

The crime and sustainable communities agenda and the role of LSPs in the East Midlands

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Information Sheet

Introduction and overview

We are at a time when social, economic and environmental agendas are merging. This is regarded as necessary in order to achieve sustainable communities. Our job is to make this merger effective for the benefit of our communities.

The crime reduction and sustainable communities agenda affects everyone. This places a great emphasis on Local Strategic Partnerships (LSPs) and their capability to bring together the key people and agencies to develop their shared agenda and then deliver it. New funding is emerging for work with faith groups and community cohesion, and other programmes such as Community Action 2020, all of which are focussing on greater involvement of the community as prime stakeholders.

For some LSP partner organisations crime reduction is their core business; for others it is a secondary concern. Therefore an important task of the LSP is to help those with expertise in these issues to share their knowledge with other organisations and individuals. It is important to tackle the causes of crime and the part played in this by inequality, poverty, and deprivation. This is surely a role of the LSP.

The task is further complicated because this is an area of rapidly changing priorities and responses. There is a growing range of initiatives and projects addressing the crime reduction, community safety and sustainable communities agenda and our task is to demonstrate where there are potential links between initiatives and professional and personal boundaries.

The task therefore is less about providing new skills, and more about increasing access to what is already known and widening the number of organisations that apply it in their own work.

LSPs are not starting with a blank sheet; there is already a considerable amount of good collaborative and partnership working in this field and these resources are intended to support LSPs that want to capture that existing good practice and widen its use.

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These resources and who might use them

It is intended that these resources will help non-experts to develop a view of the breadth of the crime prevention and sustainable communities' agenda and how this affects their ability to contribute, especially through the LSP. The resource contains a number of web links and other contact addresses where further information can be found.

Because no two LSPs are the same or are dealing with identical local issues, we have not attempted to provide a single resource to cover all needs. Instead we have signposted a number of current priorities, looked at generic issues and provided illustrations that exemplify effective practice or raise challenging issues. Finally we have provided a number of specimen questions intended to help people examine their own organisation.

The resource includes the following free-standing sections:

Section 1

This is an overview of the overall policy framework specific to LSPs, Local Area Agreement (LAA) and Sustainable Communities Strategies (SCS) contribution to the crime reduction agenda.

Section 2

This section provides signposting to what can only be a sample of the crime reduction related materials and initiatives relevant to LSPs and found on Home Office (HO) and Government Office East Midlands (GOEM) and other regional websites. Whilst we have tried to make sure these are up-to-date, it is the nature of this work that changes are made all the time.

Section 3

This comprises a focussed scenario based on youth and crime – using a real situation to explore how different agencies would respond to a multi-dimensional and multi-agency issue.

Section 4

This is a case study illustrating multi-agency integrated working on Anti-Social Behaviour.

Section 5

This section poses a selection of specimen questions that LSPs might choose to ask about how they operate in crime prevention policies. Many of these questions came out of a practitioner networking workshop held in June 2006.

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Learning objectives

It is intended that this resource will contribute to the internal LSP debate about how best to address the issues that concern them in this agenda.

The intention is that these resources can all be used as part of an internal LSP organisational development programme. It is intended to:

- Provide information and signposting to greater detailed information
- Promote the value of peer learning
- Contribute to internal debate and help LSPs to clarify their skills and capability gaps
- Provide, via case study and scenario, templates for developing internal resources that can be used to develop questioning to help managers and others examine the level to which current provision is 'fit for purpose'
- Providing lay people who are becoming involved in the crime reduction agenda with a better understanding of its breadth and areas of work. They will benefit from links to further information through signposting to other work and policy areas.

Section 1 Overview of policy frameworks

There are more policies that impact on the crime reduction and sustainable communities agenda than can be represented here. Other relevant policy areas include:

- Housing
- Transport
- Employment and wealth creation
- Health
- Consumption and consumerism
- The impact on well-being and quality of life

Structures are evolving, and the last few years can be described as a period of experimentation and innovation. Among those structures or mechanisms not exclusively responding to the crime reduction agenda, but which nonetheless should be playing a vital future role are: Local Strategic Partnerships (LSP), Local Area Agreements (LAA), and (Sustainable) Community Strategies (SCS).

<http://www.communities.gov.uk/>.

The role of LSPs has been reviewed in the 2006 LSP consultation; the *'Local Strategic Partnership – Shaping their Future'*.

<http://www.neighbourhood.gov.uk/publications.asp?did=1648>

Figure 1 below provides an overview of some of the initiatives and projects that contribute in some way to the crime reduction / sustainable communities agenda. It is not possible to link all of it, but is it not the role of the LSP to provide the opportunity for those who share an interest in certain aspects of a subject to cluster together and work collaboratively?

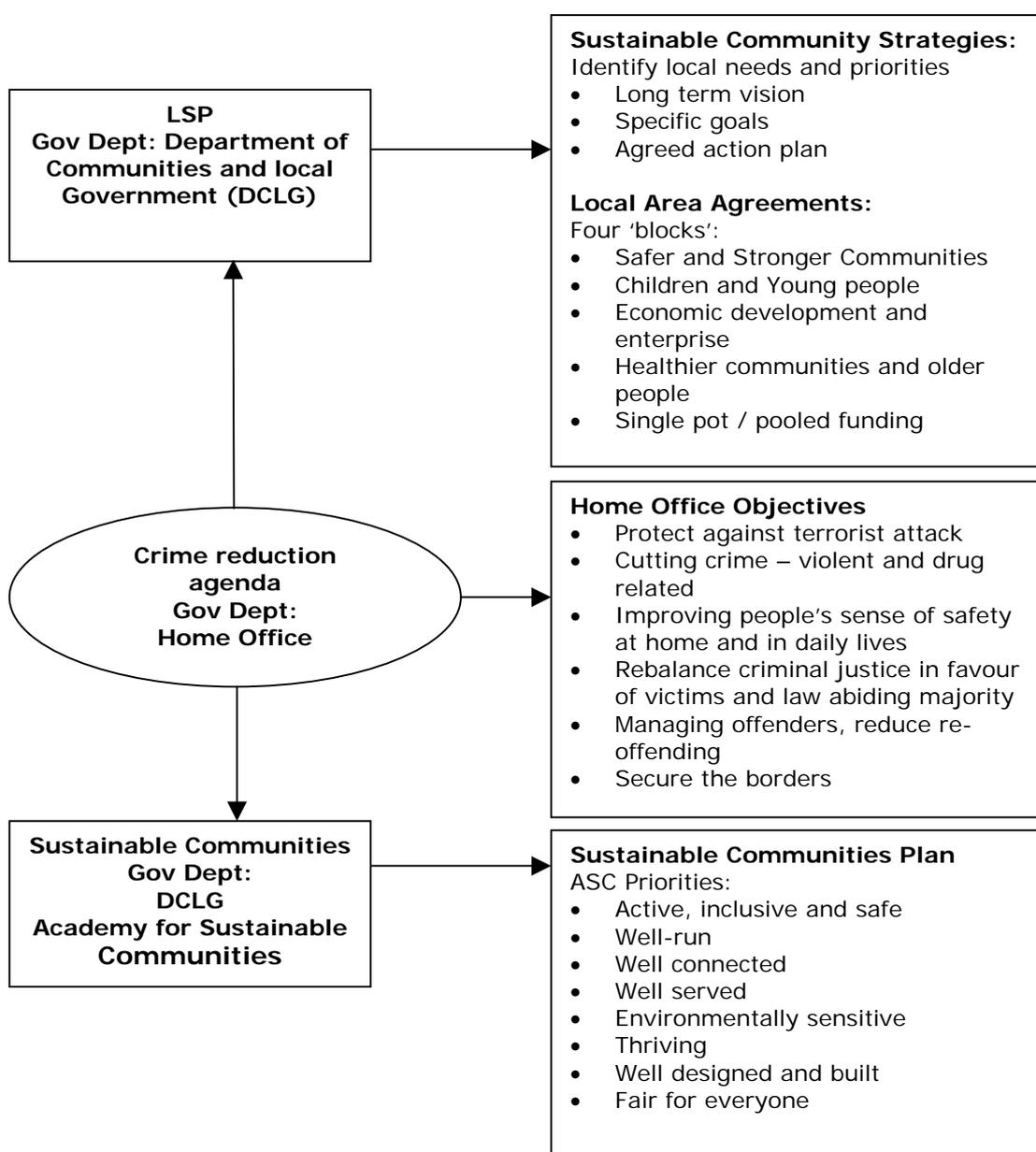
Within local authorities a special effort is needed to maintain an overview of all that is happening in its local area; different people lead responses to the many parts that comprise the 'total picture'. Some key parts are illustrated in the overview provided in figure 1. Overcoming fragmentation and compartmental working within organisations is a big enough challenge, but overcoming the same but between organisations is even more challenging.

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If figure 1 is representative of the headline issues, how equipped is your LSP to develop a common strategy which includes all the relevant players contributing to these issues? How much interlinking is there between initiatives?

Figure 1

An overview of elements of the policy framework specific to LSP's LAA and SCS that contribute to the crime reduction agenda



Section 2 Signposting to further information

It is impossible to cover all the potential existing resources that contribute to the crime reduction agenda. Those listed here illustrate the diversity of issues facing LSPs in addressing the agenda. It is recommended that the Home Office and GOEM websites are good starting points for deeper study.

Useful website addresses, national level

Sustainable Community strategies

<http://www.communities.gov.uk/index.asp?id=1133742>

http://www.communities.gov.uk/index.asp?id=1133746#P158_54790

Local Area Agreements

<http://www.communities.gov.uk/index.asp?id=1161635>

<http://www.idea-knowledge.gov.uk/idk/search/search.do?open=&ha=Standard&qt=local+area+agreements>

<http://www.lga.gov.uk/Publication.asp?lsection=0&ccat=28&id=SXB312-A7830F03>

Stronger Safer Communities fund

<http://www.neighbourhood.gov.uk/publications.asp?did=1545>

Sustainable Communities plan

<http://www.communities.gov.uk/index.asp?id=1139868>

<http://www.communities.gov.uk/index.asp?id=1127160> (Social exclusion)

Academy for Sustainable Communities

http://www.ascskills.org.uk/what_we_do/index.cfm

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Home Office

<http://www.homeoffice.gov.uk/>

The following are selected as representing current Home Office Objectives. They have been selected here because they address different aspects of typical local concerns. LSPs might regard some as more relevant to their day to day work than others.

Protect against terrorist attack

http://press.homeoffice.gov.uk/press-releases/Prevention,_Pursuit,_Protection_?version=1

Cutting crime – violent and drug related

<http://press.homeoffice.gov.uk/press-releases/reducing-reoffending?version=1>

Improving people's sense of safety at home and in daily lives (a sample of HO reports and papers)

<http://www.homeoffice.gov.uk/rds/pdfs2/rdsolr0203.pdf>

<http://www.homeoffice.gov.uk/rds/prgpdfs/prs138.pdf>

<http://www.homeoffice.gov.uk/rds/pdfs04/hors268.pdf>

<http://www.homeoffice.gov.uk/rds/pdfs05/rdsolr1205.pdf>

Rebalance criminal justice in favour of victims and law abiding majority

http://press.homeoffice.gov.uk/press-releases/Delivering_Justice_For_All_-_Crim?version=1

<http://www.homeoffice.gov.uk/rds/pdfs05/rdsolr3105.pdf>

Managing offenders, reduce re-offending

<http://www.homeoffice.gov.uk/rds/pdfs2/occ81risk.pdf>

<http://www.homeoffice.gov.uk/rds/pdfs/hors171.pdf>

<http://www.homeoffice.gov.uk/rds/pdfs05/rdsolr5404.pdf>

Secure the borders

<http://www.homeoffice.gov.uk/security/protecting-the-uk/border-control/?version=1>

Government Office East Midlands (GOEM)

Community Safety

GOEM works closely with the 40 Crime and Disorder Reduction Partnerships (CDRPs) and the nine Drug Action Teams (DATs) in the region. The overall objective of the partnerships is to reduce crime, fear of crime, anti-social behaviour and drug-related crime. GOEM support improvements in the performance of the CDRPs and DATs and oversees the closer working and possible merger of the partnerships.

Locally Focussed Community Safety Toolkits

Through the Nottingham Community Engagement Project, community safety themed toolkits have been produced to help local organisations and partners get involved in tackling key community safety issues. The toolkits, although focussed on Nottingham can be adapted to other areas; they provide information on the roles and responsibilities of local agencies. The toolkits are listed below and can be accessed by clicking on the relevant links listed or through the GOEM link below.

<http://www.goem.gov.uk/goem/comunitysafetyregionalhome/?a=42496>

Toolkits

[Anti Social Behaviour toolkit](#) (248kb)

This toolkit has been produced to help local organisations and partners get involved in tackling a key community safety issue; Anti Social Behaviour

[Designing Out Crime Toolkit](#) (638kb)

This toolkit has been produced to help local organisations and partners get involved in tackling a key community safety issue; Designing Out Crime

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[Domestic Violence Toolkit](#) (261kb)

This toolkit has been produced to help local organisations and partners get involved in tackling a key community safety issue; Domestic Violence

[Drugs and Alcohol Related Offending Toolkit](#) (320kb)

This toolkit has been produced to help local organisations and partners get involved in tackling this community safety issue; Drugs and Alcohol

[Gangs and Gun Crime Toolkit](#) (228kb)

This toolkit has been produced to help local organisations and partners get involved in tackling a key community safety issue; Gun and Gang Crime

[Hate crime toolkit](#) (195kb)

This toolkit has been produced to help local organisations and partners get involved in tackling a key community safety issue; Hate Crime

[Hate crime toolkit ethnic annex](#) (10kb)

Table of ethnic groups within Nottingham

[Hate crime toolkit religion annex](#) (10kb)

Table of religious groups within Nottingham

East Midlands Police Forces

Community Safety

Derbyshire

<http://www.derbyshire.police.uk/reducingcrime/25.html>

Leicestershire

<http://www.leics.police.uk/policing/>

Lincolnshire

<http://www.lincs.police.uk/index.asp?locID=149&docID=-1>

Nottinghamshire

<http://www.nottinghamshire.police.uk/local/>

Northamptonshire

<http://www.northants.police.uk/default.asp?action=category&ID=33>

East Midlands Local Government Association (EMLGA)

<http://www.lga.gov.uk/regions.asp?lSection=456&ccat=812>

The EMLGA supports local government in the region by providing guidance on central government policy and on several of the issues identified within the crime and community safety agenda.

Children in trouble initiative

<http://www.lga.gov.uk/ProjectHome.asp?lSection=59&ccat=1165>

Domestic violence

<http://www.lga.gov.uk/ProjectHome.asp?lSection=59&ccat=943>

Policing reform

<http://www.lga.gov.uk/ProjectHome.asp?lSection=59&ccat=1179>

Reducing offending and re-offending

<http://www.lga.gov.uk/ProjectHome.asp?lSection=59&ccat=946>

Sustainable Communities plan

<http://www.lga.gov.uk/ProjectHome.asp?lSection=59&ccat=954>

Section 3

Activity: Youth and crime scenario

Purpose

This scenario can be used as a prompt for internal discussion, see below. Or it can be used as a template to create other case studies based on the direct experience of LSP partners. It is important that the names of individuals are protected and also that the issues raised are sufficiently generic to enable a general discussion to begin. Specific details can emerge when needed later in the process.

This activity is based on material created by David Padley of GOEM for use with practitioners at an East Midlands networking event in 2006.

Setting

Individual LSPs might choose to use the following scenario in different ways, for example as:

- An ongoing discussion within the LSP
- An agenda item within a general meeting
- Part of a longer training event
- The starting point for an appraisal of LSP organisational development.

It is often helpful to have sessions such as these externally facilitated because it means that vested interests can be rested for the duration and also that everyone in the LSP can be equally involved.

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Intended and desired outcomes

The desired and intended outcomes of this process would include:

- Greater shared understanding of the responsibilities of those organisations with lead responsibility for this particular issue
- Clarity about the boundaries of individual and organisational involvement in multi agency situations such as illustrated in this scenario
- Identification of opportunities for blurring the boundaries between organisations that contribute to this issue. Conversely, this activity will clarify boundaries between areas and levels of responsibility.
- Indicators of LSP organisational strengths and weaknesses, and areas for strengthening within this agenda
- Generic learning on how the LSP can, in future, address issues that are the shared responsibility of several agencies
- Reinforcing the legitimacy but also limitations of the role of the LSP in the Crime, Safer Communities and Sustainable Communities agenda
- Indicators of areas that need to be addressed in the Sustainable Community Strategy
- Indicators of direct support and action needed to help those with responsibility for addressing these issues

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The scenario

Mrs G is 29 years of age and unemployed. She lives in local authority rented accommodation and has no relatives living in the immediate area. After suffering years of physical and emotional abuse by her partner, Mrs G became progressively more concerned because her two children, an 18 month old girl and a 12 year-old boy, were traumatised after witnessing a recent violent assault on her by their father which resulted in Mr G being charged to appear before the local magistrates court.

Despite being granted an injunction against her partner, Mrs G has felt depressed and overwhelmed by the abuse. She felt incapable of helping her children recover from the trauma as both were suffering from nightmares and other emotional and behavioural disturbances. Mrs G's confidence as a mother was severely undermined and it was beginning to affect her relationship with her children.

One of the most difficult issues for Mrs G was that her husband had sought to undermine her by encouraging the 12 year-old son, Simon, to copy his own abusive behaviour against his mother and other children in his school. After the father left home, her son blamed her for making him go and he became even more hostile towards her. He became more aggressive towards his school friends and sometimes appeared very sad.

Things came to a head when Simon stole a quantity of food valued at £3.80 from the local supermarket after which he became abusive, struck the shop assistant who detained him, and caused minor bruising to her face. He was subsequently arrested, admitted the offence and granted bail to be seen by the local youth offending team. This is the first time he has been involved with the police.

Names have been changed to protect the confidentiality of those described.

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The following three areas of questioning can be used to start a discussion.

Responses

As it is operating now, how would your LSP react to the issues raised in this scenario?

- Would it recognise that it has any role or responsibilities that relate to the issues raised?
- Would it, and how would it, address the issues at a policy and strategic level in the Sustainable Community Strategy or in the LAA?
- How would the LSP ensure the issues were addressed at an operational level by the organisations likely to lead on these issues? How would it know something was being done at ground level?
- Has the LSP identified what organisations beyond the statutory bodies could be involved in addressing these issues? Which others might contribute skills and insights, resources and community support networks?

Partnership Arrangements

- What does this scenario offer to the discussion on the advantages and disadvantages of integrated working between different organisations?
- How can an integrated approach be made to work? What lessons have been learned about 'integrated' working? How can these lessons be shared effectively?
 - Have individual partners been able to express their preferences about integrated working?
 - Does the LSP have a proactive plan for increasing integration between partners, but also to include other organisations that are not part of the LSP?
 - Does the LSP attempt to challenge different organisational cultures that might block progress of integration?
 - How does the LSP ensure that it retains the knowledge held by partners so that, if they leave, the partnership is not disabled?

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- Planning possible next steps for increasing integrated working – what should be done differently in future?
 - Does the LSP have an organisational development plan for improving the impact of integrated working?
 - Does the LSP help partners identify the limitations of integrated working and plan around that eventuality?
- Provide any current or recent examples of cross-sector and/or interdepartmental co-operation (integrated working) dealing with youth crime and community safety issues.
 - How does the LSP disseminate what it has learned about integrated working

Actions and Monitoring

- Is there a common performance management system between partners, or is there a sufficient level of common ground to make data sharing and reporting a feasible option? If not what actions are needed to facilitate common reporting on progress?
- Identify opportunities for dealing more effectively with these issues; for instance are there opportunities for the LSP to work collaboratively with schools, youth and community education services, community health and others on a parenting programme
- Has the LSP identified barriers to effective action and suggest how they might be overcome?
- Does the LSP seek to involve every partner organisation or just those that have direct statutory responsibilities for the issues raised? Which other organisations could be involved?
- Could the LSP encourage partners to follow up in their own organisation with, for example, parenting campaigns for staff or its clients?
- How does / could the LSP monitor its progress in addressing this issue?

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Additional supporting material for the youth and crime agenda - what are the issues?

Early intervention to prevent young people offending could save public services more than £80 million a year, according to the Audit Commission's report.

[Youth Justice 2004: A Review of the Reformed Youth Justice System.](#)

Preventing crime by reducing the number of young people who become offenders

Risk factors that correlate with offending – low income, low educational attainment and poor parenting, among others. Early investment in the children and families most at risk, and continued work with them throughout the teenage years, can significantly reduce the likelihood of their engaging in crime and anti-social behaviour.

A range of local agencies must be involved - including local authorities, Youth Offending Teams, health services, the Connexions service and police forces.

Reforms that focus on or have an element of prevention

The Crime and Disorder Act 1998 set the prevention of offending by children and young people as the principal aim of the youth justice system.

The Youth Justice Board was established in 1998 for England and Wales as an executive non-departmental public body, established under the *Crime and Disorder Act 1998*, and **Youth Offending Teams** were set up in every local authority area in England and Wales. Widespread reform of the **youth justice system** has taken place, including changes to sentencing framework, provision of individual assessment of offenders and intervention programmes focused on addressing the factors associated with offending.

The [Youth Justice Board](#) also focussed on reducing re-offending.

www.youth-justice-board.gov.uk

Information Sheet

The aim of the Youth Justice Board is to prevent offending by children and young people. It delivers this by:

- Preventing crime and the fear of crime
- Identifying and dealing with young offenders

Youth Offending Teams are key to the success of the [youth justice system](#). YOTs are made up of representatives from the police, probation service, social services, health, education, drugs and alcohol misuse and housing officers. Because the YOT incorporates representatives from a wide range of services, it can respond to the needs of young offenders in a comprehensive way. The YOT identifies the needs of each young offender by assessing them with a national assessment. It identifies the specific problems that make the young person offend as well as measuring the risk they pose to others. This enables the YOT to identify suitable programmes to address the needs of the young person with the intention of preventing further offending.

<http://www.youth-justice-board.gov.uk/YouthJusticeBoard/YouthOffendingTeams/>

Youth Inclusion Programmes ([Youth Inclusion Programmes](#)), targeted the 50 most at risk 13-16 year olds in 70 high crime areas.

Youth Inclusion and Support Panels ([Youth Inclusion and Support Panels](#))

in 92 areas identify most at risk 7-13 year olds, providing for programmes of support. Plans for a 50% expansion in Youth Inclusion Programmes (YIPs) and Youth Inclusion and Support Panels (YISPs) were set out in the government's five-year strategic plan [Confident Communities in a Secure Britain](#).

Positive Activities for Young People (<http://www.youth-justice-board.gov.uk/PractitionersPortal/PreventionAndInterventions/PAYP/>)

Positive Activities for Young People (PAYP) provides activities for 8 to 19-year-olds at risk of social exclusion. This work aims to reduce crime and to ensure that young people return to education, have opportunities to engage in new and constructive activities, and can mix with others from different backgrounds. [PAYP Good Practice Guide](#)

There are a number of delivery methods of early intervention/prevention programmes across Government – including the following.

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Sure Start, Children's Fund, Behaviour Improvement Programme in schools (Safer School Partnerships) and Connexions (<http://www.connexions.gov.uk/>).

Every Child Matters/Youth Matters, and the Children's Bill deliver system-wide reforms to children's services.

Children's Act and 'Sure Start'

(<http://www.surestart.gov.uk/aboutsurestart/>) A government programme which aims to achieve better outcomes for children, parents and communities by:

- Increasing the availability of childcare for all children
- Improving health and emotional development for young children
- Supporting parents as parents and in their aspirations towards employment
- Increasing inter-agency **working**

The government strategy for evolving beyond Sure Start is described in the Children Act 2004.

See the following website for full details
<http://www.everychildmatters.gov.uk/>

Children's Fund <http://www.goem.gov.uk/goem/cyp/childrens-fund/?a=42496> Provides funding to improve life for 5 –13 year olds. There are nine programmes in the East Midlands providing services such as nurture groups, peer support and mentoring, projects raising self esteem plus programmes to divert children and young people from crime.

Many of the services are provided in partnership with the Voluntary Sector, Schools, Social Services and Youth Offending Teams. Children's Fund programmes have submitted three year strategic plans outlining the work planned for each area until March 2008. In this time they will be expected to move into a Children's Trust.

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Safer School partnerships

http://www.saferschoolpartnerships.org/ssp-topics/ssp-police/SSP_and_the_police_role_page3.htm

These are intended to *complement and enhance* existing locally based services such as Connexions, Youth Service, Youth Offending Team (YOTs), Education Welfare, by developing a more robust partnership between families, police and schools. The Safer School Partnership differs from much existing and traditional practice within schools, where police officers undertake an essentially teaching role. Taking a more operational policing approach enables the police officer to become more pro-active in working with partners to: reduce truancy and exclusions; reduce victimisation, criminality and anti-social behaviour within the school and its community; ensure the full time education of young offenders; support school staff in dealing with incidents of crime; victimisation or anti-social behaviour; support vulnerable children and young people through periods of transition; promote the full participation of all children and young people in school and community.

Connexions www.connexions.gov.uk/ Connexions is the Government's support service for all young people aged 13 to 19 in England. It ensures that young people have access to a personal adviser to provide guidance and support to help make a smooth transition to adulthood and working life. Connexions brings together all the services and support young people need during their teenage years offering differentiated and integrated support to young people through Personal Advisers (PAs). For some young people this may be just for careers advice, for others it may involve more in-depth support to help identify barriers to learning and find solutions brokering access to more specialist support, e.g. drug abuse, sexual health and homelessness. PAs work in a range of settings including schools, colleges, one-stop shops community centres and on an out-reach basis.

Transforming Youth Work

<http://www.nya.org.uk/Templates/internal.asp?NodeID=89428>

"Transforming Youth Work; developing youth work for young people" was launched in 2001 in recognition that *"the new Connexions Service could not be delivered without 'vibrant and high quality youth work"* (M. Wicks). Youth services are asked to measure performance in four key areas: the level of 'reach' into the resident 13 to 19 population (against a benchmark of 25 per cent); the level of participation of the 13 to 19 population in youth work (against a benchmark of 15 per cent); the proportion of participants in youth work who gain recorded outcomes (against a benchmark of 60 per cent) and the proportion of participants in youth work who gain accredited outcomes, (against a benchmark of 30%).

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National Service Framework for children, young people and maternity services

<http://www.dh.gov.uk/PolicyAndGuidance/HealthAndSocialCareTopics/ChildrenServices/ChildrenServicesInformation/fs/en> The Children's NSF, published in 2004, sets standards for children's health and social services, and the interface of those services with education. The NSF is a key delivery mechanism to achieve (mainly) the 'Be Healthy' outcome of the Government's overarching *Every Child Matters: Change for Children* programme.

Transforming the education system for 14-19 year olds

<http://www.dfes.gov.uk/14-19/> In 2005 the White Paper, *14-19 Education and Skills*, set out plans to transform learning for 14-19 year olds based on 4 key priorities:

- A greater focus on the 3Rs - the functional skills needed for everyday life, demonstrated through real life application
- Stronger vocational routes, where young people develop in part through practical experience, with qualifications that give them a broad enough education to progress further in learning as well as into employment
- More stretching options on both general and applied routes and activities which extend young people, backed by greater flexibility for young people to accelerate through the system, or to take longer in order to achieve higher standards
- New ways to tackle disengagement and to ensure that those in danger of dropping out can be motivated to stay in learning

The 14-16 Re-engagement programme will be aimed at young people who are lower achieving, at risk of disengagement and likely to benefit from a work-focused programme.

- Provide a tailored programme for each young person and intensive personal guidance and support
- Involve significant work-based learning, probably amounting to two days each week
- Involve courses that could lead towards a level 1 specialised Diploma
- Lead on to a range of further options, including Apprenticeships

<http://senet.lsc.gov.uk/guide2/youngmotivate/index.cfm#educ1619>

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New Deal for Young People

http://www.jobcentreplus.gov.uk/JCP/Customers/Self_Employment/index.html

This is a mandatory programme of help designed to address the problems of long-term unemployment in 18-24 year olds. The aim of *New Deal for Young People* is to improve young people's chances of finding and keeping a job.

Working Together to Safeguard Children. Every Child Matters

<http://www.everychildmatters.gov.uk/socialcare/safeguarding/workingtogether/>

Change for Children is a new approach to the well-being of children and young people from birth to age 19. The Government's aim is for every child, whatever their background or their circumstances, to have the support they need to:

- Be healthy
- Stay safe
- Enjoy and achieve
- Make a positive contribution
- Achieve economic well-being

This means that the organisations involved with providing services to children - from hospitals and schools, to police and voluntary groups - will be teaming up in new ways, sharing information and working together, to protect children and young people from harm and help them achieve what they want in life. Children and young people will have far more say about issues that affect them as individuals and collectively.

Youth Matters: Next Steps was published on 8 March 2006 and sets out the vision for empowering young people, giving them somewhere to go, something to do and someone to talk to. Young people will have more choice and influence over services and facilities that are available to them. They will be encouraged to volunteer and contribute to their local community. <http://www.dfes.gov.uk/publications/youth/> The Government wants to see all young people achieving the five [Every Child Matters](#) outcomes, with Children's Trusts at the heart of their services.

New funding is available to every Local Authority usually via the Youth Service to administer the delivery of the Youth Opportunity Fund (YOF) and the Youth Capital Fund (YCF). Young people make the bids and young people make the decisions. There will be ten Youth Opportunity Card pilot areas.

Section 4

Case Study - Charnwood Borough Council

This case study is based on work by Charnwood Borough Council, Leicestershire. Specifically it relates to the Anti-Social Behaviour themed work within the wider Community Safety Partnership.

The content of this case study is provided by Wendy Brown who responded to a range of questions under each of the following headings.

Contact name is Wendy Brown: wendy.brown@charnwood.gov.uk

The background

The 'Warwick Way' is a Charnwood estate, which consists predominantly of local authority housing. It has a high level of deprivation at a localised level, which doesn't show through at ward level. The physical environment engenders a feeling of isolation, with the estate being surrounded on three sides by major roads and part way by a brick wall. Inside the estate, feelings of fear and intimidation prevent the reporting of widespread drug use and other criminal and anti-social behaviour. Individuals simply 'close their doors to the outside world'. The estate has no school, no retail outlets or other small businesses, no community centre and it lacks a community focal point. The design of the estate, high concentrations of unemployment, lone parents and long term mental health issues, have all exacerbated the problem.

The aim being to develop an holistic, multi agency action plan for addressing the needs of this estate and the driver is the Community Safety Strategy.

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The organisational structure

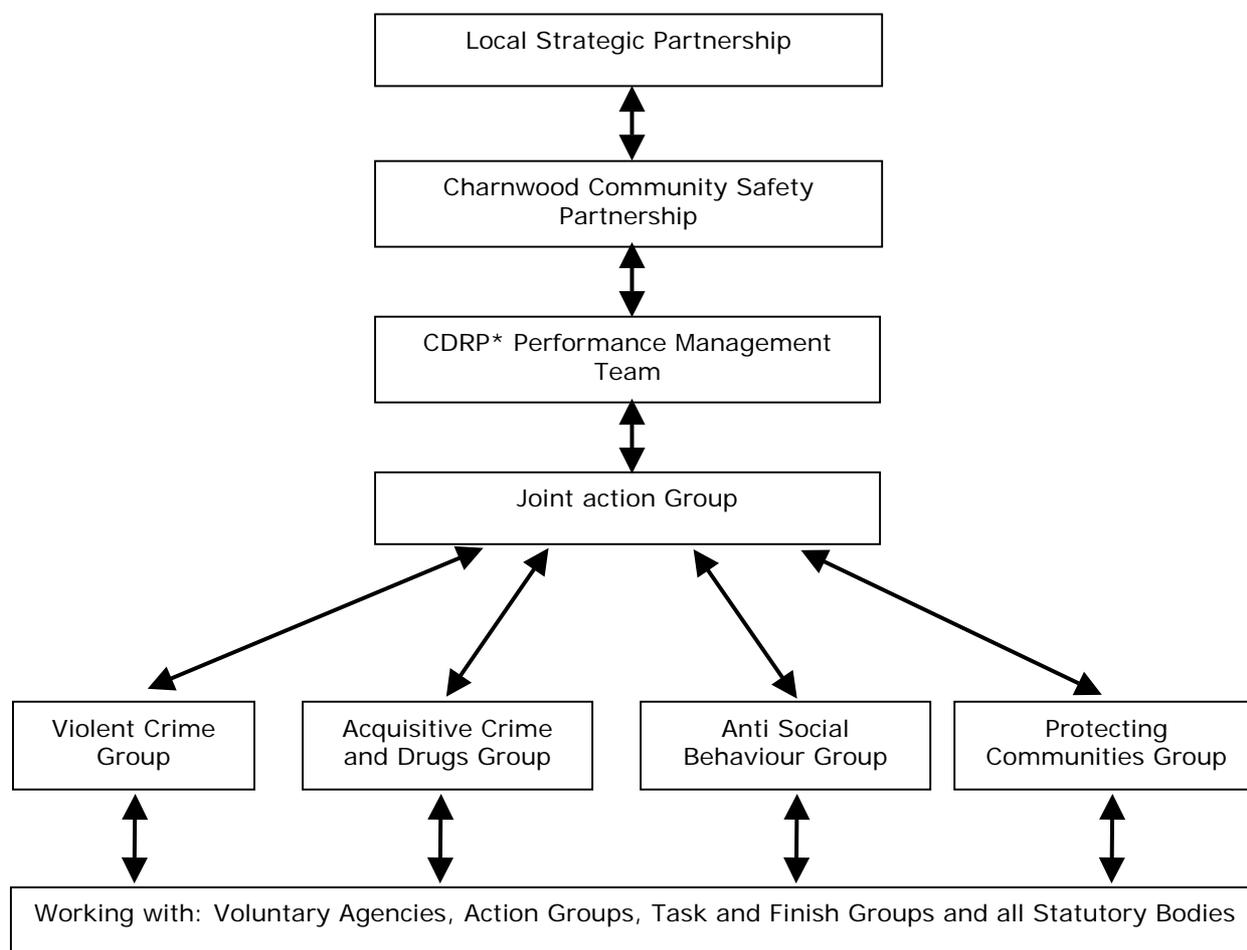
The structure below has been in place since April 2005 and provides a basic framework for multi-agency working. However, the drive to establish effective working practices between these groups has come from the bottom up and there is still a need for greater direction in terms of a top-down response.

The four themed groups are designed to address key themes within our community safety strategy, a copy of which is available on our website <http://www.charnwood.gov.uk/safety/charnwoodcommunitysafetypartners.html>

- 1. The Violent Crime** group seeks to reduce incidents of common assault and wounding, through programmes of education, enforcement and raising awareness
- 2. The Acquisitive Crime** group works to reduce incidents of burglary and vehicle theft, as well as tackling drug misuse
- 3. The Anti-Social Behaviour** group benefits from having been in place for two years longer than the structure and consequently has had greater opportunity to develop an effective multi-agency membership with equally effective procedures for case referral and responses. The ASB group responds to instances and reports of anti-social conduct and will consider referrals from any member agency. It works to deliver an holistic response, including preventative, enforcement and rehabilitative measures.
- 4. The Protect and Reassure** group works to build confidence within the local community, in the multi-agency response to community safety

All four themed groups have responsibility for implementing actions plans, designed to meet objectives identified within the Community Safety Strategy.

Information Sheet



* CDRP: Crime and Disorder Reduction Partnership

The inputs

The vast majority of the work undertaken by the ASB themed group, has been and continues to be carried out via existing mainstream resources. Action is identified and then implemented by working groups made up of relevant officers. Little additional funding is available for day-to-day functions of the ASB group.

As a result of a problem profile being raised to look at the issues occurring on the Warwick Way Estate, the Local Police Beat Officer was tasked with working closely with Charnwood Borough Council's Community Safety Team on legal interventions. This legal action was funded from mainstream housing accounts.

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The majority of the alleged perpetrators were not in fact council tenants. However, their victims were and, as such, the Housing Department were able to fund legal action out of mainstream finance.

An Urban Design Master Plan was commissioned and paid for by the CDRP. The purpose of the plan was to direct mainstream funding available for physical improvements on the estate and to assist in developing funding bids.

Additional funding was also obtained from the Local Basic Command Unit (BCU fund) and the CDRP to employ the services of a regeneration consultant to undertake a mapping exercise on the estate. The purpose of the exercise was to identify agencies and individuals currently working on the estate and the key issues affecting the area. This enabled identification of gaps and overlaps in service provision and effective multi-agency action planning, utilising mainstream resources.

Best use is also made of local voluntary agencies, such as local faith groups. These have been able to provide much needed resources for schemes such as a mentoring project.

The outcomes

To some extent, the Warwick Way project has assisted in facilitating recognition amongst the members of the various multi-agency groups, of more effective working practices and in bringing greater clarity to their roles.

By far the most encouraging outcome has been the response of the individual representatives from over 15 agencies. Without exception they have jumped at the opportunity to be involved in this project, going that extra mile with commitment, dedication and enthusiasm I could only have dreamed of. Feedback from everyone involved has been positive. Early indications are that we are beginning to have a real overall impact where we had previously only achieved success on a piecemeal basis. The local media have been wholly supportive of the work, which is being carried out, providing unlimited and front page coverage of our successes to date.

Because of the strength of the relationships built up between different agencies; for example: Youth Offending Team, Local Beat Officers, Health Visitors, Voluntary Youth Workers and other sectors within the County Council such as Adult Education, it is possible to monitor and to carry out early identification of those at risk of becoming involved in or those on the periphery of anti social behaviour.

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This early identification assists to prevent entry into the criminal justice system and is supported by agencies such as YISP (Youth Inclusion Support Project). From this point low level intervention can be planned that provides a range of approaches such as one to one intervention, anger management, group working, and assessment of the impact of behaviour.

The impact

Perhaps the best indication of our success in respect of early enforcement work can be evidenced with police crime figures. Month on month comparisons showed a 25% reduction in crime and asb incidents in the month following commencement of legal proceedings and an 88% reduction in crime and asb incidents in the month following the making of the ASBOs (Anti Social Behaviour Orders). The dramatic reduction seen in the months immediately following the making of the orders was not sustained. However, a sustained reduction of 34% was achieved up to April 2006 (last analysis) and undoubtedly indicates success.

Other successes are more difficult to measure, but as a result of sustained action by adult education workers and Housing Wardens, a group of local residents now meet on a regular basis. There is no apparent previous track record of adult education on the estate. Adult educators are working with people on the estate which is slowly leading to low level arts projects and general confidence building; people are beginning to recognise they have skills. Coffee mornings are providing a focus point and access point for adult education and community development workers. We're lucky we've got agencies who are prepared to own these projects, in particular our Primary Care Team are taking the lead on this and are developing these weekly meetings, by arranging for two or three agencies to attend each week. To the best of everyone's knowledge projects of this type have not previously happened.

These weekly meetings provide opportunity for the various agencies to address the fears and concerns of local residents as well as to provide classes in subjects such as cookery and parenting skills. Early indications suggest that there will be meaningful take up of this provision.

All work currently being undertaken or planned for the future, meets the aims and objectives of the community safety strategy and much of it sits comfortably with the aims of the LSP and LAA. This increases the opportunity to take advantage of the various funding streams available to us and to cash in on a joined up approach.

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In addition all work is documented and action planned. The action plans are reviewed monthly by the JAG and are considered to be living documents. This regular review allows for effective evaluation and measurement of success.

The learning

In the early stages of the project, I think we were lulled into a false sense of security by the success of the enforcement work. There was an element of – *'well we've done our bit'* and we sat back a little too long. What became clear was that a sustained, multi-agency approach was needed to affect sustainable results. It's my view that this didn't happen in the early phases of the project because the appropriate monitoring processes weren't in place. It also took some time to identify the right people to involve. It's all well and good having the shakers and movers but without the additional support of senior representatives from key agencies, it was difficult to get the commitment of resources required, to carry out the work.

An understanding of the tools available to us to tackle problems of this kind and the support of elected members has been vital to the success of this project. We have not designed specific training for elected members, though we are looking at headline level 'managing expectations' and looking at how effective the different approaches are in supporting preventative measures; but these are more difficult to measure. I have given a number of presentations to cabinet members as well as members of the CDRP on the work that has been and will be undertaken. Feedback on these presentations has been very positive.

We have done a lot of integration training. For example we do training for police officers and the police provide training for our officers on police powers. We've collected good evidence of collaborative working across different sectors: medical; support, fire and rescue. But I think it is true that any collaborative work like this is dependent on there being a catalyst; someone who will take the lead and put the effort into making it work. Often people are just looking for leadership.

I look all over the place for best practice, but there is always going to be much more we could do.

Whilst it's my belief that greater direction is still required from the LSP and to some extent the CDRP, the bottom-up approach to this particular problem, has been very effective.

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We all recognise the effectiveness of intelligence gathering at criminal level, but it's time for CDRPs to recognise the potential within the National Intelligence Model to direct the multi-agency response.

Crime figures drive the police agenda and their priorities and I wonder if our CDRPs rely too heavily on this. In my experience what really seems to worry the residents on our estates is not the fear of being burgled but the verbal abuse and intimidation they encounter on a daily basis. We should be developing processes for sharing and taking account of this community intelligence; that's where there is a gut feeling for the real issues.

At the end of the day it is the role and responsibility of the themed groups to highlight locations, individuals and specific problems for action, to the strategic groups. This level of detail is often lost amongst the information/data/figures etc. being fed through directly to the LSP and CDRP.

Section 5

Specimen questions facing LSP's in the crime reduction agenda

Is the LSP and CDRP alert to a concern expressed in Section 4 that the National Intelligence Model (NIM) which tends to focus on issues such as burglary crime rates, does not pay adequate notice to the value of community intelligence gathering on the issues that concern local residents most?

In light of rapid changes, what are the implications for Local Strategic Partnerships in keeping up to speed with changing emphasis and the growing number of initiatives in the crime and community safety agenda?

The role of the Local Strategic Partnership (LSP), Sustainable Community Strategy (SCS) and Local Area Agreements (LAA)

The national consultation on LSPs – *'Shaping the Future'*, suggests a reinforced role for the LSP as a 'Partnership of Partnerships'. To paraphrase page 11; the LSP provides the strategic co-ordination, linking with other plans and bodies; ensures that the SCS is produced; develops and drives LAA to agree an action plan for achieving the SCS priorities, including the LAA outcomes.

The Home Office consultation document *'Crime and Disorder Act 1998, Regulatory Impact Assessment Amendments'*, offers as a preferred option the proposal that LSPs should, within their function, set overall direction of community safety and have responsibility for the CDRP strategic (as opposed to the operational delivery) functions.

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Dealing more effectively within LSPs, SCS and LAA

- 1) Are LSPs equipped and resourced to deal with the crime reduction agenda? Is their involvement consistent with the present capabilities of the LSP?
- 2) How effectively are the varied approaches and perspectives of different organisations involved in this agenda reconciled with each other within the LSP?
- 3) With the strategic overview as the responsibility of the LSP, how can it ensure that the partner organisations leading on crime reduction and SCS:
 - a) Integrate with other policy areas including shared performance management approaches?
 - b) Involve all stakeholder groups adequately in crime reduction?
 - c) Identify extent and limitations of community engagement?
 - d) Adequately engage in the development of the SCS to ensure that the SCS is fully informed about, and engaged in the crime reduction agenda?
- 4) There are underlying issues that do not neatly fit into a single category. For instance, the Community Cohesion Agenda is addressing deep seated racial but also deprivation and equity issues. Is the LSP:
 - a) Able to respond to underlying issues that either cause or contribute to social conditions that are at the root of much criminal behaviour?
 - b) Responding to the Community Cohesion agenda?
- 5) Is the LSP equipped to monitor and evaluate progress of integrated policies and strategies for crime prevention and reduction?
- 6) Is the LSP equipped to monitor and evaluate the impact of policy integration?

Information Sheet

Developing capability for greater integration

- 1) Are the skills needed to ensure the creation and delivery of LSP approaches to crime prevention readily found in the LSP?
 - a) Do additional people and organisations with appropriate skills and experience need to be recruited to the LSP? Who should be recruited and how should they be supported?
 - b) What is the role of Councillors in this more devolved decision making process? How should the skills and knowledge base of Councillors be improved?
 - c) What is the role of young people and children and the community and voluntary sector in LSP strategies for crime prevention?
 - d) Do different organisational cultures and traditions need to be reconciled within partnership relationships?

What training is there for this?
Who provides this training?
Who is being / should be trained?

- e) Improved performance is an imperative, but is there a consensus on what constitutes improved performance?

Would consensus be necessary, desirable or achievable? What could happen without consensus?

Is it enough that those bodies interested in the issue are able to cluster together and get on with it?

Is enough consideration given to potential tensions between policy areas; are tensions creative and beneficial or destructive?

- f) What provision needs to be made to cater for the negative impact and loss of continuity caused by turnover of staff within separate partner organisations and turnover of partnership members within the LSP?

What value would there be for a crime reduction induction process for LSPs and those joining LSPs, perhaps underpinned by materials designed for this purpose?

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What value would there be for other approaches such as 'buddying' or 'mentoring' schemes where an established member of staff or partner supports a new comer?

- 2) Are the necessary skills in place to increase integration between policy areas?
 - a) What training and briefing opportunities are created for this purpose?
 - b) What cross-monitoring and evaluation mechanisms are in place?
 - c) Are new 'integrative' performance indicators in place, or do they need to be created? Who would create, monitor and report on them?
- 3) Are monitoring and evaluation systems in place to ensure integration within the partnership?
 - a) Are performance indicators developed and used consistently between partner organisations in order that information and data can be meaningfully shared by partners?
 - b) Does joint policy, strategy and action planning involve all parties equally throughout the process?
- 4) Are the various training bodies within the different sectors associated with the LSP able to co-ordinate programmes of training to reinforce integration issues?
 - a) Is current good or best practice systematically made available across LSP Partners?

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At the REM LSP, Crime and Sustainable Communities network event in June 2006, participants identified four significant questions, which were then explored in greater detail. The full list of responses to each question is available on the REM website.

The prioritised findings are as follows.

Question 1:

How do we address the long term issues of crime and disorder whilst dealing with immediate problems?

Priorities identified in the workshop:

- Getting the LAA and Section 17 of the Crime and Disorder Act to work properly. Section 17 places a duty on all authorities to consider the implications of all its decisions and actions relative to crime and disorder.
- LSP must have a clear vision and delivery strategy, and exercise their influence positively
- Publicise and build on success
- Effective line of communication from the front line

Question 2:

What is the role of the community and voluntary sector or of the individual in this agenda?

Priorities identified by the workshop:

- People in the community need to know what Community Safety is and what particular crimes it includes otherwise we are talking at cross-purposes. The term 'Community Safety' is too wide; we should use the term 'crime reduction' instead.
- Authorities must access the information and intelligence about an area, which is often held within the community.

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- We have to satisfy ourselves we have reached the real community. We don't always know what the community is.
- Make better use of Area Committee's remit, which is similar to LSPs, to engage with the community
- There needs to be capacity building with officers in the statutory sector to work more effectively with the community (and vice versa)
- Public service has much to understand from other sectors. Local community groups can be commissioned to do work on 'your' behalf.

Question 3:

What roles and skills are necessary for partnerships (e.g. An LSP) to address crime reduction?

Priorities (in no particular order)

- Skill in analysis and evaluation of crime data
- Clarity about who is co-ordinating activity and clarity of role
- Know who are the key partners in delivery
- Overcome different skills gaps between partners, and different organisation composition in the various partnerships
- Improve the ability to share best practice and not reinvent the wheel
- The basics must be in place – chairing skills, administrative/secretariat role, decision making, time management. Including the secretariat working as champions and taking responsibility for delivery.

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Question 4:

How can your organisation become more involved in crime reduction – what are the blocks and barriers?

Priorities (in order of top priority first)

- Sharing ⇒ responsibility
 ↓ ⇒ best practice
 ↓ ⇒ the problem–id'/acceptance/action planning
 ↓ ⇒ evaluation
 ⊞ ⇒ ⇒ integrated processes
 ⇒ funding
- Capacity building through training and skills development
 - ⇒ skills analysis
 - ⇒ training needs analysis
 - ⇒ knowledge dissemination
- Clarity of roles and responsibilities of LSP and partners and stakeholders – who are the stakeholders