



# Prevent and deter in Wales: A review

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# 1 Summary and conclusions

## Introduction

Nacro Cymru were commissioned to undertake an evaluation of how the Prevent and Deter strand of the Prolific and Other Priority Offender strategy has been implemented by the youth offending teams across Wales. The review was carried out in 2006 and the early part of 2007.

The Home Office launched the Prolific and other Priority Offender strategy in 2004, which aims to reduce crime by specifically targeting those who offend most or cause most harm in their communities. One of the strands, *Prevent and Deter* is primarily focused on young people. It aims to target the most active young offenders at greatest risk of becoming future adult or prolific or other priority offenders (active offenders) and those on the cusp of offending **or** engaged in lower level offending, to prevent them becoming more active or of becoming future prolific or other priority offenders (those at risk). The YOT is the lead agency in this work.

## Implementation

The meaning and purpose of the Prolific and Other Priority Offender Strategy was originally difficult for Yots to interpret in terms of what its aims and objectives were and what it was expected to deliver. There is however clarity that the strategy has two distinct target groups that require different responses; active offenders who are under the supervision of the YOT and those 'at risk' of offending and/or anti social behaviour who are not.

The introduction of the strategy has meant additional work in terms of identifying those to whom the criteria may apply, processing data in order to provide the Home Office/YJB with the necessary information, servicing meetings in which the situation and circumstances of young people are discussed and informing YOT team members about data requirements and issues as they affect the young people they are working with.

The strategy was not accompanied by a particular source of funding to support it although the Welsh Assembly Government has made funds available through the Community Safety Partnership and the Youth Justice Board (YJB) for the development of Youth Inclusion Programmes and Youth Inclusion and Support Panels. There have however been no additional resources to provide enhanced services for young people already under the supervision of the YOT and the delivery of the premium service, for the primary target group, young people with whom the YOT is already working.

All Yots have implemented the strategy, although not all have focused on it in the same way. Conwy and Denbighshire and Gwynedd Mon have focused more specifically on the Prevent strand and Pembrokeshire the Deter strand. The remaining Yots have elements of both.

## Application of criteria identified by Yot managers Cymru

YOT Managers Cymru (YMC) identified criteria for identification of Prevent and Deter cases across Wales; this refers to Deter cases only and was in response to the need to provide consistent monitoring information to the Home Office. The identification of clear criteria by Yots in Wales is in contrast to England where Yots appear to be applying a range of factors and some none at all.

On the whole the criteria is being applied, although there are a high number of prevention cases appearing in the returns for Conwy Denbighshire and Gwynedd Mon, which is a departure from what was intended. Additionally, the establishment of a Deter cohort that is reviewed on a six monthly basis has not been universally followed; this was

also part of the YMC criteria. It therefore makes any comparisons of statistics difficult. The inclusion of prevention cases in the figures reported for Deter cases is still continuing however this will have to be reviewed when further guidance is issued as a result of a national review of Prevent and Deter that is currently being undertaken.

There also appears to be some variation in practice in terms of including young people on DTOs in the Deter cohort. The YMC criteria does not specify that those on DTOs be excluded from this group, however in practice a number of Yots (Vale of Glamorgan and Cardiff) are doing so. Additionally, there is variation in practice about whether DTO cases are included when they are in custody or not.

The statistical data provided by Yots over the last year indicates that in the majority of cases the number of Prevent and Deter cases falls well below the 20 or 50 named individuals, which raises the question of whether this was a meaningful target because of the different demographics of Yots in Wales.

### **The deter caseload**

The Deter caseload is determined in the majority of cases by applying the YMC criteria to the YOT caseload using the electronic monitoring systems, which are used for case recording. This generally does not involve any other agencies, however Pembrokeshire, also feeds this information into a multi-agency group, which discusses all Deter cases. In other areas the cohort is identified by the YOT, and then discussed with groups that have been set up to enhance working practices in relation to this group of young people (Blaenau Gwent Caerphilly, Ceredigion and Rhondda Cynon Taf).

It is also evident in some Yots that the application of the YMC criteria to the caseload is a purely administrative function rather than a process that is linked to the provision of a premium service. However this is not true for all Yots, with others holding specific discussions internally about Prevent and Deter cases, in order to ensure they are regularly monitored and supervision plans reviewed, if necessary. Prevent and Deter cases are not offered significantly different services to other young people on statutory orders, although additional supervision and surveillance will be put in place if felt necessary. The components of a premium service are not delivered as such, however the different elements of it are evident in YOT practice. The fact that this element has not been specifically resourced is likely to be a significant factor.

The identification of a threshold Asset score of 25 (one of the criteria identified by YMC) is congruent with the YJB's current guidance on management of risk and what might indicate a higher risk case (although the National Standards for Youth Justice are currently being reviewed) It is also evident that young people are also discussed in risk panels, although at present there is no correlation between the different strategies. In general enhanced supervision or intervention is not driven by a Deter classification in itself. It does however suggest that Prevent and Deter should be located within existing YOT structures and that management of risk arrangements are an appropriate location.

In terms of the exit strategy from Prevent and Deter, exit is identified by re-application of the YMC criteria, however a number of Yots have commented that this element needs to be strengthened and developed further.

### **The 'at risk' caseload**

Overall, there have been significant developments in establishing preventative programmes and panels to identify and respond to young people at risk of involvement in crime and anti social behaviour. 39% of Yots have a Youth Inclusion Programme and 44% a Youth Inclusion and Support Panel. YJB funding has provided the means for this, as has the requirement to develop a prevention strategy and as such these developments cannot be attributed to Prevent and Deter alone.

There is some variation across the Yots in terms of where they are in terms of developing prevention initiatives, however with the exception of two Yots (Pembrokeshire and the Vale of Glamorgan) all have made or are making progress in this respect.

The evidence also indicates there is a close relationship between prevention and decisions made in respect of anti social behaviour even though the YJB guidance does not specifically refer to this. The majority of Yots have sought to locate Prevent and Deter within their anti-social behaviour framework, by making referrals when a warning letter has not proved to be sufficient in putting an end to any incidences of anti social behaviour. As such this brings the two frameworks together, provides a structured and proportionate response to young people, by giving them the opportunity to change their behaviour prior to considering whether an acceptable behaviour contract and/or anti social behaviour order might be necessary.

An issue for Prevent and Deter in the longer term is how prevention cases might be identified within the strategy, whether they will differ from any cohorts identified by the YJB and where non-YJB or other agency funded initiatives sit within this agenda.

### **Relationship to catch and convict and rehabilitate and resettle**

All of the Yots interviewed indicated they are involved in Prolific and other Priority Offender (PPO) groups, which were primarily set up to monitor adults, through Catch and Convict and Rehabilitate and Resettle. These groups also exchange information about young people whose offending or behaviour is giving cause for concern and for determining whether additional supervision, surveillance and support is required. With one exception (Monmouth Torfaen) they exclusively focus on Deter cases. The extent to which young people are discussed does however vary as they tend to be adult focused, which does not always sit comfortably with Yots. Additionally child centered agencies are not widely represented on them.

The processes for identifying how young people are included tend not to be documented or formalised, nor is it always clear how the different elements of the overall PPO strategy relate to one another. In the majority of cases Yots either nominate cases for consideration and/or discuss those that have been highlighted through the application of the police matrix (the main means of identification for this element of the strategy). With regard to young people, those not complying/engaging with Intensive Supervision and Surveillance Programmes or other interventions, those nearing or 18 years of age who are on the cusp of a transfer to the Probation Service and high risk cases are the groups that tend to be focused on. Yots report that the ability to exchange information and monitor cases has been beneficial and participation in these groups has led to improved communication and information sharing amongst key stakeholders.

There are a number of issues that have been highlighted as relating to what might be termed as justice by geography, for example differences in the application of the police matrix in different parts of North Wales, the position of Yots in terms of whether young people are classified as Catch and Convict cases or not, meaning that in some areas they will be, but in others not and others areas operate a Criminal Justice "premium service" for Catch and Convict cases whereas others do not.

### **Conclusion**

Whilst it has been possible to draw conclusions from this study, the Home Office review of Prevent and Deter has made the formulation of recommendations difficult to make at this stage, as any of the findings are likely to be superseded by the outcomes of the review due in October 2007. In addition the National Standards for Youth Justice Services are currently being revised as part of the Youth Justice: The Scaled Approach project, which are anticipated to be introducing a more risk based focus in relation to the supervision of young people who offend. Whether both strategies will be compatible and congruent with each other remains to be seen.

## 2 Background

Nacro Cymru was requested by the Welsh Assembly Government to undertake an evaluation of how the Prevent and Deter Strand of the Prolific and Other Priority Offenders Strategy has been implemented across the 18 youth offending teams (Yots) in Wales, as part of its work programme.

An initial report was produced in 2006 relating to the implementation across North Wales, which formed the basis for conducting further analyses across the rest of Wales. This was carried out in the first quarter of 2007. Each YOT was visited to find out about local arrangements and statistical returns were also examined. Appendix one lists those who interviewed as part of this research.

In addition various guidance and studies in relation to Prevent and Deter have been examined. These are referenced at the end of the report.<sup>1</sup> The Youth Justice Board (YJB) guidance and joint Home Office, YJB and DfES Guidance are referred to in terms of explaining the requirements; this is described as the Home Office guidance in the text to avoid confusion. These are the main ones.

Since starting this piece of work the position of Prevent and Deter has recently changed. The original aim was to identify how Prevent and Deter had been implemented across Wales and to draw conclusions and make recommendations from these findings that would be related to targets and objectives in the All Wales Youth Offending Strategy. However the Home Office has announced that it is reviewing the Prevent and Deter, both in terms of its composition and the monitoring requirements. As a result the report comments on the way in which Yots have implemented Prevent and Deter as it currently stands, but further recommendations are not made due to the pending changes, which are anticipated later this year.

### **Prolific and other priority offenders strategy**

The Home Office launched the Prolific and other Priority Offender (PPO) strategy in 2004. The aim being to reduce crime by specifically targeting those who offend most or cause most harm in their communities. It has three strands:

- Catch and Convict (launched July 2004)
- Prevent and Deter (launched September 2004)
- Rehabilitate and Resettle (launched September 2004)

The Home Office guidance<sup>2</sup> indicates it is the responsibility of Community Safety Partnerships to ensure there are strategies in place for these three groups in their areas. The YJB guidance<sup>3</sup> suggests that whilst Yots must be involved in Prevent and Deter, there should be involvement in the other two strands through negotiation with Community Safety Partnerships and Local Criminal Justice Boards. This is to determine whether young people are to be included and if soon what basis, as Catch and Convict and Rehabilitate and Resettle are focused primarily on adult offenders. All three strands require the identification, assessment, monitoring and management of individuals who offend in the community. In terms of implementing Prevent and Deter, the YJB guidance indicates that Yots are required to:

- Identify those at most risk of becoming prolific and other priority offenders in the future

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<sup>1</sup> It should be noted that the Guidance is mainly focused on young people already involved in the youth justice system

<sup>2</sup> Home Office, Youth Justice Board and DfES (September 2004) Prolific and Other Priority Offender Strategy. Guidance Paper 3. Prevent and Deter.

<sup>3</sup> Youth Justice Board (November 2004) Prolific and Other Priority Offenders Strategy. Guidance for Youth Offending Teams. Version 1 – Draft for consultation. [www.yjb.gov.uk](http://www.yjb.gov.uk)

- Provide appropriate interventions to meet the needs of the target group
- Ensure that outcomes are effective

Whilst it initially appeared that Prevent and Deter might have meant one single target group, the various guidance and Home Office website<sup>4</sup> indicates there are two distinct target groups:

- **Primary:** The most active young offenders at greatest risk of becoming future adult or prolific or other priority offenders (active offenders)
- **Secondary:** Those on the cusp of offending **or** engaged in lower level offending, to prevent them becoming more active or of becoming future prolific or other priority offenders (those at risk)

Within the body of the report, the former are described as active offenders and the secondary group as young people at risk. There is a third target group; see appendix two, which is not discussed in this report.

## **Funding**

The Strategy has not been accompanied by any specific additional funding for Yots from either the YJB or the Home Office. However, the YJB introduced performance measures for Yots in relation to prevention which required them to develop a strategy for identifying young people at risk of offending and year on year reduce the number of first time entrants into the youth justice system. On submission of the prevention strategy Yots were allocated funding; this has varied from YOT to YOT. In addition the YJB has provided funding for Youth Inclusion (YIP) and Youth Inclusion and Support Panels (YISPs), which are important elements of the prevention element of the strategy.

The Welsh Assembly Government has provided Yots in Wales with a one off grant of £20,000 in the second half of 2005 to assist in the development of Prevent and Deter. It has also reviewed Safer Communities Fund and made it possible for Yots to apply for funding through Community Safety Partnerships, for initiatives relating to Prevent and Deter. However there are variations across Wales in terms of the allocation and the amounts available in each locality. There are also targets in the All Wales Youth Offending Strategy that identify that developing Prevent and Deter is an objective that will be supported through the Safer Communities Fund.

## **Identifying the target group**

In terms of both strands of *Prevent and Deter* there is "*no rigid definition or pre-determined number*" of young people that would fall into the different categories. Prevent and Deter is not intended to be a means of classifying all young people who are in receipt of either youth justice or preventative services but a means of identifying those who need the most intensive support because of the risks they present. The Home Office guidance indicates that Yots and Community Safety Partnerships should make an assessment of the number of young people who could be classified as Prevent and Deter cases and it is therefore a matter of local judgement and negotiation to determine who these young people are. The absence of a national description means there will be some variation from area to area depending on local priorities.

The Home Office guidance estimates there will be 20 to 50 young people per area. However, in terms of the target group, this is not broken down between the different Prevent and Deter sub groups and for the purposes of reporting monitoring information, the data that has been requested by the Home Office to date has only been in relation to active offenders – the Deter cohort.

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<sup>4</sup> [www.crimereduction.gov.uk](http://www.crimereduction.gov.uk)

### 3 Deter cohort (active offenders)

The YJB guidance indicates that the purpose of Prevent and Deter is to *"prevent the most at risk young offenders from becoming the PPOs of the future through appropriately targeted youth justice interventions, to tackle the risk factors that may drive their offending behaviour"*. These young people are described as the priority group as their offending is likely to be more serious and prolific. Active young offenders are those already being supervised on statutory orders by Yots. The guidance suggests they will include those on supervision orders with drug treatment and testing requirements, Intensive Supervision and Surveillance Programmes (ISSP) and Detention and Training Orders (DTOs) and that a significant percentage are likely to be persistent young offenders. The YJB guidance indicates those with the highest Asset scores are the most at risk of becoming future prolific and priority offenders and should be specifically targeted with appropriate interventions to prevent this.

#### Criteria for identification

In developing criteria in Wales, YOT Managers Cymru (YMC) identified there needed to be commonly applied criteria across Wales for consistency so that each YOT would be reporting the number of young people it had identified under Prevent and Deter in a systematic and consistent way. As a result it was agreed that young people who meet two of the three following criteria would be classified under the Deter (active offenders) classification:

- An Asset score of 25 or more
- The commission of 10+ offences in the last 12 months
- Asset scores of 3 or 4 with regard to attitude to offending

A decision was made not to include those young people on ISSP or the Resettlement Aftercare Programme (RAP) as in the former case they are already under intensive supervision and RAP is an additional voluntary element for those released from custody. As a result the classification of young people into Deter would encompass those that would fall outside these groups, but for whom there are concerns, based around changes in their Asset profile or recent offending history. Additionally it was decided to exclude those aged 17 years and 6 months, who are in effect on the cusp of a transfer to the Probation Service, if their orders were to extend beyond their 18th birthday. This means that young people who are classified under Prevent and Deter in Wales are those whose offending or behaviour is giving concern and who are not receiving any form of enhanced supervision.

In 2006 Nacro undertook a small-scale survey of Yots in England to identify what criteria they applied to Deter cases. In total 20 Yots responded; in some instances there were no pre-determined criteria, including an Asset score. Where Asset was used, scores ranged from 20 to 30 or more and in other cases were described as needing to be high, but what high meant was not specified. In some instances the Asset score alone was used and in others it was combined with other factors. This included a number of pre determined offences committed in a given period (such as 6 or 12 months), young people on interim and full anti social behaviour orders, indications of a risk of serious harm to others (from the Asset assessment), those subject to multi agency public protection arrangements and those remanded in custody. The position in Wales suggests more clarity and cohesion, by identifying clear criteria than the approach of some of the Yots in England.

#### Application of the criteria

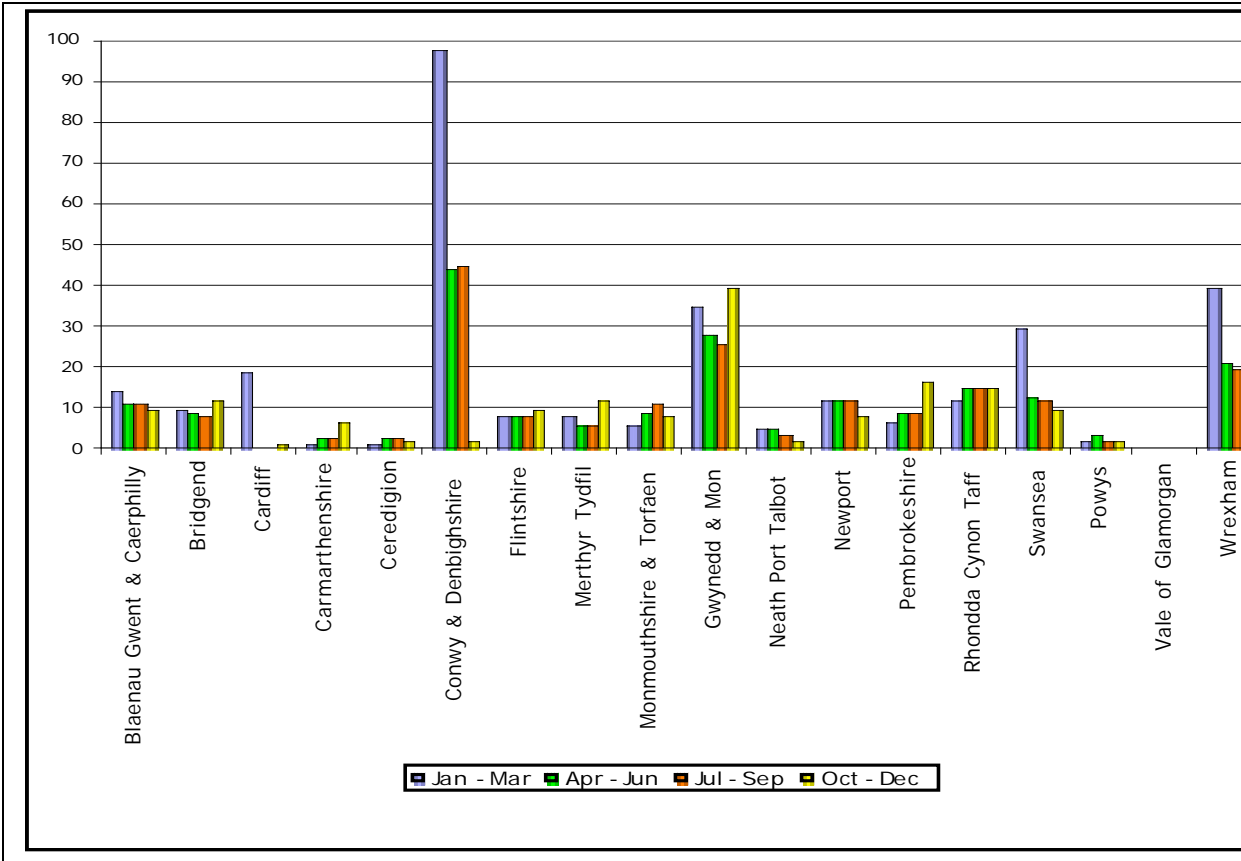
Yots are required to make returns to the Home Office and YJB about the number of people who have been categorised under Prevent and Deter. This relates to the Deter

cohort only. Aggregated figures of the number of active young offenders being worked with are submitted quarterly. This monitoring information has provided a picture of how the criteria have been applied in practice.

Yots identify the Deter cohort by using information search wizards that are applied to the electronic monitoring systems they use for case recording purposes. There are some differences in the way that the information systems operate. YOIS allows the 3 criteria to be applied together, whereas Careworks allows a management report to be run to identify those cases that have an Asset score of 25 and over and an attitude to offending of 3 or 4, but the same report does not identify whether a young person’s offending has escalated by the commission of 10 offences or more.

It is of note that there have been several changes to the way in which Yots have had to provide this monitoring information, however it has been requested in the same format throughout 2006. Table 1 illustrates the level of returns from each YOT:

**Table 1: Total number of Deter cases recorded from January – December 2006 per Yot**



**Numbers identified**

There are a number of differences in the figures being reported by Yots, for the following reasons:

- Conwy Denbighshire and Gwynedd Mon have primarily targeted and worked with those young people identified as ‘at risk’ and have therefore counted these

individuals rather than active offenders in their figures, despite the fact that the template for data collection does not request information on prevention cases.

- The Vale of Glamorgan has not reported any cases. Until June 2006 they did not have an information officer in post so enquiries were not run. When they did and the criteria were applied and those on ISSP and DTOs removed, no Deter cases were identified.
- Cardiff has not reported any Deter cases between the period of April to September 2006, even though the YMC criteria was being applied. This was attributed to the fact that there was a significant increase in ISSP and DTO cases in the period

The data reflects the fact that in the majority of cases Yots have focused on applying the YMC criteria and providing information about Deter cases, with two exceptions. This is a reflection of the fact that these Yots decided to focus on the prevention element of the strategy and at the time the research was being conducted had not significantly identified how they would identify and work with Deter cases, as a result their returns mainly relate to prevention cases.

The monitoring indicates there have been some fairly major variances in the number of cases reported on a quarterly basis per YOT; from over ninety cases to none. However, it is apparent that on the whole there have been no major fluctuations in most areas. This appears to be partly due to the fact that YMC also determined that a core of Deter cases should be established every six months, with any subsequent quarterly reporting being based on this core group. Once established, no young people are added to the list, only removed if they no longer met the criteria within the six-month period. The first cohort was established in April 2006. However not all Yots have reported information in this way, but where they have it does explain why some of the statistics appear to be static in the reporting periods<sup>5</sup>.

What is also illustrated when the significant variances are taken into account is that Yots are reporting significantly less than the Home Office estimated number of 20 to 50 cases per area (YOT or local authority is not specified). There are capacity issues for all Yots in relation to case loads and this also raises the issue of whether the target number is realistic, when the areas involved are demographically very different.

### **Application of YMC criteria**

In terms of identifying cases with an Asset score of 25, there has been noted to be some variance in the extent to which this has been applied:

- Pembrokeshire had been applying Asset scores of 28 as its selection criteria, although this has subsequently been changed in line with the YMC criteria
- Monitoring information from North Wales indicates that the prevention cases are identified through an Onset rather than an Asset assessment. In Conwy Denbighshire 76% of cases had an assessment score of 24 or less and Gwynedd Mon 92%, which reflects the prevention profile of cases reported (this was in the period January to March 2006). This trend has continued in Gwynedd Mon with 95% (n=38) of cases reported between October and December 2006 having an assessment score of 24 or less and all of Conwy Denbighshire's cases.
- An examination of Conwy Denbighshire's figures for April to June 2006 indicated that where Deter cases were reported their Asset scores ranged from 16 to 22 so fell below the YMC threshold. This has not been re-examined.

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<sup>5</sup> Yots identified as establishing a 6 monthly Deter cohort include: Carmarthenshire, Neath Port Talbot, Newport, Powys and Swansea.

It is also noted from an analysis of the Home Office returns that Asset scores of under 25 appear on them. Youth offending teams report that this can arise from the electronic monitoring system reading the incorrect Asset when drawing the data down into the reporting template e.g. the initial Asset, whereas it may be a review Asset that has triggered the Prevent and Deter classification, hence the apparent inclusion of a number of young people who fall below the Asset score of 25. 66% (n=12) of Yots that provided Prevent and Deter returns for October to December 2006 included young people who had an initial Asset score of below 25 indicating that this problem may still be evident.

An attitude to offending that scores 3 or 4 or the commission of 10 or more offences is also relevant in determining Prevent and Deter status. Additional data was provided by 10 Yots<sup>6</sup>, which showed that an attitude to offending behaviour appeared with more frequency than the commission of 10 or more offences, but that an Asset score of 25 or more was applied in all cases, suggesting that it is the main driver in terms of the Prevent and Deter classification. During the period of October to December 2006, the data also shows that 63% of all cases (n=130) were also persistent offenders. Where Yots appear to continue to be reporting 'at risk' cases, only 5% (n=2) of cases reported by Gwynedd Mon were classified as persistent young offenders. The fact that there were only 2 cases reported by Conwy Denbighshire in this period makes it impossible to compare.

Overall, the linkage to the Asset score of 25 or more is in line with the YJB's management of risk guidelines, which suggests that more serious and high-risk young people, who are likely to require more intensive supervision and support. This also suggests that Prevent and Deter cases should be reviewed in risk panels and that the strategy should be located within existing YOT structures.

The other issue the review looked at was what orders young people were on. An examination of Flintshire's figures for January to March 2006, indicated that one young person was on a Referral Order (6%), another was on a community rehabilitation order (6%), two were on community punishment orders (13%), five on supervision orders (31%) and seven on detention and training orders (44%). Data from Conwy Denbighshire for April to June 2006 also indicated young people on Referral Orders (mainly), Action Plan Orders and Supervision Orders were included in the returns.

Further information provided by Yots<sup>7</sup>, (for the period October to December 2006) the majority of Prevent and Deter cases were on Supervision Orders (48%), followed by DTOs (14%). However a number of young people were highlighted as being subject to Referral Orders (9%) Final Warnings (3%) and Action Plan Orders (2%). This suggests that a number of young people are on lower level orders than the initial guidance had suggested would be the case, however the fact that the Asset score is driving this suggests that the level of risk that is present is more important than the type of Order.

The review also found that there was some discrepancy between youth offending teams in that DTO cases were counted in some returns and not in others. The Home Office guidance<sup>8</sup> stipulates that DTO cases may fall within the Deter classification and the issue appears to be whether Yots continue to count them whilst in custody.

A recent Youth Justice Board bulletin<sup>9</sup> has indicated that the Home Office and the YJB have decided to suspend the next quarterly returns. This is due to the fact Prevent and

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<sup>6</sup> Blaenau Gwent and Caerphilly, Bridgend, Cardiff, Carmarthenshire, Merthyr Tydfil, Monmouthshire Torfaen, Neath Port Talbot, Newport, Rhondda Cynon Taff, Swansea.

<sup>7</sup> Blaenau Gwent and Caerphilly, Bridgend, Cardiff, Carmarthenshire, Merthyr Tydfil, Monmouthshire Torfaen, Neath Port Talbot, Newport, Rhondda Cynon Taff, Swansea.

<sup>8</sup> Home Office, Youth Justice Board and DfES (September 2004) Prolific and Other Priority Offender Strategy. Guidance Paper 3. Prevent and Deter

<sup>9</sup> YJB Bulletin 29<sup>th</sup> May 2007, Issue 30

Deter is currently being reviewed by the national PPO Programme Board. The early indications are that data will be collected in a more simplified form and is likely to be requested on individual cases, rather than in an aggregated format. This is likely to produce a more accurate picture of who is being included in the returns and to highlight discrepancies. It is anticipated that the new arrangements will be put into place by October 2007.

### **Operational arrangements**

One of the considerations of this research has been to identify what a Prevent and Deter classification means in practice for a young person. The YJB Guidance indicates that a premium service needs to be established in each area and that it should enhance the existing work being undertaken by the YOT, with individuals on statutory orders.

### **Premium service**

There is no specific definition of what delivering a premium service that might be. The YJB guidance indicates that Yots should offer "*interventions that are appropriate to meet the needs of the target group*" and "*where there are continued identified needs...to sustain engagement...beyond the end of a specific order or license*"<sup>10</sup>. It is suggested that this should be something in addition to what is currently being provided by the YOT to young people under its supervision. There are a number of features to this:

- There must be a means of identifying and prioritising those that may fall within the criteria and the methods through which they will be worked with. The Home Office guidance suggests that young people with the highest Asset scores should be targeted and interventions should be tailored to assessments. The YMC criteria have addressed this.
- Effective partnership working across a range of agencies in order that efficient responses are delivered to young people Operational guidance produced by the GOL/YJB<sup>11</sup> indicates that Yots should not be the sole delivery agency and the YJB guidance that effective partnership working should also include working with the police to determine what can be delivered, suggesting this is likely to include effective monitoring, mechanisms for exchanging information and management of risk arrangements.
- Swift access to targeted and mainstream services, that are likely to include education or housing providers and treatment for drug or alcohol problems, mental health, physical or emotional needs or problems.

Peters and Walker (2006) suggests that young people targeted under Prevent and Deter should receive additionally or added value through "*enhanced or new processes or interventions*", which could include:

- Increased practitioner and management scrutiny of cases, to ensure they are dealt with most effectively
- More regular case reviews, with appropriate partnership involvement
- Monitoring from the police
- Flagging on case management systems to ensure that all practitioners coming into contact with the young person are aware of their status
- Priority access to support services
- Increased partnership contact and accountability
- Enhanced partnership monitoring
- Reinforcement of protective factors

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<sup>10</sup> Youth Justice Board (November 2004) Prolific and Other Priority Offenders Strategy. Guidance for Youth Offending Teams. Version 1 – Draft for consultation. [www.yjb.gov.uk](http://www.yjb.gov.uk) Paragraph 77

<sup>11</sup> This publication only addresses those subject to youth justice interventions

- Swift enforcement of non compliance
- Additional supervision

In terms of how these requirements have developed in practice, in all but one instance, the YOT identifies cases by applying the YMC criteria, which does not involve other agencies. The exception to this is Pembrokeshire, which uses a multi-agency Junior PPO group to discuss all Deter cases, highlighted by the YMC criteria, as well as other young people who are of concern to either the Police or the local PPO team.

In terms of how the process of classification works, in the majority of instances the information officer will run an enquiry that produces a list of young people who are the identified Prevent and Deter caseload. This is passed on to senior practitioners/operations managers who will disseminate and discuss within the team. In Flintshire a senior practitioner has oversight of the process and has linked inclusion in Prevent and Deter or otherwise to the Asset reviews points. In other Yots information is simply processed, and no further action is taken with regard to the specific arrangements for young people, as these are covered by existing supervisory arrangements. Where there was a supervisory oversight in the classification process there was greater control and interest in who was categorised under Prevent and Deter.

With regard to management of Prevent and Deter cases, on the whole Yots indicate they operate a case management model following Key Elements of Effective Practice, utilising a range of programmes on a modular basis to address offending behaviour and with referral to other agencies as appropriate. Programmes are tailored to need and based on an Asset assessment. On the whole the interventions offered are available to all young people on court orders and are not prioritised for the Deter cohort alone.

Other aspects of a premium service include having a nominated case manager, regular reviews and an agreed action plan, all of which would appear to be congruent with existing case management/supervisory arrangements. The Home Office guidance also suggests the key outcomes of Prevent and Deter should be to ensure engagement with education, training and employment, successful resettlement post custody and continuing engagement with mainstream services where identified as necessary. Once again within the context of case management this would be addressed on the basis of assessed individual need.

A number of Yots have taken a more enhanced approach to the case management of Deter cases:

- Blaenau Gwent and Caerphilly have a dedicated PPO team that works with the Deter cohort to develop an intervention plan and to monitor the young person's engagement with this. The plan runs alongside the interventions the YOT provides as part of their case management arrangements.
- Ceredigion reviews the statutory intervention plans of the Deter cohort and attempts to put in place additional service provision. This plan is taken to the local PPO meeting where it is ratified and agencies have the opportunity to contribute any additional services.
- For those young people identified as Deter cases within Conwy and Denbighshire, an emphasis is placed on providing additional leisure activities, however as has previously been noted this cohort is focused more at 'at risk' than Deter cases.
- Pembrokeshire works very closely with their local Junior PPO group, with the Acting Yot Manager and the PPO Co-coordinator meeting at regular intervals to discuss the Deter cohort. Whilst case managers devise intervention plans the

multi-agency aspect of the PPO group ensures that a range of services are available and can be accessed for young people.

- Rhondda Cynon Taf is planning to use a Prevent and Deter working group to discuss young people highlighted as Deter cases; these meetings will develop multi-agency intervention plans along with exit strategies.

Yots indicated that young people, who are included in the Prevent and Deter cohort, may also be subject to discussion in risk management groups; where supervisory arrangements could be enhanced if identified risks (re-offending, vulnerability and serious harm to others) are present and of concern. A feature of the premium service is that multi agency panels are convened to discuss cases, it is not clear about the extent to which risk panels include external agencies, it does however indicate that there are existing processes which Yots are using to review cases. The orientation of Prevent and Deter indicates a risk led approach and as such locating discussion about these young people is appropriate within these groups and allows Yots to work within existing structures.

Neath Port Talbot is one of the Yots piloting the YJB's risk focused arrangements for the revised National Standards that are anticipated in 2008. Young people are assessed in terms of whether they present a low, medium or high risk in relation to the YJB's 3 risk domains. A multi-agency risk management plan is agreed with high-risk cases receiving more intensive supervision and support. However, it is not known whether the Deter caseload correlates to the high risk of re-offending cases identified through this process.

### **Removal from prevent and deter status**

All the guidance suggests that clear procedures need to be established that will determine how a young person is removed from the Prevent and Deter classification. It also indicates that all partners should be involved in the decision-making. It recommends that young people should be monitored for a period of up to 12 months to ensure that positive patterns of behaviour are maintained. The criteria for removal from Prevent and Deter status include<sup>12</sup>:

- No longer offending or coming to the attention of the police or other agencies involved in monitoring anti-social behaviour or there is a reduction in the frequency and seriousness of offending
- Continuation/escalation in offending, which might indicate a referral to Catch and Convict
- Reduction in risk
- Becomes 18 years of age
- Moves to another locality

In addition to these, through the YMC criteria there are a number of ways in which young offender could be de-classified from Prevent and Deter status. These include their Asset score reducing to less than 25, being placed on ISSP or becoming a RAP case, the order coming to an end, the YOT closing it, or the young person entering custody.

In the vast majority of cases the YOT simply re-applies the criteria, taking these factors into account. However, Blaenau Gwent and Caerphilly, and Pembrokeshire, not only re-apply the YMC criteria but also use the PPO group meetings to discuss cases that no longer meet the requirements, thus ensuring that partner agencies are made aware of the position.

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<sup>12</sup> Prolific and Other Priority Offenders Strategy. Criteria for removing a prolific and other priority offender from a scheme (June 2004). [www.crimereduction.gov.uk](http://www.crimereduction.gov.uk)

## Exit strategies

Peters and Walker (2006) operational guidance indicates that a key function of Prevent and Deter is to provide extra support after a young person has completed a statutory order to “ensure the continuation and coordination of support from main stream services”. The aim being to ensure the young person’s needs have been fully and effectively met and the risk of re-offending is removed or substantially reduced. The Guidance indicates there should be an exit strategy, if the young person has continuing needs and agreement about which agency will monitor the case beyond the end of the sentence. This means providing direct contact and supervision by a named caseworker. The YJB and Home Office Guidance indicate that exit strategies should be linked to the final Asset assessment, which will inform what help or support, continues to be required.

In terms of how Yots are addressing exit strategies, the re-application of the criteria will highlight whether the young person continues to be a classified under Prevent and Deter or not. In some cases they will not be ceasing their contact with the YOT, as their Asset rating will simply have altered, in other cases it could be at the completion of an Order. In general exit strategies are not put in place that can be clearly linked to the ongoing involvement of a specific agency, although the following actions were identified:

- Ceredigion offers a package of support tailored to individuals needs, but recognises that once an Order has ceased the young person is not obliged to comply with it as any future engagement is on a voluntary basis. This applies to all young people on statutory orders, and not just the Deter cohort.
- In Merthyr Tydfil when a court order ends or the young person no longer meets the criteria, but there is an identified need for additional support, the YOT has the option of referring them to the Youth Inclusion Programme. There is however a limit to the demands that can be placed on this resource and priority is not given to those from the Deter list.
- Rhondda Cynon Taff indicated that the formulation of the exit strategy will be the responsibility of the Prevent and Deter Working Group/Panel and that consideration will be given to this when the intervention plan is being developed, and will be revisited when the interventions are nearing completion. This to some extent replicates the process used by the Youth Inclusion and Support Panel. Young people who no longer fit the YMC criteria are also discussed and a decision made as to whether they should remain on list, because they need ongoing support.

Whilst the Home Office Guidance suggests the YOT could be the agency that continues to have (presumably) voluntary support with the young person once a court order has ended, this suggestion is not accompanied by any additional funding. Therefore, whilst all Yots recognise the importance of having in place exit strategies for young people that need ongoing assistance they also acknowledge the significant resource implications of developing or extending existing ways of working. As the role of the YOT is to primarily work with young people made subject to court orders and increasingly to undertake intensive targeting of young people identified ‘at risk’ of offending’, this adds an additional element in terms of what would be required of them as it is in effect creating an “aftercare” service for which they are not resourced. A number of Yots commented that exit arrangements need to be developed.

## 4 Prevent cohort (at risk)

The YJB guidance is clear that those “most at risk”, of becoming prolific offenders are the primary target group and the secondary aim of Prevent and Deter is to “*prevent children and young people from becoming involved in criminality, by identifying those most at risk of offending with appropriate intervention programmes*”. The Home Office guidance indicates this group is distinguishable from ‘active offenders’, as they are not likely to be significantly involved in criminal or anti social activity and will be identified locally by their “*circumstances, behaviour or personal characteristics*” as being at risk of commencing a criminal career, the aim being to prevent them from becoming more active. These young people could come to the attention of the YOT through a variety of routes such as Youth Inclusions Programmes (YIPs) and Youth Inclusions and Support Panels (YISPs), briefly described below. The YJB guidance also refers to the need to identify broader diversionary activities and to offer parenting programmes as part of the wider preventative agenda. Since the introduction of Prevent and Deter, the YJB have introduced performance measures for Yots in relation to prevention and require them to have developed prevention strategies to reduce the number of first time entrants into the youth justice system.

### Criteria for identification

At present there is no requirement from the Home Office to identify a particular number of individuals for this secondary target group, however local areas should review whether they have sufficient programmes to enable them to support children and young people who are identified as most at risk of criminality and ensure that they and their families gain access to mainstream or specialist services. If the review indicates that current services are insufficient, Community Partnerships and/or Children and Young People’s Partnership should look at how they can develop additional services. YISPs and YIPs are the recommended models of good practice in this respect. In terms of Home Office reporting, there is no specific definition of young people who should be targeted under the ‘at risk’ element of Prevent and Deter. This has not arisen as the monitoring returns have not requested information for this cohort and being identified through a YIP or YISP would appear to suffice in this respect.

### Youth Inclusion and Support Panels (YISPs) and Youth Inclusion Programmes (YIPs)

YISPs are multi-agency planning groups that seek to prevent offending and anti-social behaviour by offering support and interventions from mainstream services to children who are identified at risk of offending. Panels can be made up of the YOT, police, Social Services, the Education authority, Schools, the Youth Service, Health and the voluntary sector. Any of these agencies can make a referral about a child for whom there are concerns. The panel discusses all cases for which an Onset assessment has been undertaken<sup>13</sup> and will determine if there is a need for intervention and support and if so, who will carry it out. The support can be provided to the family as well as the young person. Yots are clear that their role relates to the prevention of offending and that it is the role of other agencies to play their part when a specific need is identified.

YIPs also aim to reduce crime and anti social behaviour in a given locality by targeting the 50 most at risk 13 to 16 year olds. Young people can be identified by different agencies, including the YOT, police, children and family services, local education

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<sup>13</sup> This is the assessment tool developed by the YJB for prevention cases, from which risk and protective factors are identified.

authorities or schools, neighbourhood wardens and anti-social behaviour teams. The programme provides them with the opportunity to learn new skills, take part in activities and receive support to promote engagement with mainstream and specialist services, especially in relation to education, training and employment, to prevent entry into the formal youth justice system and to work with parents, where appropriate. Young people referred to these programmes also have their needs assessed through Onset.

### **Operational arrangements**

The majority of Yots in Wales have implemented processes and procedures for identifying young people at risk of engaging in criminality/anti social behaviour and for assessing and targeting them to the requisite service if appropriate, either through a YIP (39%) or YISP (44%), which as illustrated in table 3.

**Table 3: Prevention Initiatives per YOT area**

<b>YOT</b>	<b>Prevention Initiatives</b>
Blaenau Gwent and Caerphilly	YISP
Bridgend	YISP
Cardiff	2 YIPs
Carmarthenshire	YISP + Family Group Conferencing (FGC)
Ceredigion	YIP
Conwy Denbighshire	YIP
Flintshire	YISP
Gwynedd Mon	YISP
Merthyr Tydfil	YIP
Monmouthshire and Torfaen	YISP
Neath Port Talbot	YIP
Newport	Virtual YISP and Parenting Programme
Pembrokeshire	Parenting
Powys	YISP
Rhondda Cynon Taff	YISP and Parenting Programme
Swansea	YIP, FGC YISP, and Parenting Programme
Vale of Glamorgan	Parenting
Wrexham	YIP

Two Yots do not have these programmes/panels:

- Pembrokeshire YOT has focused on developing the Deter element of the strategy and not the preventative strand, at this stage.
- The Vale of Glamorgan has had difficulty in establishing programmes/panels due to a lack of partnership commitment and funding. The YOT is however working with NCH, which provides interventions that are offered to the parents of young people the YOT is already working with, who are identified through assessment as requiring additional assistance.

The position is also slightly different in Newport, which is in the process of developing a YISP. However, due to the existing number of prevention groups and initiatives currently in operation within the local authority, the YOT has found it difficult to engage agencies in developing another prevention-focused panel. As a result it is developing a virtual YISP<sup>14</sup>

<sup>14</sup> A virtual YISP is one that uses a panel which is already in existence to address the issues of those young people 'at risk', drawing in resources from other agencies where necessary.

as it is hoped this will be a more effective use of staff/agency time and will encourage consistent attendance by relevant partners<sup>15</sup>. This is clearly not a YJB funded initiative.

The other issue that is apparent from examining the prevention data is that the Yots are at different stages in developing the panels and programmes. Swansea have been engaged with the prevention agenda since 1999 and have developed a range of initiatives, other Yots have had a YIP/YISP since 2002, whereas a number are still in the process of establishing theirs.

What appears to be evident however, is that with regard to Prevent and Deter, the need to develop a prevention strategy and the funding made available by the YJB to develop panels and programmes has given Yots the impetus and focus for engaging with a range of agencies in the prevention of offending and anti social behaviour. An issue for Prevent and Deter in the longer term is the identification of cases that might comprise this element, whether they will differ from any cohorts identified by the YJB and where non YJB or other agency funded initiatives sit within this agenda.

### **Links to antisocial behaviour**

Whilst the YJB guidance makes reference to a number of preventative initiatives being part of the Prevent and Deter strategy, it does not specifically refer to any linkages to anti social behaviour. The evidence from this review has shown there is a close relationship between prevention and decisions and considerations that are made in respect of anti social behaviour. All Yots operate a diversionary approach to anti social behaviour, which in practice means that preventative measures are incorporated into the structure and are utilised to help young people to address particular difficulties before an acceptable behaviour contract or anti social behaviour orders is considered. An evaluation of Prevent and Deter in Lancashire (Ewels 2005)<sup>16</sup> identified this is an effective model as it allows agencies to take a co-coordinated approach to both prevention and anti-social behaviour, by providing the opportunity to consider supportive interventions prior to sanctions.

Anti Social behaviour panels are typically multi agency and tend to involve the Police (who are often the main referrer), Social Services, Education, Housing and so forth. The review identified there are some differences in the way the tiered approach operates across Wales in that the majority of areas operate a 4-stage system when dealing with anti social behaviour related referrals, whereas Conwy Denbighshire is the exception with a 3-stage approach. 38% (n=7) of Yots indicated that they will refer young people, from anti social behaviour groups into YISPs at level 2:

- **Tier 1** – For an initial complaint about anti social behaviour a letter is sent to the parent/carer advising them of the concerns
- **Tier 2** – In the event of a further occurrence the YOT and/or police may undertake a home visit. At this stage an ONSET assessment may also be undertaken by the YOT. At this stage a referral may also be made to YISP
- **Tier 3** – If there are further occurrences and the opportunity to engage with a YISP has not proven to be successful, anti social behaviour groups may then consider the imposition of an acceptable behaviour contract
- **Tier 4** – Consideration of an Anti Social Behaviour Order if all other options have not proved to be successful.

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<sup>15</sup> Ewels J (October 2005) Prevent and Deter in Lancashire: Prolific and Other Priority Offender Programme Evaluation. Crime Concern

<sup>16</sup> Ewels J (October 2005) Prevent and Deter in Lancashire: Prolific and Other Priority Offender Programme Evaluation. Crime Concern.

## 5 Relationship to other strands of the PPO strategy

The two other elements of the PPO Strategy are Catch and Convict<sup>17</sup> and Rehabilitate and Resettle<sup>18</sup>. Guidance relating to Catch and Convict (July 2004) states that the aim is to:

- Enhance arrest, investigation, detection, charging and prosecution of offenders, bringing to justice as much of the criminally committed by the targeting of prolific and other priority offenders,
- Reduce re-offending of prolific and other priority offenders and consequently reduce the number of victims of crime
- Develop a rapid and effective partnership intervention which enables effective supervision and monitoring of prolific and other priority offenders
- Address non-compliance/re-offending speedily and effectively

The Catch and Convict guidance indicates there is a significant overlap with Rehabilitate and Resettle, indicating that Prevent and Deter is more 'stand alone' as it relates to young people, whereas the other two strands relate primarily to adults. The guidance also indicates there should be a single group of prolific and other priority offenders targeted by both Catch and Convict and Rehabilitate and Resettle rather than a separate group for each strand and that it is likely to include 15 to 20 individuals in total. They will be subject to intensive case management whilst in the community and swift enforcement if they do not comply.

The identification and management of cases that falls under Catch and Convict/Rehabilitate and Resettle requires the setting up of a PPO group in every Community Safety Partnership area, to enable all partners (the police, probation and prison service) to be focused on the same group of offenders, who are identified through the police intelligence model.<sup>19</sup> These should be individuals that are causing the most problems in local communities and actions should ensure the relevant agencies prioritise resources and focus attention on them to stop their anti social or offending behaviour.

There is discretion about who can be targeted and the YJB guidance indicates that it should be determined locally whether young people are included in Catch and Convict/Rehabilitate and Resettle and if they are there should be an agreed process for identifying and assessing them that involves the YOT and includes the use of Asset. This suggests that the police matrix should not be used as the sole tool in determining that an

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<sup>17</sup> Prolific and Other Priority Offenders Strategy (July 2004) Initial Guidance Catch and Convict Framework. [www.crimereduction.gov.uk](http://www.crimereduction.gov.uk)

<sup>18</sup> This element of the strategy aims to ensure that those who have been identified as prolific and other priority offenders, who have served a custodial sentence or a sentence in the community are effectively rehabilitated, through close working with agencies that provide post sentence support to them. The main agencies in this element of the strategy are the Probation Service, Prisons and the Police. Agencies are required to work collectively to provide the services identified under the intervention pathways set out by the National Offender Management Service in the *National Reducing Re-offending Action Plan*, which has been based on the Social Exclusion Unit's report *Reducing re-offending by ex-prisoners*. The relevant document in Wales is *Joining Together in Wales; an adult and young people's strategy to reduce re-offending*. This was published in January 2006 and NOMS Wales is the driver of the strategy.

<sup>19</sup> Prolific and Other Priority Offenders Strategy (July 2004) Initial Guidance Catch and Convict Framework. [www.crimereduction.gov.uk](http://www.crimereduction.gov.uk)

individual meets the criteria or that it should mean automatic entry onto the list. Other considerations are what happens to young people once identified and agreement between the YOT and the agencies involved about information sharing and intelligence gathering.

## **Implementation in Wales**

All of the Yots interviewed indicated they are involved in PPO groups. However, the extent to which young people are discussed tends to vary; Powys reported that the focus of their group tends to be almost entirely on adults; however Newport indicates that there is a Prevent and Deter sub group, suggesting a more child/young person orientated focus. Some Yots indicated that discussing issues as they affect young people does not always fit well with the adult remit of these groups.

The findings indicated that there is some variation between the Yots in terms of their approach to whether young people should be included in Catch and Convict or not. In the majority of cases Yots either nominate cases for consideration and/or discuss cases that have been highlighted through the application of the police matrix. Some Yots indicated that whilst they are happy to discuss and exchange information about young people highlighted by the police matrix, they do not feel that it was necessary to classify them under Catch and Convict. They prefer to maintain cases as Prevent and Deter under the close supervision of the YOT, additional surveillance could be requested from the police or other elements strengthened in the supervision plan. Catch and Convict is therefore the means of keeping the situation and circumstances under review, with the PPO group being a useful forum for exchanging information about young people whose offending or behaviour is giving cause for concern and for determining whether additional supervision, surveillance and support is required. However, Other Yots have no apparent issues in this respect and as a result some areas classify young people under Catch and Convict, whereas others do not. At the time the research was undertaken there were 5 Yots who did not have any young people identified under Catch and Convict.

An issue to emerge from the research was that there are differences in the way that the police matrix is being applied across North Wales. The western and central areas are using a different version to that in the East, meaning that an individual could be potentially be included in one area, but not in another.

When discussed in PPO groups, young people tend to be considered because they are:

- Not complying/engaging with ISSP or other interventions.
- Approaching 18 years of age, will be transferred to the Probation Service, but are still on the Prevent and Deter list.
- High risk cases for various reasons (normally concerns about an escalation in offending).

With regard to the first point, this appears to accord with the GOL/YJB guidance, which suggests that involvement in this element of the strategy can arise if Prevent and Deter has not proved to be effective and only if the young people meet the local criteria. The indications are that Yots discuss cases, suggesting the position is negotiable. For the majority, this relates to Deter cases only, however, Monmouth Torfaen indicated that they have started to provide the PPO group with information about 'at risk' cases to ensure that partners are aware of the range of work being undertaken with young people.

What was also apparent, from the review is that the processes for identifying cases for inclusion (or not) and how this occurs tends not to be documented or formalised, nor are they specific agreements about how the different elements of the overall PPO strategy relate to one another.

Other considerations with regard to Catch and Convict/Rehabilitate and Resettle are what enhanced services can be put in place for those that are identified. Whilst Prevent and Deter aims to offer support and interventions to identified young people, the indications are the other strands tend to mean that individuals will be subject to additional police surveillance and monitoring, but not necessarily supportive interventions. This is because adults who are sentenced to less than 12 months in custody do not come out of custody on licence, meaning that they will not be receiving support from the Probation Service. Catch and Convict/Rehabilitate and Resettle provides the means by which those who have been identified prolific and other priority offenders can be placed under surveillance, rather than probation service supervision, which they are advised of. The Police and Probation service coordinate this. The position for young people is different in that they all come out of custody, irrespective of the length of their sentence on licence and are therefore supervised in accordance with the National Standards for Youth Justice (2004) by the YOT. A number of Yots in South Wales indicated that classification under Catch and Convict/Rehabilitate and Resettle would mean the provision of a Criminal Justice "premium service" to those individuals, which involves more intensive case management, prioritisation of additional support, fast tracking back to court and enhanced intelligence, surveillance and enforcement. However this was not universally commented on by all Yots.

APPENDIX 1

## Yot managers and staff interviewed for the review

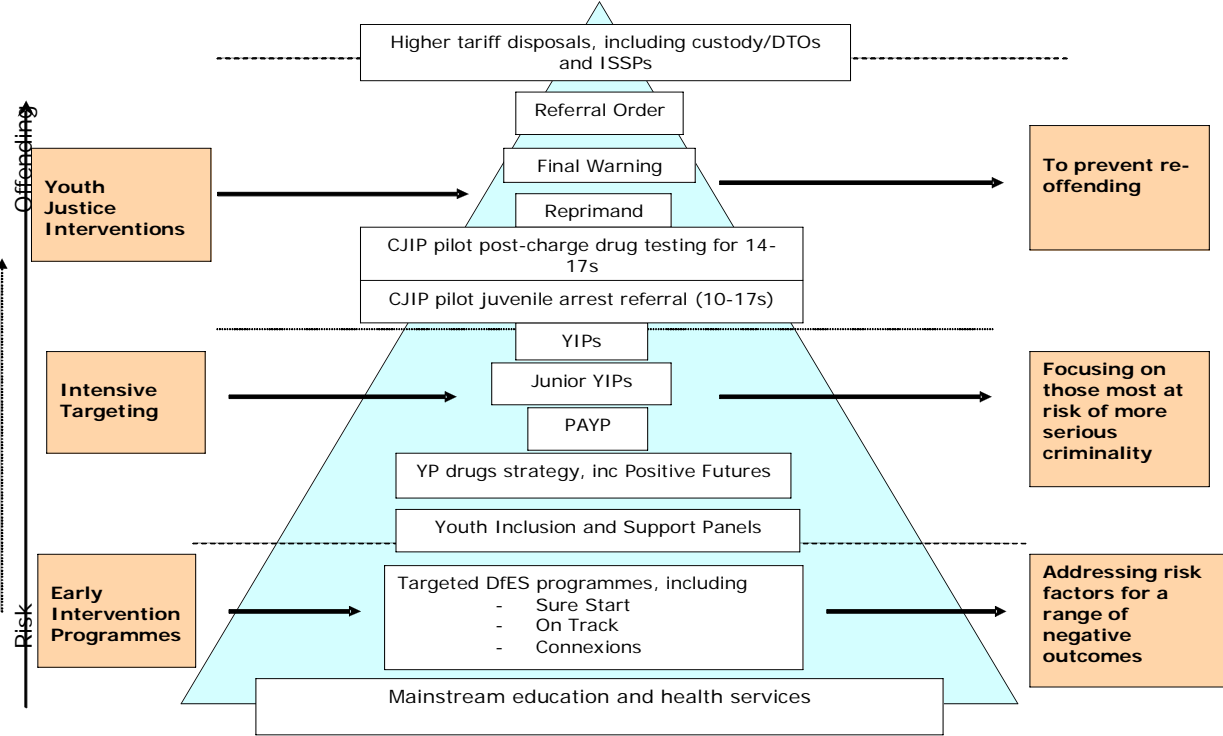
YOT	Name of Interviewee	Job Title
Blaenau Gwent and Caerphilly	Ron Boden Michaela Rogers	YOT Manager Operational Manager
Bridgend	Mal Gay	YOT Manager
Cardiff	Ingrid Masmeyer Andy Collins	YOT Manager Prevention Manager
Carmarthenshire	Richard Summers Iwan Davies	YOT Manager Early Intervention and Prevention Manager
Ceredigion	Liam McPherson	YOT Manager
Conwy Denbighshire	Lesley Kew	Operations Manager
Gwynedd Mon	Aneste Frazer	YOT Manager
Flintshire	Jayne Belton	Operations Manager
Merthyr Tydfil	Alan Elmer	YOT Manager
Monmouthshire Torfean	Steve Williams	YOT Manager
Neath Port Talbot	Mike Goldman	YOT Manager
Newport	Andrew Walsgrove Mike McCarthy	YOT Manager Prevention Manager
Pembrokeshire	Liz King	Acting YOT Manager
Powys	Mary O'Grady Lesley Jones	YOT Manager Prevention Manager
Rhondda Cynon Taff	Elsbeth Wynn	Prevention Manager
Swansea	Eddie Isles Steve Mathews Heather Burnside	YOT Manager Prevention Manager Information Officer
Vale of Glamorgan	Jane Hoey Simon Newman	YOT Manager Operations Manager
Wrexham	Emma Rathbone	Operations Manager

APPENDIX 2

**Prolific and other priority offenders strategy**

The model identifies the following:

- For some young people, targeted early intervention programmes help them to avoid offending.
- For a smaller group, more intensive targeted programmes are required to steer them away from more serious criminality
- For those who do go on to offend, youth justice interventions focus on preventing re-offending behaviour.



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