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**Leicester City Youth Justice Plan 2016-17**  
**Full Council – 24 November 2016**

Lead director: Frances Craven

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## Useful information

- Ward(s) affected: All Wards
- Report author: David Thrussell
- Author contact details: 37 1672
- Report version number: v2

### 1. Summary

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.

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.

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.

The youth justice plan should be read in conjunction with other relevant multi-agency 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.

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.

### 2. Recommendations.

Council is asked to:

- To note and agree the Leicester City Youth Justice Plan for 2016/17.

- To note the review of progress and agree the priorities in the report.
- To bring forward the timetable for the Youth Justice Plan for 2017/18 to April 2017.

### **3. Supporting information**

The Leicester City Youth Justice Plan for 2016/17 is attached as Appendix One.

## **4. Financial, legal and other implications**

### **4.1 Financial implications**

The 2016/17 budgeted and forecast expenditure and financing for the Youth Offending Service is summarised in Appendix Two of the Youth Justice Plan contained within this report.

Martin Judson  
Head of Finance  
Education & Children's Services

Tel: 37 4101

### **5.2 Legal implications**

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.

Katherine Jamieson

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For City Barrister and Head of Standards Legal Services, Leicester City Council

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### 5.3 Climate Change and Carbon Reduction implications

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

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### 5.4 Equalities Implications

The report does include the staffing profile and describes the diversity of staff that reflects the diversity of the city's population. From the perspective of meeting our Public Sector Equality Duty aims, the Youth Justice Plan sets out priority activities (in the Performance Overview section) that seek to promote equality of opportunity for young offenders by reducing the adverse impacts they are likely to experience through involvement with the criminal justice system; and by achieving these outcomes and enabling young offenders to take part in city and community life, contribute to improved good relations between different groups of people.

The report does not include analysis of the protected characteristics of young people served by the Youth Offending Team. However, young offender characteristics are tracked through national monitoring and local reporting through the quarterly Young Offender Management Board performance report and these do inform service practice. In very small cohorts for priorities such as reducing the use of custody, there is a real risk of identification based on protected characteristics such as ethnic profile.

The attention paid to tracking the protected characteristics of young offenders ensures that the service does not discriminate against any service user on the basis of who they are.

Irene Kszyk, Corporate Equalities Lead, ext. 37 4147

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

None

### 6. Background information and other papers:

Youth Justice Plans: YJB Practice Note for Youth Offending

Partnerships Modern Youth Offending Partnerships – Guidance on

Effective Youth Offending Team Governance in England, Ministry of

Justice, 2014

National Standards for Youth Justice Services, 2013

Crime and Disorder Act, Section 40, 1998

**7. Summary of appendices:**

Appendix A: Youth Justice Plan

2016/17

**8. 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)?**

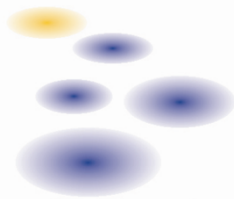
No

**9. Is this a “key decision”?**

No

**10. If a key decision please explain reason**

N/A



Leicester City **youth** Offending Service

# Leicester City Youth Justice Plan 2016 - 2017

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## 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 reintegrate them into their local communities without offending.

The YOS participated in a Full Joint Inspection in 2016. The inspection showed that Leicester City YOS is performing satisfactorily or good in all key areas. Leadership, management and partnership of the YOS were judged as effective. The Full Joint Inspection made five recommendations which are incorporated into an Improvement Action Plan that should be read in conjunction with the Youth Justice Plan.

This Plan supports 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.

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 arrangements with funding support through the Police and Crime Commissioner as part of our successful Deter Young Offender Strategy. We have reviewed the Out of Court Disposal Panel 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 Troubled Families Programme. Phase Two of the Programme has ensured 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 continues to be successful in engaging both young people at risk of custody and young people at risk of entering the care system. Inspectors noted the use of the Multi-Systemic Therapy approach is showing some good early results. We have launched a new MST Standard Team and a Child Adolescent Neglect (CAN) Team in 2016 as part of our ongoing commitment to vulnerable children and young people.

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 and the YOS are working with partners 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.

The YOS has improved levels of young people's engagement in individually tailored assessment and support programmes. Inspectors noted that children and young people were overwhelmingly positive about the support they received from workers, who were persistent and tenacious in their attempts to engage them and understand how their life experiences contributed to offending, risk to others and their vulnerability.



We have continued to deliver a residential programme for repeat high risk young offenders jointly supported by the Office of the Police and Crime Commissioner (OPCC) and in partnership with local voluntary youth sector providers. We have also taken steps to strengthen the reporting of learning from serious incidents and recommendations through the Local Safeguarding Children's Board.

Inspectors found strengths in the way that children and young people are engaged by the YOS and about the support they receive to access education, training and employment. Youth crime prevention interventions continue to involve 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 and local rates of ETE engagement for young people known to YOS remain 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 remain a priority as new provision is developed.

We are working with the newly elected Police and Crime Commissioner to ensure that the YOS is as a key contributor to the priorities of the Police and Crime Plan to support high risk first time entrants and repeat young offenders.

The local Joint Strategic Needs Assessment for children and young people has been revised in 2016, and young people who are first time entrants and at risk of offending are a target group in the current needs analysis. This will inform future commissioning and delivery priorities for young people at risk of involvement in crime and anti-social 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 in response to the Full Joint Inspection recommendations. The YOS continues to work with the YJB to refine our diagnostic tools to provide a sharper focus on understanding of performance in respect of reoffending.

Systems for improved monitoring of high risk offenders and young people involved in anti-social behaviour have been improved together with 'deep dive' analysis by the Young Offender Management Board into areas of challenging performance including reducing reoffending, Looked After Children, generic health needs of young people known to YOS, custodial sentencing and young offenders Speech, Language and Communication Needs.

YOS performance is reported through The Safer Leicester Partnership and Reducing Re-offending 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 supported by YJB Quarterly Performance Monitoring reports.

### **Reducing First Time Entrants (FTE) Performance 2015/16**

- There have now been sustained reductions in FTEs 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.

### **Reducing First Time Entrants (FTE) Priorities for 2016/17**

- To re-commission and support evidence based youth crime prevention activity as part of a more integrated 0-19 early prevention strategy.
- To further reduce the numbers of young people entering the criminal justice system, in partnership with other local agencies through 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 deliver progress against the recommendations from the HMI Full Joint Inspection published in May 2016 as part of the YOS Improvement Action Plan.

### **Reducing Reoffending Performance for 2015/16**

- The percentage of young people supervised by the YOT that re-offend was 39.2% which is a slight drop on the previous year but higher than the national average of 37.9%.
- 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 Troubled Families and MST programmes is lower than the national average.
- Whilst the number of young people supervised by the YOT has decreased, there has been a continued increase in the frequency of offending each year. Using the latest national comparator data covering period October 2013 and September 2014, Leicester's rate for re-offending is higher than the midlands and national figure.

### **Reducing Reoffending Priorities for 2016/17**

- To reduce overall levels of re-offending and better understand effectiveness of programmes and disparity in local 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 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 2015/16**

- The YOS has higher than average national rate for the use of custody although this is a relatively small cohort receiving custodial sentences in 2015-16.
- There has been a consistent reduction in the use of custodial sentencing in the previous two years although the most recent quarter has seen a small spike in custodial sentencing.

## **Reducing the Use of Custody Priorities for 2016/17**

- To further reduce the use of remands to youth detention accommodation and custodial sentencing for all young people including children looked after.
- 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.
- 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 appropriately.

## **Engaging in Education, Training & Employment (ETE) Performance 2015/16**

- 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 2016/17**

- To further reduce the numbers of young people who are not in full time Education, Training & Employment (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.

## **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, Education Welfare Service and Multi Systemic Therapy. 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) Following the full joint inspection additional representation from Public Health and the Connexions Service has been added to the strategic management board. 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 quarterly 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 Manager is a member of the Early Help Strategy 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 a Looked After Children Project 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 2016 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 2016/17. The OPCC has confirmed 2016/17 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.

YOS business planning for 2016/17 will need to take into account the national review of the youth justice system and any options for future remodelling of the service will be overseen by the YOMB Chair through an integrated Targeted Youth Support Remodelling Board.

The YOS successfully launched ASSET Plus in late 2015 and has commissioned a replacement Management Information System for 2017.

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 better understand the emotional health and wellbeing needs of young people known to YOS. The YOS are working with the Leicester Clinical Commissioning Group and stakeholders to ensure that the local CAMHS Transformation Needs includes the support needs of young people known to YOS. Additional YOS resources 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, and all frontline YOS Officers are professionally qualified.

The YOS works with a wide range of volunteers 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 (Public Health and Clinical Commissioning Group) 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 Strategy Group
- Safer Leicester Partnership (SLP)
- Multi Agency Public Protection Arrangements Strategic Board (MAPPA)
- Reducing Re-offending Board (RRB)
- Children and Adolescent Mental Health Service (CAMHS) Multi Agency Partnership
- Young Adult Transitions Board
- Multi Systemic Therapy Strategic Board (MST)

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 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, family, education, training and employment and accommodation.

All young people subject to custodial sentences are reviewed by multi 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 any proposed national changes to the Youth Justice System arising from the Taylor Review. Additional risks to future service delivery arise from reduced government and partnership funding.

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 and reduced income.

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 has submitted an Improvement Action Plan following the Full Joint Inspection undertaken in 2016 and this has informed service priorities for 2016/17. The YOS continues to focus on areas of performance improvement related to management of risk of harm, safeguarding and better understanding health needs and improving health outcomes for young people. A detailed improvement action plan has been submitted to the YJB and is monitored on a quarterly basis.

### **Priorities for 2016/17**

- To implement the recommendations from the Full Joint Inspection report published in May 2016.
- 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.
- To further improve the quality of assessments and effectiveness of YOS interventions to reduce re-offending, including a better understanding of speech, language and communication needs of young people known to YOS.
- To ensure that young people who are known to YOS as children in need or in need of protection including from Child Sexual Exploitation, are identified, safeguarded and their cases escalated where appropriate.
- 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 better understand the emotional health and wellbeing needs of young people known to YOS to improve their physical and mental health.

## Appendix One

### Leicester City YOS – Young Offender Management Board (YOMB) 2016/17

Name	Organisation
Frances Craven	Strategic Director, Children's Services, Leicester City Council (Chair YOMB)
Caroline Tote	Divisional Director, Children's Services, Social Care and Early Help, Leicester City Council
Sian Walls	Chief Inspector, Leicestershire Police
Charlotte Dunkley	Deputy Head, Leicester, Leicestershire and Rutland (Midlands), National Probation Service
Mel Thwaites	Associate Director of Children and Families, Clinical Commissioning Group
Clare Mills	Lead Commissioner, Public Health, Leicester City Council
Julia Conlon	Service Manager, Connexions Service & Targeted Youth Support, LCC
David Thrussell	Head of Service, YOT Manager, Early Help and Specialist Services, Leicester City Council
Karen Manville	Service Manager, Youth Offending Service
Martin Judson	Head of Finance, Education and Children's Services

Appendix 2

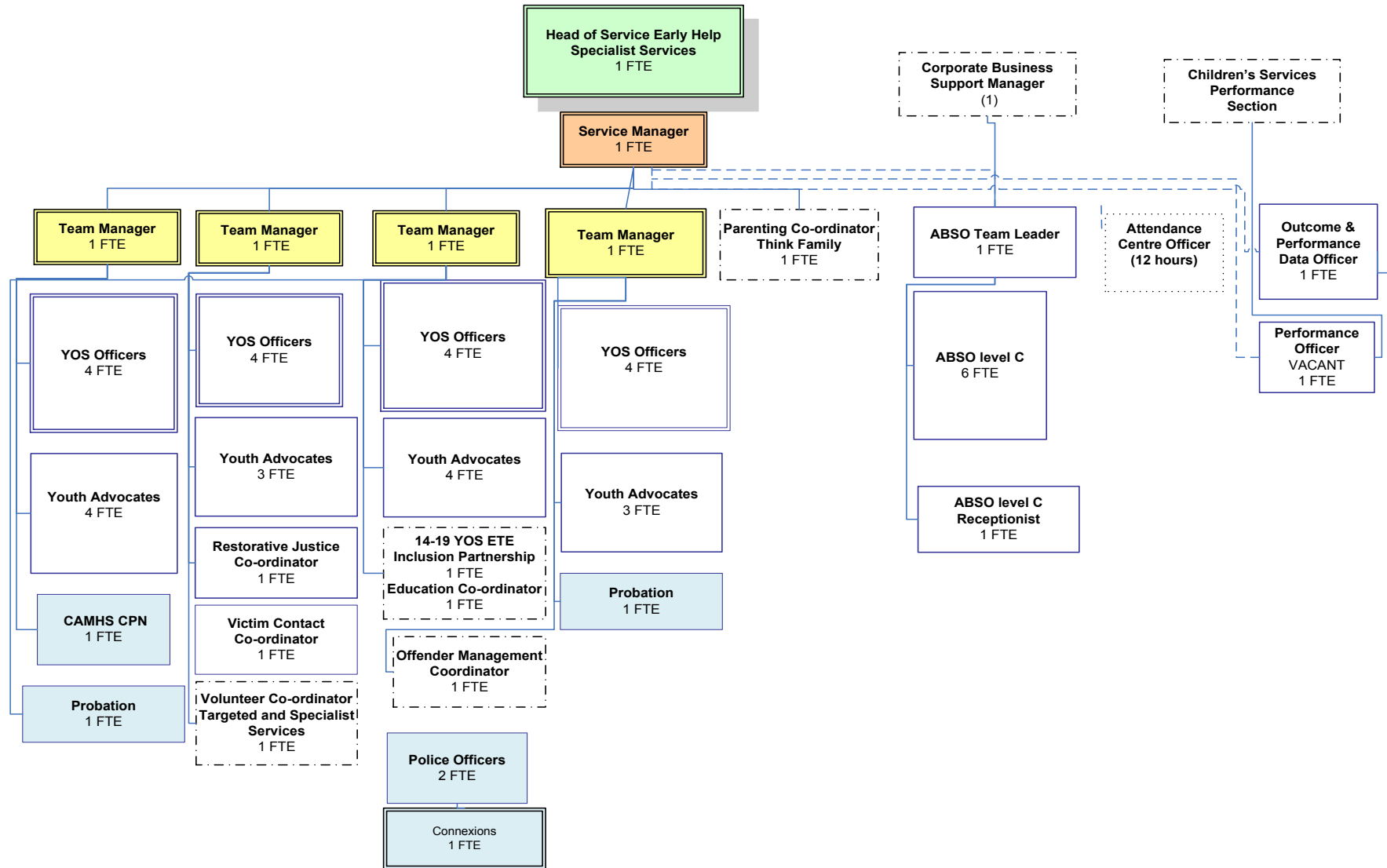
**YOS BUDGET 2016/17**

<b>Agency</b>	<b>Staffing costs (£)</b>	<b>Payments in kind – revenue (£)</b>	<b>Other delegated funds (£)</b>	<b>Total (£)</b>
<b>Local authority*</b>	<b>1,216,169</b>	<b>447,107</b>		<b>1,663,276</b>
<b>Police Service</b>	<b>84,964</b>		<b>84,466</b>	<b>169,430</b>
<b>National Probation Service</b>	<b>98,516</b>		<b>40,250</b>	<b>138,766</b>
<b>Health Service</b>	<b>86,858</b>		<b>57,100</b>	<b>143,958</b>
<b>Police and crime commissioner**</b>	<b>21,309</b>			<b>21,000</b>
<b>YJB Good Practice Grant</b>	<b>625,364</b>		<b>26,542</b>	<b>651,906</b>
<b>Other***</b>				
<b>Total</b>	<b>2,133,180</b>	<b>447,107</b>	<b>208,358</b>	<b>2,788,645</b>



Appendix 3

Leicester City Youth Offending Service (2016)



**Appendix 4****Leicester City Youth Offending Service Composition (2016)**

<b>Protected characteristic:</b>		<b>Number</b>	<b>% of total staff</b>
<b>Gender</b>	Male	28	47
	Female	32	53
<b>Ethnicity</b>	White	37	62
	Asian	15	25
	Black	6	10
	Dual heritage	2	3