

# **Review of Crime Reduction**

**Report of the Scrutiny (Community and  
Regeneration) Committee**

**April 2003**

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*Please note:*

*The information contained in the Inquiry Reports reflects the views of particular organisations and individuals. Dover District Council does not accept responsibility for the accuracy of information supplied by these parties.*



# **Section 1: Chairman's Report**

***An Introduction to the Review by the Chairman of the  
Scrutiny (Community and Regeneration) Committee,  
Councillor Brian Martin***



# Chairman's Report

## 1.1 **Introduction**

1.1.1 The Dover District Council acts as part of the Crime Reduction Partnership to reduce crime. Crime has a major impact on the community and youth crime was felt to be of particular importance in terms of the prevention of adult crime. It was felt that a review should be undertaken on crime reduction in the district in order to identify any gaps in the services provided together with current arrangements for crime reduction and youth crime.

## 1.2 **Scope of the Review**

1.2.1 This review was included on the Work Programme of the Scrutiny (Community and Regeneration) Committee for the Council year 2002/03. A Sub-Committee (Crime Reduction), chaired by Councillor Bryan Curtis, was set up to research the main issues and assisted in identifying the terms of reference for the review which were adopted by the main committee. Those were as follows:

- (a)
  - (i) to gain a true picture of youth crime committed in the district and look at methods of reducing it;
  - (ii) to assist the establishment of a Community Involvement Group (which is one of six sub groups that will support the Crime Reduction Partnership).
- (b) That, following preparation of a research paper by the Corporate Development Officer, and meetings with appropriate organisations, the Sub-Committee submit an action plan on measures which could be undertaken in respect of items identified within the terms of reference for the review

## 1.3 **Methodology**

1.3.1 The four stages of the Council's Overview Process have been followed in conducting the review under the direction of the Sub-Committee.

1.3.2 Evidence was gathered from a number of witnesses at five meetings of the Sub Committee including:

- Glan Hopkin, Area Manager, East Kent Youth Offending Team
- Louise Fisher, Team Leader, East Kent Youth Offending Team
- Sergeant John Merritt, South East Kent Police
- Bill Butler, Area Youth and Community Officer, Kent County Council
- Mrs Thorne, Chairman, Channel Bench Panel covering Dover, Folkestone and Ashford
- Martyn Archbold, Solicitor, Bradleys, Dover
- Lindy Whitfield, Area Co-ordination Manager, Attendance and Behavioural Service Team, Kent County Council
- Elaine Hamilton, Head Teacher, Archers Court School
- Jane Allcock, Teacher, Castle Community School
- Bob MacFarlane, Head Teacher, Brook Education Centre

1.3.3 Evidence was also received from:

- Joyce Fox, YMCA, Dover
- Laura Lynch, Recreational Development Officer, Dover District Council
- Christine Waterman, Head of Community, Culture and Leisure Services

1.3.4 The evidence received was used by the Committee to develop an issues paper and action plan. Councillor Bryan Curtis presented these to a meeting of the Crime Reduction Partnership on 10 March 2003 for comment. The Main committee then considered this information and an internal audit report on the review to form it's own recommendations to the Council.

#### 1.4 **Comments**

1.4.1 It was important to see this review as a starting point rather than a finished product. It was clear from the outset that the subject area was both extensive and complex. I believe that the major achievement had been to increase understanding of the issues and to focus further efforts in specific areas. The Council is just one member of a wide-ranging partnership involved in crime reduction. It offers, however, a unique opportunity for Members to give strategic direction regarding ways in which the Council, in co-operation with its partners, can move forward. I would like to commend the members of the working group for their diligence and commitment and on their behalf record our grateful appreciation for the support of the Council staff.

1.4.2 Therefore, I commend to the Council, the recommendations on pages 59 to 60.

Signed: \_\_\_\_\_



Councillor Brian Martin  
Chairman of the Scrutiny (Community and Regeneration) Committee

Dated: 14 April 2003

## **Section 2: Research Report**

***A research paper containing background information prepared  
by the Council's Committees and Scrutiny Officer, Angela  
Taylor***



# Research Report

## 2.1 Introduction

2.1.1 The Council is only one of a number of responsible authorities for the prevention and reduction of Crime in the Dover District under the Crime and Disorder Act 1998<sup>1</sup>. The Council is currently working with other bodies/organisations in this area and crime reduction in the Dover District centres around the work of the District of Dover Crime Reduction Partnership<sup>2</sup>. The Council's role in crime reduction also has regard to:

- Housing
- Community Strategy
- Best Value Performance Plan
- Corporate Plan
- Social Inclusion Policy
- Supporting People Strategy
- Teen Scheme
- Play Scheme
- Provision of Leisure facilities
- Teen shelters
- Recreational areas, play parks

2.1.2 The Crime Reduction partnership recognises that crime "is only one of a number of inter-linked problems such as poor housing and limited opportunities both in education and employment"<sup>3</sup>. It is therefore apparent that a large number of agencies and organisations need to be involved and work together to reduce crime.

### Community Involvement Group

2.1.3 The Community Involvement Group is a Sub Group of the Crime Reduction Partnership. It was set up to deliver crime reduction initiatives and identify issues for the Crime Reduction Partnership to examine. The group is responsible for the "reduce fear of crime" objective in the crime reduction strategy covering the areas of community consultation, PR and media and community involvement. The group at the time of the review had not been formed.

## 2.2 Youth Crime

2.2.1 When examining the statistical information on recorded crime for six key offences for 2001/02,<sup>4</sup> Dover had relatively low crime figures in its group on five out of the six offences but ranked relatively highly for sexual offences although some domestic violence offences had been included within this category. The Dover District was compared to other Crime and Disorder Reduction Partnerships grouped into families

<sup>1</sup> See Inquiry Report 11 for full details of the responsible authorities and Appendix A, Crime Reduction Strategy 2002-2005.

<sup>2</sup> A full explanation of the role of the Partnership is given in Inquiry Report 2.

<sup>3</sup> Extract from "Crime Reduction Strategy 2002-2005" District of Dover Crime Reduction Partnership, Appendix A.

<sup>4</sup> Please see Appendix C, Recorded Crime for Six Key Offences 2000/01 to 2001/02.

according to similarities with regard to social and economic factors. Youth Crime although relatively low is of great importance when consideration is given to the overall prevention of crime and preventing youth crime developing into adult crime. Youth Crime is identified as a suitable focus area because of the impact the Committee may be able to have in aiding the partnerships already created, identifying gaps in the services provided and recognising methods to reduce youth crime. This can be seen in research undertaken in this area<sup>5</sup> where the importance of a holistic approach to local youth crime prevention matters has been recognised.

## 2.3 **Other Agencies**

2.3.1 There are a number of outside agencies involved in crime reduction and youth and the role of some of these agencies is outlined below.

### East Kent Youth Offending Team

2.3.2 Established as a result of the Crime and Disorder Act 1998 – Section 39 under which it was identified that each local authority had a duty to establish for their area one or more youth offending teams. The East Kent Youth Offending Team covers the District Council areas of Thanet, Dover, Canterbury and Swale. The East Kent Youth Offending Team deliver the following services<sup>6</sup>:

- Prevention of Offending
- Targeted Interventions
- Bail Support
- Direct Work
- Reparation Placements
- Referral panels
- Specific Projects
- County Services

### Kent County Council Area Youth and Community Services

2.3.3 Youth and Community Services work with voluntary youth organisations and other partners to offer young people a range of opportunities and activities to help them develop personal and social skills and support their transition into adulthood. Through youth centres, mobile outreach and detached youth work young people can take part in sports, arts, residential and outdoor education, Duke of Edinburgh's Award, Millennium Volunteers, international youth exchanges, community activity and youth forums. They also run specialist programmes for young people who are disadvantaged or at risk.

### Kent County Council Social Services

2.3.4 Kent County Council Social Services work with schools, pupils and other agencies to help young people develop their own solutions to issues such as bullying, drugs, alcohol and tobacco, vandalism, litter, racism and safe travel. They also offer active support to schools on these issues. The main intention is to support children in their own families and community. Under the Childrens Act, 1989 Kent Social Services are required to provide help for a number of situations including; children who commit crime, children in custody, children who harm themselves or others and children

<sup>5</sup> Please see Appendix B, "Young People and Community Safety Developing a Strategy".

<sup>6</sup> Please see Appendix D, "East Kent Youth Offending Team Presentation".

whose behaviour impairs their development. As resources permit Kent Social Services aim to provide help for a variety of circumstances including; children at risk of committing crime and children with problems at school where the home situation is a contributory factor. Kent Social Services also funds many voluntary organisations to provide help such as those listed below:

- Homestart – provides befriending visitors for young families.
- FWA (Family Welfare Association) - runs four parenting centres Barnardos - provide help to children in Thanet and Tunbridge Wells.
- NCH Action for Children – an independent complaints scheme for children. Provide help for abused children in Mid Kent

2.3.5 They also work closely with agencies including Health, Education, the Police, Probation and many other voluntary and community bodies. Other agencies working with KCC to help children are:

District Council	Housing problems
Benefits Agency	Income Support
Education Department	School problems
GP or Private Health Care	Health concerns
Private Cleaning Agencies	Household chores

### YMCA

2.3.6 The YMCA has been established since 1984<sup>7</sup> and aims to give all young people a sense of:

- Value and purpose
- Belonging and trust
- Growth and development

2.3.7 These aims are achieved through programmes aimed at building and nurturing these qualities in young people. Each YMCA provides a diverse range of programmes, services and activities. According to the YMCA young people under 21 are responsible for half of the recorded crime and young people are also major victims of crime – for example, 16-29 year old men are the most likely victims of street violence. YMCAs provide a range of programmes to respond to this need, ranging from crime diversion to pre and post release work with young offenders. Crime diversion programmes offer young people constructive ways to use their time, develop new skills, participate as active citizens and find a sense of purpose and direction for their lives.

2.3.8 The YMCA works in eight young offender institutions (YOIs) across England. The YMCA Partnerships in Prisons programme aims to reduce re-offending by enabling young people to take responsibility for their lives, deal with the underlying reasons for their involvement in crime, and build their personal skills and confidence. 115 Associations currently work with young people on crime and safety related projects. These could include working with the probation service, the local police or offering crime diversion programmes to young people<sup>8</sup>.

<sup>7</sup> This information was taken from the YMCA website [www.ymca.org.uk](http://www.ymca.org.uk).

<sup>8</sup> Further information on the YMCA in Dover can be found in Inquiry Report 14.

## 2.4 Town and Parish Councils

2.4.1 Town and Parish Councils have an integral role in crime reduction especially through promoting diversionary activities. On examining a cross section of town and parish councils it is evident that a wide range of activities are provided by town and parish councils for young people<sup>9</sup>:

### Dover Town Council

- Joint DDC/DTC rollerblade park in Pencester Gardens
- Western Heights Sports Ground - available to all and used regularly by Dover Athletic Youth team Pencester Pavilion - performing arts platform free for any local groups to use
- Grants to local youth organisations, activities and projects e.g. Sea Cadets, MUGA equipment etc
- Free use of meeting room for community groups e.g. The Motocross Project.
- Plans afoot for the 'Whinless Down Urban Park' with school and community involvement
- Dover Regatta - free sporting activities and entertainment for all ages
- Santa's Grotto

### Temple Ewell Parish Council

In the past year the following facilities have been provided for young people in Temple Ewell:

- New equipment has been installed in the recreation ground, including a multi-play unit, swings, trim-trail and teenage shelter (by existing basketball net) – provided by the Parish Council.
- A youth club has been formed and is run very successfully in the village hall – set up funds provided by the Parish Council but run independently since then.

### Ash Parish Council

- The Parish Council does not run the village hall, it just rents it for its own meetings.
- Young people would only use the hall if taking part in some organised activity held there. There was a youth club held in the village hall until recently.

### River Parish Council

- Provides facilities in its Recreation ground for junior tennis, junior football and junior bowls all with coaching. In addition an area has been provided for kick around football for those who do not wish to join the above.

<sup>9</sup> This information was gathered through emailing a small selection of Town and Parish Clerks.

- Following consultation with the local Police Chief Inspector the Parish Council has provided a weekly youth club which is being well supported. The youth leader is paid by the Parish Council.
- At the present time the Parish Council is proposing to provide a new playground for children under 12.
- The tennis club is exploring the possibility of converting two courts to all-weather surfaces thereby extending play to all the year, weather permitting.

#### Alkham Parish Council

- Periodically Youth Clubs have been set up, but rarely last more than 18 months because the age range has been too great to cover all needs. At present there is no Youth Club.
- There is one man in the village who has encouraged older boys, and girls, to take football seriously. He, with the backing of some parents, takes the more enthusiastic young people to area clubs in Dover and Folkestone. This, however, leaves a considerable group in the village to entertain themselves.
- Also, in the summer months, youngsters have been encouraged to take part in Alkham's Cricket Club, but again this only covers a few of the young people.
- The only other provision for young people is a village green, with football and cricket facilities, as well as the climbing frame, swings and rocking horse for smaller children.

2.4.2 Problems were identified with gaining parental involvement and adequate supervision to run facilities and activities for young people by Town and Parish Councils. Issues concerning crime and Youth crime in particular were also raised at the annual Town and Parish Council meeting 2002.

Angela Taylor  
Committees and Scrutiny Officer



## **Section 3: Inquiry Reports**

***Evidence submitted during the course of the review to the  
Scrutiny (2) Sub-Committee (Crime Reduction)***



# Inquiry Report 1

Name of Person Giving Evidence:	Caroline Davis, Corporate Development Officer, Dover District Council
Date of Evidence:	Monday 19 August 2002
Source of Information:	Meeting of the Scrutiny (2) Sub Committee (Crime Reduction)

## **Summary of Evidence**

- 3.1.1 The Corporate Development Officer presented Home Office statistics on recorded crimes relating to six key offences for 2000/01 and 2001/02<sup>1</sup>. The figures compare Crime and Disorder Reduction Partnerships which had been grouped into families according to similarities with regard to social and economic factors. Dover had relatively low crime figures in its group on five out of the six offences but ranked relatively highly for sexual offences although, it was drawn to the Committee's attention, that some domestic violence offences had been included within this category. The Corporate Development Officer reported that the Crime Reduction Partnership for Dover had been successful so far and had assisted in achieving a 10% reduction in crime "year on year" in the District.
- 3.1.2 The Committee was presented with figures on spending per head for 13 to 19 year olds by County Councils and Unitary Authorities. Kensington and Chelsea spent the highest amount at £261.14 per head whilst expenditure in Kent was relatively low at £37.48 per head. The provision of youth facilities and offences committed by young persons was discussed by the Committee.
- 3.1.3 The Corporate Development Officer explained that as part of the strategy, six sub-groups had been established to deliver crime reduction initiatives.
- 3.1.4 It was felt that the main role of the sub committee should be to gain a true picture of youth crime committed in the district and look at methods of reducing youth crime and to aid the establishment of the Community Involvement Group.

<sup>1</sup> Please see Appendix C, Recorded Crime for Six Key Offences 2000/01 to 2001/02.

## Inquiry Report 2

Name of Person Giving Evidence:	Mrs Glan Hopkin, Area Manager and Ms Louise Fisher, Team Leader, East Kent Youth Offending Team
Date of Evidence:	Monday 19 August 2002
Source of Information:	Meeting of the Scrutiny (2) Sub Committee (Crime Reduction)

### **Summary of Evidence**

3.2.1 Mrs Glan Hopkin and Ms Louise Fisher identified that the legislative framework for the service was contained in the Crime and Disorder Act 1998 and specifically Section 39 placed a duty on each local authority to establish for its area, one or more youth offending teams. These teams had to be formed with at least one representative from each of the key agencies<sup>2</sup>.

3.2.2 The key objectives for the service were:

- (a) Swift administration of justice.
- (b) Confronting young offenders with the consequences of their actions.
- (c) Intervention to deal with factors that put young persons at risk of offending.
- (d) Punishment proportionate to the seriousness and persistence of the offence.
- (e) Encouragement of reparation to victims by young offenders.
- (f) Reinforcing the responsibility of parents.

3.2.3 Mrs Hopkin identified that Kent was served by two youth offending teams. The East Kent Team served Ashford, Canterbury, Dover, Shepway, Swale and Thanet. In 2001/2002, East Kent had 135 persistent young offenders, 65% of the total for the County. The Team had worked with 855 young people during that period, 129 of which were from Dover<sup>3</sup>. Within Dover, the highest level of offending was amongst 15-17 year olds and the number of referrals was highest from the Buckland, Castle and St Radigunds wards. Whilst the East Kent Team had a heavier caseload than West Kent within East Kent, Dartford, Gravesend, Medway and Thanet provided a greater number of referrals than the Dover District.

3.2.4 A large range of services were provided by the East Kent Youth Offending Team including:

- (a) Promotion of diversionary schemes such as the Safe Schools and Splash initiatives.

<sup>2</sup> Please refer to Appendix D for full details.

<sup>3</sup> Further statistical information identifying profiles of offences committed by age can be found in Appendix D.

- (b) Management of remands, bail support and family support.
- (c) Help in meeting education targets through teacher liaison.
- (d) Help in meeting health targets through the teenage pregnancy initiative.
- (e) Support of Referral Panels by using volunteers to draw up behavioural contracts with young people.
- (f) Organisation of reparation Replacements.
- (g) Direct work involving court reports, community penalties, custody and licence arrangements.
- (h) Promotion of special projects such as the retail theft initiative, summer scheme community artwork, fire service joint initiative and motor cross project.

3.2.5 A key aim of the service was to encourage parents to take responsibility for their children and to encourage children to take responsibility for their actions.

3.2.6 Mrs Hopkin was asked by Members of the Sub-Committee how the service could be improved and she responded. It was felt that the service could be improved with the simplification of funding arrangements, for example, the amalgamation of funding sources and a reduction in the timescale for approval of projects would assist and improve the service. In Dover, a significant contribution could be made by extra funding for the holiday "Teen Scheme" which was always heavily oversubscribed and by rolling out the Splash Scheme into Dover as it had proved to be very successful in Thanet in promoting participation in diversionary activities and a sense of citizenship in young people. The important role of Sure Start was also identified in supporting young families and assisting the development of parenting skills.

## Inquiry Report 3

Name of Person Giving Evidence:	Sergeant John Merritt, South East Kent Police
Date of Evidence:	Tuesday 22 October 2002
Source of Information:	Meeting of the Scrutiny (2) Sub Committee (Crime Reduction)

### **Summary of Evidence**

3.3.1 Sergeant John Merritt presented figures for youth crime in the District and identified that, in the period from January 2002 to date, there had been 266 arrests of youths under the age of 17 in the District. This figure was 6% of the total 4,000 arrests for that period. The offences committed were usually assault, criminal damage and minor theft and 80% of youths receiving final warnings did not re-offend. The majority of complaints received concerned anti-social behaviour and specific areas of Dover and Deal had been examined by the Crime Reduction Unit of South East Kent Police which had developed a strategy to look at the causes of crime and how to address them, in conjunction with other agencies. The strategy covered the following areas<sup>4</sup>:

- Education
  - Crime Curriculum (Years 5 to 10)
  - Schools Early Warning System
  - Parenting Skills, Courses and Support
  - Media Strategy, eg Parenting Young People and Alcohol Diversion
  - Youth Clubs
  - Sports and Leisure Facilities
  - Transport and Access
  - Outreach Workers Design
  - Using architectural design to create safe routes and areas
  - Limit the opportunities for crime and anti-social behaviour
  - Improve the quality of life of communities
- Intervention
  - Joint Family Management Project
  - CCTV
  - Youth Outreach
- Enforcement
  - Overt and Covert Tactical Operations
  - Warrant
  - Arrests
  - ASBOs
  - Evictions
  - Civil and Criminal Proceedings

3.3.2 The Crime Curriculum element of the strategy was operated over all of South East Kent with local pilot schemes running in Dover and Shepway. Christchurch College was co-ordinating the pilot schemes with the assistance of trained teachers and MSC

<sup>4</sup> Please find the Strategy at Appendix E.

students at the College who will evaluate the results. The Joint Family Management Project was running countywide, following successful trials in South East Kent, and involved four stages of intervention starting with identification of the youths concerned, getting their parents to take responsibility and thereby breaking the cycle of offending. Referrals were received from various agencies and joint visits were made to the families. In 80% of the cases no further action was required after the first stage. Later stages involved assistance and practical advice to parents on such matters as diet and supervision to enable parents to regain control. Use of the final stage of bail conditions or possible eviction could be considered a failure of the scheme.

- 3.3.3 It was felt that the architectural design of an estate could cause problems and a good example of the architectural assistance which could be provided was shown in the Buckland Estate in Dover, parts of which had been altered to deal with instances of crime and where a flat for police use had been installed. Crime had dropped from 20% above average in 2001 to currently 20% below average. Support offered to parents had shown that parenting skill courses carried a certain stigma and it would be preferable to refer to them as specific skills for example "Disruptive Teenagers". The Sure Start scheme was providing clear assistance, particularly for children under 4 years of age, with dietary and parenting skills advice for parents. Family Liaison Officers played an important role in assisting the police with parents who did not seek help. The Council could assist in the expansion of the Joint Management Project by enhancing the already existing role played by Housing Officers, who were frequently aware of unreported crimes.

## Inquiry Report 4

Name of Person Giving Evidence:	Mrs Thorne – Chairman Chairman, Channel Bench Panel covering Dover, Folkestone and Ashford
Date and Time of Evidence:	Wednesday 12 February 2003 at 6.00 pm
Source of Information:	Meeting of the Scrutiny (2) Sub Committee (Crime Reduction)

### **Summary of Evidence**

- 3.4.1 Mrs Thorn, Chairman of the Channel Bench Panel former Chairman of the Channel Youth Panel 2001, stated that there had been a change in the culture with regard to the punishments given by Magistrates. There was now a duty not just to punish the individual but also to rehabilitate them into the community in addition to having a responsibility to victims. It was identified that Youth Magistrates were encouraged to engage with individuals appearing before them in Court. The change in culture was evident with the introduction of the Magistrates and Community Programme and penalties given to young offenders.
- 3.4.2 Referral Orders were given to those who pleaded guilty on their first offence. These resulted in the individual being referred to a local Referral Panel made up of a Youth and Community Team Officer and two lay members. The team met in a local facility and the victim was also often involved in the process. A contract/action plan was created and agreed by all parties, which could include carrying out work in a local community or for the victim, (not all victims however are willing to meet offenders but they can contact them through writing). If this contract is completed then the offender will not have a criminal record thus enabling them to apply for jobs without declaring that they have committed an offence. The purpose of the Order is to make offenders recognise that they have created a victim and also to take pride in their local community. The feedback nationally on the scheme had been good. It was emphasised that this was not about humiliating the individual concerned but making them recognise what they had done.
- 3.4.3 There were several other types of punishment that could be given including Conditional Discharge, Action Plan Orders, Attendance Centre Orders, Curfew Orders, Reparation Order and Community Punishment Orders, the latter being given to those aged 16 years and over. As part of this Order they could be bound to make a financial commitment. Detention was seen as a last resort and Detention and Training Orders incorporated supervision in the community, in the second half of the Order, to rehabilitate the individual into the community. Great emphasis had been placed on restorative justice. The process for getting a case to Court had been speeded up significantly.
- 4.4 The types of cases coming to Court had been significantly reduced. It was explained that Magistrates were trying to increase awareness and this was shown with the Magistrates in the community programme sponsored by the Magistrates Association to try and explain the role of the Magistrate and the work they carry out. It was felt that gaps in the service were mainly in the resources available and it was recognised

that there was a link between youth crime and a lack of education and absence from school.

## Inquiry Report 5

Name of Person Giving Evidence:	Mr Martyn Archbold, Bradleys, Dover
Date and Time of Evidence:	Wednesday 12 February 2003 at 6.00 pm
Source of Information:	Meeting of the Scrutiny (2) Sub Committee (Crime Reduction)

### **Summary of Evidence**

- 3.5.1 Martyn Archbold of Bradleys explained that where the Police believed there to be more than a 50% chance for conviction, the case was moved forward to Court. However in a lot of cases there were crimes with no suspect or crimes with insufficient evidence and it was at this stage that the public would feel nothing was happening. It was identified that his duty as a solicitor was to the client.
- 3.5.2 The action taken the first time a youth was arrested depended on the allegation. It was possible that it would not go to the Youth Court, as the youth might be reprimanded or given a final warning. In order to receive a reprimand they would need not to have had a previous reprimand for that matter and were supposed to admit fully, admit committing the offence, and show remorse for their actions. He confirmed that, following a reprimand, a final warning would be given, then a Referral Order given by the Courts. If the Referral Order was not completed a different penalty would be imposed by the Court. It was highlighted that the principal aim of the Youth Justice Act was to prevent crime. Restorative justice was explained to the Committee. Reparation Orders could also be imposed by the Court, where emphasis was placed on making offenders appreciate the feelings of the victim and their responsibility, followed by re-integration.
- 3.5.3 The main gaps in services provided were felt to be resources and whilst local authorities were doing their best to provide education and secure accommodation there were still gaps at a ground roots level. It was acknowledged that what may be offensive at one end of the spectrum of the society may not be offensive at another. It was felt that there was a situation occurring where young people were becoming less and less cognitive of authority. The solicitors' concern however lay with the welfare of clients. The introduction of the Teenscheme for summer holidays was a step towards filling the gaps. It could be that the problems and gaps perceived by the public were more imaginary than real.

## Inquiry Report 6

Name of Person Giving Evidence:	Sergeant John Merritt, South East Kent Police
Date and Time of Evidence:	Wednesday 12 February 2003 at 6.00 pm
Source of Information:	Meeting of the Scrutiny (2) Sub Committee (Crime Reduction)

### **Summary of Evidence**

- 3.6.1 Sergeant John Merritt of South East Kent Police confirmed to the Committee that the vast majority of young people were not committing crimes. There were a number of reasons why young people committed crimes and these had been explained to the Committee at an earlier meeting. There was now in place a multi-agency approach to young people and crime reduction.
- 3.6.2 It was explained that the Behaviour Agreement was made with the parents as well as the children. If the Agreement was broken or breached and the people were in social housing they could lose their home.
- 3.6.3 There was one Rural Warden in place for the Eastry, Ash, Wingham and Preston area. Bids had been placed for three more Rural Wardens in Dover with priority being given to the Eythorne and Elvington wards. The Rural Partnership Officer in place was covering Shepway and Dover with a team of six people and this team was tasked on a weekly basis. There were three Project Officers, three Town Centre Constables and one Rural Partnership Officer in the Dover District area. These officers were in place to lead and work with other agencies in crime reduction and crime prevention.
- 3.6.4 It was felt that the Council's main role in crime reduction was that of diversion through the introduction of schemes which ran during every school holiday, for example the Teenscheme which only ran in the summer holidays at present. The Council was also responsible for carrying out Anti-Social Behaviour Orders for Council house tenants. A breach in this Order would result in Court action.
- 3.6.5 With regard to reporting crime, it was acknowledged that since the centralisation of telephone operators there had been some problems, for example a relatively high staff turnover. However the situation had improved.

## Inquiry Report 7

Name of Person Giving Evidence:	Bill Butler, Area Youth and Community Officer, Kent County Council
Date and Time of Evidence:	Tuesday, 21 January 2003 at 6.00 pm
Source of Information:	Meeting of the Scrutiny (2) Sub Committee (Crime Reduction)

### Summary of Evidence

- 3.7.1 Bill Butler representing KCC, Area Youth and Community Office, stated that the team for Dover and Thanet area comprised eight full-time youth workers with a total of 89 youth workers employed across the county of Kent. Four of these are employed in the Dover District supported by a team of part-time staff. Recently a new outreach worker had been appointed, to be funded for three years by central Government from the "Transforming Youth Work" initiative, and it was hoped that further funding would be found to maintain this post after three years. The age range that was covered by youth services was from 11 years to 25 years, the target age range being 13-19 year olds. It was felt that, with regard to youth crime, the biggest offenders were usually 18-20 year olds. It was recognised that a very small minority of youths created the vast majority of problems.
- 3.7.2 An example of the work that had been carried out successfully by the Area Youth and Community Office in conjunction with other bodies such as the Police and the Chamber of Trade and Commerce was the initiative to combat the increase in criminal damage during the Halloween period. This had involved the organisation of events for young people during the period such as an under 18 dance event and a trip to Tides. The success of this was shown in that from 18 November to 25 October 2001 there had been 35 incidents, however for the same period in 2002 there were only eight incidents. Another success had been with youngsters who had been congregating outside Mill Inn and this had been resolved by the landlady giving them permission to use the family room. The Committee was informed that youngsters were supervised by two youth workers and had use of the room for two nights a week. The Committee was also informed that Bill Butler's role was not just to manage the youth workers but also to support voluntary organisations in the Dover District. There were 163 youth groups affiliated to KCC, and these included cadet groups, church youth projects and football teams. It was felt that these groups were not sufficiently advertised and further support could be given to the work they carry out. The Youth Service and Education Department was subject to OFSTED inspections and had been inspected in December, which placed the Kent Youth Service at the top of those inspected. Whilst the OFSTED inspectors saw a diverse range of groups' activities, they did not see those areas in the District without resources. For example there was no full-time youth worker in the Sandwich Voluntary Youth Club. It was explained to the Committee that the YMCA in Dover was fundamental to the youth service provision in that area and it received a grant of £28,000 from KCC. SNAP events had also proved successful (SNAP being Say No and Phone) in advertising the Crimestoppers telephone number. In the Dover District there was an 8% rise in the number of phone calls made to the Crimestoppers number after the first two SNAP nights, so it appeared that the numbers were used

by those attending the events and possibly their parents. It was felt there was a need for youth clubs on every estate in Dover. In answer to questions from the Committee it was stated that there were a number of schemes in operation for young people in the District:

- (i) Babysitting – here both boys and girls were given the opportunity to get a Red Cross Certificate and a food hygiene qualification for babysitting.
- (ii) First Gear – this was a scheme to steer youngsters away from road crime by teaching them how to drive, showing them the impact of accidents and highlighting the issues around car theft. This was a six week course run in conjunction with the Police.
- (iii) First Level Management Training Courses – this provided a Certificate in Leadership and other training including the Community Sports Leader award. This enabled youngsters to work with younger children and involved those who were not already participating in clubs with sport activities.
- (iv) Teenscheme – this offered youngsters the opportunity to get involved in a number of activities, however there was a need to target disadvantaged children. The scheme was targeted through the youth centres and the take up had risen from 37% to 89% by working in partnership with the Dover District Council.
- (v) Wheels to Work – this was a pilot project started in Aylesham giving youngsters the opportunity to get to college and work on mopeds. This had been a great success but the scheme could do with more than the ten bikes available. Those participating in the scheme were given rider training and allowed to rent the bikes for a minimal amount per week.
- (vi) School Based Drug Education – it was explained to the Committee that the vast majority of youngsters who claimed to have been involved in drugs use are not "regular" users but may first have experimented with drugs. KCC uses youth workers in schools to deliver school based drugs education and this had proved to be incredibly successful. The programme targeted Year 10 pupils.

3.7.3 It was felt there needed to be a greater acceptance amongst the public that young people do not have enough to do and there needed to be greater provision of places with light and shelter, for example youth shelters. Currently there were 11 part-time youth worker vacancies in the District however these could not be advertised until after April when the budget had been agreed.

## Inquiry Report 8

Name of Person Giving Evidence:	Lindy Whitfield, Area Co-ordination Manager, Attendance and Behavioural Service Team, Kent County Council
Date and Time of Evidence:	Monday, 17 February 2003 at 6.00 pm
Source of Information:	Meeting of the Scrutiny (2) Sub Committee (Crime Reduction)

### **Summary of Evidence**

3.8.1 Lindy Whitfield of the Attendance and Behavioural Service explained that her role was to manage Education and Welfare Officers, ensuring that parents were aligned to the legal framework. They worked in accordance with and enforcing the following legislation list:

The Education Act 1996 sections of which applied to failure to attend and School Attendance Orders;

The Childcare and Young Persons Act 1983 under which work permits are issued for young people;

The Children's Act 1989, which replaced the power to put children who are not attending school into care with the right to enforce an education supervision order involving an officer from the Local Authority, parents or guardians, the child and a Magistrate;

The Crime and Disorder Act 1988 which had led to the introduction of truancy sweeps when Police were only able to remove young persons from the streets during school times if given a Superintendent's Order to do so.

3.8.2 It was identified that referrals are mainly made to Education and Welfare Officers from schools and sometimes from parents or the public. Each Education and Welfare Officer was attached to three secondary schools and up to 12 primary schools.

3.8.3 The process followed for truancy was outlined to the Committee. The first formal stage was to issue an F1, a letter to the parent or guardian outlining their legal responsibilities to send the child to school. If there was still no improvement or change then an F2, a final warning letter was issued. Following this, the next stage would be an Attendance Panel to which the parents or guardians, child, Education and Welfare Officer and the teacher were invited to reach a solution. If however there was still no improvement then a Court Summons was issued. The outcome of this could be either a fine of up to £1,000 per child per offence per parent or imprisonment or conditional discharge or absolute discharge or an Education Supervision Order or Parenting Order or not guilty. This would be imposed on the parent, guardian or carer/foster carer. From April 2002 to date, 15 people had been prosecuted with fines levied from £40 to £100 from the Courts.

- 3.8.4 It was felt that community safety partnerships were very important and inter-agency working, for example working alongside the Police with the truancy sweep, had proved invaluable. In September 2002, 960 children across Kent over one week were stopped in a truancy sweep, of these 43 were in East Kent in the Dover/Deal area. It was estimated that 75-80% of those truanting were in the company of an adult. Most truancy was therefore condoned by parents. The Kent Public Service Agreement agreed in 2001 set targets for education and targets had been set for Thanet and Shepway to reduce unauthorised absence. Problems could occur with tracking absence when children moved areas as it was the responsibility of the school they were moving from to notify the authority that they had left.
- 3.8.5 Problems had been experienced with sharing data with other agencies. For example DSS and Housing were not able to release specific information under the Data Protection Act thus making information sharing very difficult.
- 3.8.6 The Education Act allowed parents to place children in home education. However they must notify the school that they were doing so, the school must then notify the Local Authority which then triggers a visit from the Education and Welfare Officer. If the education being provided at home does not meet a required standard it would be requested that the children were returned to school. The Committee was informed that work was being carried out with parents and children of play school age. This hopefully would change attitudes and mindsets and then, hopefully, youngsters would become less challenging.
- 3.8.7 Issues had been identified with the Local Magistrates Group. It was felt that when evidence was presented in Court, parents were able to counteract with arguments. The message given from the Bench needed to be sterner.

## Inquiry Report 9

Name of Person Giving Evidence:	Mrs Elaine Hamilton, Head Teacher, Archers Court School and Jane Allcock, Teacher, Castle Community School
Date and Time of Evidence:	Monday, 17 February 2003 at 6.00 pm
Source of Information:	Meeting of the Scrutiny (2) Sub Committee (Crime Reduction)

### **Summary of Evidence**

- 3.9.1 Mrs Hamilton from Archers Court School explained that holidays taken in term time proved to be a big problem for schools. Schools were only allowed to authorise ten days absence per year. Where time off was requested over ten days parents were invited to the school to discuss with the Head Teacher the reasons for the requested absence before the absence was authorised. It was hoped that a new term time system would reduce this problem which was exacerbated by holiday companies offering free places for children during term time.
- 3.9.2 It was felt there was an issue with the Police's ability to return children to school who were identified as being truant. It was confirmed that the Police were now required to have a Superintendent's Order to remove children as the parent(s) were regarded as having committed the offence. There were problems with those parents who did not see the value of education. Archers Court School were trying to gain funding to provide evening classes for parents and this would hopefully also improve attitudes.
- 3.9.3 A Family Liaison Officer had recently been appointed at the school. It was hoped that this would support parents in regaining control of children and help them to develop new strategies to deal with attendance.
- 3.9.4 An attendance reward scheme was in place to provide incentives to children to attend school. 100% attendance for the year was rewarded with a £25 gift voucher. McDonald's vouchers for a full term attendance and a 96% attendance rate was awarded a small gift and a certificate. This was further supported by the Governors, for example one who works for P&O gave a family trip to France, after a draw, for one of the children receiving 100% attendance. There was also a centre where children could go to have lessons to build up their confidence before returning to the classroom. Where children were found to be truanting they could be given detentions and/or put in an inclusion room for the day, where the children had total supervision and were not allowed to mix with friends at break times. Also signs had been introduced to be placed in shops stating that children would not be served without a pass between the hours of 9.00 am to 3.45 pm.
- 3.9.5 It was felt that more could be done and the school would benefit from the introduction of more fencing and CCTV and was currently considering applying for a grant. Police response times were also identified as an issue and when a serious incident happened in school a 999 call was required to call a Police Officer. It was confirmed that a Town Council in Durham had invested money in CCTV for the school and also crime reduction through grants awarded to the Council. There had been a regular

Police presence in the school and this had proved useful in terms of exchanging information and improving relations between pupils and Police.

- 3.9.6 Jane Allcock of Castle Community School stated that it needed to be recognised that some students who stayed at home were actually carers. They were worried about what could be happening at home while they were at school or needed to look after adults or younger children. Each case would therefore need to be assessed individually. It was confirmed to the Committee that schools went through a long process before they referred children to the Behaviour Service, therefore a Court case was a very long way down the line.

## Inquiry Report 10

Name of Person Giving Evidence:	Bob MacFarlane, Head Teacher, Brook Education Centre
Date and Time of Evidence:	Monday, 17 February 2003 at 6.00 pm
Source of Information:	Meeting of the Scrutiny (2) Sub Committee (Crime Reduction)

### Summary of Evidence

- 3.10.1 Bob MacFarlane of Brook Education Centre explained that the school dealt with children who were permanently excluded from other schools and that the Local Education Authority was the governing body for the school. The children at the school came from a wide spectrum of backgrounds and difficulty lay with bringing these children together.
- 3.10.2 Up until September the school had both key stage 3 and 4 pupils attending part-time. However a change in legislation had meant that all children were now entitled to a full-time education. This resulted in the school being unable to provide for key stage 4 pupils and only able to teach key stage 3 pupils. Previously Year 11 pupils had been placed into South Kent College on vocational courses a year earlier than they would normally have done. Now it has been decided that Year 10 pupils will follow the same route. South Kent College provided key skills courses, the Youth and Community Service provided an alternative curriculum and they were also private providers offering courses. As a College was really an adult environment, problems occurred with some children placed in that environment who may not have the maturity or support to succeed. In this respect Behaviour Services in this respect provided training for college lecturers and supported various projects within colleges. It was explained there was a penalty for schools which excluded pupils and this is used by Kent County Council to pay for the alternative curriculum.
- 3.10.3 The support provided in primary schools by Behavioural Services mainly relied on working with groups of children and staff. The most successful way of working had proven to be with staff and strategies were in place to deal with difficult behaviour thus affecting more children. The school currently had an excellent relationship with Police and Social Services. It was estimated that only 15% of the client group had experienced difficulties with the Police.
- 3.10.4 The biggest task facing schools was to get over anger and disaffection from pupils and the reluctance to engage with the authority. This was not helped by the large number of parents who were disenchanted and who perhaps had bad memories of school themselves.
- 3.10.5 The issue of school security was explained and the Committee was informed that, when the school first had the building in Folkestone, the building was completely open. There had been problems with vandalism and but also a covered canopy at the front of the school had been misused outside of school hours. The school had obtained funding for a fence around the school and, since the introduction of the fence, had received letters saying how much better the neighbourhood was and that

people could now walk past the school without worrying. Security had a greater impact than on the school alone: it also had an impact on the community. It was confirmed that there were problems with the Data Protection Act with regard to gaining necessary information and this could cause long delays. Behavioural Services fund six teachers throughout Kent to ensure there is liaison between Social Services and schools. However Social Services had reshaped their workload and no longer seemed to be getting into schools. Schools therefore need more information and greater communication with other agencies.

## Inquiry Report 11

Subject of Evidence:	The District of Dover Crime Reduction Partnership
Source of Information:	Angela Taylor, Committees and Scrutiny Officer

### **Summary of Evidence**

- 3.11.1 The Dover District Crime Reduction Partnership was formed as a result of the Crime and Disorder Act 1998 which required that Local Responsible Authorities work with key partners and agencies to formulate and implement local crime reduction strategies. The Crime and Disorder Act 1998 recognised that the Police could no longer be the primary crime prevention agents and advocates a more comprehensive inter-agency approach to crime prevention and reduction. The partnership is co-ordinated by the District Council's Crime Reduction Partnership officer.
- 3.11.2 The following agencies form the Dover District Crime Reduction Partnership: Dover District Council, Kent Police, Kent County Council, East Kent Coastal Primary Care Trust, Kent Fire Brigade, Kent Probation, HM Customs and Excise, East Kent Young Offenders Team and the Kent Drug Action Team.

### **Crime Reduction Strategy**

- 3.11.3 The Crime Reduction Partnership is responsible for the development, implementation and monitoring of a three year strategy for reducing crime, disorder and the fear of crime in the District.
- 3.11.4 The second strategy, the Dover Community Safety plan 1999-2002, was the first statutory plan that identified ways in which crime, disorder and the fear of crime could be reduced. Its main focus was:
- Youth Crime
  - Domestic Violence
  - Repeat Victimisation
  - Drug and Alcohol Related Crime, including Bootlegging
  - Fear of Crime
  - Community Involvement
- 3.11.5 The activities included in the plan enabled a 20% reduction in crime across the District.

### **The Current Strategy**

- 3.11.6 The Crime Reduction Strategy 2002-2005 after consultation identified the top 6 priorities for crime reduction as:
- (1) Reduce violent crime.
  - (2) Reduce actual crime in the Town Centre.

- (3) Target persistent perpetrators of public disorder and anti-social behaviour.
- (4) Reduce both domestic burglary and the number of victims of repeat burglary.
- (5) Reduce rural crime.
- (6) Target issues behind Youth Crime.

3.11.7 These priorities have fed into the main aims and objectives of the strategy:

- (1) To make the District a safer place to live in.
- (2) To Reduce Crime and the Causes of Crime within the District.
- (3) To work more effectively with the Public to reduce Crime and Fear of Crime.
- (4) Reduce the Impact of Drug and Alcohol Related Crime on the Community.

3.11.8 The aims and objectives detailed in the Strategy were designed around the five main elements needed to reduce Crime and Disorder:

- (1) **EDUCATION** eg Alcohol and Drug Awareness, Citizenship and PHSE Curriculum in schools.
- (2) **DESIGN** eg Regeneration, new facilities, new build and designing out crime.
- (3) **DIVERSION** eg Referral Schemes, dedicated outreach workers and early intervention opportunities.
- (4) **INTERVENTION** eg Neighbourhood, Pub and Hotel Watches and CCTV.
- (5) **ENFORCEMENT** eg Licensing enforcement, increased visibility for targeted operations.

3.11.9 The current Crime Reduction Strategy (1, see Appendix 1) identifies the following Key targets (2, Further detailed targets are listed at appendix 1):

Key Target 1: To Reduce all Reported Crime by 10 % over the three years of the Strategy.

Key Target 2: To Reduce the number of incidents of Public Disorder by 10.5 % over the three years of the Strategy.

### Delivery

3.11.10 The District of Dover Crime Reduction Partnership will be the key strategic group where decisions are made on the focus of the crime reduction strategy and it will also monitor the impact of the various initiatives. To deliver the strategy six Sub Groups will be formed to deliver the crime reduction initiatives as well as identify issues for the Crime Reduction Partnership to examine. The six sub groups are:

- Drug and Alcohol Initiatives Group.
- Youth Group.
- Quality of Life Group.
- Crime Reduction Group.
- Town Centre.
- Crime Group.
- Community Involvement Group

## Inquiry Report 12

Subject of Evidence:	Teenscheme,
Source of Information:	Laura Lynch, Recreational Development Officer

### Summary of Evidence

3.12.1 Teenscheme is provided by Dover District Council in conjunction with other agencies and has been identified during the course of the review as an important initiative in Crime reduction relating to youth.

### Background

3.12.2 Dover District Council Teenscheme is an extension of Playscheme and was introduced three years ago. Teenscheme takes place throughout the summer catering for 13-18 year olds. Playscheme has been successfully running for over twenty five years providing safe and supervised play for children aged between 6 and 12 years.

### Objectives of Teenscheme

3.12.3 The objectives are:

1. To encompass the District Community Safety Plan by:
  - (i) providing organised activities for youths
  - (ii) targeting those in priority areas.
2. To provide teenagers with the opportunity to take part in more challenging activities than those provided on the school curriculum.
3. To extend Playscheme, catering for the older age range in the District.
4. To develop sports in the local area by encouraging teenagers to participate in taster sessions.
5. To provide the opportunity for teenagers to travel outside the borders of their wards and take trips to other areas around Kent to experience exciting and challenging activities (Ice Skating at Gillingham, Arethusa at Rochester, Rollerblading at Broadstairs etc)
6. To provide free transport particularly accommodating those from areas of deprivation.

### Success of Teenscheme

3.12.4 Following the scheme in 2001, questionnaires were sent to the homes of participants and course co-ordinators the following was highlighted:

- Participants thoroughly enjoyed the variety of challenging activities.
- Parents were very satisfied with the low cost of participation and expressed their delight with the project.
- Some of the Course Tutors identified that it had helped to promote and develop the sport/activity, when teenagers became members of the club following the summer holidays and one case where an individual started working for a club.
- Special needs children were also involved in the scheme, advice was taken from the Council's Health and Safety Officer and Course Tutors were then advised on precautionary action to take specific to the child's needs and their course.

3.12.5 The questionnaire process in 2001 enabled the Council to deliver a very successful Teenscheme in 2002, giving those attending what they had requested as can be seen from the much improved attendance figures. Many of the courses were full to capacity.

3.15.6 Attendance numbers by activity by week for 2001:

	<b>Week 1</b>	<b>Week 2</b>	<b>Week 3</b>	<b>Week 4</b>
Horse Riding/golf	10	10	12	13
Water Sports	5	10	23	17
Fencing/Dry Sports	7	8	13	18

3.12.7 Attendance numbers by activity for 2002 (most accommodated a maximum of 15-20 places)

<b>Activity</b>	<b>Number</b>
Tennis and Badminton	18
Karate	16
Football	11
Scuba Diving	20
Swimming	18
Horse Riding	25
Golf	17
Sailing	18
Rowing	9
Sea Angling	13
Boxercise	13
Cricket	22
Fencing	16
<b>Total Attendance</b>	<b>216</b>

3.12.8 Attendance numbers for Teenscheme excursions 2002

<b>Excursion</b>	<b>Number</b>
Ten Pin Bowling	35
Revolution	21
Ice Skating	48
Planet Lazer	42

<b>Excursion</b>	<b>Number</b>
Arethusa	14
Skiing	25
Buckmore Park	24
Thorpe Park	58
<b>Total Attendance</b>	<b>267</b>

Overall 783 attendances on activities and excursions in 2002.

- 3.12.9 Both Playscheme and Teenscheme have been affected as a result of the savings that have to be made by the Council. Outside funding and partnership work is currently being sought to enable both schemes to be delivered.

## Inquiry Report 13

Subject of Evidence:	Archers Court Youth Centre
Source of Information:	Visit to Archers Court Youth Centre

### **Summary of Evidence**

3.13.1 A site visit was carried out by the Scrutiny (2) Sub Committee (Crime Reduction) to Archers Court Youth Centre. Their Members were able to see the facilities and wide variety of activities offered to young people by the centre as listed below:

- Arts
- Basketball
- Computers
- Discos
- Football
- Lunch Time Youth Club
- Pool
- Table Tennis
- Ice Skating, Skiing
- Pop Concerts
- Football Competitions
- Dance Competitions and Inter-Club Visits

3.13.2 On speaking to young people present at the club the following issues were raised:

- Lack of affordable, regular public transport, particularly in the evening.
- Lack of activities facilities available at weekends.
- All happy to be there and enjoying the activities provided at the centre.
- Plain clothes Policeman could come in to the Youth Centre and speak to them about how they are affected by crime for example as possible victims of crime and reporting crime.

## Inquiry Report 14

Subject of Evidence:	YMCA
Source of Information:	Joyce Fox, YMCA, Prince of Wales House, Dover

### Summary of Evidence

3.13.1 Joyce Fox submitted the following information as part of the review.

#### The Background and Aspirations of the YMCA

3.13.2 The YMCA was established in Dover in 1827. The aspiration of the centre was to develop provision for young people as well as providing both specialist and mainstream youth work.

#### Facilities and Activities provided by the YMCA in Dover

3.13.3 Currently in Dover the YMCA provides centre based youth work such as: music, drama, a weekly disco and drop-in evenings as well as 3 specialist projects a year based on topical issues including pregnancy, crime, personal development and drugs. The YMCA runs personal development courses and provides detached work on estates for, four evenings a week as well as a mini bus funded by the Children's Fund so that young people can be taken out of their areas. The YMCA is funded by Kent County Council (KCC), the Children's Fund and bids for smaller grants from other agencies including the Single Regeneration Budget and Home Office. The YMCA works in a diversionary role with regard to crime, based on the KCC curriculum for Sports and the Arts, providing information, advice and social and personal development. The YMCA uses fun activities to engage with young people and build mentor relationships and works in conjunction with The Prince's Trust and 16+ Gateway to Work.

#### Staffing

3.13.4 At present the YMCA employs 10 staff:

- 1 full time
- 4 part time, 2 of which are administrative positions (1/2 of full time hours)
- 2 part time (1/3 of full time hours)
- 2 Sessional staff
- 1 part time cleaner.

#### Gaps in the services provided for young people

3.13.5 It was felt that the main area where improvements could be made was the provision of facilities for young people, the example was given of the playing field at Aycliffe where the YMCA was allowed to use the field but there was no shelter or toilets available. It was felt that there needed to be more areas of safe open space with shelter that young people could use.

## Inquiry Report 15

Subject of Evidence:	Community Involvement Group
Source of Information:	Christine Waterman head of Community, Culture and Leisure Services

### **Summary of Evidence**

- 3.15.1 The committee agreed as part of its terms of reference on the advice of the then advisory officer to aid the establishment of the Community Involvement Group as one of the 6 sub groups of the District of Dover Crime Reduction Partnership. The main objective of this sub group was to reduce the fear of crime, recognising the importance of the community in reducing Crime and Disorder.
- 3.15.2 When this was identified in the terms of reference of the sub committee this sub group of the Crime Reduction Partnership had not yet been formed. Since the advisory officer leaving the Council the Head of Community, Leisure and Cultural Services has started to review the activities of the Crime Reduction Partnership with the Police and it is unlikely that this group will now be formed. Its principle target to reduce fear of crime will be taken on by an existing group. There is to be a training session in May to review all of the Crime reduction Partnership's activities and it is envisaged that this issue will be addressed then.



## **Section 4: Issues Report**

*A summary of the issues considered by the Committee in determining its recommendations*



# Issues Report

## **The Council's Role**

4.1.1 The Crime and Disorder Act 1998 requires local authorities and the police, with other key agencies and the community, to work together at district level to develop and implement strategies for reducing crime and disorder in their area. There is now a legal obligation upon police authorities, probation committees and health authorities to co-operate fully in this work. The Act also specifies that other people and organisations that are to be invited to contribute to the process, such as voluntary organisations, local businesses and many minority groups and organisations.

(a) The Council has a co-ordinating role as a member of the Crime Reduction Partnership working with a number of agencies to reduce crime and disorder in the Dover District through acting on a number of areas and defined targets as laid out in the 2002 – 2005 Crime Reduction Strategy. The two key targets in the strategy are:

- (1) To reduce all reported crime by 10% over the three years of the strategy.
- (2) To reduce the number of incidents of public disorders by 10.5% over the three years of the strategy.

The Council also has a role in providing the following for young people in the District.

- (b) Providing Street lighting in Priority Areas.
- (c) Capital Schemes such as providing teen shelters, play areas and skate parks.
- (d) Diversionary activities for example Teenscheme and Playscheme. The Teenscheme had proved to be successful but it is evident from the review that there would be benefit in extending the scheme.
- (e) It was also in the Council's corporate plan to develop and adopt a Youth Strategy by December 2003.

## **Outside Agencies**

4.1.2 The following agencies were identified in the review as having an integral role to play in crime reduction in the district and the issues aligned to each are outlined below:

### **Police**

The following issues were identified:

- (a) Communication between police and other agencies in working toward reducing youth crime. It was felt that there would be benefit in increasing the level of communication and interaction between the Police and other bodies.

- (b) Response times of the Police and the level of crime recorded.
- (c) The joint family management project was felt to have been a success and benefit could be gained in expanding the scheme.

#### Schools, Education, Attendance and Behavioural Services

The following Issues were identified:

- (a) Unauthorised absence and information sharing with other agencies. It was commented on during the review that information sharing with other agencies had been restricted by the Data Protection Act and information was not readily available when required.
- (b) School security and the impact on community safety and grants was brought to the attention of the committee.
- (c) Stronger links with the Police and a greater Police presence in schools with increased visits and interaction with schools.
- (d) Sure start was identified as being of great importance in supporting young families.
- (e) Family liaison officers were also regarded as being significant in their role supporting parents.

#### Juvenile Law

The following issues were identified:

- (a) Concerns were raised on the impact of juvenile law and the leniency of the punishment given for the crime committed.
- (b) It was recognised that there was usually a lot of background work and actions taken by other agencies before a case reached court.
- (c) The importance of restorative justice and responsibility was highlighted

#### Area Youth and Community Services

The following issues were identified:

- (a) A vast number of voluntary agencies across the district were not well known and more could be done to publicise their work.
- (b) The impact of diversionary activities and the importance of schemes such as teen scheme were emphasised.
- (c) There needed to be greater provision of places with light and shelter for young people to go.
- (d) The inadequate number of youth workers, especially in rural areas of the district was noted.

### East Kent Youth Offending Team

The following issues were identified:

- (a) The importance of diversionary activities was highlighted.
- (b) It was felt that Teen Scheme needed to be extended and given extra funding and the Splash scheme be rolled out in Dover.
- (c) The important role of Sure Start was identified.

### **Towns and Parishes**

4.1.3 It was evident from the annual Towns and Parishes meeting on Wednesday 7 November 2002 that the issue of crime and disorder was of great importance to the Town and Parish Councils. It was noted at the meeting that the findings of the sub committee would be presented to town and parish councils in due course. The following issues relating to this were raised at the meeting:

- (a) Older children wishing to participate in activities outside of village confines and being unable to do so because of lack of public transport.
- (b) The lack of local facilities for 8-14 year olds who were not in a position to travel even if public transport was available.
- (c) The need to provide adequate supervision at local facilities such as youth clubs, sports clubs etc.
- (d) The provision of appropriate training for leaders/volunteers.
- (e) The possibility that younger children might respond more positively if the leaders/volunteers were younger and if they could be involved in projects that had a positive end result.
- (f) Funding would be necessary to implement any new initiatives and Parish Councils were asked for their views on match funding. Whilst not opposed to the principle, they indicated that many Parish Councils only had a small income and that there were similar requests from other organisations which might have a higher priority, for example, additional policing.



# **Section 5: Audit Report**

*A report on the overview process by the Council's Audit and Performance Unit*



# Audit Report

## 5.1 Process

Initial comments were presented to the Committee on 8 April 2003. Those comments confirmed that the review had followed the recommended process, and sought to add value to the Members review by suggesting areas which may warrant further investigation.

Discussion of the Committee's Action Plan, and the development of recommendations paid reference to the concerns raised in the initial comments. The recommendations now proposed by the Committee are sufficient to direct Council Officers to further develop the work started by the Committee, with the aim of

- (i) reporting back progress on specific recommendations, and
- (ii) analysing the data collected by Members to suggest further actions.

The Review undertaken is considered to have followed the recommended four stage overview process, being briefly:

- Definition of the scope and methodology.
- A research paper providing background information.
- Documentation showing the extent of the investigation.
- A final analysis.

## 5.2 Rationale for the review

Crime Reduction was identified by Members as an area in which the Council should be involved as, both Nationally and locally, there is perception by the public that more should be done to tackle crime.

The review can be linked back to the corporate plan's key theme of having pride in the District.

## 5.3 Stage 1 – Definition of the scope and methodology

Setting the scope of the review was difficult as this is such a wide-ranging area. The Research report identifies a need to focus on Youth Crime. Although acknowledged as being relatively low in the District, it is considered to be of great importance to prevent Youth Crime developing into Adult Crime. This decision limited the scope of the review to the terms as recorded in the minutes of the meeting on 5 August 2002:

- "(i) to gain a true picture of youth crime committed in the district, and look at methods of reducing youth crime.
- (ii) to aid the establishment of the Community Involvement Group."

A list of interested parties to be requested to assist in the review were identified.

#### 5.4 **Stage 2 – A research paper providing background information**

Background information, including statistics to quantify the issue, was made available. The information included a copy of the Crime Reduction Strategy, 2002-2005, as agreed by the District of Dover Crime Reduction Partnership.

The Strategy includes a list of Aims and Objectives, assigning a responsible partner against each aim. The responsible person for achieving aim 2.4 "Target issues behind Youth Crime" is the Kent County Council Area Youth and Community Manager. The document suggests that the solution lies in the provision of "diversionary activities" which would be best delivered by a multi-agency approach. The requirement to tackle the issue is identified as "Provision of enhanced youth facilities and informal education opportunities, aimed at reducing incidents of Drug and substance misuse, youth crime and low level Public Disorder."

In view of this, it may have been beneficial to the review if the KCC Area Youth and Community Manager had been invited to sit on the review committee.

#### 5.5 **Stage 3 – Documentation showing the extent of the investigation**

The Investigation was performed mainly via a series of interviews with representatives from agencies/partners involved with the Crime Reduction Strategy, and a visit to Archers Court Youth Centre. These interviews are all documented.

The investigation provided evidence of a range of services offered to Youth in terms of "diversionary activities" and the support of offenders by groups such as the Youth Offending Team, and including steps being taken by schools and police to encourage education.

#### 5.6 **Stage 4 – A final analysis**

The "Issues Report" identifies that the Council has a key role in the co-ordination of the Crime Reduction Partnership, but that much of the work is performed by other agencies / Partners. Members should be satisfied that the review has demonstrated that Partners are committed to the Strategy, and are actively working to reduce crime.

#### 5.7 **Achievement of aims of the Review**

- (i) To gain a true picture of youth crime committed in the district, and look at methods of reducing youth crime

The East Kent Youth Offending Team provided statistical evidence to show the level of youth crime, the types of incident, numbers of crime per ward etc. Due to the wide scope of the review the opportunity to examine this data in detail, and hence target recommendations at specific aspects of crime has not occurred. It may be beneficial to the final output of the review for Members to consider ways in which this data could be used in order to further the aims of the Strategy. This could include, for example, consideration of the following types of issue:

- Looking at reasons why crime in some areas was more prolific than in other areas.
- Seeking to address any of the differing types of offence.

- Seeking out other reasons for Youth Crime. There has been an assumption throughout that Youths commit crime solely because they have nothing to do.

In furtherance of the Council and Strategy aims Members may wish that the theme of Clean, Green and Safe (one of the chief cross-cutting themes which has been used by Inspectors as part of the Comprehensive Performance Assessment), is applied to assist in reducing youth crime. One option would be for Partners within the Strategy to consider environmental improvements to a specific area, which could include the youth population in both the decision and the provision of improvements.

Although several of the interviewees suggested that substance abuse played a large part in youth crime this point does not yet seem to have received any recognition by the committee. Again, this is an area where specialist advice on tackling the issue may be warranted in the identification of a solution, and Members may wish to consider a request to Partners to review this aspect specifically.

(ii) To aid the establishment of the Community Involvement Group

Inquiry Report 15 states that it is unlikely that the Community Involvement Group will be formed. The Committee has not as yet expressed their opinion, following this investigation, on whether there is still a need for this group.

## 5.8 **Recommendations**

Recommendations made generally support the work and initiatives already in progress by others. However, currently none of the recommendations add value to the work already being undertaken, and Members should now consider recommendations which will take this work further. A great deal of data has been submitted highlighting the problem areas. Members may wish to request that the Partners concentrate on methods of tackling, for example, the areas with the worst crime rates, or specific types of crime, and report back with proposals.

## 5.9 **Audit Conclusions**

The Review is considered generally to have followed the recommended four-stage overview process. It has proved beneficial in providing an understanding of the issues, and focussing minds on specific areas. However, the investigation did not venture far enough into the range of reasons behind youth crime, and could not in itself, therefore, add anything to the work already in progress through the Strategy in tackling Youth Crime.

Members are however in a unique position to be able to add strategic direction into how the Council, with its partners, could move this issue forward to produce positive results.

## The Overview Process

### Review of items within Scrutiny Work Programmes

#### Stage 1

Methodology: How will the review be conducted?

A Sub-Committee will normally be formed by the main committee and will assist in identifying the following:

- What should be the terms of reference for the review?
- What support has been allocated to the review?
- Which person/organisations are to be involved in the review?
- What consultation should be undertaken with interested parties?

#### Stage 2

Research: What background information is necessary?

The Supporting Officer(s) will normally prepare a briefing paper on the topic for review identifying the following:

- What is the statutory position regarding the issue or service?
- What is the background history of this matter?
- How is the District Council involved and what are the key stakeholders?
- What are the options available and constraints in force?

### **Stage 3**

Investigation: What views and/or approaches should be considered?

The Sub-Committee will normally assist the main committee in identifying the following:

- What should be the main areas for enquiry following the research of this issue?
- What further research is required?
- What process should be adopted by the committee to examine the areas of enquiry?
- Which parties should be invited to attend a meeting of the committee?

### **Stage 4**

Final Analysis: How should this issue be progressed in the future?

The Main Committee will normally consider the views of interested parties identifying the following:

- What are the aspirations of the District regarding this issue or service?
- What are the strengths of current arrangements?
- What are the weaknesses of current arrangements?
- What recommendations for further action should be made to Cabinet and Council?



# **Section 6: Recommendations**

*Details of the recommendations of the Scrutiny (Community and Regeneration) Committee to Council*



## Scrutiny (2) Sub Committee (Crime Reduction)

### Action Plan

ISSUES RAISED	ACTION
<i>The Council's Role</i>	
Capital Schemes	<ul style="list-style-type: none"> <li>That the Crime Reduction Partnership Officer, using the information in this report, identifies to Cabinet and Council those areas in need as priority areas for capital schemes to address issues such as street lighting and teen shelters.</li> </ul>
Teen scheme and Play Scheme	<ul style="list-style-type: none"> <li>That the Council supports a multi-agency approach to review and extend the Play Scheme and Teen Scheme provision in the district and funds be sought from outside agencies such as the Crime Reduction Partnership</li> </ul>
Youth Distraction Scheme	<ul style="list-style-type: none"> <li>That the Council and the Crime Reduction Partnership investigate pooling groups and funding for youth distraction schemes to ensure a co-ordinated approach.</li> </ul>
Youth Strategy	<ul style="list-style-type: none"> <li>That the Council ensures a Youth Strategy is adopted by December 2003.</li> </ul>
<i>Outside Agencies</i>	
Police	<ul style="list-style-type: none"> <li>That the Police be advised of the findings of this review, that representations are made to them and the Crime Reduction Partnership concerning response times and communication, and that they are asked to look at the current systems which are in place.</li> <li>That the Council be recommended to support the expansion in the numbers of Community Police Officers, Rural Wardens and Community Safety Officers and investigate funding.</li> <li>That the Police be asked to investigate paying Special Constables to improve the visible policing presence.</li> <li>That the Council be recommended to investigate the funding and expansion of the Joint Family Management Scheme.</li> </ul>

ISSUES RAISED	ACTION
Schools, Education and Attendance and Behavioural Services	<ul style="list-style-type: none"> <li>• That the issues raised on communication, information sharing (in particular agencies commented about the lack of information from Social Services) and school security are put forward to the crime reduction partnership and that the concerns on Schools and Social Services be investigated by the Head of Community, Leisure and Cultural Services.</li> <li>• That the Council be recommended to investigate the funding and expansion of the Family Liaison Officer Scheme.</li> <li>• That the Council ensures that the funds available to Schools for Crime Reduction and Security are publicised and they are aided in accessing funds by the Council, when the new Crime Reduction Partnership Officer is in post.</li> </ul>
Juvenile Law	<ul style="list-style-type: none"> <li>• That the Chair of the Youth Panel be advised of the findings of the review, particularly with regard to judgement on breach of an Order.</li> </ul>
Area Youth and Community Services	<ul style="list-style-type: none"> <li>• That continuation of the Council's Capital Schemes such as the provision of youth shelters be supported and that full consultation be carried out with communities, Town and Parish Councils and young people.</li> <li>• That the provision of cheap public transport be investigated.</li> <li>• That the number of youth worker vacancies in the district is noted and KCC be requested to make every effort to resolve this.</li> <li>• That the Head of Community, Leisure and Cultural Services investigate the Youth Forum already in place in the district and further its progress</li> </ul>
East Kent Youth Offending Team	<ul style="list-style-type: none"> <li>• That the government be requested to extend the Sure Start Scheme throughout the district.</li> <li>• That the importance of diversionary activities is recognised, any further schemes to expand the number of diversionary activities are supported and young people are consulted.</li> </ul>
<i>Towns and Parishes</i>	
	<ul style="list-style-type: none"> <li>• That the Council, through the Crime Reduction Partnership Officer once in post, support Towns and Parishes in Crime Reduction measures with regard to accessing grants, funding, information and advice.</li> <li>• That the findings of this review are circulated to Town and Parish Councils and their comments are reviewed at the next meeting of the Town and Parish Councils in July 2003.</li> <li>• That Town and Parish Council's are involved in District Council schemes.</li> <li>• That drop-in centres must be fully investigated to see whether or not they can be established</li> </ul>

## **Section 7: Appendices**

### ***Additional material relating to the review:***

Appendix A: Crime Reduction Strategy

Appendix B: Young People and Community Safety Developing a Strategy

Appendix C: Recorded Crime for Six Key Offences 2000/01 to 2001/02

Appendix D: East Kent Youth Offending Team Presentation

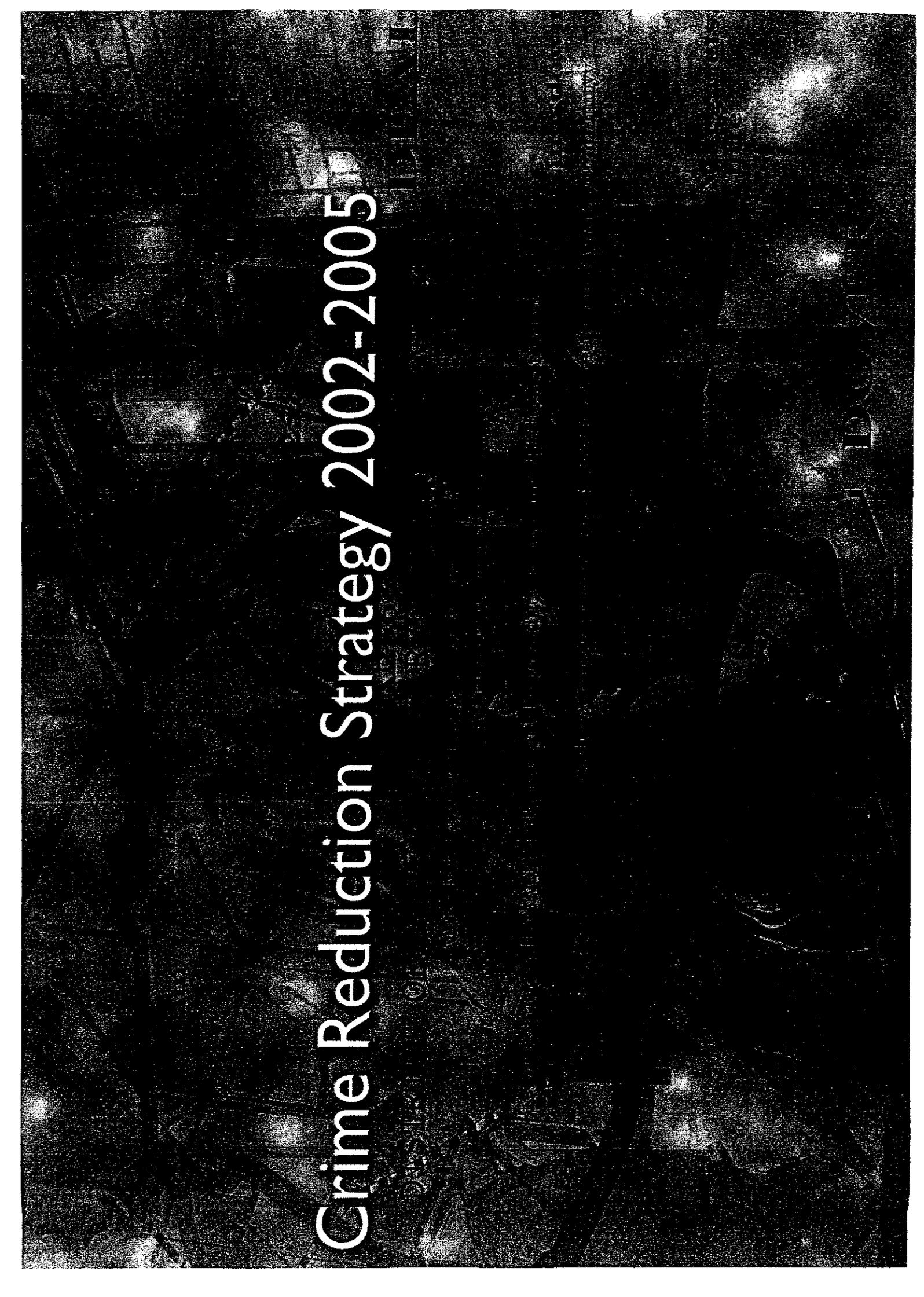
Appendix E: Police Strategy



# **Appendix A**

## ***Crime Reduction Strategy***

# Crime Reduction Strategy 2002-2005



## Councillors Message

This is the third Crime Reduction Strategy for the District of Dover. It identifies ways in which the Crime Reduction Partnership will continue to work together to tackle and reduce crime, disorder and the fear of crime, and to build on the 20% reduction in crime between 1999-2001.

Dover District Council is committed to reducing crime, disorder and the fear of crime. It will do this through projects and initiatives that it leads, such as CCTV, by working in partnership with the Crime Reduction Partnership and by involving the communities in the district. By doing this we hope to further reduce the levels of crime in this district, making this district one in which everyone can have pride.

Councillor Peter Wells  
Leader, Dover District Council

## Police Message

The South East Kent Police Area working with other agencies and organisations has been part of the current district wide success story in reducing crime over the lifespan of the 1999-2002 Crime Reduction Strategy.

To achieve continued success not only do we need the agencies to work in partnership, we also need the help and commitment of the public. Working together we can make the district a safe place to live in.

Steve Harris  
Superintendent  
Area Commander South East Kent Police

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## Foreword

This is the third Crime Reduction Strategy produced for the district of Dover. It identifies ways in which the District of Dover Crime Reduction Partnership will work together to tackle and reduce crime, disorder and the fear of crime. **This Strategy will build on the success of the Dover District Community**

**Safety Plan 1999 - 2002, which, between the years of 1999 - 2001 reduced crime by 20 %.**

However, crime reduction initiatives do not work in isolation. We need to recognise that crime is only one of a number of inter-linked problems, such as poor housing and limited opportunities both in education and employment. These problems are often focussed on small neighbourhood areas and present a disproportionate financial burden on the agencies involved. By tackling the problems with a joined up approach we will not only reduce crime, increase educational and employment opportunities, we will also achieve resource savings that can be re-deployed to other parts of the District.

## PUBLIC INVOLVEMENT

Crime Reduction is not just the responsibility of the Police and other agencies. The Public has an important role to play in reducing the opportunities for crime and improve the quality of life for all of the District's residents. If individuals and communities can do as much as they can to reduce the opportunities for crime it will make it easier for the agencies to tackle the root causes of crime.

This three-year strategy renews the commitment of the District of Dover Crime Reduction Partnership to tackle crime, disorder and the fear of crime. We will do this by:

1. Making the district a safer place to live in
2. Reducing crime and the causes of crime
3. Working more effectively with the public to reduce crime and the fear of crime
4. Reducing the impact of drug related crime on the community

Reduce crime and the causes of crime

Make the District a safer place to live

## Background

The Crime and Disorder Act 1998 requires that the Local Responsible Authorities in the district of Dover form a partnership which will produce, implement and monitor a three year Crime Reduction Strategy for reducing crime, disorder and the fear of crime in the district.

In the district of Dover, the Local Responsible Authorities are: Dover District Council, Kent Police, Kent County Council, East Kent Coastal Primary Care Trust, Kent Fire Brigade, Kent Probation, HM Customs and Excise, East Kent Young Offenders Team and the Kent Drug Action Team. Together these agencies form the District of Dover Crime Reduction Partnership.

The Dover District Community Safety Plan 1999-2002 was published in April 1999. It was the first statutory plan that identified ways in which crime, disorder and the fear of crime would be reduced. Its main focuses were:

- Youth Crime
- Domestic Violence
- Repeat Victimisation
- Drug and Alcohol Related Crime, including Bootlegging
- Fear of Crime
- Community Involvement

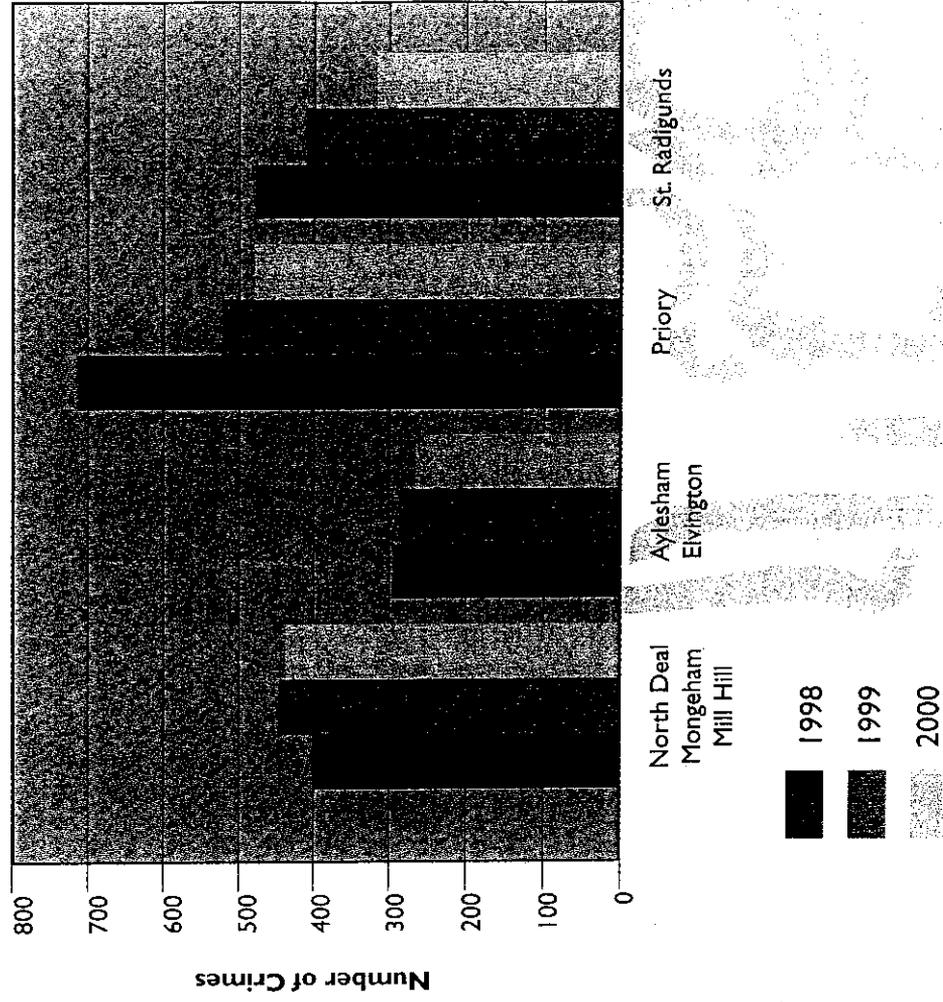
The Plan also identified four Priority (or Hot Spot) Areas:

- North Deal, Mongeham and Mill Hill Wards - Deal
- St Radigunds Ward - Dover
- Priory Ward - Dover
- Evington and Aylesham Wards

Reduce impact of drugs and alcohol related crime on the community

The activities included in the plan enabled a 20% reduction in crime across the district. More information on the success of the 1999 - 2002 Dover Community Safety Plan is included at Appendix 2.

Table below shows the crime reduction levels compared with 1998.

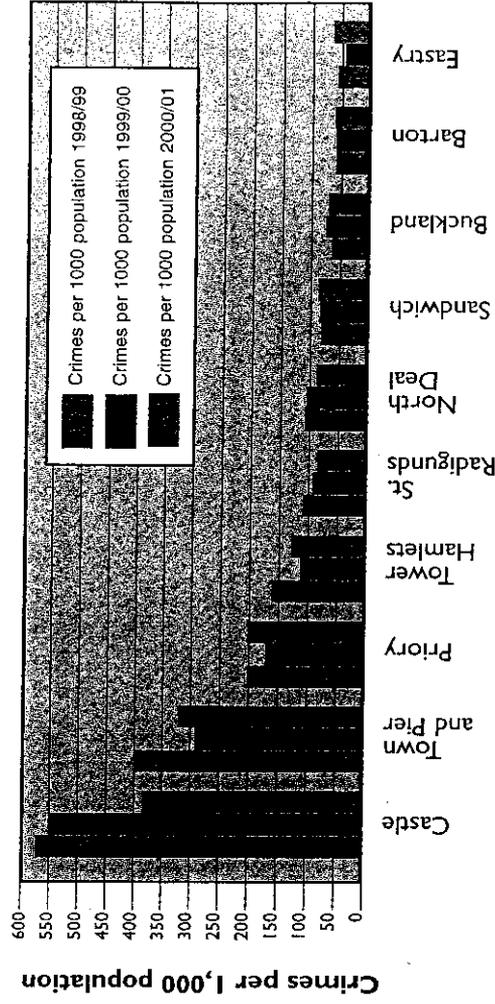


## Preparation of the 2002 - 2005 Dover Crime Reduction Strategy

An audit has been carried out to assess the level of crime in the District, it also included information on: Deprivation levels; exclusions; unemployment; social services information; hoax fires; re-offending rates and other data, which, identified the key crime issues in the district.

The Audit has enabled us to identify the Geographic Focus Areas as well as the key themes that the 2002 - 2005 Strategy will concentrate on.

**Total Crime April 2000-March 2001**



However, there are only a few areas within these wards that are high crime areas.

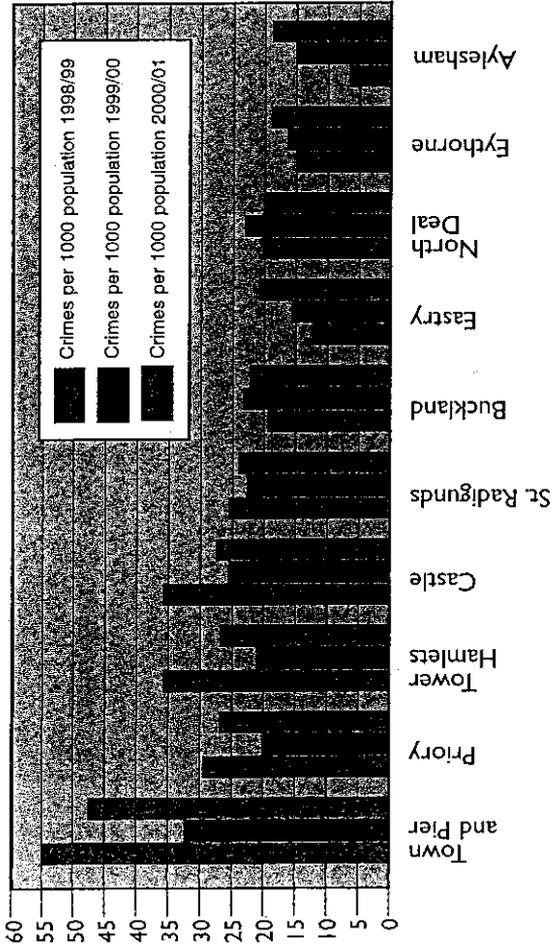
We also used the other audit data to identify the drivers behind the crime levels. For example, in Sandwich there was an increase in total reported crime in the Ramsgate Road area, where Pfizer is sited, due to increased thefts on the building site. The Police have successfully worked with Pfizer and this is no longer a problem.

Some of the wards that are further down this list have other specific problems. Buckland has a high level of disturbances in a public place and domestic incidents. Whilst crime as a whole is not that high in this ward, it has other contributing factors that will need attention by the partnership.

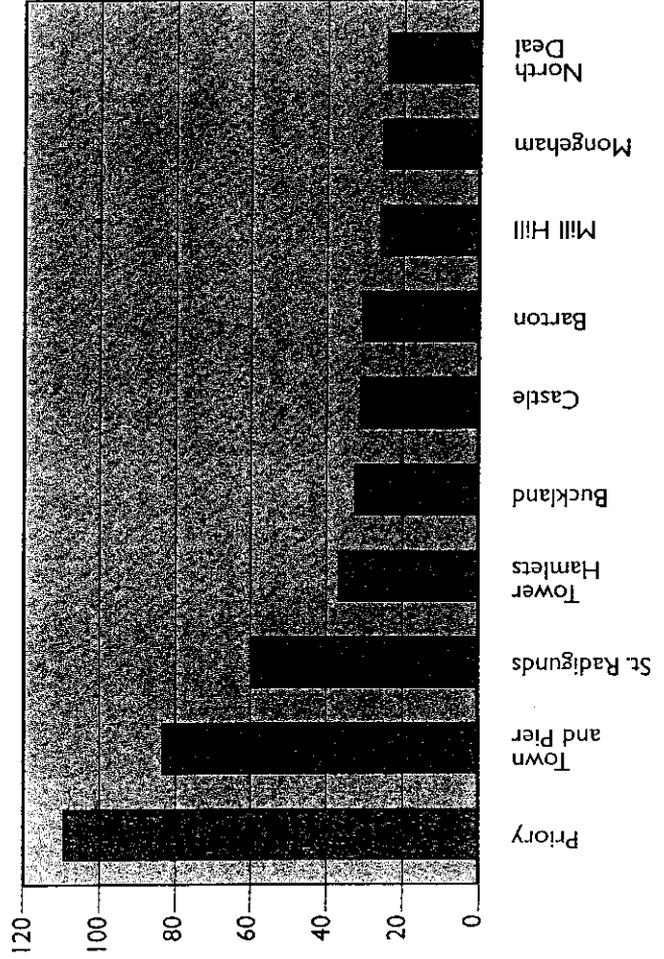
## CRIME AUDIT



**Criminal Damage per 1,000 population  
April 2000-March 2001**



**Reports of Public Disorder per 1,000 population - April 2000-March 2001**



## Public Disorder

Public Disorder is not always recorded as a crime. Two of the major contributing factors to the amount of Public Disorder is the night-time economy and anti-social behaviour. Anti-social behaviour, caused either by individuals or groups of people is on the increase. Whilst there are protocols in place to tackle anti-social behaviour, the partnership needs to improve how we do this. In response to this need, both anti-social behaviour and criminal damage will be targeted in the next strategy.

Criminal Damage continues to be a significant problem for affected communities. It is also the second highest recorded crime in the district after violence against a person.

35% of incidents reported to the Police that do not result in a recorded crime (e.g. civil disputes, drunkenness or neighbour disputes) are Disturbances in a Public Place. These figures along with the reports of criminal damage point to a need to tackle Public Disorder in the district. Public Disorder also impacts on the levels of fear of crime.

South East Kent Police have successfully piloted the Joint Family Management Programme in Folkestone to tackle problem families which often generate a disproportionate amount of crime and impact heavily on the community. This programme has now been evaluated and will be used in the District of Dover to tackle problem households.

Reduce crime and the causes of crime

Make the District a safer place to live

# ANALYSIS OF THE AUDIT

The main generators of crime in the district have been identified as:

- Problem Households
- Drugs and Alcohol
- The Night-time Economy
- Illicit Markets (including Bootlegging)
- Environmental / Planning Issues
- Homes of Multiple Occupancy

Many of these issues particularly drugs and alcohol have played a part in the increase in reports of violence against the person, the highest number of reported crimes are in this category. Violent crime has a wide impact on the community; not only for the victims of the crimes but it also creates a feeling of fear within the community. However, violent crime has the highest detection rate of any crime reported to the Police. The partnership needs to look at ways in which it can reduce the levels of violence against the person, in particular it will look at ways in which alcohol related assaults can be reduced, whilst at the same time encouraging even greater reporting levels of Domestic Violence.

Tackling violence against the person will also have a positive effect on the levels of crime in our town centres, particularly Dover.

Burglary still remains one of the key issues for the community. Whilst there was a slight rise in the levels of burglary between 1999 and 2001, the district still has one of the lowest burglary rates in the County. One of the key groups that are targeted by burglars are those who have been burgled before. In order to reduce the levels of burglary further we will work to tackle and reduce levels of repeat burglaries. We will also look at ways in which we can reduce the need for criminals to commit burglaries e.g. to feed their drugs habits, by targeting drug programmes at offenders.

Reduce crime and the causes of crime

Make the District a safer place to live

## How the District of Dover District Crime Reduction Partnership aims to reduce crime and disorder in 2002 - 2005

Analysis of the audit data identified which wards featured most frequently in the nine crime categories (per 1,000 households - Burglary Dwelling; Burglary Other. Per 1,000 population - Criminal Damage; Theft from Motor Vehicle; Theft of Motor Vehicle; Violence Against the Person; Sexual Offences; Robbery and All Crime). The top three wards are:

- Castle Ward, Dover
- Town and Pier Ward, Dover
- Priory Ward, Dover

These areas have been chosen as Focus Areas as they are the areas with the highest crime levels in the District as well as exhibiting other characteristics that make the likelihood of criminal activity greater. The impact of crime, vandalism to buildings, increased fear of crime and stigmatisation also adversely affect these communities.

However, different wards (and in most cases, only small areas of those wards) suffer disproportionately with specific crimes. Where certain crime types (or themes) affect areas of wards, targeted enforcement and preventative work will be undertaken. By using a thematic (crime or problem related) approach to tackling crime the Police and other partners can use their resources more effectively.

Reduce impact of drugs and alcohol related crime on the community

# CONSULTATION

## Consultation

The research organisation MORI, was commissioned to carry out a series of focus groups in Dover and Sandwich to identify people's views on crime and disorder. The results have been used to produce this Crime Reduction Strategy.

The key issues raised in the consultation were:

- Violent crime, particularly in Dover
- Drug related crime
- Lack of police support/cover in rural areas
- Lack of facilities for young people
- Lack of adequate transport in rural areas
- The public is not aware of the decrease in crime rates
- Need to focus on anti-social behaviour and disorder
- Misconceptions about crime levels:

*"...you could get your pocket picked, you could get mugged...there's a lot of street crime (in Dover)."*

*"...I think the problems we have are more quality of life rather than actual criminal activities."*

*"We blame the youngsters, but they have nothing to do."*

*"We are all watching TV, all crime things and you think 'will that ever happen to me?' ..."*

*- comments made in December 2001*

The top 6 priorities for crime reduction have been identified as:

1. Reduce violent crime
2. Reduce actual crime in the Town Centres
3. Target persistent perpetrators of public disorder and anti-social behaviour
4. Reduce both domestic burglary and the number of victims of repeat burglary
5. Reduce rural crime
6. Target issues behind Youth Crime

# TARGETS

Reduce crime and the causes of crime

Make the District a safer place to live

The Partnership will need to be able to monitor the progress of the projects set up to deliver the aims and objectives of this strategy. The following key Tracking Targets have been identified and will be monitored on a quarterly basis.

1. To reduce all reported crime by 10% over the three years of the strategy  
This breaks down as: 5% reduction in 2002-2003; 3% reduction in 2003-2004 and a 2% reduction in 2004-2005.
2. To reduce the number of incidents of Public Disorders by 10.5% between 2002-2005  
This is a Kent Public Service Agreement Target. This will result in a 3.5% reduction on an annual basis.
3. To reduce burglary by 9% between 2002-2005  
This will result in a 3% reduction on an annual basis.
4. To reduce vehicle crime by 6% between 2002-2005  
This will result in a 2% reduction on an annual basis.
5. To achieve a 5% reduction in offending rates of persistent young offenders on an annual basis.
6. To reduce crimes of violence particularly in respect of Domestic Violence by 12% between 2002-2005  
This will result in a 4% reduction on an annual basis.
7. To increase the number of charges resulting from all Drug Related Offences by 30% between 2002-2005  
This will result in a 10% increase on an annual basis.

# AIMS AND OBJECTIVES

The aims and objectives detailed in the following pages have been designed around the five main elements needed to reduce Crime and Disorder:

1. **EDUCATION** e.g. Alcohol and Drug Awareness, Citizenship and PHSE Curriculum in schools.
2. **DESIGN** e.g. Regeneration, new facilities, new build and designing out crime.
3. **DIVERSION** e.g. Referral Schemes, dedicated outreach workers and early intervention opportunities.
4. **INTERVENTION** e.g. Neighbourhood, Pub and Hotel Watches and CCTV.
5. **ENFORCEMENT** e.g. Licensing enforcement, Increased visibility for targeted operations.

# THE 12 OBJECTIVES

The four aims have been broken down into 12 Objectives, which are:

1. Reduce Actual Crime in the Town Centres
2. Reduce Violent Crime
3. Reduce Rural Crime
4. Reduce both domestic burglaries and the number of victims of repeat burglary
5. Reduce Vehicle Crime
6. Target issues behind Youth Crime
7. Target persistent perpetrators of Public Disorder and Anti-Social Behaviour
8. Reduce Fear of Crime
9. Encourage More Reporting of Crime and Racial Crime
10. To reduce drug related offending and accessibility to Drugs
11. Empower Young People to make the right choices about drugs
12. Reduce bootlegging and underage sales

Make the District a safer place to live

# 2002-2005 CRIME REDUCTION STRATEGY - AIMS AND OBJECTIVES

**Key Target 1 - To Reduce all Reported Crime by 10% over the three years of the Strategy**

**Key Target 2 - To Reduce the number of incidents of Public Disorders by 10.5% over the three years of the Strategy**

Aim(s)	Objectives	Targets		Responsible Post
		Output	Outcome	
1.0. To make the District a safer place to live in	1.1. Reduce Retail Crime in the Town Centres	<p>Increase no. of retailers in the Retail Crime Operations, including Shopwatch and Dover Partnership/Against Crime</p> <p>Expand Safer Shopping Award to other town centres in the District</p> <p>Set up a Door Registration scheme for night-clubs and pubs</p>	<p>Increase in intelligence gathered re crime in town centres, further reduce town centre crime</p>	<p>Town Centre Crime Analyst</p> <p>Town Centre Police Officer</p>
	1.2. Reduce Violent Crime	<p>Robust Policing of Violent Crime Hot Spots</p> <p>Increase in reports of violence in the family, including Domestic Violence, to Police and Social Services</p>	<p>Further reduction in violent crime and disorder</p> <p>Deter Incidents escalating into violent crime</p> <p>Increase in number of arrests for Domestic Violence</p> <p>Reduce the number of repeat victims of domestic violence</p>	<p>Environmental Services</p> <p>Police Inspector</p> <p>Social Services Area Manager</p>
	1.3. Reduce Rural Crime	<p>Set up Country Eye</p> <p>Increase visibility of Rural Tactical Team</p> <p>Develop community links through Community Support Officer and Neighbourhood Watch</p> <p>Set up Rural Warden Scheme</p>	<p>Increase in intelligence gathered, further reductions in rural crime, encourage reporting of crime, tackle anti-social behaviour</p>	<p>Rural Crime Police Officer</p>

# 2002-2005 CRIME REDUCTION STRATEGY - AIMS AND OBJECTIVES

**Key Target 1 - To Reduce all Reported Crime by 10% over the three years of the Strategy**  
**Key Target 2 - To Reduce the number of incidents of Public Disorders by 10.5 % over the three years of the Strategy**

Aim(s)	Objectives	Targets		Responsible Post
		Output	Outcome	
12.0 To Reduce Crime and the Causes of Crime within the District.	To Reduce both Policeable Burglary and Vehicle Burglary	Achieve a 3% reduction in burglary in targeted areas, on an annual basis		Police Inspector
	To Reduce Vehicle Burglary	Increase number of Neighbourhood Watch, Burglary and Carving Schemes	Reduce opportunities to commit crimes against properties; increase in intelligence gathered	Police Inspector
	To Reduce Vehicle Burglary	Targeted enforcement initiatives to reduce theft from and thefts of vehicles	Reduce the number of thefts from vehicles by 2% on an annual basis	Police Inspector
	To Reduce Vehicle Burglary	Multi-agency approach to tackle abandoned cars burnt out vehicles	Reduction in the length of time a vehicle is abandoned before it is disposed	Police Inspector
	To Reduce Vehicle Burglary	Introduction of Multi-agency Joint Family Management approach	Long Term Reduction in abandoned and burnt out vehicles	Police Inspector
12.0 To Reduce Crime and the Causes of Crime within the District.	To Reduce Public Disorders	Introduction of Multi-agency Joint Family Management approach	More timely and better co-ordinated response to disorder and anti-social behaviour	Police Inspector
	To Reduce Public Disorders	10% reduction in the number of incidents of Public Disorders by 2005 This will result in a 10.5% reduction on an annual basis		Police Inspector
12.0 To Reduce Crime and the Causes of Crime within the District.	To Reduce Public Disorders	Multi-agency development of improved provision of (recreational) activities aimed at young people in the adolescent age range	Provision of enhanced youth facilities and informal educational opportunities, aimed at reducing incidents of Drug and substance misuse, youth crime and low level Public Disorder	Area Youth & Community Manager

# 2002-2005 CRIME REDUCTION STRATEGY - AIMS AND OBJECTIVES

Key Target 1 - To Reduce all Reported Crime by 10% over the three years of the Strategy

Key Target 2 - To Reduce the number of incidents of Public Disorders by 10.5% over the three years of the Strategy

Aim(s)	Objectives	Targets		Responsible Post
		Output	Outcome	
3.0. To work more effectively with the Public to reduce Crime and Fear of Crime	3.1. Reduce Fear of Crime	Reduce graffiti and Vandalism	Early rectification and intervention on environmental factors that contribute to the perception of crime	Community Safety Officer
		Promote the successes of the Crime Reduction Partnership	Increase in awareness of the actual crime problems	Dover District Council
		Undertake a regular fear of crime survey	Produce a PR Strategy for Crime Reduction Partnership	Portfolio Holder
		Extension of Mediation Services	Record a reduction in the level of fear of crime (target to be identified)	Community Safety Officer
	3.2. Encourage neighbourhood watch schemes, public and business watch schemes	Increase the Neighbourhood Watch schemes, link to Pub Watch and Business Watch schemes	Reduction in the number of Neighbour Disputes	Community Safety Officer
			Increase in intelligence gathered, further reducing crime	Police Inspector
		Set up secondary reporting mechanism for victims of racial abuse	Reduction in the number of repeat victims of crime	Community Safety Officer
			Increase the number of reports of racist incidents.	Community Safety Officer

Reduce crime and the causes of crime

Make the District a safer place to live

# 2002-2005 CRIME REDUCTION STRATEGY - AIMS AND OBJECTIVES

Key Target 1 - To Reduce all Reported Crime by 10% over the three years of the Strategy

Key Target 2 - To Reduce the number of incidents of Public Disorders by 10.5% over the three years of the Strategy

Aim(s)	Objectives	Targets		Responsible Post
		Output	Outcome	
4.0. Reduce the Impact of Drug and Alcohol Related Crime on the Community	4.1 Reduce Drug Related Offending and accessibility to Drugs	Targeted enforcement against the supply of drugs and drug related crime  Link Dover Partnership Against Crime to the Pubs and Clubs in Dover Town Centre	10% annual increase in the number of charges resulting from drug related arrests	Police Inspector
	4.2 Empower young people to make the right choices about drugs	Employ a Young Persons Drug Support Worker  Employ a Community Drugs Worker, to work with young people	Work with Youth Offending Team and Police to identify vulnerable young people and deliver intensive intervention packages  Increase the number of young people accessing information on drugs and addiction services	Chair of Drug and Alcohol Group  Chair of Drug and Alcohol Group
	4.3 Reduce Bootlegging and underage sales	Undertake joint agency enforcement operations with HM Customs and Excise, Port of Dover Police, and Kent Police  Target premises identified as being involved in the supply of alcohol and tobacco to underage persons	Increase number of enforcement operations and seizures. Evidence of reduced availability of bootlegged goods  Number of Enforcement Operations, seizures and prosecutions	Police Inspector  Trading Standards Officer

Please note: Final target setting for some of the outcomes will be determined by individual action plans.

## How the Strategy will be delivered

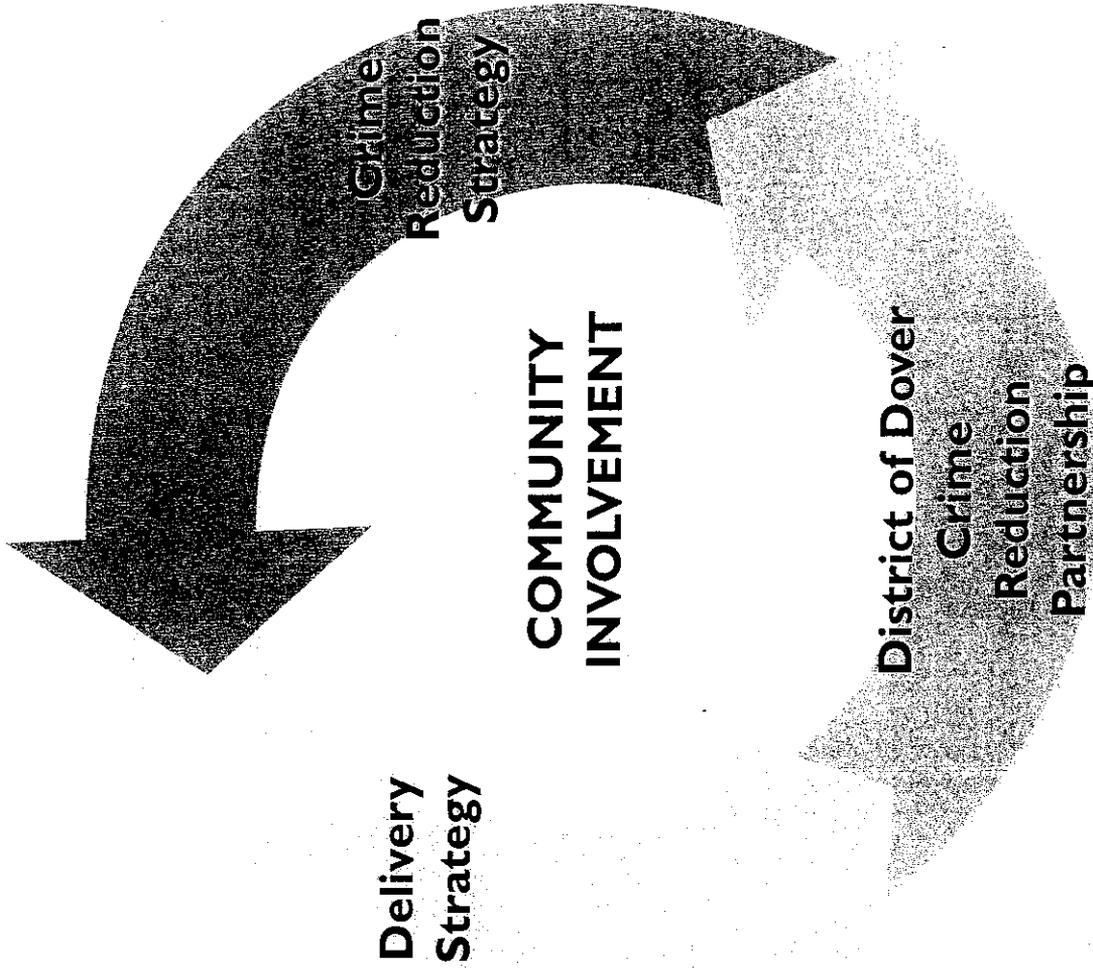
The 2002 - 2005 District of Dover Crime Reduction Strategy will focus on themes as well as the geographic focus areas. What this will mean in practice is a new delivery structure as well as clearer targets to monitor.

The Delivery of the aims of the District of Dover Crime Reduction Strategy falls into 4 main areas:

1. Crime Reduction Strategy - the document that you are now reading which details the aims and the objectives for reducing crime and disorder in the District of Dover area between 2002 and 2005.
2. Delivery Strategy - The detailed planning process that will identify the operational responsibilities and aims for the partners involved in the District of Dover Crime Reduction Strategy.
3. District of Dover Crime Reduction Partnership - The Local Responsible Authorities that are required to produce, implement and monitor the three year Crime Reduction Strategy.
4. Community Involvement - Led by elected representatives (Councillors), this group will be responsible for consulting with communities on issues of crime and disorder and linking those into the Crime Reduction process in the District of Dover.

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# DELIVERY MECHANISM

## How the Strategy will be delivered

This structure is radically different from what was in place between 1999-2002. The Strategy and the Delivery Structure, focus on a thematic approach to give the partnership greater flexibility to put resources where they are needed to reduce crime and disorder.

The District of Dover Crime Reduction Partnership will remain the key strategic group where decisions are made on the focus of the crime reduction strategy, it will also monitor the impact of the various initiatives. Six sub groups will be set up as listed below:

The 6 Sub Groups will deliver the crime reduction initiatives as well as identify issues for the Crime Reduction Partnership to examine.

Also new to this structure is a designated group for Community Involvement and Consultation. This recognises the importance of the community in reducing crime and disorder. There is also a need to increase the amount of positive press coverage on Crime Reduction issues and to raise the public's awareness of reductions in crime, which should have a positive effect on the levels of fear of crime.

AREAS COVERED	Police and Criminal Justice Initiatives Group	Youth Group	Quality of Life Group	Crime Reduction Group	Town Centre Crime Group	Community Involvement Group
OBJECTIVES IN THE CRIME REDUCTION STRATEGY WHICH THE GROUP IS RESPONSIBLE FOR	<ul style="list-style-type: none"> <li>Establish a Crime Reduction Partnership</li> <li>Develop a Crime Reduction Strategy</li> <li>Monitor the impact of the various initiatives</li> <li>Develop a Crime Reduction Partnership</li> <li>Develop a Crime Reduction Strategy</li> <li>Monitor the impact of the various initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Develop a Youth Strategy</li> <li>Monitor the impact of the various initiatives</li> <li>Develop a Youth Strategy</li> <li>Monitor the impact of the various initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Develop a Quality of Life Strategy</li> <li>Monitor the impact of the various initiatives</li> <li>Develop a Quality of Life Strategy</li> <li>Monitor the impact of the various initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Vehicle crime</li> <li>Burglary</li> <li>Violent crime including Domestic Violence</li> <li>Rural crime</li> </ul>	<ul style="list-style-type: none"> <li>Retail crime</li> <li>CCTV</li> <li>Town Centre safety</li> <li>Night-time economy</li> <li>Reduce Town Centre crime</li> </ul>	<ul style="list-style-type: none"> <li>Community consultation</li> <li>PR and Media</li> <li>Community involvement</li> <li>Reduce fear of crime</li> </ul>
	<ul style="list-style-type: none"> <li>Develop a Youth Strategy</li> <li>Monitor the impact of the various initiatives</li> <li>Develop a Youth Strategy</li> <li>Monitor the impact of the various initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Vehicle crime</li> <li>Burglary</li> <li>Violent crime including Domestic Violence</li> <li>Rural crime</li> </ul>	<ul style="list-style-type: none"> <li>And Social Behaviour</li> <li>Vandalism</li> <li>Joint Family Management Programme</li> <li>Public Disorder</li> </ul>	<ul style="list-style-type: none"> <li>Reduce violent crime</li> <li>Reduce vehicle related crime</li> <li>Reduce burglary</li> <li>Reduce rural crime</li> </ul>		
	<ul style="list-style-type: none"> <li>Develop a Quality of Life Strategy</li> <li>Monitor the impact of the various initiatives</li> <li>Develop a Quality of Life Strategy</li> <li>Monitor the impact of the various initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Vehicle crime</li> <li>Burglary</li> <li>Violent crime including Domestic Violence</li> <li>Rural crime</li> </ul>	<ul style="list-style-type: none"> <li>And Social Behaviour</li> <li>Vandalism</li> <li>Joint Family Management Programme</li> <li>Public Disorder</li> </ul>	<ul style="list-style-type: none"> <li>Reduce violent crime</li> <li>Reduce vehicle related crime</li> <li>Reduce burglary</li> <li>Reduce rural crime</li> </ul>		
	<ul style="list-style-type: none"> <li>Develop a Youth Strategy</li> <li>Monitor the impact of the various initiatives</li> <li>Develop a Youth Strategy</li> <li>Monitor the impact of the various initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Vehicle crime</li> <li>Burglary</li> <li>Violent crime including Domestic Violence</li> <li>Rural crime</li> </ul>	<ul style="list-style-type: none"> <li>And Social Behaviour</li> <li>Vandalism</li> <li>Joint Family Management Programme</li> <li>Public Disorder</li> </ul>	<ul style="list-style-type: none"> <li>Reduce violent crime</li> <li>Reduce vehicle related crime</li> <li>Reduce burglary</li> <li>Reduce rural crime</li> </ul>		
	<ul style="list-style-type: none"> <li>Develop a Quality of Life Strategy</li> <li>Monitor the impact of the various initiatives</li> <li>Develop a Quality of Life Strategy</li> <li>Monitor the impact of the various initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Vehicle crime</li> <li>Burglary</li> <li>Violent crime including Domestic Violence</li> <li>Rural crime</li> </ul>	<ul style="list-style-type: none"> <li>And Social Behaviour</li> <li>Vandalism</li> <li>Joint Family Management Programme</li> <li>Public Disorder</li> </ul>	<ul style="list-style-type: none"> <li>Reduce violent crime</li> <li>Reduce vehicle related crime</li> <li>Reduce burglary</li> <li>Reduce rural crime</li> </ul>		
	<ul style="list-style-type: none"> <li>Develop a Youth Strategy</li> <li>Monitor the impact of the various initiatives</li> <li>Develop a Youth Strategy</li> <li>Monitor the impact of the various initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Vehicle crime</li> <li>Burglary</li> <li>Violent crime including Domestic Violence</li> <li>Rural crime</li> </ul>	<ul style="list-style-type: none"> <li>And Social Behaviour</li> <li>Vandalism</li> <li>Joint Family Management Programme</li> <li>Public Disorder</li> </ul>	<ul style="list-style-type: none"> <li>Reduce violent crime</li> <li>Reduce vehicle related crime</li> <li>Reduce burglary</li> <li>Reduce rural crime</li> </ul>		

## District of Dover Crime Reduction Partnership Members:

Dover District Council  
 East Kent Coastal Primary Care Trust  
 HM Customs and Excise  
 Kent County Council  
 Kent Drug Action Team  
 Kent Fire Brigade  
 Kent Police  
 Kent Probation Services  
 Kent Youth Offending Team

## Other Partners:

Council for Voluntary Services  
 Deal Chamber of Commerce  
 Deal Town Council  
 Dover Chamber of Commerce  
 Dover District Neighbourhood Watch Association  
 Dover Partnership Against Crime  
 Dover Volunteer Bureau  
 KCA.UK  
 Kent Refugee Action Network  
 Migrant Helpline  
 Port of Dover Police  
 Safe Schools Initiative  
 South East Kent YMCA  
 Southern Housing Group  
 Victim Support  
 Vista Leisure Ltd

## Results of First Strategy (Dover Community Safety Plan 1999 - 2002)

The first two years of this strategy (April 1999 - March 2001) saw a significant reduction in crime levels, not just in the Priority Areas but also in specific crimes. This reduction has been sustained into year three of the strategy. There were, however some increases e.g. Violent Crime. However these increases are not just the result of more crimes being committed they are often caused by increased reporting (eg Domestic Violence) or specific police enforcement work.

The reduction in crime was not just enabled by the work of the Police. A multitude of multi-agency projects supported the reduction in crime. Some of these were:

- Targeted operations to reduce vehicle crime and burglaries
- Proof of Age Card Scheme Launched
- Significant increase in CCTV cameras in the district
- Increase in the number of Neighbourhood Watch Schemes
- Setting up of Police Surgeries in the Priority Areas
- Setting up of the Police Rural Taskforce
- Piloting a mediation service
- Involvement in major district initiatives including SRB and Sure Start
- Improved support to those with Drugs issues
- Increased the number of arrests for Domestic Violence
- Increased the number of Car Parks achieving secure car park schemes/awards
- Dover become one of only 30 town centres to achieve the Safe Shopping Award

# APPENDIX 3 - CRIME STATISTICS

## Crime Statistics, including family group comparisons

To enable comparisons of Crime and Disorder Reduction Partnerships (Local Responsible Authorities), the Home Office has established "family groups" of CDRPs. Dover is in Family Group 5 along with 33 other authorities.

This has enabled like for like comparisons with other Crime and Disorder Reduction Partnerships in Kent:

Dover is third lowest in the County for theft from motor vehicles, burglary dwelling and robbery (not shown), and fourth lowest in the county for theft of motor vehicle. Dover has consistently been amongst the lowest ranked in the county for burglary dwelling and vehicle crime. The reduction in vehicle crime is significant, until a few years ago Dover had a reputation for high levels of vehicle crime.

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	Offences	Per 1000 pop
Thanet	1560	12.2
<b>DOVER</b>	<b>1083</b>	<b>9.9</b>
Medway	2399	9.9
Ashford	933	9.1
Canterbury	1231	8.7
Shepway	853	8.4
Swale	1004	8.4
Gravesham	752	8.2
Dartford	691	8.1
Maidstone	1068	7.6
Tunbridge Wells	570	5.5
Tonbridge & Malling	495	4.6
Sevenoaks	443	3.9

	Offences	Per 1000 pop
Dartford	1317	15.4
Gravesham	1307	14.2
Sevenoaks	1452	12.9
Medway	2847	11.7
Swale	1372	11.4
Maidstone	1378	9.8
Ashford	921	9
Shepway	869	8.6
Tonbridge & Malling	821	7.7
Tunbridge Wells	758	7.4
<b>DOVER</b>	<b>714</b>	<b>6.5</b>
Thanet	823	6.4
Canterbury	885	6.3

	Offences	Per 1000 pop
Dartford	843	9.8
Gravesham	727	7.9
Medway	1735	7.1
Maidstone	798	5.6
Swale	605	5
Sevenoaks	498	4.4
Tonbridge & Malling	467	4.4
Ashford	412	4
Tunbridge Wells	411	4
<b>DOVER</b>	<b>428</b>	<b>3.9</b>
Canterbury	516	3.7
Shepway	368	3.6
Thanet	434	3.4

	Offences	Per 1000 pop	Per 10 h/hol
Gravesham	694	7.5	18.5
Medway	1376	5.7	14.2
Ashford	567	5.5	13.4
Shepway	559	5.5	12.6
Thanet	684	5.4	12.3
Swale	614	5.1	12.6
Maidstone	723	5.1	12.5
Tonbridge & Malling	514	4.8	12
Dartford	406	4.7	11.6
Tunbridge Wells	481	4.7	11.2
<b>DOVER</b>	<b>465</b>	<b>4.2</b>	<b>10.1</b>
Canterbury	555	3.9	9.5
Sevenoaks	426	3.8	9.3

**Criminal Damage** - A person who without lawful excuse destroys or damages any property belonging to another; this includes intent to damage as well.

**Disorder** - A breach of the peace which the public is aware, which may require police intervention or action in partnership with others.

**Domestic Violence** - This encompasses a wide range of abuse from physical and sexual abuse to emotional and financial abuse e.g. the victim is controlled in some aspect of their lives through fear of violence, physical or verbal, or they may be deprived of food, sleep or money.

**Dover Partnership Against Crime (DPAC)** - This operates as the Dover Retail Crime Operation which is a partnership between Retailers, Police, Dover Town Centre Management, Dover District Council and other agencies working to reduce retail crime and town centre crime in Dover town centre.

**Houses in Multiple Occupancy** - Is a house, which is occupied by persons who do not form a single household e.g. a series of bedsits in a house.

**Joint Family Management Programme** - A multi agency programme that aims to reduce the impact of problem families where one or more members of the family are involved in criminal or anti-social behaviour.

**Kent Drug Action Team** - Is a body consisting of the Chief Officers of all the statutory and voluntary agencies in Kent concerned with drug misuse and its consequences. It has four key priorities: young people, communities, treatment and availability.

**Violence Against the Person** - This includes the following crimes: Murder, Attempted Murder, Manslaughter, Grievous Bodily Harm, Harassment, Common Assault, Possession of weapons with intent.

**Youth Offending Team** - A multi agency partnership (Probation, Social Services, Police, Health and Education) that aims to prevent children and young people offending, young offenders are referred to YOT's by the Courts.

Links to other strategies

1. Dover District Community Strategy
2. Kent Policing Plan
3. South East Kent Policing Plan
4. Arson Control Strategy
5. Dover District Council Best Value Performance Plan
6. Kent Public Service Agreement
7. Kent Youth Offending Team - Youth Justice Plan
8. Kent County Council Education and Libraries Directorate Plan
9. Kent Drug Action Team Annual Plan
10. Community Legal Partnership
11. Kent Children's Fund
12. Dover Sure Start
13. Dover District Council Social Inclusion Policy
14. Kent County Council Strategic Statement
15. Kent Social Services Strategic Statement
16. Kent Social Services Directorate Business Plan
17. NHS Plan and Local Modernisation Review
18. Public Health Annual Report
19. Health Improvement and Modernisation Programme
20. Probation Strategy
21. Communities Against Drugs Plan
22. Supporting People Strategy

# APPENDIX 6 - KEY CONTACTS

## Customs and Excise

Mr. Martin Cobb,  
 Priory Court, St. Johns Road,  
 DOVER, Kent CT17 9SH

## Dover District Council

Mr. Nadeem Aziz,

Managing Director,

Dover District Council,

White Cliffs Business Park,

DOVER, Kent CT16 3PG

01304 821199

Ms Caroline Davis,

White Cliffs Business Park,

DOVER, Kent CT16 3PJ

01304 872315

## Drug Action Team

[www.drugsuk.org](http://www.drugsuk.org)

## East Kent Coastal Primary Care Trust

Mr. Peter Huntley,

Protea House, Marine Parade,

DOVER, Kent CT17 9HQ

01304 205706

## Education

Mr. Chris Jones,

Kent County Council Education & Libraries,

East Kent Office Clover House,

John Wilson Business Park, Thanet Way,

WHITSTABLE, Kent CT5 3QZ

01227 772992

## Fire Brigade

Mr. Paul Lukehurst,

Fire Safety Officer,

Fire Station, Ladywell,

DOVER, Kent

01304 213231

## Police

Superintendent Steve Harris,

SE Kent Police, Bouverie House,

Bouverie Road West,

FOLKESTONE, Kent CT20 2RW

01303 850055

Inspector Paul Ludwig,

SE Kent Police,

Bouverie House, Bouverie Road West,

FOLKESTONE, Kent CT20 2RW

01303 850055

## Probation Service

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Senior Probation Officer,

Kent Probation Services, The Law Courts,

FOLKESTONE, Kent CT20 2DH

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## Social Services

Mr. Eifion Price,

KCC Social Services Department,

Cambridge Terrace, DOVER, Kent CT16 1JT

01304 204915

## Youth and Community

Mr. Bill Butler,

Area Youth and Community Officer,

Area Youth Office, Linwood, Mill Road,

DEAL, Kent CT14 9AG,

01304 375559

## Youth Offending Team

Mrs. GJan Hopkin,

East Kent Young Offending Team,

Apollo House, Chapel Place,

RAMSGATE, Kent. CT11 9SA

01843 587976

This strategy can also be found on  
[www.dover.gov.uk/crimereduction](http://www.dover.gov.uk/crimereduction)

For further information on the  
 strategy please contact:

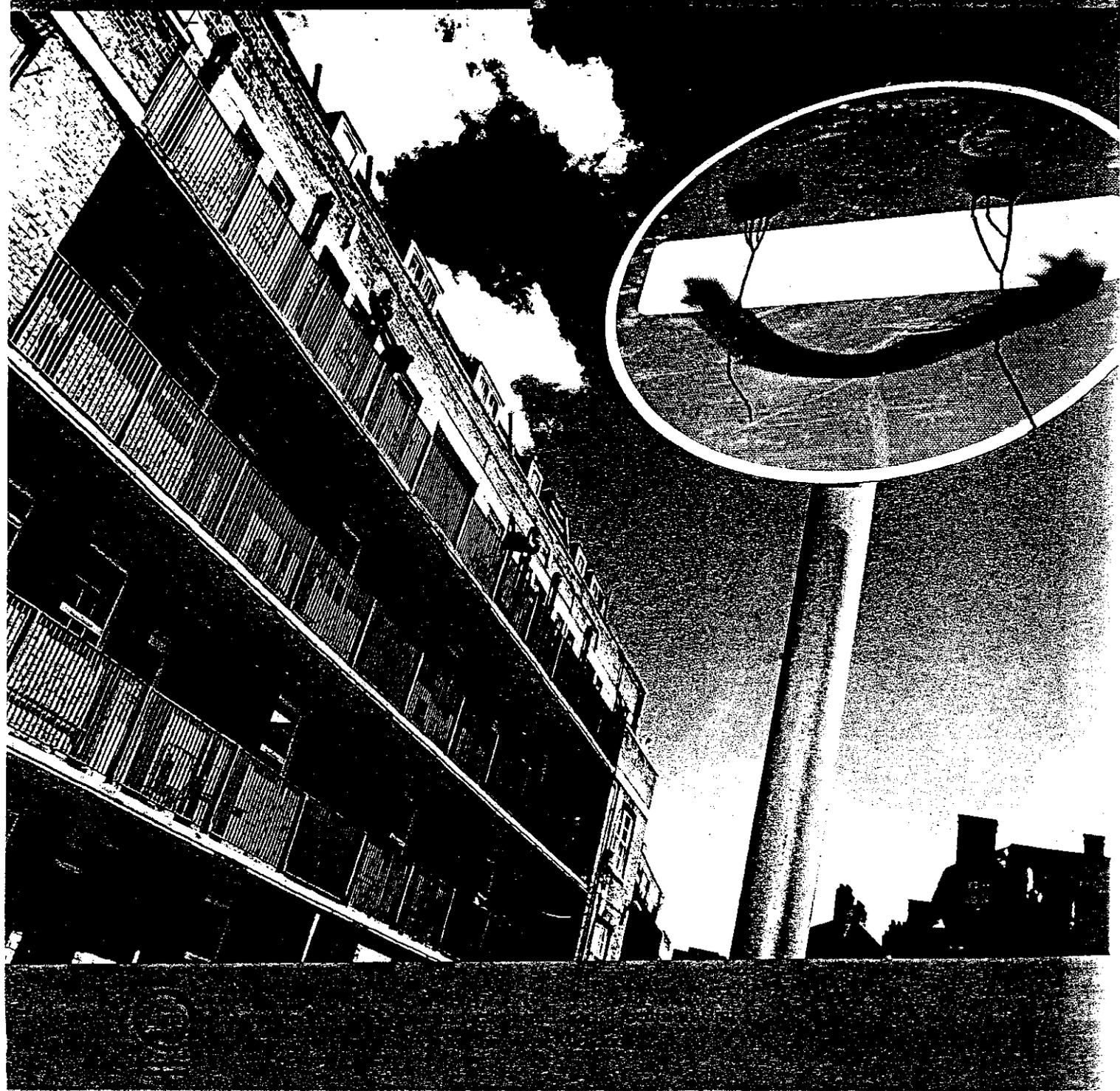
Caroline Davis on 01304 872315

or email: [carolinedavis@dover.gov.uk](mailto:carolinedavis@dover.gov.uk)

# **Appendix B**

*Young People and Community Safety Developing a Strategy*

Frank Warburton, Gavin Butler and Jackie Kennedy



# Foreword



It is clear that effective responses aimed at reducing crime and disorder must include an informed focus on young people's experience of crime as offenders, as victims and as citizens. Early years work with children and families is clearly also important.

West Midlands Crime Reduction and Social Inclusion Unit has, since its start in June 2000, sought to work closely with the Youth Justice Board, Youth Offending Teams, the National Youth Agency, local youth services, Connexions, NSPCC and other voluntary/community sector groups to highlight existing good practice amongst crime and disorder reduction partnerships and others in the region and promote the lessons learned.

The work supported has included:

- promoting involvement of young people in partnership decision making and specifically in crime and disorder audit and strategy work
- encouraging the development of better information about young people's experience of crime as victims
- supporting partnership action aimed at achieving better understanding of young people's crime concerns

- supporting more informed responses to these concerns
- creating opportunities for crime and disorder reduction partnerships and others to share expertise and experience and supporting work to better co-ordinate research information about 'what works'
- produce this in a form which is useful to partnerships

This guide outlines aspects of young people's experience of crime that need to be taken account of in any comprehensive attempt to achieve safer communities. It seeks to signpost good practice and puts forward recommendations for action. I hope it proves useful to crime and disorder reduction partnerships in their efforts to effectively respond to the needs of young people.

Margaret Geary  
Crime Reduction Director  
Government Office for the West Midlands

Thanks to Susannah Drury for her work on this guide, and to Vicky Combe, Linda Boys, Roger Wilshaw, Margaret Egrot and Insp. Phil Martin for their comments on the draft.

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# Introduction

- 1 This guide takes a broad interpretation of young people as being those aged under 25, although certain organisations currently involved in prevention limit their work to a narrower age band.
- 2 Cantle *et al.* (2001)
- 3 SEU (2000)
- 4 As set out in the Crime and Disorder Act 1998 and subsequent Home Office guidance.

## Abbreviations

Throughout this guide the following abbreviations are used for the key agencies involved in youth crime prevention:

CDRP	Crime and Disorder Reduction Partnership
DAT	Drugs Action Team
LSP	Local Strategic Partnership
NYA	National Youth Agency
PAT	Policy Action Team (of the Social Exclusion Unit)
SEU	Social Exclusion Unit
YJB	Youth Justice Board
YOT	Youth Offending Team

Young people's<sup>1</sup> relationship with crime and disorder is one of the most challenging issues in social policy today. Society is increasingly concerned with safety and levels of offending by young people. Young people themselves are anxious about being victims of crime: they are victims of a disproportionately high number of crimes, especially violence and theft. Young people are often 'demonised' by adults and ignored in decision-making on many things that directly and indirectly affect them. There is an urgent need to:

- Do more to prevent offending by and against young people.
- Break down an organisational culture where approaches to young offenders and crime prevention are managed in isolation to broader issues affecting young people.
- Use the preventative framework as an opportunity to demonstrate and promote best practice in working with young people.

Reports into the recent disturbances in Oldham, Burnley and Bradford also show how important it is to align safety work with the promotion of citizenship and capacity building amongst young people in deprived areas. The report of the independent Community Cohesion Review Team chaired by Ted Cantle proposes a 'permanent infrastructure to give younger people a bigger voice and stake in democratic society'.<sup>2</sup>

PAT Report 12 shows how the key risk factors for youth crime are closely related to other problems including drug abuse, school failure, mental health problems and homelessness. Effective solutions to these issues are impeded by:

- overlapping or conflicting statutory requirements
- a plethora of initiatives and plans
- funding priorities which only deal with one dimension of young people's needs
- a proliferation of *ad hoc* partnerships<sup>3</sup>

This guide promotes the case for those concerned with local crime prevention measures and those concerned with young people to set up a local structure that can act as a focal point to rationalise local approaches to young people and prevention. They should be able to draw up and implement distinct strategies that address in a holistic way problems of offending, victimisation and citizenship as they relate to young people.

Accordingly, we propose the formation of Youth Crime Prevention Strategy Groups at local authority district level, comprising representatives from the CDRP, YOT and those from local agencies who can act as advocates for, and represent the interests of, young people in general. The role of the Youth Prevention Strategy Group would be to: take on the responsibility for the youth dimension within crime and disorder reduction strategies; consolidate links between the work of YOTs and broader prevention measures; ensure that the interests of young people are represented in what happens; and provide a means whereby the strategic priorities for prevention are aligned with the rest of the strategic landscape as it affects young people.

In drawing up youth prevention strategies the Group would follow the procedures required for the development of district crime and disorder reduction strategies as a whole.<sup>4</sup> The guide shows how the youth dimension of auditing, consultation and strategy design can be systematically and comprehensively carried out.

Areas covered include:

- taking forward a full consideration of the risk factors associated with delinquency in drawing up a range of both immediate and long-term preventative measures
- setting out how youth prevention figures in a Section 17<sup>5</sup> review
- taking full account of the wide range of funding programmes and many developments in service provision as it affects children, young people and families (a summary of current initiatives is provided in Chapter Eleven)
- outlining the cost benefits of an investment in youth prevention
- examples of promising practice from the UK and elsewhere

The last section of this guide – **Useful resources** – contains information on where to find out more about:

- risk factors<sup>6</sup>
- good practice in individual work with young people<sup>7</sup>
- young people and crime: trends and developments<sup>8</sup>

- how to involve young people actively in the work of CDRPs (the remit of a guide commissioned by the Government Office for the West Midlands at the same time as this one and produced by the NYA)<sup>9</sup>

This guide has been produced at a time when CDRPs and YOTs are consolidating and developing their roles. CDRPs, YOTs and DATs now have to plan their activities within the framework of LSPs. LSPs are each required to prepare a Community Plan which reflects a much stronger public role in shaping and delivering local services. Young people cannot be marginalised in this process. According to Government guidance on *Co-ordinated Service Planning for Vulnerable Children* (May 2001), consideration should be given to planning activity via a Children and Young People's Strategic Partnership working to the LSP.

This guide provides an essential framework for all those concerned with young people and the prevention of crime to capitalise on these developments and enhance their work.

5 Section 17 of the Crime and Disorder Act 1998 requires local authorities and police authorities to consider the community safety implications of all their activities; this duty is likely to be extended to health authorities.

6 For example: Loewenstein (1999); Utting (1996); Nuttall *et al.* (1998)

7 For example: Loewenstein (1999); Lowenstein (2002)

8 For example: Bailey and Williams (2000); Coles (2000); SEU (2000)

9 Lowenstein (2002)

# The policy background

There are a significant number of new policy developments in relation to children, young people and crime. Since 1997 we have seen the introduction of CDRPs, YOTs, DATs and focussed initiatives like Surestart and On Track, as well as related regeneration strategies like New Deal for Communities. The following is a brief overview of the principal policy initiatives.

The common themes in all these policy developments are easy to recognise. They all have some or all of these attributes:

- identification of agreed risk factors
- application of evidence informed practice
- promotion of public involvement that goes beyond market research
- 'joining up' of policy developments
- promotion of equality and inclusion
- targeting of deprivation
- clear target-setting

The challenges to partnership working in youth crime prevention are the same as those faced in many other partnership developments, and LSPs should begin to address some of the blockages. An effective youth crime prevention strategy will prioritise the development of information sharing protocols, clear management responsibility and the sharing of resources.

## Young people and crime

### *Crime and Disorder Reduction Partnerships (CDRPs)*

It is emblematic of the rate of change in crime reduction work that the 1998 Crime and Disorder Act now seems part of the landscape. The Crime and Disorder Act requires local authorities and police services to work in partnership with others to audit crime and disorder in their area and develop strategies to reduce it. Section 17 of the Act directs local authorities to consider the crime and disorder implications of all their work, but so far there has been little evidence of S17 being used outside licensing applications.

At the end of 2001, central government set out proposals in the Police Reform Bill for

CDRPs to be amalgamated with **Drugs Action Teams (DATs)**, which have responsibility for local action on drugs misuse.

### *Youth Offending Teams (YOTs)*

YOTs are multi-agency, multi-disciplinary teams, made up of social workers, police officers, health, education, probation and voluntary sector staff. YOTs undertake assessments of young people in conflict with the law, as well as offender supervision, treatment programmes and the development of a range of preventive initiatives. They also publish annual youth justice plans, which compile information on offending by young people in the locality and comment on trends, patterns and successful interventions.

### *Youth Inclusion Programme (YIP)*

The YJB funds approximately seventy YIPs in England and Wales. They are targeted youth work interventions with the fifty most at-risk 13–16 year olds in the most deprived areas. YIPs are set reduction targets in relation to truancy and school exclusion, recorded crime and arrests. Early indications are that YIPs are delivering important outcomes for young people and their communities.

## Young people at risk of social exclusion

### *The Children's Fund*

This fund allocates £450 million over three years, initially to specific deprived areas, but to cover all of England by 2003. The fund is for agreed programmes of work in each area to maximise social inclusion of children aged between five and thirteen who display early signs of difficulty. £70 million is allocated for network development with children and young people aged up to nineteen.

### *Sure Start*

The government has allocated £580 million for Sure Start in the three years to 2004. Sure Start programmes involve home visits, group work and parenting advice, aimed at developing and supporting attachments

between parents and children aged under four in localities that have concentrations of risk factors. Sure Start is an attempt to engage in long-term preventative work.

#### **On Track**

On Track is a Home Office/DfES development, aimed at children aged 4–12. It aims to support parents in maintaining links with schools and supporting them in parenting pre-adolescents. On Track aims to produce a 50 per cent reduction in school exclusions in target areas.

#### **Connexions**

Connexions Partnerships bring together a number of agencies that work with children and young people aged between thirteen and nineteen in relation to employment, training and education. In many areas there is a significant contribution from the youth work agencies. Connexions workers will be personal advisers to young people, and will be targeting young people who are disengaged from the education and training networks.

### **Strategic developments**

#### **Community Strategies**

The Local Government Act 2000 places a duty on local authorities to 'do anything' to promote the well being of their area. In order to do this they are directed to prepare community strategies, which should involve significant and meaningful consultation, including traditionally excluded groups. The LGA paper *Preparing Community Strategies* does not specifically mention young people here, but it would seem appropriate to consider them as an excluded group. Examples of early strategies include strategic aims like 'Tackle crime, make communities safer' and 'Invest in young people' (Coventry), as well as 'Reduce Crime and create a safer community' and 'Increase opportunities for young people' (Sutton). Some areas, such as Kirklees, are using the community strategy development process to integrate their CDRP, YOT and DAT, with co-located staff and joint management.

#### **Local Strategic Partnerships (LSPs)**

LSPs will involve public, private, voluntary and community organisations in order to join up partnership activity, address local needs, eliminate duplication and promote inclusion. LSPs are to be accredited by Regional Government Offices in February 2001, and Neighbourhood Renewal Funds for 2002/03 are dependent on evidence of an LSP. The Public Service Agreements (PSAs) which are being piloted/developed with local authorities will allow local authorities to commit to delivering on key priorities in return for financial and policy rewards. Key PSAs, especially on deprivation, will require partnership working, and it may well be that LSPs facilitate much of the work. All the key PSAs for tackling deprivation relate to people under twenty-five. They are: education, employment, crime, health and housing.

#### **The Children and Young People's Unit**

The government has made a commitment to reshape public services for all children and young people. This includes universal services such as education and health, but also policy and public services that address the needs of the 12.5 million people under nineteen years of age who live in England today. The Unit will take a lead for the government on:

- listening to young people and designing policy and services that take their views into account
- shifting resources to prevention
- co-ordinating and developing effective structures at all levels of government
- sharing good practice

### **Other developments**

This list is not exhaustive. Quality Protects (Department of Health) and the Leaving Care Act place new duties on Social Services Departments and local authorities and their partner agencies to maximise the life chances of young people who have been looked after by the care system. New Deal for Communities places significant funding and development opportunities in the hands of local people in key deprivation areas.

# Why have a youth crime prevention strategy?

10 SEU (2000)

## The challenges

The establishment of YOTs has radically altered the way that the police and local authorities relate to young people who are involved in the criminal justice system. The establishment of CDRPs has encouraged inter-agency working and priority setting for community safety at a local level.

The Crime and Disorder Act 1998 describes the central aim of the youth justice system in terms of the prevention of offending by young people. The six objectives that support this aim, however, focus on young people who are already in the criminal justice system, and may more accurately be described as relating to the prevention of re-offending. The main delivery mechanisms for these objectives have been the YOTs. Although YOTs have 2.5 per cent of their budgets earmarked for preventative work, the consultation draft on National Standards for Youth Justice suggests that the YOT manager should ensure that 'provision of preventative services happens within the framework of the Crime and Disorder Strategy and the Youth Service'. Some areas have had the benefit of preventative programmes initiated by the YJB, such as the Youth Inclusion Programme (YIP) or Splash (summer activity) schemes, but this work is reliant on short-term funding.

CDRPs have a responsibility to prepare strategies for the reduction of crime overall but despite Home Office guidance on developing effective youth components in strategies have varied considerably in their approaches to young people and crime. Some CDRPs have passed 'youth issues' to the YOT. Partnerships have not always been able to fully engage those agencies, such as schools, the health service and the voluntary sector, which have the potential to reduce the risk factors linked to delinquency.

Many such agencies will nonetheless be carrying out work that reduces the prevalence of risk factors at local level. Without the benefit of a real focus to support, co-ordinate and legitimise their work, however, effective

practice will tend to occur in isolation and duplication of work may continue to be a problem.

Making an impact on youth crime and youth victimisation in general has proved to be a considerable challenge to the new arrangements. The main obstacle seems to be joining up YOT and CDRP activity that prevents offending by young people. A number of other challenges have also emerged:

- acknowledging and meeting the needs of young people sufficiently in crime and disorder reduction strategies or in Section 17 reviews
- engaging young people in the process of drawing up and implementing preventative strategies
- including young people in Best Value Reviews of those services which contribute towards prevention
- challenging negative attitudes towards young people in general and marginalised groups of young people in particular
- promoting social inclusion
- gathering the full range of information about young people and crime at local level
- sharing good practice in working with young people
- forging strong links between individual preventative initiatives and developments in mainstream service provision such as the Connexions service
- meeting the needs of young people at high risk of delinquency

### *Meeting the needs of high-risk groups*

Focussing on work with groups of young people at high risk is one way of targeting resources. The SEU's PAT report on young people<sup>10</sup> points to poor co-ordination in this area:

- Young people are shunted from agency to agency.
- Young people with multiple risk factors go without help because no single factor is considered serious enough.
- There is a lack of information exchange.

*Involving and acknowledging the needs of young people*

Although Home Office guidance strongly advises CDRPs to consult with young people in drawing up their strategies, this has not always been followed. Only 51 per cent of CDRPs referred to direct consultation with children and young people in their 1998 strategies, according to a recent NSPCC study.<sup>11</sup> The opportunities to include young people in the development of safer communities are extensive, and effective consultation is a vital element of this work. (See **Consulting and involving young people.**)

In fact, many CDRPs may have youth issues as one of their priorities for action but they tend to focus on youth offending rather than youth victimisation. The NSPCC study referred to above found that only 42 per cent of included young people's safety as a strategic priority.<sup>12</sup> A consideration of youth offending is often combined with victimisation within strategies but with the emphasis very much on offending.

It is assumed that preventative measures that appear to benefit the community will benefit everyone. But measures that benefit the adult population do not necessarily benefit young people. For example, Painter and Farrington found that improved street lighting did not appear to decrease victimisation for young people to the same extent as it did for adults. While crimes committed locally by young people decreased, 'pestering of young people by older people' did not decrease. The improved lighting seemed to deter young people more than adults.<sup>13</sup>

Local authorities have found Section 17 of the Crime and Disorder Act to be particularly challenging.<sup>14</sup> Some have restricted a consideration of their responsibilities under Section 17 to their planning and development control functions. But the level and quality of their services to at risk children and young people can have an equal if not higher impact on overall safety within communities.

*Young people as users of services*

An important aspect of a prevention strategy is a review of the quality of services that young people receive. For example, Nigel de Gruchy, the general secretary of the NASUWT offers a straightforward solution to crime. 'Schools can make their most effective contribution to

reducing crime amongst children by simply being good at their most important task -- teaching'.<sup>15</sup> Best value can offer young people the opportunity to shape and improve a number of such services. It provides a strong incentive to actively involve young people. At present, reviews of services directly affecting young people are not within the priorities set by government (except for pre-school provision) and this is reflected in the schedules of reviews put forward by local authorities. However, an increasing number of local authorities have carried out or are intending to carry out Best Value Reviews of community safety.<sup>16</sup> There are opportunities for CDRPs to ensure that young people are well represented in the Best Value consultation process in these areas.

High-risk groups of young people (eg young people in care) are important users of local authority services. Social Services research on the views of looked-after young people suggests that a number of them *do* wish to have far more say over decisions, especially placements.<sup>17</sup>

Progress thus far on the implementation of 'Quality Protects' has come in for criticism in this regard from Billie Ibidun, Co-ordinator for National Voice, a care leavers' organisation. From his perspective there is a risk that Quality Protects will be about listening without hearing.<sup>18</sup>

*Challenging negative attitudes*

Fear of crime by young people can become translated into a fear of young people in general. As a result young people are seen as the problem in some areas.<sup>19</sup> According to research carried out by the centre for Social Action on young people's involvement in regeneration: 'Young people seemed to have become used to a range of relationships with adults, including the police, characterised by qualities ranging from hostility to paternalism and had developed an avoidance strategy wherever possible.'<sup>20</sup> The report of the independent Community Cohesion Review Team includes a recommendation that communications strategies are drawn up as part of the community cohesion plans recommended within the broader requirement for community plans.<sup>21</sup> The primary aim of such plans would be to break down racial divisions within communities. There is a strong case to have parallel and linked communications strategies to tackle negative attitudes towards young people.

11 Mason (2001)

12 Mason (2001)

13 Painter and Farrington (2001)

14 Section 17 training is one of the forms of assistance most frequently requested by CDRPs from the Partnership Support Programme, delivered by Crime Concern and Nacro and funded by the Home Office.

15 In a speech to a Nacro conference during 2001

16 LGA (2001)

17 Lincolnshire Social Services (2000)

18 Laurent (2001)

19 PAT 12

20 Skinner (2001)

21 Cantle *et al.* (2001)

**Sharing information and good practice**

The effective planning of early interventions with young people at risk of crime depend on the collection and pooling of data about the risk factors associated with delinquency. For CDRPs, the gathering of comprehensive non-crime data has been problematic. YOTs have begun setting up systems for assembling such data but there has been variable progress between different areas and there have been relatively few opportunities to date for other agencies to take advantage of the information for their own strategies and initiatives.

Approaches to work with young people do vary from district to district and from agency to agency within districts. It is therefore important to have a recognised forum for sharing good practice in preventative work with young people and a focal point for gathering information from elsewhere.

**Towards a solution:  
Youth Crime Prevention Strategy Group**

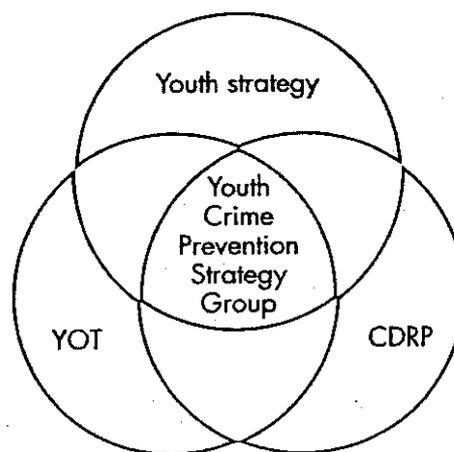
In order to address these challenges, this guide proposes that **Youth Crime Prevention Strategy Groups** are created in each CDRP area, with the responsibility of preparing youth crime prevention strategies. Many CDRPs have already established working groups to develop a more informed pro-active youth focus in the promotion of community safety. The Youth Crime Prevention Strategies proposed here would build on that experience. These strategy groups would take on the main responsibility for designing and implementing the youth component of the district Crime and Disorder Reduction Strategy.

The Youth Crime Prevention Strategy Group could bring together those primarily concerned with crime and victimisation and those with a wider responsibility for young people. It would provide an opportunity for broader concerns to be considered fully within prevention. It would also provide an opportunity to roll out problem-solving approaches to work with young people generally.

The Group would have the following aims:

- to take responsibility for the local youth crime prevention strategy
- to ensure that the needs of young people as victims are fully considered

- to contribute to the involvement of young people as citizens
- to contribute to the prevention of reoffending by young offenders
- to ensure that young people at risk of criminality avoid developing criminal careers
- to ensure that services and initiatives have the best possible impact on risk factors
- to reduce experimentation by young people in anti-social and criminal activity
- to act as a focal point for linking with new initiatives, such as the Connexions Service, which are beginning to refocus work with marginalised and at risk young people
- to ensure that effective and accountable services for young people at high risk contribute to prevention



**Figure 1** Structure for a Youth Crime Prevention Strategy Group

**Members of the Youth Crime Prevention Strategy Group**

The Youth Crime Prevention Strategy Group should comprise representatives from the following:

- core agencies from the CDRP
- YOT
- DAT
- those responsible for services to young people in general
- voluntary sector and community organisations working with young people
- youth groups
- LSP

**Remit of the Youth Crime Prevention Strategy Group**

The Youth Crime Prevention Strategy Group should be the powerhouse of youth crime

prevention within each district. It should have an advisory role with the CDRP/DAT and the YOT (which have the statutory responsibility for agreeing plans and for implementation). It could have the status of a task group in relation to the CDRP. Its main contribution will be to draw up and implement on behalf of and in conjunction with the CDRP the youth crime prevention strategy. In line with its overall aims the group will ensure that, within the strategy:

- The needs of young people as victims, members of the community and users of services will be considered, as well as the problem of young people as offenders.
- There is acknowledgement of and support to the work of agencies that are making general, specific and individual efforts to engage with young people and crime and disorder.
- There are opportunities for the voices of young people to be heard.
- Negative attitudes towards young people are challenged.
- Good practice is shared.
- Links are made between those strategies which have a particular focus on young people and crime including:
  - Youth Justice Plan
  - Policing Plan
  - Connexions Service Development Plan
  - Education Development Plan/Behaviour Support Plans
  - Children's Services Plans
  - Quality Protects
  - DAT Plans
  - Community Plans
  - Children and Young People's Strategy
  - Youth Service Plan

***Developing a youth crime prevention strategy***

The development of a youth crime prevention strategy should involve the development of a

youth focus to the key stages in a crime reduction strategy:

- audit (broad and shallow, then narrow and deep)
- analysis and initial priority setting
- consultation
- strategy development (including option appraisal, deciding objectives, final determination of priorities and target setting)
- implementation (including mainstreaming and compliance with Section 17 of the Crime and Disorder Act, insofar as it relates to young people and community safety)

A key feature to the audit will be the auditing of youth crime prevention activity. The Group can then consult with young people and their communities about local problems and responses, develop ideas and publish strategies to address the issues raised. The prevention of offending by young people can be considered in all local activity, especially in agencies that previously may not have regarded their work as having any connection to young people and crime prevention, such as Housing and Planning Departments.

A comprehensive audit will reveal the amount of youth crime prevention activity currently taking place. Consultation with young people and communities will inform the strategy, and engage the target group. Developing work for the strategy will promote inter-agency co-operation, provide networking opportunities and minimise duplication and missed opportunities. 'SMARTI' target setting will allow for effective performance management. The whole strategy should then begin to repay the effort involved in its creation, by producing interventions that reduce offending by young people, and victimisation of individuals and communities.

Further detail on the stages outlined above is set out in the following chapters.

# A young people and crime audit

- 22 Fox and McManus (2001). See also the Home Office Toolkit on auditing ([www.crimereduction.gov.uk/toolkits](http://www.crimereduction.gov.uk/toolkits)).
- 23 Graham and Bowling (1995)
- 24 Farrington (1996)

## Managing information

The audit is part of a process of using information to guide the development and implementation of preventative measures. Auditing needs to be managed as a long-term project. Difficulties have arisen when auditing is seen as a one-off exercise to be revisited just before the next plan or strategy is due. The key elements to successful management of auditing are:

- Identify those responsible for gathering the information from different organisations and agree a structure for them to work together.
- Follow continuous improvement principles for addressing issues such as:
  - definitions (eg of anti-social behaviour)
  - compatibility of data from different sources
  - data quality
  - interpretation of data
  - benchmarking
- Build in feedback loops with the Youth Crime Prevention Strategy Group on the relevance or importance of certain types of data for the purpose of planning.
- Link auditing to evaluation and review.

## Shallow and deep audits

Guidance to CDRPs suggests that the initial audit is wide but shallow in order to identify broad priority themes and areas.<sup>22</sup> Once these have been agreed, a further narrow but deep audit can take place on priority issues. The Youth Crime Prevention Strategy Group will undoubtedly benefit from this approach, as the issues associated with young people and crime are wide-ranging. The Group is likely to begin to address the auditing question at a time when both CDRPs and YOTs will have had some experience of gathering and analysing information. However, many areas will still be in a position where the collection and pooling of non-crime data is partial and non-integrated – it will be difficult to build up a composite picture of priorities from them. As many sources of data as possible are discussed below

to indicate the scope of what is possible may be required.

## Key features of a young people and crime audit

A young people and crime audit needs to begin to trace the complex relationship that young people have to crime. They are significantly involved as offenders and victims.<sup>23</sup> The factors that encourage their involvement are determined by a complex web of social phenomena and where a range of agencies are involved in providing services.<sup>24</sup>

Accordingly a youth crime audit needs to include the following information:

- patterns of youth crime and disorder
- patterns of youth victimisation
- data relating to the risk factors associated with delinquency

## Checklist for assembling the information

The general principles for carrying out a youth and crime audit are the same as for carrying out a crime and disorder audit in general. Because youth and crime audits are more likely to touch on a greater range of factors, it is important to carry out such audits systematically to ensure that all relevant information is included. The following checklist is suggested to guide the process of information gathering.

- Identify local sources of information and those responsible for data collection.
- Assess compatibility between different data sets.
- Check other local strategies and plans for previously assembled data.
- Check for recent one-off research studies in the area containing relevant data.
- Check relevant, national information such as the British Crime Survey.
- Ask young people and other stakeholders for information (see also **Consulting and involving young people**).
- Set baselines for monitoring, review and evaluation.

- Put in place procedures for enhancing the information base and for continuous improvement.

**Youth crime**

Data on recorded crime where a young person is known to have been involved are kept by the Police. However, all data about youth crime should have already been gathered at district level by the YOT. Typically a YOT youth audit should have covered:

- levels of offending
- levels of reported crime, benchmarked against other similar socio-economic areas
- unreported crime
- hotspots

**Disorder**

Disorder has come to include a range of problem behaviours including crime, anti-social behaviour and nuisance. Data collection has tended to be carried out using the term anti-social behaviour.

CDRPs have drawn up their own definitions of what constitutes anti-social behaviour within the framework of the broad definition provided by the Home Office.<sup>25</sup> Frequently this is developed from the district Housing Department's working definition under tenancy enforcement procedures, which tends to reflect an adult perspective on the problem. Young people can also be victims of anti-social behaviour but may have different views on what it means. Establishing clear and widely accepted categories of anti-social behaviour will assist in developing targeted approaches and early interventions.<sup>26</sup>

Sources of data include:

- CDRP crime and disorder audits
- Police command and control data
- Housing Departments
- Environmental Health Departments
- hospitals
- anti-social behaviour units
- local initiatives (eg Youth Inclusion Projects)
- consultations (including at risk young people)
- complaints taken by a range of local bodies, including Parish Councils
- YOTs (data arising from the operation of final warnings and Youth Panels)

**Youth victimisation**

Data on victimisation can be gathered from:

- GIS: police incident figures
- mapping police callouts

- voluntary and community sector surveys (eg through youth projects)
- racial harassment reporting centres focusing on young people
- consultation surveys (eg school surveys, focus groups on bullying and victimisation by other young people)
- bus company data on incidents/assaults
- observations by the community
- national studies such as the BCS
- one-off research studies (eg on homophobic bullying<sup>27</sup>)

Note: under-reporting is even more common among young people than for the population as a whole.

It is assumed that most victimisation of young people occurs on the street but victimisation and harassment are as, if not more, likely to take place in institutions and the home.

25 According to the Home Office an anti-social manner is one which causes or is likely to cause harassment, alarm or distress to one or more persons not in the same household.

26 See Home Office toolkit on anti-social behaviour ([www.crimereduction.gov.uk/toolkits](http://www.crimereduction.gov.uk/toolkits)) for examples and definitions.

27 Association of London Government (1998)

**Figure 2 Youth victimisation<sup>28</sup>**

Location/category	Aggressor (peer)	Aggressor (adult)
School	<ul style="list-style-type: none"> <li>• Assault</li> <li>• Threatening behaviour</li> <li>• Harassment</li> <li>• Theft</li> </ul>	
Public space	<ul style="list-style-type: none"> <li>• Robbery</li> <li>• As above (to and from school)</li> </ul>	
Sexual		<ul style="list-style-type: none"> <li>• Unwanted attention</li> <li>• Harassment</li> </ul>
Institutional (eg Young Offender Institution)	<ul style="list-style-type: none"> <li>• Assaults</li> <li>• Threatening behaviour</li> </ul>	
Police		<ul style="list-style-type: none"> <li>• Moving on</li> <li>• Stop and search</li> </ul>
Home	<ul style="list-style-type: none"> <li>• Murder</li> <li>• Sexual, emotional or physical abuse</li> </ul>	<ul style="list-style-type: none"> <li>• Murder</li> <li>• Sexual, emotional, physical abuse</li> <li>• Witness to violence</li> </ul>

<sup>28</sup> Based on Muncie (1999)

**Data relating to risk factors**

Increasingly YOTs will collate factors to identify particular risk factors within their mainstream caseload and taking advantage of the Youth Offending Information System (YOIS).

This will also begin to give some picture of the risk factors associated with the local population of actual offenders, and a reasonable indication of risk factors offending those younger people at high risk of offending. Other information about risk factors is given in Figure 3.

Figure 3 is taken from *No More Excuses*<sup>29</sup> and usefully breaks down risk factors to those associated with neighbourhood, school and family.

A significant amount of data will already have been gathered in the preparation of other complementary strategies. They should provide information about risk factors in the categories listed in Figure 4.

29 Home Office (1997)

**Figure 3** Risk factors: sources of data

	Risk factor	Data source
<b>Neighbourhood</b>	Poor housing and facilities	<ul style="list-style-type: none"> <li>• Census</li> <li>• Housing management data</li> <li>• Planning department data</li> </ul>
	Associating with delinquent friends	<ul style="list-style-type: none"> <li>• Neighbourhood consultation</li> <li>• Staff consultation</li> </ul>
	Lack of opportunity: <ul style="list-style-type: none"> <li>• jobs</li> <li>• learning</li> </ul>	<ul style="list-style-type: none"> <li>• Learning and Skills Council data</li> <li>• Census</li> <li>• Research for regeneration initiatives</li> <li>• Employment Services data</li> <li>• Education Department data</li> </ul>
	Disorganisation/physical disintegration	<ul style="list-style-type: none"> <li>• Census</li> <li>• Research for regeneration initiatives</li> <li>• Planning Department data</li> </ul>
	Area with high crime rate	<ul style="list-style-type: none"> <li>• Offence/disorder/offending data</li> </ul>
<b>School</b>	Poor discipline and school disorganisation Playing truant and/or being excluded from school	<ul style="list-style-type: none"> <li>• School management data</li> <li>• School management data</li> <li>• Education Department data</li> <li>• YOT data</li> </ul>
	Being a bully	<ul style="list-style-type: none"> <li>• School management data</li> <li>• Pupil consultation</li> </ul>
	Disruptive behaviour	<ul style="list-style-type: none"> <li>• School management data</li> <li>• Education psychological service data</li> </ul>
	Brought up by parent/guardian with criminal record	<ul style="list-style-type: none"> <li>• Social Services management data</li> </ul>
<b>Family</b>	Poor parenting and lack of supervision/discipline	<ul style="list-style-type: none"> <li>• School management data</li> <li>• Health Service management data</li> </ul>
	Siblings who offend	<ul style="list-style-type: none"> <li>• YOT data</li> </ul>
	Multiple problem family	<ul style="list-style-type: none"> <li>• Social Services management data</li> <li>• Education Department data</li> <li>• Health data</li> </ul>
	Being male	<ul style="list-style-type: none"> <li>• Census</li> </ul>

**Figure 4** Data already collected in other plans

Strategy	Risk factors		
	Neighbourhood	School	Family/individual
Youth Justice Plan	✓	✓	✓
DAT Plan	✓		
Community Plan	✓		
SRB/NDC Proposals	✓		
Regeneration Plans	✓		
Town Centre Plans	✓		
Education Development Plans		✓	
Behaviour Support Plans		✓	✓
Children's Services Plans		✓	✓
Quality Protects Plans			✓
Best Value Review	✓	✓	✓
Community and Mental Health Services Plans			✓

# Auditing provision for young people

An audit of crime and associated problems as they relate to young people should be complemented by an audit of those services that are currently available to deal with such problems.

The first step, as part of a wide and shallow audit, is to identify which provision is relevant to young people and crime. In doing so it is advisable to consider provision which can contribute to the reduction of the risk factors set out above and to take advantage of Section 17 Reviews that may have already carried out by the CDRP.

An audit of provision is complex. Much provision that addresses the risk factors or protective factors (those linked to decreasing the probability of offending) are delivered by

means of a plethora of statutory services, plus voluntary and community sector initiatives, that do *not* have the prevention of offending as their prime focus. The circumstances of the relevant organisations are also subject to frequent change. Much preventive work, moreover, is project-based, sustained by short-term funding and rarely mainstreamed.

Auditing current provision should include a consideration of:

- services that assist prevention
- levels of provision

## Services that assist prevention

Figure 5 gives an example of how a list may be drawn up of those services delivered by

**Figure 5** Examples of the range of services which may be considered as potentially influencing particular risk factors

	Risk factor		
Service provider	Neighbourhood example: delinquent associates	School example: truancy	Family/individual example: poor parenting
Police	Micro beat policing 'Kobans' Acceptable behaviour contracts	Truancy patrols	
Education/Schools	Community schools	Truancy programmes Effective schools Pupil referral units Home tuition	Home school liaison programmes
Youth services and the voluntary sector	Outreach Targeted facilities Diversion activities Work with young men Peer education Mentoring	Outreach Targeted facilities Work with young men  Mentoring	Work with young men
Social Services and the voluntary sector			Family support
Probation	Community penalties		Parent support
Housing department and the voluntary sector	Facilities for diversion activities Acceptable behaviour contracts		Supported housing
Health organisations and the voluntary sector	Drug prevention services		Family support
Leisure services and the voluntary sector	Diversion activities		
FE, Training providers and the voluntary sector	programmes	Alternative curriculum	

individual agencies which can be set against particular risk factors. Such a list may be drawn up on a district basis initially but broken down to a more localised assessment later on, in order to match priorities identified elsewhere within the audit.

<sup>30</sup> See Loewenstein (2002) for further details

### Levels of provision

Much of the information about services should be available in the complementary strategies listed in Figure 14 (see **A young people and crime audit**). It is important that not only are particular services or initiatives identified but also that information about the level of service is gathered. In this way, when the information in the audit is analysed, judgements can be made not only about gaps in provision but also whether existing provision is adequate.

### Profiling the active involvement of young people in the planning and delivery of preventative services

Young people should be involved in the planning and delivery of community safety (see **Consulting and involving young people**). In the first instance the Youth Prevention Strategy Group should take stock of how far this has taken place.<sup>30</sup>

Furthermore, all work with young people, whether it is preventive work or work with youth victims, will be influenced by the relationship that both young people in general and particular groups of young people have with local agencies. The audit should therefore include general information about young people in terms of:

- participation in civic life within the district including levels of representation in voluntary activity and community involvement programmes
- profile in neighbourhood renewal and regeneration programmes
- consideration as user groups, particularly in Best Value reviews

# Data analysis

The analysis of data should follow the following stages:

1. Assess data for quality and compatibility. Identify general problems with youth crime, victimisation, risk and participation.
2. Identify acute or worsening problems, such as hotspots or high-risk groups.
3. Assess current provision, particularly as it relates to known risk factors.
4. Identify major gaps in provision.
5. Set initial priorities.

A checklist is set out in Figure 6.

## Data

The data will need to be assessed for quality and compatibility across data sets.

### Data quality<sup>31</sup>

Data is often not input as intended. Data fields are often left empty, or data are input into wrong fields, or incorrectly entered. Some solutions are:

- Develop a proactive approach to data management.

- Use Section 17 and partnership training to change agency cultures and emphasise the importance of good quality data.
- Provide training for data inputters so that they can see for themselves the importance of good quality information.
- Design systems that minimise errors.
- Design systems that can be easily amended in response to changing requirements.

### Combining data from different agencies<sup>32</sup>

Different agencies will use different categories to organise their data. For instance, police, probation and YOT all use different classifications of ethnicity. The categorisation of ethnicity used in the Census is once again likely to be different. Similar problems occur in relation to age range divisions. Some solutions to these problems are:

- Identify 'information champions' within each agency.
- Develop common systems for data storage.
- Use 'data cleansing' software.

A related problem is that of the lack of co-terminosity between agencies' boundaries.

31 Taken from Fox and McManus (2001)

32 Taken from Fox and McManus (2001)

**Figure 6** Analysis checklist (Note: this checklist is intended not to be comprehensive but to give examples.)

Source	Data subject	General and acute problems (eg hotspots identified)	Current provision	Gaps	Priorities
Police and YOT	Offending Victimisation				
Police and Housing:	Anti-social behaviour/disorder				
Census, service management data, consultations, statutory plans and other sources	Information relating to risk factors including: <ul style="list-style-type: none"> <li>• truancy</li> <li>• exclusion</li> <li>• bullying</li> <li>• children in need</li> </ul> Prevalence and distribution of high-risk groups including: <ul style="list-style-type: none"> <li>• looked-after children</li> <li>• permanent excludees</li> <li>• care leavers</li> <li>• boys hanging around taking drugs</li> </ul>				
Best Value Review and Community Plan	Levels of participation by and engagement of young people				

33 Recent work carried out in the United States has begun to show that it is possible to rank risk factors in terms of the strength of their correlation with criminality. It has also been demonstrated that risk factors have a different weighting depending on the age of the young person and that combinations of risk factors can have a multiplier effect. Figure 7 is based on this work.

For example, crime data may be needed by ward, and the police may organise data only by police beat. One solution is to use GIS to aggregate data according to common spatial units. For other solutions, see the Home Office toolkit on auditing ([www.crimereduction.gov.uk/toolkits](http://www.crimereduction.gov.uk/toolkits)). Despite these difficulties, general problems can be identified as long as there is clarity about the limitations of the data.

### Identifying general and acute problems

Problems and initial priorities for action can be arrived by the following methods:

- making local, regional and national comparisons
- identifying geographical hotspots
- identifying acute problems based on high-risk groups for criminality (see Figure 7, which presents a summary of the main risk factors and the combinations of risk factors that present the greatest risk for different age groups)<sup>33</sup>
- identifying acute problems based on high risk groups for victimisation

### Assessment of current provision

An assessment of current provision requires an assessment of its main components:

- strategy
- levels of service

- quality of services

It includes provision in relation to:

- **The overall problem.** This includes the general categories where data is captured – offending, victimisation, nuisance, etc. The assessment is really a benchmarking measure for the youth crime prevention strategy as a whole.
- **Acute problems.** These may include geographical hotspots. The assessment may include a consideration of how well services are targeted at such areas and the quality of engagement between agencies and communities within those areas. Acute problems may also include waves of particular kinds of problem behaviour (eg glue sniffing) or victimisation (eg theft of mobile phones from young people).
- **Previous priorities.** The analysis should also represent an assessment of performance on previous priorities.
- **High-risk groups.** For the purposes of assessing provision, these should include: truants and those excluded from school; young people in care/leaving care; young offenders; young people showing a range of risk factors at the brink of offending; and young victims. (See Figure 8.)
- **Overall levels of participation by young people.** Benchmarks for levels of participation should be drawn up, which follow those set by the district youth

**Figure 7** Ranking of predictors of violence or serious delinquency by ages 15–25

	Predictors at ages 6–11	Predictors at ages 12–14
<b>Rank 1 group</b>	General offences Substance use	Social ties Anti-social peers
<b>Rank 2 group</b>	Gender (male) Family socio-economic status	General offences
<b>Rank 3 group</b>	Aggression School attitude/performance Psychological condition Parent-child relations Gender (male) Physical violence	Aggression
<b>Rank 4 group</b>	Psychological condition Parent-child relationship Social ties Problem behaviour School attitude/performance Medical/physical characteristics	Anti-social parents Person crimes Problem behaviour
<b>Rank 5 group</b>	Broken home Abusive parents Anti-social peers Substance abuse	Broken home Family socio-economic status Abusive parents

strategy, in order to see whether preventive services meet the standards set.

- **Good practice.** Is service provision based on good practice in terms of: use of evidence (is it based on evidence of what works?); performance management (is performance measured to ensure that targets are met?); joined-up approach (is all provision integrated into an holistic strategy?); and accessibility (can provision be accessed by the target groups?).

- accurate information about crime, victimisation and risk factors in a given area
- accurate information about the level of provision
- accurate information about its impact

The analysis should be combined with the process of option appraisal to determine not only the most appropriate type of intervention or suite of interventions but also the level of resourcing (the 'dosage').

34 Taken from Gray *et al.* (2001)

### Setting initial priorities<sup>34</sup>

The data contained in the audit of young people and crime and the audit of provision will point up the most serious problems and gaps in provision, and therefore inform the setting of strategic priorities.

In order to ensure that the priorities are reasonable, consider the following questions:

- Has the reasoning behind priorities been made explicit?
- Has there been widespread consultation? Has feedback been given?
- Do you have a balanced set of priorities? Do they address all facets of youth crime?
- Are there a manageable number of priorities?
- Are short, medium and long-term visions laid out to accommodate a range of needs?
- Have you included priorities for both thematic (eg youth victimisation) and process issues (eg information-sharing)?

### Identifying gaps in provision

Gap analysis compares the difference between the requirements of a system and an operating system. In the field of preventative work with young people, the scale and complexity of the problem of delinquency may suggest that a gap analysis would be unhelpful: it is not worth trying to assess the difference between the impact of a suite of preventative measures and the overall problem because in reality the services required could never be funded. However, a problem-oriented approach to prevention demands an understanding of the relationship between existing measures and what more is required to meet policy objectives. The analysis should assist in the target-setting process described later.

A successful gap analysis is dependent on effectively carrying out the young people and crime audit, and the audit of provision. It needs:

**Figure 8** Checklist for assessing provision for high-risk groups

	Targeting	Accessibility	Evidence-based?	Effectiveness	Level of resource
Permanently excluded young people					
Looked-after young people					
Young people at risk of offending					
Young offenders					
Young victims					

# Consulting and involving young people

35 Mason (2001)

36 Combe (2001)

37 www.london.gov.uk

## What are consultation and involvement?

The NSPCC study<sup>35</sup> found that only 51 per cent of the strategies involved direct consultation with children and young people. The opportunities to include young people in the development of safer communities are extensive, and effective consultation is a vital element of this work.

It is important that consultation work with young people in relation to crime and disorder develops beyond the use of questionnaires with secondary school pupils and other 'easy to reach' groups. A survey of the involvement of young people in decision making in local authorities<sup>36</sup> asks local government to look at young people's contributions to budget setting, leisure and recreation and health issues.

Innovative ways of consulting and actively involving young people in service provision abound, and partnerships should look to their youth services, Social Services, Connexions services and Best Value arrangements for promising approaches. Examples include:

- The IPPR survey referred to above shows that 70 per cent of local authorities are involving hard to reach young people in their decision making.
- Many Social Services departments have involved young people in the design and delivery of residential provision and aftercare services.
- Consultation and involvement work on potentially 'dry' subjects can be made engaging. The Greater London Authority (GLA), for example, has designed consultation materials on its Economic Development Strategy.<sup>37</sup>
- Many agencies and organisations have used the participation of young people in recruitment and selection of staff as a 'beachhead' for developing an involvement approach. Police Forces as far apart as Zambia and Nottingham have involved young people in the recruitment and selection of Police Officers.

Crime and disorder is a subject that can engage many groups, including young people,

who would describe themselves as not being interested in politics. Crime is a lever that can be used to engage young people in local democratic processes by introducing them to traditional voting models such as polling, engaging them in active citizenship through citizens juries or giving them the skills to contribute to the design of their built environment.

Meaningful consultation will provide a snapshot of an opinion. Meaningful involvement will track opinions over time, creates a dialogue and build trust with young people.

In order to get the most from the process, CDRPs should consider the outputs that they expect from consultation and involvement. How is it going to impact on decision making?

## Why consult and involve young people?

Positive consultation and involvement work with young people will have a range of benefits. It will help develop safer communities by identifying young people's concerns and priorities, by prioritising their community safety issues and by holding CDRPs to account. Local Authorities and Police Services can also expect to see improvements in the reviews of their services that they have to undertake under Best Value.

## Young people's involvement methods

A range of consultation and involvement methods are listed in Figure 9. They can be roughly separated into methods for acquiring information and ideas, methods for involving young people in service delivery and involving young people in decision making.

- **Questionnaires** can be cheap and easy to design and distribute. They can be on paper or in electronic format. They can be undertaken by post, in person and with individuals and groups.
- **Focus groups** can assemble 6–10 young people to discover what they think about a specific issue. This work requires a trained facilitator. It is vital that the focus group is

representative of the young people you wish to consult and involve.

- **Outreach work** is likely to be used to contact young people who are not in touch with other services, or are perceived as a threat or challenge to the community.
- **Arts and drama work** can be used to engage young people in direct comment on their lives and environment, and also to help them acquire skills and knowledge to help them contribute to public debate.
- **New media** methods of involving young people include the use of text messaging, websites and e-groups. Young people are the citizens most likely to be online and least likely to vote. Information and communications technology can be used to consult and involve young people, through text messaging, school and college email networks, and websites.<sup>38</sup>
- **Panels, steering groups and decision-making bodies** can build young people's involvement into the work of partnerships and agencies. Social action approaches specifically seek to involve young people in influencing policy and practice.

**Reaching a range of young people**

Young people are not one homogenous group. Consultation work should take place using a variety of models, targeted at a variety of groups. Some local authorities can provide internal assistance: Birmingham City Council has a young people's public involvement strategy while other local authorities, like

Herefordshire, have consultation co-ordinators.

There are models for consulting and involving young people in challenging environments and on controversial issues. Durham University has developed the PARC model with rough sleepers, consulting them on the services that they receive. Salford Brook advisory service won an IPPR public involvement award for involving young people in the design and delivery of a sexual health advice centre.

38 Cabinet Office (1998)

Reducing youth crime will mean employing a range of methods in order to reach a range of young people. A preliminary assessment of the range and diversity of the work that a partnership is involved in could be undertaken by looking for a 'scattershot' of ticks in Figure 10. The checklist can also be used to begin to match consultation method to desired outcome.

In addition to this, partnerships and agencies may want to consider introducing crime and disorder subjects that have arisen through local data analysis, 'broad and shallow' consultation or through regional or national priorities.

It may be appropriate in some circumstances to provide groups of young people with a shortlist of options in relation to community safety. This can help ensure that young people do not develop false expectations about the outcomes of the exercise. 'Lewisham Listens' provided young people with three options for the use of a discretionary budget of £10,000. The options

**Figure 9** Community safety work that should consult and involve young people

	Who	What
Long term	<ul style="list-style-type: none"> <li>• National/regional government</li> </ul>	<ul style="list-style-type: none"> <li>• Broad principles</li> <li>• Broad objectives<sup>39</sup></li> </ul>
Medium term (strategic)	<ul style="list-style-type: none"> <li>• CDRP</li> <li>• Chief Officers/Responsible Authority Group</li> </ul>	<ul style="list-style-type: none"> <li>• Crime and Disorder Reduction Strategy</li> </ul>
Medium term (strategic)	<ul style="list-style-type: none"> <li>• Thematic implementation group for young people and crime</li> </ul>	<ul style="list-style-type: none"> <li>• Annual reports</li> <li>• Specific objectives</li> <li>• Operational responsibility</li> <li>• Links with annual Youth Justice Plans, etc</li> </ul>
Short term (operational responsibility)	<ul style="list-style-type: none"> <li>• Community police officers</li> <li>• Youth workers</li> <li>• Sports development workers</li> <li>• YOT staff</li> <li>• Teaching staff</li> <li>• Social workers</li> <li>• Ward Officers</li> <li>• Regeneration area staff</li> </ul>	<ul style="list-style-type: none"> <li>• Responding to communities</li> <li>• Dealing with youth nuisance, anti-social behaviour and lack of facilities for young people</li> <li>• Regular direct engagement with young people</li> </ul>

<sup>39</sup> Home Office Aim 1, West Midlands Crime Reduction Priority 4

**Case study: Young people's participation in community organisations**

<p><b>What</b> A project run by the National Children's Bureau to pilot intervention aimed at integrating 11–16 year olds into structures that represent the voice of the community but are usually adult/elder led. Piloted in Coventry, Brighton and North Kensington, London.</p>	<p>make their voices heard. One of the initiatives involves Police and Youth Service, as members of geographical sector working groups directly contributing to the local CDRP strategic plan. It was recognised there were no young people on the sector working groups and that the groups needed to elicit the views and solutions of young people and develop some long-term representation. A group of young people are currently involved in recording their views on life in their neighbourhood and how they relate to crime in their areas, using photography and video diaries. The final result will be presented in a sector group meeting, attended by the Council Leader and Police Borough Commander. This</p>	<p>activity has also operated alongside a police-led moped project and under-14s football league.</p> <p><b>Brighton SRB6</b> project bid developed by young people with the intention that they will manage it.</p> <p><b>Coventry</b> Young people to take part in the 'neighbourhood plan' through creative means such as video.</p>
<p><b>Why</b> Specifically targeting marginalised young people unlikely to already have representation or a voice of any sort.</p>		<p><b>Contact</b> Elin Stefansson, NCB 020 7843 6005 estefansson@ncb.org.uk</p>
<p><b>How</b> <b>Kensington</b> The project works with other agencies and initiatives to reach young people and support them to</p>		<p>Sgt Duncan McKinlay 020 8246 0161 duncan.mckinlay@met.police.uk</p>

**Figure 10** Checklist for comprehensive consultation

	Questionnaire	Focus group	Outreach work	Arts/drama	New media	Panel/steering gp
Young people in secondary schools						
Young people from black and minority ethnic groups						
Disabled young people						
Parents and carers						
Young people who are excluded from school						
Young people who have been involved in offending						
Young people from travelling communities						
8–12 year olds						
Students under 25						
Young people involved in substance misuse						
Young people looked after by the local authority						
Adults who work with young people: youth workers; social workers; teachers						
Young people in high-crime neighbourhoods						
Young homeless people						
Young gay and lesbian people						
Others						

had costings and implications that were shared with the consultation groups, and the young voted after full consideration of the available choices and the budget was spent accordingly.

Young people's time and energy is as valuable as anyone else's. Strong consideration should be given to providing incentives to young people who work to develop safer communities. A survey of 20 of the 34 West Midlands CDRPs revealed low levels of incentivisation in audit and strategy development (which can be found in a briefing note on the GOWM website: [www.go-wm.gov.uk/cru](http://www.go-wm.gov.uk/cru)). This may take many forms, from formal payment of sessional fees, through to entry into competitions, subsidised public transport, leisure activities and the acquisition of skills that can lead to qualifications and employment. Serious consideration should also

be given to any resources that would make it easier for young people to take part. Sometimes teenagers have responsibility for looking after younger siblings, and it may be necessary to provide activities for younger children in order to allow teenagers to contribute.

Young people should also receive feedback on the outcome of their involvement, to show the value of the time they have given. This will also make it more likely that they will participate in future involvement exercises.

### Has it worked?

There is a simple test of whether consultation and involvement work with young people has been effective: have community safety structures changed as a result?

**Figure 11** Checklist of subjects for consultation<sup>40</sup>

The built environment and public spaces	
Experiences of being a victim of crime	
Bullying	
Retail and public space	
Theft of new technology (mobile phones, laptops and games consoles)	
Racial harassment and violence	
Information about crime and sentencing	
Domestic violence/crime within the home	
Public transport	
Defensiveness and territoriality (gangs, fear of other young people)	
Leisure facilities	
Drugs, alcohol, substance abuse	
Violence and assault	
Car crime	
Others	

<sup>40</sup> This list is not exhaustive. Trends in offending can emerge and change quickly.

**Figure 12** Checklist for incentivisation

Subsidised/free use of leisure facilities	
Subsidised/free use of public transport	
Competitions and entry into draws	
Control of budget	
Skills acquisition/NVQ or other qualifications	
Sessional fees	

# Devising solutions

## Developing a strategy

A youth crime prevention strategy would be expected to be part of a reflective practice cycle. It would therefore follow the format of the overall crime and disorder reduction strategy and include the following stages:

- priorities confirmed and options considered
- **hierarchy of priorities** determined
- **a balance of measures** considered
- **targets prioritised**, following SMARTI principles

### *Prioritisation and option appraisal*

For preventative work with young people, a critical stage in this process is to assess the options for action possible to deal with the priorities identified. We need to know not only that particular interventions can work but also

why they work, with which young people, in what circumstances and with what critical success factors.

The matrix of what works in preventative work with young people, shown in Figure 13, was drawn up as part of Nacro's evaluation of the drugs prevention programme implemented by the Manchester Health Action Zone.

The Youth Crime Prevention Strategy Group also needs to consider a good mix of different kinds of intervention with young people. Preventative interventions with young people can be grouped in the following 4 level hierarchy:

**Level 1** General preventative measures to reduce risk. Examples include:

- improving leisure facilities in deprived neighbourhoods

**Figure 13** Preventative work with young people: what works with who, where and why

Mechanism/ Technique	How does it work?	Which young people does it work best for? Why?	Which contexts/situations does it work best in? Why?
Peer education	<ul style="list-style-type: none"> <li>• Content is peer-led rather than agency-led, making it more relevant and more likely to have impact.</li> <li>• Information is in young people's language, making communication more effective</li> <li>• Messages from peers have more credibility and are more likely to have an impact.</li> <li>• Messages can expand out into the wider community.</li> <li>• Peer educators can gain self-esteem, skills and experience.</li> </ul>	<ul style="list-style-type: none"> <li>• Older educators with younger peers (couple of years' 'gap').</li> <li>• For those who are more marginalised.</li> <li>• For those who may be 'anti-authority'.</li> <li>• Girls may respond more to peers of their own age.</li> <li>• Educators may benefit more than those being educated.</li> </ul>	<ul style="list-style-type: none"> <li>• Informal settings.</li> <li>• Absence of adult surveillance.</li> <li>• Within a structure and parameters set by adult professionals.</li> </ul>
Mentoring • Peer • Adult • Befriending	<ul style="list-style-type: none"> <li>• The relationship is built on trust and respect. This facilitates addressing 'difficult' issues.</li> <li>• Mentees feel that someone cares about and values them.</li> <li>• Extra-familial, non-statutory relationship can allow freedom to raise 'taboo' or challenging issues.</li> <li>• Mentors can act as role models.</li> <li>• Mentors can show positive opportunities that are available.</li> <li>• Can be used to develop social skills, learn practical tasks and learn appropriate behaviour.</li> </ul>	<ul style="list-style-type: none"> <li>• Potentially everyone can benefit.</li> <li>• Mentees need to want the relationship to work.</li> <li>• Those with complex needs can benefit.</li> </ul>	<ul style="list-style-type: none"> <li>• May not work well in schools – especially if working with the most challenging young people – because of inflexible timetables and over-pressurised teachers unable to give enough support.</li> <li>• Works well when mentors have clear boundaries and receive adequate support.</li> </ul>

Figure 13 continued

Mechanism/ Technique	How does it work?	Which young people does it work best for? Why?	Which contexts/situations does it work best in? Why?
Participation in activities, sport or recreation	<ul style="list-style-type: none"> <li>• Diversionary – they occupy young people constructively in their spare time.</li> <li>• Act as a 'carrot' to attract people in to services.</li> <li>• Act as a 'carrot' to retain people in services.</li> <li>• Help young people to develop skills or gain qualifications.</li> <li>• Act as a vehicle for giving information, advice and support.</li> <li>• Build confidence, self-esteem, team-working and leadership skills.</li> </ul>	<ul style="list-style-type: none"> <li>• For those with low self-esteem.</li> <li>• For those who have had limited previous opportunities to get involved with activities.</li> </ul>	<ul style="list-style-type: none"> <li>• Can work well in a variety of settings and contexts</li> <li>• Need to be adequately supervised/instructed.</li> </ul>
Information/ advice provision	<ul style="list-style-type: none"> <li>• Accurate information allows young people to make more informed choices.</li> <li>• Can reinforce existing knowledge.</li> <li>• Information can be passed on to peers, family or the community.</li> <li>• Can be a platform for discussion (either group or one-to-one).</li> </ul>	<ul style="list-style-type: none"> <li>• Message and communication method both need to be tailored to specific 'audience'.</li> </ul>	<ul style="list-style-type: none"> <li>• Can be used in all settings.</li> <li>• Young people can participate in creating materials (with all the additional benefits participation gives – see above).</li> </ul>
Work with parents/carers	<ul style="list-style-type: none"> <li>• Helps them give better support to their children.</li> <li>• Can improve parental confidence in dealing with 'difficult' issues.</li> <li>• May improve parent/carer relationship with child.</li> <li>• Can help workers understand the wider picture of young person's background.</li> </ul>	<ul style="list-style-type: none"> <li>• Not always appropriate (eg if parents/ carers are putting unhelpful pressure on child).</li> </ul>	<ul style="list-style-type: none"> <li>• Generally available sessions in community or schools can remove stigma of attendance.</li> </ul>
Counselling	<ul style="list-style-type: none"> <li>• Feeling listened to is important.</li> <li>• Can act as a vehicle for providing information and advice.</li> <li>• Can work with past/present issues of emotional trauma or suffering (which may have behavioural consequences).</li> <li>• Can work on behavioural change and on sustaining change.</li> </ul>	<ul style="list-style-type: none"> <li>• Young person must be willing to participate.</li> <li>• Selected method must be appropriate for individual.</li> </ul>	<ul style="list-style-type: none"> <li>• Non-threatening setting.</li> </ul>

### Case Study: Bullying in schools

**What and why**

Innovative school-based approaches to bullying in order to reduce truancy and exclusion, as part of the Home Office-funded Crime Reduction in Secondary Schools Programme.

**How**

**Knowsley** The project has developed a variety of peer-based approaches towards bullying, including: peer-administered research on bullying; Youth Action Groups focusing on specific aspects of bullying and peer

mentoring; and community reporting on disorder/nuisance/bullying incidents witnessed out of school.

**Kingston Upon Hull** The six pilot schools have developed a co-ordinated whole-school approach to bullying. This has included: poster campaigns defining bullying; 'bullying boxes' for young people to report bullying of themselves or bullying witnessed and any assistance they want, and who they want to deal with it; pupil bullying surveys to assess the extent of the issue; and peer mentoring activity

arising from high levels of 'bystander' witnessing where young people are unsure of how to intervene

**Contact**

Mark Harrison  
Knowsley Citizenship and Social Inclusion Unit  
0151 443 3456

### Case Study: Bradford Youth Team Initiative

**What and why**

Established to train and equip young people between the ages of 18–25 from the inner city and council estates to contribute to the regeneration of these neighbourhoods through the Local Authority's strategy to reduce young people's crime.

**How**

Members participate in accredited training and work as peer mentors and role models for vulnerable young people. There is specific input also on understanding and awareness of different cultures and faiths.

Work undertaken includes: health, drugs and crime awareness

programmes; running holiday playschemes; and anti-bullying and self affirmation workshops.

**Contact**

Bradford Youth Team, Bradford City Council  
01274 752111

41 Home Office (1999)

- improving access to family support services
- involving young people in decision making

**Level 2** Targeted measures at groups exhibiting particular risk factors. Examples include:

- youth diversion with intimidating groups of young people on street corners
- measures to reduce truancy and exclusion in schools
- training for parents of young people with early behavioural problems

**Level 3** Dedicated services to high-risk groups. Examples include:

- services to young people in care
- pupil referral units
- specialist services to young people with drug or alcohol problems

**Level 4** Measures to prevent re-offending.

Examples include:

- reintegration programmes
- restorative justice programmes

In a climate of limited resources it is likely that

the Group will want to concentrate its efforts on the higher, more targeted levels of intervention in the first instance at least. In the long term, however, it is worth emphasising that a solid investment in level 1 and 2 interventions alongside the more targeted work is likely to limit the numbers of young people in the higher risk groups.

**A balanced programme of measures**

The Group will need to give consideration not only to the potential impact of individual measures but also to how a range of measures will interact. This is especially important in prevention work with young people where action against young offenders may take place alongside measures to actively involve young people. Experience from the Reducing Burglary Strategic Development Projects showed three types of interaction.<sup>41</sup>

- **Interactive packages** consist of interventions designed to work in complementary and cumulative ways. Often there is an important sequencing to the

### Case study: Southwark Young People's Preventative Strategy

**What and why**

Strategy to reduce offending by prolific young offenders and provide an integrated service for young people.

The new strategy has three levels:

- action to contain prolific offenders
- targeted crime prevention including earlier intervention
- wider, more outcome-focused youth inclusion strategy

Detailed analysis of young people's crime including extent of small gang activity in street robbery, plus heavy victimisation of witnesses of school age. Increasing concerns that

Southwark is at high risk of having significant numbers of young people who are disaffected, excluded and at risk of becoming involved in gangs and criminal activity.

**How**

**Level 1** Creation of a new multi-agency risk management panel deploying a co-ordinated and targeted range of powers.

**Level 2** A targeted response to referral of individuals causing concern, improved capacity for the range of agencies to respond to a greater

number of individual cases, broader crime prevention initiatives aimed at neighbourhoods and wider populations.

**Level 3** A wider youth strategy, comprising measures for young people to access advice and support, preventative actions to address causes of disaffection and exclusion, developing a voice for young people in decision making.

**Contact**

Eastland Thompson, YOT Manager  
020 7525 7867

## Case study: Strathmore Centre Initiative

### What and why

Preventative work with young people not attending an educational establishment. A joint initiative between Social Services and Education Departments in the London Borough of Richmond, aiming to:

- improve school attendance
- reduce offending
- secure educational achievement
- continue participation in Education

### How

- full-time education for Year 11 pupils, those under a supervision order or out of school for other reasons
- one-to-one in-school support work for 'at risk' young people referred by the school or Social Services
- volunteer scheme providing mentors, advocates, independent visitors to work with young people
- summer programme for disaffected

or vulnerable young people aged 12–16

- crisis intervention services for adolescents at risk of going into Local Authority care and accommodation

### Contact

Ron Wallis  
020 8943 1691

interventions, in which the effectiveness of one intervention is dependent on the successful prior implementation of another. For example, an anti-bullying programme in school may be an important precursor to an anti-truancy initiative.

- **Combined packages** consist of a range of interventions that work independently of one another. Often these were framed in terms of long lists of interventions without a clear explanation of how they were related or how they combined to form an effective plan for reducing burglary. For example, a number of projects included interventions aimed at youth offenders, potential offenders, victims and potential victims.
- **Contradictory packages** consist of interventions that work against each other so that the success of one intervention results in the failure of another. An example of such a package is one containing the implementation of a child curfew and a youth involvement programme in the same neighbourhood at the same time.

Strategy Groups are advised to aim for interactive packages wherever possible. In this they should be guided by the joint protocol for working with young people set out earlier.

### SMARTI targets

Partnerships are also advised to set targets within each priority that are SMART:

- specific
  - measurable
  - achievable
  - realistic
  - timetable attached
  - investment needs to be addressed
- When setting targets:

- distinguish clearly between inputs, outputs and outcomes

- emphasise outcomes wherever possible.

The problem with identifying SMARTI outcome targets for some of the lower level preventative measure is that:

- Such measures particularly are necessarily long term in their impact – certainly longer than the three-year planning cycle of the Crime And Disorder Reduction Strategy.
- How criminality prevention measures that address the risk factors associated with crime work is a complex and not uncontroversial issue.

In order to overcome some of these problems, Strategy Groups should consider aligning targets with those in the complementary strategies that impact on young people. In doing so they need to take into account the lifecycle and the statutory requirements of each strategy. These are set out within Figure 14.

### Implementing the strategy

In implementing the strategy the Group should consider:

- cost implications
- strategies for continuous improvement including:
  - information management
  - active involvement of young people
  - communications
  - performance management
- barriers to implementation and ways round them

These are covered in the rest of this chapter.

**Figure 14** *Complementary strategies*

Lead agency/ partnership	Other agencies involved	Plan/strategy	Legislation	Cycle
Police		Policing Plan Corporate Plan	S.8 of the Police Act 1996 Not a legislative requirement	Annual 3 years +
Police Authority		Best Value Performance Plan	S.6(4) of the Local Government Act 1999	
Probation Service	Voluntary service providers	Local Performance Plans	S.3 and S. 5 Criminal Justice and Court Services Act 2000	
YOT	Police, Education, Social Services, Health Authority	Youth Justice Plan	S.40 of the Crime and Disorder Act 1998	Annual
Local Authority: Corporate	Health Authority, Police, Education, Hospital Trusts, Employment Service, RSLs, community and voluntary groups	Community Strategy	S.4 Local Government Act 2000	Periodic review, the timescale of which depends on local strategy
		Best Value Performance Plans and Best Value Reviews	S.1, 5 and 6 of the Local Government Act 1999	Annual
		Corporate Community Safety Plan	Local Government Act 1999 (BVPI 173)	Annual
		Local Public Service Agreements (PSAs) Development Plans	Town and Country Planning Act 1990	3 years
	I&DEA, DEFRA, UNISON, DTLR, LGA, CBI, Energy Saving Trust and others	Local Agenda 21	UN mandate from Rio Summit 1992	
Local Authority: Housing		Housing Investment Programme (HIP) Strategy Document (Wales: Housing Strategy Operational Plan)	Local Government Housing Act 1989	Annual
Local Authority: Social Services	Health authority, voluntary agencies, Education, Housing Health Authority, voluntary and private organisations Police, Health Authority, Local Authority and other agencies	Children's Services Plan (Wales: Social Care Plan)	The Children Act 1989	3-year plans with annual reviews
		Community Care Plan (Wales: Social Care Plan)	Community Care Act 1990	3-year plans with annual reviews
		Vulnerable Adults Plan	S.7 Local Authority Social Services Act 1970 (LAC (2000) 7)	
		Children's Plan		
Child Protection Committee	Social Services, Police, Health Authority, Education	Area Child Protection Committee's Annual Review	Children Act 1989 and Protection of Children Act 1998	Annual
DAT	Health Authority, Social Services, Education, Police, Probation	Drug Action Plan (Wales: Drug and Alcohol Action Plans)	White Paper: <i>Tackling Drugs to Build a Better Britain</i>	Annual
Local Authority: Education		Education Development Plan (Wales: Education Strategic Plans)	School Standards and Framework Act 1998	1st plan 1999-2002; 2nd plan 2002-2007; updated annually
	Primary Care Groups, YOT, Social Services, Youth Services	Behaviour Support Plan	The Education Act 1996	3 years
Early Years and Development Child-care Partnership	LEA, private and voluntary nurseries and local schools	Early Years Development Plan		Annual
Health Authority	Primary Care Groups, Primary Care Trusts, Social Services, Local Authority, NHS Trusts, private businesses, voluntary organisations	Health Improvement and Modernisation Plans, (formally Health Improvement Plans)	The Health Act 1999 and HSC 1999/244	3 years
Primary Care Groups	Health Authorities, Social Services	Primary Care Investment Plans	The Health Act 1999 and HSC 1999/244	
SRB Partnership	Housing, Planning, Social Services, Police, voluntary/private sector		S126 of Housing Grants, Construction and Regeneration Act 1996 and S.2 of Employment and Training Act 1973	From 1 to 7 years
Health Action Zone	NHS, Local Authority, voluntary and private organisations, and community groups			7 years; yearly review of funding

Figure 14 continued

Lead agency/ partnership	Other agencies involved	Plan/strategy	Legislation	Cycle
Education Action Zone	Local businesses		1998 School Standards and Framework Act	3-year plan updated annually
New Deal for Communities Partnership	Community and voluntary organisations, public agencies, Local Authorities and businesses		S.126 of Housing Grants, Construction and Regeneration Act 1996, S.2 of Employment and Training Act 1973 and Housing Act 1996	10 years; reviewed annually
Neighbourhood Management	Local businesses, local Authorities, community and voluntary groups and local residents			Up to 7 years
Local Strategic Partnerships (LA or other partner to take lead)	Local public sector organisations, community organisations, businesses, voluntary organisations	Community Strategy	<i>A New Commitment to Neighbourhood Renewal – the National Strategy Action Plan 2001</i>	

### Spelling out the cost benefits

Research, particularly that carried out in the United States, provides convincing evidence that early interventions with young people are cost effective, not only through saved costs in terms of less crime but also through increased tax revenue and savings in welfare benefits.<sup>42</sup> (Other studies from the United States provide powerful arguments for the cost benefit of promoting community-based measures as an alternative to continued use of the criminal justice system. In the '90s, a study was carried out by the RAND Corporation on the relative costs of measures to tackle drug misuse.<sup>43</sup> It examined the relative costs of different measures required to bring about a 1 per cent reduction in drug consumption. The results suggested that 'domestic enforcement' cost four times as much as treatment for the same percentage reduction in drug use.<sup>44</sup>)

At present we are very much reliant on research studies to indicate the cost benefits of preventative measures. It is a complex and time-consuming task to identify the costs of particular interventions. In the first instance cost-effectiveness analysis should be distinguished from cost-benefit analysis:

- **Cost-effectiveness analysis** compares alternative cost streams that produce broadly similar outputs or outcomes. They are expressed as the input cost per unit of output or outcome achieved. A measure of cost-effectiveness in a youth diversion project might be the cost per offender attending a literacy programme (cost per output). Another measure of cost benefit in a youth diversion project might be the cost

per crime prevented (cost per outcome).

- **Cost-benefit analysis** goes a step further than cost-effectiveness analysis by attaching monetary values to the outcomes of an intervention. The value of the outcomes (benefits) is divided by input costs. Worthwhile cost-effectiveness and cost-benefit analysis at local level is very much dependent on having good information systems, monitoring and evaluation and a rigorous performance management structure. However, such analyses may prove crucial to making the case for a strong portfolio of preventative measures at local level. Services for young people have been particularly vulnerable to cuts in public expenditure, partly because the resulting costs in increased levels of crime, anti-social behaviour and other social problems have not been spelt out.

Figure 15 spells what is involved in carrying out a cost-benefit analysis.

An example of the cost implications of a preventative initiative are set out in the case study below.

### Strategies for continuous improvement

These strategies are as important as the overall youth prevention strategy itself. They will underpin its successful implementation and ensure that the Group becomes a learning organisation. Wherever possible they should also include SMARTI targets.

#### Managing information

In the first instance the Youth Crime Prevention Strategy Group should set up an information group comprised of those

42 For example, the Highscope Project quoted in Nuttall *et al.* (1998)

43 Rydell and Everingham (1994)

44 For further information see PAT 12 on young people, which brought together the sparse evidence that does exist about costs and estimated the costs to society of conduct disorder, school exclusions, heroin misuse and non participation in the labour market of 16 to 18 year olds.

**Figure 15** Different levels of cost-benefit analysis

Specific approach	What would it involve?	Policy implications?	Could it be done by a local partnership?
1. Making a link between the predicted inputs of a specific project or mainstream service and its outcome targets.	<ul style="list-style-type: none"> <li>• Identify predicted inputs.</li> <li>• Estimate likely impact (part of the target-setting process).</li> <li>• Calculate predicted cost effectiveness using predicted inputs and predicted impact.</li> </ul>	<ul style="list-style-type: none"> <li>• Could be used for basic policy appraisal in a funding bid or strategy development process.</li> </ul>	Yes – relatively easy.
2. Undertaking cost-effectiveness analysis for a specific project or initiative.	<ul style="list-style-type: none"> <li>• Measure and then value direct and indirect inputs.</li> <li>• Evaluate project to ascertain crime reduction impact.</li> <li>• Calculate cost-effectiveness.</li> </ul>	<ul style="list-style-type: none"> <li>• A form of policy evaluation that could be used to set future priorities and allocate future funds.</li> <li>• Would only be undertaken on flagship projects.</li> </ul>	Yes – although difficult and resource intensive because of need for a good evaluation.
3. Undertaking cost-effectiveness analysis on mainstream service contributions to a particular strategic priority.	<ul style="list-style-type: none"> <li>• Identify and distinguish each intervention contributing to a particular strategic priority.</li> <li>• Identify direct and indirect inputs for each contribution.</li> <li>• Evaluate each contribution to ascertain crime reduction impact.</li> <li>• Calculate cost-effectiveness.</li> </ul>	<ul style="list-style-type: none"> <li>• Could be used to compare the cost-effectiveness of different organisations contributing to a particular strategic priority.</li> <li>• Could be used for a S17 / Best Value Review of crime and disorder.</li> </ul>	Probably no – the type of evaluation required to identify the impacts accruing from multiple interventions would be extremely complex and resource intensive.

### Case study: Dorset Healthy Alliance Project

**What and why**

A three-year support service to teachers, children and families provided by social workers based in two schools. The service was provided because there was an identified need to provide a 'targeted but non-stigmatising programme to reach vulnerable children and their families in order to reduce truancy, delinquency, disruptive behaviour in school, school exclusion and associated social, neighbourhood and family problems'.<sup>45</sup>

**How**

The project team provided:

- counselling and group work for children and families
- consultation and support for teachers dealing with problematic children and families
- development of community and school networks

**Evaluation**

The project was evaluated by University of Southampton using comparison schools.<sup>46</sup> They identified

improvements in the project schools in terms of:

- resolving child and family problems
- teacher morale
- pupil attitude, attainment and behaviour (including delinquency)
- reducing exclusions

A cost-benefit analysis of the project indicated that, due to anticipated savings in expenditure on special education and from reductions in delinquency, the costs of the project were met two and a half times over.

45 Pritchard (2001)

46 Pritchard (2001)

responsible for gathering information within the relevant organisations the YOT, DAT and CDRP. The group should take responsibility for:

- pooling data sets for the purposes of auditing
- determining baselines for monitoring and review
- addressing questions of information-sharing protocols
- establishing a data base of good practice
- working towards common data sets that can be used for the family of strategies which

affect young people

- setting targets for improving:
  - data compatibility
  - data quality
  - outcome data on local youth prevention initiatives
  - interpreting performance against previously determined targets

For more detail on some of these areas, see **Data analysis.**

**Actively involving young people**

The key elements of delivering active

involvement by young people are:

- **Identifying specific groups of young people.** The challenge varies depending on the group identified.
- **Research for involvement.** Check young people's aspirations, capabilities and potential. Check your capability for meaningful engagement.
- **Develop activities.** Match tasks and methods with needs.
- **Determine the support mix.** What are you hoping young people to commit? What access you will allow?
- **Monitoring and control.** Use feedback and other review methods; feed results back to young people.<sup>47</sup>

**Communications**

A communications strategy must have as its major focus the promotion of positive features of young people and positive action by them. Key aspects of a year's action plan could include:

- event to launch youth prevention strategy
- two events to showcase youth prevention initiatives
- six press releases to local media on key developments
- three articles for local papers
- four issues of a newsletter for members of the group

- monthly meetings with key local stakeholders
- eight presentations to community groups/groups of young people
- leaflet poster campaign on the central priority of the youth prevention strategy
- development of website.<sup>48</sup>

**Performance management**

Performance management is a structured way of measuring performance to ensure that targets are being met. It should be a key part of the management framework for the Group. It will not happen overnight. A great deal of work is required to ensure that it is implemented fully. The following steps are advised:

- Implement progressively to overcome staff resistance.
- Ensure good communication with staff about the process.
- Secure organisational ownership.
- Establish an effective review process.
- Develop top to bottom linkages within each participating organisation.<sup>49</sup>

47 Loewenstein (2002)

48 Adapted from Mullett (2001)

49 For further information see Gray *et al.* (2001)

**Barriers to developing effective strategies**

Youth Crime Prevention Strategy Groups may face a number of difficulties in developing their strategy. Figure 16 lists the main barriers and suggested solutions.

**Figure 16** Barriers to implementation

Barriers	Solutions
Who holds the vision? Who provides leadership?	<ul style="list-style-type: none"> <li>• Secure commitment from senior staff.</li> <li>• Identify leaders from different communities of young people.</li> </ul>
Trying to involve different communities of young people is time consuming and difficult.	<ul style="list-style-type: none"> <li>• Research communities of interest among young people.</li> <li>• Track young peoples' communities of interest across neighbourhoods and cities.</li> </ul>
Community 'switch-off' and problems with motivation in high-crime areas lead to difficulties with: <ul style="list-style-type: none"> <li>• targeting young people</li> <li>• involving them in the service delivery</li> </ul>	<ul style="list-style-type: none"> <li>• Address larger picture of community switch-off by challenging local adult resistance to serious participation.</li> <li>• Model good practice within local authority structures.</li> </ul>
'Annual' thinking leads to short-term rather than long-term solutions. It is difficult to get away from kneejerk solutions to disorder problems.	<ul style="list-style-type: none"> <li>• Implement a three or four-year strategy and executive budget.</li> <li>• Develop a disorder response strategy.</li> <li>• Develop training programmes for all relevant staff.</li> <li>• Identify root cause of crises.</li> </ul>
There is no general youth strategy.	<ul style="list-style-type: none"> <li>• Put in place a tandem development strategy.</li> </ul>
Expectations may be raised that cannot be met.	<ul style="list-style-type: none"> <li>• Develop a properly managed youth consultation cycle.</li> </ul>
There is a populist concern with the majority (who are not young people).	<ul style="list-style-type: none"> <li>• Unpick 'elders' concerns.</li> <li>• Promote young people positively through the media.</li> <li>• Acknowledge and adopt the rights of young people.</li> <li>• Ensure visible and upfront responsibility and accountability</li> </ul>

# Promising practice from around the world

## Citizens Committee for New York City

The Citizens Committee for New York City (CCNY) works with more than 12,000 block, neighbourhood and other civic associations helping local volunteers to solve problems such as crime and drugs, inter-group tensions, threats to the environment, the alienation of youth, hunger and poverty. CCNY is the only city-wide support centre for New York's million local volunteers, providing training, small cash grants, information and advice.

The Committee's Neighbourhood Anti-Crime Centre administers a range of award schemes, including the Chase Drug and Crime Prevention awards (funded by the Chase Manhattan Bank), Community Leaders against Drugs Grants (CLAD) and Neighbourhood Safety awards.

In addition it runs a Neighbourhood Safety Leadership Institute, which trains more than 1,000 community residents, law enforcement professionals, social service and housing providers in collaborative problem solving each year. Skills-building workshops include:

- leadership training
- grassroots fund-raising
- nurturing new leadership
- programme planning
- incorporation and tax exemption
- organising in diverse communities
- public speaking
- media action
- navigating city government
- problem solving

Workshops on 'Getting drugs out of housing', 'Partnering with the police to solve problems' and 'Making our schools safer' are held for participants from targeted neighbourhoods. A Youth Leadership Institute trains young people and youth service providers with the aim of directing the energies and activities of young people towards improving their communities. Youth Unlimited targets at risk youth through its Posse for Change campaigns and manual for those engaged in outreach work, titled *Competing with the Streets*.

A Regional Community Policing Institute

trains police officers and community residents in community policing and collaborative problem solving.

NYCC gives Take Back the Park grants to help neighbourhood coalitions address crime, environmental problems and other quality of life issues facing parks and runs a Strengthening Neighbourhood Assets Programme (SNAP), which provides grants and technical assistance to build capacity.

CCNY has an annual budget of about \$3.5 million, of which a quarter comes from government, with the remainder from gift campaigns, foundations and corporations.

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## New York Police Department Office of Deputy Commissioner Community affairs: Youth Division

The Youth Division undertakes a wide range of prevention work with young people. Its mission is to prevent drug abuse, reduce youth violence, promote child safety and improve relationships between police and young people. Youth Division officers are assigned to the Deputy Commissioner's office rather than the local precinct and currently administer programmes throughout the Elementary, Middle, Intermediate and Junior High Schools.

The primary school-based programmes are Drug Abuse Resistance Education (D.A.R.E.), familiar to the UK, and Gang Resistance Education and Training (G.R.E.A.T.). G.R.E.A.T. is an eight-week classroom program for seventh and eighth grade students teaching conflict resolution, responsibility, cultural sensitivity. Structured lesson plans are reinforced through a workbook.

30 officers are certified to teach the

curriculum that reached 12,000 pupils in 1997/8.

After School Program for Interaction Recreation and Education (A.S.P.I.R.E) is a ten week after school classroom and activity programme provided in 80 Housing Development Community Centres.

Administered by 80 police officers and 80 housing bureau officers, the programme comprises three-hour sessions focusing on drug awareness, peer pressure, self esteem, consequences, role modelling, mentoring, leadership, responsibility and conflict resolution.

Other programmes run by the NYPD include:

- Law Enforcement Explorer, run in co-operation with Boy Scouts of America: a community service career oriented programme to educate 14-20 year olds about law enforcement.
- Youth Leadership, run in co-operation with the Fresh Air Fund: two weekend camps designed to build police youth relationships and enhance leadership skills.
- Youth Police Academy: a summer programme for inner-city youth aged 12-17 at six sites. Operating two days a week for six weeks, the course comprises teaching on law, psychology and prevention, with military drills and field trips. NYPD principles of courtesy, respect and professionalism underscore all teaching which is rounded off by a graduation ceremony. 1,221 graduated in 1998.
- Police Athletic League (P.A.L.) Liaison Unit: police officers are assigned as programme co-ordinators in what is the largest independent youth organisation in New York City. Each year over 80,000 PAL youngsters enjoy educational and recreational activities in nine full-time and 58 part-time centres. Police work with schools, churches civic organisations and local precincts to set up leagues, tournaments, clinics, trips and outings.

### Early identification of delinquency: The Netherlands

A pilot project in two Dutch cities, which aims to identify children under the age of 12 suffering from multiple risk factors and provide intensive family support. 30 institutions are capable of recognising signals.

Based on case studies of active adult offenders the risk factors for later persistent delinquency include:

- living in poor neighbourhood
- dropping out of school
- bad school performance
- frequent school changes
- parents alcohol or drug dependent
- parents have been in prison
- inadequate parenting skills
- child protection contracts

A combination of signals increases risk of criminal behaviour. A profile has been developed to screen children by assessing individual, family, school and social/cultural dimensions.

Distinctive features of the project include:

- an expert signalling network
- centralised collection of information
- data and case management taking place at a single location
- Intensive family support for at risk cases

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### Under-12 Outreach Project Canada

ORP is a multi-faceted intervention for boys aged 6-11 who commit offences but are below age of criminal responsibility. The aim is to reduce police contact among a high-risk group. Secondary goals are to:

- keep boys in school.
- connect boys to positive community activities.
- teach positive peer socialisation skills.
- learn SNAP (Stop Now And Plan) , a self-control and problem-solving technique.
- teach parents effective child management skills.

A partnership with the Toronto Police Service, ORP has developed a clear protocol on referral (central intake line accessible 24 hours a day), information sharing, training, resources and annual review. Boys are assessed by a profile EARL-20B (Early Assessment Risk List for Boys) covering 20 items relating to family, child and amenability.

Programme components include:

- social learning/behavioural groupwork
- parent training
- family counselling
- in-home academic tutoring
- school advocacy and teacher consultation
- victim restitution
- individual befriending
- Friday night and Saturday clubs
- specialised risk assessment for eg arson

Evaluations show treatment gains maintained at six and 12 months. Children treated are three times better off than those referred but not admitted. 52 per cent stay out of juvenile court.

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**Midtown Community Court, New York**

Launched in 1993, the Midtown Community Court (MCC) brings defendants charged with low-level crimes to justice in the neighbourhood in which the crime is committed. The court was set up and is monitored by the Centre for Court Innovation, a not-for-profit organisation that aims to increase public confidence in the justice system.

At MCC sentences reflect the twin aims of getting offenders to pay back the neighbourhood they have harmed through community service and helping them solve the problems that underlie criminal behaviour. Building on the example of community policing, the court mobilises local residents, businesses and social service providers to collaborate with the justice system by developing and supervising community service projects and by providing drug treatment, healthcare, education and other services to defendants. As an experiment the court is testing five main ideas:

- bringing the court back to the community
- providing meaningful punishment for misdemeanour crime
- paying back the community
- involving the community in court

- using the court as a gateway to treatment

The court arraigns misdemeanour cases in three police precincts in Manhattan with a resident population of 125,000 and a daily influx of a million for work and leisure: the Times Square, Chelsea and Garment districts. The area has 43 per cent of Manhattan's misdemeanour arrests. These had, since the closing of magistrates' courts in the sixties, been dealt with at the massive court complex at downtown Centre Street. In the late 1980s quality of life crimes led to loss of business. Lack of trust in courts resulted when defendants were back on the street before the police.

The MCC was set up to provide a problem-solving approach with sentencing on the day for defendants pleading guilty in a way that both ties a crime to its consequences and tackles its causes.

Offences include shoplifting, begging, possession and minor dealing in marijuana, prostitution, jumping turnstiles in the subway, graffiti, minor vandalism and unlicensed vending. Disorderly behaviour can be referred to a community impact panel where the defendant has to meet and apologise to the people affected.

Sentences at MCC typically comprise between one and 14 days community service, plus mandated referral to drug counsellors for a four-day drug treatment readiness programme or Social Services. Longer-term drug treatment from between six months and a year can be ordered as an alternative to incarceration, with drug testing ordered for up to three times a week. The shorter-term interventions (health care groups, advice on education or job options) have the more modest aims of encouraging participants to consider the possibility of change.

Community service is carried out locally in work crews (in uniform) under the supervision of sanitation workers, in the court house itself or with not-for-profit organisations. Placement depends on assessment of risk and likelihood of compliance but often begins on the day of conviction. Failure to comply with community service or treatment can lead to 15 days in jail. Most sentences comprise Adjournment in Contemplation of Dismissal (ACD). If successfully completed, there is no criminal record. There is 77 per cent compliance with community service and 64 per cent with Social Services.

The court is funded a third by the State Courts, a third by the City and a third by private money, including the Times Square Business Improvement District who, along with residents, sit on an Advisory Board. The Board discusses emerging problems and priority placements for community service. Community involvement is increased by way of a regular newsletter. Police confidence is enhanced by arresting officers being given information about the court outcomes of their cases. There is a dedicated judge at the court and a high technology system for monitoring cases.

The court deals with 12,000 cases a year. Sentencing has produced substantially more intermediate sanctions than the downtown court and a reduction in the frequency of short-term jail sentences. In the six years since opening community service has put more than \$1 million back into the community. The annual running costs for the programme, which comprises some 24 staff, are in the region of \$1.2 million.

The MCC has several additional components:

- Social education and health care services are open to all in the area and more than 16 per cent of defendants have used them on a voluntary basis.
- The court has also developed a mediation service for a range of neighbourhood disputes.
- Street Outreach Services, comprising police and social workers, target street addicts, drunks, prostitutes and the homeless to persuade them to take up help on a voluntary basis.

The Centre for Court Innovation has developed a range of other community justice initiatives including:

- Brooklyn Drug Court
- Bronx Domestic Violence Court
- Red Hook Community Justice Centre
- Red Hook Youth Court, in which young people in the roles of prosecutor, judge and jury 'sentence' their peers for minor offences normally dealt with by a warning. Community service, letters of apology and attendance at education or behaviour change courses can be enforced only by peer pressure

**Contact**

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**Community Youth Crime Prevention, France**

Young people most at risk of crime are not always admitted to regular recreational structures. There is a particular problem during school holidays when there is heightened feeling of insecurity in neighbourhoods. Following serious incidents of youth violence in Lyon in 1981, a program renamed Ville Vie Vacances was extended across France.

Focussed on youth aged 13–18, the programme includes the funding of various activities such as:

- sports
- community activities
- arts
- cultural and educational activities

The programme is offered in the summer and other holidays. In 1998, 900,000 youth days were funded.

The programme is a partnership between central and local government with an inter-ministerial committee of 18 ministries centrally. Regional units are responsible for selection, implementation and follow-up of projects, in close collaboration with local community crime prevention councils.

In 1999 the budget amounted to 92 million Francs.

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**Andrew Glover Youth Program Inc.**

AGYP is a non-profit community-based program working with youth in the Lower East Side and East Harlem districts of New York City. The programme combines 24 hour on the street supervision with intervention and advocacy in the criminal justice system. Staff live in the areas they work in and are dedicated to the communities they serve.

Youths are referred by police, judges, prosecutors and community agencies. Courts will usually assign those assessed as likely to benefit from the program and to pose an acceptable risk to the project. The project requires offenders to accept moral responsibility for their actions.

Each offender is allocated to a youth worker who works out a tailor-made programme of reform. This comprises placements in drug, employment, education, job readiness programs and referrals to professional counselling. Regular meetings are held between offender and youth worker who is on call 24 hours a day, 365 days a year.

Youth workers are recruited and trained locally. Living in the community, they develop ongoing relationships with families and individuals. The flexibility and intensity of client-youth worker relationships lies at the heart of AGYP's success which is based on the founder's nine-point plan:

- The youth worker must live in the community.
- The youth worker must be available 24 hours a day, seven days a week.
- The programme must operate on the streets where the youths spend most of their time.
- There must be constant moral counselling to make youths aware of the consequences of their behaviour.
- There must be peer group reinforcement of non-criminal behaviour based on trust and co-operation.

- There must be continual contact and co-operation with the courts and legal and social service agencies.
- There must be good working relationships with the police.
- There must be no differentiation of function within the programme; court representation and street counselling are performed by the same youth worker.
- Clients must accept responsibility for their actions.

Evaluations show a recidivism rate of 30 per cent among its clients, compared with a national average of 83 per cent for incarcerated youth.

The programme costs \$1,500 per client per year, compared with \$52,000 to keep an offender in state prison and \$85,000 in a secure detention facility.

The programme works with about 300 offenders a year. A further 200 youths are involved in preventative programs operating at the Robert Siegal Center.

90 per cent of the 1998 budget of just over \$500,000 was raised from the private sector. The flexibility of such funding is seen as crucial to the project's success in two ways. Support to clients is not cut off at an arbitrary age of 18 or 21 as generally happens with publicly funded projects. AGYP is also able to take on intractable looking cases with negligible prospects for change relatively unhindered by the need to prove short-term success to public funders.

# Useful resources

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### Useful organisations

#### Children and Young People's Unit

Level 4E  
Caxton House  
6-11 Tothill Street  
London  
SW1H 9NA  
E-mail: [CYPU.MAILBOX@dfes.gsi.gov.uk](mailto:CYPU.MAILBOX@dfes.gsi.gov.uk)  
Telephone: 0870 000 2288  
[www.dfes.gov.uk/cypu](http://www.dfes.gov.uk/cypu)

#### Communities Empowerment Network

107 Trinity Road  
London  
SW17 7SQ  
Telephone: 020 8767 5591/5670/5656  
Fax: 020 8767 5591

#### Connexions

Telephone: 0114 259 1104  
[www.connexions.gov.uk](http://www.connexions.gov.uk)

#### Joseph Rowntree Foundation

The Homestead  
40 Water End  
York  
YO30 6WP  
Telephone: 01904 629241  
Fax: 01904 620072  
[www.jrf.org.uk](http://www.jrf.org.uk)

#### Local Government Information Unit

222 Upper Woburn Place  
London  
WC1H 0TB  
Telephone: 020 7554 2800  
Fax: 020 7554 2801  
[www.lgiu.gov.uk](http://www.lgiu.gov.uk)

#### Nacro Crime and Social Policy Section

237 Queenstown Road  
London SW8 3NP  
020 7501 0555  
[www.nacro.org.uk](http://www.nacro.org.uk)

#### National Association for Youth Justice Links

[www.nayj.org.uk/links.html](http://www.nayj.org.uk/links.html)

#### National Youth Agency

17-23 Albion Street  
Leicester  
LE1 6GD  
[www.nya.org.uk](http://www.nya.org.uk)  
E-mail: [nya@nya.org.uk](mailto:nya@nya.org.uk)  
Telephone: 0116 285 3700  
Fax: 0116 285 3777

#### NSPCC

42 Curtain Road  
London  
EC2A 3NH  
Telephone: 020 7825 2500  
Fax: 020 7825 2525  
[www.nspcc.org.uk](http://www.nspcc.org.uk)

#### OFSTED

Alexandra House  
33 Kingsway  
London WC2B 6SE  
[www.ofsted.gov.uk](http://www.ofsted.gov.uk)

#### Tagish and Local Government Links Website

[www.tagish.co.uk/tagish/links/localgov.htm](http://www.tagish.co.uk/tagish/links/localgov.htm)

#### Youth Justice Board

11 Carteret Street  
London  
SW1H 9DL  
Telephone: 020 7271 3033  
[www.youth-justice-board.gov.uk/](http://www.youth-justice-board.gov.uk/)

#### YouthOrg UK Profile Website

[www.youth.org.uk/about/profile.htm](http://www.youth.org.uk/about/profile.htm)

# **Appendix C**

*Recorded Crime for Six Key Offences 2000/01 to 2001/02*

**Table 7.06 Crime and Disorder Reduction Partnerships - Recorded crime for six key offences 2000/01 to 2001/02**

CDRP family	Crime & Disorder Reduction Partnerships	Population thousands	Households thousands	Violence against the person, offences recorded 00/01 <sup>3</sup>	Violence against the person, offences recorded 01/02	Violence against the person change 00/01-01/02 (%)	Violence against the person offences per 1,000 population 01/02	
1	5	Tamworth	73.7	30	1,613	1,891	17.2	25.6
2	5	Redditch	77.1	31	736	1,818	147.0	23.6
3	5	Worcester	95.9	41	1,054	1,936	83.7	20.2
4	5	Telford & Wrekin	151.3	60	1,178	3,013	155.8	19.9
5	5	Mansfield	99.2	42	1,478	1,945	31.6	19.6
6	5	Cannock Chase	91.8	37	1,441	1,707	18.5	18.6
7	5	Wyre Forest	96.0	40	732	1,785	143.9	18.6
8	5	Newcastle-under-Lyme	124.1	51	1,813	2,260	24.7	18.2
9	5	Trafford	220.1	92	2,839	3,179	12.0	14.4
10	5	Great Yarmouth	90.3	39	1,141	1,273	11.6	14.1
11	5	Bury	183.0	76	2,332	2,488	6.7	13.6
12	5	Wigan	312.0	130	3,819	4,213	10.3	13.5
13	5	Ashfield	108.7	45	1,163	1,454	25.0	13.4
14	5	Dudley	312.1	128	3,853	4,091	6.2	13.1
15	5	Wrexham	125.7	52	1,231	1,591	29.2	12.7
16	5	Stockport	291.1	124	3,470	3,543	2.1	12.2
17	5	Chesterfield	99.8	44	1,083	1,170	8.0	11.7
18	5	Bridgend	131.5	54	1,363	1,468	7.7	11.2
19	5	Swindon	181.5	76	1,835	1,981	8.0	10.9
20	5	Havant	118.7	50	1,327	1,248	-6.0	10.5
21	5	Wellingborough	69.3	29	763	716	-6.2	10.3
22	5	Darlington	100.6	42	721	1,022	41.7	10.2
23	5	Nuneaton & Bedworth	118.2	48	681	1,194	75.3	10.1
24	5	The Vale of Glamorgan	122.9	49	981	1,238	26.2	10.1
25	5	High Peak	90.1	38	809	865	6.9	9.6
26	5	Erewash	108.2	46	803	1,019	26.9	9.4
27	5	Thurrock	135.8	55	1,066	1,216	14.1	9.0
28	5	Dover	110.3	47	1,083	982	-9.3	8.9
29	5	Medway	244.8	98	2,399	2,147	-10.5	8.8
30	5	Gravesham	92.0	38	752	797	6.0	8.7
31	5	Kettering	83.9	35	538	703	30.7	8.4
32	5	Swale	121.5	49	1,004	1,008	0.4	8.3
33	5	Wakefield	320.4	134	2,412	2,632	9.1	8.2
34	5	Basildon	167.0	70	1,524	1,345	-11.7	8.1
35	5	Sefton	286.5	119	2,307	2,225	-3.6	7.8
36	5	North East Derbyshire	98.8	42	634	652	2.8	6.6
37	5	Chorley	99.2	41	581	646	11.2	6.5
38	5	Warrington UA	190.8	81	1,158	1,162	0.3	6.1
39	5	West Lancashire	110.2	45	410	506	23.4	4.6

**Table 7.06 Crime and Disorder Reduction Partnerships - Recorded crime for six key offences 2000/01 to 2001/02**

CDRP family	Crime & Disorder Reduction Partnerships	Population thousands	Households thousands	Sexual offences, recorded 00/01 <sup>3</sup>	Sexual offences, recorded 01/02	Sexual offences change 00/01-01/02 (%)	Sexual offences per 1,000 population 01/02	
1	5	Mansfield	99.2	42	103	128	24.3	1.3
2	5	Tamworth	73.7	30	55	86	56.4	1.2
3	5	Great Yarmouth	90.3	39	65	97	49.2	1.1
4	5	Telford & Wrekin	151.3	60	130	149	14.6	1.0
5	5	<b>Dover</b>	<b>110.3</b>	<b>47</b>	<b>92</b>	<b>106</b>	<b>15.2</b>	<b>1.0</b>
6	5	Swindon	181.5	76	139	170	22.3	0.9
7	5	Bury	183.0	76	130	171	31.5	0.9
8	5	Chesterfield	99.8	44	68	89	30.9	0.9
9	5	Wrexham	125.7	52	133	109	-18.0	0.9
10	5	Worcester	95.9	41	61	82	34.4	0.9
11	5	Wyre Forest	96.0	40	53	82	54.7	0.9
12	5	Redditch	77.1	31	36	64	77.8	0.8
13	5	Medway	244.8	98	168	203	20.8	0.8
14	5	Newcastle-under-Lyme	124.1	51	88	98	11.4	0.8
15	5	Trafford	220.1	92	123	168	36.6	0.8
16	5	Dudley	312.1	128	214	238	11.2	0.8
17	5	Havant	118.7	50	131	88	-32.8	0.7
18	5	Wakefield	320.4	134	215	222	3.3	0.7
19	5	Stockport	291.1	124	180	201	11.7	0.7
20	5	Ashfield	108.7	45	91	74	-18.7	0.7
21	5	Basildon	167.0	70	101	111	9.9	0.7
22	5	Gravesham	92.0	38	48	60	25.0	0.7
23	5	Erewash	108.2	46	56	69	23.2	0.6
24	5	Wellingborough	69.3	29	38	44	15.8	0.6
25	5	Cannock Chase	91.8	37	63	57	-9.5	0.6
26	5	Wigan	312.0	130	174	190	9.2	0.6
27	5	Swale	121.5	49	96	71	-26.0	0.6
28	5	The Vale of Glamorgan	122.9	49	95	68	-28.4	0.6
29	5	Thurrock	135.8	55	75	70	-6.7	0.5
30	5	Chorley	99.2	41	47	49	4.3	0.5
31	5	High Peak	90.1	38	31	43	38.7	0.5
32	5	Darlington	100.6	42	33	46	39.4	0.5
33	5	Sefton	286.5	119	148	130	-12.2	0.5
34	5	West Lancashire	110.2	45	76	48	-36.8	0.4
35	5	Warrington UA	190.8	81	93	83	-10.8	0.4
36	5	North East Derbyshire	98.8	42	43	40	-7.0	0.4
37	5	Nuneaton & Bedworth	118.2	48	52	47	-9.6	0.4
38	5	Kettering	83.9	35	19	31	63.2	0.4
39	5	Bridgend	131.5	54	59	47	-20.3	0.4

**Table 7.06 Crime and Disorder Reduction Partnerships - Recorded crime for six key offences 2000/01 to 2001/02**

CDRP family	Crime & Disorder Reduction Partnerships	Population thousands	Households thousands	Robbery, offences recorded 00/01 <sup>3</sup>	Robbery, offences recorded 01/02	Robbery offences change 00/01-01/02 (%)	Robbery offences per 1,000 population 01/02	
1	5	Trafford	220.1	92	914	1,006	10.1	4.6
2	5	Bury	183.0	76	374	512	36.9	2.8
3	5	Stockport	291.1	124	793	774	-2.4	2.7
4	5	Dudley	312.1	128	518	739	42.7	2.4
5	5	Wellingborough	69.3	29	73	153	109.6	2.2
6	5	Redditch	77.1	31	59	100	69.5	1.3
7	5	Wigan	312.0	130	278	385	38.5	1.2
8	5	Sefton	286.5	119	224	346	54.5	1.2
9	5	Mansfield	99.2	42	77	114	48.1	1.1
10	5	Gravesham	92.0	38	78	105	34.6	1.1
11	5	Tamworth	73.7	30	73	79	8.2	1.1
12	5	Darlington	100.6	42	85	106	24.7	1.1
13	5	Basildon	167.0	70	114	160	40.4	1.0
14	5	Chesterfield	99.8	44	72	95	31.9	1.0
15	5	Swindon	181.5	76	120	172	43.3	0.9
16	5	Nuneaton & Bedworth	118.2	48	78	102	30.8	0.9
17	5	Telford & Wrekin	151.3	60	116	130	12.1	0.9
18	5	Medway	244.8	98	183	209	14.2	0.9
19	5	Ashfield	108.7	45	83	92	10.8	0.8
20	5	Worcester	95.9	41	48	79	64.6	0.8
21	5	Kettering	83.9	35	43	68	58.1	0.8
22	5	Cannock Chase	91.8	37	42	70	66.7	0.8
23	5	Great Yarmouth	90.3	39	64	63	-1.6	0.7
24	5	Wyre Forest	96.0	40	48	66	37.5	0.7
25	5	Chorley	99.2	41	32	64	100.0	0.6
26	5	Newcastle-under-Lyme	124.1	51	50	80	60.0	0.6
27	5	West Lancashire	110.2	45	31	70	125.8	0.6
28	5	Thurrock	135.8	55	90	86	-4.4	0.6
29	5	Erewash	108.2	46	32	67	109.4	0.6
30	5	Wakefield	320.4	134	146	175	19.9	0.5
31	5	Warrington UA	190.8	81	119	102	-14.3	0.5
32	5	Swale	121.5	49	61	60	-1.6	0.5
33	5	Wrexham	125.7	52	45	51	13.3	0.4
34	5	Havant	118.7	50	55	45	-18.2	0.4
35	5	Bridgend	131.5	54	20	41	105.0	0.3
36	5	High Peak	90.1	38	40	27	-32.5	0.3
37	5	The Vale of Glamorgan	122.9	49	42	36	-14.3	0.3
38	5	Dover	110.3	47	42	32	-23.8	0.3
39	5	North East Derbyshire	98.8	42	19	18	-5.3	0.2

**Table 7.06 Crime and Disorder Reduction Partnerships - Recorded crime for six key offences 2000/01 to 2001/02**

CDRP family	Crime & Disorder Reduction Partnerships	Population thousands	Households thousands	Burglary dwelling, offences recorded 00/01 <sup>3</sup>	Burglary dwelling, offences recorded 01/02	Burglary dwelling change 00/01-01/02 (%)	Burglary dwelling offences per 1,000 population 01/02	Burglary dwelling offences per 1,000 households 01/02	
1	5	Mansfield	99.2	42	1,019	1,553	52.4	15.7	37.0
2	5	Ashfield	108.7	45	1,260	1,415	12.3	13.0	31.4
3	5	Stockport	291.1	124	3,897	3,502	-10.1	12.0	28.2
4	5	Bury	183.0	76	2,364	2,093	-11.5	11.4	27.5
5	5	Trafford	220.1	92	2,658	2,506	-5.7	11.4	27.2
6	5	Wakefield	320.4	134	3,272	3,454	5.6	10.8	25.8
7	5	Darlington	100.6	42	719	1,001	39.2	9.9	23.8
8	5	Telford & Wrekin	151.3	60	1,203	1,358	12.9	9.0	22.6
9	5	Wigan	312.0	130	2,906	2,914	0.3	9.3	22.4
10	5	Dudley	312.1	128	2,649	2,756	4.0	8.8	21.5
11	5	Chesterfield	99.8	44	600	916	52.7	9.2	20.8
12	5	Wellingborough	69.3	29	677	590	-12.9	8.5	20.3
13	5	Sefton	286.5	119	1,528	2,269	48.5	7.9	19.1
14	5	Chorley	99.2	41	492	780	58.5	7.9	19.0
15	5	Nuneaton & Bedworth	118.2	48	816	905	10.9	7.7	18.9
16	5	Cannock Chase	91.8	37	518	641	23.7	7.0	17.3
17	5	Tamworth	73.7	30	463	503	8.6	6.8	16.8
18	5	Gravesham	92.0	38	694	636	-8.4	6.9	16.7
19	5	Newcastle-under-Lyme	124.1	51	743	845	13.7	6.8	16.6
20	5	Great Yarmouth	90.3	39	710	586	-17.5	6.5	15.0
21	5	Erewash	108.2	46	510	685	34.3	6.3	14.9
22	5	Warrington UA	190.8	81	984	1,203	22.3	6.3	14.9
23	5	Redditch	77.1	31	394	443	12.4	5.7	14.3
24	5	Swale	121.5	49	614	687	11.9	5.7	14.0
25	5	Worcester	95.9	41	365	572	56.7	6.0	14.0
26	5	Wyre Forest	96.0	40	464	534	15.1	5.6	13.4
27	5	West Lancashire	110.2	45	383	591	54.3	5.4	13.1
28	5	Swindon	181.5	76	801	960	19.9	5.3	12.6
29	5	Medway	244.8	98	1,376	1,206	-12.4	4.9	12.3
30	5	Wrexham	125.7	52	432	597	38.2	4.7	11.5
31	5	Kettering	83.9	35	418	401	-4.1	4.8	11.5
32	5	Basildon	167.0	70	752	801	6.5	4.8	11.4
33	5	North East Derbyshire	98.8	42	341	456	33.7	4.6	10.9
34	5	Thurrock	135.8	55	451	563	24.8	4.1	10.2
35	5	The Vale of Glamorgan	122.9	49	552	496	-10.1	4.0	10.1
36	5	Bridgend	131.5	54	485	500	3.1	3.8	9.3
37	5	High Peak	90.1	38	256	329	28.5	3.6	8.7
38	5	Havant	118.7	50	582	415	-28.7	3.5	8.3
39	5	Dover	110.3	47	465	359	-22.8	3.3	7.6

**Table 7.06 Crime and Disorder Reduction Partnerships - Recorded crime for six key offences 2000/01 to 2001/02**

CDRP family	Crime & Disorder Reduction Partnerships	Population thousands	Households thousands	Theft of a motor vehicle, offences recorded 00/01 <sup>3</sup>	Theft of a motor vehicle, offences recorded 01/02	Theft of a motor vehicle change 00/01-01/02 (%)	Theft of a motor vehicle offences per 1,000 population 01/02	
1	5	Thurrock	135.8	55	1,460	1,831	25.4	13.5
2	5	Wigan	312.0	130	3,865	3,787	-2.0	12.1
3	5	Bury	183.0	76	2,447	2,055	-16.0	11.2
4	5	Stockport	291.1	124	3,014	2,830	-6.1	9.7
5	5	Trafford	220.1	92	2,348	2,090	-11.0	9.5
6	5	Basildon	167.0	70	1,196	1,505	25.8	9.0
7	5	Dudley	312.1	128	2,645	2,425	-8.3	7.8
8	5	Mansfield	99.2	42	611	752	23.1	7.6
9	5	Wellingborough	69.3	29	347	502	44.7	7.2
10	5	Gravesham	92.0	38	727	649	-10.7	7.1
11	5	Bridgend	131.5	54	1,047	925	-11.7	7.0
12	5	Tamworth	73.7	30	549	507	-7.7	6.9
13	5	Sefton	286.5	119	2,014	1,926	-4.4	6.7
14	5	Wakefield	320.4	134	1,763	2,045	16.0	6.4
15	5	Ashfield	108.7	45	628	683	8.8	6.3
16	5	Medway	244.8	98	1,735	1,501	-13.5	6.1
17	5	Havant	118.7	50	610	723	18.5	6.1
18	5	Nuneaton & Bedworth	118.2	48	742	707	-4.7	6.0
19	5	Warrington UA	190.8	81	1,280	1,107	-13.5	5.8
20	5	Newcastle-under-Lyme	124.1	51	685	703	2.6	5.7
21	5	The Vale of Glamorgan	122.9	49	728	652	-10.4	5.3
22	5	Darlington	100.6	42	584	533	-8.7	5.3
23	5	Kettering	83.9	35	368	444	20.7	5.3
24	5	West Lancashire	110.2	45	546	577	5.7	5.2
25	5	Wrexham	125.7	52	553	636	15.0	5.1
26	5	Swale	121.5	49	605	557	-7.9	4.6
27	5	Erewash	108.2	46	473	477	0.8	4.4
28	5	Chesterfield	99.8	44	491	433	-11.8	4.3
29	5	Chorley	99.2	41	414	413	-0.2	4.2
30	5	Wyre Forest	96.0	40	390	399	2.3	4.2
31	5	Cannock Chase	91.8	37	394	376	-4.6	4.1
32	5	Telford & Wrekin	151.3	60	843	596	-29.3	3.9
33	5	Redditch	77.1	31	385	299	-22.3	3.9
34	5	Worcester	95.9	41	402	353	-12.2	3.7
35	5	Great Yarmouth	90.3	39	455	289	-36.5	3.2
36	5	<b>Dover</b>	<b>110.3</b>	<b>47</b>	<b>428</b>	<b>349</b>	<b>-18.5</b>	<b>3.2</b>
37	5	North East Derbyshire	98.8	42	390	308	-21.0	3.1
38	5	Swindon	181.5	76	577	548	-5.0	3.0
39	5	High Peak	90.1	38	286	231	-19.2	2.6

**Table 7.06 Crime and Disorder Reduction Partnerships - Recorded crime for six key offences 2000/01 to 2001/02**

CDRP family	Crime & Disorder Reduction Partnerships	Population thousands	Households thousands	Theft from a vehicle, offences recorded 00/01 <sup>3</sup>	Theft from a vehicle, offences recorded 01/02	Theft from a vehicle change 00/01-01/02 (%)	Theft from a vehicle offences per 1,000 population 01/02	
1	5	Mansfield	99.2	42	1,659	2,143	29.2	21.6
2	5	Chesterfield	99.8	44	1,152	1,568	36.1	15.7
3	5	Thurrock	135.8	55	1,935	2,129	10.0	15.7
4	5	Stockport	291.1	124	5,152	4,480	-13.0	15.4
5	5	Newcastle-under-Lyme	124.1	51	1,307	1,907	45.9	15.4
6	5	Trafford	220.1	92	3,793	3,368	-11.2	15.3
7	5	Darlington	100.6	42	1,760	1,522	-13.5	15.1
8	5	Bury	183.0	76	2,748	2,717	-1.1	14.9
9	5	Kettering	83.9	35	1,303	1,221	-6.3	14.6
10	5	Ashfield	108.7	45	1,254	1,576	25.7	14.5
11	5	Wrexham	125.7	52	1,521	1,802	18.5	14.3
12	5	Gravesham	92.0	38	1,307	1,215	-7.0	13.2
13	5	Wakefield	320.4	134	4,600	4,121	-10.4	12.9
14	5	Great Yarmouth	90.3	39	982	1,161	18.2	12.9
15	5	Basildon	167.0	70	2,355	2,134	-9.4	12.8
16	5	Telford & Wrekin	151.3	60	1,959	1,808	-7.7	12.0
17	5	Erewash	108.2	46	1,277	1,247	-2.3	11.5
18	5	North East Derbyshire	98.8	42	1,036	1,023	-1.3	10.4
19	5	Wigan	312.0	130	3,041	3,199	5.2	10.3
20	5	Swale	121.5	49	1,372	1,229	-10.4	10.1
21	5	The Vale of Glamorgan	122.9	49	1,285	1,244	-3.2	10.1
22	5	Dudley	312.1	128	3,089	3,145	1.8	10.1
23	5	Wellingborough	69.3	29	664	694	4.5	10.0
24	5	Swindon	181.5	76	1,697	1,796	5.8	9.9
25	5	Wyre Forest	96.0	40	721	944	30.9	9.8
26	5	Taunton	73.7	30	720	710	-1.4	9.6
27	5	Derby	95.9	41	753	912	21.1	9.5
28	5	Medway	244.8	98	2,847	2,294	-19.4	9.4
29	5	Havant	118.7	50	1,041	1,112	6.8	9.4
30	5	Nuneaton & Bedworth	118.2	48	1,191	1,050	-11.8	8.9
31	5	Cannock Chase	91.8	37	854	813	-4.8	8.9
32	5	Chorley	99.2	41	837	872	4.2	8.8
33	5	Warrington UA	190.8	81	1,530	1,566	2.4	8.2
34	5	West Lancashire	110.2	45	706	872	23.5	7.9
35	5	Bridgend	131.5	54	927	1,029	11.0	7.8
36	5	Redditch	77.1	31	410	570	39.0	7.4
37	5	Sefton	286.5	119	1,852	2,009	8.5	7.0
38	5	High Peak	90.1	38	779	547	-29.8	6.1
39	5	Dover	110.3	47	714	516	-27.7	4.7

# **Appendix D**

***East Kent Youth Offending Team Presentation***

# East Kent Youth Offending Team

Presentation To Dover District Council Scrutiny

Committee 19th August 2002

- Legislative framework
- Team profile and focus on Dover
- Case Study

# Legislative Framework

Crime and Disorder Act 1998 - Section 37

“It shall be the principal aim of the youth justice system to prevent offending by children and young people”

## Key Themes

- Preventing offending
- Early effective intervention
- Reducing delay
- Reparation and restorative approaches
- Monitoring and evaluation of what prevents offending

## Crime and Disorder Act 1998 - Section 39

“It is the duty of each local authority to establish for their area one or more youth offending teams”

At least one representative from each of the key agencies:

- A social worker
  - A probation officer
  - A Police Officer
  - A person nominated by the health authority
  - A person nominated by the local education department
-

The six key objectives are:

- 1 Swift administration of justice
- 2 Confronting young offenders with the consequences of their offending, for themselves and their families, their victims and the community and helping them to develop a sense of personal responsibility
- 3 Intervention which tackles the particular factors which puts the young person at risk of offending and which strengthens 'protective factors'
- 4 Punishment proportionate to the seriousness and persistence of the offending
- 5 Encouraging reparation to victims by young offenders
- 6 Reinforcing the responsibility of parents

# EAST KENT YOUTH OFFENDING TEAM

## 1. PROFILE - 1 APRIL 2001 - 31 MARCH 2002

- Area covered is the district council areas of Thanet, Dover, Canterbury and Swale. Ashford and Shepway have been included since July 2001.
- Approximately 60% of assessed referrals to YOT are within East Kent.
- In 2001-2002, East Kent (excluding Ashford/Shepway) had 135 PYOs – 65% of the county total.
- 855 young people were worked with by the East Kent YOT in 2001/2 – 129 (15%) were from Dover.
- 69 Detention & Training Orders were made compared with 59 in 2002-2001. (40 of these were made in the Thanet Youth Court.)
- 80% of young people arrested are male.
- Dover offence analysis shows gender differences – males most frequent offences are criminal damage, thefts and assault; females most frequently commit shop theft followed by assaults and criminal damage (*YOT statistics*).
- In Dover highest levels of offending were among the 15-17 year age group 87/129 (67%) and amongst boys 108/129 (84%).

## 2. Services delivered

- **Prevention of offending** via Safe Schools (1994 - ) and Splash Initiative (1998 - ) (Thanet, Canterbury).
- **Targeted interventions** at Final Warning stage – Sport 4 nrg (pilot scheme with TDC and KCA).
- **Bail Support** – in-house since 1992 but RPS Rainer since 2000.
- **Direct work** with young people to address offending behaviours – court reports, community penalties, custody and licence.
- **Reparation placements** – opportunities for young people to say sorry as well as raising the profile of YOT within the local community. Dover – British Heart Foundation Charity Shop.

- **Referral Panels** – use of volunteers from the community to draw up contracts with young people. Training opportunities in Autumn and Spring.
- **Specific projects** e.g.
  - \* Arts and Offenders
  - \* Multi-cultural input to the East Kent Junior Attendance Centre on valuing diversity
  - \* Fire Service joint initiative
  - \* Motocross Project
  - \* CADDY project in Dover with Youth & Community
  - \* Summer scheme with local voluntary group - community mural/art work
  - \* Retail Theft Initiative
- **County Services**
  - \* ISSP with Medway YOT.
  - \* Appropriate Adults – Council for Social Responsibility
  - \* Mentoring – RPS/Rainer

### 3. **PSA issues** –

- Reducing re-conviction rates through targeted interventions.
- Assisting in reducing public order offences through diversionary schemes such as Splash, Sport 4 nrg.
- Helping to reduce the number of Looked After Children by managing remands, bail support and supporting families.
- Developing awareness of good citizenship and personal responsibility in young people through reparation schemes and thus assisting in prevention of criminal damage.
- Supporting education targets by direct YOT liaison teacher intervention – exclusions, truancy etc.
- Supporting health targets on reducing teenage pregnancy – YOT project as part of the Teenage Pregnancy Initiative.
- Investing in drug and alcohol tier 2/3 services via KCA to impact on criminal damage, assaults (violence against the person) and unplanned teenage pregnancy.

4. **General points of interest:-**

- East Kent YOT has not experienced the usual difficulties in recruitment/retention of staff.
- Project work over the past 8 years has created employment opportunities for young people which links with reducing dependency.
- Where new employment opportunities can be created, priority should go to the areas where there is need for economic regeneration.

5. **Risk factors affecting service delivery:-**

- Appropriate accommodation for vulnerable young people.
- Mental Health Services – assessment and treatment.
- Secure Estate placements – limited appropriate provision.
- Flexible staffing resources to respond to demand.

6. **Contact Details.**

East Kent YOT Area Manager Mrs Glan Hopkin  
([Glan.Hopkin@kent.gov.uk](mailto:Glan.Hopkin@kent.gov.uk))

Team Leader, Ms Louise Fisher  
([Louise.Fisher@kent.gov.uk](mailto:Louise.Fisher@kent.gov.uk))

Apollo House  
Chapel Place  
Ramsgate  
Kent  
CT11 9SA

Tel: 01843 587976  
Fax: 01843 590009

Referral Panels/training applications  
Clare Dadd  
Sessions House  
Tel: 01622 671411

**August 2002**

## CASE STUDY – JAMES AGED 17

### **ASSESSMENT TO OUTCOME**

#### **Background:-**

Having pleaded guilty to two offences of common assault and carrying an offensive weapon, the Youth Offending Team were asked to prepare a Pre-Sentence Report before the Youth Court made their decision regarding a suitable sentence. James in many respects was typical of the young people who we work with in that he was male, in the 15-17 year old age range and had committed violent offences where alcohol and drug use were identified as a significant factor.

Additionally, James's background suggested he had experienced a range of factors which are known to have significance in terms of the likelihood a young person will offend and enter into the Criminal Justice System.

#### **Risk Factors:-**

- a) Identified behavioural problems and involvement of the Child and Adolescent Mental Health Service at age 8.
- b) Lack of family stability, including witnessing domestic violence.
- c) Excluded from secondary school and as a consequence finished statutory education without any formal qualifications.
- d) Previously accommodated by the local authority.

Prior to committing these offences James had received a caution for an offence of Actual Bodily Harm and a short Community Service Order for offences of Common Assault, and Possession of an Offensive Weapon.

#### **Assessment:-**

The Pre Sentence Report included a full assessment of James's previous history, mental health needs, chaotic substance misuse and accommodation needs, and how these were linked to his offending. The Court decided to follow the report's proposal that James should be made subject to a 1 year Community Punishment and Rehabilitation Order.

#### **Intervention:-**

The plan of supervision agreed with James covered the following areas:

- a) *Addressing mental health problems* – it was evident from James's behaviour and, at times, obvious distress that a psychiatric assessment was required. James agreed to meet with the YOT health worker who subsequently referred James to the local psychiatric services. The health worker continued his involvement to monitor James's mental health. Overall, James was assessed to be suffering from mental health problems primarily caused by his use of drugs.
- b) *Addressing substance misuse* – James was involved in poly-drug use including alcohol, cannabis, ecstasy, ketamine and cocaine. He was referred to the KCA young people's service.
- c) *Accommodation needs* – soon after the order was imposed James was asked to leave the family home. Having previously been accommodated the Social Services 16+ team became involved to assist James to find accommodation and support him to live independently.
- d) *Anger management* – to directly address James's offending. However, it was some time before this could start due to James's mental health problems which meant he was prone to feelings of paranoia and irrational thoughts.

Initial progress was made in finding suitable accommodation. James then started to become more motivated to address other problematic areas, particularly his drug and alcohol use. Gradually, as he reduced his use, his mental health improved, enabling supervision to incorporate offence focused work.

James made significant progress, and by the half-way point was starting to consider positive future options including going to college. However, it was evident that the changes James had made were fragile and for this reason the Youth Offending Team and other agencies continued to offer substantial support.

Unfortunately, James did lapse briefly back into chaotic drug use and during this time was involved in an accident which resulted in him suffering severe burns.

After this incident James was determined to make substantial changes. Supervision continued to encourage James to use the support offered and also ensured that he was able to access the adult services to address his disability needs.

Just before the end of the order James was referred to the Kent Youth Mentoring Service. He was offered the support of a local volunteer.

**Outcome:-**

James successfully completed the Community Rehabilitation and Punishment Order and the risk factors that were identified during the assessment stage were addressed either by the Youth Offending Team or by outside agencies.

The success of this case stems from YOT being a multi-agency team which can respond quickly with the involvement of specialist staff, and prompt referral to other agencies and subsequent close working.

James continues to meet with his mentor who has provided valuable support to ensure James continues to build a positive future for himself.

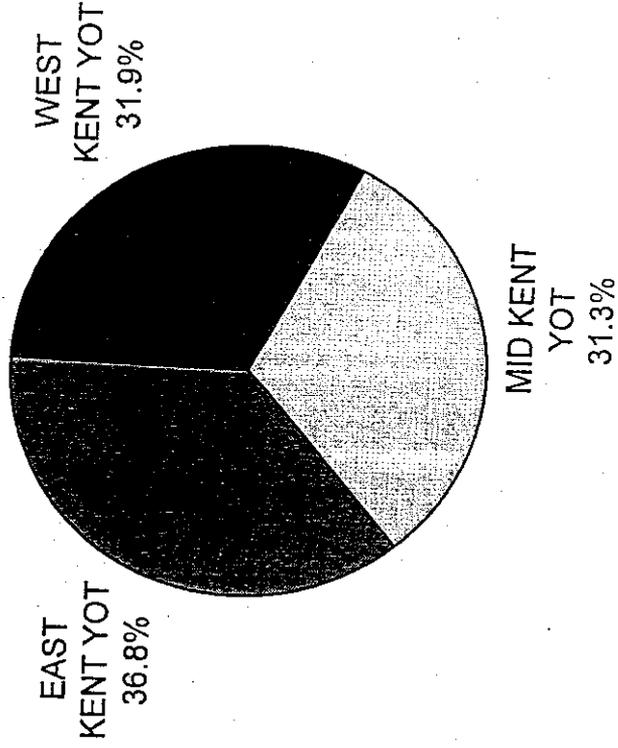
# EAST KENT YOUTH OFFENDING TEAM

APRIL 2001 - MARCH 2002

## ASSESSED REFERRALS

Source: Assessed Referrals Summary Report GER00560  
Period: 01/04/01 - 31/03/02

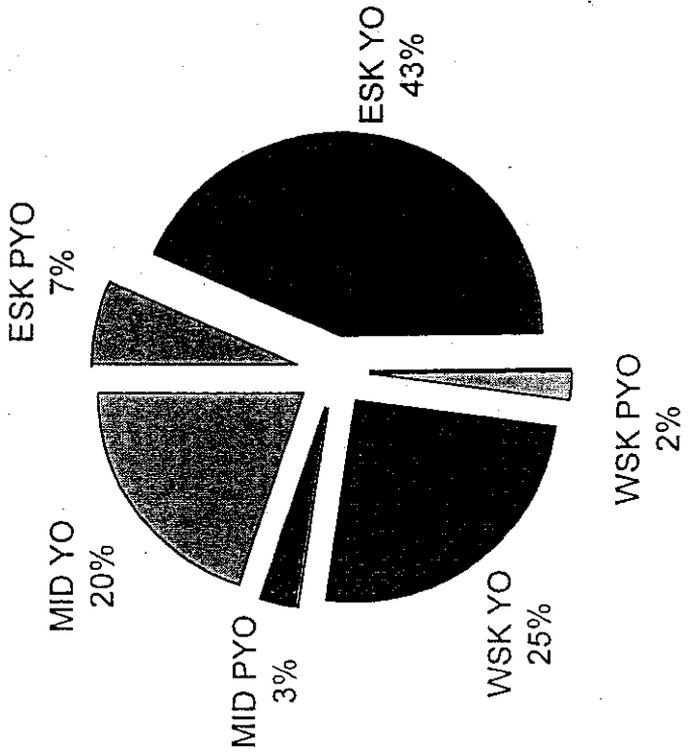
EAST KENT YOT	1496	36.8%
WEST KENT YOT	1298	31.9%
MID KENT YOT	1273	31.3%
<b>TOTAL</b>	<b>4067</b>	



## BREAKDOWN BY CASE (ARRESTS)

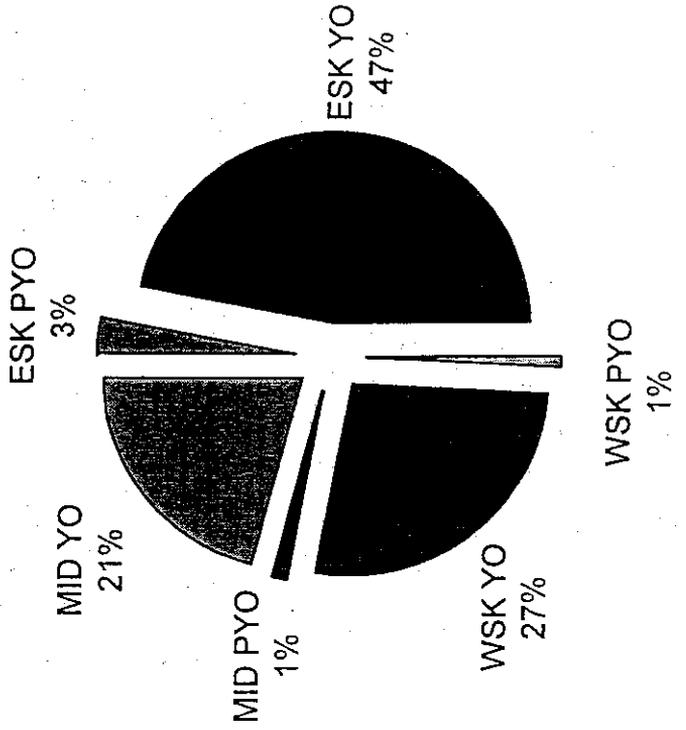
Source: Management Information Summary Report YJS04200  
 Period: 01/04/01 - 31/03/02

YOT Area & Offender Type	Total Cases
ESK PYO	447
ESK YO	2849
WSK PYO	140
WSK YO	1669
MID PYO	196
MID YO	1321
<b>TOTAL CASES</b>	<b>6622</b>



## BREAKDOWN BY OFFENDER

YOT Area & Offender Type	Total Offenders
ESK PYO	135
ESK YO	2136
WSK PYO	37
WSK YO	1242
MID PYO	51
MID YO	961
<b>TOTAL OFFENDERS</b>	<b>4562</b>

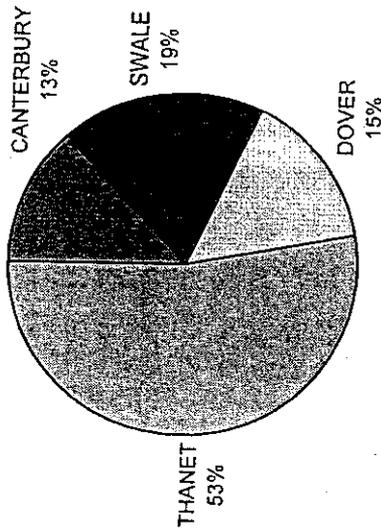


(NB: PERSISTENT YOUNG OFFENDER is a young person aged 10-17 who has been sentenced by a criminal

# EAST KENT YOT ASSESSED REFERRALS BY UNIQUE CHILD/AGE/GENDER

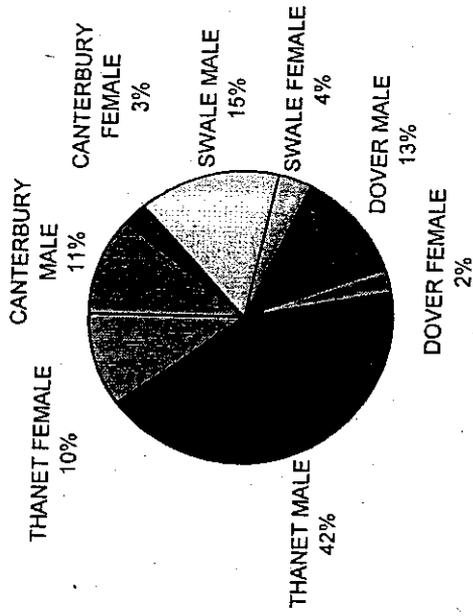
Source: Listing of Assessed Referrals GER00560  
 Period: 01/04/01 - 31/03/02

## BY UNIQUE CHILD



OVERALL  
TOTAL  
855

## BY UNIQUE CHILD & GENDER



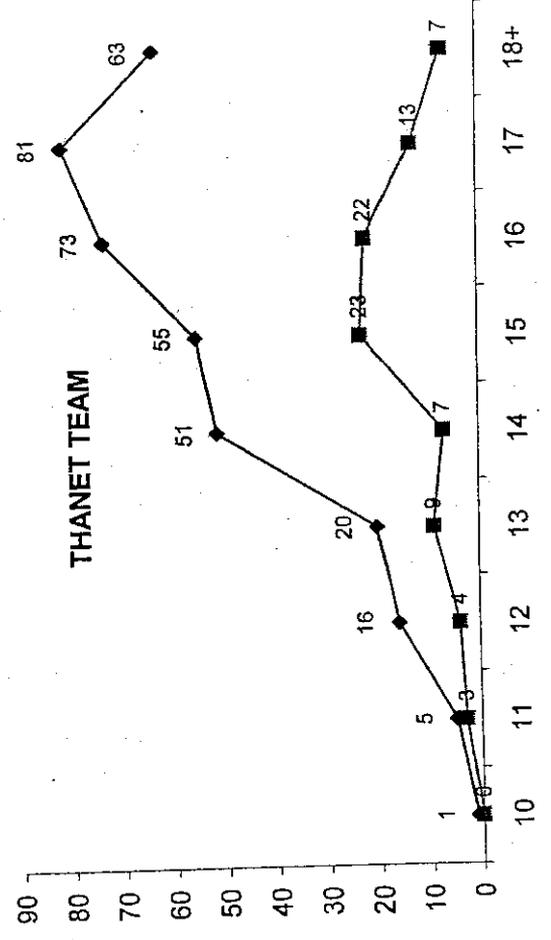
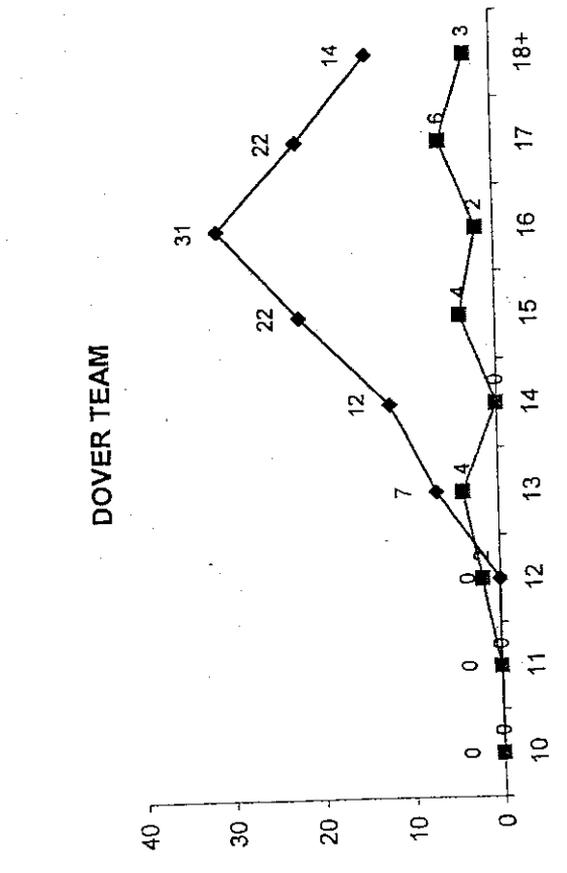
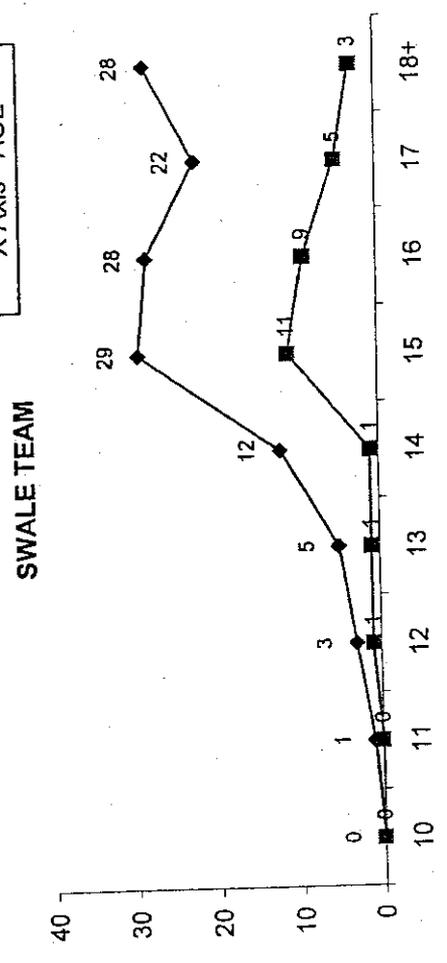
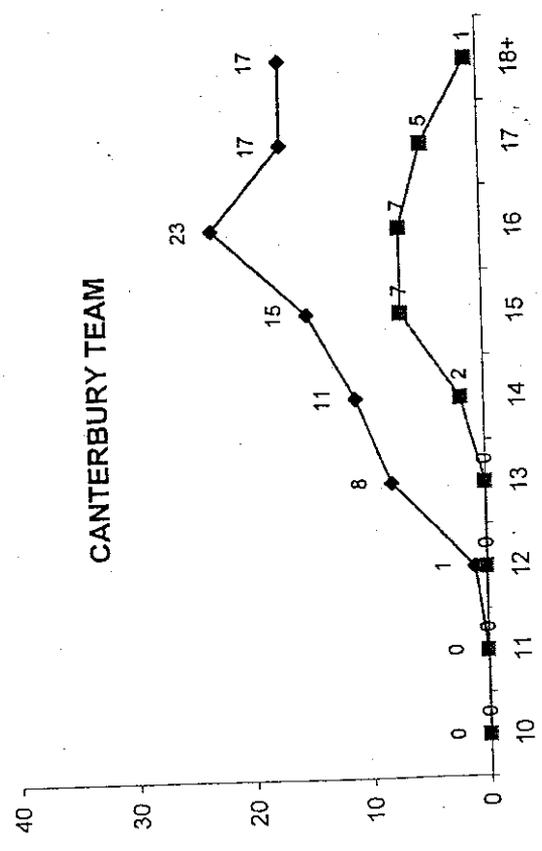
	10		11		12		13		14		15		16		17		18 & Over		TOTAL		TOTALS	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F		
CANTERBURY	0	0	0	0	0	0	8	0	11	2	15	7	23	7	17	5	17	1	92	22	114	
SWALE	0	0	1	0	3	1	5	1	12	1	29	11	28	9	22	5	28	3	128	31	159	
DOVER	0	0	0	0	0	2	7	4	12	0	22	4	31	2	22	6	14	3	108	21	129	
THANET	1	0	5	3	16	4	20	9	51	7	55	23	73	22	81	13	63	7	365	88	453	
																						855

	10	11	12	13	14	15	16	17	18+
CANTERBURY	0	0	1	8	13	22	30	22	18
SWALE	0	1	4	6	13	40	37	27	31
DOVER	0	0	2	11	12	26	33	28	17
THANET	1	8	20	29	58	78	95	94	70

**EAST KENT ASSESSED REFERRALS  
BY UNIQUE CHILD/DISTRICT/AGE & GENDER**  
Source: Listing of Assessed Referrals GER00560  
Period: 01/04/01 - 31/03/02

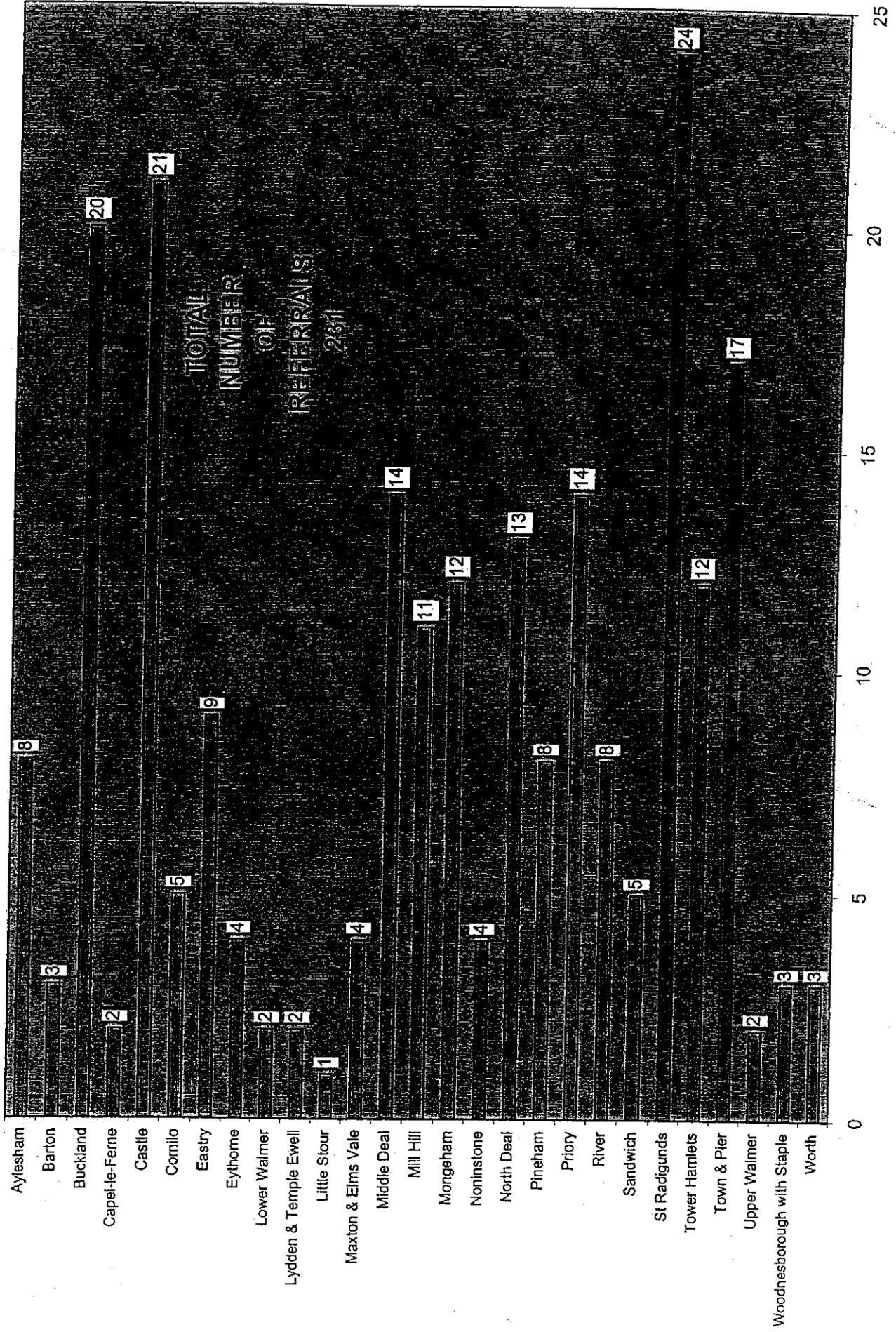
◆ MALE ■ FEMALE

X AXIS - AGE



**REFERRALS BY WARD  
DOVER DISTRICT  
01/04/01 - 31/03/02**

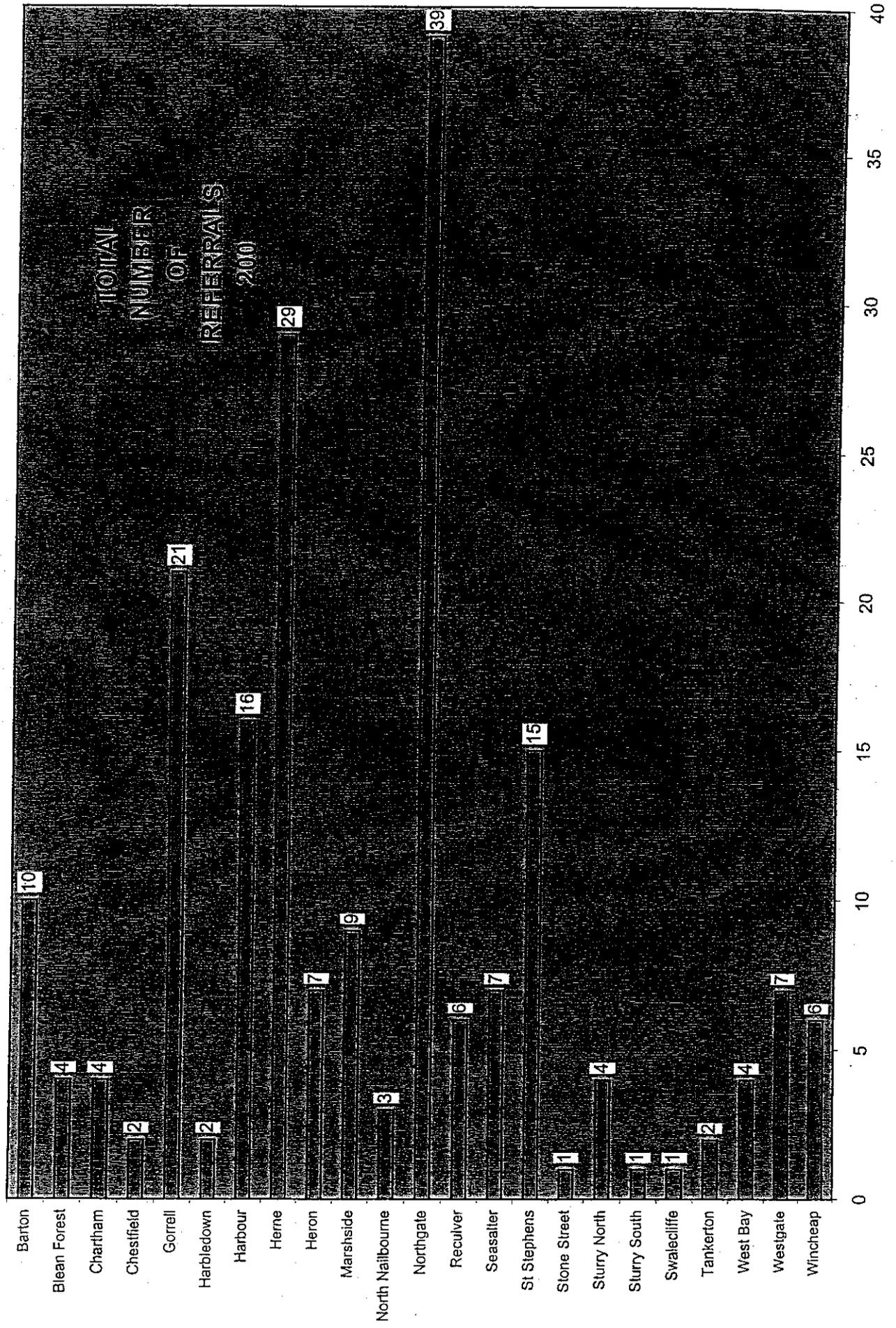
Source: Summary of Referrals by Ward & District GER00531



# REFERRALS BY WARD CANTERBURY DISTRICT

01/04/01 - 31/03/02

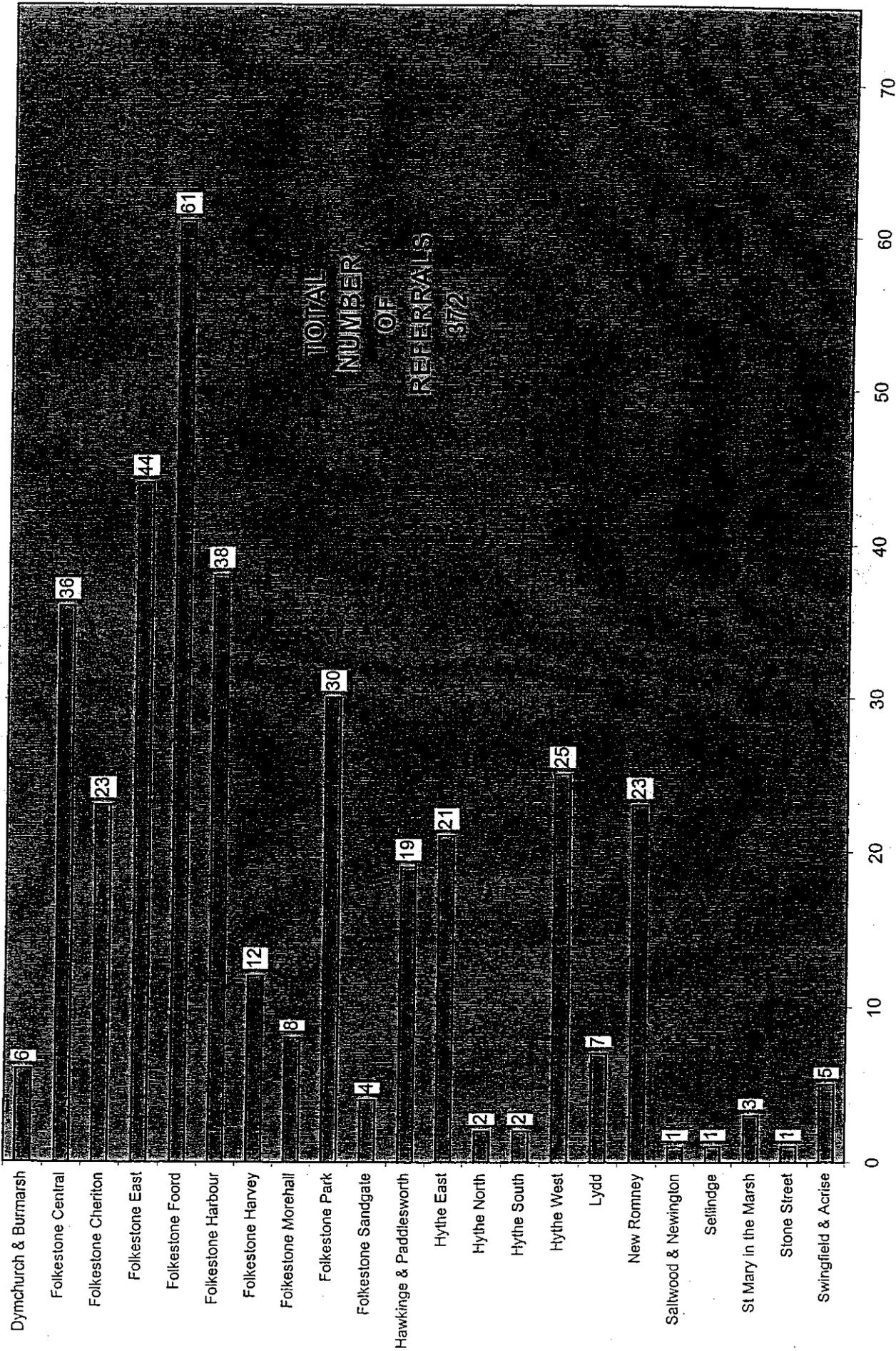
Source: Summary of Referrals by Ward & District GER00531



**REFERRALS BY WARD**  
**SHEPWAY DISTRICT**  
 (held by MK YOT East)

01/04/01 - 31/03/02

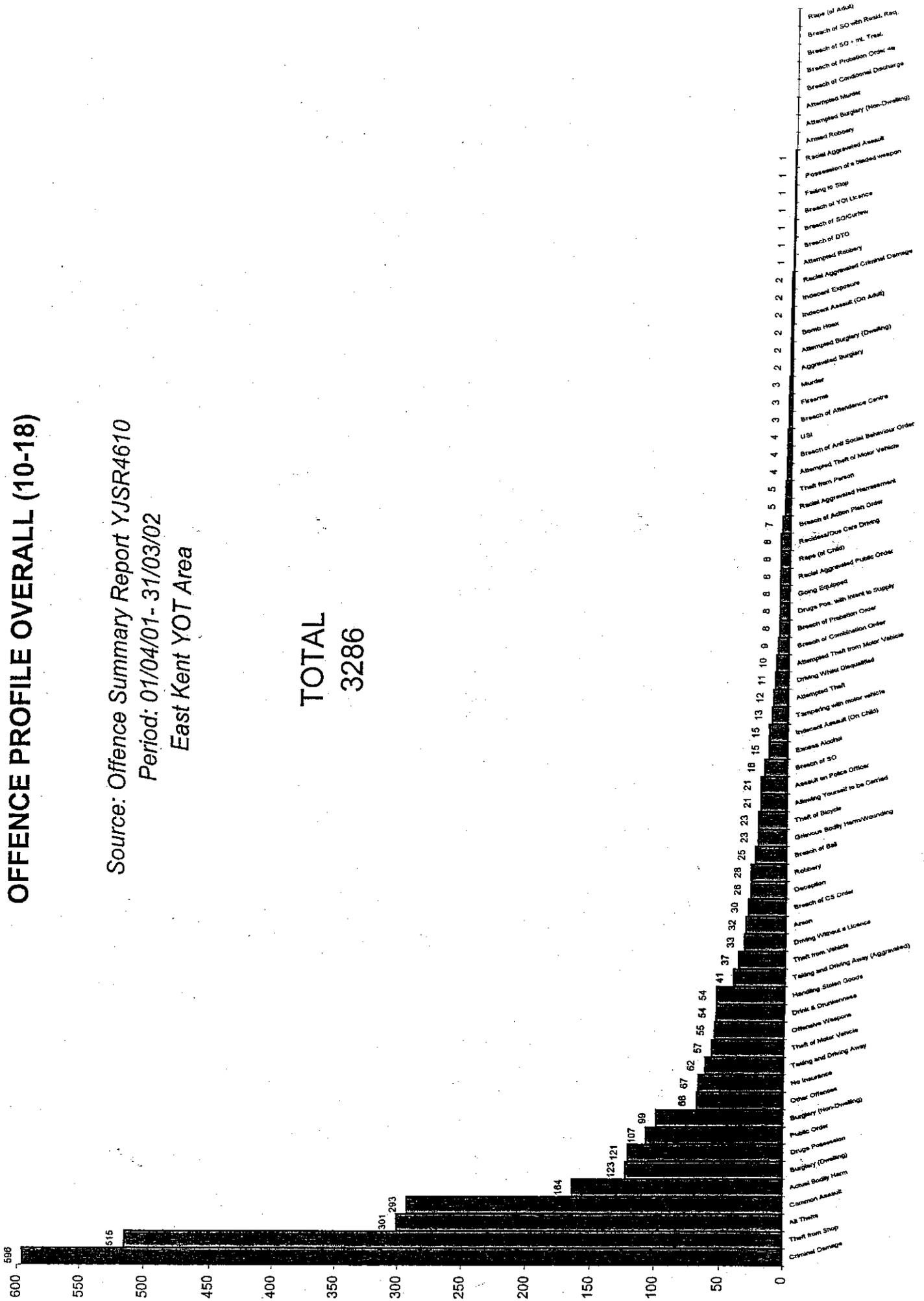
Source: Summary of Referrals by Ward & District GER00531



# OFFENCE PROFILE OVERALL (10-18)

Source: Offence Summary Report YJSR4610  
 Period: 01/04/01 - 31/03/02  
 East Kent YOT Area

TOTAL  
 3286

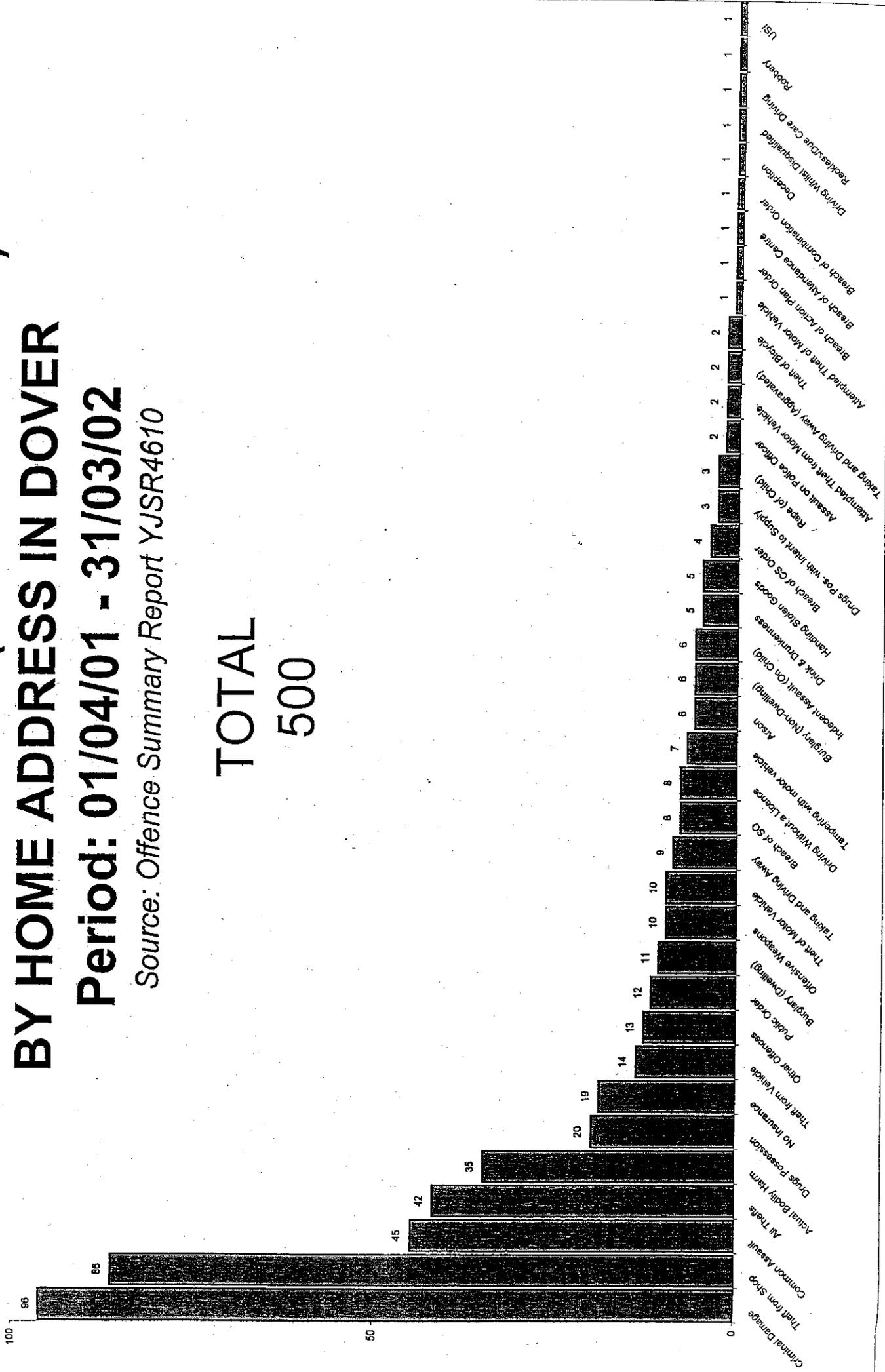


# OFFENCE PROFILE (10-18 OVERALL) BY HOME ADDRESS IN DOVER

Period: 01/04/01 - 31/03/02

Source: Offence Summary Report YJSR4610

TOTAL  
500

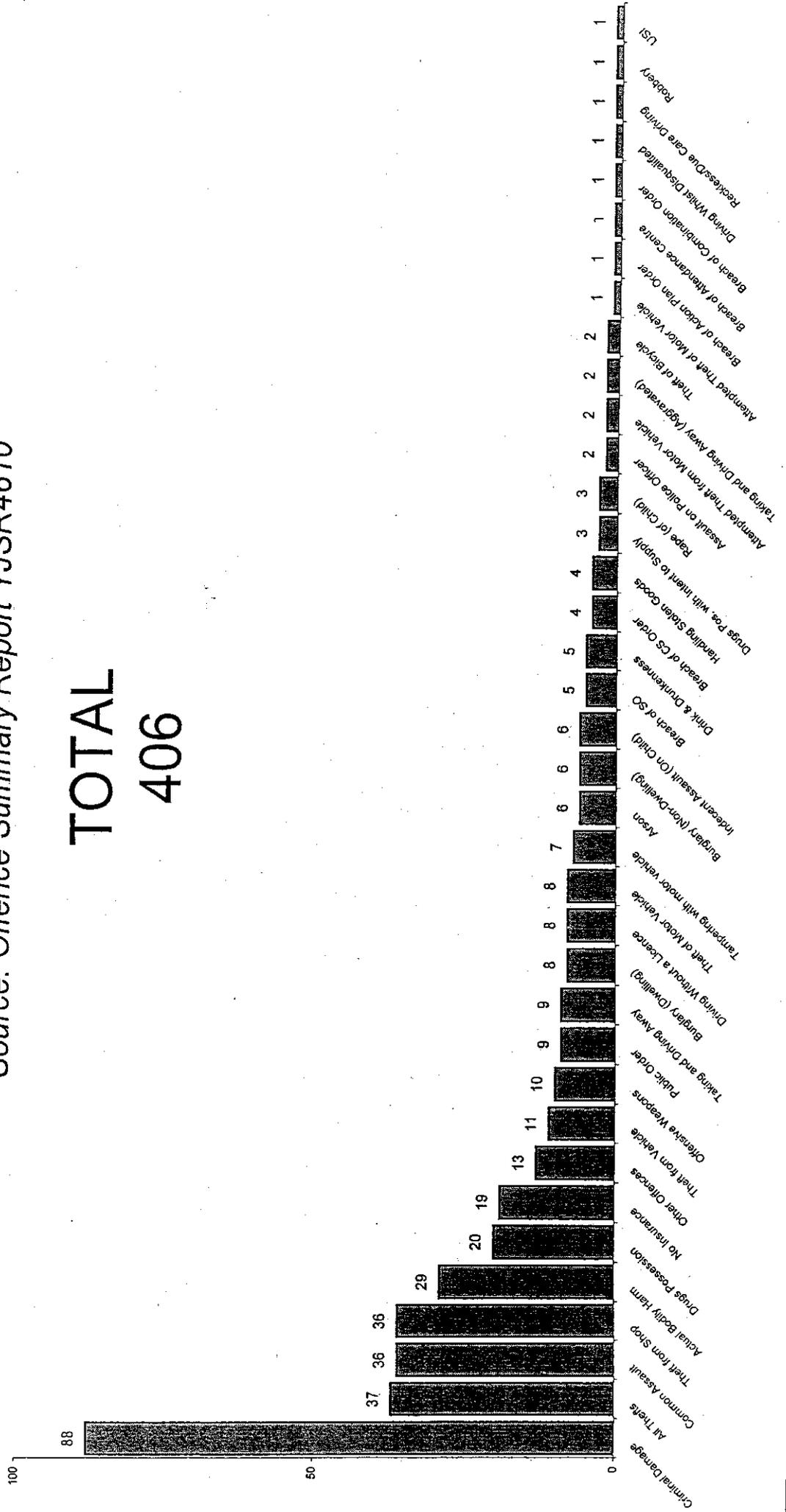


# OFFENCE PROFILE (10-18 MALE) BY HOME ADDRESS IN DOVER

Period: 01/04/01 - 31/03/02

Source: Offence Summary Report YJSR4610

TOTAL  
406

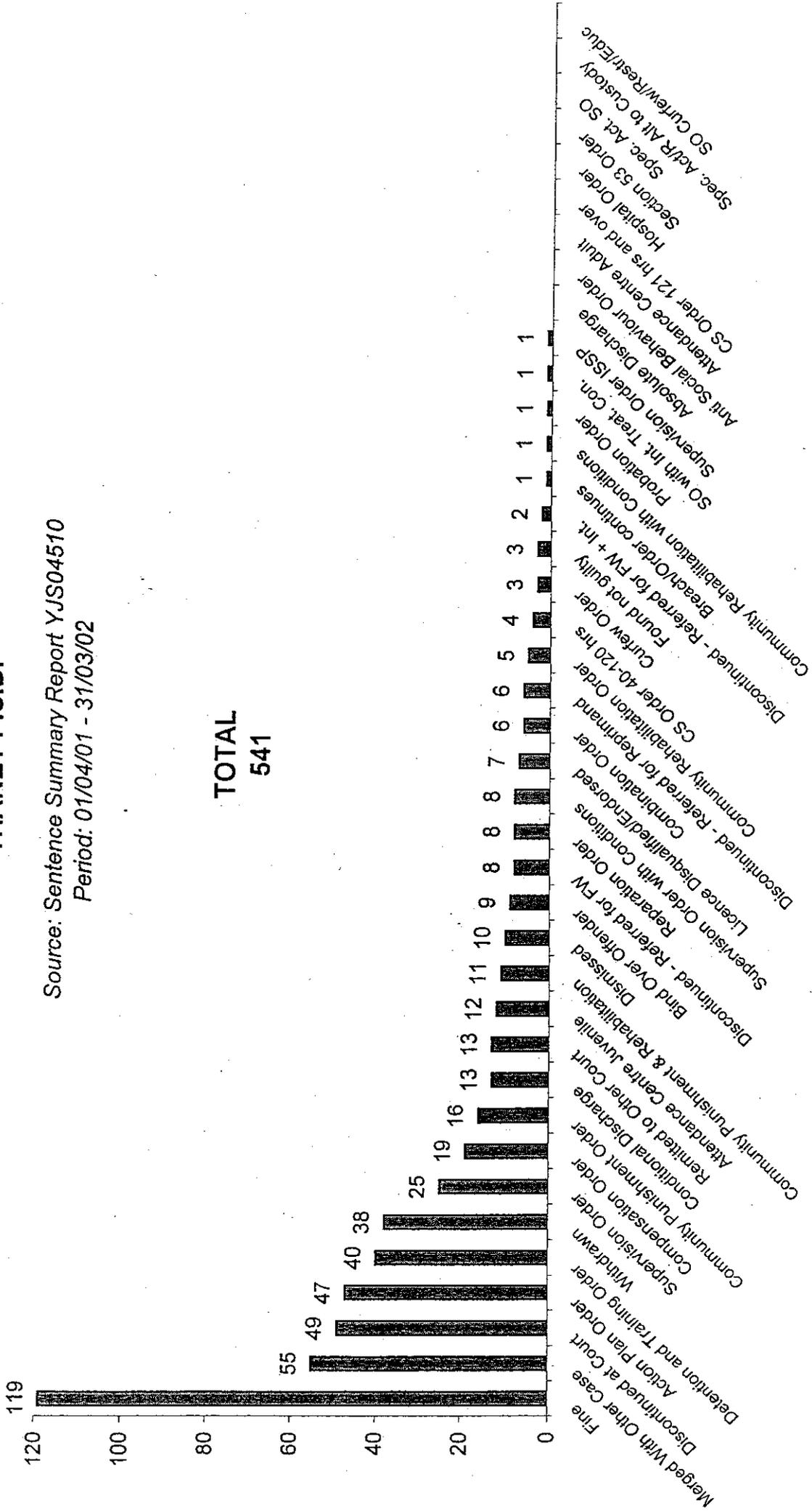


# SENTENCING REPORT

THANET P.S.D.

Source: Sentence Summary Report YJS04510

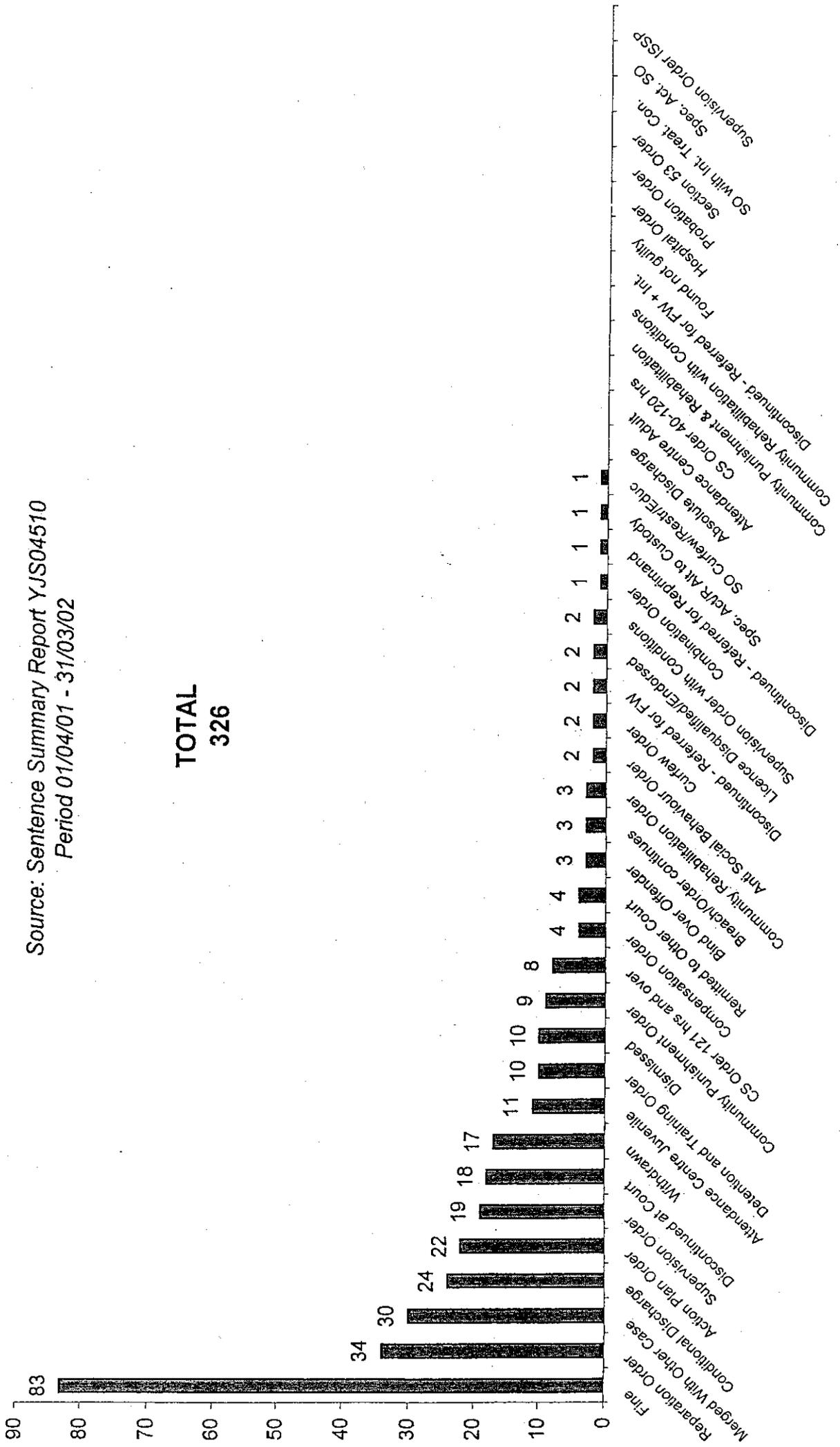
Period: 01/04/01 - 31/03/02



# SENTENCING REPORT

## CANTERBURY/ST. AUGUSTINES P.S.D.

Source: Sentence Summary Report YJS04510  
 Period 01/04/01 - 31/03/02

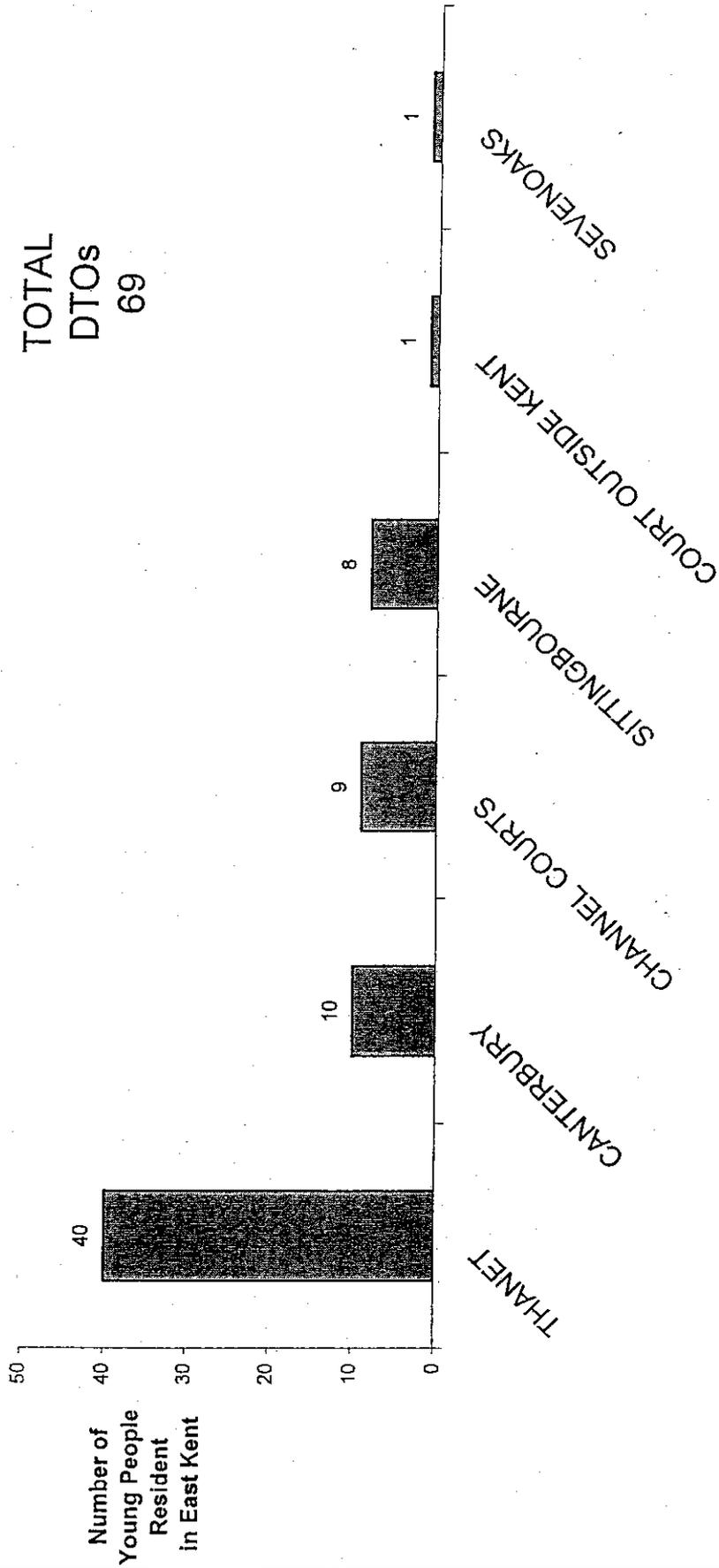


**TOTAL**  
326

# DETENTION AND TRAINING ORDERS PER PETTY SESSIONAL DIVISION

Period: 01/04/01 - 31/03/02

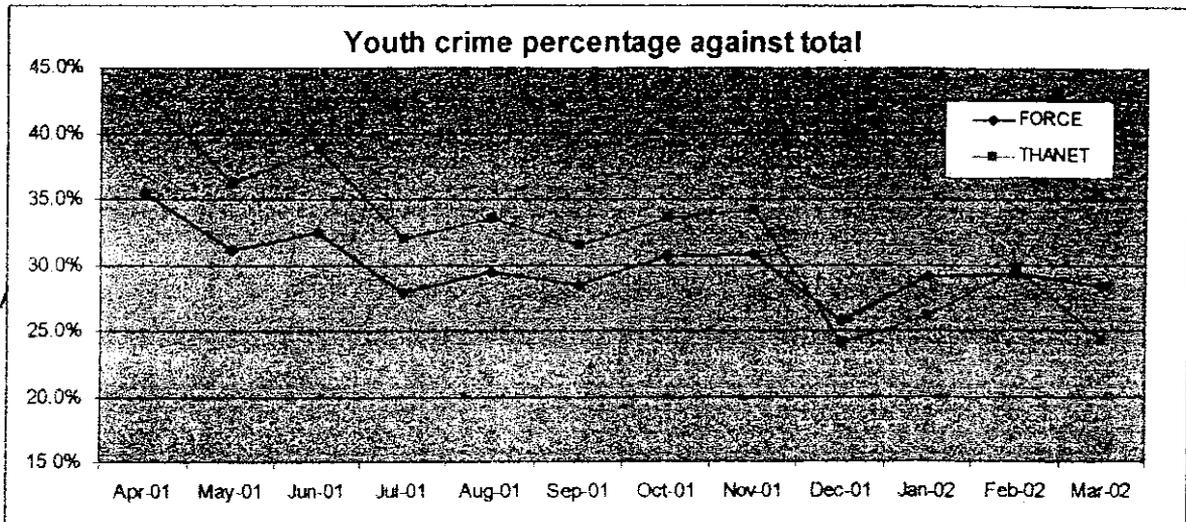
Source: Sentence Summary Report YJS04510



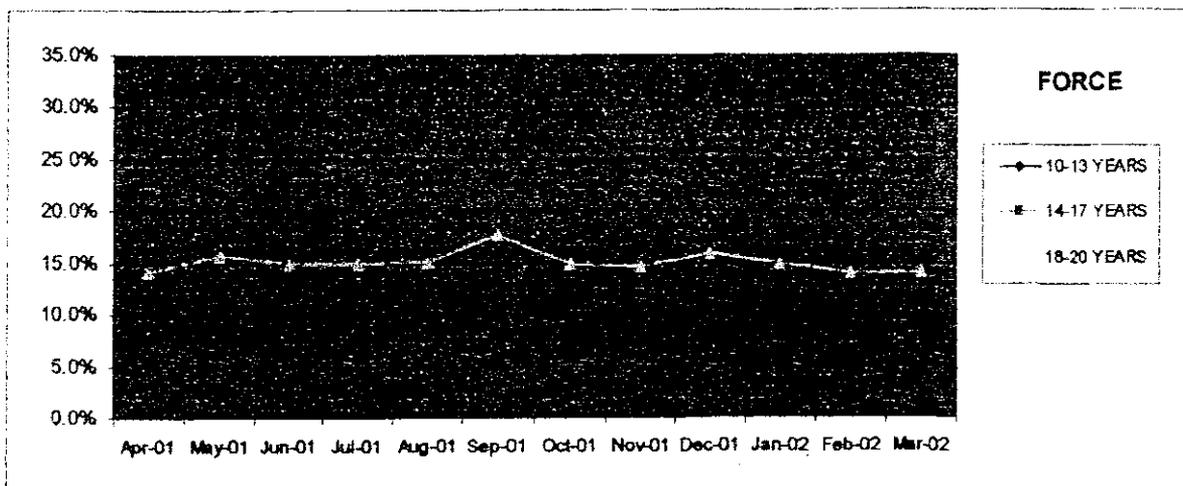
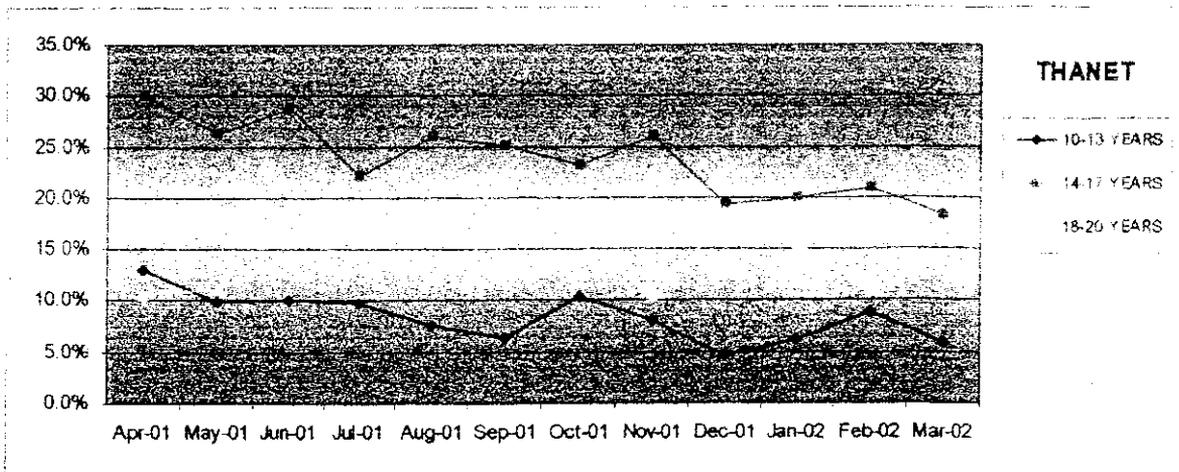
# Youth crime in Kent 2001 – 2002

The following report is based on reported Youth crime in the Kent Police area between April 2001 and March 2002

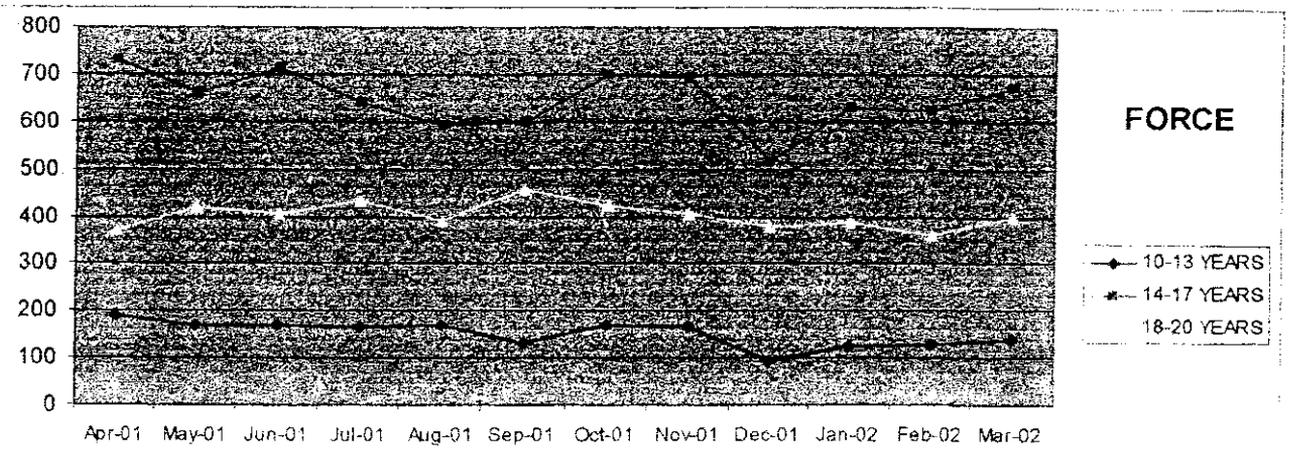
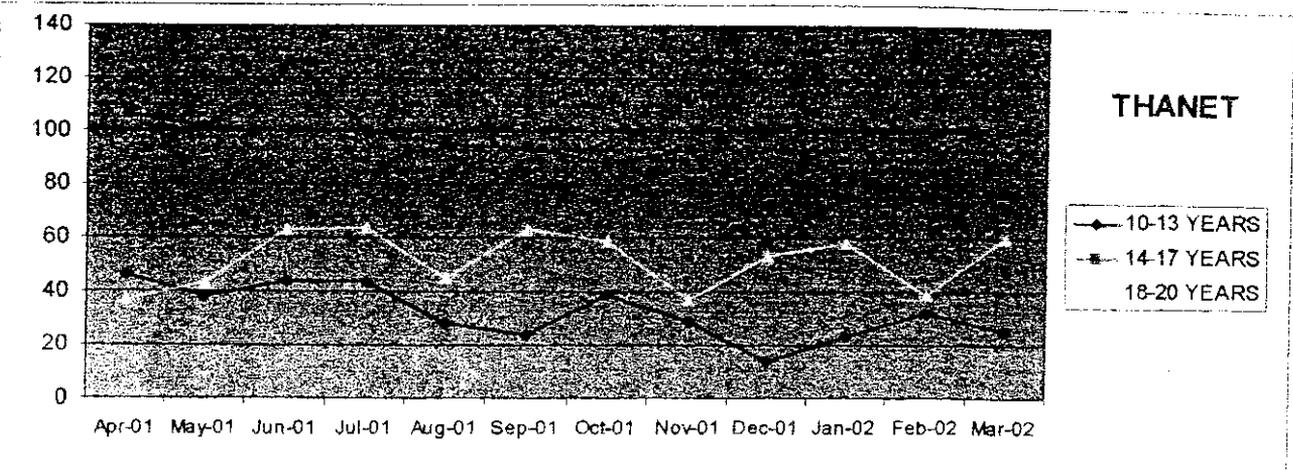
Youth CRIME arrests in the Kent area and in Thanet particularly have seen a steady decline over the year. It is unlikely however for this trend to continue at this current rate



A breakdown of three basic age groups shows that Thanet has a higher percentage of 10 – 13 year old offenders than the rest of the county



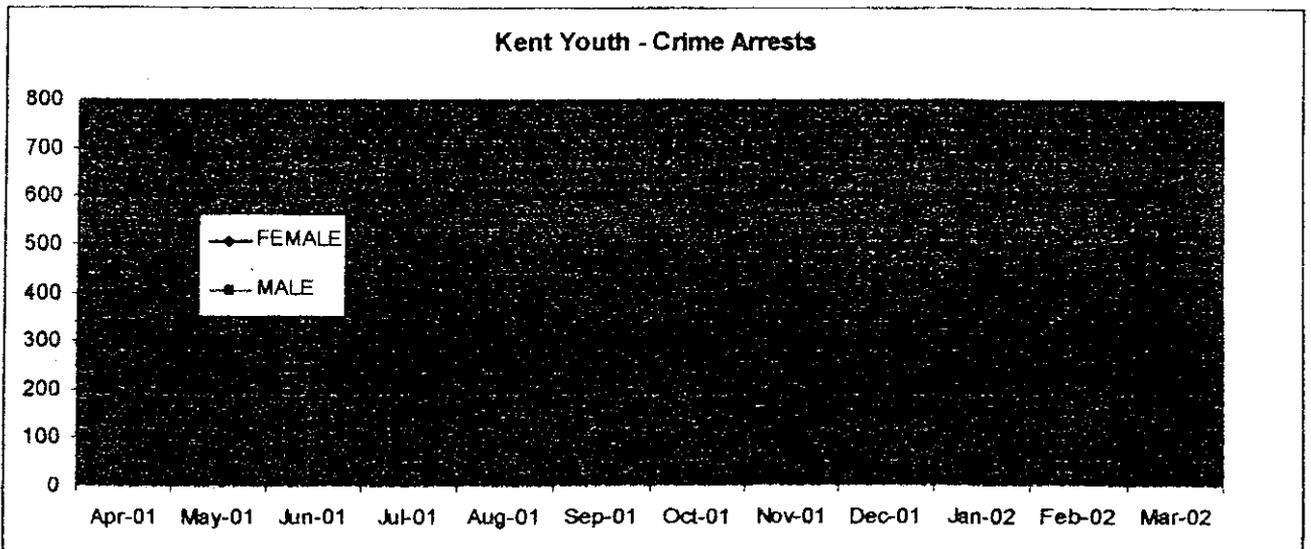
The charts below show the number of youth crime arrests during the business year. Although Thanet's youth arrests, as a percentage of total arrests, are still running at a higher rate than the rest of Kent, there has been a marked reduction in the number of young offenders in the 14 to 17 age range who make up the large majority of the YOT Thanet - Dover Teams client base.



### MALE - FEMALE YOUTH OFFENDING COMPARISON BY OFFENCE

(Data from Kent Police 2000 - 2001 Business year)

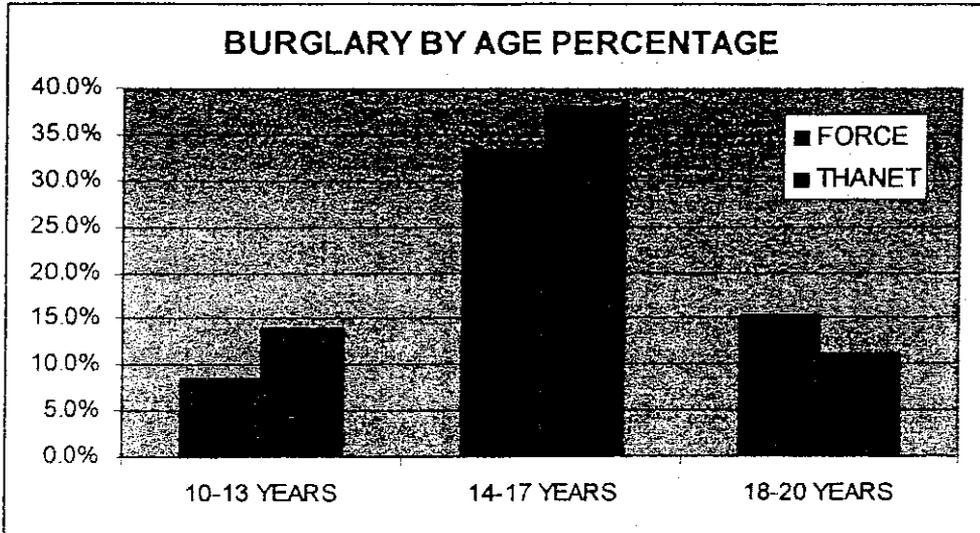
The percentage over the year of male - female crime has stayed fairly constant with an 80-20 split.



## BURGLARY

During the year burglaries counted for 7% of all Kent crime  
Burglaries by youths, 3% of all Kent crime

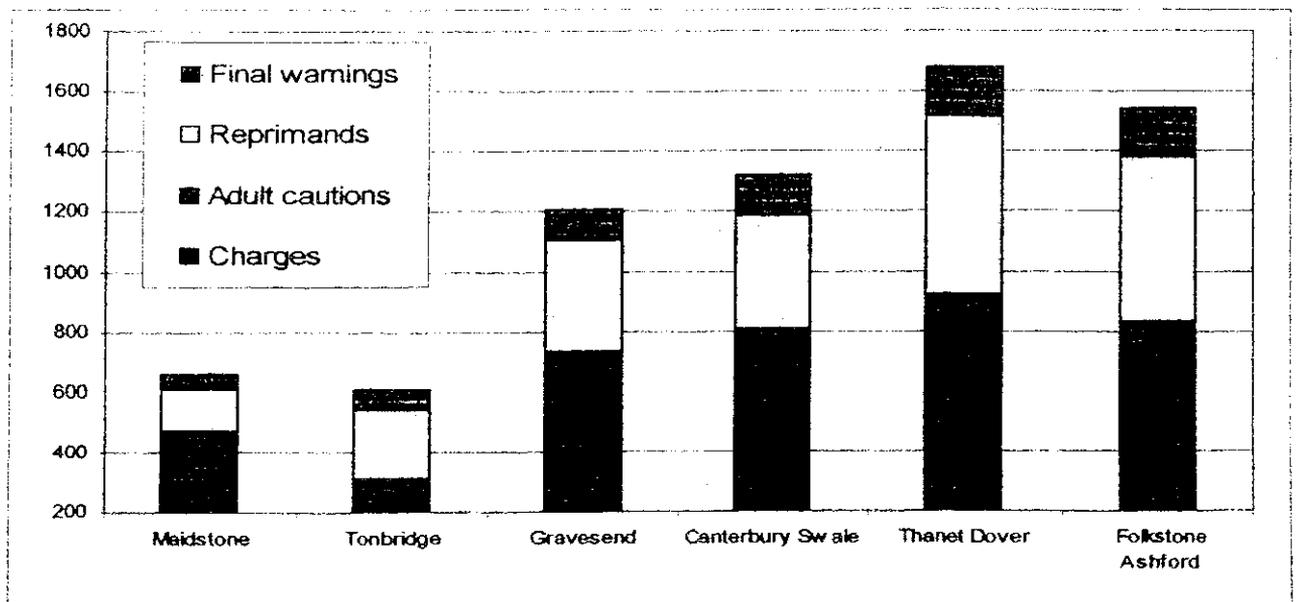
Burglaries in Thanet counted for 8% of all Thanet crime  
Burglaries by youths, 4.2% of all Thanet crime



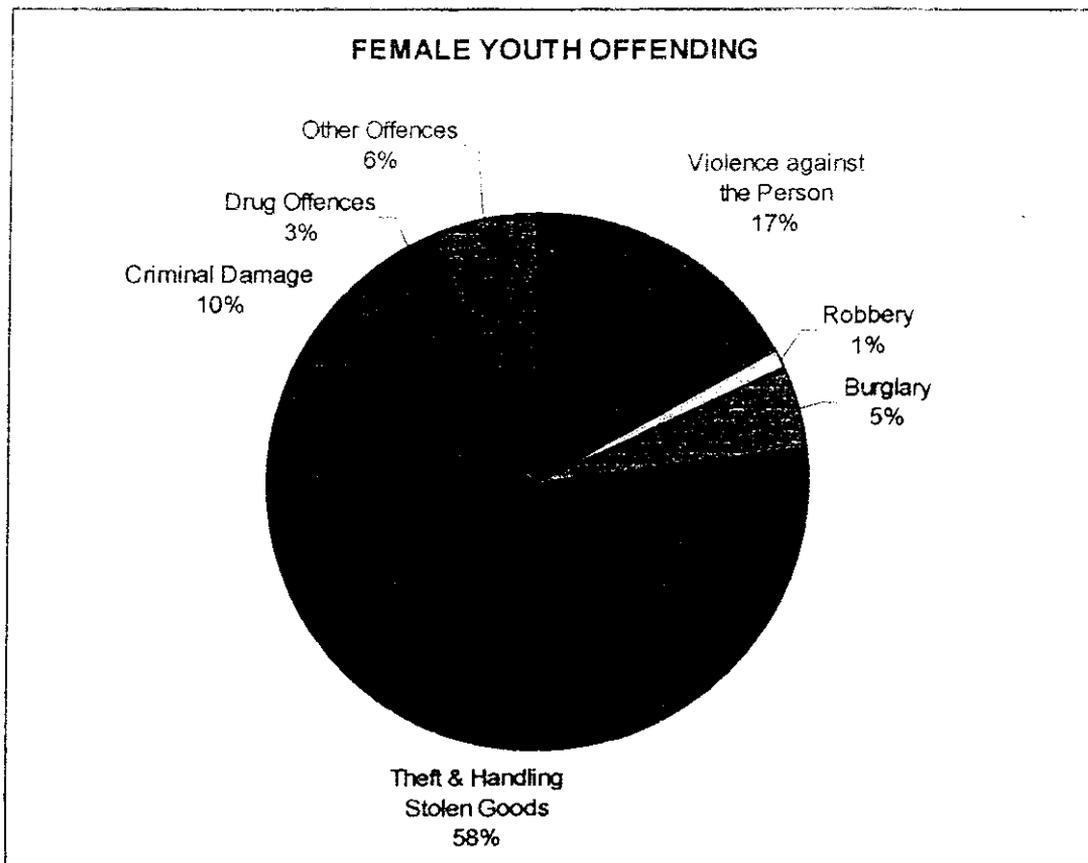
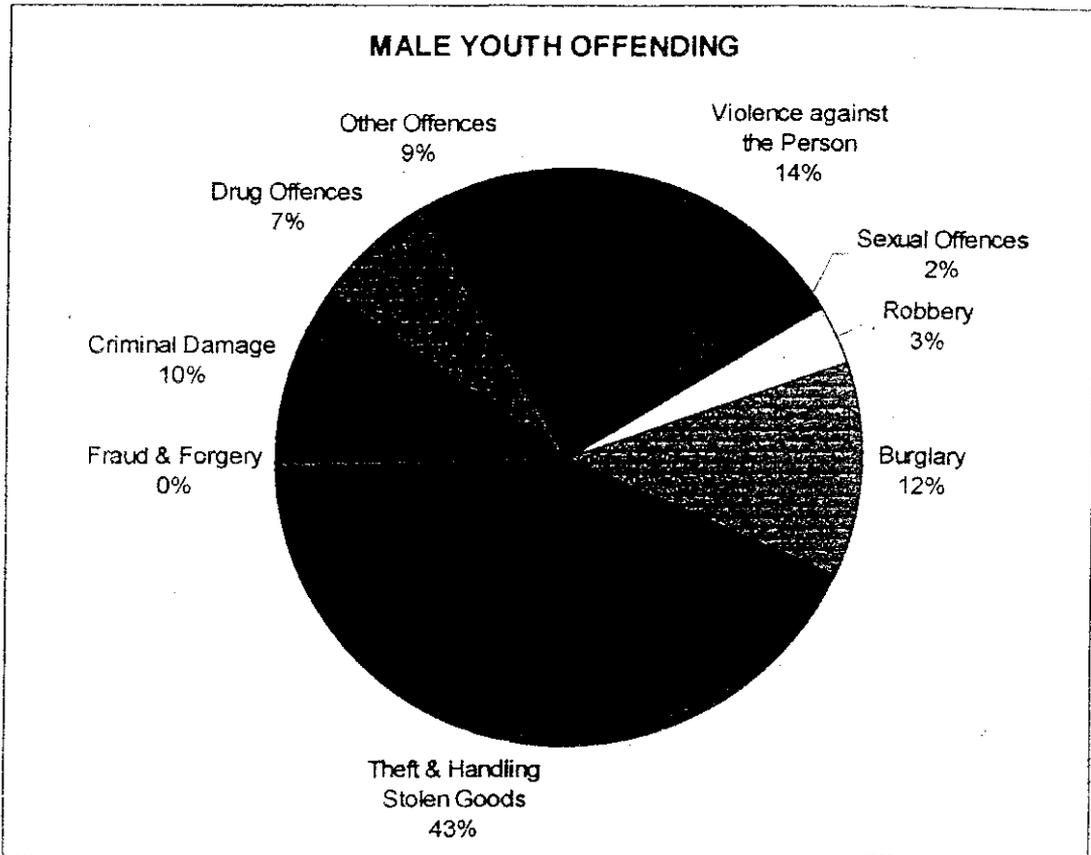
## POLICE DISPOSALS

The tables below show recorder police disposals in their equivalent YOT area

	Maidstone	Tonbridge	Gravesend	Canterbury Swale	Thanet Dover	Folkstone Ashford	Total
Charges	449	309	686	790	882	765	3881
Adult cautions	25	5	52	19	40	68	208
Reprimands	137	227	365	377	594	546	2246
Final warnings	49	67	103	137	165	165	686
<b>TOTALS</b>	<b>660</b>	<b>608</b>	<b>1206</b>	<b>1323</b>	<b>1681</b>	<b>1544</b>	<b>7021</b>



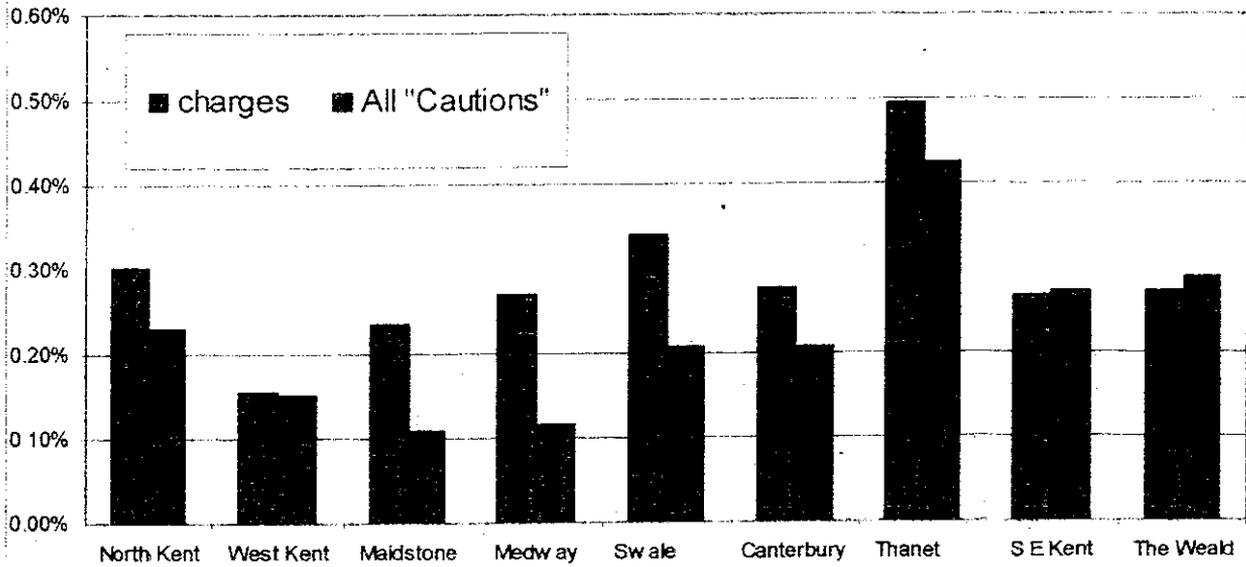
The two pie charts below show the proportion of main offences for each sex. Theft offences include shoplifting, which makes up a large percent of this category



## Youth crime & population comparisons

The chart below shows the percentage of youth crime when compared to the recorded population of the same district All Final warnings Reprimands and Adult cautions are shown as "Cautions"

**Youth offending disposals against local populations**

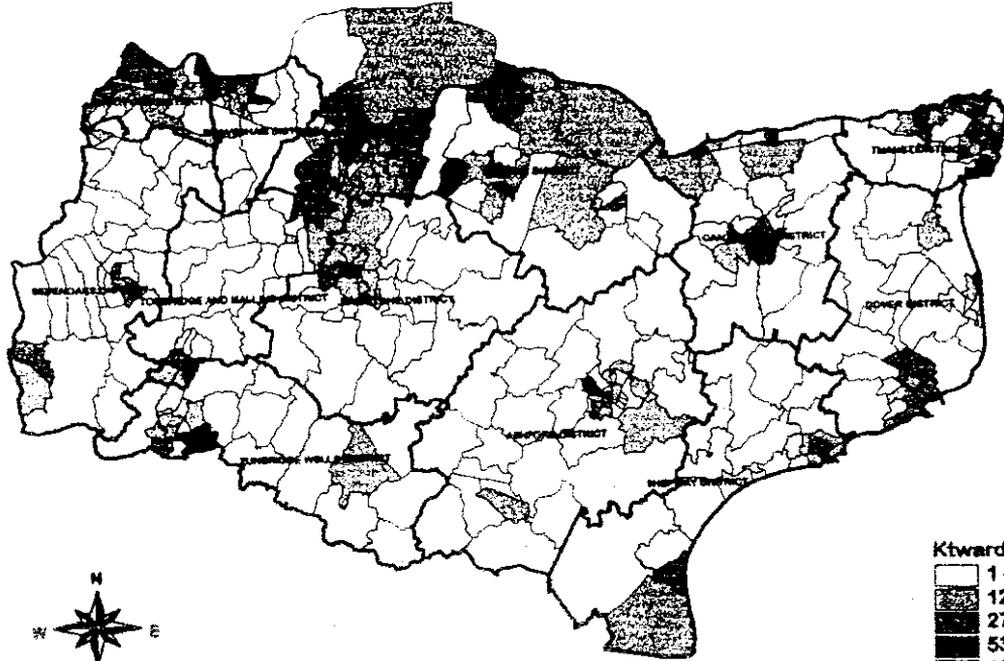


The district population table taken from the last census is shown below

District	Population	Household	Charges	All "Cautions"
1 North Kent	226,730	92,000	0.30%	0.23%
2 West Kent	199,243	81,000	0.16%	0.15%
Maidstone	191,554	77,000	0.23%	0.11%
4 Medway	242,557	96,000	0.27%	0.12%
5 Swale	118,735	48,000	0.34%	0.21%
6 Canterbury	139,347	58,000	0.28%	0.21%
7 Thanet	126,745	55,000	0.49%	0.43%
8 S E Kent	191,377	81,000	0.27%	0.27%
9 The Weald	138,273	57,000	0.27%	0.29%
Total	1,574,561	646,000		

The following map shows number of crimes per ward attributed to young offenders

### Kent Youth Crime (01 Apr 01 - 31 Mar 02)



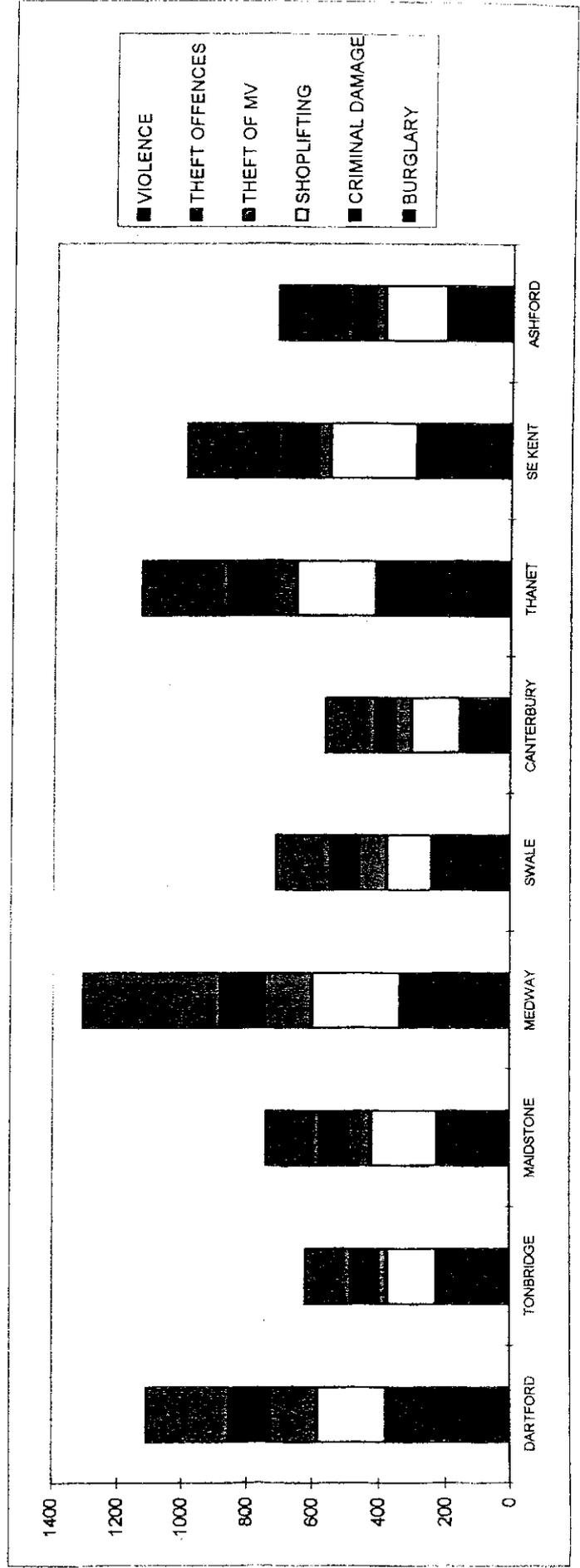
Ktward.shp

1 - 11
12 - 26
27 - 52
53 - 101
102 - 185

Basic Offence by Area

YOUTH OFFENCE CATEGORIES : KENT BUSINESS YEAR 2001 - 2002

Category	DARTFORD	TONBRIDGE	MAIDSTONE	MEDWAY	SWALE	CANTERBURY	THANET	SE KENT	ASHFORD	Grand Total
AGG TAKIN	21	9	4	10	2	9	9	10	4	78
ARSON	10	6	6	22	6	13	13	8	10	84
BURGLARY	105	57	64	86	77	38	38	176	51	710
CRIMINAL DAMAGE	272	168	159	252	165	118	118	236	242	1759
DRUG OFFENCES	46	53	70	54	23	50	50	38	61	431
FRAUD AND DECEPTION	17	13	16	16	21	11	11	12	18	173
OTHER OFFENCES	37	19	15	40	26	12	12	18	18	218
ROBBERY	39	24	19	24	7	7	7	9	7	153
SEXUAL OFFENCES	9	6	14	18	10	6	6	9	16	104
SHOPLIFTING	205	149	198	263	135	148	148	241	261	1787
THEFT FROM MV	54	17	25	56	22	11	11	11	66	292
THEFT OF MV	146	25	71	148	85	51	51	76	37	672
THEFT OFFENCES	123	81	82	134	84	58	58	135	110	869
UNCLASSIFIED	0	0	0	1	0	0	0	0	0	1
VEHICLE INTRFERENCE	9	3	4	18	7	5	5	4	3	53
VIOLENCE	258	139	168	423	170	151	151	269	295	2105
Grand Total	1351	769	915	1565	840	688	688	1251	1215	9489



TABLES

THANET

Arrest Month	10-13 YEARS	14-17 YEARS	18-20 YEARS	21 YRS & OVER
Apr-01	46	106	37	164
May-01	38	101	43	202
Jun-01	44	126	63	205
Jul-01	44	100	64	242
Aug-01	28	95	45	198
Sep-01	24	94	63	193
Oct-01	39	88	59	192
Nov-01	29	93	37	198
Dec-01	14	58	53	174
Jan-02	23	75	58	219
Feb-02	32	75	39	214
Mar-02	25	77	60	259

FORCE

Arrest Month	10-13 YEARS	14-17 YEARS	18-20 YEARS	21 YRS & OVER
Apr-01	192	731	370	1307
May-01	170	660	418	1414
Jun-01	171	712	406	1427
Jul-01	167	642	433	1659
Aug-01	170	591	392	1434
Sep-01	133	598	456	1376
Oct-01	169	698	421	1541
Nov-01	165	691	406	1515
Dec-01	95	517	379	1388
Jan-02	123	630	387	1446
Feb-02	127	623	359	1444
Mar-02	139	671	400	1641
Grand Total	1821	7764	4827	17592

FORCE BY AGE BANDS

MONTH	Female 10-13	Male 10-13	Female 14-17	Male 14-17	Female 18-20	Male 18-20
Apr-01	43	148	143	587	50	320
May-01	47	123	132	526	66	351
Jun-01	57	114	125	583	65	340
Jul-01	40	127	127	514	65	368
Aug-01	35	134	127	463	46	345
Sep-01	29	103	105	492	66	389
Oct-01	36	133	135	561	68	353
Nov-01	50	114	146	545	71	334
Dec-01	13	82	91	424	46	332
Jan-02	26	97	127	502	59	326
Feb-02	30	96	124	497	61	298
Mar-02	40	98	117	553	52	347

### AGE BANDS BY OFFENCE

Age Variable	OFFENCE	FEMALE	MALE	NOT RECORDED	Grand Total
UNDER 10	Not Notifiable	0	0	0	0
	Other Offences		0		0
	Theft & Handling Stolen Goods	3	4		7
UNDER 10 Total		3	4	0	7
10-13	Burglary	30	163		193
	Criminal Damage	50	444	2	496
	Drug Offences	7	13		20
	Not Notifiable	0	0	0	0
	Other Offences	9	40		49
	Robbery	11	30		41
	Sexual Offences		14		14
	Theft & Handling Stolen Goods	281	487	2	770
	Violence Against the Person	58	178	2	238
10-13 YEARS Total		446	1369	5	1821
14-17	Burglary	97	659	1	757
	Criminal Damage	156	1314	4	1474
	Drug Offences	41	378		419
	Fraud & Forgery	2	2		4
	Not Notifiable	0	2	0	2
	Other Offences	84	384	2	470
	Robbery	34	151	2	187
	Sexual Offences	1	93		94
	Theft & Handling Stolen Goods	823	2283	4	3110
	Violence Against the Person	261	981	5	1247
14-17 YEARS Total		1499	6247	18	7764
18-20	Burglary	26	319		345
	Criminal Damage	56	655	1	712
	Drug Offences	62	462		524
	Fraud & Forgery		4		4
	Not Notifiable	1	31	0	32
	Other Offences	65	384		449
	Robbery	3	71		74
	Sexual Offences	2	57		61
	Theft & Handling Stolen Goods	398	1353	2	1753
	Violence Against the Person	102	767	4	873
18-20 YEARS Total		715	4103	7	4827
21 YRS +	Burglary	117	852		969
	Criminal Damage	270	1862	1	2140
	Drug Offences	224	1224	2	1452
	Fraud & Forgery	8	43		51
	Not Notifiable	8	57	1	66
	Other Offences	359	1449	4	1813
	Robbery	13	195		209
	Sexual Offences	9	545		556
	Theft & Handling Stolen Goods	1468	4798	10	6276
	Violence Against the Person	547	3493	206	4060
21 YRS & OVER Total		3023	14518	51	17592
Grand Total		5695	26277	85	32057

# **Appendix E**

*Police Strategy*

# Education

- Crime Curriculum ( years 5 - 10 )
- Schools Early Warning System ( multi agency intervention strategy centred around School Family Liaison Officers ).
- Parenting Skills Courses and Support
- Media Strategy ( e.g Parenting, young people and alcohol )

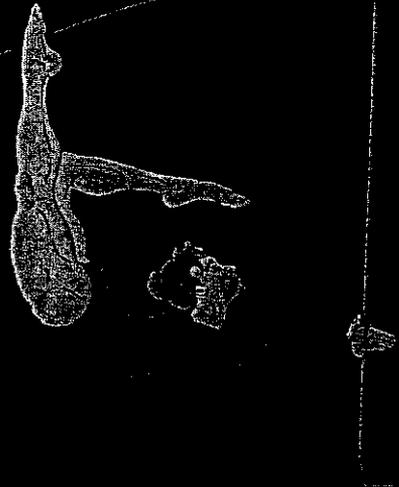
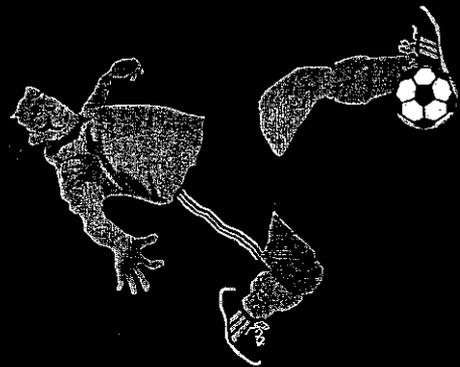
# Diversion

Youth Clubs

Sports and Leisure Facilities

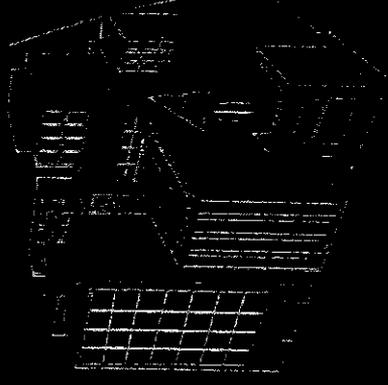
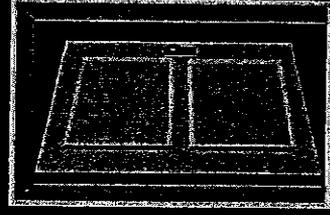
Transport and Access

Outreach Workers

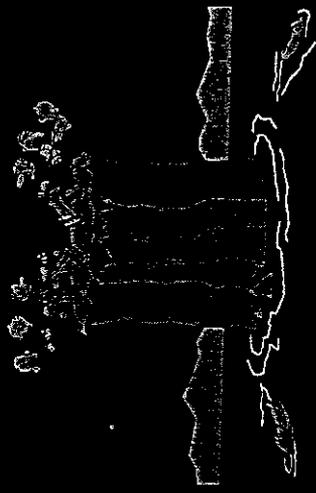


# Design

- ↳ Using architectural design to :
- ↳ Create safe routes and areas
- ↳ Limit the opportunities for crime and anti-social behaviour
- ↳ Improve the quality of life of communities



# Intervention



- ☞ Joint Family Management Project
- ☞ CCTV
- ☞ Youth Outreach
- ☞ Nightclub Doorman Scheme
- ☞ Objections to licensed premises that would increase public order problems
- ☞ Shopwatch and Safer Shopping Award
- ☞ Pubwatch, Hotel watch etc

# Enforcement

- Overt and Covert Tactical Operations
- Warrants
- Arrests
- ASBO's
- Revocation of liquor licences and PEL's
- Evictions
- Civil and Criminal Proceedings

