



## FORWARD TIMETABLE OF CONSULTATION AND MEETINGS

Overview & Scrutiny Committee  
Full Cabinet  
Full Council

15 April 2010  
19 April 2010  
June 2010

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### Youth Justice Planning Framework 2010/11

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#### Report by Head of the Youth Offending Service

#### 1. Purpose of the Report

- 1.1 The report provides a summary and overview of the 2010/11 Youth Justice Performance Improvement Framework (YJPIF) submitted to the Youth Justice Board (YJB) by the Youth Offending Service (YOS) as a requirement of the Crime and Disorder Act (1998).
- 1.2 The YJPIF serves a number of functions:
- Provides the strategic context for youth justice partnership working
  - Delivers a capacity and capability self assessment of Leicester YOS
  - Considers whether resources provide value for money
  - Identifies risks to future delivery and associated action plans

#### 2. Summary

- 2.1 The YJPIF identifies YOS partnership performance with the aim of improving outcomes for young people who commit crime and members of the community who are the victims of crime. YOS partnership activity is measured through its contribution to the following strategic objectives:
- Preventing offending by young people
  - Reducing re-offending by young people
  - Ensuring safe and effective use of custody
  - Increasing victim and public confidence
- 2.2 The YJPIF places YOS partnership activity in the context of One Leicester strategic priorities of Investing in our Children and Creating Thriving Safe Communities. Partnership activity to prevent young people offending and reduce re-offending also contributes to a range of CAA priorities to reduce overall crime in Leicester whilst narrowing the gap and improving wellbeing and attainment for children and young people. The work of the service also contributes towards promoting community cohesion by offering young people opportunities to make positive contributions to their local communities.

- 2.3 Preventing young people from becoming involved in crime and anti social behaviour and reducing the impact of crime on victims, families and communities requires strong local partnership working. The YJPIF identifies how YOS partnership activity and resources contribute towards a range of partnership strategies aimed at improving these outcomes.
- 2.4 The most recent YOS inspection led by HM Inspectorate of Probation in 2008 provided the YOS with six good judgements and two adequate judgements in work with parents and with victims of crime. Following implementation of a multi agency action plan the local YOS partnership rating was revised by the YJB in 2009 and is currently rated as excellent with outstanding prospects for future improvement.
- 2.5 The current capacity and capability self assessment identifies the YOS partnership as excellent in some areas and good in other areas with a capacity to continue to improve in areas of managing safeguarding, ensuring the effective use of custody for young people and continuing to improve public confidence in the criminal justice system.
- 2.6 YOS performance across six national indicators is above the most similar YOS family in five key areas including reducing first time entrants to the criminal justice system, preventing youth re-offending and increasing engagement in education, training and employment. The YOS performs 1% below the national average for reducing the numbers of young people in custody.
- 2.7 A more detailed strategic needs assessment should be completed in relation to youth crime activity prior to a full YOS organisational review of services across the partnership aligned to the reconfiguration of Youth Support Services for all 13-19 year olds. This function will support service efficiency and improvement plans for both targeted and universal support services and support delivery of the YOS partnership improvement plan.

### **3. Recommendations**

- 3.1 Cabinet and Council are asked to note and approve the following YJPIF elements:
  - Youth Justice Strategic Plan 2010/11
  - Capacity & Capability Self Assessment & Performance Overview
  - YOS Partnership Improvement Plan & Organisational Review

### **4. Financial Implications** Ravi Lakhani (Accountancy x 29 8806)

- 4.1 The YOS partnership is funded through a combination of direct grant from the Youth Justice Board (YJB), associated government grants aimed at preventing youth crime, and statutory partnership funding from Council, Police, Probation Service Trust and Health Primary Care Trust.
- 4.2 Financial and in kind contributions for 2010/11 have been agreed with central government YJB and local strategic partners at 2009/10 levels without inflation. The funding split is as follows:

	£	%
Pooled Budget	690,200	20
Grants	2,135,000	62
Direct LCC Budget	635,500	18
<b>Total</b>	<b>3,460,700</b>	<b>100</b>

4.3 As a result of over 60% of funding coming from Central Government grants there is a real risk that front line service delivery may be affected as it is widely anticipated that there will be a reduction in grant funding from Central Government from 2011/12. The anticipated service/staffing review will help to ensure that statutory service provision is maintained and improved whilst delivering more integrated prevention services.

#### 4.4 Legal Implications

Beena Adatia Senior Solicitor (ext 29 6378)

This report is to provide a summary and overview of the 2010/2011 Youth Justice Performance and Improvement Framework (YJPIF) submitted to the Youth Justice Board and recommends Cabinet and Council to approve certain elements of the YJPIF as described in paragraph 3. Accordingly there are no specific legal implications. In general terms the Council has statutory obligations and duties in relation to crime reduction and equalities including those relating to the work of the YOS, crime reduction and equalities within the Crime and Disorder Act 1998 and the Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007. Officers have identified that governance, planning and funding arrangements are contained in 'Sustaining the Success' guidance that will be reviewed nationally by YJB in 2010 in parallel to the planned local organisational review. In addition, under the Council's Constitution, the Crime and Disorder Reduction Strategy and Youth Justice Strategy is a matter reserved to full Council.

### 5. Equality and Diversity

5.1 The YJPIF requires YOS to consider equality and diversity issues both in relation to workforce development issues and service provision. A full Equality Impact Assessment of the YJPIF has been completed with support from the Equalities Unit and with the involvement of stakeholders, including statutory partners, service users and voluntary sector providers.

### 6. Report Author/Officer to contact:

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<b>Key Decision</b>	Yes
<b>Reason</b>	Is significant in terms of its effect on communities living or working in an area comprising more than one ward
<b>Appeared in Forward Plan</b>	Yes
<b>Executive or Council Decision</b>	Executive (Cabinet)

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### **Youth Justice Planning Framework 2010/11**

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## **SUPPORTING INFORMATION**

### **1. Background**

#### **The Youth Justice Planning Improvement Framework 2010/11**

- 1.1 The Youth Justice Planning Improvement Framework (YJPIF) replaces the annual Youth Justice Plan submitted to the Youth Justice Board (YJB) by the Youth Offending Service (YOS) as a requirement of the Crime & Disorder Act 1998. Revised YJB guidance proposes that YOS should submit their strategic plan in line with their own local authority strategic planning processes and timescales using their local authority business planning templates.
- 1.2 The YJPIF includes a range of elements that work together to improve YOS practice and performance. As part of the framework, the local Partnership is required to submit an annual Youth Justice Strategic Plan and a Capacity and Capability self-assessment. Locally the partnership has agreed to complete the annual review of the strategic plan at the same time as the capacity and capability self assessment linked to a strategic needs assessment. Both processes will then inform the action plan to address any risks to future delivery.
- 1.3 The YJPIF must be signed off by all statutory partners and the YJB will feedback any additional risks identified into their quarterly risk profiling activity. The Plan will not be scored as part of the annual overall YOS partnership performance judgement.
- 1.4 The YOS partnership are required to provide evidence of effective delivery of services against nine capacity and capability outcome areas each of which have a number of critical activities. Each outcome area must be assigned a self assessment score from 1 (below minimum requirements) to 4 (consistently above minimum requirements). The provisional scores contained in this report will then be subject to external validation by the YJB.

- 1.5 An overall YOS judgement score will be provided by the YJB based on capacity and capability scores and equal weighting to performance outcomes against six national indicators, to provide YOS contribution to CAA process.

## **2.0 YOS Strategic Plan 2010/11**

- 2.1 The YOS Strategic Plan is divided into four areas that set the context for partnership activity to prevent offending and reduce re-offending by young people:

### **Structure and Governance**

- 2.2 The YOS is located within the Safer and Stronger Communities Division of the Local Authority who hold statutory responsibility for the delivery of services. Governance arrangements are overseen by a multi agency Young Offender Management Board (YOMB) chaired by the Strategic Director for Children and there is appropriate senior officer level representation from statutory partners.
- 2.3 Preventing offending and reducing reoffending by young people supports the strategic One Leicester priorities of Investing in Our Children and Creating Thriving Safe Communities. The YOS Manager is a member of the Investing in Children Priority Board, Leicester Children's Trust Board and Integrated Services Programme Board. This arrangement ensures YOS outcomes are supporting cross cutting strategic priorities being delivered through the Children and Young People's Plan and that duties to prevent offending under the Children Act 1989 and Children Act 2004 are appropriately discharged.
- 2.4 Responsibility for YOS within the City Council is overseen by the Service Director for Safer and Stronger Communities. This arrangement supports integrated working across DAAT and Community Safety functions in relation to young people who are offending or at risk of offending. The structural arrangements allow for a more integrated approach to tackling anti social behaviour and youth crime that will be further extended as neighbourhood working is developed across the partnership.
- 2.5 The YOS Manager is a member of the Safer Leicester Partnership Board (SLP) chaired by the Strategic Director for Adults and Communities. SLP priorities are reflected and supported by local YOS partnership activities in relation to preventing and reducing re-offending, reducing alcohol and substance misuse by young people and reducing nuisance youth and anti social behaviour.
- 2.6 The YOMB receives quarterly performance management reports identifying performance trends against six key national indicators with action plans to monitor and address performance issues where required. Reducing re-offending by young people (NI 19) is an LAA priority and performance is reported and monitored through both Leicester Children's Trust Board and Safer Leicester Partnership Board.
- 2.7 Local governance arrangements are compliant with national guidance contained in Establishing Youth Offending Teams 'Sustaining the Success' (2004). The local partnership is seen as a model of good leadership and governance and has been invited by the YJB to contribute to a 2010 revision of the YOT national framework guidance.

## Partnership arrangements

- 2.8 Partnership activity to prevent young people offending and reduce re-offending contributes to a range of CAA priorities to reduce overall crime in Leicester whilst narrowing the gap, improving wellbeing and increasing attainment for children and young people. Working with young people to prevent offending and reoffending, the partnership has made significant progress in tackling school non-attendance by young offenders and supporting pupils to return to formal education. Family support and guidance is also provided to reintegrate young people into school and their local communities.
- 2.9 The YOS is fully integrated into local partnership planning arrangements for both children and young people and criminal justice strategic priorities. Preventing offending activities support all five Every Child Matters delivery theme groups that coordinate delivery of the Children and Young People's Plan. The YOS has also contributed towards the strategic needs assessment for children and young people in relation to staying safe and making a positive contribution.
- 2.10 Preventing offending and reducing re-offending by young people is an important element of Safer Leicester Partnership priorities to reduce overall crime. YOS priorities are part of the thematic delivery groups for stronger neighbourhoods, reducing overall crime, reducing re-offending and alcohol and substance misuse. The YOS Manager is a member of the SLP Board and the partnership has provided additional resources for 2010/11 to support victims of youth crime, integrated offender management and activities to prevent young people from being involved in violent crime and gangs.
- 2.11 Partnership arrangements to reduce re-offending are being delivered through a sub regional Reducing Re-offending Board chaired by the Probation Trust. This arrangement formalises joint working between YOS, Probation and Police and partners and allows for a more seamless service to manage known offenders and take enforcement action where intelligence suggests there is a risk of further offending. Integrated offender management is complimented by established wrap around services provided for persistent young offenders through Intensive Supervision and Surveillance (ISS) and Independent Resettlement Services (IRS).
- 2.12 Reducing re-offending is a priority of the sub regional Leicester, Leicestershire and Rutland Local Criminal Justice Board (LCJB) who monitor both reducing first time entrants (NI 111) and reducing re-offending by young people (NI 19) as part of a contribution to shared PSA 24 priorities of increasing efficiency and effectiveness and public confidence in the criminal justice system. The LCJB is chaired by the Chief Prosecutor for Leicestershire and Rutland and the YOS Manager is LCJB vice chair. The City Council hosted a meeting of the LCJB in 2008 with support from the Chief Executive and Lead Member for Health and Communities that provided an opportunity to promote contributions of One Leicester to shared strategic priorities of preventing offending and improving public confidence.

- 2.13 Partnership work to prevent offending by young people is overseen by a multi agency youth crime prevention steering group chaired by the YOS Manager. Core to this work is the provision of voluntary and statutory support services to parents and carers. Youth crime prevention activity programmes for young people aged 8-13 years continue to operate in areas of the city with the highest rates of youth crime linked to integrated locality based working and funded through Children's Services Area Based Grant.
- 2.14 Leicester is a Youth Crime Action Plan priority area and additional funding from the DCSF has supported a range of partnership work to address youth crime and anti social behaviour including After School Patrols, Operation Stay Safe, an increase of unpaid community reparation work by known offenders at weekends and street based youth work to prevent anti social behaviour.
- 2.15 The development of more integrated youth support services for 13-19 years has provided the local partnership opportunities to work together to provide more targeted youth support for young people deemed vulnerable and at risk of involvement in youth crime. Additional investment and re-profiling of existing resources has allowed additional youth support activities on Friday evenings and weekends in areas with higher rates of youth crime.
- 2.16 A more integrated partnership approach to working with vulnerable young people is being piloted in North West Leicester linked to the roll out of 13-19 integrated youth hubs. The pilot aims to provide earlier identification and support to young people who are first time entrants, not in education training or employment, at risk of substance misuse and / or under age conception. The pilot supports PSA 14 and seeks to ensure that these young people once identified are provided information and guidance to engage in more positive activities as a 'pathway to success.' This work is being monitored through the Integrated Services Programme Board for Children and Young People. Support services to young people to prevent offending and reoffending will continue to be re-profiled to improve accessibility of services at a local neighbourhood level as part of the wider agenda for providing more integrated targeted and universal services for 13-19 year olds.
- 2.17 Responses to nuisance youth and anti social behaviour is coordinated by the Local Authority Anti Social Behaviour Unit (LASBU) in partnership with YOS, Police, Housing and other partners. Additional resources to work with young people at risk or involved in anti social behaviour is supported through a DCSF funded Challenge and Support Project. The partnership delivers a tiered response to youth anti social behaviour based on risk assessments and interventions ranging from voluntary support and advice through to legally enforceable orders.
- 2.18 YOS partnership working has supported the implementation of the scaled approach to assessing risk and vulnerability of young people who offend. This approach ensures that additional resources are targeted on the relatively small number of young people who are responsible for the majority of youth crime. Partnership working in this area has been strengthened through a multi agency Deter strategy for an Intensive Group of young offenders assessed as the greatest risk of offending.
- 2.19 The important role of the voluntary sector in partnership working with local communities to prevent crime and reduce risk of offending is recognised through the delivery of neighbourhood based crime prevention programmes,

housing and accommodation support, targeted youth and arts support work and the Prevent youth programme activities that are all delivered by third sector organisations.

- 2.20 The partnership has supported the development of an intensive Family Intervention Project (FIP) for families of Prolific and Priority Offenders (PPO) and Deter Young Offenders (DYO) with a view to providing wrap around services in a whole family approach to preventing offending. The FIP is an intensive family intervention model involving Police, Probation, YOS and Health services with family support services delivered holistically. This approach is aimed at supporting further reductions in re-offending locally.

### **Resourcing and value for money**

- 2.21 The YOS has aligned resources over recent years to ensure that the most intensive support and supervision is targeted at the small group of young people who present the greatest risk of repeat offending, whilst maintaining a focus on prevention of youth crime through integrated youth support services.
- 2.22 The YOS is funded through a combination of direct government grants from the YJB specifically allocated to prevent youth crime, financial and in kind contributions from statutory partners including Police, Probation Trust and Health (PCT), and cash contribution from the City Council. The total YOS budget is approximately £4m of which approximately £925,000 is funding from the City Council. Efficiency savings from the Council contribution to YOS have been identified as £50,000 for 2012/13 and these savings will be met from managed vacancies in the administration function to minimise impact on frontline service delivery.
- 2.23 There is no national formula for YOS resourcing so it is not possible to compare local YOS funding arrangements with most similar comparator family group at the present time. The YOMB are provided with quarterly financial monitoring reports and financial reporting has been developed to show contributions in kind as well as cash contributions.
- 2.24 The YJB has indicated that it will develop a formula for determining unit costs throughout the youth justice system to support local bench marking exercises. This work will support ongoing plans to provide further transparency to the 2011/12 partnership budgeting process.
- 2.25 The YOS makes significant use of volunteers to provide mentoring and advice support to young people at risk of offending. The City Council provides paid time off work for staff to act as volunteer Panel Members to support young people sentenced to Referral Orders who appear in the Youth Court for the first time. Volunteers provide an important resource and link to local communities, facilitating meetings between victims and offenders and improving public confidence in responses to youth crime.
- 2.26 The partnership plans to use the opportunity provided by the introduction of the new Youth Rehabilitation Order (YRO) and scaled approach to review deployment of existing resources and to ensure appropriate targeting to meet priority needs. It is proposed that a full YOS organisational review is led by the YOS Manager involving stakeholder consultation to improve organisational efficiency and effectiveness and appropriately align resources to deliver best value for money. This review will coincide with a planned



organisational review of 13-19 youth support services and will provide an opportunity for a more integrated service response to targeted youth support.

- 2.27 The development of neighbourhood working through both the Integrated Service Hubs (ISH) for Children and Young People and Adults & Communities will provide further opportunities for YOS to review its deployment into more locality based services. This will support delivery of more visible and efficient partnership working building on the success achieved with reducing first time entrants.

### **Risks to future delivery**

- 2.28 The significant reliance of YOS on YJB fixed term grant funding streams to March 2011 will provide a degree of risk and financial uncertainty in the coming year. Contingency plans will be put in place supported by the planned organisational review to ensure statutory services are funded beyond 2011 from existing base budget funding in the event of any reduced or terminated grant allocations for 2011/12.
- 2.29 The local partnership has sought to increase the proportion of YOS budget allocated to prevention activity over recent years as a more efficient and cost effective use of resources over the longer term. This strategy may come under pressure if partners core funding and contributions to YOS are reduced from 2011/12 with a focus on statutory rather than voluntary prevention services.
- 2.30 The majority of youth crime prevention programme activity is grant funded until March 2011 with a significant element of provision from the voluntary sector including Crime prevention programmes, Family Intervention Projects and Youth Crime Action Plan programmes. Project providers will need to be supported with sustainability support and guidance to ensure that they are contributing towards partnership priorities for 2011/12.

### **3.0 YOS Capacity & Capability Self Assessment**

- 3.1 The Capacity and Capability self assessment is divided into commentary on YOS performance against six key national indicators and a self assessment against nine critical activity areas that support preventing offending and reducing re-offending by young people.
- 3.2 The **overall YOS performance is strong** both in relation to most similar family areas and both regional and national performance. Significant achievements have been sustained in recent years in reducing the numbers of first time entrants into the youth justice system, increasing the numbers of young people known to YOS into education, training and employment and preventing re-offending as measured through a tracked cohort of known young offenders. By ensuring resources are provided more efficiently through partnership working, the YOS has been able to deliver ongoing improvements and access to universal services whilst targeting specialist services at the small group of young people who present the highest risk of offending.

3.3 Full performance is summarised as follows:

	NI 19	NI 43	NI 45	NI 46	NI 111
<b>Direction of travel</b>					
Sample/cohort size	333 & 266	967 & 844	511 & 458	630 & 494	
2007/08 NI performance	2.35 (2005)	5.7%	71.0%	95.0%	2172.94
2008/09 NI performance	1.18	7.8%	76.0%	97.4%	1336.62
% point diff.	-49.8%	+36.8%	+7.0%	+2.5%	-38%
Significant? (yes/no)	Yes	Yes	Yes	No	Yes
Assessment	Improving	Declining	Improving	Static	Improving
Score	4	0	2	1	4
<b>Family comparator</b>					
Sample/cohort size					
2008/09 YOT NI score	1.18	7.8%	76.0%	97.4%	1336.62
2008/09 Family NI score	1.22	8.0%	67.6%	95.9%	1992.65
% point diff.	-3.3%	-2.5%	+12.4%	+1.6%	-32.9%
Significant? (yes/no)	Yes	Yes	Yes	No	Yes
Assessment	Better	Worse	Worse	Close	Better
Score	4	0	0	1	4
<b>Overall score</b>	<b>20</b>				
<b>National Indicator performance judgement</b>	<b>Performing well against National Indicators (score of 18-23)</b>				

3.4 The initial YOS performance judgement combines direction of travel of national indicator performance with comparison to most similar family is **performing well against national indicators**. This judgement is subject to external validation by the YJB.

3.5 The local partnership must assign a score to each critical YOS activity areas on a scale of zero for poor to three for excellent.

- Assessment, planning, interventions and supervision (APIS)
- Resourcing and Workforce Development
- Access to universal and specialist services
- Reducing in First-time entrants to the youth justice system
- Reducing Reoffending
- Reducing the use of custody
- Risk of serious harm
- Safeguarding
- Victim and public confidence

## **Assessment, planning, interventions and supervision (APIS)**

- 3.6 Robust high quality assessment processes that provide timely and accurate assessment of needs, taking into account both safeguarding and public protection issues, are essential to the delivery of effective YOS supervision and support for young people who commit crime.
- 3.7 The YOS continues to invest in staff training and development in core assessment skills, supported through a quality assurance framework overseen by the YOS Performance Manager. A regional peer scrutiny exercise of assessments on risk of custody cases led by the YJB in 2008, showed Leicester YOS with the highest level of good and excellent rated assessments across the East Midlands.
- 3.8 The YOS has an APIS Improvement Plan to ensure any ongoing staff training needs are identified and met in relation to core assessments skills and this will continue to be monitored by the YOS Service & Performance Manager with an annual report to the partnership through the YOMB. Further work will need to be undertaken locally in 2010/11 linked to national developments to ensure YOS assessment processes are more fully integrated into the CAF framework for vulnerable children and young people.
- 3.9 A priority area for YOS activity in 2010/11 will be to gain a better understanding of the needs of young people who are offending to inform the future joint strategic needs assessment and planned YOS organisational review. This activity will be linked to a national re-evaluation of the 'What Works' agenda in relation to targeted support programmes for young people who are offending or at risk of involvement in crime and anti social behaviour.

## **Resourcing and Workforce Development**

- 3.10 The YOS is well resourced by the local partnership and has a highly skilled, motivated and trained workforce as acknowledged by HMIP Inspector 2008. There are a wide range of programmes available to support parents and young people who are involved in crime and anti social behaviour enhanced by services for victims and communities who are impacted by youth crime. Specialist programmes are provided both internally and in partnership with statutory services including Health, Probation, Police, Connexions, DAAT, Children and Young People Services, and the voluntary sector.
- 3.11 A number of existing services are funded through aligned budget arrangements, including drug and alcohol services for young people, accommodation support services and positive activities for young people. Further opportunities for pooling or aligning budgets to provide targeted youth support will be explored as part of the planned organisational reviews of both YOS and 13-19 Integrated Youth Support Services.
- 3.12 A significant amount (61%) of YOS activity is supported through ring fenced grants from central government in relation to youth crime prevention and working with repeat high risk offenders. Any reduction in grant funding streams beyond March 2011 is likely to have a significant impact on service delivery and arrangements will need to be in place through a service risk management plan to ensure ongoing provision of statutory duties in relation to supervision of known offenders.

- 3.13 The YOS has a highly diverse workforce and is representative of the many local communities that it serves across Leicester. There are a large number of trained volunteers who support the paid staff through activities including mentoring, youth advocacy, practical guidance and support and Community Panel Meetings bringing together victims and young offenders. Work with volunteers provides an important outreach function for YOS into local communities, supporting active citizenship whilst promoting confidence in the criminal justice system.
- 3.14 Leicester YOS has amongst the highest ratio of staff having completed the Professional Certificate in Effective Practice (PCEP) for Youth Justice practitioners and has promoted ongoing interactive modular learning supported through the Open University. Staff seconded to YOS receive ongoing training and support from their parent agencies whilst YOS staff are linked into Council corporate induction and training linked to supervision.
- 3.15 There is a specific focus on diversity needs training and dis- proportionality issues in relation to young people in the criminal justice system. The YOS maintains a highly regarded black cases forum that provides peer scrutiny for YOS staff presenting reports and assessments on black and minority young people and any identified training needs are fed back into the service plan.
- 3.16 A number of YOS staff have been supported in fixed term secondments out of the service to promote learning and good practice across agencies in working with vulnerable children and young people. This has included secondments linked to Children and Young Peoples Service to promote CAF integration, Adults and Communities to revise the anti social behaviour strategy, County YOS to support offender management coordination and YJB to support the Prevent agenda. These cross service secondments indicate the strength and diversity of skills of the YOS workforce. The YOS will continue to be integrated into the One Leicester, Children's Workforce Development and Criminal Justice Workforce Development strategies.
- 3.17 The YOS workforce training strategy will continue to focus on safeguarding and public protection linked to robust core assessment skills in relation to managing vulnerability and risk of serious harm. These elements are vital to public confidence in the criminal justice service and will be central themes of the HMIP YOS Core Case Inspection that will take place between 2010/12, providing evidence towards future CAA judgements.

### **Access to universal and specialist services**

- 3.18 In order to ensure continued success in both preventing crime and reducing re-offending, it is important that the YOS partnership maintains a balance between access and provision of universal services for all young people at risk of offending and more specialist targeted support and intervention.
- 3.19 Access to universal services including education, training and employment, youth support services, parenting support services, health and social care are traditionally met through referral by YOS staff to mainstream support services. The development of locality based integrated children's service hubs linked to the Common Assessment Framework (CAF) has provided an opportunity for better and earlier identification of young people at risk of involvement in crime or those who are first time entrants. Opportunities for

further joint working at a neighbourhood level to deliver more effective and efficient service delivery will be identified through review of 13-19 services.

- 3.20 The partnership supports a range of specialist services to address more complex needs in relation to young people in the criminal system including specialist CAMHS services provided by CPN staff seconded to YOS, Substance Misuse workers supported through DAAT, a specialist Accommodation Officer seconded from Housing, Connexions Service Personal Advisors and specialist Education and support staff including Education Welfare and Educational Psychology services. Reducing the numbers of young people not in education, employment and training (NEET) remains a partnership priority. Additional resources secured from the Working Neighbourhoods Fund (WNF) will provide dedicated mentoring support and pre-entry into employment training for young people leaving prison custody and those young people most at risk of repeat offending.
- 3.21 Prioritisation of partnership working to reduce LAC and Offending by YOS with CYPS, CPS and Police has led to a sustained fall in the ratio of LAC known to YOS who are offending. During 2003/04 a LAC young person was 6.2 times more likely to be an offender than for all young people. LAC offending has reduced consistently over several years, and for 2008/09 a LAC young person was only 1.1 times more likely to be an offender. The YOS now has one of the lowest rates for LAC offending in the country
- 3.22 YOS are in the process of reviewing existing joint service agreements with statutory partners to ensure provision reflects joint service priorities, identifies best practice in relation to improved outcomes for young people and delivers best value through efficiency and effectiveness.

### **Reducing in First-time entrants to the youth justice system**

- 3.23 A key component of the YOS strategy is to prevent young people from offending and when they do offend provide a timely and proportionate response reflecting both the seriousness of the offence and the views of the victim. The local partnership has supported a highly effective scheme for young people who are involved in minor criminal damage, theft, minor assault or anti social behaviour for the first time. The local scheme is known as Restorative Justice in Neighbourhoods (RAIN) and is delivered by the Police where there is victim consent and parental support.
- 3.24 Through adopting a more restorative approach to managing first time young offenders the partnership has secured a significant reduction (35 %) in the numbers of young people entering the criminal justice system in 2008-9 compared to 2007-8 through the courts. Initial research commissioned by Leicestershire Constabulary has indicated improved rates of both victim satisfaction and reduced re-offending rates for young people subject to the restorative approach. The LCJB partnership will continue to monitor impact of the scheme as part of a wider review of non court disposals being overseen by the Home Office in 2010.
- 3.25 Restorative approaches in neighbourhoods provide an opportunity for increased partnership working at a local community level supporting Council and neighbourhood policing priorities. The Police are working in partnership with other services to ensure first time entrants are appropriately signposted to additional youth support services and where appropriate linked to

integrated service hubs if a Common Assessment Framework is required to identify and support ongoing needs.

- 3.26 The partnership supports funding for dedicated youth crime prevention projects in three neighbourhoods with amongst the highest rates of reported youth crime across the City. These projects work with 8-12 year olds in close collaboration with schools and youth support agencies to identify risk and protective factors to promoting school inclusion, positive activities and strengthening families. The programmes are funded through the Children's Service's Area Based Grant until March 2011 and full outcome analysis will be completed in 2010 as part of the joint strategic needs assessment.
- 3.27 Leicester City is a Youth Crime Action Plan priority area and has delivered a range of activities supported with grant funding through DCSF to prevent young people becoming involved in crime. Notable activities in the first full year of the programme includes joint night time operations to target areas with reported nuisance youth and anti social behaviour through Operation Stay Safe, increased positive activities for young people, particularly on a Friday and Saturday night, extended youth centre opening hours, a summer alcohol education campaign to address underage drinking, and increased After School Patrols at locations with increased youth on youth crime.
- 3.28 The Leicester Youth Crime Action Plan strategy has received regional and national government recognition since its launch in 2008/9. A full impact and outcome analysis will be undertaken in 2010 linked to the organisational review of YOS and 13-19 targeted support services to address sustainability of services beyond 2011. Additional resources to tackle youth anti social behaviour have been provided by the Safer Leicester Partnership for 2010/11 and will also need to be reviewed as part of the Challenge & Support Project.

### **Reducing Reoffending**

- 3.29 The YOS has achieved a significant reduction (49 %) in the reducing the rate of offending measured against a cohort of known young offenders identified and tracked over a twelve month period. Re-offending rates are monitored on a quarterly basis with reports to the partnership through YOMB.
- 3.30 There are a range of partnership resources to manage and support high risk and repeat offenders who are living either in the community or placed in custody. Although overall numbers of young people who are Prolific and Priority Offenders (PPO) are relatively low, they are responsible for a disproportionate amount of overall crime.
- 3.31 The local partnership has worked to further improve existing monitoring, supervision and surveillance arrangements for high risk repeat offenders through the launch of the Deter Young Offender (DYO) strategy. This multi agency strategy is supported by all criminal justice partners and provides additional resources to both monitor and track high risk repeat offenders focussing on timeliness of response from arrest to sentence and targeted activities with an intensive group to reduce re-offending.
- 3.32 The YOS has instigated a high risk case management panel to consider incoming intelligence based on known risk and vulnerability factors for repeat offenders. Officer capacity has been extended through the Safer Leicester Partnership to provide funding for an additional Offender Management

Coordinator Post and this will link into existing arrangements for Local Offender Management Panels (LOMP) chaired by the Police.

- 3.33 A Family Intervention Project (FIP) for families of known Prolific and Priority Offenders has been commissioned with a grant from the DCSF as part of the Youth Crime Action Plan. The Project provides intensive wrap around services for the up to ten of the highest risk families with the intention of breaking the cycle of offending and providing a whole family approach to support. The project was commissioned in 2009 and a full impact analysis will be completed as part of the full review of YCAP funded activity.
- 3.34 Robust arrangements are in place for the management of young offenders in the community with clear guidance on acceptable and unacceptable absence and behaviour. There are clear protocols in place with HM Crown Prosecution and Courts Service in relation to enforcement activity where there is wilful non compliance or repeat offending. Although rates of custody are relatively low a significant proportion of custody cases for young people arise from enforcement action taken by the YOS through the Courts following non cooperation with community based sentences or further re-offending. Further analysis of court reports will be undertaken by the YOS Performance Manager to ensure all community enforcement options are fully utilised.

### **Reducing the use of custody**

- 3.35 Locally the ratio of young people receiving custodial sentences is 1% above the regional and family group average. This is likely to be in part due to the success of the first time entrant's scheme reducing the numbers of young people appearing in court for the first time for minor offences. As a result of the impact of more restorative approaches to minor offences numbers of young people appearing in court have reduced and the ratio of more serious offences that might attract a custodial sentence has increased.
- 3.36 The total number of young people receiving a custodial sentence remains relatively small and analysis suggests that custodial sentencing is being reserved for the most serious and repeat prolific offenders who pose the most risk to the community. The YOS has established a custody case panel to provide peer scrutiny of all cases where a young person is at risk of custody prior to sentence. Analysis of custody rates will continue to be monitored on a quarterly basis and reported to the partnership through YOMB.
- 3.37 Analysis of custody data for 2008/09 suggests that the most common age for young people receiving custodial sentences is 16/17 years old, most custodial sentences are made on white males and that black and minority ethnic young people are not disproportionately over represented. Over half of all custodial sentences (58%) are for short orders of up to four months, and the majority (73%) were given due to the seriousness and frequency of offending rather than for non compliance with community orders.
- 3.38 A comprehensive range of accommodation and bail support services are available to the courts to prevent young people being remanded into custody prior to sentencing and to support young people subject to community orders. The current YOS Accommodation Officer post is vacant due to secondment and will need to be replaced. There has been a loss of remand foster carers in recent years following retirements and replacement carers have proved

difficult to recruit. A review of existing Remand fostering and accommodation arrangements will need to be included in the YOS full organisational review.

- 3.39 The YOS manages a comprehensive sub regional Intensive Supervision and Surveillance (ISS) scheme on behalf of both Leicester & Leicestershire YOS. The scheme provides robust individual community supervision programmes as an alternative to custody for high risk and repeat offenders and is well regarded both locally and nationally. The Leicester ISS scheme has higher than national average completion rates and has received National recognition for its work with young people.
- 3.40 Resettlement services for young people returning to the community from custody are provided by a dedicated Independent Resettlement Service (IRS) that includes accommodation support and alcohol and substance misuse advice. The service has recently relocated to the Watershed Young Peoples Centre to provide a more integrated provision linked to community based 13-19 services. Additional resources secured through the Working Neighbourhood Fund (WNF) will support the provision of dedicated mentors to support young people leaving custody into training and employment. Impact and outcomes from this scheme will form part of the organisational review prior to the planned opening of Glen Parva YOI extension in 2012.

### **Risk of Harm**

- 3.41 The YOS is responsible for identifying where young people present a serious risk of harm to either themselves or others through their offending behaviour. Risk management procedures are robust and overseen by line managers through supervision of frontline staff reporting to the Service Manager.
- 3.42 The introduction of the scaled approach to assessment in November 2009 will provide the YOS with more detailed understanding of the needs of an intensive group assessed as the highest risk. Management of these cases is held by experienced YOS officers with support from line managers and the Offender Management Coordinator.
- 3.43 Young people who are identified as a risk of serious harm (ROSH) are subject to a comprehensive assessment aimed at addressing and managing specific risk factors. In many cases these young people are also deemed as vulnerable and are supported through a Vulnerability Management Plan (VMP) on a multi agency basis where appropriate. The YOS contribute to Multi Agency Prolific and Priority Offender Management (MAPPOM) arrangements with Probation and Police in appropriate cases.
- 3.44 A very small number of young people known to YOS are subject to Local Management Reports (LMR) following serious incidents. In these cases reports are provided to the YJB within set national standard timescales and individual action plans developed in relation to specific risks. As part of the multi agency responsibilities for safeguarding and public protection it is proposed that an annual report will be presented by the YOS Manager to YOMB, the new Children's Trust and Local Safeguarding Children's Board to highlight multi agency lessons learned from serious incidents.
- 3.45 A small number of young people convicted of sexual offences are managed through Multi Agency Public Protection Arrangements (MAPPA). Most of these young people are assessed as Level 1 (lowest level) risk and are



managed on a single agency basis by YOS staff with specialist training. The YOS will invest in additional training and support for staff to work with known sex offenders as part of the workforce development plan in 2010. A very small number of young people known to YOS are identified as at risk of radicalisation or extremism from the Far Right. Additional resources are deployed to identify and support these young people as part of the wider Prevent strategy. The local approach to the strategy is to provide voluntary support to young people and their families, working together to reduce identified risk factors within the context of promoting community cohesion and increasing young people's engagement in positive activities. Further work is planned in partnership with Children's and Young People's Services to support inter-generational work and positive images campaigns with young people.

- 3.46 The workforce training strategy will continue to prioritise risk of harm and public protection arrangements in 2010 and the Performance Manager will conduct a more detailed analysis of risk of serious harm and vulnerability management plans to inform future service configuration as part of the joint strategic needs assessment.

### **Safeguarding**

- 3.47 It is essential that young people who are involved in the criminal justice system are appropriately safeguarded whilst ensuring the public are protected. Young people placed in the secure estate including the prison system can be particularly vulnerable whilst risk factors associated with young people offending include unsuitable accommodation, inconsistent or absent parenting, substance and alcohol misuse and mental health problems.
- 3.48 All YOS staff are provided with core safeguarding training and bespoke training has been provided to YOS staff in partnership with the Local Safeguarding Unit. The YOS work closely with the Children's Services Social Care and Safeguarding Division in relation to safeguarding with young people who are offending. The YOS Manager is a member of the Local Safeguarding Children's Board and Service Managers for Safeguarding Children and YOS meet on a quarterly basis to discuss development needs. The YOS will complete a further internal safeguarding training audit to identify and prioritise ongoing training needs for 2010/11.
- 3.49 The YOS does not employ any dedicated social work staff and there are no social workers seconded from Children's Services into YOS, although a number of YOS workers are trained and qualified social workers and some of these staff have extensive experience working with children and families. It is proposed to review existing arrangements and consider whether YOS would benefit from more direct links with the newly configured 16 Plus services for vulnerable young people as part of the YOS organisational review.
- 3.50 Safeguarding procedures are regularly reviewed and the YOS Performance Manager will prepare an annual report for the YOMB and LSCB on safeguarding issues arising from serious incidents, referrals to social care services and aggregated data from vulnerability management plans.

### **Victim and public confidence**

- 3.51 The YOS has a significant contribution to make to improving victim and public confidence in the fairness and effectiveness of the criminal justice system. This work requires a partnership approach and is coordinated through the Victim and Witnesses Sub Group of the LCJB to ensure needs of victims and witnesses are placed at the heart of the criminal justice system. The YOS has a dedicated victim contact officer and all victims of serious offences are contacted and offered the opportunity to make a victim impact statement and be involved either directly or indirectly in restorative justice processes. The YOS has very high levels of self reported satisfaction rates from victims who engage with the service following initial contact.
- 3.52 The YOS are compliant with the Victims Charter and will expand services to more victims of youth crime following additional funding support from the Safer Leicester Partnership to recruit an additional victim contact officer. Additional services are also provided to victims of anti social behaviour through Victim Support as part of the Youth Crime Action Plan. Police resources have been deployed to ensure more victim impact statements are available to Courts at the point of sentence. Services to victims of youth crime and the role of YOS will need to be reviewed by the partnership in 2010 to ensure sustainability of service delivery.
- 3.53 The Restorative Approaches in Neighbourhoods (RAIN) scheme for minor first time offences by young people indicates a high level of victim satisfaction and offers the victim an opportunity to express their views at the time of the offence and consider suitable reparation and apology. The Referral Order sentence for most young people who appear in court for the first time also provides the opportunity for direct victim participation or indirect reparation and also demonstrates very high levels of victim satisfaction.
- 3.54 Improving public and staff confidence in the fairness and effectiveness of the criminal justice services is a major challenge both nationally and locally. Although young people are responsible for a smaller proportion of crime and anti social behaviour than adults and young people are most likely to be the victims of youth crime this does not correlate with public perception. Local surveys through CRAVE and Tell Us indicate that fear of being a victim of crime remains at significant levels and more work needs to be undertaken to understand and address these issues in relation to youth crime.
- 3.55 The partnership has supported a range of activities to encourage young people to make a positive contribution in relation to fear of crime and anti social behaviour. The Youth Crime Action Plan includes a Positive Images of young people campaign and there are a wide range of community based reparation opportunities together with Youth Justice Centre activities to allow young people to make community payback. The YOS will review the configuration of community reparation placements to assess impact and outcomes as part of the full organisational review in 2010.
- 3.56 The YOS are involved in analysis of a minimum data set across the criminal justice services to identify and analyse any race dis-proportionality. This work is overseen by the LCJB as part of the PSA 24 priority and the YOS Manager is co chair of the Local Implementation Team together with the Chair of the Race Equality Centre. Initial research has included analysis of Police stop and search data, non court disposals and Pre Sentence Reports on cases involving custodial sentences. Within YOS white males are the most over represented group whilst Asian young people are statistically under

represented compared to the general 10-17 year old population. Black young people are statistically over represented although total numbers are small. Ethnicity trends are monitored quarterly by YOS and reported to the partnership through the YOMB.

### **Partnership Improvement Plan**

- 3.57 A detailed partnership improvement plan arising from this report is contained in the appendix to this report.

### **Recommendations**

- 3.58 Council and Cabinet are asked to note, comment and approve the following YJPIF elements:

- Youth Justice Strategic Plan 2010/11
- Capacity & Capability Self Assessment & Performance Overview
- YOS Partnership Improvement Plan & Organisational Review

### **4. Financial Implications Ravi Lakhani (Accountancy x 29 8806)**

- 4.1 The YOS partnership is funded through a combination of direct grant from the Youth Justice Board (YJB), associated government grants aimed at preventing youth crime, and statutory partnership funding from Council, Police, Probation Service Trust and Health Primary Care Trust.

- 4.2 Financial and in kind contributions for 2010/11 have been agreed with central government YJB and local strategic partners at 2009/10 levels without inflation. The funding split is as follows:

	£	%
Pooled Budget	690,200	20
Grants	2,135,000	62
Direct LCC Budget	635,500	18
<b>Total</b>	<b>3,460,700</b>	<b>100</b>

- 4.3 As a result of over 60% of funding coming from Central Government grants there is a real risk that front line service delivery may be affected as it is widely anticipated that there will be a reduction in grant funding from Central Government from 2011/12. The anticipated service/staffing review will help to ensure that statutory service provision is maintained and improved whilst delivering more integrated prevention services.

### **4.4 Legal Implications**

Beena Adatia Senior Solicitor (ext 29 6378)

This report is to provide a summary and overview of the 2010/2011 Youth Justice Performance and Improvement Framework (YJPIF) submitted to the Youth Justice Board and recommends Cabinet and Council to approve certain elements of the YJPIF as described in paragraph 3. Accordingly there

are no specific legal implications. In general terms the Council has statutory obligations and duties in relation to crime reduction and equalities including those relating to the work of the YOS, crime reduction and equalities within the Crime and Disorder Act 1998 and the Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007. Officers have identified that governance, planning and funding arrangements are contained in 'Sustaining the Success' guidance that will be reviewed nationally by YJB in 2010 in parallel to the planned local organisational review. In addition, under the Council's Constitution, the Crime and Disorder Reduction Strategy and Youth Justice Strategy is a matter reserved to full Council.

- 4.5 Legal duties in relation to provision of YOS are contained in the Crime and Disorder Act 1998 whilst governance, planning and funding arrangements are contained in 'Sustaining the Success' guidance that will be reviewed nationally by YJB in 2010 in parallel to the planned local organisational review.

## 5. Climate Change Implications

- 5.1 None

## 6. Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph References within this report
Equal Opportunities	Y	All
Policy	Y	
Sustainable / Environmental	N	
Crime and Disorder	Y	All
Human Rights Act	N	
Elderly/People on Low Income	N	
Corporate Parenting	Y	
Health Inequalities Impact	Y	

## 7. Background Papers

Youth Justice Planning Improvement Framework Template & Guidance (2010)

Capacity & Capability Self Assessment Validation Notes (2010)

'Sustaining the Success' Establishing Youth Offending Teams (2004)

## 8. Consultation

18 <sup>th</sup> February 2010	YOMB Stakeholder Event
18 <sup>th</sup> Feb 4.00pm	Access, Inclusion & Participation DMT
8 <sup>th</sup> March 3.30pm	Social Care and Safeguarding SDMT
16 <sup>th</sup> March 2.00pm	Cllr Dempster Briefing
16 <sup>th</sup> March 3.00pm	Cllr Dawood Briefing
16 <sup>th</sup> March	Senior Management Board
17 <sup>th</sup> March 2.00pm	Health and Well-being Priority Board
17 <sup>th</sup> March	Full YOS Meeting (VAL)
18 <sup>th</sup> March	Safer & Stronger Communities DMT
18 <sup>th</sup> March 11.30am	Integrated Services Programme Board

22 <sup>nd</sup> March	Safer Leicester Partnership Board
26 <sup>th</sup> March	Leicester Children's Trust
29 <sup>th</sup> March	Cabinet Briefing
15 <sup>th</sup> April	Overview & Scrutiny Committee
19 <sup>th</sup> April	Full Cabinet
April 2010 TBC	Full Council
29 <sup>th</sup> April	YJB Validation Visit

**9. Report Author/Officer to Contact**

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**Section 3: YOT partnership improvement plan**

<b>Risk identified via C&amp;C Self-Assessment</b>	<b>Action to overcome this risk</b>	<b>Success criteria</b>	<b>Owner</b>	<b>Deadline</b>
Budget reductions through YJB Grants and or shared partnership contributions to YOS beyond March 2011.	Completion of strategic needs assessment, YOS organisational review and early budget setting for 2011/12.	YOS budget is able to deliver priority outcomes working across partnership to deliver efficiency and effectiveness.	YOT Manager	Ongoing 2010/11
Reduction in funding for youth crime prevention activities, as these are non statutory services	As above	Maintenance of existing levels of prevention funding and activity.	YOT Manager	Ongoing 2010/11
Use of Custody continues to increase as a proportion of all cases, as overall court population decreases.	Ongoing analysis of pre-sentence reports, implementation of YOS custody panel and monitoring of YRO.	Reduced rates of custody as a proportion of all court cases.	YOT Manager	Ongoing 2010/11
Increase in first time entrants following previous reductions or changes to non-court disposal policy nationally.	Integrated FTE partnership strategy supported through YOMB, LCJB and LCT	Sustained reduction in levels of first time entrants combined with reduced rates of reoffending and increased rates of victim satisfaction	YOT Manager	Ongoing 2010/11

<p>Improving public confidence in fairness and effectiveness of Criminal Justice System.</p>	<p>Integrated partnership approach to improving confidence, supported through YOMB/LCJB. YOS communication strategy to promote YOS partnership good news stories.</p>	<p>Evidence of increased public awareness, and confidence in fairness and effectiveness of YOS contribution to CJS</p>	<p>YOMB/Confidence board</p>	<p>Ongoing 2010/11</p>
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