

SHEFFIELD
Youth Crime Prevention
Strategy

2007-2008

Produced January 2007
For Review January 2008

Produced by:
Sheffield Youth Crime Prevention Strategic Group

Sheffield First
SAFER COMMUNITIES



FOREWORD

JOINT STATEMENT FROM CHAIR OF THE 0-19+ PARTNERSHIP AND JOINT CHAIRS OF THE SAFER COMMUNITIES PARTNERSHIP:

It is 10 years since the Audit Commission published 'Misspent Youth' its review of Youth Justice Services. The follow-up report, 'Misspent Youth 1998' re-iterated the challenges and assessed how local agencies were readying for the new Crime and Disorder Bill. The report contains an important statement:

'improving the effectiveness of the system dealing with young offenders is important, but only 3% of offences lead to a conviction or caution. So the way to reduce significantly the overall level of youth crime must be to stop young people offending in the first place, by targeting those who are at risk but have not yet begun to offend'.

This is the essence of our Youth Crime Prevention Strategy - that it makes more sense to help young people keep out of trouble and to prevent them from having to be dealt with by the Criminal Justice System.

Since their creation under the Crime and Disorder Act 1998, Youth Offending Teams (YOTs) have had as their principle aim, that of reducing offending. In Sheffield, much good practice has come from this but the time is right to promote and strengthen this role for the Youth Offending Team.

It will be responsible for this Youth Crime Prevention Strategy and ensuring its implementation through the new Youth Crime Prevention Strategic Group.

This Youth Crime Prevention Strategy is primarily concerned with ensuring that targeted work with those young people most at risk of offending is as effective as possible. It exists amongst a range of other plans and arrangements that govern the provision of 'universal' services for children and young people. These services are important in ensuring that children and young people and their families do well. It is acknowledged however that some will require more support and the purpose of this strategy is to describe what extra support will be offered for those children and young people at risk of offending.

There are a number of challenges involved in improving these targeted services. This includes the fact that funding specifically for this work is often short-term and this leads to short-life projects and schemes. This is why the mainstream and universal services need to be effective and inclusive so that targeted support is for a relatively small number and provided not instead of universal services but in addition to.

Finally, the support of local communities for our aims and for the effective implementation of the strategy is important. Many local people are already engaged in supporting the services and projects aimed at young people and this includes working with the most challenging young people.

There is an understanding and acknowledgement from local people that prevention work makes sense and that investment in such work is worthwhile. That said, agencies also acknowledge that local communities should be safe and that poor behaviour and criminal activity will be addressed robustly alongside support services.

A more detailed document on preventing youth crime, used as the consultation document for this strategy, is available by using the contact details at the end of this strategy.

After a year, this strategy will be reviewed by the Youth Crime Prevention Strategic Group and a revised document made available.

We look forward to better outcomes for those children and young people at risk of offending.

Ch Supt Paul Broadbent
District Commander Sheffield 1



Joanne Roney,
Executive Director, Neighbourhoods
and Community Care Directorate, Sheffield City Council



Joint Chairs
Sheffield Safer Communities Partnership

Cllr Harry Harpham
Chair
Sheffield 0-19+ Partnership



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SUMMARY



A CHANGE TO HOW SERVICES THAT HELP CHILDREN AND YOUNG PEOPLE 'AT RISK' OF OFFENDING ARE PLANNED AND DELIVERED IN SHEFFIELD...

- Sheffield **Youth Crime Prevention Strategy** describes how the city will support those children and young people 'at risk' of offending.
- It describes arrangements for how the strategy is to be governed including the role of the **Youth Crime Prevention Strategic Group**.
- The strategy also describes the agreed delivery 'model' for Prevention Services in the city - the establishment of two **Prevention Centres** providing services for the 'north' and 'south' of the city.

LOCAL ARRANGEMENTS FOR PREVENTING YOUTH CRIME

SHEFFIELD HAS A WEALTH OF EXPERIENCE OF DELIVERING ACTIVITY TO PREVENT YOUTH CRIME AND TO SUPPORT CHILDREN AND YOUNG PEOPLE INTO MAKING CHOICES THAT ARE BETTER FOR THEM AND BETTER FOR THE COMMUNITIES IN WHICH THEY LIVE.

What has been lacking though, is a clear structure accountable for ensuring youth crime prevention activity is consistent with best practice, delivering the desired results and responsive to local needs.

That structure has been put into place during 2006 and consists of:

- The new **Youth Crime Prevention Strategic Group**
- This **Youth Crime Prevention Strategy**
- A delivery 'model', based on the creation of two **Prevention Centres**

Who is responsible...

For ensuring this strategy fits with other plans for services for children and young people: Chair, Sheffield 0-19+ Partnership

For ensuring this strategy is put into practice: Chair, Sheffield Youth Crime Prevention Strategy Group

For delivering the services: Head of Sheffield Youth Offending Team



AIM OF THIS STRATEGY

THE PURPOSE OF THIS STRATEGY IS TO PROVIDE SHEFFIELD WITH:

- Direction on identifying children and young people 'at risk' of offending or re-offending
- Direction on referring and assessing these children and young people and supporting their families
- Direction on the types of intervention that work
- A consistent and considered approach to the delivery of these interventions and services across the city to prevent youth crime
- A plan that helps prioritise resources and provides a rationale for that prioritisation

The aim of all of this is to help prevent children and young people from becoming involved in offending and to keep them out of the Criminal Justice System

RISK – HOW DO WE KNOW WHEN A CHILD OR YOUNG PERSON IS 'AT RISK' OF OFFENDING?

THERE ARE SEVERAL STUDIES THAT HAVE IDENTIFIED A NUMBER OF ISSUES THAT, WHEN 'CLUSTERED' CAN HELP US DETERMINE IF A CHILD OR YOUNG PERSON IS MORE LIKELY (OR MORE 'AT RISK' OF) BECOMING INVOLVED IN CRIME.

This helps to provide us with an **'early warning system'** to lessen that risk. The table to the right shows what these issues are.

Family

- Poor parental supervision and discipline
- Family conflict
- Family history of problem behaviour
- Parental involvement / attitudes condoning problem behaviour
- Low income and poor housing

School

- Low achievement, beginning at primary school
- Aggressive behaviour, including bullying
- Lack of commitment, including truancy
- School disorganisation

Community

- Community disorganisation and neglect
- Availability of drugs
- Disadvantaged neighbourhood
- High turnover and lack of neighbourhood attachment

Individuals, friends and peers

- Alienation and lack of social commitment
- Attitudes that condone problem behaviour
- Early involvement in problem behaviour

WHAT ELSE DO WE KNOW?

PROTECTIVE FACTORS ARE LINKED TO POSITIVE OUTCOMES EVEN WHEN CHILDREN ARE GROWING UP IN ADVERSE CIRCUMSTANCES AND HEAVILY EXPOSED TO RISK.

The list below shows what these protective factors are...

- Strong bonds with family, friends and teachers
- Healthy standards set by parents, teachers and community leaders
- *Opportunities for involvement in families, schools and the community
- *Social and learning skills to enable participation
- *Recognition and praise for positive behaviour

*These factors operate together as a 'protective process'

Many studies show that although children may be born with certain predispositions, **their behaviour patterns must be learned.** Community-based action to reduce risk in children's lives and enhance protection can not only enable them to achieve their potential, but also reduce the chances of involvement in crime, substance misuse and other problem behaviour.



WHAT WE KNOW ABOUT YOUNG PEOPLE IN SHEFFIELD AND THE CRIMINAL JUSTICE SYSTEM

THERE ARE 78,747 YOUNG PEOPLE IN SHEFFIELD AGED 8-19 YEARS OLD.

Of these, **37,059** are aged 8 -13, **18,763** are aged 13 -16 and **22,925** are aged 16 -19.

At the end of 2005/06, there were:

- 66 young people in custody
- 515 young people on a court order and under the supervision of the Youth Offending Team
- 1,102 young people who were first time entrants into the criminal justice system
- 10 young people on an Anti-Social Behaviour Order (ASBO)

Totals: 1,693

In terms of our current prevention work, we also had:

- 90 young people engaged on the Youth Inclusion and Support Panel programme (YISP)
- 50 young people engaged on the Youth Inclusion Project (YIP)
- 634 young people engaged in 'diversionary' activities during school holidays

Totals: 774



TARGETING SUPPORT: THE RISK CRITERIA

THE TARGETED SUPPORT WILL BE KNOWN AS THE 'PREVENTION SERVICES'. THREE TYPES OF SUPPORT HAVE BEEN MERGED TO FORM THESE SERVICES:

- The former **Youth Inclusion and Support Programme (YISP)**
- The former **Youth Inclusion Project (YIP)** and the extra resources for a second project
- The former **Positive Activities for Young People Programme (PAYP)**

Any other funding in the city for the prevention of youth crime will be channelled through the Youth Offending Team and used to implement this strategy.

In addition, as Corporate Parent for all Looked After Children (LAC) across Sheffield, the entire City Council accepts responsibility for children and young people who are looked after (both in fostering and residential services), makes their need a priority and seeks for these young people the same outcomes as any good parent would want for their own children. In line with the LAC Action Plan, the Youth Crime Prevention Strategy will identify all Looked After Children across the city who are at risk of offending and seek to engage the most at risk young people in a prevention programme.

The following criteria for referring children and young people will apply:

Criterion	Priority weighting score (3 = high)
Permanently excluded from school in the last 3 months	3
Received an Acceptable Behaviour Contract (ABC) in the last 12 months	3
On a Final Warning and with the Youth Offending Team	3
Less than 20% attendance at school in the last 3 months	2
Currently on an Anti-Social Behaviour Order (ASBO)	2
Looked After Children currently in the system	1
Those leaving care in Sheffield	1

Example: A young person currently in the care of the local authority will 'score' on the criteria but not very highly. Whilst statistics show that such young people disproportionately get involved in the criminal justice system, in and of itself, being in care is not the highest risk. If however, that young person is also known not to have a good school attendance record or has been in trouble with the police and been given a Final Warning, then the 'score' for that person rises.

The higher the score, the higher the risk.

The criteria **do not include** those young people already known within the criminal justice system. The prevention strategy is about **reducing risk**.

TARGETING SUPPORT - MAKING REFERRALS

REFERRALS CAN BE MADE BY ANYONE - the young person themselves, a parent or carer or other family member, schools staff, police staff, housing officers, youth workers, medical or nursing staff etc.

TARGETING SUPPORT - MAKING ASSESSMENTS

ONCE REFERRED INTO THE PREVENTION SERVICES, AN ASSESSMENT IS MADE ON EACH YOUNG PERSON.

These assessments are based on the **Common Assessment Framework** and the assessment forms used by the Youth Offending Team (known as 'Onset' and 'Asset').

This assessment then forms the basis for deciding whether or not that young person can be offered support and then the planning of that support for that young person to reduce their risk of offending.

At the moment, the Prevention Services have the capacity to support around 500 young people per year. This capacity will also have to be taken into account when determining when and whether support can be provided.



TARGETS AND PERFORMANCE INDICATORS - HOW WE WILL KNOW IF WE ARE HAVING SUCCESS

Key Performance Indicators (Outcome)	Targets	Outputs
<p>(1) Year on year reduction in First Time Entrants into the Criminal Justice System</p> <p>Baseline: 04/05: 1192 entrants 05/06: 1102 entrants</p>	<ul style="list-style-type: none"> • 500 CYP at risk engaged in prevention programme • 75% of parents receive a parenting assessment and intervention • 100% of C&YP engaged in FTE/ETE 	<ul style="list-style-type: none"> • 100% Completion of ONSET assessment and closure paperwork. • use of parenting contracts
<p>(2) Year on year reduction of young people on a Final Warning escalating within the Criminal Justice System</p> <p>No baseline</p>	<ul style="list-style-type: none"> • 100% of all young people on a final warning with an ASSET score of over 12 receive an intervention 	<ul style="list-style-type: none"> • 100% ASSET completion of young people receiving a final warning
<p>(3) Year on year reduction in number of Looked After Children (LAC) involved in the two outcomes above</p> <p>Baseline: 2005 - 2006 Final warnings and convictions of Looked After Children Target 2.8 times more likely to offend Outturn 4.1 times more likely to offend</p>	<ul style="list-style-type: none"> • Identify all LAC considered at risk of offending • Engage those most at risk in prevention programme • Provide training to all residential care staff on behaviour management 	<ul style="list-style-type: none"> • 100% completion of ONSET assessment and closure paperwork • 100% ASSET completion of those receiving Final Warning
<p>(4) Community indicator - Public Perception information</p> <p>Public perception questionnaire being distributed through Safer Neighbourhood Areas (SNAs)</p>	<p>To be agreed on the baseline information established by the public perception questionnaire</p>	<p>For agreement</p>
<p>(5) Better Outcomes for those young people engaged in the programmes</p>	<p>75% of young people engaged in the programmes to have a recorded outcome</p>	<p>75% of young people engaged in the programmes to have a recorded outcome on the MIS</p>

The table above has four performance indicators or outcomes chosen as the measures that will allow us to see if this strategy and the prevention services are working effectively.

Plus, one indicator that allows us to see if the public feels the work is having some effect in their neighbourhood i.e. that young people are not seen to be constantly engaging in anti-social behaviour or criminal activity.

The Key Performance Indicators are reflected in the city's Children and Young People's Plan and in the Youth Justice Plan.

The targets, in the middle column, reflect what the new Prevention Services will be doing to ensure the outcomes are achieved.

GOVERNANCE OF THIS STRATEGY

THE PARTNERSHIP ARRANGEMENTS

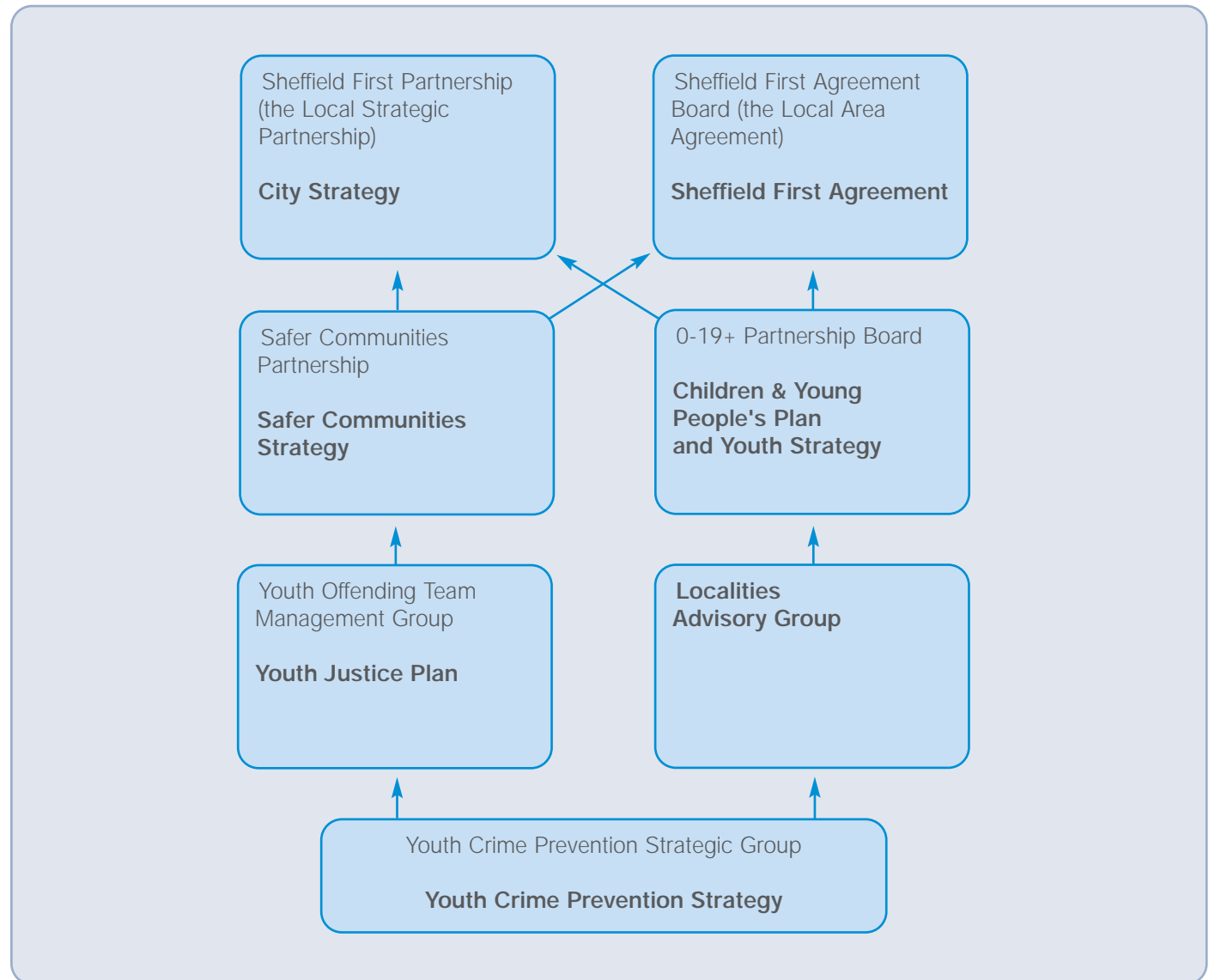
The **Sheffield 0-19+ Partnership Board** will be responsible for ensuring this strategy is 'fit for purpose' and relevant to the needs of Sheffield's young people.

This Board, via its **Localities Advisory Group**, will receive regular progress and performance reports about the strategy.

These reports will be provided by a Group specifically established to oversee the detail of the strategy's implementation and its regular review. This Group is called **Sheffield Youth Crime Prevention Strategic Group**.

This 3-tier structure will be the structure that **commissions the prevention services** in line with all commissioning for children and young people's services in the city.

In addition, the Youth Crime Prevention Strategic Group will also report to the **Sheffield Safer Communities Partnership**.



DELIVERY ARRANGEMENTS - TWO PREVENTION TEAMS IN TWO 'CENTRES'

THE PREVENTION SERVICES ARE CURRENTLY DELIVERED THROUGH A NUMBER OF STAFF EITHER BASED WITHIN THE YOUTH OFFENDING TEAM IN THE CITY CENTRE OR EMPLOYED VIA SHEFFIELD FUTURES TO MANAGE AND RUN.

We are streamlining and consolidating a number of different posts, standardising the referral and assessment criteria, and 'evening out' the geographical 'catchment area' for services.

All the Services will be managed by the Youth Offending Team or contracted out to appropriate delivery agencies.

Consolidating the funding and ensuring consistency across the posts also provides the opportunity to re-think in practical terms, how prevention services operate.

There will be **two Prevention Centres** in the city. One, building on the current arrangement in Firth Park at the Millan Centre and serving the **north of the city** and one to be established for the **south of the city** at Alison Crescent on the Manor.

These 'locality' based Prevention Services mirror other such developments in the city. Notably, the establishment of **Service Districts** and of **Safer Neighbourhood Areas**.

Advantages to this localised service:

- Ensuring the Youth Offending Team delivers more local services in line with Government expectations and to establish better links with local communities
- Increasing the capacity to deliver group work and community interventions with young people (the city centre premises are not ideally equipped for this)
- Enabling the Prevention Services to be more closely linked to other local 'universal' services, enriching the interventions possible and ensuring 'cross-referrals'. As with all children and young people's services, the overarching aim is to ensure young people move from specialist or targeted support, into universal services as early and smoothly as possible.
- Ensuring a more even spread of prevention work across the city



MEMBERSHIP OF THE YOUTH CRIME PREVENTION STRATEGIC GROUP



South Yorkshire
Fire & Rescue
WORKING FOR A SAFER SOUTH YORKSHIRE



Sheffield Children's **NHS**
NHS Foundation Trust



Role	Agency/Partnership
Sheffield ASBO Panel	Chair of Panel
Family Support Manager	SCC, Children and Young People's Directorate
Head of City-Wide Services (Chair)	SCC, Children and Young People's Directorate
Senior Manager, Early Years	SCC, Children and Young People's Directorate
Service District Manager	SCC, Children and Young People's Directorate
Youth Strategy Manager	SCC, Children and Young People's Directorate
Safer Neighbourhood Officers, Team Leader	SCC, Neighbourhoods and Community Care Directorate
CAMHS representative	Sheffield Children's NHS Foundation Trust
Service Manager (Development)	Sheffield Futures
Youth Crime Prevention Manager	Sheffield Youth Offending Team (YOT)
Youth Offending Team Manager	Sheffield Youth Offending Team (YOT)
Voluntary and Community representatives	Society of Voluntary Associates Youth Association of South Yorkshire
Head of Service Delivery (or delegate)	South Yorkshire Fire and Rescue Service
Supt Partnerships	South Yorkshire Police

**This membership will be supported by other officers in an advisory capacity
e.g. contracts officers, Local Strategic Partnership Managers**

COMMUNICATIONS AND REVIEW

THE WORK OF THE YOUTH CRIME PREVENTION GROUP AND PROGRESS ON THE KEY PERFORMANCE INDICATORS AND TARGETS WILL BE SUBJECT TO THE REPORTING ARRANGEMENTS DISCUSSED EARLIER IN THIS DOCUMENT.

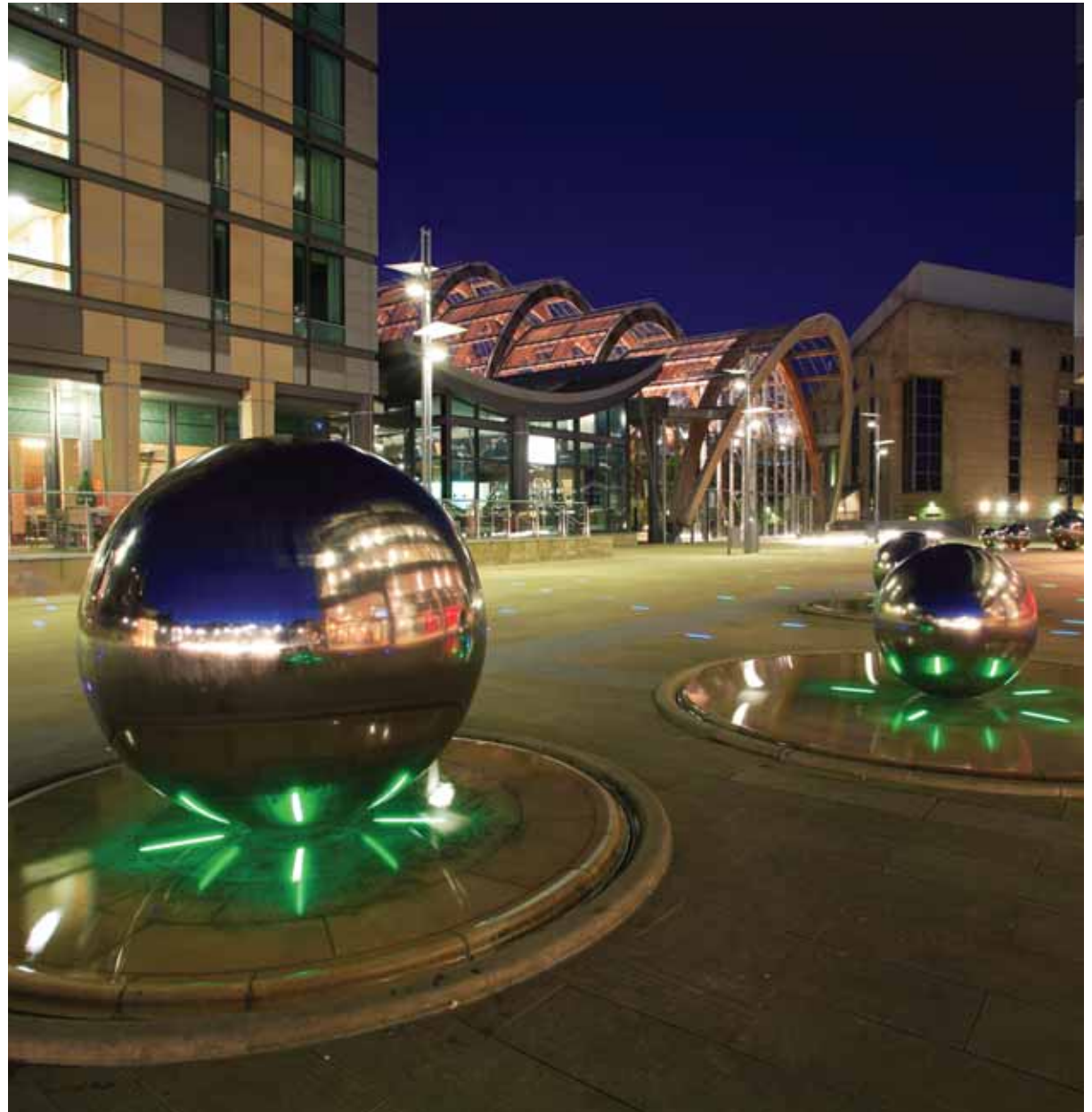
The strategy will be subject to annual review and progress on key Performance Indicators and targets will be scheduled for each meeting of the Youth Crime Prevention Strategic Group

In addition, updates on the work and information on new developments or amendments will be provided by the Safer Communities Partnership on its website: www.sheffieldsafercommunities.net

and on the website of the city's 0-19+ Partnership: www.sheffield0to19.org.uk

HOW TO CONTACT US

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Sheffield First
SAFER COMMUNITIES

