Executive Report to Council

Youth Justice Plan 2015/16

Decision to be taken by: Full Council Decision to be taken on: 8 October 2015

Lead director: Frances Craven



Useful information

Ward(s) affected: All

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1. Summary:

- 1.1 It is the duty of each local authority, after consultation with partners to formulate and implement an annual youth justice plan setting out:
 - How youth justice services in their area are to be provided and funded; and
 - How the Youth Offending Team (YOT) will be composed and funded, how it will operate, and what functions it will carry out.
- 1.2 The statutory youth justice plan must be submitted to the Youth Justice Board (YJB) and published annually by 30 September. The youth justice plan is approved by the local Young Offender Management Board and submitted to the Youth Justice Board.
- 1.3 The document is the youth offending partnership's main statement of purpose and sets out its proposals to prevent offending by children and young people. The plan shows not only what the YOT will deliver as a service, but how strategic links with other supporting initiatives will be developed and maintained.
- 1.4 The youth justice plan is required to address the areas of performance, structure and governance, resources, value for money, partnership arrangements and risks to future delivery. The plan takes into account local performance issues, lessons from previous full joint and YOS thematic inspections, together with any Serious Incidents.
- 1.5 The Leicester City Youth Justice Plan for 2015/16 can be seen in Appendix A that accompanies this report.

2. Recommendations:

2.1 To note and adopt the Leicester City Youth Justice Plan for 2015/16.

3. Supporting information including options considered:

3.1 Leicester City Youth Justice Plan 2015/16 (Appendix A).

4. Details of Scrutiny

4.1 The Youth Justice Plan has been considered and approved by the Leicester City Young Offender Management Board chaired by the Strategic Director for Children on 10 September 2015.

5. Financial, Legal and Other Implications

5.1Financial Implications

5.1 The 2015/16 budgeted and forecast expenditure and financing for the Youth Offending Service is summarised in Appendix A of the Youth Justice Plan contained within this report.

5.2Legal Implications

- 5.2 Following consultation with relevant partner agencies, section 40 of the Crime and Disorder Act 1998 requires Leicester City Council formulate and implement an annual Youth Justice Plan setting out:
- a) How youth justice services in the area will be provided and funded; and
- b) How the youth offending team is to be composed and funded, how it will operate and what functions it will carry out.

 The plan must then be submitted to the Youth Justice Board and published.

Nicki Agalamanyi, Solicitor Advocate, Legal Services, Ext 37 1453

5.3Climate Change and Carbon Reduction Implications

5.3 There are no significant climate change implications resulting from the attached report.

Louise Buckley, Senior Environmental Consultant (Climate Change), 372 293

5.4Equality Impact Assessment

5.4 The Equality and Human Rights Commission identified engagement with the criminal justice system as an equality gap, as a result of disproportional representation in criminal justice proceedings by some protected characteristics.

Therefore it is important for the Youth Offending Team and the Young Offender Management Board are aware of and understand trends over time of the protected characteristics of young people who are involved in the local criminal justice system. Operationally, at the local level, the council does continue to monitor the protected characteristics of those young people it engages with and this information is used to inform the range of needs considered in planning and programme delivery for the city. The city has a multi-agency Heritage Forum that meets fortnightly to consider any equalities implications when individual needs are assessed, and these are reflected in court and sentence planning reports.

The service is also subject to the Public Sector Equality Duty. Emerging case law on the process required for meeting this duty highlights the need for decision makers to be aware of relevant equality implications throughout the decision making process, and particularly at the point of making a decision. Decision makers must evidence their 'due regard' of the implications of equality considerations on the decision at hand. It is important that the Young Offender Management Board be aware of this continuing duty and that 'due regard' is made of relevant equality implications for all decisions made.

Irene Kszyk, Corporate Equalities Lead, ext. 37 4147

5.5<u>Other Implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply.)</u>

5.5 None

6. Background information and other papers:

6.1 The Youth Justice Plan should be read in conjunction with other relevant multiagency plans including the Children and Young People's Plan, Safer Leicester Partnership Plan and Office of Police and Crime Commissioner (OPCC) Policing Plan. The Youth Justice Plan is supported by a more detailed operational YOS improvement plan overseen by the Head of Service, who reports to the Young Offender Management Board, chaired by the Strategic Director for Children.

7. Summary of appendices:

- 7.1 Leicester City Youth Justice Plan 2015/16
- 8. Is this a confidential report? (If so, please indicate the reasons and state why it is not in the public interest to be dealt with publicly)
- 8.1 No.
- 9. Is this a "key decision"?
- 9.1 No

Appendix One



Leicester City Youth Justice Plan 2015 - 2016

CONTENTS

Part One	
Introduction	03
Performance Overview	05
Structure & Governance	07
Resources and Value for Money	08
Partnership Arrangements	08
Risks to Future Delivery	09
Priorities	10
Appendices	
Appendix One - Young Offender Management Board	11
Appendix Two - Financial Contributions to YOS for 2015/16	12
Appendix Three – Leicester City YOS Structure Chart	13

Introduction

The aims of Leicester Youth Offending Service (YOS) are to prevent youth offending and reduce re-offending and the use of custody for young people. This is achieved through working in partnership to deliver services that ensure young people are safeguarded, the public and victims of crime are protected, and those who enter the criminal justice system are supported with robust risk management arrangements. Our aim is to intervene early to provide help and support to young people and their families, whilst reintegrating young people into their local communities without offending.

The YOS participated in a Thematic Inspection on Young People and Desistance from Offending in February 2015. Initial feedback at the time of the onsite inspection was positive, and early recommendations have been incorporated into the YOS Improvement Plan. The final HMI report is due to be published in January 2016. The YOS continues to review recommendations from all HMI Thematic Inspections and has undertaken a review of the recommendations from the Thematic Inspection into Transitions published in 2012, in which Leicester participated. The YOS participated in 2015 in both the local Multi Agency Public Protection Arrangements (MAPPA) Inspection, and the Children's Ofsted Inspection of services for children in need of help and protection; children looked after and care leavers.

This Plan should be read in conjunction with a range of associated partnership strategies including the Leicester Children and Young People's Plan, Police and Crime Plan, the Safer Leicester Partnership Plan, together with individual agencies strategic plans. The Youth Justice Plan is supported by an operational YOS Improvement Plan that provides more detail as to how the YOS will deliver services to improve outcomes for young people, families and communities and is monitored through the local Young Offender Management Board.

The YOS implemented a new organisational structure in August 2014 which increased the number and ratio of qualified YOS Officers working with high risk repeat young offenders and provided a greater emphasis on the role of Youth Advocates and Youth Workers to support young people at risk of offending and involvement in crime and anti-social behaviour.

The new Director of Children's Services appointed in September 2014 assumed the role of Chair of the Young Offender Management Board, whilst statutory membership of the Board from Police, Probation and Health has remained consistent. The Young Offender Management Board has undertaken a self-assessment audit of its work following publication of the Modern YOT Partnership Guidance and benchmarked itself against HMI Probation Inspection Criteria to ensure that it is adopting best practice for governance arrangements.

We are working closely with our partners in the criminal justice system to ensure resources are effectively targeted at the minority of young people who are repeat offenders and responsible for the majority of youth crime.

We have continued to invest in our Integrated Offender Management (IOM) arrangements with funding support through the Office of the Police Crime Commissioner (OPCC) as part of our successful Deter Young Offender Strategy. We have reviewed local policing contributions to the Out of Court Disposal Panel to improve sharing of intelligence to enable the YOS to identify and intervene earlier with young people at risk of crime and anti social behaviour.

The YOS are active partners in the Think Family (Troubled Families) Programme. Overall performance for Phase One of the programme completed in March 2015 placed Leicester in the top quartile nationally including reduced offending and anti-social behaviour. Phase Two of the programme will ensure that support continues to be provided to families involved in offending through integrated early help family support, as part of the local early help offer.

The local Multi Systemic Therapy (MST) Team is managed in the YOS and has been successful in engaging both young people at risk of custody and young people at risk of entering the care system. MST performance in 2015 has been in the top quartile nationally and

additional funding has been secured from the DfE Innovation Fund to commence a new MST Neglect Team in 2015/16.

The YOS continues to work in partnership to support victims of youth crime and to reassure local communities and young people about the consequences of crime and anti-social behaviour through local Joint Action Groups and the Safer Leicester Partnership. Our local restorative justice practices were celebrated as part of restorative justice week in November 2014 and the YOS are working with the OPCC to support the identification and support for victims of youth crime.

The YOS is making an important contribution to realising our ambition for all our children and young people of raising aspiration and attainment, reducing health inequalities and improving wellbeing. We also recognise the need to continue to invest in earlier interventions to ensure our most vulnerable young people continue to receive support to address their substance misuse, generic and mental health needs. In 2015 the YOS has contributed towards both the redesign and re-commissioning of substance misuse services and the review of local CAMHS provision.

The YOS has improved levels of young people's engagement in individually tailored assessment and support programmes. Participation in the Viewpoint programme has significantly increased in 2015. The youth service has worked collaboratively with young people and policing partners to develop a youth led Joint Action Group which culminated in a presentation by young people on community safety priorities and a local area action plan.

We have delivered a residential programme for repeat high risk young offenders jointly supported by the OPCC and in partnership with local voluntary youth sector providers. The Local Safeguarding Children's Board has supported a safeguarding summit involving over 100 children and young people in identifying safeguarding priorities. In 2015 our locally elected Young Peoples Council has worked with the Police to identify and support local policing priorities across the city for young people to prevent youth crime.

We believe a good education raises young people's aspirations and attainment and provides young people with opportunities for sustainable employment and training. Youth crime prevention work in 2015 has included the youth service working with local secondary schools to identify and support young people who are at risk of involvement in crime, anti-social behaviour or exclusion through targeted early intervention.

Targeted individual advice and guidance continues to be offered to our vulnerable young people who are not in education, training or employment (ETE), and local rates of ETE engagement for young people known to YOS are in the top quartile nationally. The Connexions Service is also working with economic regeneration partners to ensure that education; training and employment for young offenders and other vulnerable groups are a priority in the next five year round of sub-regional European Social Fund (ESF) programmes.

We are working with the OPPC to ensure that the YOS is as a key contributor to the priorities of the Police and Crime Plan for 2015/16 to support high risk first time entrants and repeat young offenders.

The YOS assumed responsibility for the Youth Justice Centre in 2015 providing an opportunity to expand programmes for young people who are subject to Attendance Centre requirement, and will be working with young people to further develop the programme as a local centre for restorative justice.

The local Joint Strategic Needs Assessment for children and young people is currently being revised by Public Health and young people who are first time entrants and at risk of offending are a target group. The current needs analysis involves young people, and will inform future commissioning and delivery priorities for young people at risk of involvement in crime and antisocial behaviour.

Performance Overview

We continue to prioritise preventing youth offending, reducing re-offending and the use of custody for young people as local performance indicators. The impact of the YOS performance and its contribution to wider safeguarding and public protection responsibilities are monitored and reported through the local Children's Trust Board, Safeguarding Children Board and MAPPA Strategic Board.

The YOS has continued to refine its performance management reporting arrangements to better improve understanding of impact and outcomes and to inform the Young Offender Management Board on future resource allocation. The YOS has worked with the YJB in 2015 to develop a diagnostic tool to improve understanding of performance in respect of reoffending.

Systems for improved monitoring of high risk offenders and young people involved in antisocial behaviour have been improved together with 'deep dive' analysis by the Young Offender Management Board into areas of challenging performance including Reducing Reoffending, Children Looked After, Education, Training and Employment, and Custodial Sentencing.

YOS performance is reported through The Safer Leicester Partnership and Reducing Reoffending Board where shared priorities exist to reduce overall crime and anti-social behaviour. Reducing First Time Entrants and re-offending by young people is a priority of the Children and Young People's Plan, overseen by the Leicester Children's Trust Board.

The YOS continues to contribute towards regional and national improvement agendas including the East Midlands Resettlement Consortium and East Midlands YJB YOS Managers Forum.

Reducing First Time Entrants (FTE) Performance 2014/15

• There have now been sustained reductions in First Time Entrants (FTE's) in the last seven years. Leicester has continued to see a reduction in the number of First Time Entrants (FTE) and the rate of reduction is greater than the national rate. Despite the local reduction in numbers, the baseline figure for FTE remains above the national average.

Reducing First Time Entrants (FTE) Priorities for 2015/16

- To commission and support evidence based youth crime prevention activity as part of a more integrated early help strategy.
- To further reduce the numbers of young people entering the criminal justice system, in partnership with other local agencies though more integrated and targeted youth support.
- To reduce the frequency and seriousness of re-offending by first time entrants and to improve earlier identification and assessment of first time entrants, including young people subject to court orders.
- To review progress against the recommendations from the HMI Report on Looked after Children published in 2012 as part of the YOS Improvement Plan.

Reducing Reoffending Performance for 2014/15

- The percentage of young people supervised by the YOS that re-offend remains at approximately 35% of the cohort which follows both the national and the midlands trends
- The YOS has higher than average national rates for young people reoffending on pre court and first tier orders whilst re-offending by young people subject to custodial sentences is lower than the national rate.
- Re-offending by young people known to the THINK Family (Troubled Families) and MST programmes is lower than the national average.

Whilst the number of young people supervised by the YOS has decreased, there has been
a continued increase in the frequency of offending each year. Using the latest national
comparator data covering period July 2012 to June 2013 Leicester's rate for re-offending is
higher than the midlands and slightly higher than the national figure.

Reducing Reoffending Priorities for 2015/16

- To reduce overall levels of re- offending and better understand effectiveness of programmes and disparity in re-offending rates.
- To reduce the frequency and seriousness of re-offending by young people known to YOS at all levels, including pre court and first tier interventions.
- To further improve reductions in reoffending by serious repeat young offenders, including young people at risk of custody and young people leaving custody.
- To complete a diagnostic of reoffending rates by young people in collaboration with the YJB and to monitor an improvement plan to reduce levels of re-offending.

Reducing the Use of Custody Performance 2014/15

- The YOS has a higher than average national rate for the use of custody although this is a relatively small cohort of 25 young people receiving custodial sentences in 2014-15.
- There has been a consistent reduction in the use of custodial sentencing in the previous decade and the custodial rate for 2013-14 is 1% per 1,000 of the population.

Reducing the Use of Custody Priorities for 2015/16

- To further reduce the use of remands to youth detention accommodation and custodial sentencing for all young people including children looked after.
- To contribute towards the East Midlands resettlement consortium to identify and support appropriate alternatives to target effective resettlement packages for young people leaving custody.
- To continue to work with partners to further develop robust processes for the identification remand cases and the full cost of remand placements, together with suitable community based alternatives to remand.
- To ensure young people who are subject to custodial remands or sentencing are appropriately safeguarded and their risk of harm to themselves and others is managed.

Engaging in Education, Training & Employment (ETE) Performance 2014/15

- The YOS has increased ETE engagement by young people who offend from under 60% to nearly 80% over the last six years. This level of ETE engagement is in excess of national, family group and regional comparators and places the YOS performance in the top quartile nationally.
- The high level of ETE engagement with young people known to YOS has been maintained despite the challenging economic climate and rising youth unemployment and has been sustained through close partnership working with Education Welfare and Connexions Services.

Engaging in Education, Training & Employment (ETE) Priorities for 2015/16

- To further reduce the numbers of young people who are Not in Education, Employment or Training (NEET) and known to YOS.
- To improve the targeting of ETE support for high risk entrants and repeat offenders.
- To increase the use of trained volunteer mentors, YOS advocates, and Connexions Personal Advisors, to support young people to successfully engage and remain in Education, Training & Employment.

Leicester Think Family Programme Phase One Performance 2015

Leicester worked with 1140 families at the completion of Phase 1 of the Think Family Programme which finished in March 2015, representing 100% of the target group. From this group, 45% met the criteria for youth crime and anti-social behaviour by a family member. The YOS were the lead practitioner in 10% of these cases where the young person was known and supported through preventative work, including youth and education welfare services.

Local Think Family (Troubled Families) Phase One programme performance is in the top quartile nationally. From the Phase One cohort completed in March 2015:

- 84% of families on the programme had no further offending
- 47% of families experienced a reduction in the number of offences committed at the close of their programme
- 370 adults were sustained into employment
- 89% experienced improved behaviour at school and 79% improved attendance

Structure & Governance

The YOS is positioned within the Education and Children's Department of the Local Authority. The YOS Manager is Head of Service for Early Help and Specialist Services, which includes a portfolio of services including the Youth Offending Service, Youth Service, Connexions and Education Welfare Service. This approach supports earlier identification of families with multiple and complex needs together with increased opportunities for more targeted work with children and families at risk of poor outcomes or involved in crime and anti-social behaviour. The Head of Service for the YOS is managed by the Director for Children, Young People and Families, who reports directly to the Director for Children's Services (DCS).

Governance arrangements for YOS reside with a multi-agency Young Offender Management Board (YOMB) chaired by the Strategic Director for Education and Children (DCS). The YOMB has senior officer level representation from statutory services including Police, Health and the National Probation Service. (Appendix One) The YOMB meets on a quarterly basis where performance and finance reports are presented by the Head of Service, to inform strategic decisions and resource allocation.

Young Offender Management Board reports include analysis of performance against key national and local youth justice indicators, audit and self-assessment activity, Serious Incident reporting, National Standards audits and quarterly YJB monitoring reports. The YOMB revised its performance management framework in 2015 to take into account the revised Modern Youth Offending Partnership Guidance.

The YOS Manager is a member of the MAPPA Strategic Board and the Local Children's Safeguarding Board for reporting and monitoring lessons from Serious Incidents and Serious Case Reviews. The YOS completed a revised section 11 safeguarding audit in 2015 as part of the LSCB delivery plan. The YOS Manager is a member of the Early Help and Stay Safe Group which is a sub group of the Local Children's Safeguarding Board.

The YOS are members of both the Reducing Re-offending Board which supports Integrated Offender Management arrangements for young people and adults, and the Young Adults Project (YAP) Board, supporting transitions 16-24 year olds in the criminal justice system.

Resources and value for money

The YJB Youth Justice Grant allocation focusses on innovation and service improvement and supports the YOS improvement plan reviewed by the Young Offender Management Board. This ensures resources continue to be prioritised in areas where there are risks to future delivery and performance. Service improvement activity in 2015 has been supported by the YJB through a local re-offending toolkit to provide a more detailed understanding of local re-offending rates.

Funding contributions from statutory partners in Health and the National Probation Service are confirmed for 2015/16. The OPCC has confirmed 2015/16 funding for YOS for both core police activities and to support work with high risk entrants and repeat offenders. In addition the OPCC has provided partnership funding for work with Troubled Families and young people at risk of domestic violence and child sexual exploitation. A table containing the financial, staffing and in kind contributions made by local partners is contained in Appendix Two.

The YOMB has commissioned a benchmarking exercise for the YOS which will inform future strategic priorities and business planning for 2016/17, as part of its ongoing commitment to developing a more robust outcomes based business model that demonstrate best value and cost effectiveness.

The YOS is working closely with the YJB national implementation team for the roll out of ASSET Plus which has now been re-confirmed for October 2015. The YOS has resourced a local implementation team and completed a detailed action plan overseen by the YOS Service Manager with support from key frontline staff and the Information Systems Officer responsible for the maintenance of the Careworks Management Information System.

The YOS is appropriately resourced by seconded warranted Police Officers, Probation Officers employed by the National Probation Service, and an education specialist managed within the Education Welfare Service. YOS are working with the CAMHS service to fill the permanent vacancy for a mental health specialist and interim cover arrangements are in place until this vacancy is filled. Additional resources beyond the statutory requirement include dedicated Educational Psychologist time and a dedicated Education, Training and Employment Personal Advisor surgery from the Connexions Service.

The YOS has a diverse workforce that reflects the diversity of the local communities that it serves. The entire YOS workforce is employed on a permanent basis, there are no agency employees. All frontline YOS Officers are professionally qualified.

The YOS has recruited a new cohort of volunteers in 2015 with a broad age range of backgrounds, reflecting the diversity of Leicester's communities. Volunteers and permanent staff are trained in restorative justice. A structure chart including the full YOS staffing establishment is contained in Appendix Three.

Partnership Arrangements

The YOS is fully integrated into local partnership planning arrangements for both children and young people and criminal justice services. There are regular joint meetings with key partners including the Police, Courts, Health and Probation (NPS) to support the delivery of shared strategic priorities.

The YOS Manager or YOS Service Manager is represented on the following key strategic partnerships:

- Leicester Children's Trust Board (LCTB)
- Local Safeguarding Children's Board (LSCB)
- Early Help and Stay Safe (LSCB) Sub Group
- Safer Leicester Partnership (SLP)
- Multi Agency Public Protection Arrangements (MAPPA) Strategic Board
- Integrated Offender Management (IOM) Board
- Reducing Re-offending Board (RRB)
- Drug and Alcohol Commissioning Board
- Children and Adolescent Mental Health Service (CAMHS) Multi Agency Partnership
- Young Adult Project (YAP) Transitions Board
- Multi Systemic Therapy (MST) Strategic Board

The YOS co-commissions youth crime prevention programmes with the Office of the Police and Crime Commissioner (OPCC) that focus on preventing re-offending by high risk entrants to the youth justice system and repeat high risk offenders. This includes jointly commissioned work with local voluntary sector youth service providers that support national indicator performance and outcome measures jointly monitored by the OPCC.

The YOS are partners in the Troubled Families (Think Family) and Multi Systemic Therapy Team and re-offending by young people known to the programmes is lower than the national average.

Accommodation is included as part of all intervention planning by case managers for any young person made subject to a custodial sentence or remanded to Youth Detention Accommodation. Every young person who is made subject to a custodial sentence or made subject to Youth Detention Accommodation is allocated a Youth Advocate. The focus of the advocate work is to deliver and enable access for support with health, substance misuse, family support and contact, education, training and employment and accommodation.

All young people subject to custodial sentences are reviewed by a mutli agency panel including Connexions, CAMHS and substance misuse, and parenting workers to ensure that young people's safeguarding, risk of harm, welfare and mental health needs are appropriately assessed. Parenting support is provided to all young people in custody and their families throughout the custodial sentence, to plan and support reintegration into the community.

Risks to future delivery

A challenge for the YOS is to maintain continuous improvement in the context of reduced government and partnership funding, and changing national priorities. Further reductions to central government funding through the dedicated Youth Justice Grant are now anticipated. Following the most recent government spending review in summer 2015, the Youth Justice Board is undertaking a consultation for a 10.6% in year reduction to the Youth Justice Grant to support additional 2015/16 savings required to be met by the Ministry of Justice. Further reductions to the Youth Justice Grant may also be considered as part of the government's autumn spending review which will place additional pressure on the YOS.

Local pressures on council funding are mirrored across the strategic partnership and the YOS is working with partners to develop a sustainable delivery model moving forward, that reflects shared strategic priorities. The National Probation Service is currently undertaking a review of funding contributions to YOS which may impact locally on future funding.

The YOS is working with strategic partners through the YOMB to ensure that national changes to the criminal justice system through Police, HM Courts and Probation services are managed appropriately and address risk, public protection and safeguarding priorities for young people.

The YOS continues to focus on areas of performance improvement related to management of risk of harm and safeguarding and a detailed improvement plan has been submitted to the YJB and is monitored on a quarterly basis.

Priorities for 2015/16

- To further improve the quality of YOS assessments and timeliness of YOS interventions.
- To ensure a partnership approach is maintained to prevent offending and further reduce reoffending by children and young people.
- To reduce the number of Children Looked After who enter the criminal justice system and to further reduce the number of young people subject to remands and custody.
- To continue to develop an evidence based model and "what works agenda" and to ensure resources are targeted effectively to prevent and reduce offending
- To continue to improve transition arrangements between the YOS and Adult Services including Probation (NPS) and the OPCC Young Adults Programme.

Appendix One

Leicester City YOS – Young Offender Management Board 2015/16

Name	Organisation		
Frances Craven	Strategic Director, Children's Services, LCC		
Martyn Ball	Superintendent, Leicestershire Police		
Carolyn Maclean	Director of Offender Management Business Unit, NPS		
Mel Thwaites	Associate Director of Children and Families, CCG		

Date:	26 th August 2015
Signature:	Frances H. Craven
Francis Craven:	Strategic Director, Children's Services, LCC (Chair YOMB)

Appendix Two

YOS BUDGET 2015/16

The budgeted and forecast expenditure and financing for 2015/16 in the following table:

Agency	Staffing costs (£)	Payments in kind – revenue (£)	Other delegated funds (£)	Total (£)
Local authority	1,112,560	398,600		1,511,160
Police Service	107,274			107,274
National Probation Service	123,087		80,500	203,587
Health Service	50,192		58,200	108,392
Police and crime commissioner	20,000		99,300	119,300
YJB Good Practice Grant	769,000		56,457	825,457
Other				
Total	2,182,113	398,600	294,457	2,875,170

NB: The Youth Justice Board is undertaking a consultation in September 2015 for a 10.6% in year reduction to the Youth Justice Grant to support additional 2015/16 savings required to be met by the Ministry of Justice. The proposed reduced grant figure for 2015/16 is £672,997.

Appendix Three

Leicester City YOS Structure Chart 31 July 2015

