role for FRS to support and involve young people, however the Fire and Rescue National Framework 2012 states;

“Fire and rescue authorities must work with communities to identify and protect them from risk and to prevent incidents from occurring”

The FBU are fully supportive of the activities which TWFRS carry out within the 5 Council areas in Tyne and Wear in terms of working with young people, and we are fully aware of the positive impact these activities have had in terms of reduction in unwanted incidents such as accidental fires thus reducing the burden on the service in terms of finance. However the financial burden should not just fall upon TWFRS alone and the other partners should contribute to these activities.

We note with extreme caution that the document states that due to the impact of community safety it has been possible to reduce staffing numbers. We believe that any reduction in staffing will place an intolerable risk on Firefighters.

We firmly believe that a robust emergency response should be the primary focus of the Fire and Rescue service, where both speed and weight of response should be integral to bringing about a safe conclusion to any incident thus creating a safe community for the public, along with the much valued and welcomed community safety activities that both work proactively and reactively, the FBU fundamentally believe that is the only way that we can create a safer community

Conclusion

The FBU fully supports the varied programme of Diversionary activities that TWFRS deliver and also applauds the focus on youth activities that we carry out. We also welcome that TWFRS will continue to carry out these activities despite that we have no specific statutory duty to do so. However we believe that TWFRS should not solely have the burden of funding these projects. We believe that our partners should contribute in terms of finance to these activities.

The FBU believe that any reduction in firefighter posts as proposed in the IRMP review into Operational Response 131 20%, will not only place those Firefighters in an intolerable risk when dealing with any incidents it will also have a direct effect on the deliverance of community safety.

Finally can I take this opportunity to remind all elected members that whilst the IRMP proposals have been designed and written by the CFO, senior officers and advisors, it is only members who can approve it and in doing so they accept ownership and responsibility for any consequences that may arise as a result of the contents of the document. Therefore, we advise that the CFO and his senior managers and advisors be required to justify, in detail, all of their recommendations.

Brigade Secretary.



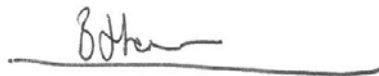
Dave Turner.

Brigade Chair



Russ King.

FBU Health and Safety Rep.



Brian Harris.

Safer Sunderland partnership via email

Dear Sir/Madam

The information below summarises some of the discussion and feedback from the Safer Sunderland Partnership on the TWFRS service diversionary activities consultation and subsequent discussions.

The key issue which all partners are currently facing is how we sustain diversionary work when everyone's budget is shrinking. As public sector agencies are finding themselves in the difficult situation of having to cut back and focus on the statutory work, it's the preventative and early intervention work that often suffers by getting reduced or cut even though we know that "investing to save" is the right thing to do but is so much harder to do when agencies are faced with significant cuts to resources. The Community Safety Partnerships no longer have budgets to support their preventative work and have, over the years, mainstreamed much of what works. However, the significant cuts to CSP funding over the last 4 years has had an impact. Whilst the SSP no longer has available resources, it would support TWFRS in any discussion with the Police and Crime Commissioner to see how she may be able to assist or influence the 'invest to prevent' agenda and in any discussions with the PCC around future crime prevention / interventions programmes for community safety that have a clear positive impact on the strategic priorities in the PCC's police and crime plan (e.g. ASB).

The SSP feels strongly that prevention activity must continue for a number of reasons. It makes sense on a value for money argument, and especially as TWFRS has shown the impact achieved for the resources allocated. The Phoenix Programme in particular shows excellent reductions in offending and costs less to run than it costs in socio-economic costs to the wider economy. Without a focus on prevention it is likely that there would be a detrimental impact on re-offending rates and first time entrants to the CJS. The consultation document does not appear to determine the likely impact on TWFRS statutory core business should the diversionary work cease and some predictive impact analysis could perhaps assist in evidencing the argument for a continued focus on prevention. The consultation document also does not appear to cover much in the way of any service re-design options for the different diversionary activities to identify what consideration has been given already to doing things differently (perhaps with different service models or service re-designs, or making better use of existing assets) – all of which may release capacity or resources to continue the work. For example, could the schemes become more targeted or streamlined; has consideration been given to combining some elements of the Phoenix Programme (economies of scale merging the elements?); could Safetyworks be run using re-deployed staff or a pool of volunteers (e.g. retired

members of uniformed services who may be interested in giving something back to their local community – we have seen excellent schemes locally using volunteers, such as Street Pastors); could TWFRS consider approaching the utilities companies (gas, electric, water) and the owners of the premises to explore whether reductions in charges, rents, rates etc could be achieved, as part of their own social responsibility. Another point to raise is to what extent has TWFRS considered developing Safetyworks! as a traded business model to offer the facility to neighbouring authorities (e.g. Co. Durham, Cumbria, North Yorkshire, Northumberland, Cleveland), if they don't have anything similar in their own areas? Has consideration been given to increasing the charges or introducing charges for non-school groups using the facilities; or charging schools a small nominal fee?; and finally, could a small fee be levied at those other partners linked into the facility e.g. Nexus, SJA, NEAS etc as it also helps them deliver some of their objectives.

For Safetyworks!, the SSP partners and LMAPS will continue to support where they can in the engagement of schools with significant in-kind support from the NPTs. For the Phoenix Programme, the SSP recognises the positive impact and value this scheme has shown over the years and are aware that Sunderland YOS is currently undergoing its own efficiency exercises so will leave them to respond directly on Phoenix.

Cllr Trueman, as chair of the SSP, agreed to raise the issue when the PCC meets with the 6 CSP chairs sometime in the New Year as part of a wider agenda item on the PCC's future commissioning intentions and resourcing.

In summary, partnership working on diversionary activity is crucial to achieve the desired outcomes for the respective organisations. The success of the Phoenix Project in particular has clear evidence of success. I am aware that the People's Directorate at Sunderland City Council would be keen to be involved in future planning and the Director of People's Services at the Council (Neil Revely) has asked that this is done through Sandra Mitchell and Louise Hill.

We hope these comments assist with the discussions and debate around this consultation document.

Kind regards

Julie Smith (submitted on behalf of the Safer Sunderland Partnership)

Sunderland Youth Offending team via email

Having discussed the consultation with some of the managers and practitioners at Sunderland YOS we would like to comment that we think Phoenix should continue, it is well utilised by Sunderland YOS staff and partners, in order to save some money and fit more of a fire preventative criteria - there could be more of a focus in it about fire setting instead of wider anti-social behaviour and there could be a move to reduce the number of programmes that happen per year -with more specific targeting.

We do not use safety works so have little to say on this.

The princes trust has been utilised by a few of the YOS young people and am sure it is a positive experience but it tends to be a bit too much for some our young people so are unable to comment extensively on this.

Sue Gardham
Senior Practitioner
People's Services Directorate
Sunderland Youth Offending Service

South Tyneside Community Safety Partnership Board by email

Please find the responses from the South Tyneside Community Safety Partnership Board. These comments have come from a few of the partners which I hope can be used within the consultation framework.

1. I think we acknowledged the risks associated with agencies and authorities retreating into core business at times of resource pressure during the presentation at the CSP Board meeting. Given the objectives and reducing resources in all agencies, opportunities for collaboration should be considered and embraced wherever possible.

2. The consultation paper demonstrates the wider contributions Fire and Rescue Authority make to the prevention and reduction of reoffending. The strategic common objectives and principles set out in the consultation document cross reference with those of other CSP organisations (eg Police, Probation, Public Health etc.) and 'arrangements' such as Troubled Families in reducing harm, promoting community safety and social responsibility, resources following risks, partnership working and targeted, efficient and effective services.

3. You'll be aware that Fire and Rescue contribute to public safety and helping members of the community to live more safely through preventative home safety checks, campaigns etc. The Safety Works, Phoenix and Princes Trust projects appear particularly valuable as specific initiatives to reduce reoffending. We have had very positive feedback in South Tyneside regarding the Phoenix Project and such was the potential recognised, that you'll recall in a previous action plan there was an action to pilot this project to work with older people, although it didn't succeed due to the LA funding cuts. It seems possible that with some adjustments these projects could provide SMART interventions for a wide range of 'troubled' and 'vulnerable' individuals or families including those who have offended or are at risk of doing so. It would be regrettable if the resources such as safety works, accessible to residents across Tyne and Wear, were lost because they couldn't be adjusted to meet the range of needs and issues presenting across the area. The strategic needs assessments each LA completes and by the PCC priorities should inform any service redesign to ensure that the projects are responsive to key needs and objectives.

4. The document sets out the F & R Service position very well.

5. I am sure we could work more effectively in terms of the schools programme and the Phoenix course.

Regards

Dave Owen
Area Crime and Justice Coordinator

Gateshead Council

Response from Gateshead Council in relation to TWFRS Consultation “Preventing, Protecting and Responding – Proposed Changes to Diversionary Activities with Young People for 2014-17”.

Question 1 – Do you have any comments on the financial position facing the Fire and Rescue Authority?

The type of financial pressures that Tyne and Wear Fire Service are facing have been replicated throughout all other partner agencies involved in tackling crime and community safety – and are part of the wider austerity measures that are currently being experienced. It is disappointing that TWFRS has to cut the number of diversionary activities it offers to young people to prevent them from becoming involved in fire-setting and other risky behaviour – particularly as early intervention approaches are shown to be effective. However, we understand the need for TWFRS to adopt a different model in order to be able to effectively continue to deliver efficient services in the current financial climate.

Question 2 – Would you be prepared to pay more Council Tax if this made it possible to retain the current level of Fire and Rescue service in Tyne and Wear?

This question is not relevant to Gateshead Council.

Question 3 – Do you have any comments on our approach to understanding risk, or on the conclusions we draw about risk in setting out our proposals?

It is pleasing that TWFRS have designed their services based on risk criteria, in that they proactively draw upon and use of a wide range of intelligence and analysis to help develop a detailed understanding of the potential risk in local communities. It is clear from the consultation document that this information has been used to influence and inform strategic decisions (including the proposed options of change identified).

Question 4 – Do you think TWFRS should be undertaking diversionary activities with young people? If so, why? If not, why not?

Although there is no statutory duty for TWFRS to undertake these types of diversionary activities – Gateshead Council feel that it is important for TWFRS to continue to adopt a range of preventative activities with young people. The clear reductions and outcomes that have been achieved in the number of deliberate secondary fires across Tyne and Wear clearly illustrates the positive impact that

investing in early intervention can have on protecting local communities and preventing further incidents from occurring.

Question 5 – Do you agree with the principles we have set out in section 8.4 for whether specific Diversionary activities (in particular Phoenix, Prince’s Trust and Safetyworks!) should continue?

The principles used to classify the current TWFRS diversionary activities has been pulled together using relevant information/intelligence – and highlights a clear split between TWFRS core business (fire-focused activities) and wider partnership-related activities. We agree with the principles that have been used in Section 5.1 to ascertain if the current programmes are effective. It is also positive to see that a range of flexible options have been considered by TWFRS that could be utilised to partners agencies if they should wish to commission or co-fund diversionary activities that involve fire-setting behaviour in the future.

Question 6 – What are your views on our proposals about the future of Safetyworks? Phoenix? and Prince’s Trust? based on the evidence we have shown about their impact and the risks facing them.

As with previous questions, we recognise there is no statutory duty for TWFRS to undertake these activities, but feel that they remain an integral part of the process in reducing fire-related incidents. In the past, Gateshead has not commissioned TWFRS to deliver any of these services on a long-term sustained basis – and have only recently commissioned SafetyWorks! to address an ad-hoc issue (that arose as a result of serious fire). Although we recognise the valuable impact that diversionary activities have, we would not contribute funding to these programmes, unless it was on a need/ad-hoc basis. There is also a need for TWFRS to consider/recognise in-kind funding that can be provided by partner agencies – and how this resource could be used to contribute to these activities.

Safe Newcastle Partnership Board



Report: Safe Newcastle response to Tyne & Wear Fire and Rescue Authority consultation

From: Cllr Linda Hobson, Chair of Safe Newcastle

Date: 13 November 2013

1.0	Background Since the Government's Spending Review in 2010, Tyne & Wear Fire and Rescue Service (TWFRS) has seen a significant reduction in the funding available to deliver to communities. This has amounted to a reduction of £13.6m, or 23% between 2010 and 2017.
1.1	So far, TWFRS has reduced spending on all areas of support and specialist services. In 2011, after public consultation, they undertook to reduce operational response only when the budgetary situation made that absolutely unavoidable. They are now at a point where a reduction in operational response is necessary.
1.2	Joy Brindle, Assistant Chief Officer, attended the Safe Newcastle Board on 7 November to outline the proposals and to open up consultation with Safe Newcastle of which is welcomed.
1.3	It is noted that Joy Brindle, Assistant Chief Officer attended a City Council meeting on the 4 December to give a presentation on the proposals, and the City Council then agreed a motion which is included in Section 5 for information.
2.0	Consultation overview There are two distinct areas that TWFRS have opened up for consultation, operational response and diversionary activities with young people.
2.1	Operational Response The basic unit of response in TWFRS is a fire appliance/pump with 4 staff regardless of incident or level of risk and time. The options developed focus on maintaining a safe level of cover and speed of response which is

2.2	<p>targeted at the highest risk both in terms of geography and incident type. The proposals offer alternative appliances for less serious incidents, flexibility of day and night time cover, reducing the number of appliances and/or fire stations based on analysis of risk and investment in new firefighting technologies to enhance performance and safety.</p> <p>Diversions activities with young people TWFRS can demonstrate that investment in prevention reduces risk and over time reduces cost. A number of interventions have shown to be effective in prevention, these include; home safety checks, domestic sprinklers, case conferences, campaigns, community fire stations and diversionary activities directly with young people such as Safetyworks, Phoenix, Junior Firesetters Education Programme, Young Firefighters, Princes Trust and schools education. The proposal for consultation suggests that focus should be on diversionary activities that have clear success criteria, are targeted at risk (with fire being the top priority), deliver wider community safety outcomes such as reduction of anti-social behavior (only where directly commissioned to do so) and to look to co-fund interventions where the costs and benefits are shared.</p>
3.0 3.1 3.1.1 3.1.2 3.1.3 3.2 3.2.1	<p>3.0 Safe Newcastle Response Safe Newcastle recognise the challenges facing TWFRS, specifically since the Government's Spending Review in 2010 and the cumulative impact of additional cuts.</p> <p>3.1 Operational Response 3.1.1 Consideration has been given to the three options outlined in the consultation document, it is clearly understood that the achievement of budget reductions needs to be balanced with the risk to communities by reducing operational response. TWFRS has undertaken a full and comprehensive analysis on the impact to average response times and it is agreed that priority must focus on those fires that have the higher level of risk although it is understood that this may impact on the response times for lower risk incidents.</p> <p>3.1.2 Safe Newcastle recognises that any option will have an impact on response times and safety in communities. Although a reduced service is inevitable to achieve the budget reductions, Safe Newcastle is concerned that reduced services across partner agencies may have an additional impact on the fire service demand.</p> <p>3.1.3</p> <p>3.2 Safe Newcastle notes with regret that funding cuts make it necessary to consider a closure of a fire station in Newcastle.</p> <p>3.2.1 Diversions activities with young people. Safe Newcastle understands the importance of prevention and</p>

<p>3.2.2</p> <p>3.2.3</p> <p>3.2.4</p>	<p>educational programmes for sustainable impact on community safety issues. Until the impact of the Government's Spending Review 2010 Safe Newcastle provided periodic monetary contribution to TWFRS to deliver activities in Newcastle.</p> <p>However, with further savings being directed to Local Authorities and the removal of Home Office and other Grants to Community Safety Partnerships, Safe Newcastle has been forced to review and restrict our support to those areas that are absolutely necessary, either where there is a statutory responsibility or contractual arrangements already in place.</p> <p>Although Safe Newcastle are not able to contribute financially at this stage, it is proposed to support the continuation of diversionary and preventative activity wherever possible through advice, guidance and links to other agencies.</p> <p>Safe Newcastle would advocate that the most appropriate funding source for Safetyworks would be the PCC, not least since Community Safety funding which might have otherwise supported this initiative is now transferred to the PCC. There may also be opportunities at the margin to increase income from schools.</p>
<p>4.0</p> <p>5.0</p>	<p>Conclusion</p> <p>Although Safe Newcastle is unable to make any financial commitment to TWFRS at this stage, Safe Newcastle would like to take this opportunity to recognise the vital role and significant impact that TWFRS has in partnership working across Newcastle. Wherever possible Safe Newcastle will continue to support and champion the work that TWFRS deliver and the impact that they play in keeping Newcastle safe.</p> <p>Safe Newcastle would expect a growth its population, and request that the analysis of options is future-proofed against the projected growth of the city, particularly to the west and north in accordance with the City's proposed core strategy, which will be considered by the Planning Inspector in the coming months.</p> <p>Safe Newcastle would propose further discussions with Newcastle City Council, to plan future needs, including the option of a new fire station should that be necessary as a replacement for the two being considered for closure.</p> <p>Newcastle City Council Notice of Motion Cuts to Tyne and Wear Fire and Rescue Service</p> <p>Council notes that Tyne and Wear Fire and Rescue Service;</p> <ul style="list-style-type: none"> • keep us all safe and respond quickly when help is needed

- are the best performing Fire and Rescue Service in the country
- have been disproportionately hit by the Government cuts, losing 23% of its budget by 2016/2017
- has maintained prevention work in the community that has resulted in a reduction of 46% of fires in homes over the last six years
- has protected response times to date and agreed only to look at reducing response times when the budget made that unavoidable.

Council believes that;

- the Government proposed cuts to the Tyne and Wear Fire and Rescue Service are unfair and put residents' lives at risk
- the prevention programmes undertaken by the Fire and Rescue Service teams have made a massive impact for local people
- when risk factors have been taken into account, the proposed cuts to services will reduce the speed of response when residents call for help.

Council resolves to;

- write to the Secretary of State expressing concerns about the scale and impact of the proposed cuts on Tyne and Wear Fire and Rescue Service.
- agree to make a response to the current consultation along the lines of the debate in Council and to encourage residents to respond to the consultation

Princes Trust via email

Dear Tyne & Wear Fire & Rescue,

I am responding on behalf of The Prince's Trust to your consultation document about the future of the diversionary activities for young people that you deliver.

The Fire & Rescue Service has been delivering the Team programme in partnership with the Prince's Trust for many years and is regarded as a high quality delivery partner. We very much want you to continue to deliver Team, as it is a unique programme which reaches young people that otherwise may not have a chance of succeeding.

The Team programme is not directly funded by the Trust but attracts funding via Further Education. The Trust issues a Delivery Agreement which is in effect a license to run the programme – this is renewed every three years and would definitely continue as long as funding is available. We appreciate that funding is increasingly difficult to secure and the Trust will naturally support any bids or applications that the Fire & Rescue Service makes to Colleges or other sources of funding.

It is perhaps true to say that the Team programme does not immediately appear to be specifically a diversionary activity – it is designed as a programme to engage unemployed young people from a variety of backgrounds and is very much aimed at getting them into positive outcomes after 12 weeks: either employment, training, education or volunteering. In this respect it does differ from some of the other F&R programmes such as Phoenix, which is primarily focused on reducing offending behaviour.

However, young people with offending backgrounds are one of our primary target groups and every Team will have a proportion of such individuals. The Trust believes that young people who move into positive outcomes as a result of the Team programme are far less likely to continue to be involved in anti-social/criminal behaviour – and will have a sense of self-esteem and pride which are fundamental to a positive attitude to themselves and their community. So the ethos fits very much with that of diversionary activity.

We also believe that the Fire & Rescue Service employs a very professional, thorough and robust approach to running the Team programme and gets the very best out of young people. Team is the most intensive and longest of all the Trust's programmes and it takes tremendous skill and commitment on the part of the delivery partner, to maintain the high standards that the Fire Service have reached.

I hope these comments are helpful and I am happy to try & answer any questions, should there be any. I sincerely hope that our relationship with the Fire & Rescue Service will carry on.

Regards
Alison Curnow

Alison Curnow | Programme Manager - Team (North)



Ms J Brindle
Assistant Chief Officer
Development and Review
Tyne and Wear Fire and Rescue Services
Barmston Mere
Nissan Way
Sunderland
SR5 3QY

Victory House
Balliol Business Park
Benton Lane
Newcastle upon Tyne
NE12 8EW

Enquiries@northumbria-pcc.gov.uk
T: 0191 221 9800

17 December 2013

**RE: Proposed changes to our diversionary activities with young people.
Consultation document October 2013 – 1st January 2014**

Dear Joy,

I write formally on behalf of the Police and Crime Commissioner in response to your published document outlined above.

Following your suggested consultation issues the response of the PCC is:

1. Do you have any comments on the financial position facing the Fire and Rescue Authority?

The current financial position facing the Fire and Rescue authority is similar in all regards to that facing the PCC and Northumbria Police. It is a position that we would not wish to be in, however we are and must plan and prioritise accordingly within these financial constraints.

2. Would you be prepared to pay more Council Tax if this made it possible to retain the current level of Fire and Rescue service in Tyne and Wear?

Whilst this is not a question that we can answer as an organization it is a question we have asked the communities of Northumbria during the writing of our Police and Crime Plan. The resounding majority of the public responded that they would be willing to pay extra for policing services and I suggest that the public would be equally willing in relation to the Fire and Rescue Service. You will be aware that the PCC raised the precept in this current financial year.

3. Do you have any comments on our approach to understanding risk, or on the conclusions we draw about risk in setting out our proposals?

We consider your approach to risk and the conclusions drawn to be logical and considered.

4. Do you think TWFRS should be undertaking diversionary activities with young people?

Based upon current experience and supporting evidence from other responsible authorities we consider that TWFRS should be undertaking diversionary activities with young people. This agreement is qualified only with the principles you have set out in section 8.4 of your document. Therefore diversionary activity in the broadest sense only when commissioned and otherwise where fire prevention is the priority.

5. Do you agree with the principles we have set out in section 8.4 for whether specific Diversionary activities (in particular Phoenix, Prince's Trust and Safetyworks!) should continue?

We agree with the principles you have set out in section 8.4.

6. What are your views on our proposals about the future of Safetyworks? Phoenix? And Price's Trust? Based on the evidence we have shown about their impact and the risks facing them.

We are of the view that you have come to correct conclusions about the future of Phoenix, Princes Trust and SafetyWorks, i.e., only if commissioned or co-funded. This is clearly a difficult but necessary conclusion based upon the current and future financial landscape.

7. We will be contacting you directly to discuss:

- **The current and future position of Phoenix, Price's Trust and Safetywork! in terms of their value as part of ongoing community safety programmes**
- **What TWFRS can do in partnership with you to ensure effective programmes are sustained?**

As a commissioner of services we have discussed with you our initial thoughts on how PCC commissioned services could progress in 2014/15 and beyond. The commissioning of community safety programmes is part of a much broader conversation that we will all as partners need to have, as you are aware we have written to the six Northumbria Community Safety Partnership Chairs requesting a meeting to progress that conversation.

In relation to Phoenix and SafetyWorks specifically: At present the respective responsible authorities have either not contributed to the programmes or in the case of Sunderland and Gateshead Councils have pledged reduced amounts to the respective programmes. If there was a broader offer of financial support from the six CSPs then the PCC would view that commitment as an indicator of consensus support for cross boundary work. Joint or specific commissioning could then be considered. At present the indicators are that this is not the case.

We very much hope that following consultation with all the six respective CSPs we can come to a consensus of what works and what work we are all prepared to commit to cross border within Northumbria in support of the Police and Crime Plan.

ⁱ *CIPFA actuals 2011-12*. These should be treated as indicative since they are based on returns from FRAs with a subjective element as to how spending is allocated between headings.

ⁱⁱ *Fire and Rescue Services Act 2004 c 21 Part 2 : Core functions (Section 6)*.
<http://www.legislation.gov.uk/ukpga/2004/21/contents>

ⁱⁱⁱ Fire and Rescue National Framework 2012: section 1.9 <https://www.gov.uk/government/publications/fire-and-rescue-national-framework-for-england>

^{iv} *Positive for Youth: a new approach to cross Government policy for young people aged 13 to 17*. HM Government 2011. <https://www.gov.uk/government/publications/positive-for-youth-a-new-approach-to-cross-government-policy-for-young-people-aged-13-to-19>

^v *Early Action: Landscape Review*. National Audit Office January 2013. Summary, para 8.
<http://www.nao.org.uk/report/early-action-landscape-review/>

^{vi} *Prevention and Early intervention: scoping study for BIG Lottery Fund*. New Philanthropy Capital 2012.
<http://socialwelfare.bl.uk/subject-areas/government-issues/social-policy/newphilanthropycapital/prevention12.aspx>

^{vii} *Positive for Youth: progress since December 2011*. Cabinet Office/DfE July 2013.
<https://www.gov.uk/government/publications/positive-for-youth-progress-since-december-2011>

^{viii} *Analysis of Fire and Rescue Service Performance and Outcomes with reference to Population Socio-demographics*. CLG Fire Research Series 9/2008

^{ix} Indices of Multiple Deprivation 2010

^x *Fire Statistics Monitor 2012-13*, published June 2013. <https://www.gov.uk/government/publications/fire-statistics-monitor-april-2012-to-march-2013>

Data from Tables 3a (all fires), 5a (deliberate primary fires) and 5d (deliberate secondary fires)

^{xi} Police recorded incidents, included in Crime in England and Wales PFA tables 2013.
<http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-322086>. Note that these are incidents recorded by the police. There is no definitive national recording of all ASB incidents recorded by all parties.

^{xii} Source:PCC website

^{xiii} The Safer Sunderland Strategy quotes Home Office data which indicates that for most youth crimes, volume increases with age. *Safer Sunderland Strategy 2008-* p30.

^{xiv} *Police and Crime Plan 2013-18*. Vera Baird QC: Police and Crime Commissioner 2013.

^{xv} Under the Crime and Disorder Act 2008

^{xvi} *A useful guide to CSPs in Northumbria*. Julie Smith (Safer Sunderland) and Lynne Crowe (Safer North Tyneside) on behalf of the 6 Northumbria CSPs, for Police and Crime Commissioner. November 2012.

^{xvii} Department for Education. See
<http://www.education.gov.uk/childrenandyoungpeople/strategy/integratedworking/caf/a0068957/the-caf-process>

^{xviii} These are broadly similar to the evidence standards developed by the Social Research Unit to determine what works- as quoted in *Early Intervention: Smart Investment, Massive Savings: Second independent report to HM Government of Graham Allen MP*, July 2011.

^{xix} *It's about Respect: an evaluation of the Sunderland Phoenix programme*. Angela Steward 2011

^{xx} Some courses have been delivered in Newcastle and Gateshead in the past and North Tyneside has commissioned a programme in 2013. These tend to be ad hoc.