



Turning Corners

Terms of Reference

Aim

The Turning Corners project created within South Devon and Torbay to identify, divert and safeguard young people who are at risk of Criminal Exploitation.

Child Criminal Exploitation (CCE) occurs where an individual or group takes advantage of an imbalance of power to coerce, control, manipulate or deceive a child or young person under the age of 18. The victim may have been criminally exploited even if the activity appears consensual. CCE does not always involve physical contact; it can also occur through the use of technology.

Prevalent in County Line activity; CCE can also manifest in more localised gang related activity including coercing more vulnerable members of a group to commit serious assaults under duress.

The Turning Corners Project will work with individuals who are:

- Under 18 at the point of referral save for those already encompassed within the previous projects to maintain intervention and support. Where additional needs are identified in relation to an individual this age limit may be extended to 21.
- At risk of Child Criminal Exploitation outside of the home or
- At risk of, or currently engaging in violence / disorder outside of the home.

Following a referral into the project, a young person's susceptibility to Criminal exploitation will be assessed using the Youth Exploitation Assessment Tracker (YETA). Assessment will comprise of multi-agency information which will inform the implementation of a holistic, child centred action plan with the aim of reducing the risk of exploitation.

The Turning Corners Project is not intended to replace existing safeguarding frameworks and referral mechanisms. Child protection matters, including concerns regarding Child Sexual Exploitation and inter familial concerns will continue to be referred into the MASH/MACE.

Governance

The Turning Corners Project will be overseen by the Project Monitoring Board who will meet quarterly.

In its formative stages, the Turning Corners Project will operate localised implementation panels within Torbay and South Devon; both will feed into a Joint Implementation Panel with alternating chair persons.

The Turning Corners Project will be overseen by the Turning Corners Specialist Problem Solver, supported by a strategic analyst function.

Each locality will establish a Panel with a pre-agreed and fixed membership. Key partners will include Police, Community Safety Partnership, Education, Health, Youth Service (e.g. IYSS / YIT/YOT) and Targeted Outreach services. (See Appendix One – Turning Corners Structure Chart (Torbay)).



Panels, driven by the Community Safety Partnerships, will be responsible for reporting on progress and emerging issues that require a strategic response to the Project Monitoring Board.

Responsibilities of the Panels:

1. Partners will identify concerns and refer to the project to allow the Analyst to risk assess individuals through the YETA who meet the above criteria and are at risk of becoming involved in crime/violence or disorder. The Youth Exploitation Tracking Assessment (YETA) will then provide a formal grading of risk which will inform an individual Action Plan created within the Youth Tasking Meeting.
2. To encourage an effective multi agency problem solving response to this behaviour.
3. To promote and oversee the effectiveness of joint working and information sharing between agencies to achieve positive outcomes.
4. To task members and resources according to the identified needs of the group agenda.
5. To encourage all parties to commit to completing and delivering tasks within agreed timescales.
6. To identify emerging trends, good practice and areas requiring a strategic response and share this with the Community Safety Partnership in a timely way.
7. To identify a Lead Professional responsible for oversight and ownership of agreed actions as directed by the Project.

Method

Professionals who are concerned that a young person is at risk of Criminal Exploitation will be able refer their concerns to the Turning Corners Project.

The Analysts will then be responsible for receiving the referral and conducting an initial assessment of eligibility.

It is important to note that the Turning Corners Project is not aimed to be a 'catch-all' for youth offending and anti-social behaviour. Specific concerns regarding vulnerability to exploitation or violence / gang culture should be highlighted in the referral.

Where a referral is found to not meet the criteria for inclusion, it will not simply be rejected. The referral will be suitably signposted to the relevant agency and a record of the decision will be made. Should further information come to light, a referral will always be reassessed.

Prior to each local panel meeting, a list of young people will be distributed to panel members with a request for relevant information. Relevant information will allow the Analyst to accurately complete the scoring section of the YETA tool.

Behind the YETA scoring process, a narrative for each individual's circumstances will be appended to each young person's Record of Engagement (RoE).

The RoE will provide a more in depth profile of each young person and will include:



- Partner Agency Information
- Details of parents / guardian
- Trauma (ACE) history
- Key updates around intervention activity
- Identification of lead professional.
- YETA score history

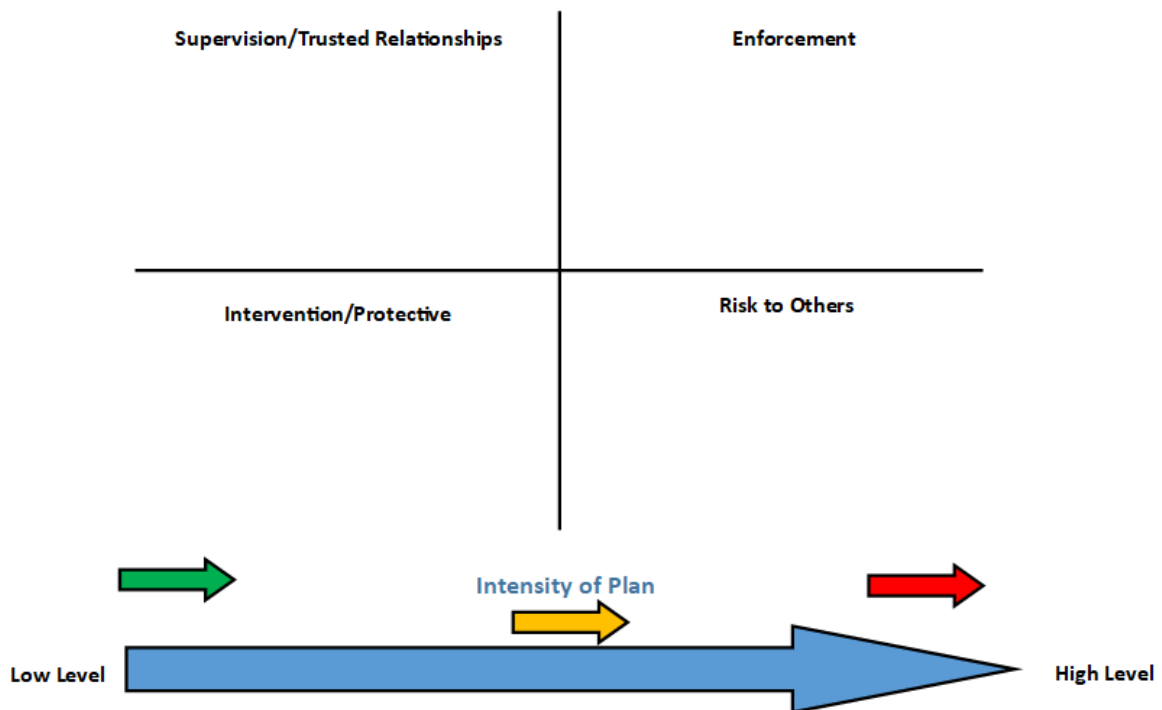
This list is not exhaustive and is designed to focus on the specific needs of the individual young person.

At an early stage, the young person and their parent / career will be engaged by a pre-agreed resource with the aim of obtaining further information to inform the YETA assessment and to obtain the parent's consent to the young person entering the Turning Corners Project.

Engaging the parent / guardian as a key partner rather than part of the problem will be a critical tactic in any intervention.

At the commencement of each Panel, the panel should be in possession of an initial RoE and YETA score. This will allow professionals to implement a child centric action plan.

Action Plan



Each quadrant of the action plan will be addressed and activity will be proportionate to the risk grading.



Lead professional / trusted relation:- In all cases, a lead professional/trusted relation will be identified. In some cases it will be entirely appropriate for a parent / guardian to perform this function. In other cases, a member of school staff, IYSS worker, Police Youth Intervention Officer or Outreach Worker could fulfil this role.

The trusted lead professional will have operational oversight of the action plan as it is delivered and may report back to the board on its progress.

Interventions are wide ranging and specific to the individual needs of the young person. An action plan 'toolkit' for each locality should be devised to inform the panel of the range of interventions available.

Interventions can also take the form of further referrals. For example, whilst this project is focusing on activity perpetrated outside the home, we cannot be naïve to the fact that factors within the home may be a significant risk factor. Adopting a 'Team around the Family' (TAF) approach will aim to address issues emanating from inside the home. One intervention could therefore be a referral to the Early Help / Supporting Troubled Families Programme.

Enforcement Activity: - Where intelligence exists to inform enforcement activity, a number of tactical options are available to disrupt Criminal behaviours. This could include briefing items to inform an intelligence lead patrol plan; anti-social behaviour escalation processes, dispersal powers and gang injunctions under the Antisocial Behaviour Crime and Policing Act 2014.

Concerns for the safety of other individuals: - Where referrals reveal concerns for the safety of other individuals, action to mitigate risk should be recorded in the Victim Safety section. This could include the use of Threat To Life warnings, target hardening and further intervention work.

Action plans will be subject to a pre-agreed review date. Those who have been graded as a higher risk of exploitation will be reviewed on a more frequent basis to those individual whose risk of exploitation is deemed to be low.

Upon completion of an action plan, a multi-agency review of performance will take place; usually within the sitting of the local panel. The panel may choose to extend the action plan, alter the plan or conclude that the plan is to be finalised. A written rationale to all options will be recorded on the RoE.

Confidentiality and Data Sharing

The sharing of information is critical to the effectiveness of the Multi-Agency Meeting. Members will be asked to share sensitive personal data that their individual organisations hold. It is important that members are aware of their duties in relation to sharing information, when information can be shared and how it should be handled.



Members will be required to acknowledge the following statement by signing the attendance record at each meeting:-

“All participants are reminded that they are sharing very sensitive information regarding young people, which may impact on their safety. As a consequence, the content and minutes of this meeting are confidential and closed under the Freedom of Information Act. Details discussed during the meeting and recorded via the minutes should not be photocopied, or the contents shared with third parties outside the meeting without the consent of the chair. Minutes should be kept in the ‘Official Sensitive (‘Restricted’ or ‘Confidential’) section of agency files. It is the responsibility of agency representatives to alert the minute taker of any information disclosed during the meeting that they do not wish to be documented. In terms of diversity can we ensure we are respectful, fair and equitable in our discussions and decisions”

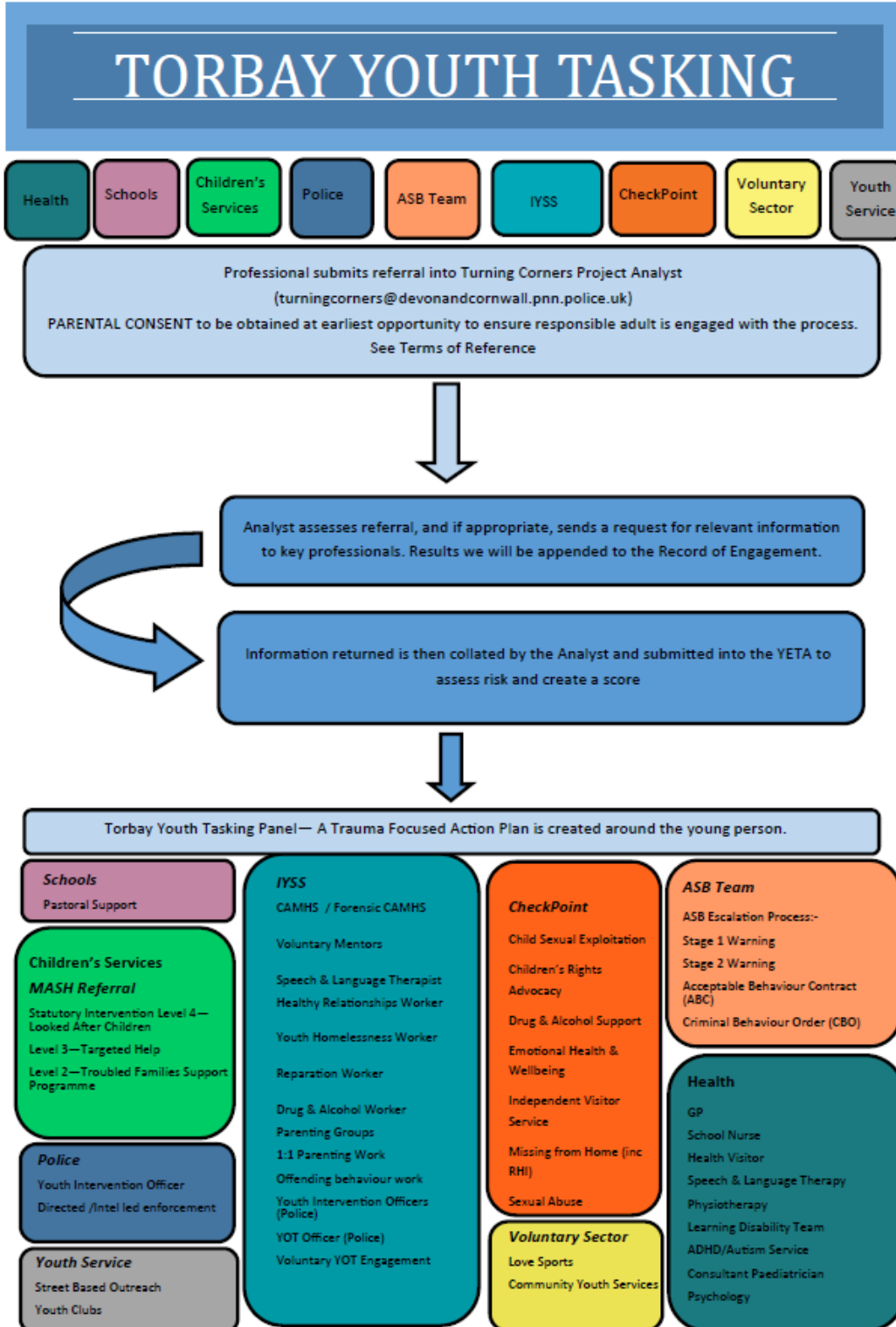
Information shared within this meeting will be done so under Section 115 Crime and Disorder Act 1998. Information is to be used for the purpose of reducing and preventing crime and disorder.

The YETA and ROE will be living documents and information retained on individuals will be reviewed within Youth Tasking to ensure it remains necessary and proportionate to manage the identified risk.

There is an expectation that parents / guardians of the young people are consulted prior to their involvement with the Youth Tasking process. This will engender a culture of support and assistance, utilising the principles of a ‘team around the family’ approach to working. Consent to information share should be obtained as part of initial supporting conversations. Where consent is explicitly not provided, partners will assess and record what information and intelligence should be shared; the rationale for sharing or otherwise and what statutory framework is being used to information share.

See Appendix 2 - Turning Corners – Information Sharing

Appendix 1



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Appendix 2 Turning Corners – Information Sharing

Introduction

This briefing document outlines the lawful basis for information sharing within the Turning Corners Project. It will aim to provide partners with the confidence to share relevant information and also to highlight the seven principles of data sharing under the new Data Protection Act 2018 (including GDPR and LED).

It aims to supplement the HM Government report entitled: Information Sharing – Advice for practitioners providing safeguarding services to children, young people, parents and carers. [July 2018].

Effective, lawful information sharing amongst partners is critical to delivering the Force Mission of Preventing and Detecting Harm and Working Together to safeguard communities and neighbourhoods.

The Turning Corners Project seeks to build upon pre-established working practices established under Operation Turf and Tigerbay with the potential for a wider roll-out across Devon and Cornwall.

The Crime and Disorder Act 1998 Devon and Cornwall Partnership Information Exchange Agreement for Crime and Disorder is the current Information Sharing Agreement (ISA) that provides the basis for exchanging personal data for **relevant signatories** with a statutory duty under s.17 of the Crime and Disorder Act.

Devon and Cornwall Police; Torbay Council and Teignbridge District Council are included under the ISA.

The ISA highlights several pieces of legislation which facilitate information sharing:

- Data Protection Act 1998
- Data Protection Act (2018) [Updated to include GDPR and LED]
- Section 115 – Crime and Disorder Act
- Code of Practice on the Management of Police Information (MoPI)
- Human Rights Act
- Common Law duty of confidence

In the case of Personal Data held under a duty of confidence a Disclosure may be made in respect of that Personal Data if there is a compelling reason of overriding public interest or another overriding statutory justification which permits the Disclosure.

The Signatories understand the public interest criteria to include (but not be limited to):

- the administration of justice;
- ***maintaining public safety;***
- the apprehension of offenders;
- ***the prevention of Crime and Disorder;***
- ***the detection of Crime; and***
- ***the protection of vulnerable members of the community.***



The Signatories should confirm, check and verify the following points when deciding if the public interest criteria should override any duty of confidentiality:

- That the intended Disclosure proportionate to the intended aim
- The vulnerability of those who are at risk where this is a factor to support disclosure
- The likely impact of the Disclosure on the Offender
- That there is no other equally effective means of achieving the same aim
- That the Disclosure is necessary to prevent or detect Crime and uphold the rights and freedoms of the public
- The disclose the information is necessary to protect other vulnerable people

When considering or making any disclosure, the Signatories should ensure they are compliant with Article 8 of the Human Rights Act 1998 which states that everyone has the right to respect for his private and family life, home and his correspondence and that there shall be no interference by a public authority with this right except as in accordance with the law and is necessary in a democratic society in the interests of:

- national security;
- public safety;
- economic wellbeing of the country;
- the prevention of crime and disorder;
- the protection of health and morals; or
- the protection of the rights or freedoms of others

The ISA makes clear that signatories acknowledge that details of victims, witnesses or complainants must not be disclosed without their written consent.

The seven principles of data protection are:

- Necessary and Proportionate – Practitioners need to consider how much information is shared, taking care not to share more data than necessary.
- Relevant – Only information relevant to the purpose of the request will be shared.
- Adequate – Information quality is important in ensuring that it can be understood and relied upon.
- Accurate – Practitioners should ensure that information is as accurate and up to date as possible. It is important to clearly distinguish between fact and opinion.
- Timely – Information will be shared in a timely manner.
- Secure - Information will be shared in a secure way, this includes taking into account utilizing secure email.
- Recorded. – Decisions to share or decline to share information and intelligence should be recorded with a sound rationale. Where information / intelligence is shared, a record will include what was shared, with whom and for what purpose.

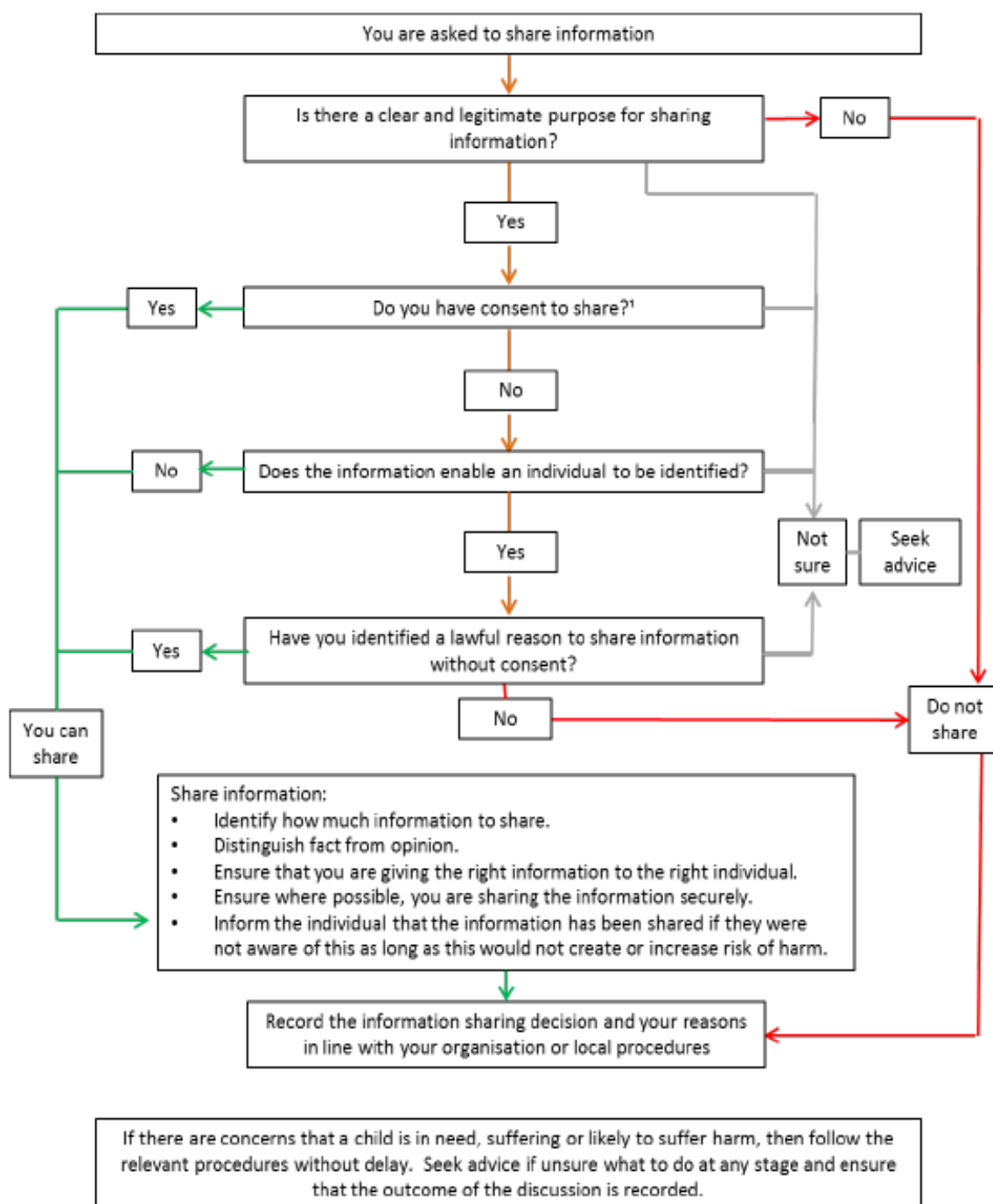
The Turning Corners Project will aim to obtain the explicit consent of parents / guardians of young people at the earliest opportunity – maximising the opportunity for effective information sharing. However, where consent is declined, information may still be shared for the purposes of ‘safeguarding children and individuals at risk’.

Information can be shared legally without consent if it cannot be reasonably expected to gain consent from the individual or if to gain consent could place a child at risk.

An assessment of 'risk' and subsequent decision to share will be justified by the disclosing practitioner in accordance with the seven principles of information sharing.

When and How to Share Information

[Information Sharing – Advice for Practitioners providing Safeguarding services to children, young people, parents and carers. HM Government July 2018].



Information vs Intelligence

It is important that practitioners are comfortable with the differences between information and intelligence. The National Intelligence Model (NIM) improves the opportunities to share intelligence across forces and agencies.

Information can be wide ranging and can include facts and professional opinion. Examples of information can include, but not limited to:

- School attendance records
- Home address / parent guardian details
- GP details
- Convictions / Cautions / Youth Conditional Cautions / Other crimes where suspect
- Domestic Abuse Enquiries
- Safeguarding Enquiries
- Children's services involvement.
- Youth Service records
- Professional's assessments.

Intelligence is information that has been gathered, evaluated and disseminated in such a way that that it assists police with their decision making.

The sharing of intelligence with partners under the pre-existing ISA is permitted, however, careful consideration will be paid to each disclosure, applying the above principles of information sharing. Disclosure of intelligence will be recorded with reference made to the grading of the intelligence as outlined in the below graphic.

	Source	Information	Handling		Source	Information	Handling
1	A – Always reliable	1 – Known to be true without reservation	1 – Within UK police service and other law enforcement agencies as specified	P		A – Known directly	P – Lawful sharing permitted
	B – Mostly reliable	2 – Known personally to the source but not to the officer	2 – To UK non-prosecuting parties		1 – Reliable		
3	C – Sometimes reliable	3 – Not known personally to source but corroborated	3 – To non-EU foreign law enforcement agencies	C		B – Known indirectly but Corroborated	
	D – Unreliable	4 – Cannot be judged	4 – Within originating agency/ service		3 – Not reliable	C – Known indirectly D – Not Known	C – Lawful sharing permitted with conditions
2	E – Untested	5 – Suspected to be false	5 – Receiving agency to observe conditions as specified		2 – Untested	E – Suspected to be false	

Disclosure of intelligence inappropriately can carry inherent risks, including placing sources at risk; or treating unreliable or untested intelligence as fact.

Under the Turning Corners Project, the Analyst will play a key role in assessing intelligence held on a young person and uploading and disclosing intelligence via the Record of Engagement where compliance with the seven principles of data sharing applies.