



Leicester
City Council

Options for a Remodelled Youth Offending Service

Decision to be taken by: Assistant City Mayor, Children,
Young People and Schools

Decision to be taken on: 21 August 2018

Lead director: Andy Keeling

- Ward(s) affected: all
- Report author: Julia Conlon Head of Service Early Help Specialist Services
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- Report version number plus Code No from Report Tracking Database: Version 17

1. Summary

- 1.1. This report presents two options on savings from the Youth Offending Service budget, achieving a saving of approximately £670,000 and £710,000.
- 1.2. The drivers for the remodelling exercise are falling caseload numbers; recommendations from the Taylor report on Youth Justice, as well as savings requirements.
- 1.3. The City Council is by far the largest contributor to the overall budget and to the staffing budget, particularly when looking at local partners only. The City Council percentage contribution to the total YOS budget is towards the upper end of all YOS in England and Wales and the highest amongst the comparator areas in 2016/17.

2. Recommendations

- 2.1 To note the content of the report and subject to paragraph 2.3 below, to agree to the remodelling of the council Youth Offending service in order to achieve financial savings in the region of £670 - £710k required in the wider Children's Services financial savings requirements.
- 2.2 To agree to the proposed timeline for a revised and remodelled Youth Offending Service to be fully implemented by 31st December 2018.
- 2.3. To consider the range of options, and provide a steer as to which option should be progressed through formal engagement with the Council's statutory partners.

3. Supporting information

- 3.1. There is a need to remodel and reduce the City Council Youth Offending Service in order to achieve savings as part of the Children's Services Spending Review.
- 3.2. The Crime and Disorder Act 1998 lays out the minimum statutory requirements for YOS's. Section 39 (1) of this Act requires the co-operation of the named statutory partners to form a YOS. Section 38 (1. 2.) identifies the statutory

partners and places upon them a duty to co-operate in order to secure youth justice services appropriate to their area. The statutory partners are:

1. The local authority
2. Police
3. Probation service
4. Health

3.3. To support the YOS, additional partners may also be recruited to the joint strategic effort to prevent offending by children and young people. The Act doesn't prescribe how services are delivered, but sets out two principal statutory functions assigned to each YOS in section 39 (7):

- To co-ordinate the provision of youth justice services for all those in the authority's area who need them
- To carry out such functions assigned in the youth justice plan formulated by the local authority

3.4. In addition, by providing the youth justice services outlined at section 38 (4) of the Act, the local authority also addresses its duty, under paragraph 7 (b) of schedule 2 of the Children Act 1989, to take reasonable steps designed to encourage children and young people within the area not to commit offences.

3.5. The Act also places a duty upon statutory partners to fund youth justice services, with local authorities, on average paying a minimum of 50%. The Act doesn't direct what payments must be made in support of staffing contributions but does state minimum staffing requirements. YOS's must be made up of nominated and seconded staff from statutory partners. Providing dedicated staff with knowledge of their host agencies to the YOS's helps to support the ethos of a multi-agency team. Section 39 (5) of the Act highlights that seconded staff from probation, social care, police, local health and education are required but this should not be limited to these representatives and could include substance misuse workers, accommodation officers and a range of support staff.

3.6. A named YOS manager is specified within the Act as well as the requirement to hold a YOS management board, with the chair appointed by the chief executive of the local authority. All statutory funding partners must be represented on the board, but not limited to these.

3.7. Section 40 of the crime and Disorder Act 1998 sets out responsibility in relation to the production of an annual youth justice plan. The plan must be submitted to the Youth Justice Board and published in accordance with the directions of the Secretary of State.

3.8. The YOS must be recognisable as such, if called something different, and provide the main supervisory elements of statutory services:

1. Assessment of young people who have offended and management of risk and safeguarding issues
2. Supervision of young people who have been remanded to custody and those

- requiring support in the community, as directed by the court
3. Provision of pre-court interventions
 4. Supervision of young people who have been given court orders which are to be managed in the community, including the provision of a lay youth panel to discharge the responsibilities of referral orders.
 5. Sentence planning for young people in custody and their supervision on release.
- 3.9. YOS's also have a duty to cooperate with a number of agencies and bodies for example:
1. Multi-Agency Public Protection Arrangements (MAPPA)
 2. Children's services
 3. Local safeguarding Children's Boards regulations.
 4. Meet levels of service agreed nationally that bind all criminal justice agencies such as those set out in the Code of Practice for Victims of Crime (2005)
- 3.10. Over the last 10 years there has been a considerable reduction, both nationally and locally, of young people in the youth justice system. Although numbers of cases have reduced there has not been a corresponding reduction in funding of youth justice services. For the detail on this please refer to Appendix B in the report.
- 3.11. The dedicated Youth Justice Grant and associated grant funding for the YOS has significantly reduced over recent years. In order to offset the impact of this reduction in funding and to provide a dampening, Leicester City Council has increased its overall funding for the YOS. The ongoing reductions from central government funding combined with the significant reductions in the YOS caseload mean that this is not a sustainable position.
- 3.12. There is a small ring fenced grant from the Youth Justice Board of approximately £42,000 to provide a Junior Attendance Centre for Leicester and Leicestershire that is managed by the city YOS. We are reviewing our offer with county colleagues to understand how we can meet the needs of a small number of young people who make reparation by attending this provision on Saturday mornings. This review will be managed through a separate process and is not part of this consideration.
- 3.13. In 2015 the Government asked Charlie Taylor to carry out a review of the youth justice system in England and Wales. The report was published in December 2016. The key issues identified in the review and pertinent to this report are:
- reduced numbers of young people in the system and reduced funding means local authorities are now having to think about new delivery models
 - a narrow criminal justice response is insufficient for those still left in the system
 - the requirement for every area to have a youth offending team (YOS) should be removed, and the statutory duties of YOSs transferred to local authorities

- the Government has responded to the recommendations and has stated that the youth justice grant will continue to be ring-fenced, (although in practice it is likely to be substantially reduced in size, in the future but there has been a slight increase in 2017/18).
- 3.14. Currently the Crime and Disorder Act 1998 requires there to be a YOS in each area, and therefore any re-modelling in Leicester will need to retain the YOS.
- 3.15. The YOS underwent a Full Joint Inspection (FJI) by HMI Probation in early 2016 and the service was found to be satisfactory in 5 of the 6 judgement areas and to be good in the other. The YOS has implemented a post-inspection improvement action plan subject to monitoring through the Young Offenders Management Board (YOMB) and Midlands YJB Performance Advisor. It will be important for any reductions in funding not to impede implementation of the improvement plan and subsequent identified improvements.
- 3.16. It should also be understood that whilst there has been a 60% reduction in young people entering the Leicester youth justice system since 2012/13 and a 46% reduction in the local reoffending cohort between 2010 and 2014, this does not mean the YOS workload has reduced by the same degree, because the young people who remain in the system have, on average, more complex needs than previously. This is because while numbers have reduced at all tiers / risk and need levels numbers have reduced more quickly from the lower tiers / lower risk and need levels. It is also important to note that caseloads don't allow for the work that is undertaken for partnership working, development work and cases that are on the cusp on the Justice System.
- 3.17. The service is multi-agency with staff seconded into it from the other key partner agencies; Police, Probation and CAHMS (as required by the 1998 Crime and Disorder Act). However, the majority of the staff are employed directly by the City Council. This report is only concerned with the costs accruing to the City Council. A copy of the structure chart can be located in Appendix D in the report.
- 3.18. It should also be borne in mind that reductions in City Council funding may be followed by reductions in other partnership agencies. The city council in previous years have underwritten previous income lost due to reductions in partner funding to maintain YOS service delivery. This is no longer sustainable as there are not the reserves in place to supplement any loss in income.

4. Options

- 4.1. Two options have been put forward for consideration ranging in reductions of approximately £670,000 to £710,000. It is anticipated that Service Manager post is retained in both models to meet the statutory requirement to have a named YOS Manager in order to maintain the interface with the Youth Justice Board to complete and monitor outcomes of the annual youth justice plan. An analysis of impact of the options is presented in Appendix A
- 4.2. **Option One** reduces the YOS teams from four to three, reducing one Team Manager post; maintains a reduced number of YOS Officer and Youth Advocate posts as well as some specialist posts. This option includes retaining the Offender Management Co-ordinator and Victim Contact Officer posts and rationalises the Restorative Justice and Volunteer Co-ordinator posts from 2.0 FTE to 1.0 FTE as well as the Administration Team leader and Outcome and Performance Data Officer from 2.0 FTE to 1.0 FTE. Administration and Business support will be reduced in both models. A saving of **£677,700** would be achieved.
- 4.3. **Option Two** reduces the teams from four to three teams reducing one Team Manager post and maintains a reduced number of YOS Officer and Youth Advocates. This model retains some specialist posts including the Offender Management Co-ordinator, Victim Contact Officer posts and in this option the Restorative Justice Co-ordinator and Volunteer Co-ordinator are kept as distinct posts. The Administration Team Leader and Outcome and Performance Data Officer posts are merged from 2.0 FTE to 1.0 FTE. Administration and Business support will be reduced. A saving of **£707,500** would be achieved.
- 4.4. Both options reduce team managers from 4.0 FTE to 3.0 FTE; therefore, consideration would need to be made for out of hour on call process and weekend cover arrangements for court and will need to include the Service Manager on a rota basis.
- 4.5. Out of hours cover is in place to provide support during evening and weekends covering Social Care and Early Help services. There is opportunity to consider how this existing system can support the Youth Offending Team to reduce the need for this standalone cover arrangement.
- 4.6. The YOS will continue to require a city centre venue to meet the face to face contact requirements of the work with offenders and to be within easy reach of key partners i.e. court and police colleagues located in the city centre.
- 4.7. As the YOS is to exit Eagle House when the lease ends in 2019/20, there is opportunity to explore the development of an adolescent support service which could be co-located in the existing Connexions Centre based at 2 Wellington Street. This venue incorporates the delivery of the Care Leaver Hub starting 1st June 2018, alongside the existing NEET services for young

people who are unemployed delivered by Connexions. By co-locating services young people could more easily navigate support in one location and would enable a clearer rationale of Business and Administration support and the potential for further savings.

- 4.8. On 26th February 2018 LA's received an update on the position with the Youth Justice Grant and about potential changes to the grant that are being considered by the Youth Justice Board (YJB). The YJB pays grants to local authorities with the approval of the Secretary of State in respect to youth justice services and there are potential changes that the Board is considering to the Youth Justice Grant as youth justice services has not changed since 2010.
- 4.9. As a forerunner to this work, the YJB proposes to target a small portion of the total grant in the financial year 2018/2019 towards specific priorities. More detail on this and the scale of it will be confirmed when we have been advised of our overall budget allocation for 2018/2019. Any changes will start to be implemented in the 2019/20 financial year. Depending on the scale of any change, transition could take place over a number of years.

5. Consultation with Statutory Partners

- 5.1. Following on from the early engagement meetings in December and January 2018, a final consultation meeting on the options outlined in Appendix A was concluded on 16th May 2018. The Youth Offending Management Board representatives from police, health and probation services provided feedback on both options.
- 5.2. Option one was most supported for a number of reasons
- Option one was collectively supported to be the best option as it would still provide a small amount of flexibility and allow the service to meet statutory requirements
 - This option has the least reduced impact on case manager roles and therefore caseloads
 - Any reduction further to this as outlined in option two would have more severe repercussions for the quality of work undertaken, which given the positive progress in recent years would be disappointing
- 5.3. There were a number of questions where partners wanted clarity or reassurance. One question regarding any risks in merging the Restorative Justice and Volunteer Co-ordinator roles proposed in option one. We were able to reassure YOMB partners that there was capacity in both roles due to the reduction in young people known to the service and this could be achieved without the perceived negative impact.

A supplementary question regarding any identified risks in merging of the

Performance and Data Co-ordinator roles proposed in both option one and two. We were able to reassure YOMB partners that this was achievable as the Performance Officer post had been vacant for two years.

A further question raised concern about the YOS ability to meet out of court disposals and any increase in work further down the line, which if coupled with the trend of increasing First Time Entrants, could lead to risks to increased caseload numbers and quality. We acknowledged the concern raised and were able to provide reassurance for option one. Our calculations demonstrate that the number of case managers to cases would be able to meet demand. In option two there are higher caseloads per case manager and these would need closer monitoring as they were in the higher range regionally. This is shown in more detail in the comparative data in Appendix B.

Partners recommended that an equality impact assessment is undertaken to ensure the impact on provision is not so significant that individuals or groups of service users and/or staff are not disproportionately adversely affected. This is underway and contained in (Appendix E).

Post reorganisation a joint implementation plan to look at mitigating any risks based on the equality impact assessment. To meet this request we will add this as a standing agenda item for Youth Offending Management Board meetings.

A six months health check to look at impact of changes on performance with partner agencies and a formal review period is set. This was agreed as it is part of the post review implementation plan and is standard procedure.

There was recommendation to note the implementation in the performance timeline so that the Board could monitor the effect on performance. This was agreed and comparator data will be made available at YOMB meetings to support this request.

- 5.4. Overall Board members were reassured by the Head of Service and Service Manager that the YOS will be able to cope and with the workload and that this can be monitored closely through future Board meetings.

6. Summary

- 6.1. Given the analysis above, it is clear that there is scope for Leicester City Council to review its overall and staffing contributions to the YOS with a view to reductions to take account of the reducing number of service users. This would serve to bring Leicester more in line with other YOS in general and with the comparator YOS in particular.
- 6.2. Option One was most favoured by statutory partners as it allowed for a small amount of flexibility to respond to new and emerging issues such as a rise in knife crime, county lines and gang related violence.

- 6.3. It will be important, to ensure any reductions in City Council contributions to the YOS from 2017/18 are focused on areas which would have least impact on the YOS ability to discharge its responsibilities to reduce youth offending, protect the public and keep young people safe. Overall the YOS has seen a reduced number of service users with a high degree of complexity.
- 6.4. It should also be borne in mind that reductions in City Council funding may be followed by reductions in other partnership agency and YJB funding. For example, reductions by OPCC and CCG.
- 6.5. A final consideration should be that youth offending and anti-social behaviour have previously been of major concern to the public, the media and politicians, and it was in this context that the numbers of young people entering the youth justice system reached their peak in 2006/07. Whilst public concern has reduced significantly in recent years it is a volatile issue which could come to the fore again at any time. Therefore, any reductions to Leicester City YOS's capacity should take account of the fact that what goes down can also go back up.

7. Financial, legal and other implications

7.1 Financial implications

Our current budget savings proposals assume a savings level of £710k from the current YOS net budget, being £500k from the first spending review target and a further £210k to address additional savings targets. £240k of the £500k has already been taken out of the 2017/18 budget

Martin Judson, Head of Finance (ext 374101)

7.2 Legal implications

These legal implications are marked 'Not for Publication' because they contain exempt information as defined in paragraphs 4 and 5 of Part 1 of Schedule 12A of Local Government 1972 as amended: i.e. "Information relating to any consultations or negotiations or contemplated consultations or negotiations, in connection with any labour relations arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority." and "Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings."

7.3 Climate Change and Carbon Reduction implications

Climate Change and Carbon Reduction Implications

There are no significant climate change implications associated with this report.

Mark Jeffcote, Environment Team (x372251)

7.4 Equalities Implications

The council's Public Sector Equality Duty (PSED) as set out in the Equality Act 2010 requires decision makers to be aware of and take account of the impact of its proposals on those likely to be affected. In this instance recommendations to reduce the funding for the Youth Offending Service could have the potential to lead to negative impacts across the relevant protected characteristics as defined by the Equality Act.

It is recommended that an EIA be carried out for the two options proposed in the report to be able to effectively assess and explore the impact on the provision of services. An organisational review EIA will also need to be carried out for the preferred option in relation to the impact on council staff.

Sukhi Biring ext 37 4175

7.5 Other Implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

8. Background information and other papers:

None

9. Summary of appendices:

APPENDIX A - Leicester City Youth Offending Service: Options report for re-modelling

APPENDIX B - Review of Youth Offending Service comparative throughput, caseload, budget and staffing data

APPENDIX C - Analysis of Leicester Youth Offending Service Caseload

APPENDIX D – Current Structure Chart

APPENDIX E - Equality Impact Assessment

10. Is this a private report (If so, please indicated the reasons and state why it is not in the public interest to be dealt with publicly)?

No

- **Is this a “key decision”?**

Yes

- **If a key decision please explain reason**

The proposals will result in savings to the revenue budget of over £500k.

Leicester City Youth Offending Service: Options report for re-modelling

Purpose

This report has been completed in order to help it decide how the Youth Offending Service (YOS) should be re-modelled. The drivers for the re-modelling exercise are:

Falling caseloads at both a national and local level:

- 70% reduction in the national youth justice population between 2008/09 and 2013/14, and this is continuing
- 60% reduction in young people entering the Leicester YOS since 2012/13
- 46% reduction in the local reoffending cohort between 2010 and 2014
- YOS Full Joint Inspection (FJI) recommendations and Improvement Action Plan 2016
- Recommendations from the Charlie Taylor Report on Youth Justice, and the Government response, December 2016
- Savings requirements by Leicester City Council arising from loss of government funding
- Reductions in the dedicated Youth Justice Grant over previous years.
- Reductions in National Probation Service funding and OPCC Tapered Grant Funding
- The need to remodel services for vulnerable adolescents including young offenders
- The need to obtain better value from existing services and achieve more with less
- Findings from a review of comparative throughput, caseload, budget & staffing data of the Youth Offending Service.

Principles

A number of principles have been applied in conducting the options analysis.

These are:

- The City Council and its partners will retain a good quality youth offending service
- The ambition is for the YOS inspection judgement getting to good
- Evidence of young people's active engagement and participation remains a priority
- Services should continue to be provided at a local level through statutory partnership
- There remains a discrete role for experienced & appropriately qualified YOS Officers
- The YOS partnership will continue to prioritise safeguarding and public protection

- The new model needs to be able to adapt to changing population profile & needs
- Children Missing (including education), Trafficked and at risk of CSE are priorities
- Crime prevention and pre court intervention should sit more closely with Early Help
- YOS interventions should be based on evidence-based practice of what works
- Services need to continue to prioritise reductions in reoffending and custody
- Education, social and health care needs of young offenders remain a priority
- The re-modelled service should provide better value-for-money
- The options presented should be based on sound data and data analysis
- The service needs to be able to adapt to emerging threats e.g. gangs and violence, including an increase in knife related offending.

Background

Over the last 10 years there has been a considerable reduction, both nationally and locally, of young people in the youth justice system. Although numbers of cases have reduced there has not been a corresponding reduction in funding of youth justice services. For the detail on this please refer to Appendix A to this report.

Dedicated Youth Justice Grant and associated grant funding for the YOS has significantly reduced over recent years. In order to offset the impact of this reduction in funding and to provide a dampening Leicester City Council has increased its overall funding for the YOS. The ongoing reductions from central government funding combined with the significant reductions in the YOS caseload mean that this is not a sustainable position.

As part of the wider savings required by the children's department the YOS will need to make savings in the region of £720k.

In 2015 the Government asked Charlie Taylor to carry out a review of the youth justice system in England and Wales. The report was published in December 2016. The key issues identified in the review and pertinent to this report are:

- reduced numbers of young people in the system and reduced funding means local authorities are now having to think about new delivery models
- a narrow criminal justice response is insufficient for those still left in the system
- the requirement for every area to have a youth offending team (YOT) should be removed, and the statutory duties of YOTs transferred to local authorities

The Government has responded to the recommendations and has stated that the youth justice grant will continue to be ring-fenced, (although in practice it is likely to be substantially reduced in size, in the future but there has been a slight increase in 2017/18)

Currently the Crime and Disorder Act 1998 requires there to be a YOT in each area, and therefore any re-modelling in Leicester will need to retain the YOS. However, the re-modelling should take account of the direction of travel outlined in the Taylor report. Whilst the Taylor report proposes that the government should legislate to remove the requirement for local authorities to establish a youth offending team this proposal was not accepted by central government in its initial response to the report. The Taylor report also proposed that the existing duties on police, probation, education and health services to cooperate with youth offending services should remain in place. Charlie Taylor has since been appointed Chair of the Youth Justice Board (YJB) which is the statutory body overseeing the youth justice system in England and Wales.

The YOS underwent a Full Joint Inspection (FJI) by HMI Probation in early 2016 and the service was found to be satisfactory in 5 of the 6 judgement areas and to be good in the other. The YOS has implemented a post-inspection improvement action plan subject to monitoring through the Young Offenders Management Board (YOMB) and Midlands YJB Performance Advisor. It will be important for any reductions in funding not to impede implementation of the improvement plan and subsequent identified improvements.

It should also be understood that whilst there has been a 60% reduction in young people entering the Leicester youth justice system since 2012/13 and a 46% reduction in the local reoffending cohort between 2010 and 2014, this does not mean the YOS workload has reduced by the same degree, because the young people who remain in the system have, on average, more complex needs than previously. This is because while numbers have reduced at all tiers / risk and need levels numbers have reduced more quickly from the lower tiers / lower risk and need levels.

The current structure of the Leicester City YOS is shown at Appendix D.

The service is multi-agency with staff seconded into it from the other key partner agencies; Police, Probation and Health (as required by the 1998 Crime and Disorder Act). However, the majority of the staff are employed directly by the City Council. This report is only concerned with the costs accruing to the City Council. However, a further issue is that several of the City Council posts are funded through a grant from the YJB. This funding has reduced in recent years and may reduce further as numbers of young people in the youth justice system reduce and the Government seeks to find further savings.

During the period 2000-2007 there was a plethora of discrete, ring-fenced grants from the YJB to YOTs and these were used to establish particular posts. Therefore, in Leicester YOS and many other YOT areas there are several posts with very specific job titles and job descriptions. Whilst this was necessary during that period in order to show the various conditions of grant were met, this is no longer the case as the grant is now allocated in one block (annual Youth Justice Grant, with one additional grant for the Attendance Centre that is co-delivered with the county council).

Option 1: This option would bring about savings of **£677,700**

It would apply the reductions equally across the YOS Officer (qualified) and Youth Advocate (unqualified support worker) posts.

- Parenting Support Co-ordinator post deleted

- Performance Officer post deleted
- One Team Manager post deleted
- 3.5 administration posts deleted
- The posts of Administration and Support Officer Team Leader and Outcome Performance and Data Officer would be merged to create one post
- It would reduce the number of Leicester City Council case managers from an establishment of 16 (with 1 vacancy) to 8. It would also reduce the number of Advocates from 14 (with 4 vacancies) to 8.
- Retaining offender management post as half funded by PCC however, if this money was to be deleted this post would be at risk.
- This would increase average caseloads from approximately 12 to around 15

Advantages:

- Reductions applied equally across casework posts (YOS Officer and Youth Advocate)
- Preserves a mix of qualified / unqualified caseworker roles for diverse work of YOS, and allows flexibility in meeting the needs of service users and range of orders that they can be made subject to.
- By retaining the majority of specialist posts, YOS officers are focussed on the management of their caseload
- Brings caseloads to an optimum level to minimise risk of impacting the quality of assessments and outcomes.

Disadvantages:

- Loss of one specialist support worker post means case managers would need to take on these roles i.e. parenting support co-ordinator as part of casework, which would minimally reduce the amount of time spent working directly with young people, with increased case numbers.
- The permanent removal of the performance officer function would limit the ability of the YOS and YOMB to fully analyse and interrogate ongoing areas of underperformance, we will develop the performance and data post more fully to take on this function, or look at performance options across the department.
- Apart from an increase in caseload size there would also be additional pressure on the duty management function on a daily basis, including evenings and weekends, with three managers covering the rota.
- The new AssetPlus assessment framework requires more officer time to complete and more managerial time to quality assure, and a reduction in qualified staff able to undertake these assessments may restrict the YOS's ability to continue to ensure the HMIP Improvement Action Plan with regard to assessment quality is maintained as well as thorough management oversight.

Option 2 This option would bring about savings of **£707,500**

It would apply the reductions equally across the YOS Officer (qualified) and Youth Advocate (unqualified support worker) posts.

- Parenting Support Co-ordinator post deleted

- Performance Officer post deleted
- One Team Manager post deleted
- 3.5 administration posts deleted
- The posts of Administration and Support Officer Team Leader and Outcome Performance and Data Officer would be merged to create one post
- It would reduce the number of Leicester City Council case managers from an establishment of 16 (with 1 vacancy) to 6
- It would also reduce the number of Advocates from 14 (with 4 vacancies) to 9.
- Retaining offender management post as half funded by PCC however, if this money was to be deleted this post would be at risk
- This would increase average caseloads from approximately 12 to around 20 –

Advantages:

- Reductions applied equally across casework posts (YOS Officer and Youth Advocate)
- Preserves a mix of qualified / unqualified caseworker roles for diverse work of YOS, and allows flexibility in meeting the needs of service users and range of orders that they can be made subject to.
- By retaining the majority of specialist posts, YOS officers are focussed on the management of their caseload

Disadvantages:

- Loss of one specialist support worker post means case managers would need to take on these roles i.e. parenting support co-ordinator, as part of casework, which would minimally reduce the amount of time spent working directly with young people, with increased case numbers.
- The permanent removal of the performance officer function could limit the ability of the YOS and YOMB to fully analyse and interrogate ongoing areas of underperformance, we will develop the performance and data post more fully to take on this function, or look at performance options across the department.
- There would be an increase in caseload size to 20 cases there would also be additional pressure on the duty management function on a daily basis, including evenings and weekends, with three managers covering the rota. The Service Manager will need to be included on the rota to alleviate this pressure
- The new AssetPlus assessment framework requires more officer time to complete and more managerial time to quality assure, and a reduction in qualified staff able to undertake these assessments may restrict the YOS's ability to continue to ensure the HMIP Improvement Action Plan with regard to assessment quality is maintained as well as thorough management oversight.

The new AssetPlus assessment framework requires more officer time to complete and more managerial time to quality assure, and a reduction in qualified staff able to undertake these assessments may restrict the YOS's ability to continue to ensure the HMIP Improvement Action Plan with regard to assessment quality is maintained as well as thorough management oversight.

Review of Youth Offending Service comparative throughput, caseload, budget and staffing data.

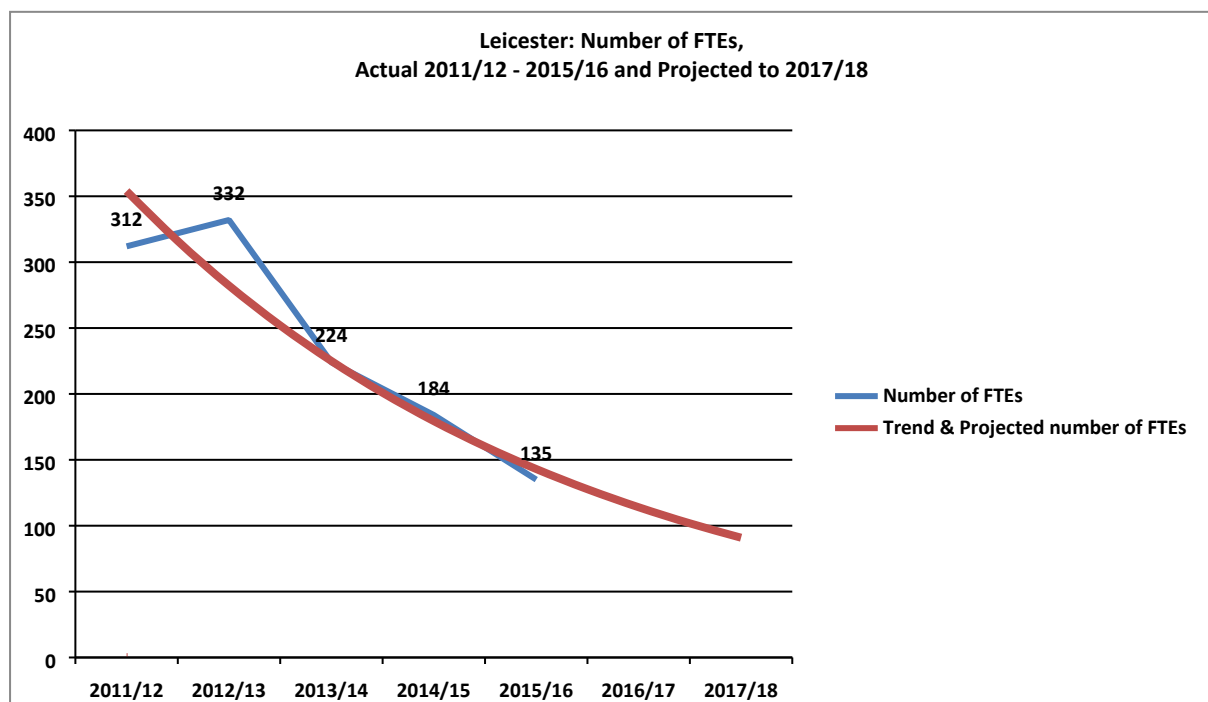
Purpose

This report is the first stage in a review commissioned by Leicester City Council of its Youth Offending Service (YOS) in terms of workload, resources and potential future structure. A priority within the 2016/17 Youth Justice Plan for Leicester is “To review the existing model of service delivery taking into account the findings of the Taylor Review and responding to local reductions in the numbers of young people entering the youth justice system”.

This report summarises available information showing how Leicester YOS throughput, caseload, budget and staffing data compares with that for other similar areas as well as the average for the Midlands region and for England as a whole. Data has been taken from the Youth Justice Board (YJB) YOT Data Summary.

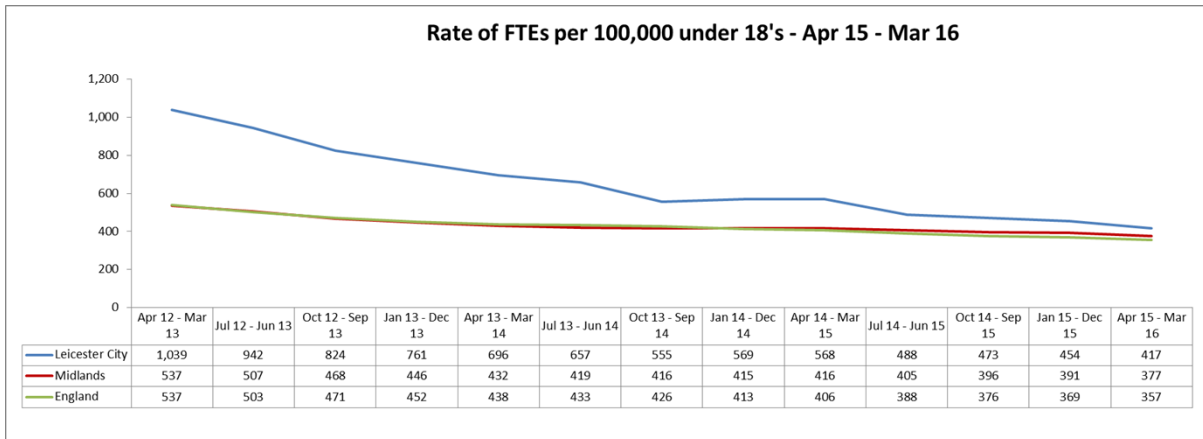
Throughput and workload

There are a number of ways to look at throughput and workload. The following chart looks at the number of first time entrants (FTEs) to the Leicester youth justice system each year since 2011/12.

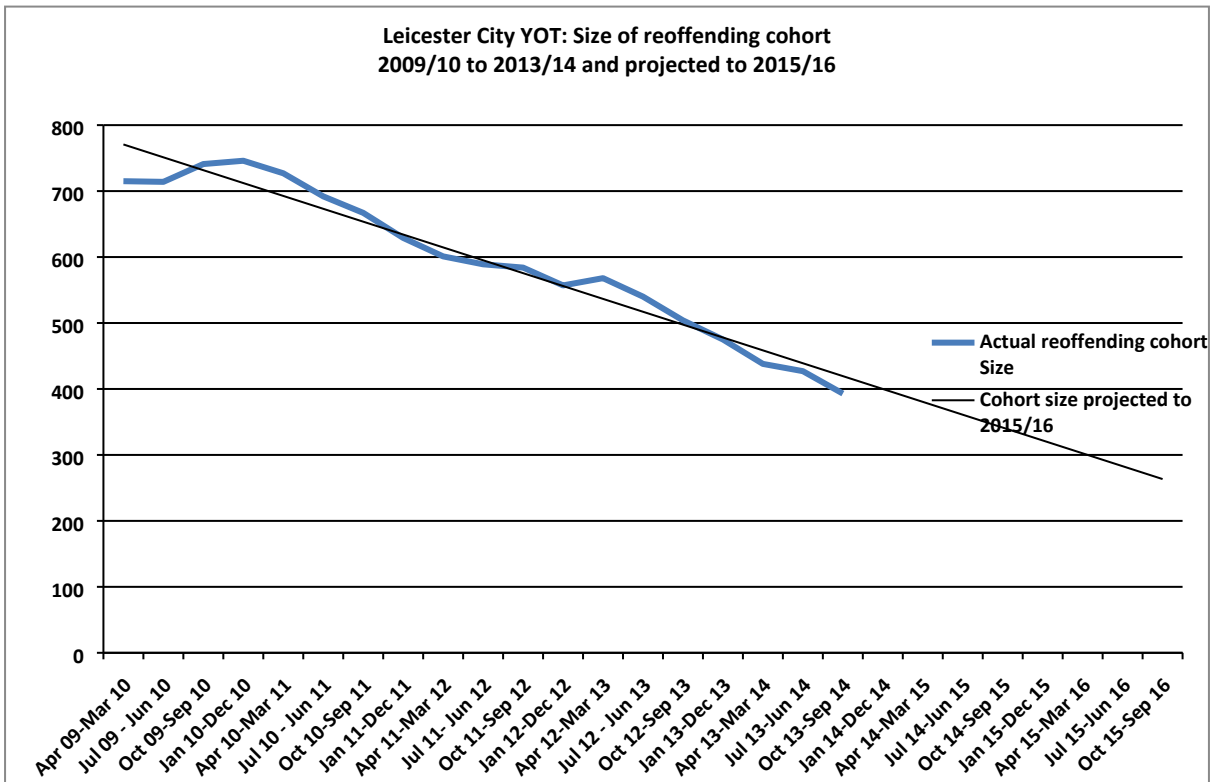


It shows a steep decline since 2012/13. Between 2011/12 and 2015/16 the total number of FTEs reduced by 57%. A trend line has been added to show the projected number of FTEs in future years, given recent trends.

The following chart shows how the reduction in the first time entrant *rate* in Leicester, quarter-on-quarter over the last 3 years, has been steeper than the regional and national averages; having been almost twice these rates it is now close to both.



Another way of looking at throughput is in terms of the number of members of the reoffending cohort, and this is shown in the following graph.



Again this shows a steep decline in recent years; a reduction of 45% over the period. A trend line has been added give projected numbers in future cohorts, given recent trends.

These reductions in FTEs and reoffending cohort members are reflected in national data: nationally FTEs have halved in the period April 2011/March 2012 to April 2015/March 2016

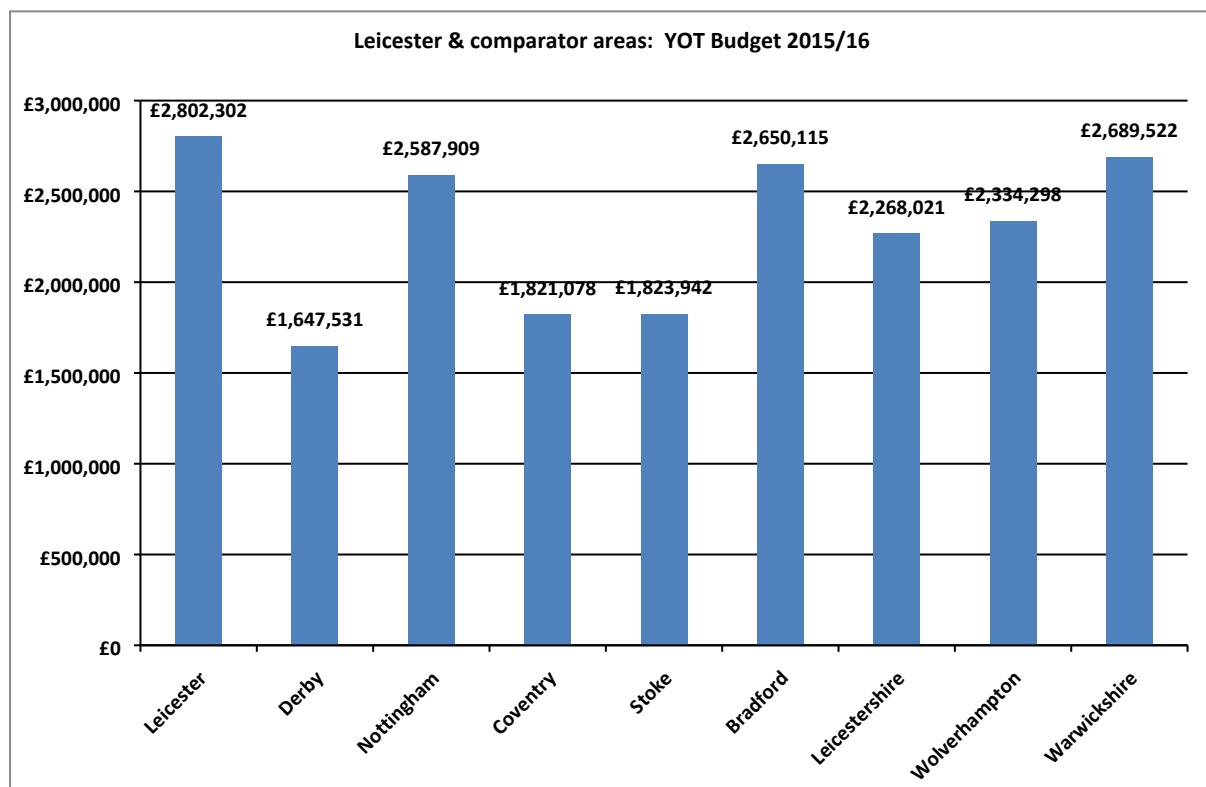
(from 34,925 to 17,446). The reoffending cohort has reduced by almost three quarters (74%) between the high point in 2006/07 (147,800) and 2015/16 (37,900).

However, national analysis shows that the reductions in size of the cohort have not been evenly distributed across the youth justice system (YJS). Whether looking at numbers of FTEs v “returnees”, numbers at each tier of the YJS, average Asset scores or the average number of previous offences committed by cohort members, it is those at the lower end of the YJS who have dropped out quickest over the last 10 years. This means that to a certain extent those remaining in the YJS on average have a higher level of need and therefore a 75% reduction in membership of the reoffending cohort would not equate to a 75% reduction in workload.

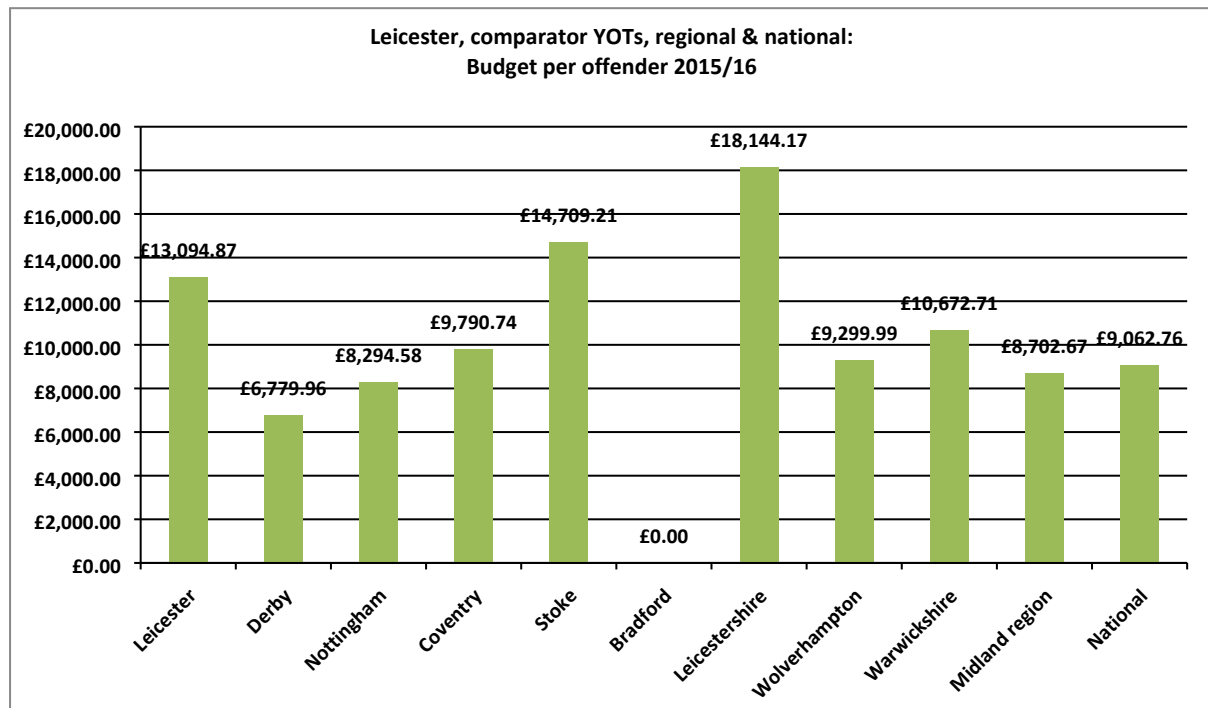
Comparative data

It is important to see how Leicester’s data compares with that for other similar areas. Therefore a number of other areas of similar size, with similar demographic and socio-economic profile, within the region and sharing a similar ethnic composition have been chosen for comparison purposes. Within the region these areas are Derby, Nottingham, Coventry and Stoke. Bradford has been added due to its similar ethnic make-up. Leicestershire has been added as it shares the same police force area. Wolverhampton and Warwickshire have been included as they have both had good HMIP inspection results recently and it would be useful to view these areas’ use of resources. The averages for the region and England have also been used.

The chart below shows how the total Leicester YOS budget compares with the other areas:

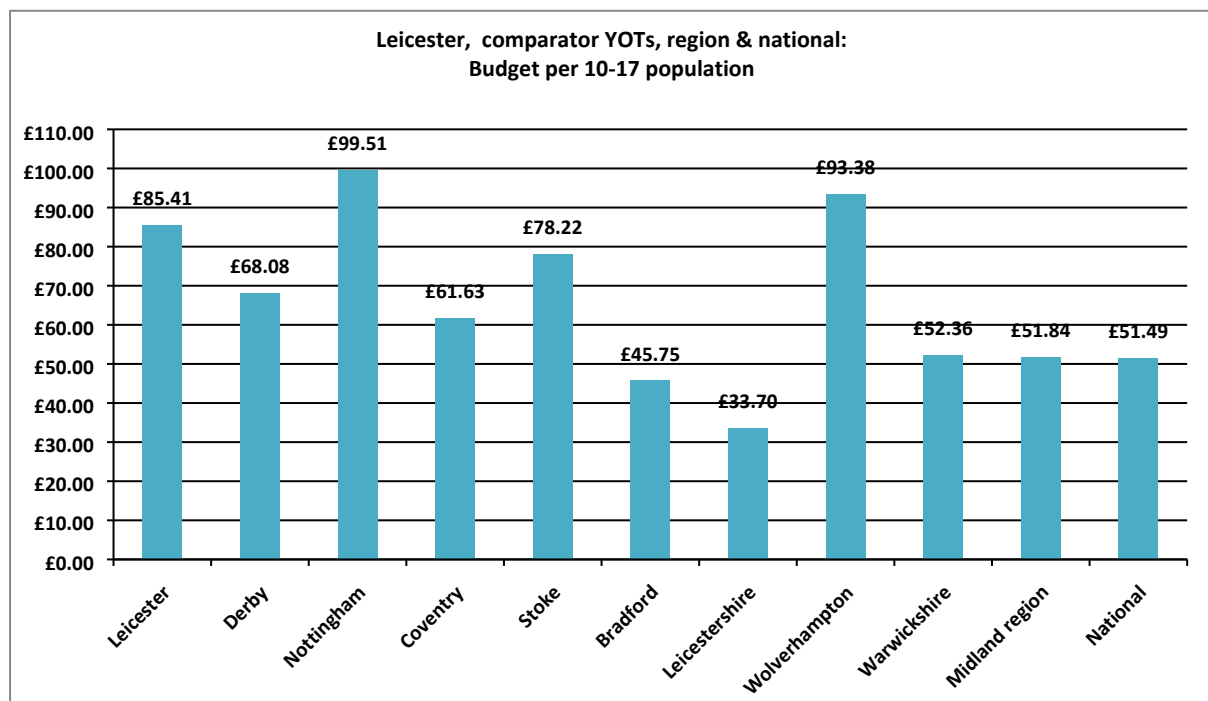


Leicester has the largest budget of all the areas. However it is important to put this in the context of the demand / throughput / caseload in each area. The chart below shows the total funding per youth offender in each area plus the average for the Midlands and England.



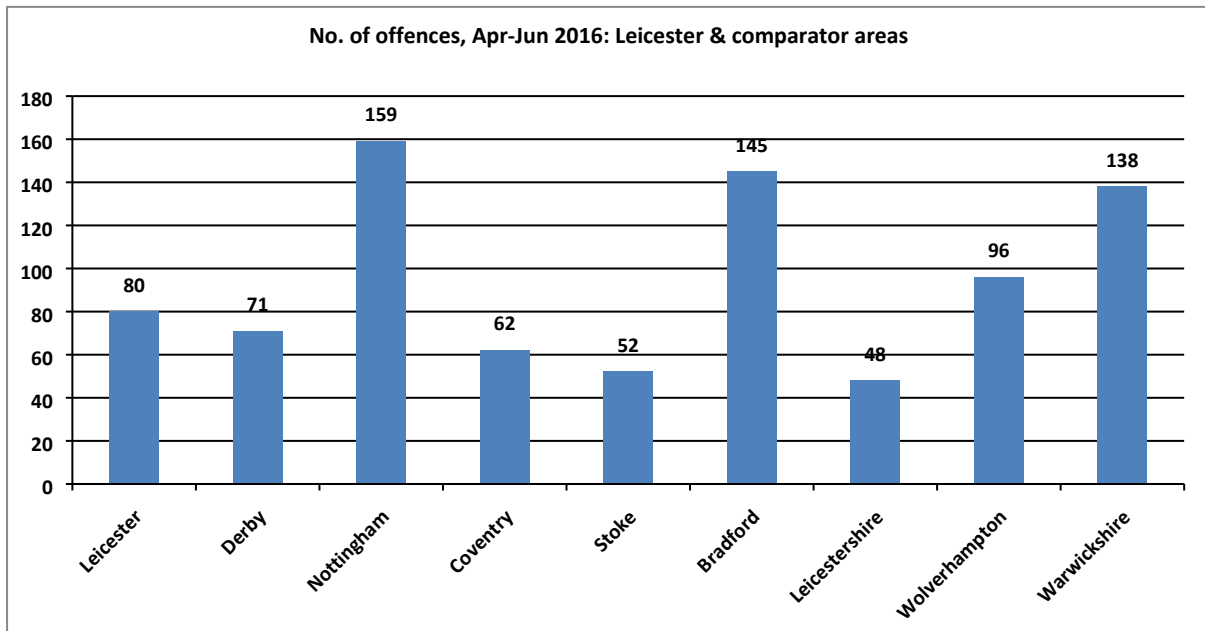
Only Stoke and Leicestershire have higher funding per offender, and both areas are substantially higher than the other comparator areas.

Another way of looking at the issue is in terms of budget per 10-17 population in the area, and this is shown in the chart below.

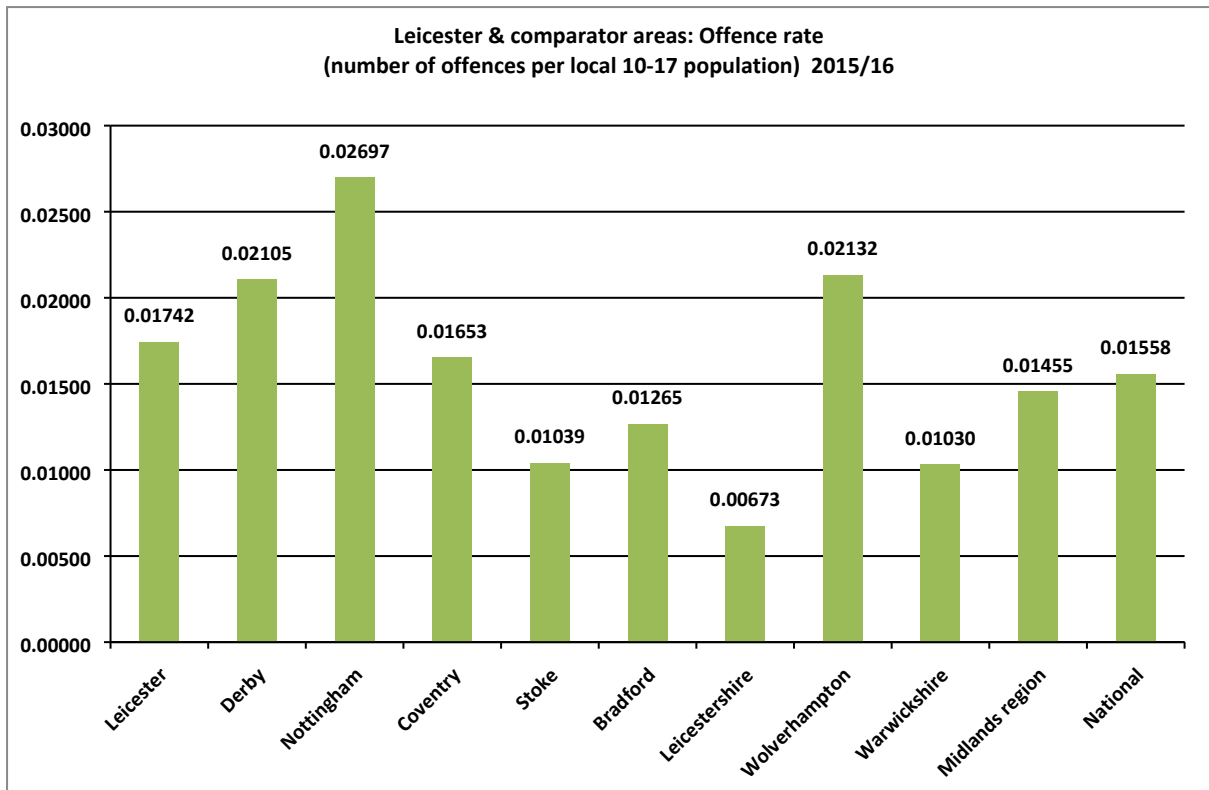


Again Leicester is the 3rd highest amongst the comparators (behind Nottingham and Wolverhampton) and is substantially higher than the averages for the region and England as a whole. Part of the reason for the disparity between the highest and lowest spenders in the previous 2 charts is the differing levels of demand or “youth justice need” in the various areas. One way of measuring “youth justice need” is the offence rate, or the number of youth offences per 10-17 population.

The chart below shows the number of offences known to have been committed by young people across the comparator areas in the most recent quarter for which data is available.



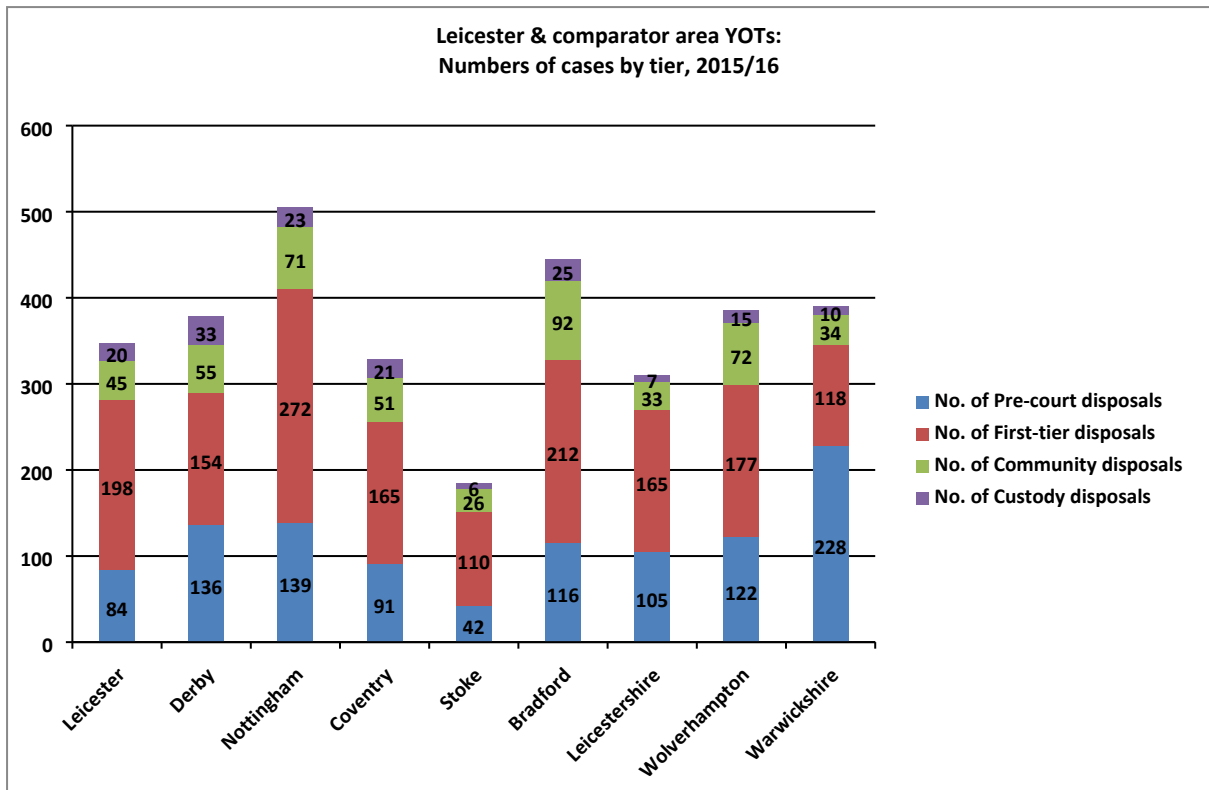
However it is important to put this in the context of the total youth population in each area, and the offences per 10-17 population (offence rate) for each area is shown below.



This shows that the offence rate for Leicester is close to that for Coventry, and slightly higher than regional and national averages. It is well below the rate for Nottingham but well over twice the rate for Leicestershire (which has by far the fewest offences per young person in the area).

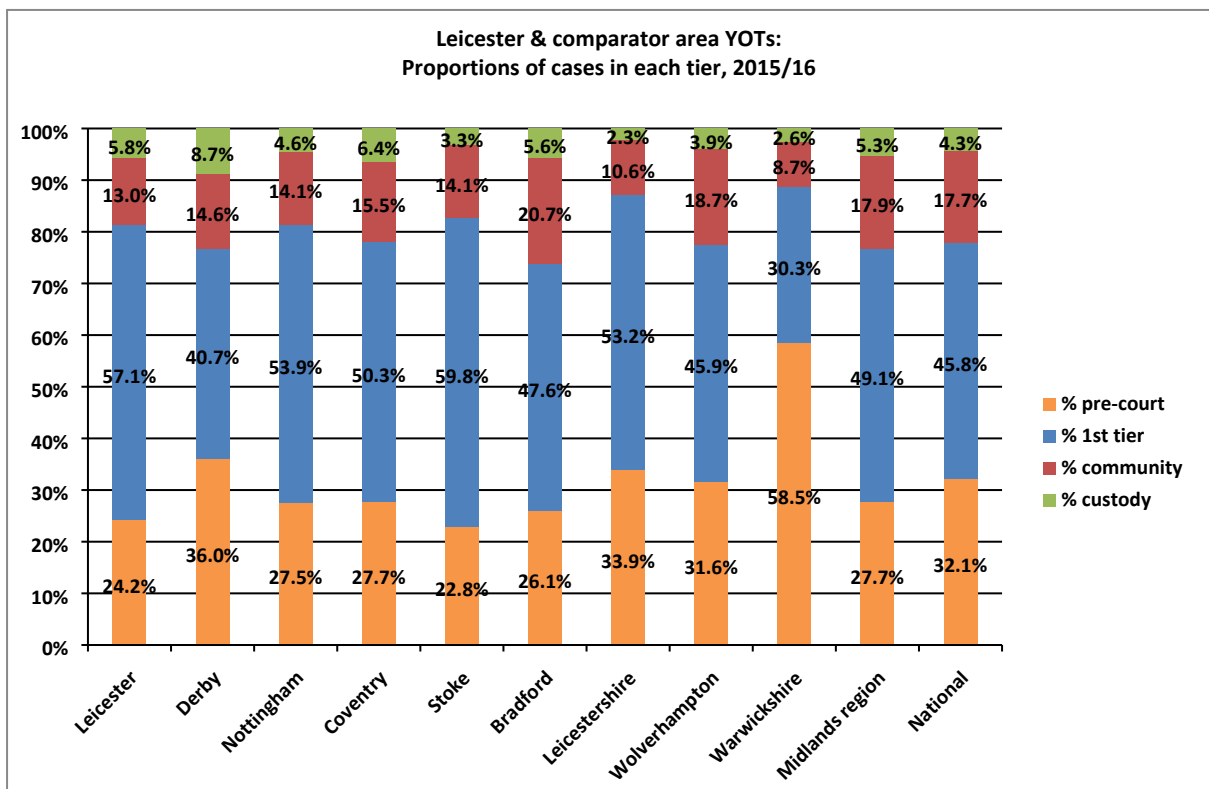
Another way of looking at workload is in terms of the number of disposals. However, as disposals vary widely in terms of the amount of input required from the YOT, it is important to break the total caseload down into tiers of intervention.

The following graph shows the total number of disposals made in each area in 2015/16, and broken down into pre-court, 1st tier, community and custody cases.



Leicester is on a par with Derby and Coventry. The higher figure for Nottingham reflects the higher offence rate for the city as shown in the previous graph.

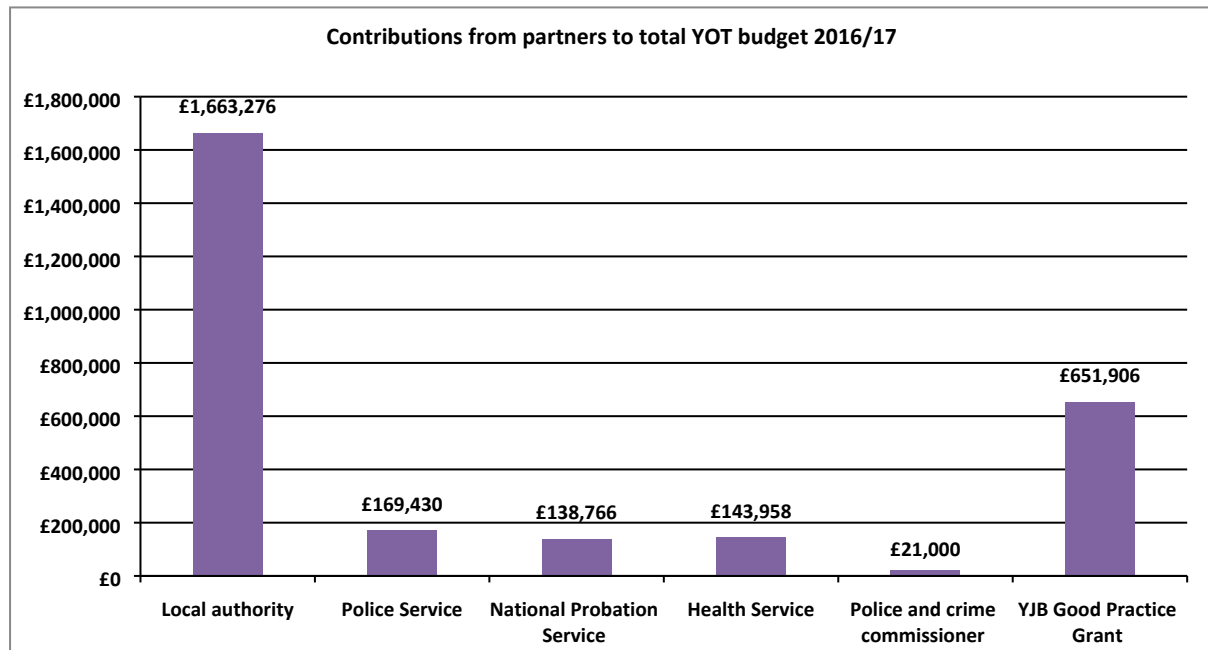
The chart below shows the proportions of cases at each tier in each area.



The proportion of cases at each tier for Leicester is somewhat similar to several comparator areas, the averages for the region and England as a whole, although Leicester does have the lowest proportion of pre-court cases.

The partnership budget

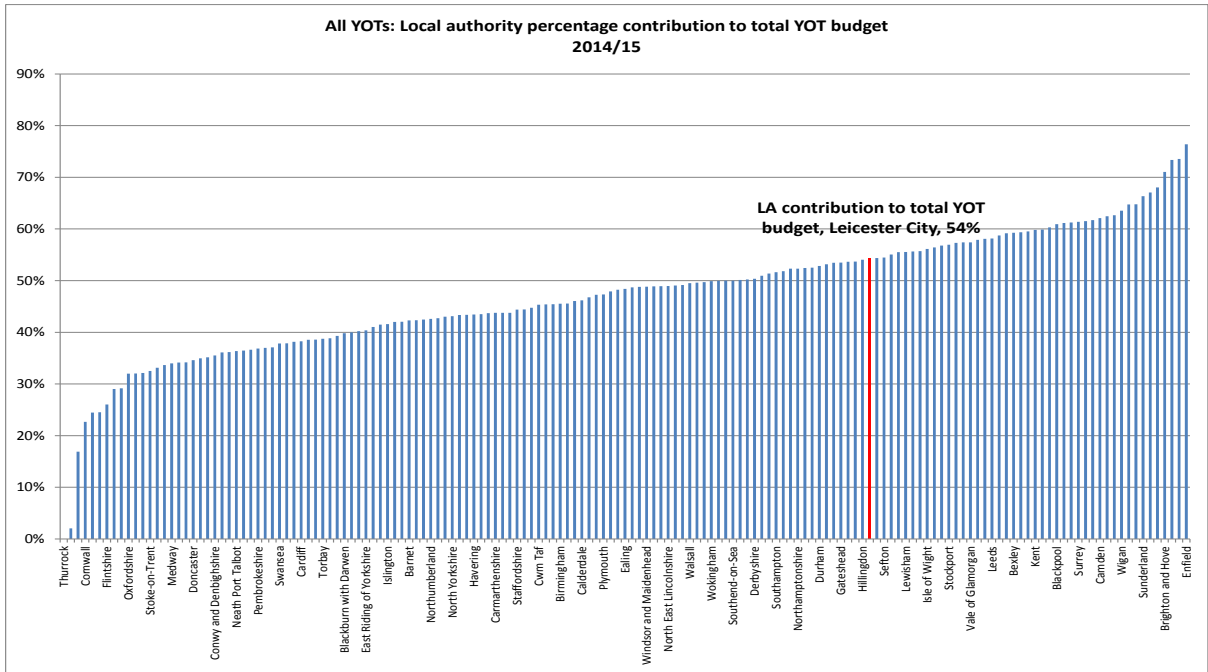
YOT budgets are made up of contributions from the statutory partners as well as the YJB. The total amounts contributed by the partners in Leicester are shown below.



(nb: there is an additional contribution of £72,000 from the Office of the Police and Crime Commissioner for youth crime prevention activity, and this is managed through the Youth Service)

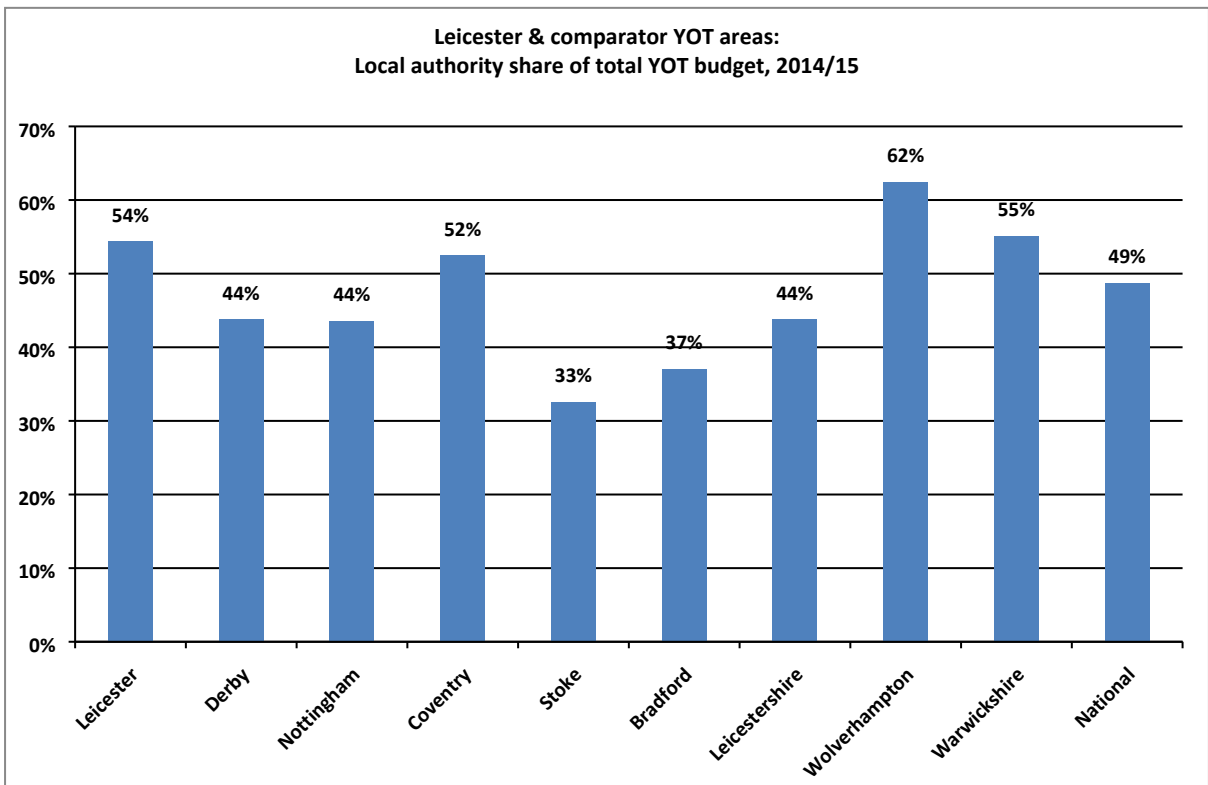
This shows that the local authority (City Council) in Leicester is by far the biggest contributor to the total YOS budget. Amongst all partners the City Council contributes 60% of the total. Amongst local partners (i.e. excluding the YJB) the Council contributes 78% of the total.

The above chart is for 2016/17 and shows the Council contributing 60% of the total YOT budget. This has increased from 2014/15 when the Council contribution was only 54%. The chart below shows how Leicester City Council's contribution to its YOT budget in 2014/15 (the latest data currently available) compares with that for all other YOT areas:



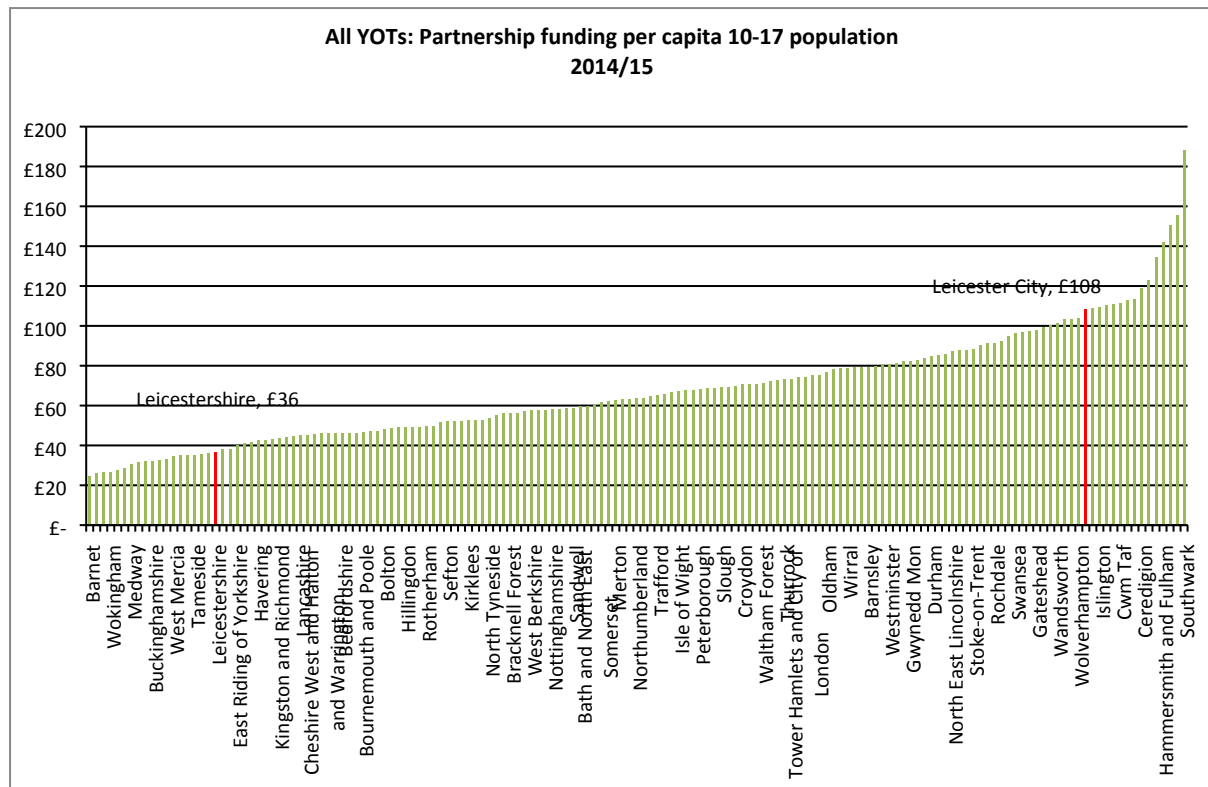
This shows that in 2014/15 Leicester Council's proportion of the total budget for its YOT was towards the upper end of all local authority percentage contributions. Whilst Leicester City Council's contribution has increased to 60% of the total YOT budget for 2016/17, it is likely that on average all local authority percentage contributions have increased similarly. This is because local authorities tend to be reducing their contributions more slowly than other local partners and the YJB.

The next chart shows how Leicester City Council's percentage contribution to its YOT budget compares with those for the comparator areas:



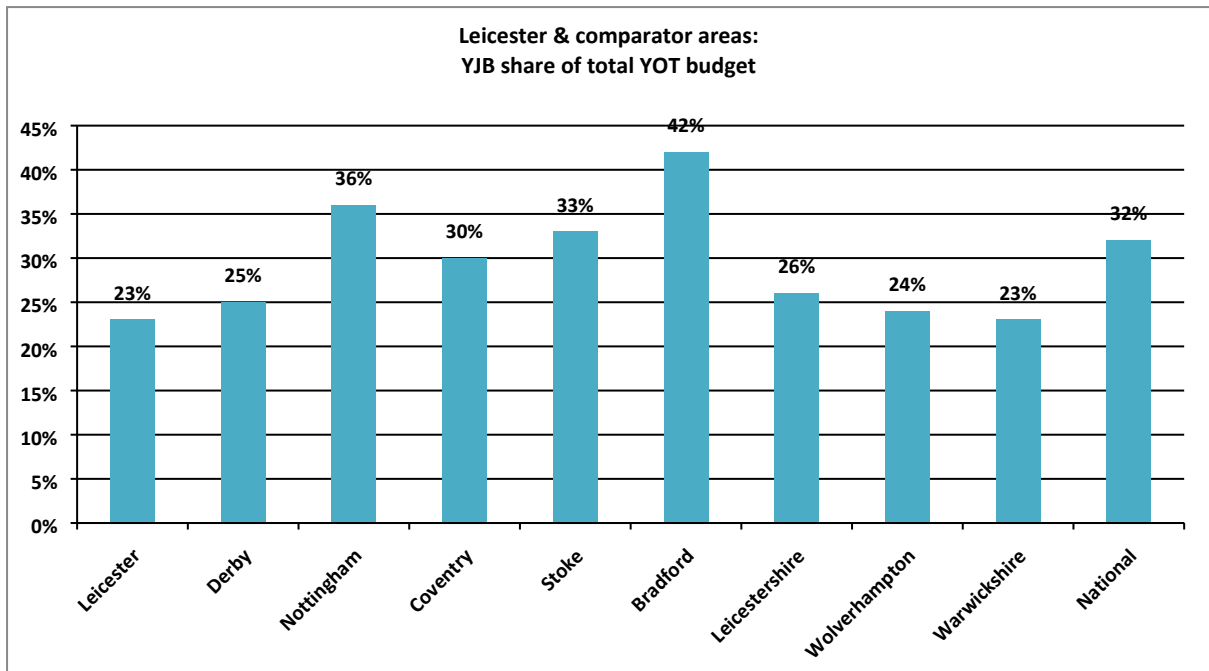
This shows that in 2014/15 the Leicester local authority proportion contributed (54%) was amongst the highest of the comparator areas. (Leicestershire County Council contributed only 44% of the Leicestershire YOT budget which means the other partners contributed a higher proportion of the total budget for the Leicestershire County YOT than they did towards the Leicester City YOS, despite there being higher youth crime levels in the City).

The next chart shows where Leicester City sits amongst all areas in terms of *whole partnership* contributions per capita 10-17 year-old:



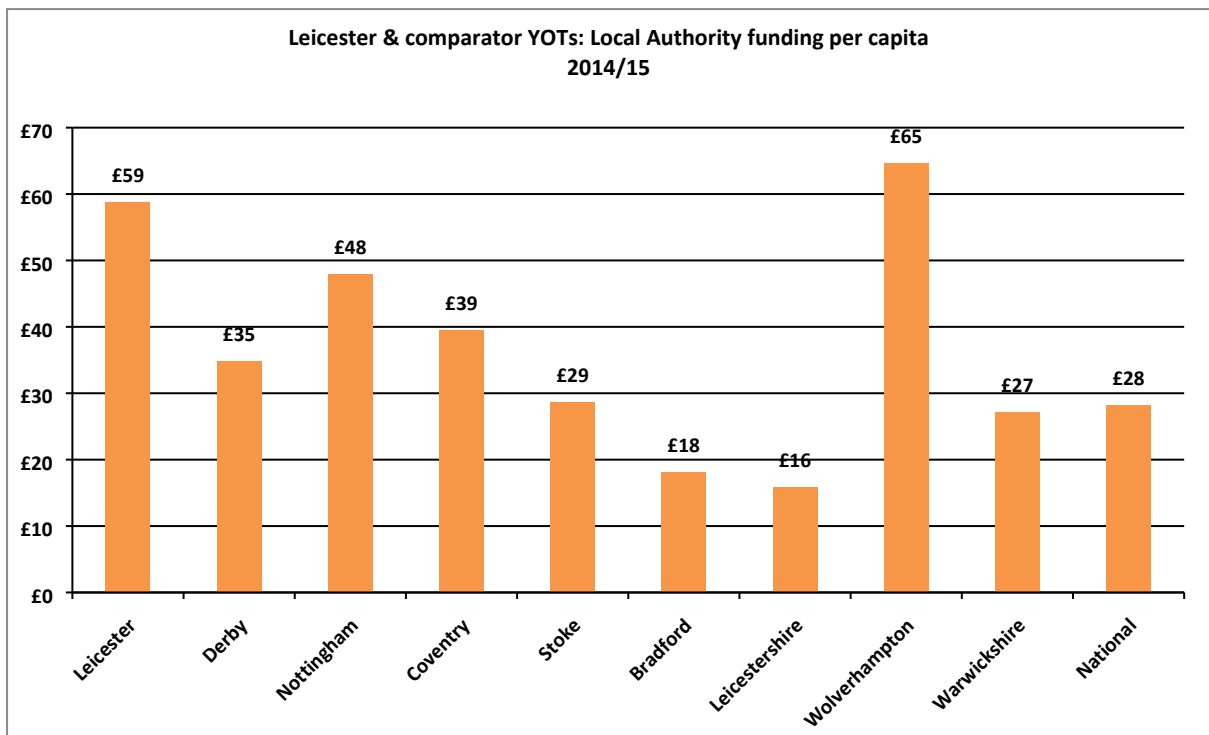
This shows that the Leicester partnership as a whole is amongst the highest funders per capita. It also shows Leicestershire partnership amongst the lowest funders per capita

The next chart looks at the percentage contributions from the YJB to the comparator YOTs' budgets:

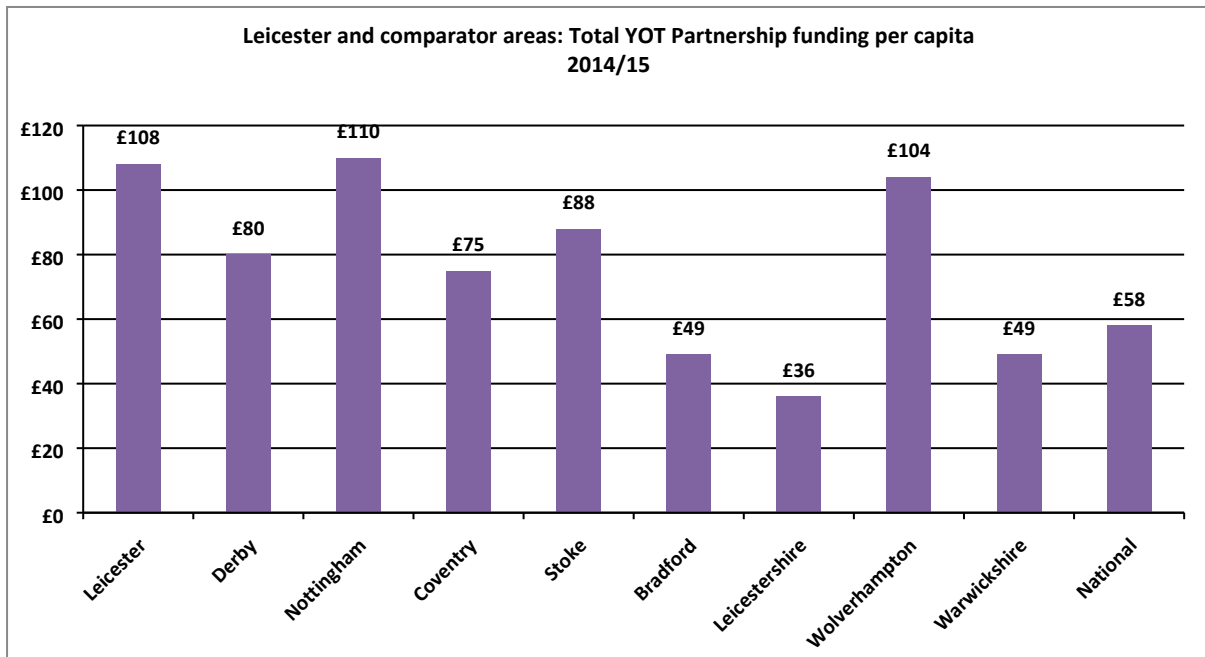


Leicester had the joint lowest percentage contribution from the YJB in 2014/15. Since then there has been top-slicing of the YJB grant applied to all YOTs. The reduction in YJB grant has been applied on a flat percentage basis across all YOTs each year. However, the effect of a cut in YJB grant on particular YOT budgets will vary widely depending on the overall size of the YOT budget and the proportion of the total contributed by the YJB.

The next chart shows how the local authority YOT funding per capita 10-17 population varies amongst the comparator areas:

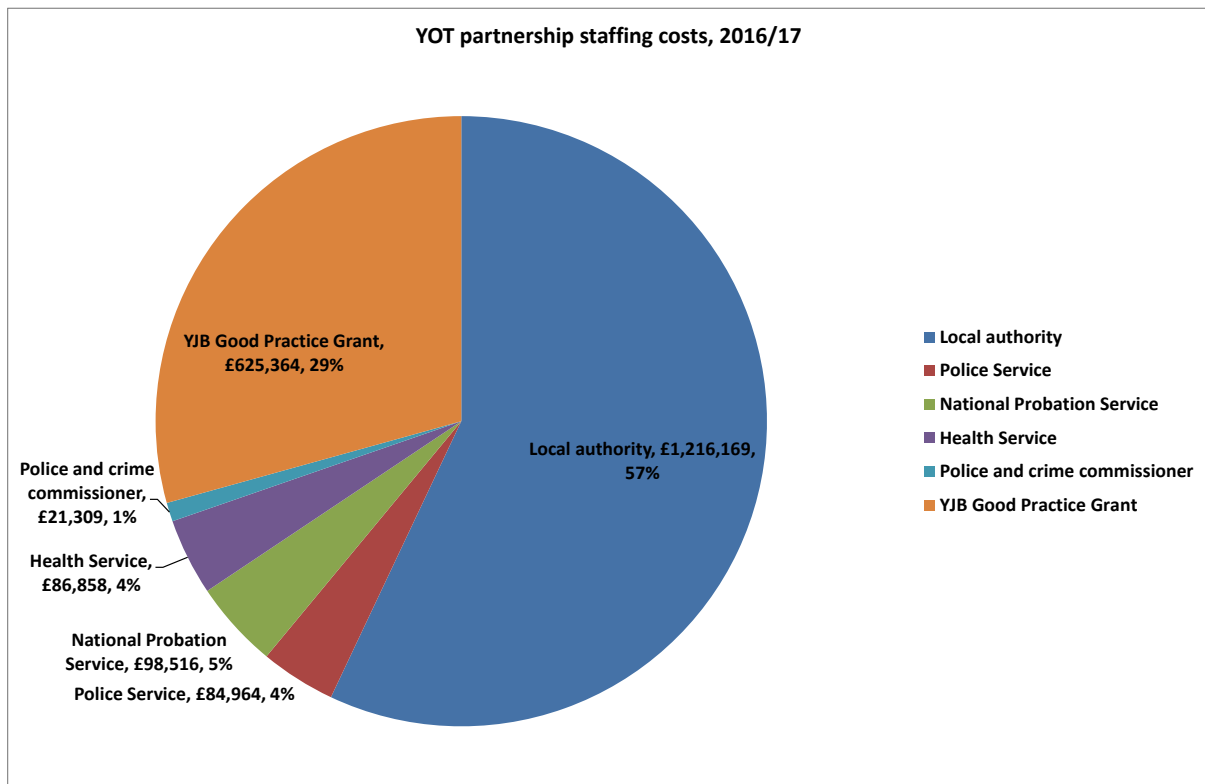


At £59 per 10-17 year-old in the city, the Leicester City Council contribution was 2nd highest; significantly higher than most comparator areas and over twice the national average. However, we should also look at the contributions per capita 10-17 year-olds from the whole partnership in the comparator areas, and this is shown below:



Leicester was not quite the highest, but we have already seen earlier on that Wolverhampton and particularly Nottingham have higher offence rates and thus “youth justice need” than Leicester. It is of note that Leicestershire (which shares the same police force area as Leicester) has much smaller local authority and whole partnership contributions per capita 10-17 year old. However, as would be expected in a rural area, the county has a much lower offence rate than Leicester and the other comparator areas (see earlier chart). The single most potent factor in determining local youth crime rates (or “youth justice need”) is the level of deprivation, particularly in terms of income and employment. Leicestershire has far lower deprivation levels than Leicester City does, hence the county has a far lower youth crime rate than the city.

The pie chart below shows the proportion of **staffing costs** contributed by each partner to the Leicester YOS.



The City Council pays for 57% of the staffing costs, while the YJB grant pays for 29%. The other local partners contribute 14% of the total staffing costs.

Staffing

Leicester YOS has 2 different types of post carrying out much of the direct work with young people who offend. As in all YOTs there is a standard post of “YOS Officer” which acts as the case holder for young people. The YOS Officer has overall responsibility for the case, carrying out the assessment, the planning the interventions, plus delivery and review of the interventions. The YOS Officer is not required to carry out all the direct work with young people, but is expected to co-ordinate it and to commission the input of specialist services (e.g. substance misuse support, Education support) by other staff inside or outside the YOS. The YOS officer needs to be qualified in Social Work or to hold a professional qualification / training relevant to the seconding partnership agencies.

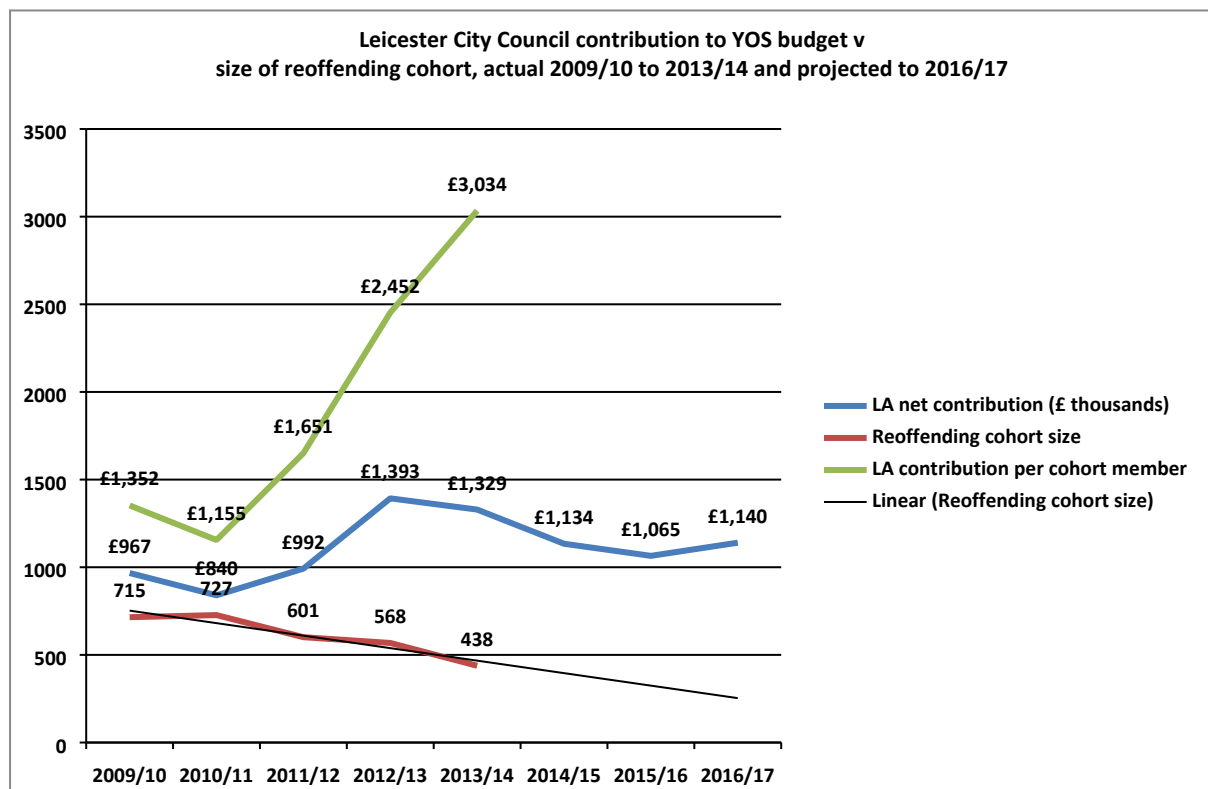
However, Leicester is a little different from most other YOTs in that it has a post of “Youth Advocate”. The Youth Advocate role is essentially supportive, carrying out much of the day-to-day contact with and “mentoring” of young people, particularly those in need of additional input to prevent them from reoffending. There are no qualification or training requirements to the Youth Advocate role, but those appointed need to have considerable experience of working with young people and to have an understanding of their disaffection and social exclusion.

The YOS structure chart shows 16 YOS officers (15 currently filled) and 14 Youth Advocate posts (10 currently filled). The average salary for the filled YOS Officer posts is £33,170 and for the filled Advocate posts it is £21,566.

It is useful in terms of value-for-money to have a number of unqualified posts because not all work with youth offenders requires qualified worker input. Also, there are some very experienced workers who, though unqualified, are able to engage young people effectively. However, such staff need to be flexibly deployed, not just working directly with young people but also organising other activities such as reparation, victim contact, parenting support, etc.

Change in City Council contribution to the YOS budget and YOS throughput over time

The following chart shows the size of the local authority contribution to the Leicester YOS budget since 2009/10, the size of the reoffending cohort (with a projection to 2016/17) and the resultant contribution per cohort member:



This shows that the City Council contribution to the YOS budget has not reduced in line with the reduction in cohort size (a proxy measure for throughput) in recent years. This has meant that the City Council contribution per cohort member has risen exponentially since 2010/11, from £1,155 to over £3,000. If the cohort has continued to shrink since 2013/14 (as the projection suggests) then the local authority contribution per cohort member will now be even higher than it was then.

Attendance Centres

Attendance Centres became the responsibility of Local Authorities approximately two years ago. The YJB provide a ring fenced grant of 42,900 to run the centre on a weekly basis. The city Council agreed to run the centre on behalf of Leicester and Leicestershire. It is fair to

say that Leicestershire have very few young people attending the centre due to the geographical location. There is no expectation that a Local Authority runs an AC and over the past year numbers attending have fluctuated with the average attendance of two young people on a weekly basis.

From the 1st September 2017- 30th September 2017 only three standalone attendance centre orders have been issued through the court process. In the same period a total of 55 young people have attended for reparation and activities with an average of two young people on a weekly basis. Casual staff is employed by the Officer in Charge at a cost of £25 for each sessions. The delivery of the Attendance Centre is of interest to Leicestershire County Council and further discussions on its future will be progressed.

The Charlie Taylor Review into Youth Justice

In 2015 the Government ordered a review of the youth justice system in England and Wales and appointed Charlie Taylor (an educationalist) to lead it. His review was published in December 2016 and a key finding was that with the massive reduction in numbers of young people in the system, a narrow criminal justice response to those remaining in it is insufficient. He recommends removing the requirement for every top-tier local authority to have a YOT (although this would require primary legislation). He suggests that this would provide local authorities with the flexibility required to innovate and develop new services pulling together education, health and social care professionals to provide holistic support for young people as required, irrespective of the presenting problem.

Summary

The key factors drawn out of the above analysis are:

- That the YOT throughput (whether measured by the number of FTEs or the size of the reoffending cohort) has reduced dramatically in recent years and this trend is likely to continue into the future, albeit possibly at a slower rate.
- Whilst there has been a 75% reduction in the reoffending cohort over the last 10 years, the reduction has been higher at the lower levels of the system, and therefore on average caseloads are indeed much smaller but also somewhat more complex than previously. Throughput has reduced faster than workload.
- In terms of both budget per youth offender and budget per 10-17 population Leicester is currently resourced at a substantially higher level than most comparator areas.
- In terms of “youth justice need”, whether measured by the number of offences, number of disposals or the offence rate, Leicester is amongst the areas of lower need, and the proportions of young people in each tier of the youth justice system are similar to regional and national.
- The City council is by far the largest contributor to the overall budget and to the staffing budget, particularly when looking at local partners only.
- The City Council percentage contribution to the total YOT budget is towards the upper end of all YOTs in England and Wales and the highest amongst the comparator areas.
- The YOT budget (and the City Council contribution within it) has not reduced in line with the reduction in throughput or workload in recent years.

Conclusion

Given the analysis above, it is clear that there is now scope for Leicester City Council to review its overall and staffing contributions to the YOS with a view to reductions to take account of the reducing throughput and workload. This would serve to bring Leicester more in line with other YOTs in general and with the comparator YOTs in particular.

In addition the City Council may wish to begin considering how it might re-align its youth offending services within the wider youth support services in the longer term, as proposed by the Charlie Taylor Review.

It will be important, however, to ensure any reductions in City Council contributions to the YOS from 2017/18 are focused on areas which would have least impact on the YOS' ability to discharge its responsibilities to reduce youth offending, protect the public and keep young people safe.

It should also be borne in mind that reductions in City Council funding may be followed by reductions in other partnership agency and YJB funding.

A final consideration should be that youth offending and anti-social behaviour have previously been of major concern to the public, the media and politicians, and it was in this context that the numbers of young people entering the youth justice system reached their peak in 2006/07. Whilst public concern has reduced significantly in recent years it is a volatile issue which could come to the fore again at any time. Therefore any reductions to Leicester City YOS's capacity should take account of the fact that what goes down can also go back up.

Emerging new threats and challenges to be considered include:

4. increasing complexity of cases,
5. rising violent and gang related crime,
6. increased risks of radicalisation and extremism,
7. rising numbers of young people at risk of Child Sexual Exploitation,
8. missing and trafficked young people,
9. growth in numbers of children looked after
10. mobility of local population and projected growth in local youth population.

Analysis of Leicester Youth Offending Service Caseload.

Purpose

This paper is to inform the re-modelling exercise for Leicester Youth Offending Service. It seeks to show the complexities of the caseload in order that this may be taken into account alongside the information on total caseload size and numbers of cases per worker.

Methodology

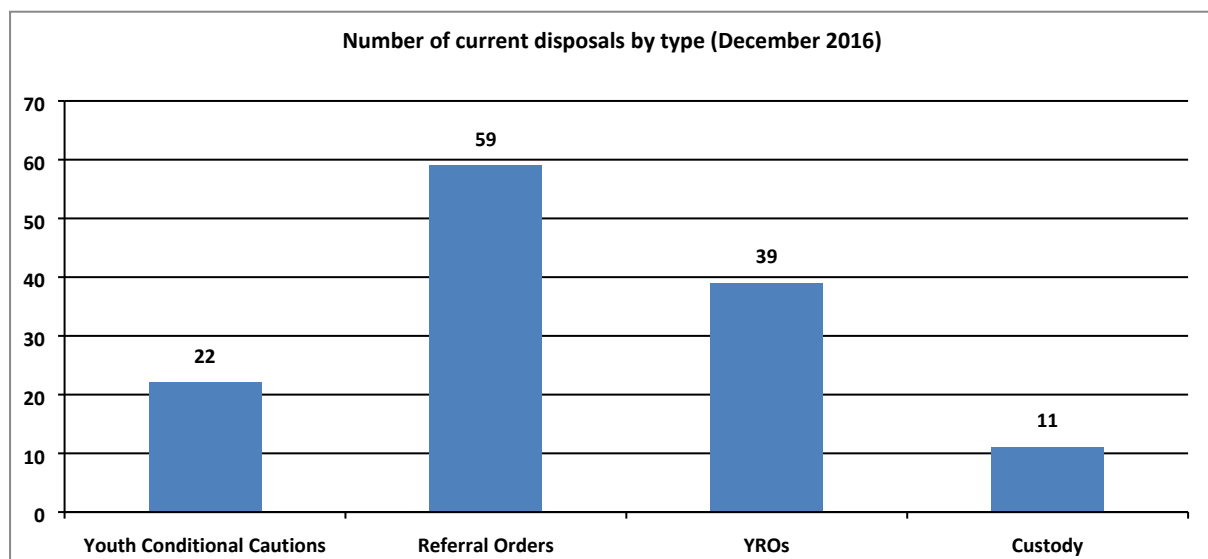
A spreadsheet was drawn up to capture data on the breakdown of current cases in terms of:

5. Type of disposal
6. Multi-agency public protection arrangements (MAPPA)
7. Safety and wellbeing (Vulnerability)
8. Risk of serious harm
9. Likelihood of reoffending
10. Scaled Approach level
11. Other work carried out by staff (e.g. court, PSR preparation, bail & remand supervision, strategy meetings, compliance panels)

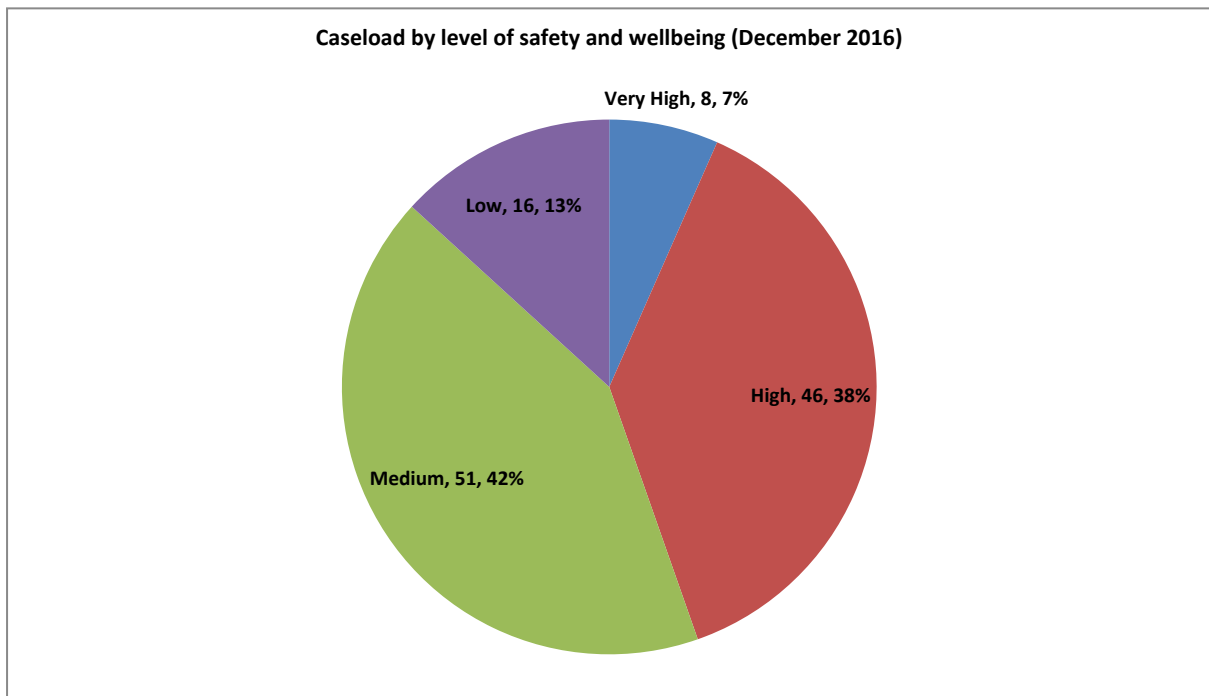
The data capture sheet was completed by members of the YOS at the end of December 2016 and returned to me. I used the data sheet to produce the following graphs.

Data

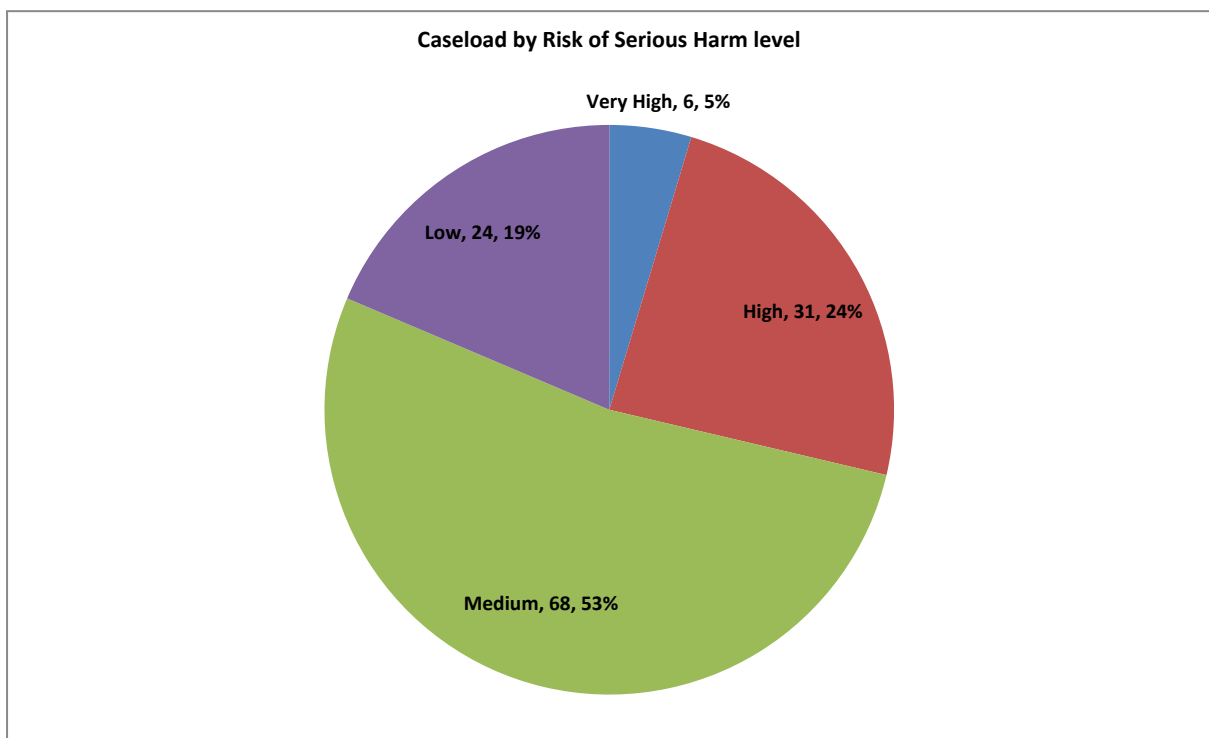
Types of disposal. The breakdown of the YOS caseload by disposal type is shown in the chart below:



Safety and wellbeing. Young people are assessed for Safety and wellbeing (vulnerability) and the following graph shows the distribution amongst the categories of risk:

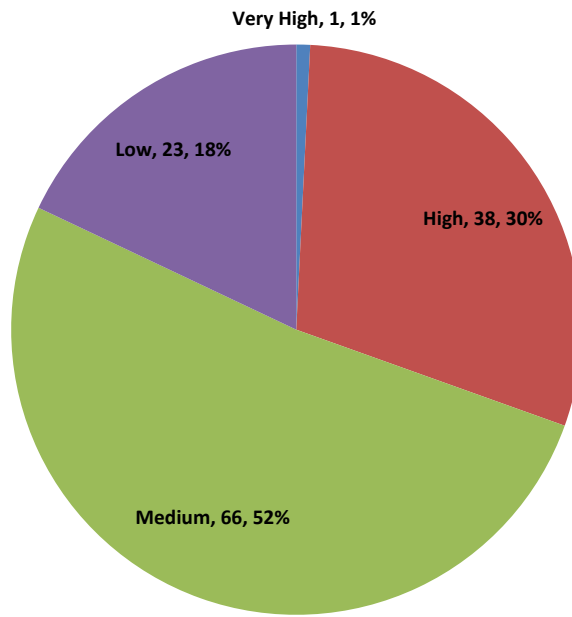


Risk of serious harm. Young people are assessed in terms of the level of risk of serious harm they pose to the public, and the breakdown is shown in the chart below:



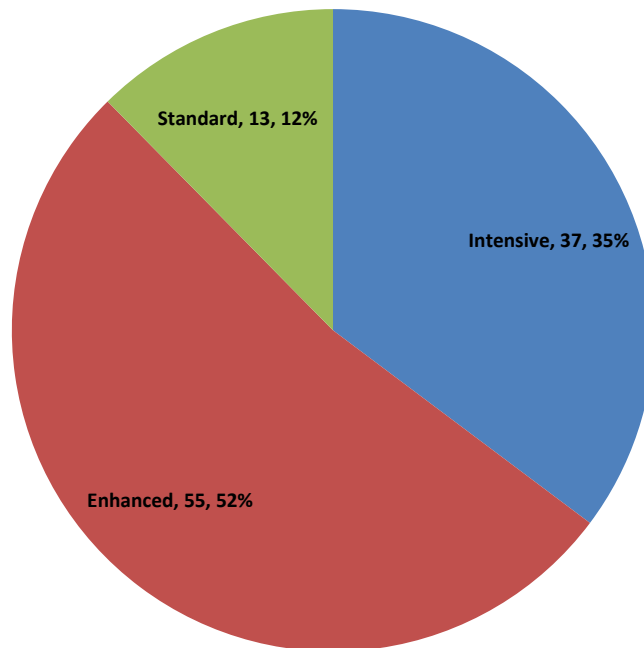
Young people are assessed in terms of the likelihood of reoffending, and the breakdown of the caseload is shown below:

Caseload by likelihood of reoffending (December 2016)



Young people are also assessed in terms of the level of intervention required to address their likelihood of reoffending and the risk they pose to the public. The following graph shows the breakdown of the caseload:

Caseload by Scaled Approach level (December 2016)



The Scaled Approach level determines the frequency of contacts and reviews required with the young person.

Other issues.

Amongst the 145 young people on the YOS caseload at the end of December 2016 there were a number who required further support or intervention for a variety of reasons. The numbers in each group are given below:

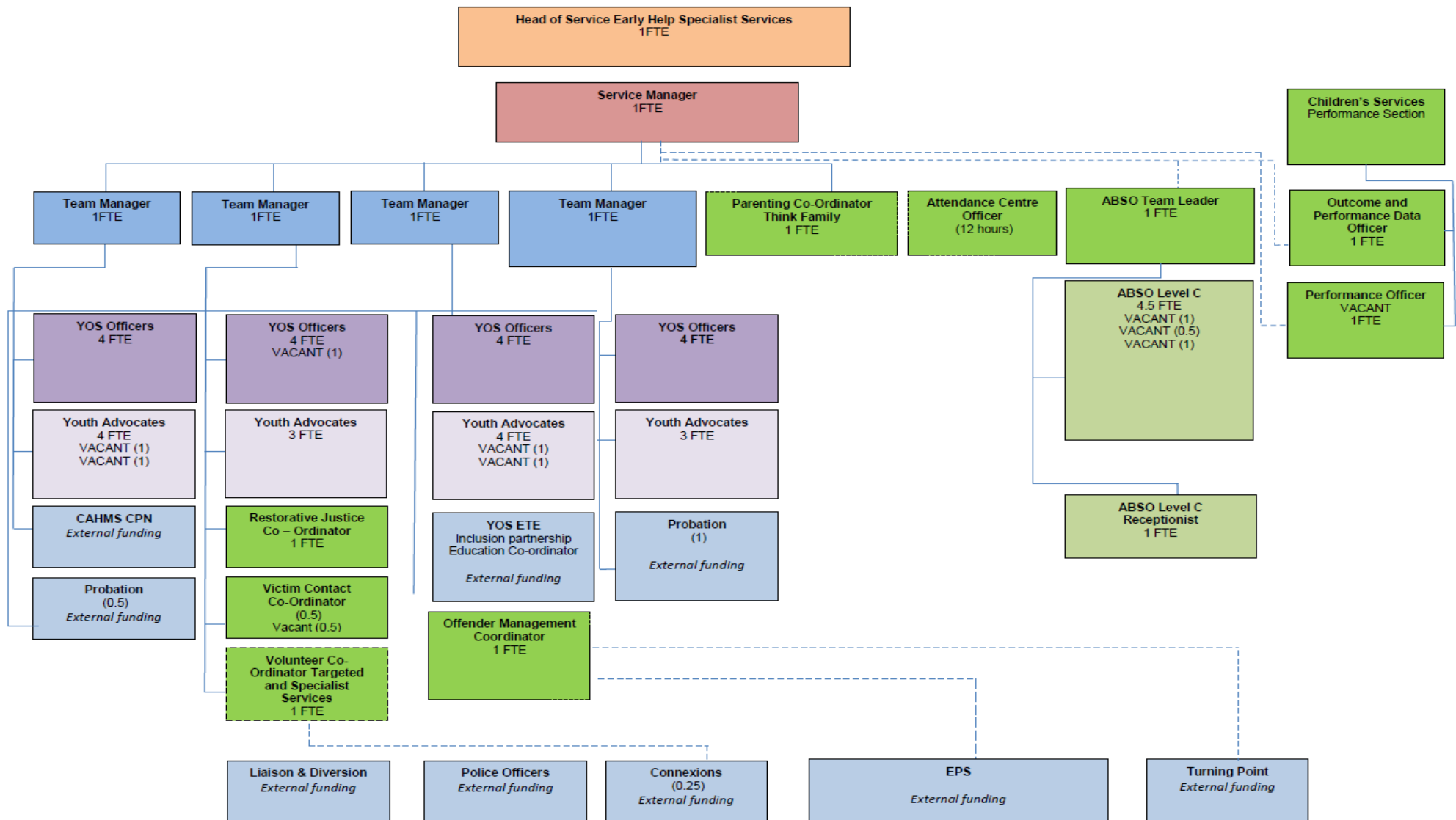
- 16 subject to MAPPA arrangements
- 3 subject to child protection plans
- 14 where there are concerns regarding child sexual exploitation (CSE)
- 14 Children in Need
- 29 Children looked after
- 3 care leavers
- 30-40 subject to Deter Young Offenders (DYO) scheme

All of the above cases require additional multi-agency liaison in order to protect the public or the young people themselves. In addition, at the point the information was gathered, there were 5 Pre-sentence Reports (PSRs) being prepared on young people and one young person was subject to bail intensive supervision and surveillance.

Summary

It is important to understand the nature of the caseload as well as the raw numbers when assessing the level of staffing required to manage the caseload appropriately. The caseload described above is more complex than that found in more rural and affluent areas. It is typical of a large city with high levels of deprivation. It is therefore important, when looking at the throughput data in Appendix B to the Options Report, to compare Leicester with other similar areas such as Coventry, Derby, Stoke and Nottingham, rather than Warwickshire and Leicestershire, as the caseloads in these cities are likely to have a similar make-up to that in Leicester city

APPENDIX D



Equality Impact Assessment (EIA) Template: Service Reviews/Service Changes

Title of spending review/service change/proposal	Youth Offending Service Remodelling
Name of division/service	Children Young People & Families
Name of lead officer completing this assessment	Julia Conlon/Nicola Odom
Date EIA assessment completed	Version 1: 31st May 2018
Decision maker	City Mayor/Assistant Mayor/Director
Date decision taken	12 th June 2018

EIA sign off on completion:	Signature	Date
Lead officer		
Equalities officer		
Divisional director		

Please ensure the following:

- (a) That the document is understandable to a reader who has not read any other documents, and explains (on its own) how the Public Sector Equality Duty is met. This does not need to be lengthy, but must be complete.

- (b) That available support information and data is identified and where it can be found. Also be clear about highlighting gaps in existing data or evidence that you hold, and how you have sought to address these knowledge gaps.
- (c) That the equality impacts are capable of aggregation with those of other EIAs to identify the cumulative impact of all service changes made by the council on different groups of people.

1. Setting the context

Describe the proposal, the reasons it is being made, and the intended change or outcome. Will current service users' needs continue to be met?

Introduction

- This Equality Impact Assessment (EIA) will be a working document and will inform the implementation of the Youth Offending Service remodelling.
- This project has been set up to contribute to the financial savings the council needs to make.
- The service currently offers:

The YOS provides a range of services to help and support young people, and their families, to try to keep them away from crime and anti-social behavior. This will involve 1:1 work on their criminogenic identified needs as well as group work. The areas that will be covered will range from, but not exhaustive of, offence focused work, victim work, specialist inputs and education training and employment, family interventions and support packages as well as parenting orders. The service will monitor and provide surveillance as required and the service users can be returned back to court if they do not cooperate with their court order. The service also provides packages to young people on out of court disposals and recruits and trains a number of volunteers to work with young people and their families. The service aims to also reduce public protection concerns as well as ensuring the safety and wellbeing of young people known to the service. Depending on the out of court requirements or court order, as well as in in-depth assessment will depend on the programs delivered to the young person and their families or significant others. The service also works directly with victims of offending committed by young people.

Proposed Service Change

Changes to the YOS structures are needed in response to the reductions in the numbers of young people entering the criminal justice system. These changes are part of a wider transformation of the criminal justice system set out by central government.

As a result of fewer young people entering the criminal justice system both nationally and locally, there is a need for the YOS to re-address the additional complexity and vulnerability of young people's needs and to support their transition back into the community.

Scope of this EIA

This EIA specifically focuses on young people aged 10 – 17, their victims and their families who may be affected by proposals to remodel the Youth Offending Service. This includes 1:1 support, Victim Support, family interventions and support packages as well as parenting orders.

The YOS is a statutory and non-discretionary service that only works with young people aged 10-17 years at the time of the offence (but up to approximately 19 if the order goes beyond their 18th Birthday (or older if their court order extends past their 18th Birthday and they are assessed as unsuitable to be transferred to probation) that are at risk of offending or have committed an offence. This cohort of young people represents less than 1% Of all of the young people in Leicester aged 10-17 years and as a consequence the impact will be limited to this discrete cohort.

The majority of young people known to YOS are white (43%) and male (87%) Although actual numbers are low, black and dual heritage young people are statistically over represented (18%) whilst Asian young people known to YOS are statistically under-represented (13%) compared to the local youth population. As a consequence the diversity groups most affected by these changes will be white males and black / dual heritage young people.

Commissioned Services

The city Youth Offending Service are co-commissioners of the Appropriate Adult Service (TAAS) jointly with the county YOS

1. Equality implications/obligations (TO BE COMPLETED FOLLOWING A DECISION, EXPECTED JUNE 2018)	
Which aims of the Public Sector Equality Duty (PSED) are likely be relevant to the proposal? In this question, consider both the current service and the proposed changes.	
	Is this a relevant consideration? What issues could arise?
<p>Eliminate unlawful discrimination, harassment and victimisation How does the proposal/service ensure that there is no barrier or disproportionate impact for anyone with a particular protected characteristic</p>	The proposed service changes aim to be inclusive and meet the needs of all those likely to use the provision the youth offending service offer.
<p>Advance equality of opportunity between different groups How does the proposal/service ensure that its intended outcomes promote equality of opportunity for users? Identify inequalities faced by those with specific protected characteristic(s).</p>	The proposed changes are intended to improve both early help services for first time entrants and young people who are potentially at risk of offending and strengthen services to and accountability for, services to young people who are vulnerable and present a high risk of harm to themselves or others. These changes are intended to impact on all service users and diversity groups whilst approximately 43% of current service users are white and 87% male.
<p>Foster good relations between different groups Does the service contribute to good relations or to broader community cohesion objectives? How does it achieve this aim?</p>	For the service to complete

2. **Who is affected?** Outline who could be affected, and how they could be affected by the proposal/service change. Include current service users and those who could benefit from but do not currently access the service.

2.1. **Background**

The remodelling of youth offending services may potentially affect the following groups:

2.2. **Current and potential future users of youth offending services** – this includes young people aged between 10 and 17, their victims and their families who may be affected because services may be re-designed, reduced, ceased or they may have to access services from different locations.

2.3. **Youth Offending Service council employees**, who may be affected by redundancy following an organisational review or a change to their place(s) of work. The impact of the proposed models on these employees will be subject to a separate EIA as part of an organisational review.

3. **Information used to inform the equality impact assessment**

What **data, research, or trend analysis** have you used? Describe how you have got your information and what it tells you. Are there any gaps or limitations in the information you currently hold, and how you have sought to address this, e.g. proxy data, national trends, etc.

3.1 We analysed the user data for the youth offending service over a 12 month period from our database (Capita) and identified which young people have been referred to the Youth Offending Service by identified age, gender and ethnicity.

User Data June 2017 – May 2018	10 – 17 (18 if offence committed before 18 th birthday)				
	Age	Male	Female	Gender (Not Known)	Total
	10	1	0	0	1
	11	2	0	0	2
	12	5	1	0	6
	13	12	3	0	15
	14	34	4	0	38
	15	37	4	0	41
	16	53	6	0	59
	17	57	12	0	69
	18	3	1	0	4

3.2 Ethnicity

Ethnicity	All Age Groups (MALE)																No Data	TOTAL	
	Asian or Asian British				Black or Black British			Chinese	Dual / Multiple Heritage				White			Other			Refused Info
	Bangladeshi	Indian	Pakistani	Other Asian background	African	Caribbean	Any other Black Background	Chinese	White & Asian	White & Black African	White & Black Caribbean	Any other mixed multiple ethnic backgrounds	White British	White Irish	Any other white background	(Not Stated)			
Young People	4	17	7	4	10	4	4	0	1	3	9	4	100	6	24	7	0		204

Ethnicity	All Age Groups (FEMALE)																No Data	TOTAL	
	Asian or Asian British				Black or Black British			Chinese	Dual / Multiple Heritage				White			Other			Refused Info
	Bangladeshi	Indian	Pakistani	Other Asian background	African	Caribbean	Any other Black Background	Chinese	White & Asian	White & Black African	White & Black Caribbean	Any other mixed multiple ethnic backgrounds	White British	White Irish	Any other white background	(Not Stated)			
Young People	0	0	0	0	1	0	2	0	1	0	1	3	17	0	6	0	0		31

3.3 SEN

SEN Status whilst at school	EHCP	LDD	School Action	School Action +	Statemented	No Additional Support	Total
Young People	34	51	8	9	1	132	235

The service holds data that informs the youth offending service about user needs and requirements based on age, gender, ethnicity and disability.

Schedule of consultations held with Stakeholders/Partners & Staff

Stakeholder	Date Of Activity
Working Group	23 rd November 2017
Working Group	18 th December 2017
Early Engagement with Trade Unions	20 th March 2018
Full Youth Offending Service Team Meeting	30 th April 2018
Early Engagement with Trade Unions	2 nd May 2018
YOMB Statutory Partners	16 th May 2018

4. Consultation

What **consultation** have you undertaken about the proposal with current service users, potential users and other stakeholders?

What did they say about:

- What is important to them regarding the current service?
- How does (or could) the service meet their needs?
- How will they be affected by the proposal? What potential impacts did they identify because of their protected characteristic(s)?
- Did they identify any potential barriers they may face in accessing services/other opportunities that meet their needs?

4.1. A public consultation has not been completed due to there being no express obligation in the Crime & Disorder Act and there have been no public consultations in previous YOS reviews.

4.2. Stakeholders / Partners have been informed through briefings and at partner meetings. Staff from this service area have had updates at service meetings and will continue to do so throughout the remodelling process.

4.3. Information will be disseminated to the Youth Offending Service users informing them that there are planned changes.

5. Potential equality Impact

Based on your understanding of the service area, any specific evidence you may have on service users and potential service users, and the findings of any consultation you have undertaken, use the table below to explain which individuals or community groups are likely to be affected by the proposal because of their protected characteristic(s). Describe what the impact is likely to be, how significant that impact is for individual or group well-being, and what mitigating actions can be taken to reduce or remove negative impacts.

Looking at potential impacts from a different perspective, this section also asks you to consider whether any other particular groups, especially vulnerable groups, are likely to be affected by the proposal. List the relevant that may be affected, along with their likely impact, potential risks and mitigating actions that would reduce or remove any negative impacts. These groups do not have to be defined by their protected characteristic(s).

Protected characteristics	Impact of proposal: Describe the likely impact of the proposal on people because of their protected characteristic and how they may be affected. Why is this protected characteristic relevant to the proposal? How does the protected characteristic determine/shape the potential impact of the proposal?	Risk of negative impact: How likely is it that people with this protected characteristic will be negatively affected? How great will that impact be on their well-being? What will determine who will be negatively affected?	Mitigating actions: For negative impacts, what mitigating actions can be taken to reduce or remove this impact? These should be included in the action plan at the end of this EIA.
Age¹	Young people 10-17 will be affected (or older if their court	The changes will affect the type of services young people can	1. Data of service users will be reviewed to inform

¹ Age: Indicate which age group is most affected, either specify general age group - children, young people working age people or older people or Young people 10-17 will be affected

Some changes may potentially affect locations across the City and this could result in some parents and young people having to travel further to access a service. In addition the changes will affect the type of services young people can access.

r specific age bands

	order extends past their 18 th Birthday) Some changes may potentially affect Young people across the City and this could result in some parents and young people having to travel further to access other services. In addition the changes will affect the type of services young people can access.	access as these will be reduced.	prioritisation of what the service offers.
Disability²	Young people 10-17 will be affected Some changes may potentially affect Young people across the City and this could result in some parents and young people having to travel further to access other services. In addition the changes will affect the type of services young people can access.	The changes will affect the type of services young people can access as these will be reduced.	<ol style="list-style-type: none"> 1. Data of service users will be reviewed to inform prioritisation of what the service offers. 2. In order to minimise the impact of changes to the youth offending service, the new service is focused on maintaining locations with disability access. We will ensure that any new locations identified meet the equality act 2010
Gender Reassignment³	Young people 10-17 will be affected (or older if their court order extends past their 18 th Birthday and they are assessed as unsuitable to be transferred to	The changes will affect the type of services young people can access as these will be reduced.	<ol style="list-style-type: none"> 1. Data of service users will be reviewed to inform prioritisation of what the service offers. 2. In order to minimise the

² Disability: if specific impairments are affected by the proposal, specify which these are. Our standard categories are on our equality monitoring form – physical impairment, sensory impairment, mental health condition, learning disability, long standing illness or health condition.

³ Gender reassignment: indicate whether the proposal has potential impact on trans men or trans women, and if so, which group is affected.

	<p>probation) Some changes may potentially affect Young people across the City and this could result in some parents and young people having to travel further to access other services. In addition the changes will affect the type of services young people can access.</p>		<p>impact of changes to the Youth Offending Service, the new service is focused on maintaining supporting identified groups of young people. Referrals for any additional support that is required will be made to LGBT through the commissioned arrangement that Leicester City Council Youth Service currently have.</p>
Marriage and Civil Partnership	n/a	n/a	n/a
Pregnancy and Maternity	<p>Young people 10-17 will be affected (or older if their court order extends past their 18th Birthday and they are assessed as unsuitable to be transferred to probation) Some changes may potentially affect Young people across the City and this could result in some parents and young people having to travel further to access other services. In addition the changes will affect the type of services young people can access.</p>	<p>The changes will affect the type of services young people can access as these will be reduced.</p>	<p>1. Data of service users will be reviewed to inform prioritisation of what the service offers.</p>

Race⁴	Young people 10-17 will be affected (or older if their court order extends past their 18th Birthday and they are assessed as unsuitable to be transferred to probation) Some changes may potentially affect Young people across the City and this could result in some parents and young people having to travel further to access other services. In addition the changes will affect the type of services young people can access.	The changes will affect the type of services young people can access as these will be reduced.	1. Data of service users will be reviewed to inform prioritisation of what the service offers.
Religion or Belief⁵	Young people 10-17 will be affected (or older if their court order extends past their 18th Birthday and they are assessed as unsuitable to be transferred to probation) Some changes may potentially affect Young people across the City and this could result in some parents and young people having to travel further to access other	The changes will affect the type of services young people can access as these will be reduced.	1. Data of service users will be reviewed to inform prioritisation of what the service offers.

⁴ Race: given the city's racial diversity it is useful that we collect information on which racial groups are affected by the proposal. Our equalities monitoring form follows ONS general census categories and uses broad categories in the first instance with the opportunity to identify more specific racial groups such as Gypsies/Travellers. Use the most relevant classification for the proposal.

⁵ Religion or Belief: If specific religious or faith groups are affected by the proposal, our equalities monitoring form sets out categories reflective of the city's population. Given the diversity of the city there is always scope to include any group that is not listed.

	services. In addition the changes will affect the type of services young people can access.		
Sex⁶	Young people 10-17 will be affected (or older if their court order extends past their 18th Birthday and they are assessed as unsuitable to be transferred to probation) Some changes may potentially affect Young people across the City and this could result in some parents and young people having to travel further to access other services. In addition the changes will affect the type of services young people can access.	The changes will affect the type of services young people can access as these will be reduced.	1. Data of service users will be reviewed to inform prioritisation of what the service offers.
Sexual Orientation⁷	Young people 10-17 will be affected (or older if their court order extends past their 18th Birthday and they are assessed as unsuitable to be transferred to probation) Some changes may potentially affect Young people across the City and this could result in some	The changes will affect the type of services young people can access as these will be reduced.	1. Data of service users will be reviewed to inform prioritisation of what the service offers. 2. In order to minimise the impact of changes to the youth offending service, the new service is focused on maintaining supporting

⁶ Sex: Indicate whether this has potential impact on either males or females

⁷ Sexual Orientation: It is important to remember when considering the potential impact of the proposal on LGBT communities, that they are each separate communities with differing needs. Lesbian, gay, bisexual and transgender people should be considered separately and not as one group. The gender reassignment category above considers the needs of trans men and trans women.

	parents and young people having to travel further to access other services. In addition the changes will affect the type of services young people can access.		identified groups of young people. Referrals for any additional support that is required will be made to LGBT through the commissioned arrangement that Leicester City Council Youth service currently have.
<p>Summarise why the protected characteristics you have commented on, are relevant to the proposal? The focus is on protected characteristics that affect Young People's access to a youth Centre.</p> <p>Summarise why the protected characteristics you have not commented on, are not relevant to the proposal?</p>			

	<p>Impact of proposal: Describe the likely impact of the proposal on children in poverty or any other people who we consider to be vulnerable. List any vulnerable groups likely to be affected. Will their needs continue to be met? What issues will affect their take up of services/other opportunities that meet their needs/address inequalities they face?</p>	<p>Risk of negative impact: How likely is it that this group of people will be negatively affected? How great will that impact be on their well-being? What will determine who will be negatively affected?</p>	<p>Mitigating actions: For negative impacts, what mitigating actions can be taken to reduce or remove this impact for this vulnerable group of people? These should be included in the action plan at the end of this EIA.</p>
<p>Other groups</p>			
<p>Children in poverty</p>	<p>Young people 10-17 will be affected (or older if their court order extends past their 18th</p>	<p>The changes will affect the type of services young people can access as these will be reduced.</p>	<p>Data of service users will be reviewed to inform prioritisation of what the service offers.</p>

	<p>Birthday and they are assessed as unsuitable to be transferred to probation)</p> <p>Some changes may potentially affect Young people across the City and this could result in some parents and young people having to travel further to access other services. In addition the changes will affect the type of services young people can access.</p>		
Other vulnerable groups	<p>Young Asylum seekers Young people 10-17 will be affected (or older if their court order extends past their 18th Birthday and they are assessed as unsuitable to be transferred to probation)</p> <p>Some changes may potentially affect Young people across the City and this could result in some parents and young people having to travel further to access other services. In addition the changes will affect the type of services young people can access.</p>	<p>The changes will affect the type of services young people can access as these will be reduced</p>	<ol style="list-style-type: none"> 1. Data of service users will be reviewed to inform prioritisation of what the service offers. 2. In order to minimise the impact of changes to the youth offending service, the new service is focused on maintaining supporting identified groups of young people. Referrals for any additional support that is required will be made to The Centre Project through the commissioned arrangement that Leicester City Council Youth service currently have.
<p>6. Other sources of potential negative impacts</p> <p>Are there any other potential negative impacts external to the service that could further disadvantage service users over the next</p>			

three years that should be considered? For example, these could include: other proposed changes to council services that would affect the same group of service users; Government policies or proposed changes to current provision by public agencies (such as new benefit arrangements) that would negatively affect residents; external economic impacts such as an economic downturn.

Not that we are currently aware of.

7. Human Rights Implications

Are there any human rights implications which need to be considered (please see the list at the end of the template), if so please complete the Human Rights Template and list the main implications below:

The provision of this service also enables young people to seek advice and support whilst transitioning into adulthood. We recognise that young people have many of the same rights as adults, for example the right to express their views, the right to be free from torture and inhuman and degrading treatment and the right to a private and family life.

8. Monitoring Impact

You will need to ensure that monitoring systems are established to check for impact on the protected characteristics and human rights after the decision has been implemented. Describe the systems which are set up to:

- monitor impact (positive and negative, intended and unintended) for different groups
- monitor barriers for different groups
- enable open feedback and suggestions from different communities
- ensure that the EIA action plan (below) is delivered.

We will continue to monitor attendance through monthly reporting from IO and discuss as a service at our monthly team meetings, we will analyse attendance data including young peoples protected characteristics.

9. EIA action plan

Please list all the equality objectives, actions and targets that result from this Assessment (continue on separate sheets as necessary). These now need to be included in the relevant service plan for mainstreaming and performance management purposes.

Equality Outcome	Action	Officer Responsible	Completion date
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<p>Monitor the impact of service redesign on service users and make changes if required.</p>	<p>Review of Equality Impact Assessment annually as part of the Self-Assessment or when there has been a significant change.</p>	<p>Julia Conlon - Head of Service</p>	
<p>Ensure there is regular feedback from service users, stakeholders and staff on service provision.</p>	<p>Regular service meetings with staff and dedicated email to send queries/comments/ideas to. Regular consultation with young people to influence shaping of services and decision making.</p>		

Human Rights Articles:

Part 1: The Convention Rights and Freedoms

- Article 2:** Right to Life
- Article 3:** Right not to be tortured or treated in an inhuman or degrading way
- Article 4:** Right not to be subjected to slavery/forced labour
- Article 5:** Right to liberty and security
- Article 6:** Right to a fair trial
- Article 7:** No punishment without law
- Article 8:** Right to respect for private and family life
- Article 9:** Right to freedom of thought, conscience and religion
- Article 10:** Right to freedom of expression
- Article 11:** Right to freedom of assembly and association
- Article 12:** Right to marry
- Article 14:** Right not to be discriminated against

Part 2: First Protocol

- Article 1:** Protection of property/peaceful enjoyment
- Article 2:** Right to education
- Article 3:** Right to free elections