

Executive Board
20 September 2022

Subject:	Youth Endowment Fund – Another Chance Programme
Corporate Director(s)/Director(s):	Catherine Underwood, Corporate Director for People
Portfolio Holder(s):	Councillor Cheryl Barnard, Portfolio Holder for Children, Young People and Schools
Report author and contact details:	Simon Newling-Ward, Service Manager – Nottingham City Youth Justice Service simon.newling-ward@nottinghamcity.gov.uk
Other colleagues who have provided input:	
Subject to call-in: <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Key Decision: <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Criteria for Key Decision:	
(a) <input type="checkbox"/> Expenditure <input checked="" type="checkbox"/> Income <input type="checkbox"/> Savings of £750,000 or more taking account of the overall impact of the decision	
and/or	
(b) Significant impact on communities living or working in two or more wards in the City <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Type of expenditure: <input checked="" type="checkbox"/> Revenue <input type="checkbox"/> Capital	
Total value of the decision: £831,675	
Wards affected: All	
Date of consultation with Portfolio Holder(s):	
Relevant Council Plan Key Outcome:	
Clean and Connected Communities	<input type="checkbox"/>
Keeping Nottingham Working	<input type="checkbox"/>
Carbon Neutral by 2028	<input type="checkbox"/>
Safer Nottingham	<input checked="" type="checkbox"/>
Child-Friendly Nottingham	<input checked="" type="checkbox"/>
Healthy and Inclusive	<input checked="" type="checkbox"/>
Keeping Nottingham Moving	<input type="checkbox"/>
Improve the City Centre	<input type="checkbox"/>
Better Housing	<input type="checkbox"/>
Financial Stability	<input type="checkbox"/>
Serving People Well	<input checked="" type="checkbox"/>

Summary of issues (including benefits to citizens/service users):

The Youth Justice Service (YJS) in partnership with the Violence Reduction Unit (VRU) has successfully been awarded funding from the Youth Endowment Fund (YEF) for a three-year programme entitled Another Chance. This programme is based on the Focused Deterrence model. The project sponsor is the Police and Crime Commissioner (PCC) and the funding agreement is between the YEF and PCC. It is the VRU, on behalf of the PCC, that will submit the monitoring and payment requests. The funds will provide for three new Targeted Youth Support Workers, a Researcher, a Specialist Mental Health Practitioner, Business Support and a Hub Manager.

Does this report contain any information that is exempt from publication?

No

Recommendation(s):

1. To accept £831,675 from the Youth Endowment Fund to deliver the Another Chance Focussed Deterrence programme over the next three years.

1. Reasons for recommendations

1.1 Focused Deterrence identifies a high-risk cohort and uses three levers to influence their behaviour: an awareness that the local community wants to see change, practical support to make that change and an awareness that there will be prompt consequences for non-compliance. The Service proposal operates within this model, but frames it for the local context as follows:

- The mapped cohort is young people aged 14-25 years involved in gangs or criminal exploitation and therefore at risk of violence.
- Community comprises not only family and peers, but also criminals responsible for exploitation. Locally, there is a strong intelligence-led understanding of the Organised Crime Groups that are largely responsible to exploiting children and young people – the Service will support families to access positive pathways whilst disrupting criminal networks.
- Existing analytical products mean that the Service already has a good understanding of community strengths and deficits in the areas in which the cohort live and operate, and it will be responsive to this.
- The cohort has multiple adverse childhood experiences that can be a driver for violent behaviour – the Service approach focuses on identifying and addressing trauma. Engagement will offer a range of support, but stabilising behaviour and beginning to address mental health will be key.

Model

1.2 The proposed model comprises the following:

- **An enhanced information flow**, not only within the strands of the project (community, support, and deterrence) but more widely with related functions such as the Council's Modern Slavery team and dedicated Police knife crime team.

This will be delivered by a dedicated analyst linked into both Police and Council data, as well as community intelligence. The Service is also keen to develop better use of social network analysis within partnership working as early trials have been encouraging.

- **Community support and involvement** is partially described in the previous section as this is the leading edge of delivery. Community development is only effective as a continuous process. The Service is fortunate to have an incredibly extensive community offer, of over 110 voluntary and community sector (VCS) organisations in Nottingham focussed on reducing serious violence with strong partnership links with the VRU. There is an established youth work programme, in collaboration with the National Youth Agency, which has been co-produced with young people and the VCS to increase the quality of youth diversion in the area and provide equitable access to workforce development.
- This project will build on existing good practice locally, which includes not only collaboration to reduce youth violence but strong networks focusing on modern slavery and on new and emerging communities that will both be relevant for this work. This project is in many ways a place-based initiative with a focus on Basford, Meadows, Radford and Top Valley, which are the areas linked to our gangs. The Service anticipates relatively small, bespoke initiatives in all these areas to meet identified needs.
- **The Deterrence element** has a macro and a micro strand. Over three years, there will be an operation to dismantle the street gangs based on the risk of harm they present to young people and the role they play in organised criminality. This will involve a range of tactics, such as disruption of gang activity. It will also involve making organised criminals aware of the consequences of exploiting children. More specifically, the project caseload will be the subject of immediate sanctions where they are deemed to be non-compliant. This will involve not only Integrated Offender Management/Probation and Youth Justice, but also Neighbourhood Policing and Police officers in schools.
- **The Support offer** is the largest new resource as this expands the existing YJS-led Exploitation and Violence Reduction Team to take on new functions in engaging and overseeing the identified cohort. This will involve additional Targeted Youth Support Workers to act as navigators. Particularly important will be the new role of a Psychiatric Nurse, capable of screening and providing initial mental health support for children scarred by familial and street violence, as well as other traumas. The Team will also have new Business Support Officer, in part reflecting the need to manage information for YEF and the evaluator, but also this Team will be the coordinating centre for the project responsible for arranging briefings and the Operational Project Group.

Outcomes

1.3 The Service seeks to achieve the following outcomes:

- reductions in weapon-enabled offences in the City where victims are under 25 years of age;

- reductions in weapon-enabled offences in the City where offenders (where known) are under 25 years of age;
- increase in community confidence in policing in target neighbourhoods (measure to be developed in preparation phase);
- significantly reduced violent offending by children and young people included in the project;
- reduced offending by children and young people included in the project;
- increased in proportion of children and young people included in the project registered with a GP and dentist, in education (and attending), training or employment and registered as unemployed with the Department for Work and Pensions, if appropriate;
- reduction in size and membership of urban street groups in Nottingham;
- reduction in criminal exploitation;
- improved data sharing and partnership collaboration to be assessed by evaluation partner;
- a well understood and effective focused deterrence model that will be sustained by local agencies (resourced for scale of problem profile at different times); and
- robust evaluation of project added to YEF Toolkit and national scaling up.

2. Background

- 2.1 Focused Deterrence is an approach to violence reduction that was developed in Boston (USA) in the mid-1990s. It recognises that most serious violence is associated with a small group of people who are themselves very likely to be victims of violence, trauma and extremely challenging circumstances. Their involvement in violence is often driven by exploitation, victimisation and self-protection.
- 2.2 Focused Deterrence attempts to identify the people most likely to be involved in violence and supports them to stop. The age of the people involved depends on the context and the crime problem identified but projects have worked with children as young as 14 or 15. It involves:
- **Support:** help for people involved in violence to access positive support and social services.
 - **Community engagement:** engaging the wider community to communicate that they want violence to stop and those involved to be safe, provide support, and encourage reintegration in the community. Projects will often arrange engagement between the people who are the focus of the intervention and victims' family members, reformed former group members, and faith leaders.
 - **Deterrence:** clear communication of the consequences of violence and swift and certain enforcement if violence occurs.
- 2.3 Amanda Solloway MP, Minister for Safeguarding, said: "Serious violence has a devastating impact on individuals and communities. This year, the Government has invested £130 million to address serious violence and homicide, delivering our twin-track approach which combines tough enforcement with early intervention to divert young people away from crime. As part of this, we are committed to testing and evaluating what really works to prevent violence. This is why we are providing £3 million to the Youth Endowment Fund to test the Focused Deterrence approach in the UK context."

2.4 Jon Yates, Executive Director at the YEF, said: “From Chicago to Glasgow, focused deterrence has saved lives. When we get the police and the community to work together, we can identify and support young people and pull them away from crime and violence. This has worked across the world. We now need to get it working in England. Together, we can make sure that every child’s life is free from violence.”

3. Other options considered in making recommendations

3.1 To not accept the grant and or run the programme: this option is rejected, as the Another Chance programme is intended to improve the lives of vulnerable young people.

4. Consideration of Risk

4.1 The only risk at this time is of not accepting the money from the YEF. If this happens, this programme will not go ahead.

5. Finance colleague comments

5.1 The VRU and YJS has had a successful partnership for many years in Nottingham, and the acceptance of this money will continue this relationship over the next three years. Initial funding of £150,675 is being paid to the VRU for project management and set up costs in the 2022/23 financial year, and £300,500 will be granted to the Council for spending on staff costs within the financial years of 2023/24 and 2024/25. The £80,000 will be spent within the financial year 2025/26 and it is expected that the project will finish at the end of May of that financial year.

Comments provided by Clare Rickett, Senior Commercial Business Partner, on 1 September 2022.

6. Legal colleague comments

6.1 The VRU has, with named partners including the Council and the PCC, successfully applied for funding from the YEF for the purposes set out by the report author in the main body of the report. The PCC (the project sponsor) will receive the funding. It is intended that the PCC will enter into a written agreement with the Council for the payment of the staffing costs to be incurred by the Council for new staff to be engaged by the Council who will work on the project. The risk to the Council is that funding is only guaranteed until March 2023 and the project (and new staff positions) will be for 3 years. The Council will be paid quarterly, in advance. The Council has not yet had sight of the proposed terms and conditions of the funding agreement. The risk to the Council could be reduced by entering into shorter fixed-term contracts with the new staff for the period for which funding is guaranteed.

Comments provided by Sarah O’Bradaigh, Senior Solicitor, on 1 September 2022.

7. Human Resources (HR) colleague comments

- 7.1 This proposal seeks to establish a number of new posts for the duration of the programme. Three Targeted Youth Support Workers, Researcher, Specialist Mental Health Practitioner, Business Support Officer and a Hub Manager. All new posts will be subject to the job evaluation process.
- 7.2 Management should be aware that the selected candidate(s) should commence on a starting salary of Level One within the respective Grade, unless the appointed colleague is already in employment at the Council and on Level Two of the same grade, in which case the employee would be matched over at the rate of pay they currently receive.
- 7.3 There will need to be a support and development plan for the new post-holder once appointed in line with managing performance through the new probationary policy. As the post is initially temporary, an appropriate exit strategy must be in place in order to terminate the contract in line with Council guidance, in the event that the post cannot be made permanent at the end of the fixed-term period. Management will need to ensure appropriate timelines are in place to notify the affected employee and give appropriate notice.
- 7.4 If funding is accepted, management of the posts will remain with NCC, and NCC will retain all employment liabilities including any exit payments that may be payable at the end of the funding period.

Comments provided by Leanne Sharp, HR Consultant, on 31 August 2022.

8. Crime and Disorder Implications

- 8.1 The YEF's evidence shows that focused deterrence could have a high impact on reducing violent crime. This programme seeks to have a significant impact on the rates of First Time Entrants to the YJS and on the serious youth violence in the City.

9. Equality Impact Assessment (EIA)

- 9.1 An EIA is not required because the report does not contain proposals for a new or changing policy, service or function.

10. Data Protection Impact Assessment (DPIA)

- 10.1 A DPIA is not required because the report does not concern the collection of personal data.

11. Carbon Impact Assessment (CIA)

- 11.1 A CIA is not required because the proposals do not have a carbon impact.

12. List of background papers relied upon in writing this report

- 12.1 None.

13. Published documents referred to in this report

13.1 None.