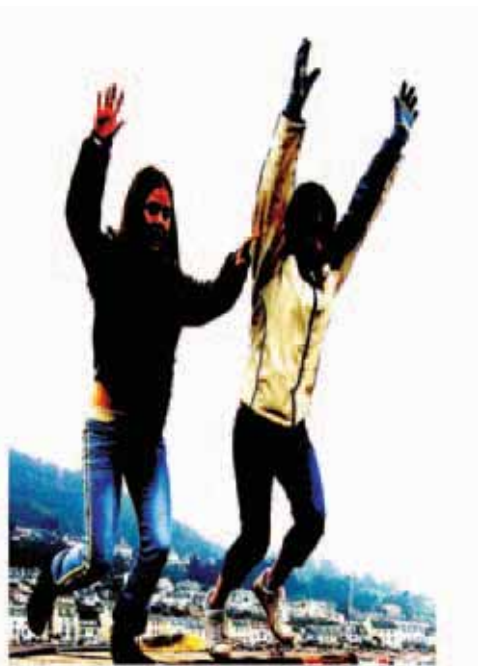




'Children First'

An integrated approach to Youth Crime Prevention in Devon

2008-2011



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**An integrated Approach to Youth Crime
Prevention in Devon**

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Executive Summary

Preventing the involvement of children and young people in offending behaviour will improve outcomes for those children and young people, their families and communities, and will have positive benefits for all agencies, not just those directly linked to offending. Because of this wide ranging impact Youth Crime Prevention needs to be the responsibility of all agencies who work with children and young people.

Youth crime in Devon is relatively low. There are around 71,000 children and young people aged 10 to 17 years in Devon. In 2006/07 there were 3052 offences committed by children and young people. The level of youth offending in Devon equates to 43 offences per 1000 10-17 population which puts Devon within the lowest 23% of youth offending nationally.

Nonetheless over 1000 children and young people enter the youth justice system in Devon each year (1085 in 2006/07). Most children and young people do not offend and their lives do have positive outcomes. However, the implications for those children who do, for whatever reason, find themselves involved in offending behaviour, can be far reaching and their lives, and those of their families and communities, can be adversely affected as a result. Having a criminal conviction can adversely affect the future life chances of a child or young person in many ways and in the long term, for example, employment opportunities. A conviction for a minor assault on a child or young person, for example a 'scuffle' on the way home from school, could result in that assault being reflected in future Criminal Record Bureau (CRB) checks, and could therefore prevent future employment in child care services and other forms of employment.

All service providers working with children and young people have a role to play in preventing children and young people becoming involved in offending and anti-social behaviour, and to support them and their families where needs and risk factors are identified.

Through this strategy agencies are jointly committed to seeing children and young people who offend, or are at risk of offending as 'Children First', with the needs of children and young people, rather than the needs of organisations, as paramount.

Effective Youth Crime Prevention can and will contribute to a wide range of improved outcomes for children, young people, their families and communities. In so doing the value of a wide range of partnership contribution, and in turn the benefits to those agencies, is recognised.

Through the implementation of this strategy we will specifically aim to:

- reduce the number of first time entrants to the youth justice system
- reduce the number of children and young people who re-offend

The range of correlated beneficial outcomes for children and young people may include reductions in:

- the number of young people who are victims of youth crime
- incidents of anti-social behaviour
- incidents of bullying
- the number of fixed term and permanent exclusions from school and the number of days lost to exclusions
- the number of Children in Care who are inappropriately brought into the criminal justice system*
- the fear of crime
- the number of children and young people who are not in education, employment or training (NEET)

*(please refer to Section 11.2 of the main document)

Additional positive outcomes may include:

- narrowing the gap in opportunities and outcomes between most children and young people and those that are most vulnerable or underachieving (focus on the lowest achieving 20% of the population)
- increased engagement with the curriculum
- improved school attendance
- improved parenting and parenting support
- increased numbers of 'at risk' young people engaging in positive activities and volunteering
- improved resilience built through positive activities and engagement in learning and work

This strategy establishes 7 key areas for delivery over the next three years. Most will require partnership engagement and commitment. Some will involve specific agency responsibility.

Prevention

Early identification and early intervention

Targeted activities and services

Parenting Support

Education

Anti-Social Behaviour and Respect

Neighbourhood Policing

Both the Crime and Disorder Act 1998 (Section 17) and the Children Act 2004 (Section 10) place a statutory 'Duty to Cooperate' responsibility upon local authorities and statutory partners. However, the delivery of this strategy is the responsibility of all agencies working with children and young people – Youth Crime Prevention is no longer seen as just the domain of criminal justice agencies, the police and other statutory partners. The strategy has key links to Devon's Children and Young People's Plan, the Devon Local Area Agreement, the development of AXS Pathways and Integrated Youth Support. It will support delivery across all five of the Every Child Matters outcomes.

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1. Foreword

Mary Nisbett, Chair of Devon Children's Trust

Councillor John Smith, Devon County Council Lead Member for Children and Young People, and Chair of Devon and Cornwall Police Authority

Alan Wooderson, Chair of Safer Devon Partnership

Youth crime in Devon is low – most children and young people do not offend and their lives do have positive outcomes. However, the implications for those children who do, for whatever reason, find themselves involved in offending behaviour, can be far reaching, and their lives, and those of their families and communities, can be adversely affected as a result.

We recognise that children who offend are just that – they are 'children first' and 'offenders second'. They need appropriate support and guidance to help them change their behaviour and to make the most of the positive opportunities available to them.

We aim to provide support and build resilience for children and young people who otherwise may become involved in offending behaviour, or become victims of crime.

We will do this through the early identification of risk factors which may indicate the likelihood of offending behaviour, and the strengthening of factors that protect them from it, together with the effective targeting of services and resources to those identified as 'at risk', their families and communities.

This strategy recognises early intervention is where the greatest scope for successful crime prevention lies, and that targeted and sustained early prevention programmes are key to achieving the desired outcomes. We seek to promote effective partnership working both at County and local levels in the development of joint planning and commissioning processes and in the delivery of high quality programmes and services aimed at the prevention of youth crime.

The main aim of this strategy is to prevent children and young people becoming involved in offending behaviour. If we get this right, we have real opportunity to improve the life chances of hundreds of children and young people in Devon each year. We would like you to join us in taking this integrated approach forward.

December 2007

2. Introduction

This strategy has been produced by a multi-agency planning group and aims to promote an integrated approach to the prevention of offending by children and young people in Devon through the development of shared values and aspirations and greater co-ordination of resources and activity.

The document reflects a shared commitment between partner agencies and the voluntary and community sectors in Devon to work together to prevent children and young people becoming involved in offending behaviour, and to support them in achieving positive outcomes.



“Prevention and reduction of youth crime can only be achieved through a coordinated and coherent partnership approach”

(YOTS – Sustaining the Success – 2004)

“...we found that targeted and well-managed early intervention programmes can be effective if they are properly coordinated both nationally and locally”

(Youth Justice 2004 - Audit Commission)

“...mainstream agencies, such as schools and health services, should take full responsibility for preventing offending by young people”

(Youth Justice 2004 – Audit Commission)

3. What is Youth Crime Prevention and who is it for?

Youth Crime Prevention is about supporting children and young people who may be ‘at risk’ of offending, and thereby keeping them out of the criminal justice system wherever possible. It is also about supporting children and young people who have offended to reduce and stop their offending behaviour. Having a criminal conviction can adversely affect the future life chances of a child or young person in many ways and in the long term, for example employment opportunities. A conviction for a minor assault on a child or young person, for example a ‘scuffle’ on the way home from school, could result in that assault being reflected in future Criminal Record Bureau (CRB) checks, and could therefore prevent future employment in child care services and other forms of employment. Whilst a range of proportionate sanctions is of course necessary for those who commit crime, in many circumstances, especially for low level or minor offences, alternative supported interventions and diversions may be more appropriate and just as effective, if not more so, in reducing the likelihood of that young person re-offending. This main focus of this strategy is the prevention of offending by children and young people, and it aims to ensure that the needs of vulnerable or ‘at risk’ children and young people are identified early and met by agencies working together effectively to support them and their families.

The Crime and Disorder Act 1998 describes the relevant age group for ‘young offenders’ as being 10-17. This strategy will be relevant for a wider age group as early prevention programmes also work with children from the age of 8 years.

3.1 Risk and Protective Factors – in defining the risk factors for youth offending, the focus is on reducing criminality. However, the risk factors for youth offending and substance misuse overlap to a large degree with those for low attainment at school, teenage pregnancy and adolescent mental health problems. A broad-based and multi-agency approach to prevention therefore offers the most opportunity for achieving reductions in offending behaviour.

A Youth Justice Board report in 2005 categorised the risk and protective factors for youth offending across four domains as follows:

Family Factors

- Poor parental supervision and discipline
- Conflict
- History of criminal activity
- Parental attitudes that condone anti-social and criminal behaviour
- Low income
- Poor housing

School Factors

- Low achievement beginning in primary school
- Aggressive behaviour (including bullying)
- Lack of commitment (including truancy)
- School disorganisation

Community Factors:

- Living in a disadvantaged neighbourhood
- Disorganisation and neglect
- Availability of drugs
- High population turnover, and lack of neighbourhood attachment

Personal Factors:

- Hyperactivity and impulsivity
- Low intelligence and cognitive impairment
- Alienation and lack of social commitment
- Attitudes that condone offending and drug misuse
- Early involvement in crime and drug misuse
- Friendships with peers involved in crime and drug misuse

Certain childhood experiences, such as abuse by adults or time spent in public care have also been shown to result in children disproportionately likely to commit offences resulting in a prison sentence.

Protective Factors 'can be defined as those that moderate the effects of exposure to risk'. Some protective factors are also individual characteristics, for example being female – young men commit more offences and, despite being exposed to similar risk factors as young female offenders, are more likely to become serious offenders. Individual protective factors include:

- Female gender
- Resilient temperament
- Sense of self-efficacy
- Positive, outgoing disposition
- High intelligence

(Risk and Protective Factors reproduced courtesy of the YJB)

4. Target audience

This strategy is intended to inform all strategic leads, operational managers and frontline staff involved in the planning, commissioning and delivery of services and programmes which contribute either directly or indirectly to the reduction of offending by children and young people.

The target audience for this strategy includes (but is not limited to):

- AXS Pathways
- CAMHS
- Children's Trust Executive
- Children and Young People's Services
- Connexions
- Community Safety Partnerships
- Drug & Alcohol services
- Education Welfare service
- Extended Services in and around Schools
- Fire and Rescue service
- Health services
- Integrated Youth Support Service (IYSS)
- Parenting services
- Police
- Schools
- Youth Inclusion and Support Panels (YISPs)
- Youth Offending Teams (YOTs)
- Youth Courts and Youth Panel Magistrates
- Youth Voluntary Sector
- Youth Service

4.1 Stakeholder value and benefits - the key stakeholders in effective Youth Crime Prevention may vary depending upon local arrangements, and also their relevance to individual cases (depending upon the risk and protective factors identified as contributing most significantly to a young person's offending behaviour) may differ. However there are a number of agencies which are essential to the successful delivery of effective Youth Crime Prevention across all areas.

The value of key stakeholder contribution, and the associated benefits to those stakeholders, is summarised at Appendix 3.

5. Values and Aspirations

Through the development and implementation of this strategy we aspire to:

- Recognise that children and young people who offend are 'children and young people' first and 'young offenders' second
- Focus on the positive aspects of children and young people's behaviour and their strengths
- Recognise that all children and young people have capacity within them to create positive outcomes for themselves and others
- Recognise that children and young people are the most likely victims of youth crime

- Commit to the development and delivery of this work in partnership with children, young people and parents
- Recognise and reflect the diversity and rural needs of children and young people in Devon
- Ensure the work sits within the 'Every Child Matters' and 'Youth Matters' agendas, and Devon's Children and Young People's Plan
- Ensure it is based upon the principle of mutual respect

6. Context

This is intended to be a 3 Year strategy – 2008-2011.

It is important to note that this is a fast-moving area of policy and political development – changes in Government policy may impact upon overall Youth Crime Prevention within this period. There will also be a complete rewriting of Devon's Children and Young People's Plan and Devon Local Area Agreement during this time frame. For this reason there will need to be a review by the Strategy Working Group beginning in the Autumn of 2008.

The primary aim of the Youth Justice System, as established by the Crime and Disorder Act 1998, is the prevention of offending by children and young people.



From 2008 a revised set of National Standards for Youth Justice Services will underpin all Youth Crime Prevention activity.

The Youth Justice Board for England and Wales has established the following targets:

- **reduce the number of first time entrants to the youth justice system by 5%, by March 2008 compared to the 2005/06 baseline**

Devon baseline: 1154

First time entrants are defined as: *'Those receiving a Reprimand, Final Warning or first appearance in Court'*.

- **reduce the number of children and young people who re-offend by 5%, by March 2008 compared to the 2002/03 baseline**

Devon baseline:

Pre-Court:

number of offenders = 252

number reoffended = 75

% reoffended = 30

First Tier Penalties:

number of offenders = 134

number reoffended = 63

% reoffended = 47

Community Penalties:

number of offenders = 38

number reoffended = 24

% reoffended = 63

Custodial Sentences:

number of offenders = 6

number reoffended = 6

% reoffended = 100

Both the reduction of First Time Entrants and the reduction of reoffending by children and young people form elements of the new Cross-Government PSAs (Public Service Agreements) for 2008-2011 announced in the Comprehensive Spending Review (CSR07).

Both of the above targets have been written into the Devon Local Area Agreement and should be seen as a priority in terms of driving the development of and investment in sustainable preventative approaches and early intervention activity on a partnership basis.

“A lot is known about the reason crime occurs, but more could be done to tackle this through prevention. Prevention takes many forms, including:

- **changing attitudes to what is acceptable behaviour**
- **removing opportunities to commit crime**
- **identifying individuals at higher risk of committing anti-social behaviour and crime and intervening to reduce that risk**

A number of barriers exist to risk-based prevention:

- **universal risk assessment does not exist**
- **funds are not allocated according to effectiveness in reducing crime**
- **crime intervention policies need to be evidence-based**
- **current policies tend to focus on tackling those already with the problems rather than preventing the flow of individuals into criminal life”**

Social Exclusion Task Force (Preventing Crime – January 2007)

7. National and Local Drivers

7.1 The following national policies/strategies are relevant to the formation of this strategy

- Crime and Disorder Act 1998 (Section 17)
- Every Child Matters and Children Act 2004
- Extended Services in and around Schools
- Fire and Rescue Services – 5 Year Strategy
- Healthy Schools
- Hidden Harm
- Narrowing the Gap; the inspection of children’s services
- Police National Intelligence Model
- Prevent & Deter
- Respect Action Plan – includes Parenting Support

- Targeted Youth Support
- Teenage Parents – Next Steps
- Youth Justice Board Prevention Strategy
- YJB / ACPO / Home Office Information Sharing
- Youth Matters / Next Steps
- 10 Year Youth Strategy (2007); ‘Aiming High’
- 14-19 Curriculum Reform

7.2 The following local policies/strategies are relevant to the formation of this strategy

- Children and Young People’s Plan (has primacy in the development of Children and Young People’s services in Devon and links closely with the developing Integrated Youth Support Service)
- Children’s Trust Information Sharing Protocol
- DAAT – Young Person’s Substance Misuse Plan
- DAAT Alcohol Strategy for Young People
- Domestic Violence and Abuse Strategy (ADVA)
- Extended Services in and around Schools Prospectus
- Fire & Rescue Service Youth Strategy
- Integrated Youth Support Plan
- JAR report 2006
- Local Area Agreement
- Neighbourhood Policing Plan
- Police Youth Strategy
- Parenting Matters – Devon Parenting Strategy
- Sustainable Communities Strategy - priorities
- Youth Justice Plan

For further information on these national and local documents refer to Appendix 4 where you will find web links where available (and references if not).

7.3 Every Child Matters has placed much emphasis upon a preventative approach to reducing poor outcomes for children and young people, including involvement in offending and anti-social behaviour. This is reflected within the Devon Children and Young People’s Plan. Effective Youth Crime Prevention makes a vital contribution to the five outcomes (Be Healthy, Stay Safe, Enjoy and Achieve, Positive Contribution and Economic Wellbeing) identified as key to wellbeing in childhood and later life. Its key focus, however, is on two particular outcomes:

- **Making a positive contribution** – a key element of this is encouraging young people to choose to engage in law-abiding and positive behaviour
- **Staying safe** – ensuring children and young people are safe from crime, exploitation, bullying, discrimination and violence

7.4 Children and Young People's Plan (CYPP) sets out priorities for action and has primacy in leading the development of Children and Young People's services in Devon. It has clear links with the developing Integrated Youth Support Service (IYSS) (see Para. 7.6 on the next page).

This Youth Crime Prevention Strategy will support all 8 of the key outcome areas that were highlighted in the review of the CYPP in June 2007, ie:

- **Narrowing the gap for the lowest achieving 20% of the population** – many children and young people who offend or are at risk of offending will be either in this category or at risk of entering it. A literacy survey (Summer 2007) for Devon Youth Offending Service (DYOS) found 'It gives major cause for concern that so many young people known to Devon Youth Offending Service have literacy skills way below the national average' and 'There is a clear positive correlation between gravity and / or persistence of offending and extremely low scores on the reading test'
 - National – 2% of participants in reading test achieve an extremely low score
 - DYOS – around 6% of participants achieve an extremely low score
 - DYOS – 9.1% participants on supervision order or detention and training order achieve an extremely low score
 - DYOS – 11.5% persistent young offenders achieve an extremely low score
- **Delivering AXS for integrated preventative services 0-19** – YISPs and other prevention programmes already work closely with the AXS pathfinders in terms of referrals and interventions and are exploring ways of further developing these arrangements
- **Extended Services in and around Schools** – this strategy will enhance and support aspects of Extended Services such as parenting support, swift and easy referral and varied menu of activities, particularly for areas of disadvantage and families with the greatest need
- **Bullying** – a large number of children and young people who offend or are at risk of offending will have experienced being bullied or will have been bullies themselves - through enhanced working with schools and behaviour support teams, early identification and intervention, and restorative approaches this strategy will help address bullying
- **Transport** – access to services for vulnerable children and young people will be improved through joint planning and commissioning arrangements. Services and programmes will be delivered locally, enabling young people and families to overcome some of their transport and other rurality issues
- **Exclusions from education** – working with schools to help in improving behaviour and attendance and reducing exclusions will be a key part of this strategy
- **Performance and data management and use of strategic intelligence** – these will be key elements of the strategy and will be used to inform joint planning and commissioning of Youth Crime Prevention activity
- **Developing and improving partnership governance arrangements for robust accountability and resources** – this strategy has been developed through a multi-agency planning and consultation process and will be governed and monitored through a multi-agency steering group

7.5 Integrated and Targeted Youth Support aims to ensure the needs of vulnerable teenagers are identified early and met by agencies working effectively together in ways that are shaped by the views and experiences of young people themselves. A central aim of targeted youth support is to help vulnerable young people early, to address their difficulties as soon as possible and prevent their problems escalating. This often means working with young people who may not meet traditional thresholds for statutory or specialist services, but who, without help, are at future risk of further problems such as substance misuse, youth offending, teenage pregnancy and homelessness.

There are seven key elements of targeted youth support:

- strengthening the influence of vulnerable young people, and their families and communities, and their ability to bring about positive change
- identifying vulnerable young people early, in the context of their everyday lives
- building a clear picture of individual needs, shared by young people and the agencies working with them, using the Common Assessment Framework (CAF)
- enabling young people to receive early support in universal settings
- ensuring vulnerable young people receive a personalised package of support, information, advice and guidance, and learning and development opportunities, with support for their parents or carers as appropriate
- providing support for vulnerable young people across transitions, for example moving on from school or from the support of one service to another as needs change
- making services more accessible, attractive and relevant for vulnerable young people

(Targeted Youth Support – A Guide, DfES 2007)

Devon will have an Integrated Youth Support Service from April 2008, though this is just the beginning of how the Children Act will apply to teenagers; the full impact will be over a number of years. The new integrated service is intended to bring together the current range of services in support of teenagers into a coherent package: the Youth Offending Service and Youth Service with related services like housing and substance misuse, social care, Connexions, education welfare, behaviour support and health services such as teenage pregnancy and school nurses. The service will work with the structure of AXS Pathways in Devon (see 7.6), but will retain a specific focus on the teenage years.

There are four main activity areas:

- Targeted youth support to achieve earlier intervention, built on a clear picture of need and personalised packages of support through the lead professional
- Positive activities for young people – things to do, places to go
- Volunteering
- Access to good information, advice and guidance

A flowchart illustrating the Devon Integrated Youth Support Service Devon is included at Appendix 5.

In October 2007 the Department for Children, Schools and Families (DCSF) announced a new 'Youth Taskforce' to replace the 'Respect Taskforce'. The new taskforce will take over the work carried out by its predecessor, but will have a wider remit to improve outcomes for children and young people. It will place particular emphasis on expanding opportunities for all young people outside of school and will look at ways to support youth services in helping to prevent young people from getting into trouble. The DCSF has said the new taskforce will be key to delivering aims set out in the government's 10 Year Youth Strategy 'Aiming High for Young People'.

7.6 The AXS Programme - Making Integrated Working Happen

Improving outcomes for children and young people, so that every child achieves their potential, involves changes to culture and practice across the children's workforce. New ways of working are required which shift the focus from dealing with the consequences of difficulties in children's lives to early intervention and effective prevention. The AXS Programme is piloting the key tools and processes that are essential to making integrated working happen in localities across Devon:

- **Information Sharing Protocol** – enables effective information sharing
- **Common Assessment Framework** – gathers information in a standardised manner and identifies unmet needs

- **Lead professional** – co-ordinates the delivery of services
- **Budget holding lead professional** – quick access to restricted funds to meet immediate need
- **ContactPoint (previously called information sharing index)** – enables the practitioner to identify colleagues in contact with the child
- **Service Directory** – one stop shop of all children and young people’s services across agencies in Devon

This is being done through the AXS Pathway. Formerly called the Child Concern Pathway, it uses these tools to facilitate integrated working and navigates a route across agencies to improve access and meet needs earlier.

7.7 Devon Local Area Agreement

The main drivers in respect of youth crime prevention fall within the Safer Communities block and the Children and Young People’s blocks of the LAA.

The Safer Communities block has as its key priorities the reduction of:

- Volume crime
- Substance misuse
- Anti-social behaviour
- Fear of crime
- Tackling domestic violence
- Tackling prejudice / hate crime



Youth Crime Prevention is seen to cross-cut all of these areas and the Safer Devon Partnership Youth Crime Prevention Theme Group will work on a multi-agency basis via this integrated strategy to support the LAA targets within each of the above themes through the development of joint planning, commissioning and delivery processes.

The Children and Young People’s Block has as its key outcomes:

- Devon’s children have better physical and mental health to enable them to enjoy life and achieve their potential
- The life chances of Devon’s most vulnerable children and young people and their families are improved.

Becoming involved in offending behaviour is a key risk factor to children and young people achieving their potential and having improved life chances. Through the implementation of this strategy agencies will seek to impact upon a range of outcomes for children, young people and families. The key focus for this strategy, however, will be on the prevention of offending.

The LAA is subject to annual refresh so it is recognised the above priorities may be subject to change. The Government has worked up agreed key performance indicators (KPIs) for LAAs for 2008. There will be 35 national and 18 local KPIs.

The two key targets for this Youth Crime Prevention Strategy are both written into the Devon LAA ie:

- reduce the number of First Time Entrants to the youth justice system
- reduce the number of children and young people who re-offend

Both the reduction of First Time Entrants and the reduction of reoffending by children and young people form elements of the new Cross-Government PSAs (Public Service Agreements) for 2008-2011 announced in the Comprehensive Spending Review (CSR07).

A flowchart showing the structure of Devon LAA is included at Appendix 6.

8. Youth Offending in Devon – the current picture

Youth offending in Devon is low. There are 71,487 (2005 estimate) children and young people in Devon aged 10-17. In 2006/07 Devon Youth Offending Service dealt with 3052 offences committed by 1570 children and young people, and during this period there were 1085 first time entrants to the youth justice system.

This equates to 43 offences per 1000 10-17 population and ranks Devon 37th out of 156 Youth Offending Teams ie Devon is within the lowest 23% of youth offending nationally.

Most of the offences committed by children and young people in Devon are relatively minor. The more serious offences such as robbery and serious assaults are low in number. A snapshot in October 2007 showed there were 103 Persistent Young Offenders (PYOs) in Devon at that time.

This strategy commits to annual reporting in relation to youth offending for agency information and action.

Some examples of youth offending statistics are available in Appendix 7:

- offences dealt with by YOT – trend graph
- number of First Time Entrants – trend graph
- overall ASSET / ONSET scores

9. Youth Crime Prevention in Devon – the story so far

Specific funding for Youth Crime Prevention services and projects has come from three main sources over the last 2-3 years ie Children's Fund, Youth Justice Board prevention grant and Safer Devon Partnership. A range of other small grants also contribute on a year-on-year basis.

25% of Children's Fund allocations to Local Authorities have been spent on Youth Crime Prevention services between 2005-2008 (Government directive).

In Devon this has mainly contributed to the funding of the YISPs (early intervention teams). YISPs, covering the 8-13 age range were initially developed in the North and South Devon areas.

Devon Children's Fund has also been a major contributor to CASP (Child and Family Support Programme), operating in Northern Devon with primary school children identified as 'at risk' of offending or with low self-esteem.

Additionally, the YJB were successful in obtaining additional funding for targeted early prevention in the 2004 Spending Review and 2005 budget, although spending on preventative work is still under 25% of the overall YJB budget. YOTs were required to develop a 2-year prevention plan for 2006-2008 to deliver services from a 'menu' of known effective practice models such as YISPs, YIPs and parenting programmes.

The development was also seen as a **'means of promoting inter-agency co-operation, drawing in partnership funding and influencing the agendas of mainstream service providers, both local and national, where most of the resources needed to prevent youth crime and anti-social behaviour lie.'** (YJB – Towards a Youth Crime Prevention Strategy – 2007)

During December 2006 and January 2007 the YJB ran the first Quality Assurance process in respect of prevention projects funded by the YJB prevention grant. This took the form of a self-assessment process for individual projects and the submission of an aggregated score. Overall Devon YOS assessed its prevention projects as Level 3, the highest level, with an overall performance score of 90%. A

prevention strategy self-assessment has also been completed – again the overall rating is Level 3, with an overall performance score of 95%. Validation visits subsequently carried out by the YJB confirmed these ratings. Devon YOS scores reflect the history of investment and commitment to prevention over the last few years, the range of experience and expertise within the service and demonstrate the quality and effectiveness of the services being delivered.

9.1 YOT Prevention Plan 2006-2008

In Devon the YOT Prevention Plan included the development of a range of projects and services, all of which aim to contribute to the target of reducing the number of first time entrants to the youth justice system.

Youth Inclusion Programme (YIP)

YIPs target young people in a neighbourhood who are considered to be most at risk of offending, but are also open to other young people in the local area. They aim to reduce youth crime and anti-social behaviour in the neighbourhoods in which they work. Young people on the YIP are identified through a number of different agencies, including the YOT, police and schools.

In Devon a YIP is now run by a voluntary sector organisation - Community Action (North Devon) Ltd, in the Gorwell /Frankmarsh / Yeo Valley area of Barnstaple. The YIP team are engaging with a target group of 40 young people and they also work with a wider group of young people in the area. Feedback from the police and housing shows a reduction in complaints in the area eg police reported that complaints of anti social behaviour inside the YIP area dropped by 28% in the Summer of 2006 compared to the same period in 2005. The YIP's work has made a difference both on the estates and in the schools – headteachers have spoken highly of the project. The Barnstaple YIP has recently attracted a number of visits from Youth Justice Board staff who have been impressed with the way the project has been developed and the impact it is having upon young people in the area. Opportunities and funding to expand YIP activities are currently being explored.

Youth Inclusion and Support Panels (YISPs)

YISPs aim to prevent anti-social behaviour and offending by children and young people who are considered to be at high risk of offending. Historically the age range for YISPs has been 8-13 years, although in Devon this age range has been extended to cover the 8-16 age range. There are currently around 220 YISPs nationally.

YISPs in Devon are multi-agency co-located teams that offer early intervention based on assessed risk and need. Parenting support is offered as part of a range of tailored interventions. Referrals to the YISPs come from a range of agencies including the police, schools, education welfare service and AXS pathways.

The teams are located in Exeter (covering Exeter, East & Mid Devon), Newton Abbot (covering Teignbridge & South Hams), Barnstaple (covering North Devon and Torridge) and Okehampton (covering West Devon).

From April 2007, the YISPs across Devon have been extended to cover the 8-16 age range. Through consultation and data analysis it appeared that an 'Extended YISP' model would help serve the dispersed nature of youth offending across Devon by filling the 'gap' for early intervention services for young people aged 14-16 identified as at risk of offending. 73% of the 1154 first time young offenders in Devon were aged 14+ last year.

Mentoring

A mentoring scheme, initially developed in the South Devon YOT area with local Community Safety Partnership, Safer Devon Partnership and charitable funding is now being expanded through the YJB prevention grant and rolled out across the rest of Devon. A Mentoring coordinator has been appointed and additional volunteers across the Devon area have been recruited. Training programmes for new mentors have taken place and mentors are being matched as appropriate with young people at risk of offending. Feedback from young people matched with the mentors has been very positive.

Parenting Support

A 'Parent Matters' Conference was held in January 2007 to showcase national and local good practice, promote the new National Occupational Standards for parenting support, and launch the draft of a Devon-wide strategy for parenting support which has now been subject to consultation.

As part of developing parenting support and in order to enable the delivery of quality assured services across the County, a Devon-wide bank of accredited practitioners and trainer educators from a wide range of partners in statutory and voluntary agencies is being developed. A training package – Training for Work with Parents (TWP) and Training Parent Educators (TPE) has been commissioned from Parenting UK who will train a number of practitioners in line with the new National Occupational Standards. The geographic spread of the trainees should allow for almost one potential trainer per learning community, selected from agencies already offering parenting programmes and interventions. The training has been funded jointly through the Youth Justice Board Prevention Grant and the DfES Parenting Support Grant, and should offer future sustainability of training delivery within Devon.

Further parenting support developments include Parent Mentor schemes in Exeter and South Devon, a literacy project in conjunction with a secondary school and a parent consultation event.

9.2 Safer Devon Partnership Youth Crime Prevention Theme Group

The Youth Crime Prevention Theme Group is an active group which meets quarterly and oversees the commissioning and delivery of youth crime prevention projects funded through SDP. The group has strong multi-agency participation and commitment. Membership includes representatives from Devon and Cornwall Constabulary, Devon Youth Service, Young Devon, Connexions, Education Welfare Service, DASH, Extended Services in and around Schools, Youth Offending Service, Devon & Somerset Fire & Rescue Service, Domestic Violence Coordinator, Young Person's Substance Misuse Coordinator, Community Safety Officers, Parenting Strategy Coordinator.

The group is committed to working in an intelligence-led way in response to data analysis such as the Strategic Assessment. Projects funded through SDP are moving to a commissioning process based upon this evidence-led approach. All projects have as their main aim the reduction in the number of First Time Entrants to the youth justice system – this being an indicator within the Devon Local Area Agreement. Projects supported in 2007/08 include:

- East YISP (Exeter, East & Mid Devon)
- North YISP (Northern Devon)
- North CASP (Northern Devon) (Child and Family Support Programme)
- West YISP
- Mentoring Scheme (Devon-wide)
- Rural Outreach Project – Devon Youth Service (West Devon & South Hams)
- Wheelz Project (mobile advice and support service) – Young Devon (West Devon & South Hams)
- Youth Leisure Nights – Devon Youth Service (South Hams)
- Devon & Somerset Fire & Rescue Service Education Programme – arson and damage reduction (North Devon, Exeter, East Devon, West Devon, Teignbridge)

9.3 Police Youth Strategy

The Police Youth Strategy is based upon the principles of Neighbourhood Policing to provide a universal service, accessible and familiar to all children and young people and their families. Youth Intervention Officers (YIOs) support the Neighbourhood Policing teams through the early identification of children and young people at risk of offending and diverting them into positive activities. Devon and Cornwall Constabulary is committed to challenging offending behaviour by swift and timely interventions in collaboration with partner agencies and the wider community. This is in addition to administering swift justice with punishments proportionate to the seriousness and persistency of the offending behaviour. The Force Youth Issues Team is currently developing the working practices for the key roles involved in delivering this strategy together with partners.

- **Youth Intervention Officers** – “Specialist Problem Solvers” trained to provide specialist and targeted youth intervention where need is identified. Their activities include sign-posting, needs-led educational inputs, developing diversionary activities, Restorative Justice and the application of the Common Assessment Framework.
- **Neighbourhood Policing Teams** – Consulting and engaging with neighbourhoods, children and young people about youth related issues and positively addressing those issues through intelligence-led problem-solving approaches.
- **Police Community Support Officers (PCSOs)** – As part of the Neighbourhood Policing Teams, PCSOs will promote and encourage the engagement of children and young people within neighbourhood initiatives and problem solving solutions to divert young people from being offenders or victims of crime.

9.4 Fire Service Youth Strategy

Devon and Somerset Fire and Rescue Service (DSFRS) remains very committed to its work with young people from 0 – 18 years of age. The combining of two services was always going to be a huge challenge with the harmonisation of policies and working practices proving to be a very time consuming process. By April 2008 we will know the outcome of a growth bid which would mean further investment in Youth Services by DSFRS to approximately £100,000.

The main statement of our Youth Strategy states we are;

‘Acting to improve the lives and opportunities of children and young people by engaging them in positive fire and rescue service experiences.’

This statement is supported by 3 objectives;

- To prevent harm and fatal injuries caused by fire, amongst children and young people
- To prevent children and young people becoming involved in fire crime and anti-social behaviour
- To achieve the outcomes of Every Child Matters by working with our partners

All areas of our work have been subjected to a short evaluation and Schools Education is being reviewed, again to improve the effectiveness of how we deliver to each area.

The intervention programmes we currently run are;

- Phoenix
- Firebreak
- Firesetters
- Motor Intervention Project work with YOTs

Road Safety is an emerging area of work for Fire and Rescue Services with the objective of supporting the performance indicator to reduce the number of young people killed or seriously injured on our roads.

Some of these casualties are as a result of crime involving road vehicles, such as taking without consent, driving without licences and MOTs, speeding, dangerous and careless driving. DSFRS are actively working with Road Safety Partners to develop and introduce prevention programmes.

9.5 Parenting Strategy

It is a well researched and documented fact that positive and effective parenting is one of the greatest protective factors in enabling children to have successful and positive lives. Hence the Devon Parenting Strategy is aiming to identify how parents can be supported in this vital role. To this end a variety of projects are currently being piloted to inform the strategy, and ways of covering the range of parenting needs from universal to tier three, thus forming a resource which correlates with the AXS Pathway. The parent consultation and mentor projects are designed to identify the nature of guidance and support most needed and ways in which this would be accessed by parents, whilst also ensuring an equitable county wide sustainable provision, which is responsive to needs within communities.

One of the desired outcomes from the consultation is an opportunity to increase the levels of engagement, representation and participation in the development of Devon's parenting services through Parent Mentor schemes, two of which are developing in tandem with Government initiatives around supporting parents at the transition stages in their children's lives.

The strategy will acknowledge that parents should expect to receive services which are of the highest quality, hence the focus on quality assurance through the commissioning, from Parenting UK, of practitioners training to enable them to meet the National Occupational Standards for working with parents. Significant commitment is being given by a group of eighteen multi agency trainees and their managers to ensure each Learning Community has access to a qualified parenting practitioner trainer. The aim is to incorporate essential elements of this curriculum into job roles which are involved in facilitating face to face or group work programmes to parents, supported by the development of practitioner networks and resources.

An early intervention project, designed to engage parents in reading with their children is aiming to build partnerships with parents through family learning opportunities. Such partnerships enhance the protective factors for children as they move through their school years.

Two evaluated parenting programmes are being developed to support parents of children referred into prevention to enhance opportunities for positive communication between young people and their parents.

The Family Intervention Project is an Exeter-based project, which arose through Exeter's status as an Action Area for the Respect campaign tackling anti-social behaviour (ASB). The project identifies, through multi-agency consultation, those families who are most at risk of serious legal action because of their ASB. This could involve action against their tenancy or proceedings towards Anti-social Behaviour Orders in court. The project will work intensively with those families, to provide parenting support, boundaries, behavioural guidance, education, help with employment and other support as necessary.

9.6 Devon DAAT Young People's Alcohol Strategy

Devon is leading the way with an alcohol strategy that specifically focuses on Young People. Alcohol plays an important role in the economy of Devon and in the lives of its people. Whilst there is no indication that young people in Devon experience problems that are unusual, it is recognised that the level (units) of consumption amongst young people has increased. Whilst one witnesses immediate issues, usually related to community safety, little is known about the long-term impact of this change in behaviour. The approach for young people should be unique and not tagged onto an adult strategy as an afterthought or appendix.

The aim of the strategy is to identify issues and potential responses. Every Child Matters reflects the norm in placing alcohol within the 'Be Healthy' outcome. Alcohol use impacts far wider than this, and the strategy aims to identify roles for a broad range of stakeholders, including health, social care, criminal justice, education and wider society.

Following the launch of the strategy, in July 2007, an implementation plan has been developed. This plan will be followed through with the cooperation of stakeholders who have been involved.

10. Key Principles on which our actions will be based

This Strategy is founded upon a number of key principles which provide a sound basis for partnership approaches to the prevention of offending behaviour by children and young people including:

- The focus of the strategy will be upon youth crime and the prevention of offending – we will work to ensure that the wide-ranging developments within the children and young people's agenda both nationally and locally do not inhibit a focus on and prioritisation of youth crime
- Commitment to working in a restorative way
- Use of a targeted and evidenced approach to prevention, early intervention, diversion and support thereby enabling all children and young people to achieve positive outcomes
- Parents and carers are key to the success and sustainability of youth crime prevention, and should be engaged and supported in decision-making processes. Preventative services should aim to build positive relationships between parents and children and young people
- Children, young people and parents should be engaged on a voluntary basis wherever possible prior to the consideration of any enforcement procedures which may be deemed necessary
- The commissioning of preventative, early intervention and diversionary services to children and young people should be based upon evidence of effectiveness and models of effective practice and should be linked to a performance management framework
- Innovative and experimental approaches to youth crime prevention are encouraged to enable engagement across the full spectrum of need and ability
- Agencies delivering preventative, early intervention and diversionary services to children and young people will be signed up to relevant information sharing protocols
- Agencies delivering preventative, early intervention and diversionary services to children and young people must ensure that risk is assessed and appropriately managed, and that all necessary precautions with regard to health and safety are undertaken.

11. Targets and Outcomes for 2008

11.1 Through the implementation of this strategy we will aim to:

- reduce the number of First Time Entrants to the youth justice system
- reduce the number of children and young people who re-offend

11.2 Related Outcomes

The range of correlated beneficial outcomes for children and young people may include reductions in:

- the number of children and young people who are victims of youth crime
- incidents of anti-social behaviour
- incidents of bullying

- the number of fixed term and permanent exclusions from school and the number of days lost to exclusions
- the number of Children in Care who are in appropriately brought into the criminal justice system (*see footnote)
- the fear of crime
- the number of children and young people who are not in education, employment or training (NEET)

Additional positive outcomes may include:

- narrowing the gap in opportunities and outcomes between most children and young people and those that are most vulnerable or underachieving (focus on the lowest achieving 20% of the population)
- increased engagement with the curriculum
- improved school attendance
- improved parenting and parenting support, and improved parent / child interaction
- increased numbers of 'at risk' children and young people engaging in positive activities and volunteering
- improved resilience built through positive activities and engagement in learning and work

12. Key Areas for Delivery

This strategy establishes 7 key areas for delivery over the next three years. Most will require partnership engagement and commitment. Some will involve specific agency responsibility.

12.1 Priority 1: Prevention

- ensure services and activities contribute to the core outcomes of Every Child Matters
- ensure services and activities contribute the key elements of AXS Pathways and Integrated / Targeted Youth Support
- recognise education as a key preventative tool, and that schools are essential partners in Youth Crime Prevention
- widen understanding of Young Person's Substance Misuse Plan and the Young People's Alcohol Strategy
- widen understanding of the Police Youth Strategy
- widen understanding of the Fire & Rescue Service Youth Strategy
- support relevant and timely information, advice and guidance to children and young people
- provide relevant and timely information and advice to parents

* Footnote – Children in Care and offending behaviour.

This relates to the issue of children and young people who are placed in care homes becoming criminalised due to behaviour within the care setting. Behaviour such as criminal damage to care home property is being reported to the Police. This in turn means that as a result of the National Crime Recording Standards, the Police are obliged to record the incident as a crime and take positive action in response. The outcome is that many young people can progress through the various Youth Justice processes, ending in court, as a direct result of behaviour occurring in the care home. This raises a dual standard. Such behaviour if committed within a parent/child setting would often go unreported, whereas children in care appear to be doubly penalised by being placed within such a setting. A series of protocols has been developed jointly between the police, YOT and care establishments to recognise and address these issues so that such incidents, where appropriate, could be referred for restorative interventions or other diversionary approaches without ensuing criminalisation, but still enabling the young person to take responsibility for his or her behaviour.

12.2 Priority 2: Early identification and early intervention

- maximise opportunity for early identification of and early intervention with children and young people 'at risk' of offending behaviour
- work with schools to actively identify, support and where necessary refer children and young people for early intervention
- establish sustainable Extended YISP provision with appropriate capacity across Devon for children and young people aged 8-16 years
- establish links between YISPs and AXS Pathways to determine appropriate referral criteria, assessment procedures and intervention plans
- incorporate Prevent and Deter within YISP identification and intervention processes
- develop a Reprimand Referral Scheme for identification and intervention with young people at high risk of re-offending at an early stage in the youth justice system
- establish working links with 'Contact Point' (Information Sharing Index)
- support effective multi-agency data and intelligence sharing to prevent and reduce youth crime
- maximise use of UMIS and other relevant databases to share relevant and appropriate information concerning children and young people 'at risk' of offending

12.3 Priority 3: Targeted activities and services

- commission targeted prevention, early intervention and diversionary activities and services on an evidence-led basis and using effective practice models
- commit to use of police strategic assessment process and other relevant data analysis in the planning and commissioning of targeted activity and services
- encourage innovative and experimental methods and approaches
- develop and implement a commissioning model for the delivery of activities and services
- develop a performance monitoring and quality assurance process to monitor and review the effectiveness of commissioned services

12.4 Priority 4: Parenting Support

- develop a tiered approach to Parenting Support and engagement with prevention, early intervention and diversionary activities and services
- develop and implement a multi-agency Parenting Support Strategy for Devon 'Parenting Matters'
- support the development of sustainable quality assured training provision for practitioners working with parents
- develop Parent Mentor schemes to be piloted in Exeter and South Devon areas then rolled out across the rest of Devon
- work with Local Learning Communities to provide a range of support for parents and families in areas identified with specific needs, eg Parent Literacy Programmes
- Develop programmes that reduce conflict and abuse between parents in family settings

12.5 Priority 5: Education

- recognise the strong correlation between poor educational attainment, school absence and youth offending
- work to reduce the number of days lost to absence from schools
- work to reduce the number permanent and fixed term exclusions from school, and the number of days lost through exclusions.
- work to increase engagement with the curriculum for children and young people who are disaffected

- work with the Connexions service to reduce the number of children and young people who are not in education, employment or training (NEET)
- incorporate Local Learning Communities into planning and commissioning processes for Youth Crime Prevention activities and services
- support the links to AXS Pathways and Integrated Youth Support Service (IYSS) and make appropriate referrals via the Common Assessment Framework (CAF)
- work to develop and promote Restorative Justice in schools
- encourage schools through their Citizenship / PSHE curriculum to include the consequences of involvement in offending behaviour and information about the Youth Justice System, including crimes that lead to poor road safety
- increase the involvement of Magistrates in the community schools programmes.
- encourage schools to become Healthy Schools under the Devon scheme
- encourage schools to adopt SEAL (Social and Emotional Aspects of Learning) programmes
- encourage schools to support the positive activities requirements under the new duty on Local Authorities (January 2007)
- work with schools on a targeted, intelligence-led basis to develop partnership support and appropriate Youth Crime Prevention initiatives
- explore opportunities for the development of targeted Safer Schools Partnership approaches
- encourage Extended Services in and around Schools with emphasis on swift and easy referral, menu of activities, community access, parenting support and childcare

12.6 Priority 6: Anti-Social Behaviour and Respect

- promote and support a tiered approach to anti-social behaviour, within which prevention is fully integrated and YOTs fully involved
- commit to the use of preventative support and restorative interventions where Acceptable Behaviour Contracts are used
- develop targeted Youth Crime Prevention programmes on an evidence-led basis using partnership data, joint planning and commissioning processes
- increase the use of Fire and Rescue Service youth interventions programmes
- promote and support a tiered collaborative approach to parenting support and interventions

12.7 Priority 7: Neighbourhood Policing

- work collaboratively to identify and promote effective practice in Youth Crime Prevention through Neighbourhood Policing
- use the potential of Neighbourhood Policing to deal with low level offending without bringing more young people into the youth justice system eg through restorative interventions
- work to avoid potential conflict between LAA / YJB targets to reduce the number of First Time Entrants to the justice system, and police targets to increase the numbers of Offences Brought to Justice (OBTJ)
- work collaboratively to reduce the number of Children in Care who are inappropriately brought into the criminal justice system* (see footnote of Section 11.2)
- incorporate youth issues training (including awareness raising of early intervention services) into core training for police officers and PCSOs
- incorporate Restorative Justice training into training for YIOs, NBM, PCSOs and other relevant police personnel
- develop Safer Schools Partnership models where appropriate

13. Processes for Involving Children and Young People

This strategy endorses the key principle that children and young people should be provided with opportunities to develop their skills and given support to actively become involved in service design and delivery.

We intend to do this using the 'map and plan' process, engaging service users and those delivering services in an agreed strategy.

Children and young people are encouraged to take part in consultations concerning Youth Crime Prevention and to participate in processes associated with service design and development, eg recruitment and selection processes, bidding for funding and evaluating the provision of services.

Particular focus should be given to involving children and young people identified as those most likely to be the perpetrators or victims of crime.

The strategy supports the work taking place in Devon Children's Trust towards achieving the Hear by Right advanced standards by 2010 – a tried and tested standards framework for organisations across the statutory and voluntary sectors to assess and improve practice and policy on the active involvement of children and young people.

Definitions:

Treseder (1997) – Empowering children and young people

- **Participation** – the process of involving children and young people in decision making at increasing levels of control and autonomy
- **Empowerment** – the outcome of this participation process in terms of children and young people's increased power and influence
- **Involvement** – the overall term for children and young people being included in the decision making process at any level
- **Consultation** – a process which requires the commitment to take on board young people's views and present detailed information back to them

14. Working with the Voluntary and Community Sector

This strategy actively encourages engagement with the voluntary and community sectors. The stated intent is to:

- work jointly with the voluntary and community sector to inform and enhance Youth Crime Prevention
- take full advantage of voluntary sector expertise, capacity and ability to innovate and engage socially excluded children and young people
- support the local Compact for engaging with voluntary and community sector organisations
- ensure that when resources have been identified to develop activity seen as a priority within the strategy that there is a robust process in place for commissioning and / or awarding grants in a equitable and transparent way



15. Commissioning Arrangements

The guidance on the 'Duty to Cooperate' (Inter-agency Cooperation to Improve the Wellbeing of Children: Children's Trusts) sets out an overview of joint planning and commissioning in nine steps described in the diagram below. This strategy endorses the below process for joint planning and commissioning of Youth Crime Prevention projects and services.

Joint planning and commissioning process



Additionally the following criteria will apply to services and projects commissioned in respect of Youth Crime Prevention:

- Services / projects will be commissioned according to identified evidence of need
- Services / projects will utilise effective practice models, ie 'what works'
- Services / projects will provide good value for money
- Services putting forward innovative, experimental approaches will be encouraged subject to provision of a business case to support their proposals
- Services / projects will be monitored and reviewed on an agreed basis and will be subject to contracting arrangements and / or service level agreements

16. Funding

Investment in approaches to Youth Crime Prevention, whether financially, 'in kind' or through collaborative working supports the 'Duty to Cooperate' in promoting positive outcomes to improve well-being for children and young people. Well-being in this context is defined by reference to the five Every Child Matters outcomes.

The Children Act 2004 (Section 10) places a statutory 'Duty to Cooperate' responsibility upon local authorities, district councils, police, probation, YOTs, health authorities and providers of education services. The Crime and Disorder Act 1998 (Section 17) also places a duty to cooperate upon local authorities and statutory partners. However it is important that all agencies, whether statutory or voluntary, who are involved in providing services to children and young people play their part.

Investment in Youth Crime Prevention is an 'invest to save' approach, ie to improving positive outcomes and reducing adverse outcomes for children and young people, their families and communities, and also thereby impacting upon a wide range of cross-agency targets. Whilst there will be some 'quick

wins' to be seen, most of the impact of preventative approaches will be seen in the medium to long term. It is vital that statutory agencies such as the Police, Children and Young People's Services, Health, Housing, Leisure, Youth Offending Service, schools, the Fire and Rescue Service, the Youth Service and Connexions commit to investment in Youth Crime Prevention, both in terms of finance and other resources.

Direct funding for Youth Crime Prevention is complex and mostly non-recurrent, ie grant funding. Much of this funding is unknown at this stage beyond March 2008. However, both the Youth Justice Board (now within the new Ministry of Justice) and the Department for Children, Schools and Families (DCSF) are committed to continued progress in prevention. Future funding commitments for 2008-2010 are subject to settlements made within the Comprehensive Spending Review (CSR) 2007.

Funding and therefore commissioning arrangements will need to be subject to annual review.

Current grant funding which may directly relate to Youth Crime Prevention includes:

- YJB Prevention Grant
- SDP Youth Crime Prevention Theme budget
- Children's Fund
- Funding from Community Safety Partnerships
- Youth Opportunity Fund / Youth Capital Fund – projects to be determined by young people
- Extended Services in and around Schools Grant

17. Training and Workforce Developments

Where possible training in respect of approaches to Youth Crime Prevention will be delivered on a multi-agency basis.

Training will be needs-led and may incorporate as a minimum requirement training on:

- Assessment and intervention planning
- Risk assessment
- Child protection
- Drug and alcohol awareness
- Domestic abuse awareness
- Other training relevant to the particular service / project

Wherever possible, training should be delivered as part of mainstream business. Where additional training requirements are identified then funding and commissioning arrangements need to be considered.

This strategy supports a commitment to training for quality assurance in the workforce.

18. Governance Arrangements

Responsibility for coordination of Devon's Youth Crime Prevention Strategy will rest with the Senior Commissioning Manager, Youth Crime Prevention, with lines of accountability to the Children's Trust, Safer Devon Partnership and the Chief Officer Group.

Development, monitoring and review of the Youth Crime Prevention Strategy will be undertaken by a multi-agency Youth Crime Prevention Strategy steering group who will meet at least quarterly, or more frequently as required.

19. Monitoring

Services and projects commissioned through this strategy will be subject to a quarterly monitoring process in terms of progress against targets, outcomes and financial arrangements.

The Senior Commissioning Manager, Youth Crime Prevention will be responsible for monitoring arrangements to be coordinated via the Youth Crime Prevention Strategy steering group.

20. Quality Assurance

Services and projects commissioned through this strategy will be subject to a quality assurance process.

The YJB Effective Practice Quality Assurance (EPQA) process is a nationally recognised model and is recommended as an effective self-assessment process with validation and follow-up action planning processes.

The Senior Commissioning Manager, Youth Crime Prevention will be responsible for quality assurance processes to be coordinated via the Youth Crime Prevention Strategy steering group.

21. Review

This strategy will be reviewed annually.

The Senior Commissioning Manager, Youth Crime Prevention will be responsible for the annual review to be coordinated via the Youth Crime Prevention Strategy steering group.

22. Signatories

Elected and non-elected Young People's representatives (UK Youth Parliament Devon, Young People's Shadow Executive, Young People's Scrutiny Forum).

Philip Bostock	Chief Executive, Exeter City Council
Nicola Bulbeck	Chief Executive, Teignbridge District Council
John Davey	Director of Service Delivery, Connexions, Devon and Torbay
Beverley Dubash	Principal Education Welfare Officer
Gary Ferrand	Area Manager for Community Safety & Prevention, Devon & Somerset Fire & Rescue Service
Mark Goodman	Manager, Voluntary Youth Services Devon
Gerald Hirsch	Chief Executive, Mid Devon District Council
Dillon Hughes	Principal Youth Officer
David Incoll	Chief Executive, South Hams and West Devon District Council
Rowan Marriott	Development Officer, Community Action (North Devon)
Chief Supt Barry Marsden	Commander of South & West Devon BCU, Devon & Cornwall Constabulary
Richard Newton Chance	Chair of Devon Association of Secondary Heads
Mary Nisbett	Chair of Devon Children's Trust
Dr Phil Norrey	Chief Executive, Devon County Council

Dr Virginia Pearson	Director of Public Health, Devon PCT and Chair of Devon Drug & Alcohol Action Team
CLlr John Smith	Lead Member for Children and Young People, Devon County Council
Martin Spragg	Manager, Devon Youth Offending Service
John Sunderland	Chief Executive, North Devon District Council
Chief Supt Jo Tennant	Commander of North & East Devon BCU, Devon & Cornwall Constabulary
Tim Tod	Chief Executive, Young Devon
Roy Tomlinson	Local Area Agreement Lead, Safer Communities
John Van de Laarschot	Chief Executive, Torridge District Council
Cherie White	Chair of Special School Heads Association Devon
Anne Whiteley	Director of Children and Young People's Services
Mark Williams	Chief Executive, East Devon District Council
Alan Wooderson	Chair of Safer Devon Partnership

23. Acknowledgements

Youth Crime Prevention Strategy Planning Group:

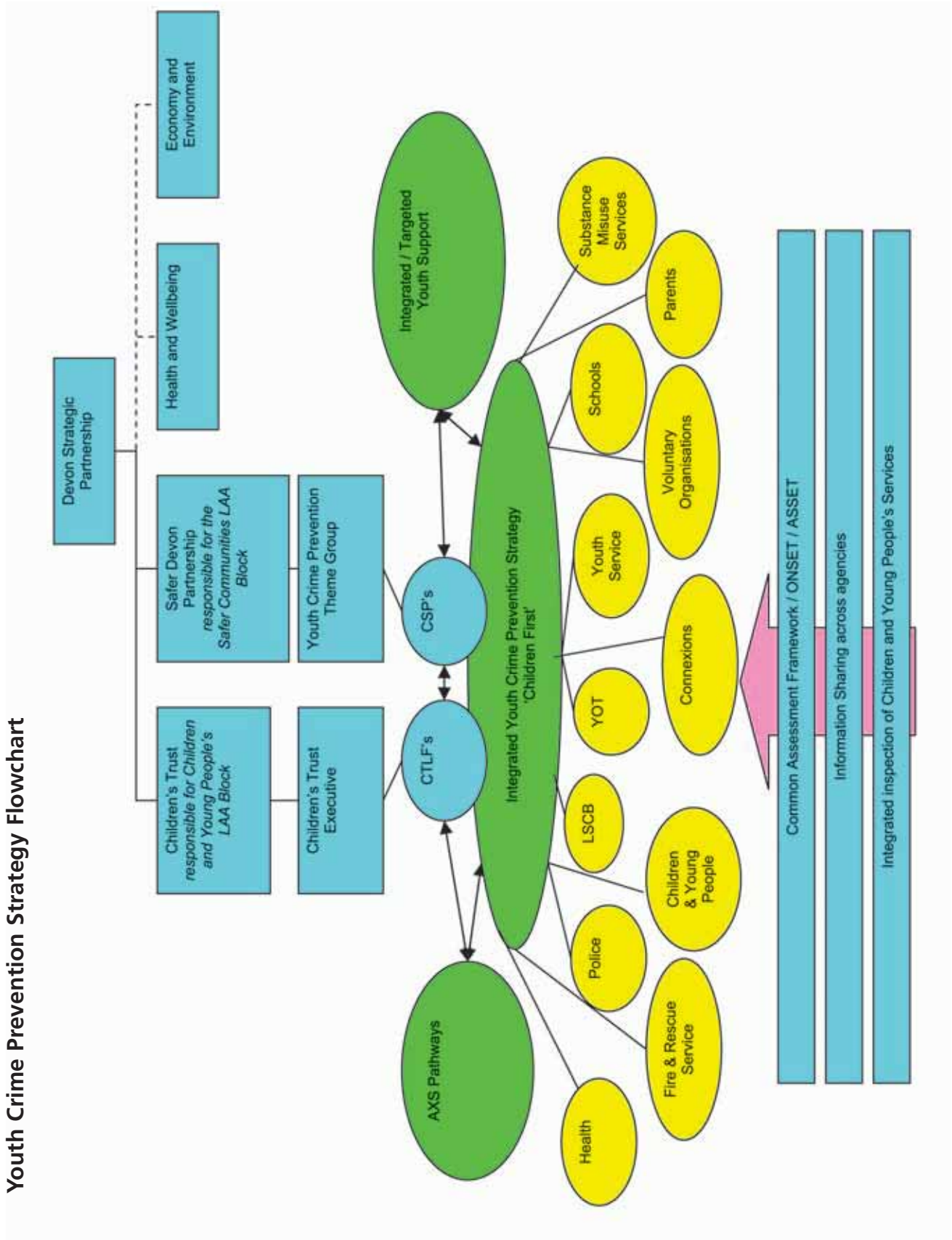
Insp. Tony Comerford, Devon & Cornwall Constabulary
 Debbie Henderson, South Devon & Dartmoor Community Safety Partnership
 Dillon Hughes, Devon Youth Service
 Roger Kirk, Devon Association of Secondary Heads
 Rachel Martin, Domestic Violence Coordinator
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 Michael Miller, Exeter Community Safety Partnership
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 Maureen Muckersie, Young People's Substance Misuse Coordinator
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 Roy Tomlinson, Safer Devon Partnership

Thanks also for contributions received from:

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 John Davey, Connexions
 Victoria Harris, Youth Justice Board Publications Manager
 Liz Rafferty, Parenting Strategy Development Officer
 George Setter and Andy Newland, Devon & Somerset Fire & Rescue Service
 Artwork courtesy of Maxine Lawrence and Henrietta Ireland, Exeter East & Mid Devon YISP
 Administrative support and coordination - Emma Jackson, Devon Youth Offending Service

Appendix 1

Youth Crime Prevention Strategy Flowchart



Appendix 2

Prevention in Action; Case Studies in Devon

Case study - YISP

'This was a young male, M aged 14, who was in an education unit, unable to manage in mainstream school and on two warnings in the unit. He was out of control at home and regularly using cannabis, with friends who were of concern to mum. At school he was using racist language and on one occasion had damaged the minibus to the point that no outings could take place with him as he was banned from using it. This was causing problems in school as short-staffing issues meant no one was available to stay with him so no one could go anywhere. All these events happened over a period of about 9 months.

M was feeling angry with everyone and not supported by anyone, so we did some creative 1-1 sessions looking at all those people he had around him who did care about him and who were positive relationships. From this we built a programme that best utilised those support systems he had in place. One of those was a member of staff in school. We designed with M, a grading system for him, so that each morning when he came in to school he could tell that staff member his number for the morning and they could put into action the pre-arranged plan to go with each number. For example if M was feeling a 1, then he was to be allowed 20 mins outside alone to give him a bit of headspace and then staff could approach him and work with him on coming back into school. Often a flash point was them trying too quickly or being too persistent.

M also felt that there was no way back from the damage he had caused to the minibus, so what was the point in anything as he would never get to go on any trips ever again. We talked with him about symbolic reparation, and how he could do something for the school as a way of giving back and putting right that wrong, thus allowing him back on trips. I decided that as part of this work we would challenge some of the racist attitudes he had too. As M loved art, we designed an installation for school that was to go on the wall as everyone came into the building, so it would be the first thing that was seen on entering. We designed and painted nine canvas boards which had the word "Welcome" on them in the nine different languages that his education provider worked in. The backdrop to these was the flag of each country. He worked consistently and diligently on this piece and it was with immense pride that he also helped install them in the summer term of that year. Both pieces of work in school enabled this young person to manage a whole school year in education giving him a sense of purpose and self-belief. This transferred to home where when our work ended he had returned to mainstream school and, relationships in the house were more stable.'

Community Dance Project; Merrivale Youth Centre

'This is a project, working in collaboration with the Youth Service, Dance Southwest and a dance company called "Pretty Good Girl". We are looking to put together a community initiative that will involve a cross-section of the community around the Merrivale centre in St Thomas, Exeter. There have been a number of young people whom we have met interested in Dance / Physical Theatre and who live in or around that area. This is also an area where anti-social behaviour issues involving alcohol have been identified. Simultaneously, we were approached by the dance co-ordinator, looking at working with us under the banner of prevention. We aim to combine these two things by hooking up with the dance company, on their tour of a performance called "dying to be drunk", an innovative piece, aimed at young people, around the issues of binge drinking. School will be encouraged to join with us, and we have two volunteers, one of whom is a PCSO, who will be actively involved in the recruiting and delivery of the workshops and performance.

The aim is to engage the local community in some workshops that will then be performed as the curtain raiser to the main show in half-term, at the Merrivale centre, introducing them to new ways of looking at issues and engaging them in an experience that both increases the individual, as well as the community sense of information / knowledge and self-worth.

This piece is still in the formative stages, but a commitment on all sides to engage with this project is really strong.

The outcome will, we hope, be to strengthen the community, both from within, and with external agencies, and to increase confidence within that, reducing the number of alcohol related incidents, as well as giving young people a chance to perform and been seen in a positive way.'

Appendix 3

Stakeholders – Value and Benefits

Children and Young People

Children and Young People are important stakeholders in this integrated approach to Youth Crime Prevention. Consultation with children and young people will be a key part of the action plan to follow this strategy and will inform future developments in approaches to Youth Crime Prevention in Devon.

Children and Young People's Services

Stakeholder value

- Social workers bring valuable expertise in supporting the most vulnerable children and young people and their families, and in identifying their needs
- Being in care is one of the key risk factors associated with offending behaviour and low attainment and engagement at school
- Experiencing or witnessing domestic abuse is a further key risk factor associated with offending behaviour, particularly violent offending behaviour

Stakeholder benefits

- Effective Youth Crime Prevention can help prevent children and young people going into care and ensure support for those entering and leaving the care system
- Capacity for early identification, early intervention and diversion
- Improved capacity and communication in multi-agency working

Connexions

Stakeholder value

- Experience and expertise in developing multi-agency support for vulnerable young people
- Experience and expertise in consulting with vulnerable young people and engaging them in service design
- Focus on the needs of young people who are not in education, employment or training (NEET). For young people, being NEET is a key risk factor in relation to offending behaviour and other poor outcomes
- Provision of appropriate information, advice and guidance to vulnerable young people
- Provision of a vacancy and placing service to assist young people take up employment

Stakeholder benefits

- Working in partnership to prevent young people becoming involved in offending behaviour assists Connexions in early identification of those at risk of becoming NEET
- Reduction in the number of young people who are NEET by working with schools to help improve behaviour and attendance and reduce exclusions from school
- Reduction in the number of young people who are NEET through early intervention
- Reduction in the number of young people who are NEET through the development of positive activities, diversionary programmes and volunteering opportunities

Fire and Rescue Service

Stakeholder value

- Fire and Rescue Service embedded in communities by location – joint working can help raise the profile of prevention programmes and opportunity for delivery by positive role models
- Education programme working with schools on a targeted basis in relation to the prevention of arson and criminal damage
- Specialist Fire Setting adviser schemes, (currently under review) allow early intervention with individual young persons who have fire setting behaviours
- Experience and expertise in delivering targeted prevention and diversionary programmes, such as Phoenix, for children and young people who have offended, or are at risk of offending or anti-social behaviour
- Contribute to a partnership framework and database information for partners working with children and young people

Stakeholder benefits

- Reduction in fire-related anti-social behaviour and crime, including arson, damage and hoax calls. A disproportionate number of these offences are thought to be committed by children and young people
- Multi-agency planning, commissioning and delivery of prevention programmes
- Supports the five-year strategy to deliver effective reduction of fire risk and fire crime through ensuring excellence in work with children and young people, especially those in deprived communities
- Be able to review, develop and deliver youth strategies to maximise youth inclusion

Health Services

Stakeholder value

- Assessments show that many children and young people who offend or are at risk of offending need the expertise of health practitioners from services such as CAMHS, substance misuse services, counselling or sexual health services
- Poor mental health is one of the highest risk factors associated with offending behaviour by children and young people
- The misuse of alcohol and drugs is also one of the highest risk factors associated with offending behaviour

Stakeholder benefits

- PCTs have priorities to support a reduction in health inequalities and promote health and well-being
- Two of the priorities for Devon LAA are to get the best quality of life for all by tackling health inequality and to promote opportunities for people to become and stay as healthy as possible
- Supports National Service Framework (NSF) for Children
- Contributes to the 'Be Healthy' strand of the Devon Children and Young People's Plan
- Effective Youth Crime Prevention will help in early identification of children, young people and families in need of support from a range of health services
- Youth Crime Prevention Programmes will support positive activities and healthy lifestyles for the children and young people they are engaged with

Parenting Support

Stakeholder value

- Positive parenting is a key protective factor and promotes resilience (poor parenting and family relationships are some of the highest risk factors associated with offending behaviour)
- Local Authorities are required to develop a joined-up approach to the design and delivery of parenting support by 2008 – Devon Parenting Strategy is seen as a key link to the Youth Crime Prevention Strategy
- Network of parenting support providers is increasing in terms of capacity and quality assurance
- Support for parents of children and young people who offend or are identified as at risk of offending through YISPs and YOT
- Children’s Centres provide support to teenage parents

Stakeholder benefits

- Effective Youth Crime Prevention can help identify parents needing support through the children and young people who are identified as offending or at risk of offending or anti-social behaviour
- The importance of support to parents is recognised and given high priority
- Parents are consulted and are involved in the design of services and programmes to prevent offending
- Commitment to the provision of high quality training and quality assured support services to parents
- Continuum of parenting support based on universal and equitable provision across age ranges, levels of need and geographic spread will be shared facility

Police

Stakeholder value

- Neighbourhood Policing can help to identify children and young people at risk of or involved in offending or anti-social behaviour.
- Potential of Neighbourhood Policing to use restorative interventions and diversionary approaches to deal with low level offending
- Youth Interventions Officers (YIOs) as specialist ‘youth issues’ problem solvers
- YIOs and Neighbourhood Policing teams work with schools in engaging with children and young people and in identifying children and young people at risk
- Strategic Assessment and other data analysis to inform intelligence-led planning of service and programme development in relation to Youth Crime Prevention

Stakeholder benefits

- Effective approaches to Youth Crime Prevention can address the root causes of offending and anti-social behaviour
- Promotes positive engagement and builds trust and confidence with children, young people and families
- Reduces crime committed by children and young people
- Reduces fear of crime and promotes community cohesion and reassurance

Schools (including Extended Services in and around Schools) and Education Welfare Service

Stakeholder value

- Positive engagement with school and attainment at school is a key protective factor (lack of engagement and low attainment at school are some of the highest risk factors associated with offending behaviour)
- One of the aspirations of 14-19 Curriculum Reform is to re-engage those who are disaffected through the provision of Specialised Diplomas and other alternatives to the traditional curriculum
- Schools actively identify, support and where necessary refer children and young people for early intervention
- School partnerships to improve behaviour, tackle persistent absence and reduce exclusions
- Promote Healthy Schools to improve wellbeing and other positive outcomes which are protective factors

Stakeholder benefits

- Improved behaviour and attendance
- Improved motivation, engagement and attainment
- Schools are supported in finding and drawing in additional support for vulnerable pupils
- Builds on effective partnerships to support the development of Extended Services in and around Schools eg Swift & Easy Referral, Menu of Activities, Parenting Support and Community Access

Voluntary Organisations

Stakeholder value

- A vast range of experience and expertise in engaging and supporting vulnerable children and young people
- Knowledge of local issues and the needs of children and young people within their localities
- Capacity for the development and delivery of positive activities
- Opportunity for young people to volunteer
- Capacity to bid for and secure grant funding which may not be available to statutory sector organisations

Stakeholder benefits

- Involvement as partners in planning, developing and delivering Youth Crime Prevention services and programmes
- Help in capacity building and better opportunity for sustainability
- Access to multi-agency training and resources
- Opportunity for programmes to be quality assured, and where relevant for their services to be promoted as effective practice models

Youth Services

Stakeholder value

- Youth work is key to identifying the needs of young people, and to gaining their trust
- Local Authorities have a duty to secure access to sufficient positive activities to develop young people's social and emotional skills – the contribution of positive activities to effective Youth Crime Prevention is well recognised
- Expertise and capacity in working with vulnerable young people and supporting them to develop resilience
- Support for vulnerable young people in engaging and reintegrating with their communities
- Knowledge and information of the needs of young people within their local communities
- Expertise in consulting with young people and enabling effective participation by young people

Stakeholder benefits

- Improved access by youth workers to a range of other support services for vulnerable young people
- Enhanced capacity for joint planning and commissioning in response to the needs of young people in their communities
- Enhanced capacity for the development and delivery of positive activities

Youth Justice Services

Stakeholder value

- YOTs and YISPs offer substantial experience, expertise and capacity in providing multi-agency support to vulnerable children and young people and their families
- Quality assured early intervention, targeted prevention and diversionary services and programmes for children and young people who are offending or who are identified as at risk of offending or anti-social behaviour
- Expertise in assessment and intervention planning
- Comprehensive data base to inform the development of evidence-based programmes and to support effective joint planning and commissioning processes
- Youth Courts have knowledge and expertise in the range of interventions and supported diversionary programmes available to help children and young people reduce their offending behaviour

Stakeholder benefits

- Improved outcomes for children and young people who offend or are at risk of offending behaviour, and their families
- Coordinated multi-agency support in preventative activity and in the reduction of offending behaviour by children and young people
- Enhanced links between schools and community-based agencies
- Reduction in the number of children and young people entering the criminal justice system
- Reduction in re-offending by children and young people

Appendix 4

National and Local Strategies and Drivers

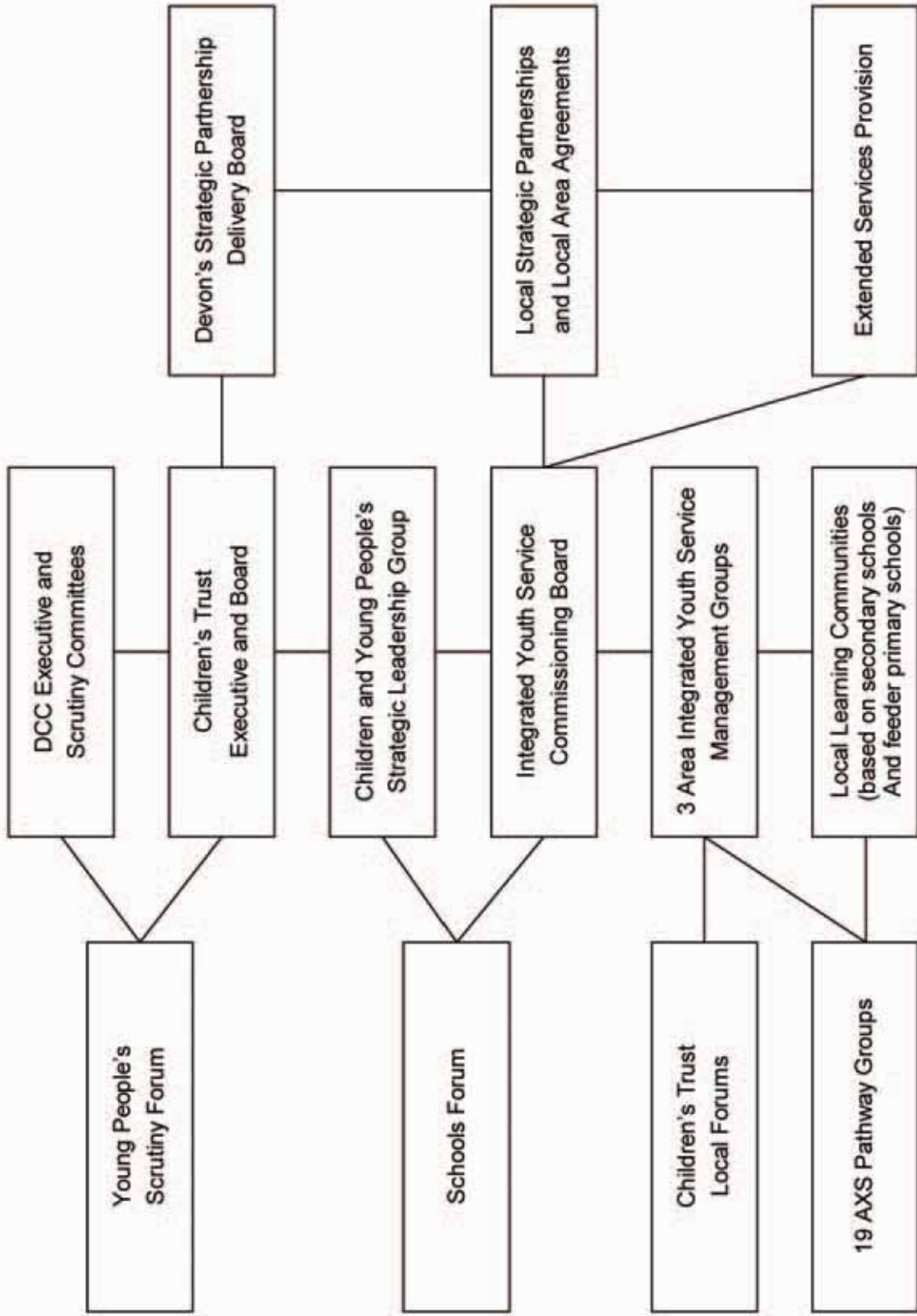
The following are some of the national policies/strategies are relevant to the formation of this strategy

Document / Policy	Web Link
Crime & Disorder Act 1998 (Sec 17)	www.opsi.gov.uk/acts/acts1998/ukpga_19980037_en_2
Every Child Matters	www.everychildmatters.gov.uk
Children Act 2004 (Sec 10)	www.opsi.gov.uk/acts/acts2004/ukpga_20040031_en_3
Extended Services in and around Schools	www.teachernet.gov.uk/extendedschools
Fire & Rescue Services 5 Year Strategy (2006)	http://www.communities.gov.uk/archived/publications/fire/strategychildren
Healthy Schools	http://www.healthyschools.gov.uk/
Hidden Harm (2003)	http://drugs.homeoffice.gov.uk/publication-search/acmd/hidden-harm
Police National Intelligence Model (2005)	http://www.acpo.police.uk/asp/policies/Data/nim2005.pdf
Prevent and Deter	http://www.crimereduction.gov.uk/ppo/ppominisite02.htm
Narrowing the Gap; the inspection of children's services (2007)	http://www.ofsted.gov.uk/publications/070041
RESPECT Action Plan	http://www.homeoffice.gov.uk/documents/respect-action-plan
Targeted Youth Support (2007)	http://www.everychildmatters.gov.uk/deliveringservices/targetedyouthsupport/
Teenage Parents – Next Steps (2007)	http://www.everychildmatters.gov.uk/resources-and-practice/IG00250/
Youth Justice Board – Youth Crime Prevention Strategy (2007)	http://www.yjb.gov.uk/NR/rdonlyres/28DDDF59-1FE9-471C-A26E-7B6123508AC4/0/TowardsAYouthCrimePreventionStrategy.pdf
YJB/ACPO/Home Office Information Sharing	http://www.yjb.gov.uk/en-gb/News/InfoSharing.htm?area=Corporate
Youth Matters (2005) and Youth Matters; Next Steps (2006)	http://www.everychildmatters.gov.uk/youthmatters/ http://www.dfes.gov.uk/publications/youth/
14-19 Curriculum Reform – White Paper 2005	http://www.dfes.gov.uk/14-19/index.cfm?sid=3
10 Year Youth Strategy (2007) 'Aiming High'	http://www.dfes.gov.uk/publications/tenyearyouthstrategy/index.shtml

Document / Policy	Web Link
Children and Young People's Plan	http://www.devon.gov.uk/cyps-review-of-cypp.pdf
Children's Trust Information Sharing Protocol	http://www.devonchildrenstrust.org.uk/isp
DAAT Alcohol strategy for young people	Devon Drug & Alcohol Action Team (DAAT)
DAAT Young People's Substance Misuse Plan	Devon Drug & Alcohol Action Team (DAAT)
Domestic Violence and Abuse Strategy (ADVA)	http://www.devon.gov.uk/adva_strategy_web.pdf
Extended Services in and around Schools	http://www.devon.gov.uk/index/learning/schools/extendedschools.htm
Fire & Rescue Service Youth Strategy	http://www.dsfire.gov.uk/DevonFire/FireSafety/
Integrated Youth Support Plan	http://www.devonchildrenstrust.org – subject to development
JAR Report 2006	http://www.devonchildrenstrust.org.uk/index/jar.htm
Local Area Agreement	http://www.devon.gov.uk/local_area_agreement_2005.pdf
Neighbourhood Policing Plan	http://www.devon-cornwall.police.uk/v3/publrep/AnnualPolicingStratPlan/10visibleaccessible.html
Police Youth Strategy	http://www.devon-cornwall.police.uk/v3/youth/strat/index.htm
Parenting Strategy – 'Parenting Matters'	c/o Devon Youth Offending Service http://www.devon.gov.uk/youth_offending_service
Raising Achievement Plan	http://www.devon.gov.uk/cyps-raising-achievement-plan.pdf
Sustainable Communities Strategy - Priorities	http://www.devonsp.org.uk/sustainablecommunitystrategy/prioritisation.html
Youth Justice Plan	c/o Devon Youth Offending Service http://www.devon.gov.uk/youth_offending_service

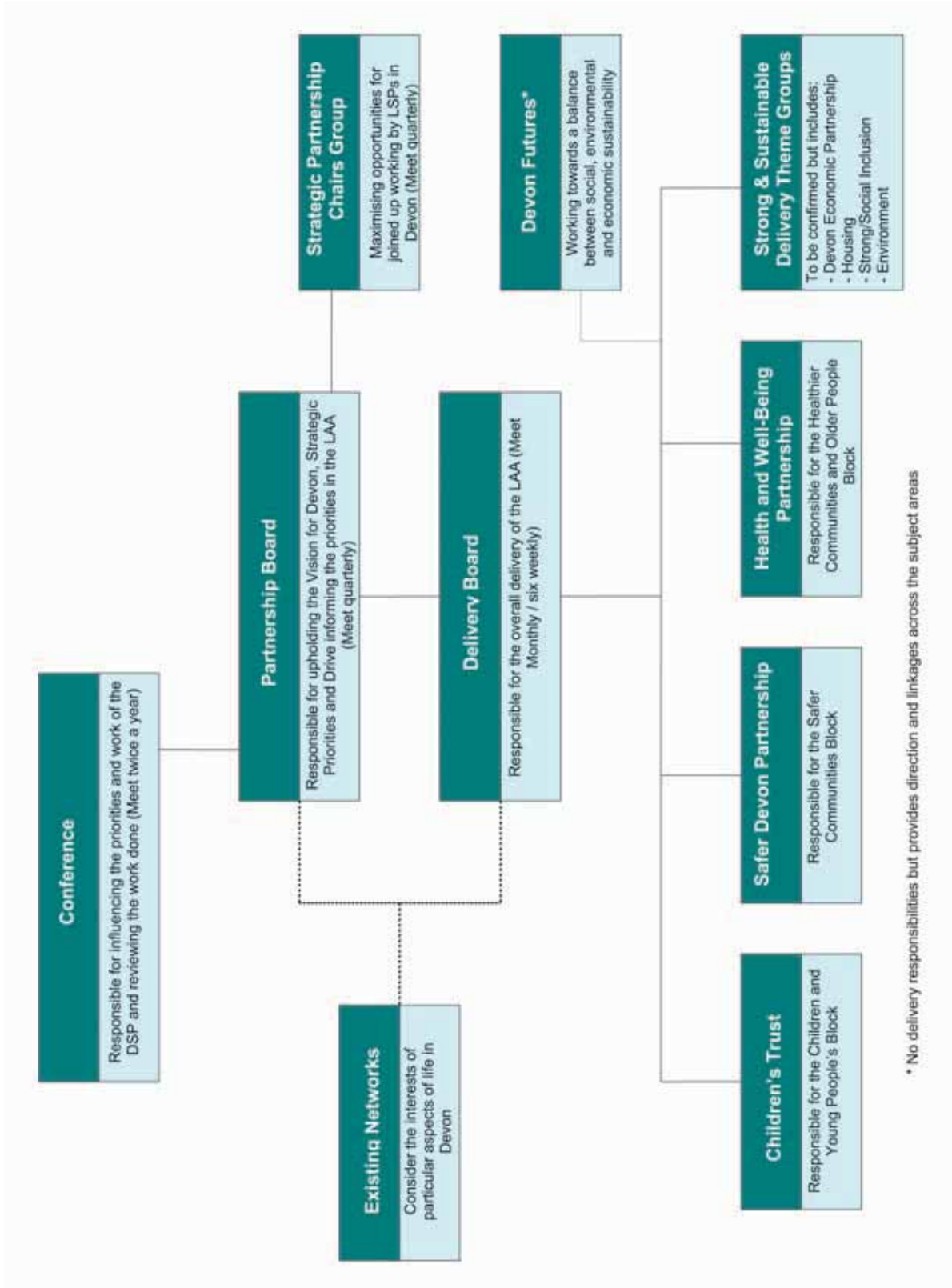
Appendix 5

Devon Integrated Youth Support Service



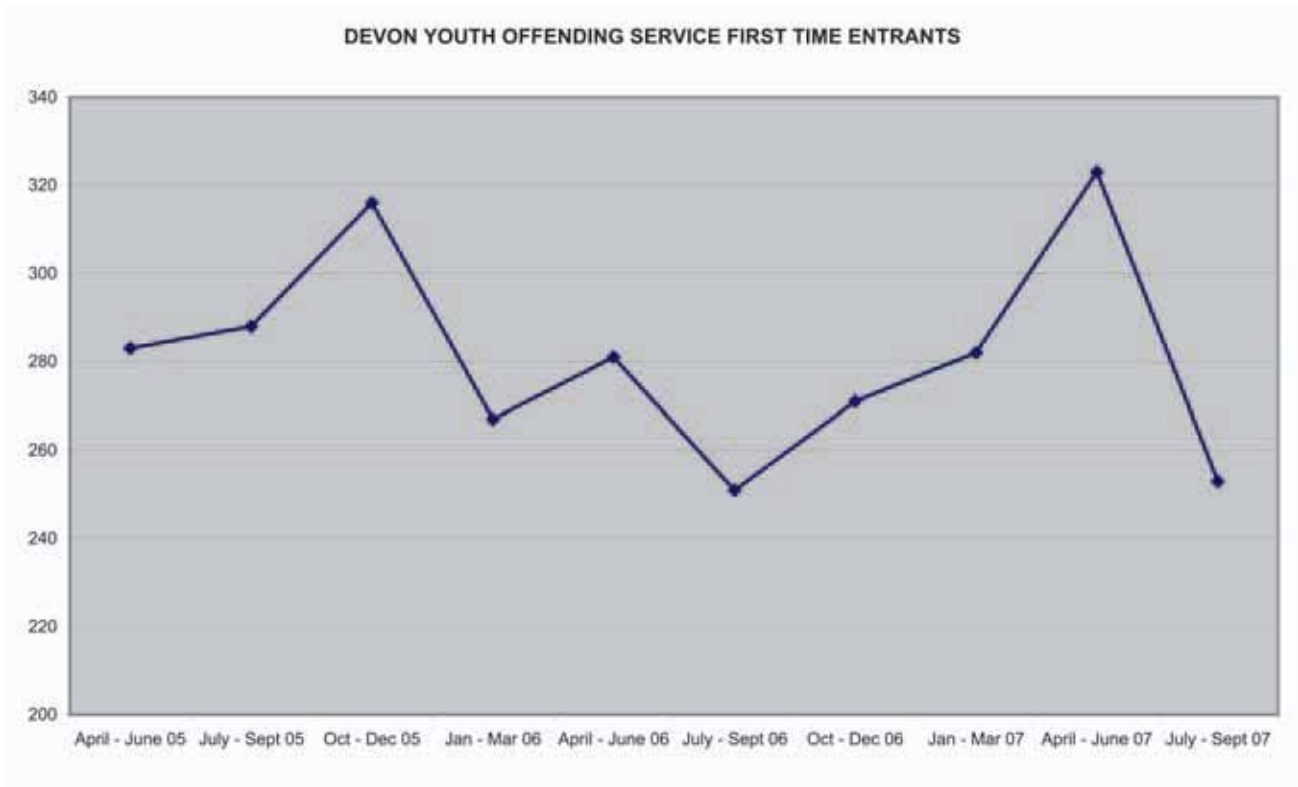
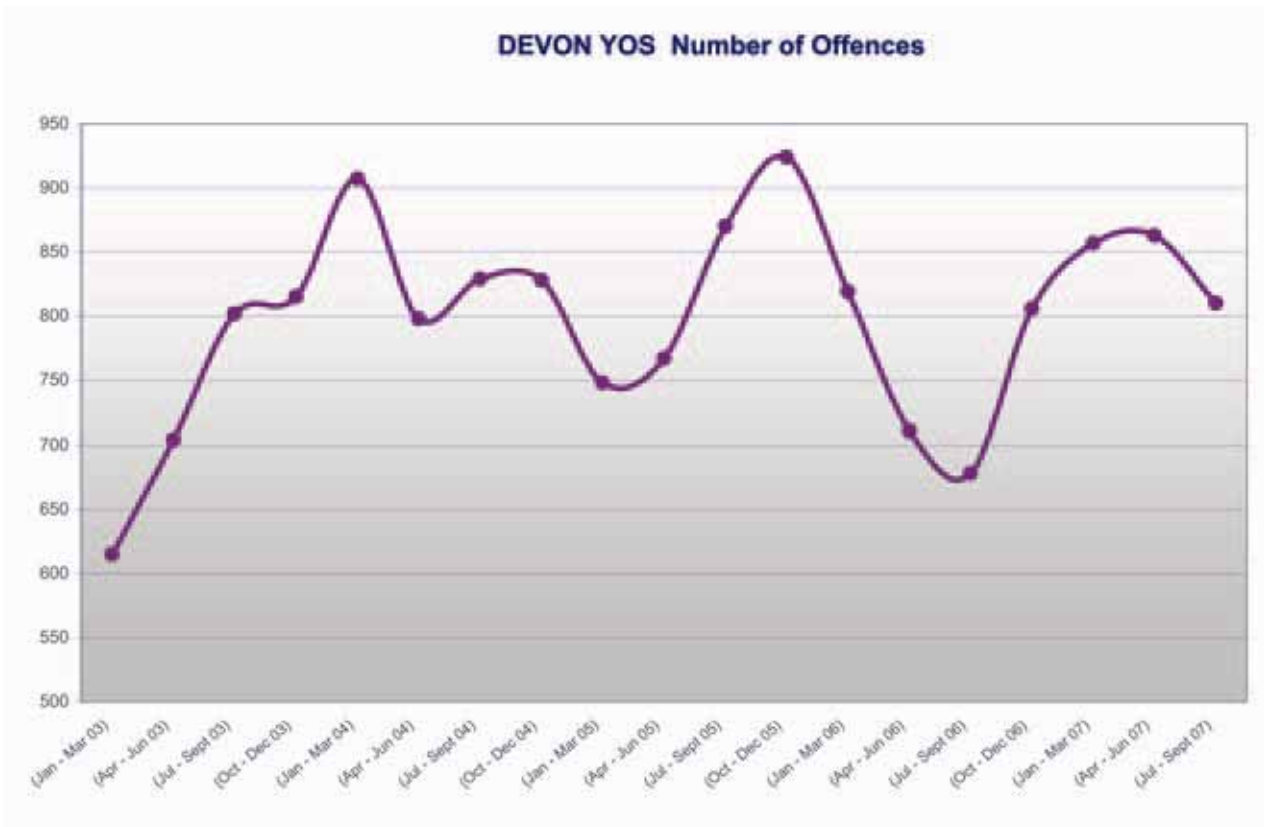
Appendix 6

Devon Strategic Partnership - Structure Chart



APPENDIX 7

Youth Offending Statistics



Average Onset/Asset Scores April 2006 to March 2007

	Prevention	Pre-court	Court	Custody
Living Arrangements	0.6	0.4	1.1	2.1
Family and Personal Relationships	1.4	1.0	1.7	2.3
Education, Training and Further Education	1.2	0.9	1.3	1.6
Neighbourhood	0.9	0.3	0.6	1.1
Lifestyle	0.9	1.0	1.8	2.8
Substance Use	0.2	0.7	1.5	2.4
Physical Health	0.3	0.3	0.4	0.8
Emotional and Mental Health	1.1	0.6	1.4	1.9
Perception of Self and Others	0.7	0.6	1.0	1.7
Thinking and Behaviour	1.5	1.5	1.9	2.7
Attitudes to Offending	0.6	0.8	1.3	2.2
Motivation to Change	0.6	0.4	0.9	2.2
Total Number of ASSETs	141	298	414	28

The extent to which a section is associated with the likelihood of further offending is rated on a 0-4 scale: (ASSET / ONSET - YJB)

0 = Not associated at all

1 = Slight, occasional or only a limited indirect association

2 = Moderate but definite association - could be a direct or indirect link. Tends to become offending when linked with other factors

3 = Quite strongly associated - normally a direct link, relevant to most types/occasions of his/her offending

4 = Very strongly associated - will be clearly and directly linked to any offending by the young person.

APPENDIX 8

Glossary of Terms	
ACPO	Association of Chief Police Officers
ADVA	Against Domestic Violence and Abuse
APA	Annual Performance Assessment
ASB	Anti-social Behaviour
ASSET	Structured assessment tool used by Youth Offending Teams
AXS pathway	Formerly called Child Concern Pathways, AXS Pathways are implementing integrated working arrangements in localities across Devon
CAF	Common Assessment Framework
CAMHS	Child and Adult Mental Health Services
CSP	Community Safety Partnership – same as CDRP Crime and Disorder Reduction Partnership
CSR	Comprehensive Spending Review
CTLF	Children’s Trust Local Forum
CYP	Children and Young People
CYPP	Children and Young People’s Plan
CYPS	Children and Young People’s Services
DAAT	Drug and Alcohol Action Team
DfES	Department for Education and Skills
DCSF	(now Department for Children, Schools and Families)
DSP	Devon Strategic Partnership
FTE	First Time Entrants (to the Youth Justice system)
JAR	Joint Agency Review
KPI	Key Performance Indicator
LAA	Local Area Agreement
LSP	Local Strategic Partnership
LSCB	Local Safeguarding Children’s Board
NBM	Neighbourhood Beat Manager (police)
NEET	Not in Education, Employment or Training
NSF	National Service Framework (Health)
OBTJ	Offences Brought to Justice
ONSET	Referral and assessment framework used by prevention / early intervention teams
PCSO	Police Community Support Officer
PCT	Primary Care Trust
PSA	Public Service Agreement
SDP	Safer Devon Partnership
SEAL	Social and Emotional Aspects of Learning
UMIS	Universal Management Information System used by prevention / early intervention teams
YIO	Youth Interventions Officer (police)
YIP	Youth Inclusion Programme (targeted neighbourhood programme)
YISP	Youth Inclusion and Support Panel (early intervention team)
YJ	Youth Justice (System)
YJB	Youth Justice Board
YOT	Youth Offending Team

The Devon Children's Trust is a partnership between social care, education, health, community, voluntary, and justice services working together to make a difference for Devon's children and young people. www.devonchildrenstrust.org.uk

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