



**TITLE: CRIME & DISORDER STRATEGY 2005 - 2008**

**TO/ON: EXECUTIVE 20 APRIL 2005**

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**LEAD MEMBER: PETER STEEN, STREETSCENE & LIVEABILITY**

**STATUS: FOR PUBLICATION**

**1. PURPOSE OF THE REPORT**

1.1 To advise members of the requirement placed on the Crime & Disorder Reduction Partnership by the C & D Act 1998 as amended by the Police Reform Act 2002 to produce a Crime & Disorder Strategy every three years.

**2. RECOMMENDATIONS**

2.1 That the Executive approve and adopt the Strategy.

**3. REPORT AND REASONS FOR RECOMMENDATIONS AND TIMETABLE FOR IMPLEMENTATION**

3.1 The Strategy sets out the strategic objectives of the Crime & Disorder Partnership over the next 3 years along with the relevant targets. The action plans related to these targets will be produced by each themed group on an annual basis. This will ensure that any new emerging themes identified are incorporated into the planning process annually. The Strategy has been produced following an in depth Audit of Crime & Disorder carried out towards the end of 2004 and consultation with both members of the community and partner agencies. The Executive can be confident that the document is fit for purpose.

**4. CORPORATE IMPROVEMENT PRIORITIES**

**4.1 FINANCE AND RISK MANAGEMENT**

4.1.1 It should be acknowledged that the partner agencies, including the Borough Council will use elements of mainstream funding to implement the Strategy.

## **4.2 MEMBER DEVELOPMENT AND POLITICAL ARRANGEMENTS**

4.2.1 Not applicable

## **4.3 HUMAN RESOURCES**

4.3.1 There is a training requirement to ensure all officers and members are aware of their duty under S17 of the Crime & Disorder Act. A Training DVD has been produced for this purpose and it is intended that Heads of Service will ensure all staff have sight of the same within the next few months.

## **4.4 ANY OTHER RELEVANT CORPORATE PRIORITIES**

4.4.1 Quality Services for Local People, Confident Communities, Effective Partnerships

## **5. RISK**

5.1 Home Office requirement to produce Strategy – if not available, funding would be withheld.

## **6. LEGAL IMPLICATIONS ARISING FROM THE REPORT**

6.1 As set out in Item 1

## **7. EQUALITIES ISSUES ARISING FROM THE REPORT**

7.1 Not applicable

## **8. WARDS AFFECTED**

8.1 All Wards

## **9. CONSULTATIONS**

9.1 Crime & Disorder Partnership members, local business community through questionnaire and residents of Rossendale through local media, e-consultation and various partner member citizen panels.

Background documents: Draft Crime & Disorder Strategy 05-08 attached

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# ROSSENDALE COMMUNITY SAFETY PARTNERSHIP

## CRIME & DISORDER STRATEGY 2005-2008



## **Rossendale Crime & Disorder Strategy 2005-08**

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## Introduction

Welcome to the third Crime & Disorder Reduction Strategy for Rossendale which has been produced by the Community Safety Partnership. The Crime and Disorder Act 1998 as amended by the Police Reform Act 2002 places a duty on the Partnership to produce a Crime & Disorder Strategy every three years. This includes a requirement to include a strategy for tackling anti-social behaviour as part of the overall document. The Partnership is made up of representatives from the Local Authority, Police, Lancashire County Council, National Probation Service, Health Authority, Lancashire Fire & Rescue Service and other key partner agencies.

This Strategy will cover the three year period April 2005 to March 2008 and is based on the key issues identified in the Crime & Disorder Audit carried out in December 2004 and national targets set by Government.

Need logos for partner agencies to go in here.

**Burnley, Pendle & Rossendale**   
Primary Care Trust



## **Audit Results/Consultation**

The Crime and Disorder audit was carried out towards the end of 2004. The results showed that during the year 03/04, criminal damage accounted for 24% of all recorded crime, violent crime 18% and vehicle crime 16%.

Greensclough, Worsley and Longholme Wards had the highest rate of recorded crime in the Borough, followed by Hareholme and Irwell.

Anti-social behaviour is a major issue for residents. Speeding vehicles, dog fouling, rubbish and litter, young people hanging around and under age drinking was cited as the main neighbourhood problems.

Before setting the priorities in this strategy, a number of surveys were carried out throughout the year which sought views from all sectors of the community. The issues identified were then fed into the audit process. Details of all the surveys can be found in the Audit Document (Pages 140-141).

## Partnership Working

### Vision

We want Rossendale to be a safe place for people to live, work, visit and invest in. We aim to help local people help themselves by implementing crime and disorder reduction strategies at a local level, which fully address the needs of local communities.

### Our aims

- To reduce crime in the Borough
- To reduce anti-social behaviour and disorder
- To reduce people's fear of crime
- To promote community safety in the Borough

Our Partnership forms part of 'Rossendale Alive' (the local strategic partnership) and as such, links are made with ongoing work of the other themed groups through the Community Strategy. These include;

Community Network  
Health & Wellbeing  
Economy  
Environment

Housing  
Education and lifelong learning  
Culture

There are also the links between other agency plans such as the Policing Plan, National Drugs Strategy, Fire & Rescue Service Plan amongst others.

## Objectives

### Our strategic objectives are

#### Crime

- to reduce crime by 17.5% as calculated against the British Crime Survey comparator by March 2008

#### Quality of life

- to reassure the public, by reducing the fear of crime and tackling anti-social behaviour

#### Drug misuse

- to reduce the harm caused by illegal drugs including substantially increasing the number of drug misusing offenders entering treatment

#### Delivery

It has been accepted that the current structure of the Partnership is not as effective as it should be. Therefore, in consultation with key partners a restructure of the Partnership has been carried out to enable the successful delivery of the new Strategy (Appendix 1). This will give more focus and ensure targets are achieved at the end of the three years.

The new structure will focus on areas identified in the Audit and will link with other established specialised groups in order to obtain the best results.

The main focus for the Partnership will be in the following areas:

- Prolific and other priority offenders – reducing acquisitive crime
- Anti-social behaviour and criminal damage
- Drugs – dealing, misuse, education
- Violent crime and alcohol – underage drinking, licensing issues, night time disorder
- Domestic violence – reducing re-victimisation

These will remain the same for the three year period, but targets and timescales will be reviewed annually through an action planning process.

## Targets



Targets will be reviewed every year through an action planning process, which will ensure that any new emerging themes are incorporated into plans.

We have set targets that we believe to be both challenging and achievable across the full range of objectives.

Although these objectives will be the main focus for the Partnership, we will also support, when required, other initiatives which will assist the reduction of crime and disorder within the Borough.

### **Structure**

Multi agency working is the key to reducing crime and disorder. The new structure within the Partnership will ensure that clear performance targets are set, monitored and evaluated. The five themed groups will be made up from partner agencies, thus achieving full shared responsibility across the Partnership for meeting targets.

### **Monitoring and Evaluation**

The Steering Group will receive quarterly progress reports from each theme group. This will enable the Partnership to identify any problems and take the necessary action to ensure targets are reached.

A full evaluation will take place at the end of the three year strategy period to measure our success.

### **Resources**

The Partnership has the lead role in managing funding from Government to tackle crime and disorder related issues. We will also seek funding from other sources wherever possible. It is also acknowledged that the partner agencies will use elements of mainstream funding to implement the Strategy.

### **Cross cutting Issues**

The objectives within the Strategy are based on the results of the Audit and have a number of cross cutting issues. The themed groups will work together to ensure that where links are identified, joint projects will be put into action to address the problems.

### **Fear of Crime**

We will produce a programme of information and publicity to assist in the reduction of fear of crime and anti-social behaviour.

### **Victim/Witness Support**

We will work with Victim Support Service to identify funding to continue and extend their work with victims and witnesses across the Borough.

### **Protecting Diversity**

Numbers of racially motivated crimes have remained relatively constant over the last three years. However, we realise it is difficult to assess the full extent of racially motivated crime along with homophobic crime as they are under reported.

We will work together to increase reporting of incidents by building on the 'third party' reporting scheme that has been introduced by Lancashire Constabulary.

## **Objective 1: Prolific & Other Priority Offenders – reducing acquisitive crime**

**Lead:** Chair – Community Safety Partnership  
Prevent & Deter – Youth Offending Team  
Catch & Convict – Police  
Resettle & Rehabilitate – Probation Service

**Partners:** Local Authority, Job Centre Plus, Youth Services, Connexions

### Background

We all know that a relatively small numbers of people cause a disproportionate amount of crime, disorder and anti-social behaviour in our communities. Leading to an increase in feelings of unease and the fear of crime.

In Rossendale in 2003/04 the top 10% most prolific offenders were responsible for 35% of detected crimes.

The Prolific & Other Priority Offender Strategy (PPO) was launched by the Home Office in April 2004.

The Strategy has three strands:

Prevent and deter – working at the early stage with children and young people who are most at risk of becoming serious offenders, thus providing a better chance of preventing anti-social and offending behaviour and providing better life chances. The Action Plan for this strand is attached at Appendix 2.

Catch and convict – identifying through intelligence, a small number of individuals who are causing most harm to the communities. These will then be targeted through various interventions to ensure they are taken out of the picture

Rehabilitate and resettle – working intensively with individuals who have been prolific or priority offenders while they serve their sentences – either custody or community – offering multi-agency support to prevent their relapse.

Although there are three specific strands within the Strategy, each group will work closely as one person may fall within any one of three strands. There will however, be closer links between catch & convict and rehabilitate & resettle as the offenders will in the main be adults. The Prevent & deter strand will concentrate on young people.

### Targets

- Reduce crime by 17.5% by March 2008 against 03/04 baseline
- Reduce the rate of re-offending by young offenders (LPSA4)
- Prevent offending by young people (LPSA8)

### Actions

Members of the sub-group will work together on specific prevention projects as and when required to target domestic burglary, vehicle crime and business crime hot spots

- Continue to offer target hardening packages to victims of domestic burglary and street robbery along with potential repeat victims
- Seasonal pro-active crime prevention measures to raise public awareness e.g. in relation to 'sneak in' burglaries during the summer/not leaving shopping on view in vehicles especially around Christmas
- Extend the Vulnerable vehicle scheme
- Extended use of CCTV and town centre radio schemes
- Improve and expand Shop Watch Schemes
- Work with the anti-social behaviour group to explore the introduction of Alleygates in areas of major concern

## **Objective 2: Anti-Social Behaviour/Criminal Damage**

**Lead:** Borough Council – Head of Streetscene

**Partners:** Police, Fire & Rescue Service, Youth Services, Youth Offending Team

### **Background**

The issue of Anti social behaviour was identified as a key priority for the residents of the Borough. The definition of Anti-social behaviour is when a person acts in a manner that causes or is likely to cause harassment, alarm or distress to a person not of the same household. It is linked closely with criminal damage.

Anti-social behaviour does not always involve criminal activity but it impacts greatly on quality of life. It can take many forms and involve intimidation, noise, rubbish dumping, litter, graffiti, deliberate fire setting and neighbour nuisance.

It is very difficult to set simple quantified targets to reduce anti-social behaviour as much goes unreported. We intend to use a mixture of interventions to enable us to show a reduction in both criminal damage and anti-social behaviour.

The main issues identified during consultation were young people hanging around, youths drinking, rowdy behaviour, dog fouling and litter.

Criminal Damage was the largest volume crime recorded during 2003/04 accounting for 24% of all recorded crime in the Borough.

### **Targets**

- Reduce Criminal Damage by 8.2% by March 2008 against the 2003/04 baseline
- Reduce Deliberate Secondary Fires by 5% by March 2008
- Reduce the number of Malicious False Alarms by 5% by March 2008
- Increase the amount of youth work provision
- Further develop targeted youth work and the provision of diversionary activity by a partnership of providers
- Increase the number of Acceptable Behaviour Contracts year on year
- Increase the number of fixed penalty notices issued in relation to dog fouling

### **Actions**

- Identify 'hot spots' working in each area for a 12 week period
- Establish rapid response arrangements for removal of abandoned vehicles, rubbish, drug paraphernalia etc.
- Establish rapid response arrangements for the security of empty premises
- Rapid removal of combustible furnishings from empty dwellings

- Removal of fly tipping and other combustible waste
- Implement preventative measures to cover 'hot spots' e.g. CCTV, Alleygates etc.
- Promote and implement preventative measures in 'hot spot' areas e.g. leafleting, posters etc.
- Establish parenting skills programmes
- Promote a growth in youth work provision across the Borough by a range of providers and by supporting the objectives set out in the Youth Provision Strategy
- Anti-social Behaviour Orders, Acceptable Behaviour Contracts, Youth Referrals to Group Intervention Panel or Youth Offending Team
- Measures to reduce availability of alcohol to young people including test purchasing programmes at on and off licenses
- Maintain the use of Mediation
- Promote tolerance between young people and adults

### Objective 3: Drugs -

**Lead:** CDRP Police Authority Representative

**Partners:** Local Authority, Police, Probation, Lancashire Drug Action Team, Health Authority, Inward House Project, Community sector, Primary Care Trust

#### Background

The links between drugs and crime are well documented. The Government's 10 Year Strategy for Tackling Drug Misuse established the vision of creating a *'healthy and confident society, increasingly free from the harm caused by the misuse of drugs'*, using a combined approach of enforcement, prevention and treatment. The four main themes of the Drug Strategy are:

- Availability
- Treatment
- Young People
- Communities

We will mirror these themes within our own Crime & Disorder Reduction Strategy to contribute towards achieving nationally set targets.

PSA4 – Reduce the harm caused by illegal drugs including substantially increasing the number of drug misusing offenders entering treatment through the criminal justice system.

Results from the Audit carried out in December 2004 showed that nearly a quarter of Rossendale residents thought that dealing illegal drugs was a big problem. The number of Drugs trafficking and supply offences increased

around six times those of the previous two years.

Heroin is the highest recorded drug in use in Rossendale with acquisitive crime being the main way to fund its purchase.

We have the fourth lowest level of people engaged in treatment in Lancashire and the third highest level of methadone misuse.

We believe progress will only be made by addressing supply and demand. Therefore, we will continue to target the illegal supply of controlled drugs through enforcement. However, we also need to develop education programmes, provide locally based treatment services for drug misusers and increase the numbers of people in treatment.

Improved public education about the misuse of drugs will reduce levels of fear. It will also provide an understanding about misusers and the services provided to them.

The Drugs Intervention Program (DIP) is a critical part of the Government's strategy for tackling crime. It is a program to develop and integrate measures for directing adult drug-misusing offenders out of crime and into treatment. DIP involves criminal justice and treatment agencies working together with other

services to provide a tailored solution for adults – particularly those who use Class A Drugs – who commit crime to fund their drug misuse.

- with the highest levels of substance misuse
- Promote a range of supported housing options for former drug misusers

DIP will work closely with the PPO Scheme to ensure the two initiatives operate successfully together to maximise benefits. It is anticipated that those offenders targeted under PPO will be referred to the Drugs Group and DIP.

### Targets

- Increase the number of drug users entering into treatment by 9% year on year<sup>1</sup>
- Increase the numbers retained in treatment<sup>2</sup>
- Increase in numbers completing treatment
- Reduce acquisitive crime

### Actions

- Targeted Police operations to reduce the supply of illegal drugs
- Increase the number of people in treatment year on year
- Provide locally based services for drug misusers
- Develop and deliver educational programmes aimed at both young people and adults, especially in those areas of the Borough

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<sup>1</sup> The level of harm will be measured by the Drug Harm Index. Included in the harms it captures are number of crimes such as burglary, vehicle crimes, bike thefts and robbery. All of which will clearly impact on PSA1.

<sup>2</sup> Drug misusers discharged during the financial year who were retained in treatment for 12 weeks or more



## Objective 4: Violent Crime and Alcohol

**Lead:** Borough Council Licensing Manager

**Partners:** Police, Surestart, Licensed trade

### Background

Violent crime came out as the second highest recorded crime in the Borough in 2003/04 with alcohol related violence being identified as a major concern for the communities of Rossendale.

In 35% of violent crimes in Rossendale, the offender was a stranger to the victim. 68% of violent crimes took place in a public place, with the highest number of incidents recorded in Longholme ward.

37% of offenders of violent crime in Rossendale committed the offence whilst under the influence of drugs or alcohol. Analysis of offenders apprehended for violent crime shows that 80% of offenders are male and are predominantly teenagers or in their early 20's.

The most common group of victims are young males aged between 15 and 24 years.

### Targets

- Improve on our position within our most similar Crime & Disorder Reduction Partnership by 2008
- Reduce incidents of Wounding by 7.5% per annum to March 2008 against the 03/04 baseline
- Reduce violence in Licensed Premises by 15% by March

2008 against the 2003/4 baseline figure

- Promote good practice in dealing with drunkenness and underage sales in on and off licence premises
- Review arrangements in relation to inspections of licensed premises by March 2006
- Extend the use of the Town Centre Radio Schemes to include nighttime use by Pubs and Clubs on a rolling programme by March 2008

### Actions

Our main action will be to continue to build on what we have started within the current Strategy period. We are now seeing a successful reduction in violent crime in licensed premises across the Borough. We want to extend and expand on this achievement giving added value to the transfer of licensing functions from the Courts to Local Authorities

- Establish inter-agency enforcement protocols across the borough
- Establish a uniform approach to enforcement action across the Borough and in conjunction with other authorities within Lancashire County Council
- Provide a quality regulatory service in the interest of public protection which is

- effective, thereby ensuring the quality of life for residents, businesses and visitors to Rossendale, increasing public safety and reducing the fear of violent crime
- Provide best value by achieving a joint licensing consortium with Burnley and Pendle Borough Council
  - We will extend the 'Pub Watch' scheme within the Borough
  - Promote the use of plastic/shatterproof glasses within licensed premises and for community events
  - Where possible, we will improve and expand the use of CCTV
  - We will overtly target problem licensed premises whilst supporting the best licensed premises by awarding the Rossendale Chartermark Award

## Objective 5: Domestic Violence

**Lead:** Rossendale Domestic Violence Forum  
Chair – Borough Council Community Safety Manager

**Partners:** Health Authority, Police, Victim Support, Voluntary Sector, Local Authority

### Background

Domestic Violence has a devastating effect on victims, their families and the wider community. It is a volume crime affecting one in four women and one in six men in their lifetimes, with women suffering higher rates of repeat victimisation and serious injury. It accounts for 16% of violent crime, covering offences ranging from common assault to rape and murder.

One woman is killed every 3 days by their partner or ex-partner. A third of all men serving life sentences killed their partner or ex-partner. 30% of Domestic Violence starts with pregnancy.

Tackling domestic violence effectively requires a fully co-ordinated multi-agency response from both statutory and voluntary sectors, at both strategic and operational level.

We know domestic violence is a hidden crime. Following on from the last strategy, there has been an increase in the number of calls to the Rossendale Domestic Violence Forum. So we know that many more victims are receiving the help and assistance needed. However, the Audit has shown a decrease in the number of calls to Police.

### Targets

- To increase reporting
- To extend the network of support
- To increase prosecutions
- Reduce re-offending

### Actions

- Promote and extend the work of the Forum
- Joint working with Domestic Violence Groups across the County sharing best practice
- Support victims in securing alternative accommodation when necessary
- Offer appropriate security e.g. alarm, mobile phone, new locks etc.
- Increase support for children of victims of domestic abuse
- Encourage victims to report incidents to the Police to increase prosecutions
- Increase referrals to local Perpetrator Schemes
- Raise awareness through education and training and improvements in service provision particularly targeted towards minority ethnic groups
- Provide easy access to information about support services and helpline numbers across the Borough

- Preventative education to primary and secondary schools
- Develop training package for workplace training
- Encourage local agencies and major employers to develop specific domestic violence policies governing, on the one hand, their contact with service users and, on the other hand, their obligations to employees who may either be victims or perpetrators of domestic violence.

## **Road Safety**

in the use of mobile 'speed camera'

We will continue to work with the Lancashire Road Safety Partnership in encouraging the safer use of roads and transport.

This will include the Community Safety Partnership forwarding sites of community concern, in relation to speeding, to the Road Safety Partnership for inclusion in the speeding enforcement programme.

Speeding vehicles was identified by 49% of Rossendale respondents as a major problem in the Audit.

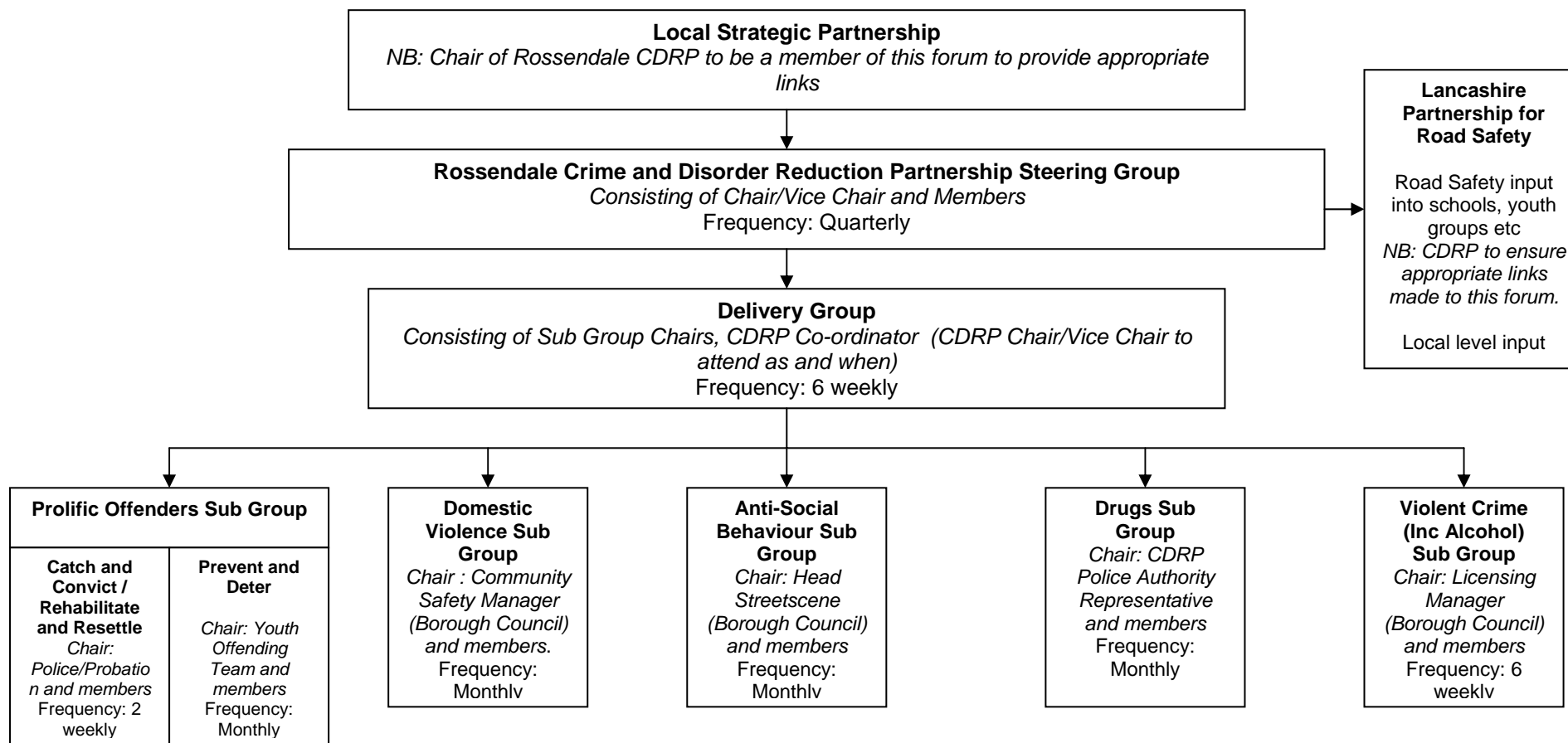
### **Targets**

- Reduce the number of speeding complaints
- Increase the number of speeding fines issued

### **Actions**

- Explore the possibility of acquiring a mobile 'speed camera' for local use
- Train Community Beat Managers and Police Community Support Officers

**Appendix 1**  
**ROSSENDALE COMMUNITY SAFETY PARTNERSHIP**  
**STRUCTURE**



## Appendix 2

### Prolific and Priority Offender Strategy Prevent and Deter Action Plan

#### Aims and Objectives

The aim of the Community Safety Partnership is to prevent those most at risk of becoming the prolific offenders of the future from doing so, by diverting this group away from offending behaviour and to ensure that the needs of the victims of youth crime are met to ensure a safe and secure community. The aim will be identified in two parts within this action.

- Our primary aim is to prevent the most at risk young offenders from becoming the Prolific and other Priority Offenders of the future through appropriately targeted youth justice interventions, supported by community-based interventions to tackle the risk factors that may drive their offending behaviour.
- Our secondary aim is to prevent children and young people from becoming involved in criminality, by identifying and targeting those most at risk of offending with appropriate intervention programmes.

The objectives are set out below:

- **Identification** - develop and maintain arrangements that will enable the identification of those most at risk of becoming the prolific and priority offenders of the future.
- **Interventions** - refer those most at risk into intervention services which are appropriate to their needs and proven to provide sustained deterrents to offending and improved life chances
- **Outcomes** - develop and maintain the measures to monitor the success of interventions in addressing offending behaviour and the risk of offending.

#### Priorities

The priority for the Community Safety Partnership will be:

1. young offenders most at risk of becoming juvenile or future adult Prolific and other Priority Offenders

2. young people at risk of offending or engaged in low level offending

**Management**

The action plan will be taken forward by the PPO management group which will review progress on a monthly basis.

**Action Plan**

<b>Objective</b>	<b>Action</b>	<b>Implementation Date</b>	<b>Progress of actions</b>
Establish partnership commitment and access to services	Confirm terms of reference for the group incorporating ASB, GRIP, PAYP, LYOT and PSA targets 4 and 8	March 05	<b>Green</b>
	Identify appropriate services, activities and agencies to provide support to targeted young people	Ongoing	<b>Green</b>
	Agree the accountability for performance with partners and seek support from chief officers to promptly address deficiencies	March 05	<b>Green</b>
Establish referral processes and multi-agency panel meetings	Identify services from which referrals are to be taken from and those which referrals are to be referred to	Ongoing	<b>Green</b>
	Develop and distribute referral forms to partners and provide appropriate guidelines to referral and service provider partners	April 05	<b>Green</b>
	Establish regular (suggest monthly) panel meetings with referral agencies and service providers for case discussion	February 05	<b>Completed</b>
Access to interventions	Consider developing, in conjunction with local and national partners, a recording database which will allow young people to be monitored and the services they are offered/access recorded	Ongoing	<b>Green</b>
	Ensure that pathways exist to identify exit strategies into other targeted and mainstream services within PPO partners and other agencies	March 05	<b>Green</b>
	Ensure that tracking arrangements are in place with Connexions to track all 13 year olds and over	March 05	<b>Green</b>



Monitoring and Tracking	Establish monitoring arrangements with the police to ensure that any future offending and ASB is reported to the PPO group	February 05	<b>Green</b>
	Establish arrangements for collating information and reporting on progress against targets to be set by the CDRP and GONW	February 05	<b>Green</b>

- Green – Achieving action
- Amber - Progressing towards action
- Red - Unlikely to accomplish action

### **Consultation and Development.**

The action plan has been developed using the Prolific and Priority Offenders Scheme Guidance Paper 3 produced by the Home Office, Youth Justice Board and Department for Education and Skills. Information has also been drawn from the draft 'Guidance for implementation for CDRP's', produced by the Lancashire Youth Offending Team. The action plan may be modified to take account of recommendations arising from the consultation process and/or to address changing local requirements.

Local consultation has already taken place with representatives of a number of agencies within the Community Safety Partnership, with whom we already engage in multi-agency intervention work to address youth offending. Their views have influenced the action described in the plan but this has been provided as a living document the experienced views of partners will continue to shape the planning and implementation process.

Further consultation is to take place in March 2005, to establish and agree a referral and support mechanism that will fulfil local requirements to deal with young people who may require 'early intervention', and who may be coming to the attention of partners for low anti-social or criminal activity, but are not necessarily engaged with the Youth Offending Team.

