

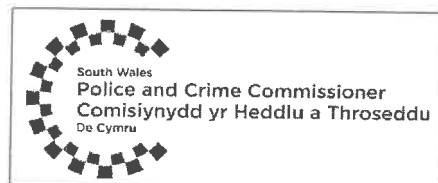


1825 Pilot One Year Report

January 2015 – December 2015

the **waterloo** foundation *

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This report will present information and learning relating to the first year of delivery of the 1825 Triage diversion project that was piloted in Cardiff and the Vale of Glamorgan in 2015 and delivered by Media Academy Cardiff (MAC).

What We Knew

- The Office of the Police Crime Commissioner's (OPPC) Police and Crime Reduction Plan highlighted as one of its priorities the reduction of offending among 18-25 year olds in South Wales police force area. This was in response to data analysis that showed the 18-25 age group were responsible for 33% of all recorded crime in South Wales, equivalent to nearly 27,000 crimes
- Within the plan was a priority to effectively and efficiently support victims of crime and challenge offenders
- In order to achieve these priorities MAC was commissioned to deliver a pilot diversion project for 18-25 year olds committing low level crimes in Cardiff and the Vale of Glamorgan
- Access to adult mental health services among this age range was poor or at best patchy in terms of wait and service

What We Thought

- Offending amongst 18-25 age group could be reduced via challenging and supporting young adults through a targeted intervention with the aim of reducing re-offending replicating the successful 1017 juvenile diversion model which had seen a large decrease in re-offending in children
- Offending amongst 18-25 age group could be reduced through supporting young adults to access universal services that could best meet their needs
- Through a restorative justice methodology, victims could be supported to move on from the offence and have any harm repaired and as a by product offending may be further reduced
- By operating a voluntary based diversion model, young adults would be encouraged to change offending behaviours by taking responsibility for their actions

Why MAC?

- MAC had successfully delivered the 1017 Triage diversion project in Cardiff and the Vale of Glamorgan since 2009 commissioned by two Youth Offending Services
- The 1017 Triage had been highly effective in reducing first time entrants into the criminal justice system, reducing re-offending and supporting the victims of crime through a restorative justice methodology

- Since 2009, 1017 Triage had worked with over 3000 young people following an arrest for a low level offence
- The re-offending rate for this cohort prior to the inception of Triage was 22%. After the first year of 1017 Triage delivery the re-offending rate was reduced to 5%. The re-offending rate has remained consistently below 10% for the past 6 years
- 1017 Triage had also been highly successful in engaging victims of crime through restorative justice with an engagement rate of approximately 85%
- MAC had supported victims of crime and young adults committing these crimes through over 600 restorative justice interventions per annum
- Through an array of projects MAC had also gained valuable experience and expertise in working in partnership with other criminal justice agencies such as South Wales Police and Youth Offending Services with access to appropriate data bases and systems
- MAC management team have extensive experience of implementing and delivering diversion projects through a restorative justice methodology
- MAC's Director sat on several regional strategic boards such as Local Authority Management Boards and scrutiny panels

Aims

The primary aim of 1825 Triage was to divert young adults away from the criminal justice system and into interventions and support based on an assessed individual need that would effectively understand the offending and seek to prevent further re-offending.

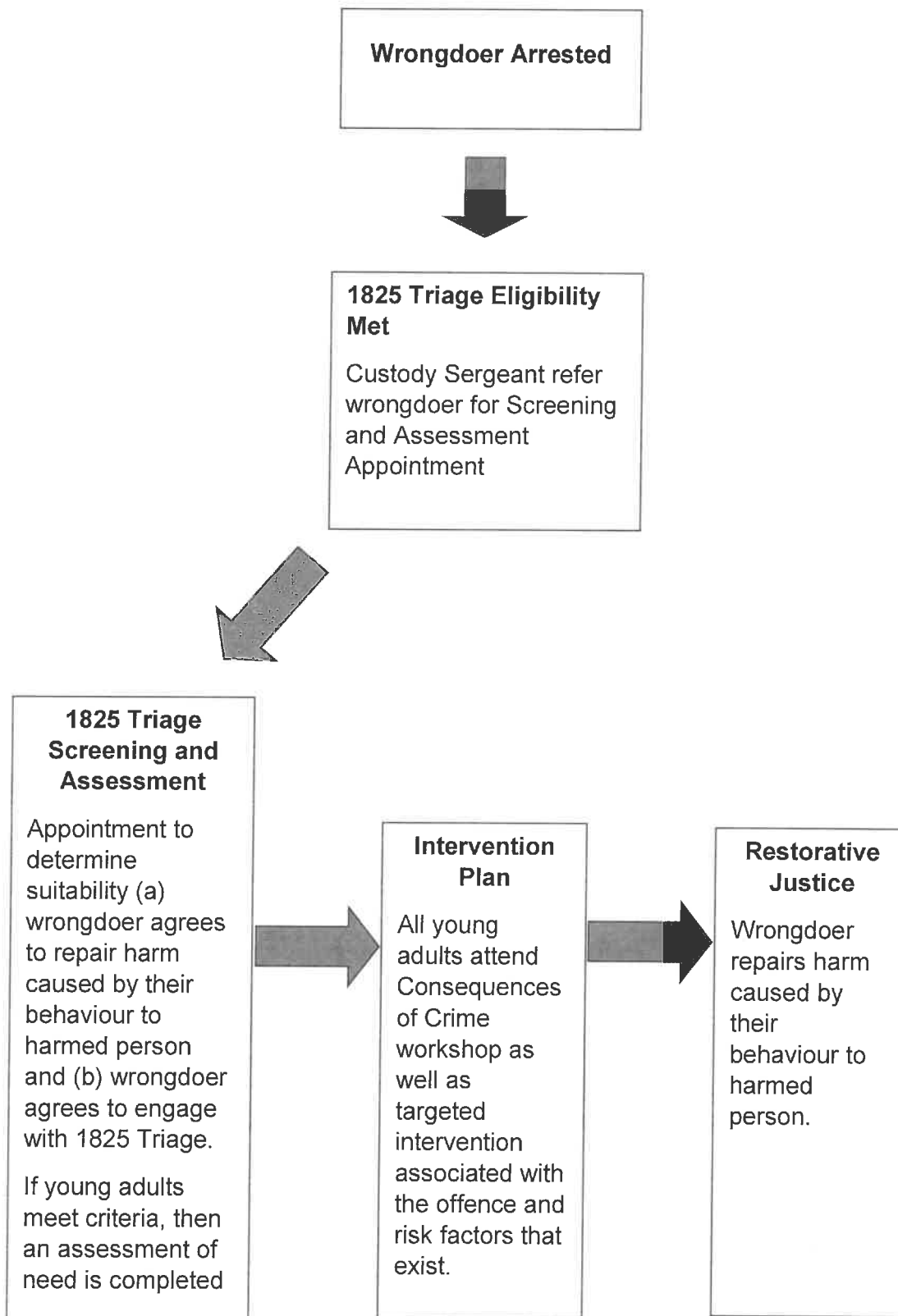
1825 Triage also engaged with individuals who had been affected by the criminal offence through a restorative justice methodology to ensure that harm is repaired and the needs of the victim are met.

1825 Triage was to be a voluntary programme I.E. Not mandatory sanctioned for Young Adults to participate in.

Eligibility for acceptance onto the pilot

- Aged between 18 to 25 years old
- Live or study in Cardiff or Vale of Glamorgan
- Arrested for and admitted to committing a low level criminal offence (Police Gravity Score Matrix below 3)
- Aged 18-21 (Phase I)*
- In University or Higher Education (Phase I)

• 1825 Triage Wrongdoer Pathway



Development Journey of the Pilot

The 1825 Triage pilot was funded through The Waterloo Foundation, the OPPC for South Wales and Cardiff Metropolitan University. Its objective was to identify if a diversion model amongst young adults could effectively reduce offending and support victims to move on from any harm caused. The pilot ran for 12 months from January 2015 – December 2015.

An operational steering group was created to drive the pilot forward and provide expertise from a range of stakeholders including representatives from Cardiff and Vale YOS', South Wales Police, Higher Education and the Voluntary Sector. Steering group membership consisted of:

- South Wales Police Regional Custody Inspector
- South Wales Police HUB Inspector
- South Wales Police Superintendent Eastern BCU
- Vale Youth Offending Service Manager
- Cardiff Youth Offending Service Manager
- MAC Director
- MAC Criminal Justice Service Manager
- Cardiff Metropolitan University Dean of Student Services
- OPPC 1825 project lead
- South Wales Police Justice and Partnership representative
- Cardiff Youth Service Principal Youth Officer
- Vale Centre for Voluntary Services Partnerships Manager
- IOM Cymru Women's Pathfinder Manager

Pilot Scope (Phases I, II and III)

When the pilot initially began it was decided that in order to develop the project effectively it would be prudent to focus on a smaller cohort within the 18-25 age group in order to develop the model. The original scope of the pilot was 18-21 year olds in higher or further education who had committed a low level offence (3 or below on gravity matrix**) in Cardiff and the Vale of Glamorgan. Within the first 2 months of delivery it was decided to open the scope out to all 18-21 year olds, regardless of educational status. This decision was made by the operational steering group as it was felt that the pilot had capacity to deal with increased referrals and also it would eradicate the justice by educational status that resulted from the original phased approach. The scope then extended again in September 2015 to all

18-25 year old arrested for low level offences in Cardiff and the Vale of Glamorgan as it was felt at this point the model was established enough to be able to deal with an increased amount of referrals.

** ACPO Youth Offender Case Disposal Gravity Factor Matrix

Creating Partnerships

To enable the creation of the most effective intervention for young adults entering the pilot, it was vital to establish links with a range of partner agencies that came into contact or provided services for 18-25 year olds that offended. Below are details of links established during all pilot phases.

OPPC

As well as providing funding for the 1825 Triage pilot the OPPC provided strategic guidance and support, support with data analysis and was able to escalate and resolve issues that were barriers to the effective delivery of the pilot.

South Wales Police

MAC had already created a strong working relationship with South Wales Police through the delivery of 1017 Triage. 1825 Triage staff built upon this relationship by establishing working relationships with a range of individuals within the force such as custody sergeants, HUB staff, public protection unit and the licencing department. These relationships allowed the pilot to draw on a range of expertise and experience from within the force and also ensured that police staff were confident and able to refer into the 1825 Triage pilot. South Wales Police also provided desk space and access to police ICT systems including NICHE within Cardiff Bay Bridewell.

Women's Pathfinder

The Women's Pathfinder project was also piloting a diversion project that aimed to divert women away from the criminal justice system. It was identified at the beginning of the 1825 Triage pilot that a close working relationship between the two pilots would need to be established. One key reason for this is that females aged between 18 and 25 would be eligible for both pilots and this may cause confusion amongst custody sergeants who would be making referrals into the pilots. It was decided that custody staff could refer into either project, it would then be decided through conversation between 1825 Triage and Women's Pathfinder staff who was the most appropriate agency to work with that individual, dependant on the needs of that individual. Several collaborative meetings between the management of both pilots have occurred in which discussions have taken place about 1825 Triage taking part in the Pathfinders' case allocation panels, although it was decided that due to both pilots being situated in Cardiff Bay Bridewell that discussions around case allocation could take place there rather than the case allocation panels. The two diversion

pilots also adopted the same assessment forms to ensure consistency of assessment for those being referred into the project.

Cardiff Foodbank

Cardiff Foodbank were contacted following a request from a victim of crime that the perpetrator of their offence repaired the harm caused by volunteering at Cardiff Foodbank. Following this a link was established to enable 1825 Triage to offer victims the option of requesting young adult's give time to the Foodbank as a form of community reparation.

Cardiff MIND

Within the first month of operation a significant number of disclosures about mental health issues occurred during assessments with young adults. The majority of the disclosures had not been diagnosed by a GP and the young adults were not receiving any support in relation to their mental health issues. Although 1825 Triage has an internal counselling service it was decided explore what other options were available locally for other needs that counselling could not address- in particular because some young adults said they felt uncomfortable accessing their GP. As a result, a memorandum of understanding was established with Cardiff MIND to ensure all young adults who wanted support with their mental health issue could have access to Cardiff MIND services within an agreed timeframe of 21 days.

Time to Change Wales

Time to Change Wales were contacted during the development of the Consequences of Crime workshop to ask if they would be able to deliver a section within the workshop around young adult's mental health. This request was made as it was identified that mental health issues were commonly arising with young people 1825 Triage were working with.

SHOT

A partnership between SHOT and 1825 Triage was established to best support young adults in relation to their sexual health. SHOT delivered a section within the Consequences of Crime Workshop around sexual health and offered further, bespoke one to one support to young adults if required.

Switched On

Switched On were contacted during the development of the Consequences of Crime workshop to ask if they would be able to deliver a section within the workshop around young adult's substance misuse. This request was made as it was identified that substance misuse issues were commonly arising with young people 1825 Triage were working with.

Cardiff Metropolitan University

The university offered access to rooms to work with students and also contributed funding the pilot.

The Waterloo Foundation

The Foundation was the first agency to support the idea of the pilot with funding.

Workshop Journey

1825 Triage made the decision to develop a workshop that all young adults working with Triage would attend as a mandatory requirement of their intervention. The decision to adopt a workshop model was made to ensure that all young adults accepted onto the pilot would have a minimum standard of input from the team. This would ensure consistency of interventions and that core issues related to offending would be addressed. Further to this it was felt that it was important to give partners confidence that a minimum intervention would be delivered to every participant. A partnership approach was identified as 1825 staff would not be the most appropriate and effective people to deliver sections of the workshop around specialist issues such as substance misuse.

The workshop called the Consequences of Crime workshop was developed to be delivered in a group setting to young adults with the aim of stimulating consequential thinking around their offence and provide additional information on issues relevant to their age group. The workshop was split into male and female and had a maximum capacity of 10 people to create a safer environment for the young adults to share and become involved. The workshop aimed to help young adults understand their Adult Community Resolution in relation to DBS checks, understand the effects of a criminal record, understand how their offence has affected themselves, victims and the wider community and be able to identify alternative behaviour to deal with future situations to reduce their risk of re-offending. External speakers came in to deliver inputs relating substance misuse (Switched On) and sexual health (SHOT). Due to the pattern of disclosures of mental health issues, Hafal and Time to Change Wales were asked to deliver an input further on in the pilot timeline.

The workshop was reviewed and evaluated following the delivery of each workshop using both facilitator and young adult's feedback. Through these evaluations many changes were made to ensure aims of the workshop were met. One such change was that it was identified that the main aim of reducing re-offending was not given enough time in the workshop to be effective. Due to this it was decided to remove the sexual health section from the workshop. Although the sexual health element was removed from the workshop information about universal services is provided. Another change was to allow extra time to provide a robust intervention around the use of alcohol as this was a feature of 74% of the offences coming through to 1825 Triage so needed more importance in the workshop.

The frequency of violent offences became more evident in the pilot after a few months and so a violence intervention workshop to address young adult's offending behaviour was developed to run as an additional workshop for those YA's whose offence involved violence.

A further workshop that was developed was an offensive weapon workshop due to the number of weapons YA's were carrying although not necessarily arrested for. The workshop

schedules now became modular which can be used as a bespoke programme depending on the presenting needs of YA's

Workshops and Interventions

Aim of Consequences of Crime Intervention (7 hours)

The aim of this intervention is to help young adults understand the consequences of offending behaviour on themselves, victims and the wider community and to equip them with the knowledge to make more positive future decisions. The intervention also aims to give young adults a broader understanding of issues relevant and current to their age group in order to prevent re-offending i.e. substance misuse and mental health. 1825 Triage works in partnership with Switched On who deliver the substance misuse element of the intervention and Time for Change who deliver the mental health element of the intervention.

Aim of Violence Intervention (1 hour)

The aim of this intervention is to equip young adults with coping strategies as an alternative to using violence and help them to understand the consequences of violence on themselves, victims and the wider community. The intervention explores different reasons why people might become violent, how it is expressed, what the law says about violent acts as well as establishing coping strategies and signposting young adults to further support.

Aim of Weapons Intervention (1 hour)

The aim of this intervention is to help young adults understand the dangers of carrying a weapon and the consequences of weapon carrying and/or use on themselves, victims and the wider community. The intervention explores what the law classifies as a weapon and maximum penalties, reasons why people might carry a weapon, consequences of carrying a weapon and what to do if you have or find a weapon in the future.

Staffing of 1825 Triage Pilot

When the pilot began in January 2015 the team included an 1825 Triage Co-ordinator (who also had case management responsibilities), a Triage Case Manager and a part time Victim Liaison Worker. When the scope of the pilot was extended to all 1825 year olds arrested for low level offences in Cardiff and the Vale an additional 1825 Triage Case Manager was recruited.

Staff Training

In order to be able to work effectively, efficiently and safely, a minimum training requirement for 1825 Triage Staff was formulated:

- NICHE (South Wales Police Database)
- Restorative Approaches
- MAC Safeguarding
- Hate Crime Awareness
- Assist
- C-Card
- Training Skills (Group work facilitation skills)
- First Aid

Reporting

1825 Triage adopted a Results Based Accountability report methodology in order to report on the pilot's activity and outcomes. This methodology was adopted, at the request of the operational steering group, as it has long been established in Cardiff as a standardised and widely used methodology.

Issues Arising during the First Year of Delivery

- Police as victims engaging in Restorative Justice -A high proportion of the offences that were referred to Triage were public order offences with no identified victim(s). On the commencement of the pilot, when offences of this nature were referred to the project, the 1825 victim worker approached the arresting officer as the victim and offered them the opportunity to take part in a Restorative Justice intervention. Very few of these arresting officers saw themselves as victims and therefore did not feel the need to take part in a restorative intervention. Through discussing this issue at the pilot steering group it was decided not to approach arresting officers as victims and instead develop a generic victim impact statement to be used as a 'pseudo-victim' with offenders.

- Financial Reparation – During the pilot requests were made by victims for financial reparation. A procedure for financial reparation was created including consent forms and risk assessments in order to facilitate these requests. The operational steering group raised concerns around this process which included the ethics around asking young adults to pay monies and the further stigmatisation that could occur in terms of further offending to pay any requested monies. The steering group decided to continue the use of financial reparation but to monitor any issues or problems that arose as a result. To date no problems or issues have arisen.
- Bailing of young adults in order to complete intervention- The young adults who agree to take part in an 1825 Triage intervention are not bailed for the duration of their time with the team, instead they are encouraged to voluntarily complete their intervention. Therefore, if a young person does not engage and complete their intervention there is no recall process to give them a more punitive criminal disposal. The non-bailing model was adopted by 1825 Triage as it was MAC's view, gained from experience of delivering 1017 Triage, that voluntary engagement meant a personal responsibility being taken leading to lasting changes of behaviours as opposed to the young adults being coerced to engage at the threat of a criminal record.

MAC was also able to evidence how 1017 Triage, who also use a non-bailing model, had consistently achieved 97% engagements rates over a period of 6 years. Some members of the steering group expressed concern that if other young adults became aware that if they did not complete their intervention there would be no legal ramifications, then they would not engage and potentially tell other young adults not to engage. As a result of these concerns MAC created a report around bailing and submitted this to the Office of the Police Crime Commissioner.

- During the course of the 1825 Triage pilot it became apparent that there were other diversion pilots, aimed at the same age group, operating in South Wales. One such pilot was South Wales Police diverting university students following a possession of cannabis offence. A potential issue with this is that there was no consultation or discussion between pilots working towards similar outcomes. This showed a lack of joined up working across South Wales Police force area and did not allow for the sharing of best practice or learning.

1825 Triage Quantitative Findings

Referral, Screening & Assessment

161 Young Adults have been referred to 1825 Triage by South Wales Police

Month	Referrals	Month	Referrals
January	17	July	6
February	16	August	5
March	18	September	19
April	13	October	11
May	9	November	17
June	17	December	13

154 Young Adults attended their screening and assessment appointment with 1825 Triage – this equates to 96%.

142 Young Adults were accepted onto 1825 Triage – this equates to 92%.

89% Young Adults had a screening/assessment appointment with 1825 Triage within 7 days.

Offence Breakdown

- 29% Assault
- 20% Drunk and Disorderly
- 11% Criminal Damage
- 9% Public Order
- 8% Theft
- 6% Affray
- 6% Possession of Cannabis
- 4% Possession of Class A
- 2% Harassment
- 2% Burglary
- 2% Possession of an Offensive Weapon
- 1% Witness Intimidation

57% of the offences committed by young adults occurred in Cardiff City Centre

1825 Triage Re-offending Rate

15 of the 142 young adults accepted onto 1825 Triage have reoffended – this equates to an 11% reoffending rate.

Of the 15 young adults accepted onto 1825 Triage who re-offended:

73% (11/15) had completed all identified interventions with 1825 Triage

13% (2/15) only completed one element of their 1825 Triage intervention

7% (1/15) failed to complete any of their 1825 Triage intervention

7% (1/15) re-offended again in the time period between being accepted onto 1825 Triage and prior to engaging with 1825 Triage intervention work

Baseline Re-offending Rate (prior to 1825 Triage)

The re-offending cohort was developed from a South Wales Police matrix of all 18-25 offenders who committed an initial offence between 01/01/14- 31/12/14. From an initial cohort of 902 a final cohort of 243 was finalised. This cohort represented similar characteristics of the cohort in the pilot i.e. 18-25; reside in Cardiff and Vale; gravity score of 3 or below; all none Triagable offences excluded*.

In addition to responding to the Triage intervention, the author surmises that the cohort differential may possibly be as a result of a generic reduction across Wales in crime and offending (although probably only 1 or 2 percentiles), and that the pilot cohort was only 18-21 for the first 9 months of 2015 thus reduced numbers in the cohort for the pilot year. Further to this some explanation may be a further period in which to re-offend from the initial year of the tracked cohort.

*Offences excluded from the tracked cohort are endorseable driving offences, sexual offences and offences with a bladed weapon.

From the above cohort 72 out of the 243 reoffended which represents a reoffending rate of 30%

Further Analysis (re-offending prior to the 1825 Triage Pilot)

Public Order

Of those committing a public order offence (drunk & disorderly, using threatening or abusive words & failing to leave the vicinity after being instructed by an officer,) 27%

(24/90) went on to re-offend, with 16% (14/90) re-offending by committing a further public order offence.

Of those committing a drunk and disorderly offence 25% (13/53) went on to re-offend, with 11% (6/53) committing a further drunk and disorderly offence.

Of those committing the public order offence 'using threatening or abusive words to cause alarm or distress' 26% (8/31) went on to re-offend, with 13% (4/31) committing the same offence.

Violent Offences

Of those committing a violent offence 18% (9/49) went on to re-offend, with 6% (3/49) committing a further violent offence.

More than 1 further offence

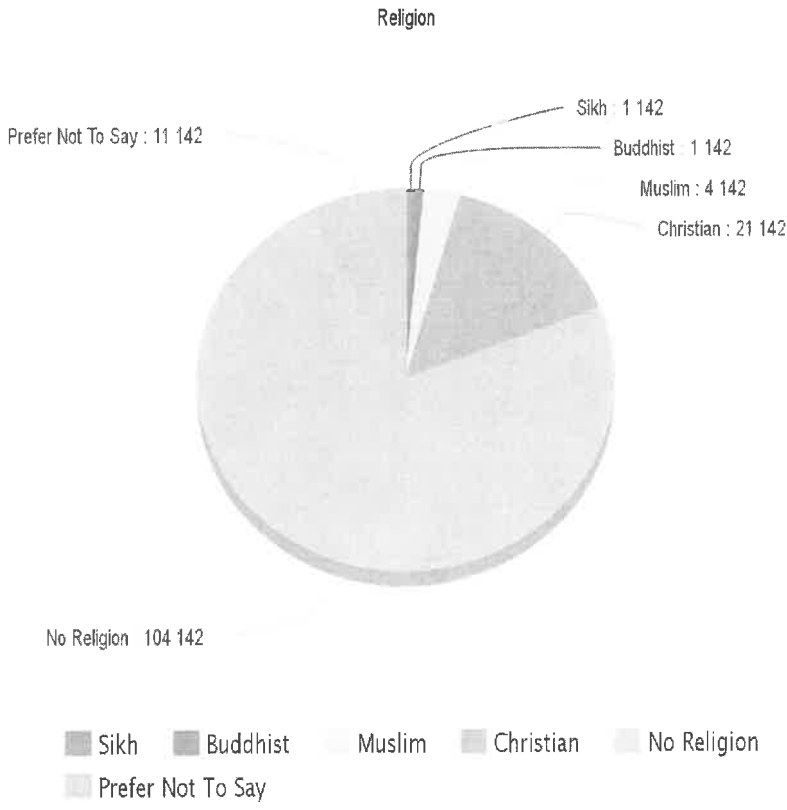
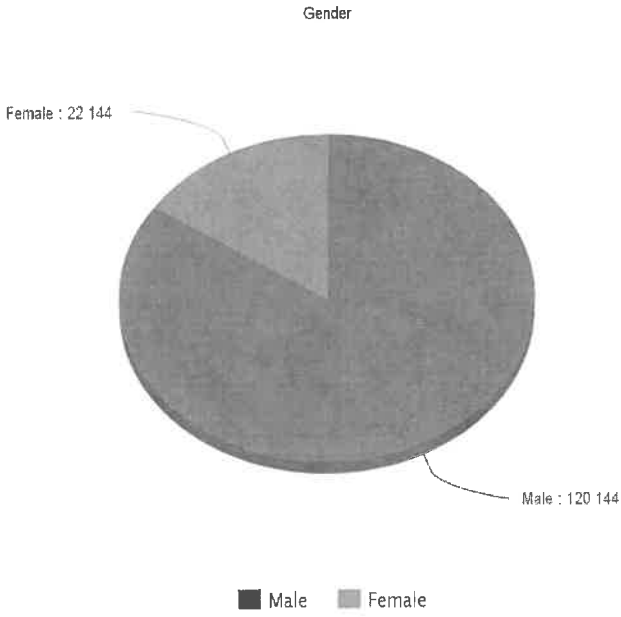
Of the 72 young adults who went on to re-offend 18% (13/72) went on to commit more than one further offence.

Cost Benefit Analysis

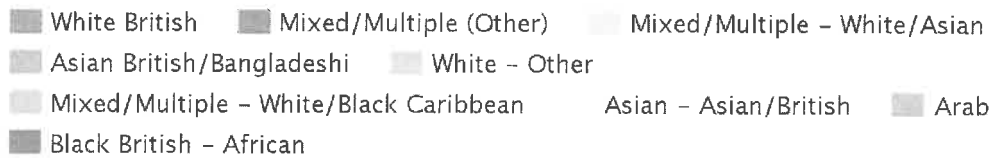
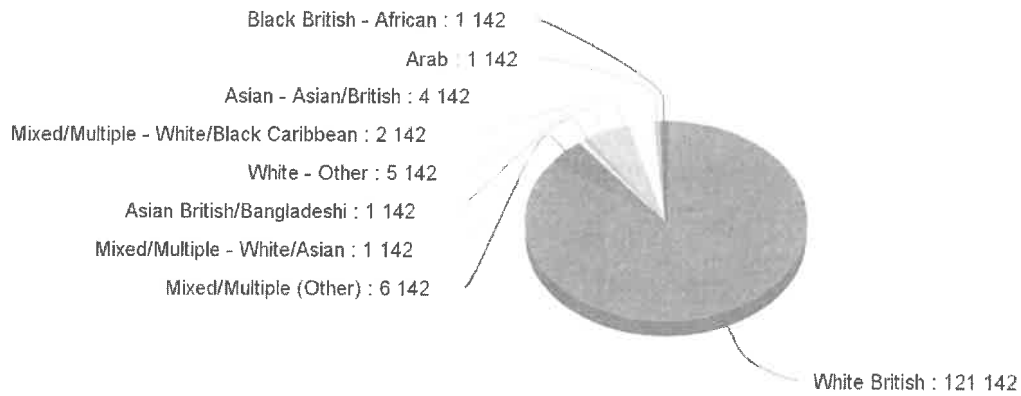
Using green box*** calculation measure of costs to the criminal justice system, the anticipated cost savings to the public purse equate to $46.17 \times \text{£}12075 = \text{£}557,503$

(19% reduction of tracked 2014 Cohort)

Characteristics of Young Adults

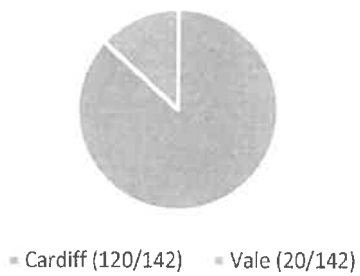


Ethnicity



meta-chart.com

Cardiff/Vale



Young Parents

7 of the 120 males and 6 of the 22 females were young parents

Mental Health

18% of young adults had an identified mental health need – this equates to 21 males and 4 females

Education, Training and Employment

30% of young adults were in University

3% of young adults were in College or Training

42% of young adults were in Employment

25% of young adults had no employment, education or training

Substance Misuse

74% of the offences committed by young adult's alcohol was a feature

As a further output 1825 staff were able to pass intelligence to licencing about drinking establishments that were regularly linked to young adults offending through serving alcohol to intoxicated Young Adults. This enabled SWP to build a profile of irresponsible alcohol sales in Cardiff City Centre

11% of young adults disclosed Class A drug use

24% of young adults disclosed Cannabis use

Known to Youth Offending Services

The operational steering group requested that the pilot monitored the young adults accessing the pilot that were known to Youth Offending Services.

Vale of Glamorgan

4 Young Adults were known to YOS

Cardiff

10 Young Adults were known to YOS

1825 Triage Victim Engagement

104 victims were identified

104 victims were contacted

76 (73%) of victims engaged with 1825 Triage

43 victims requested a restorative justice intervention

31 (72%) victims successfully took part in a restorative justice intervention

'Everything was handled sensitively and compassionately'

Victim of Harassment

'Very good – everything done very quickly'

Victim of Criminal Damage

Harmed Person's Case Study

Offence: **Domestic Related Offence Common Assault**

Harmed person: **Female**

Age: **47**

Additional Needs: **Mental Health**

Wrongdoer: **Son**

Age: **19**

Additional Needs: **Asperger's**

Background

The harmed person repeatedly tried to get into her son's bedroom to remove his games console. The victim was continually frustrated with her son, as he tended to spend high amounts of time in his room on his games console. In an attempt to stop her son from using the games console, she turned off the electric mains to the home address. The following morning her son wanted to use the shower and was unable to do so due to the electric being turned off. Her son became frustrated, this led to a heated argument resulting in him assaulting his mother by forcibly pushing her. The harmed person felt scared and intimidated by her son's negative actions, resulting in her contacting the police.

Referrals

When preparing the harmed person for the conference a number of disclosures were made in relation to historical significant harmful events in her life. These included historical domestic violence and emotional struggles with family members impacting on emotional and mental wellbeing. Due to the disclosures made and expressions of suicidal thoughts, service support referrals were explored with the harmed person. This resulted in referrals being made to the Community Mental Health Team and Woman's Aid for additional support.

The Restorative Conference

Due to the awareness of the needs for both the harmed person and wrongdoer, a high amount of time was invested in the preparation of the conference. The key objectives in the preparation were to minimize the risk or re-victimization, manage expectations and meet the needs of the wrongdoer, allowing them to effectively repair harm.

This resulted in a successful outcome having harm repaired and the restorative request met.

Feedback from Young Adults

Feedback gathered following Consequences of Crime intervention

'I now understand that my actions can have a big effect on others'

Male, 19

'Has made me realise I am responsible for my actions and liable for them'

Female, 20

'Stay out of trouble and focus on my future'

Male, 22

Wrongdoer Case Study

Offence: **Theft**

Wrongdoer: **Male**

Age: **19**

Harmed Person: **Employer and Business**

Young Adult aged 19 was referred to Triage 1825 for theft.

The young adult had been working for a cleaning company and had stolen £60 from a business premises.

During the assessment the young adult explained that he felt ashamed as his mum had gotten him the job as she was so well trusted. The young adult had been suspended from his job and felt that he had let his mum, himself and the cleaning company down. He had said that he had taken the money to pay for gas and electric. His mum was upset as she would have liked him to go to her if he had any financial problems. The young adult felt that his mum supported him so much already that it would be a failure on his part to ask anymore.

Following the assessment, the young adult was able to attend the consequences of crime intervention the following week. He engaged and fully participated throughout the process. He now has new full time employment and understands where and who to go to if he becomes in financial difficulty again. He has paid back the £60 to the cleaning company who had to reimburse the business and has written a letter of apology to the business.

Recommendations

1. To share the findings and learning from the 1825 Triage pilot in Cardiff with South Wales Police as well as other police forces in Wales to highlight the effectiveness of the model.
2. To share the findings and learning from the 1825 Triage pilot in Cardiff with all Police and Crime Commissioners in Wales to allow OPPC to see benefits of diversion model for young adults, victim and the wider community in terms of cost.
3. To develop a steering group with representation from South Wales Police, Office of the Police and Crime Commissioner for South Wales, Youth Offending Services and other criminal justice diversion schemes i.e. Women's Pathfinder in order to scrutinise and support the performance of 1825 Triage and to support the implementation and remove barriers.
4. To strengthen partnerships with services that have contact with university students i.e. university student liaison police officers and support services within universities to support consistent diversion model for young adults for South Wales Police force areas.
5. To ensure South Wales Police use a joined up approach to diversion schemes so adult diversion can be consistent and fair across South Wales.
6. To strengthen partnership with Women's Pathfinder diversion as further pilots are rolled out across South Wales to ensure consistency of approach for diversion schemes.
7. To monitor financial reparation requests as a form of restorative justice in order to make an informed decision around the continued use of this form of restorative decision.