

Youth Justice Plan 2102-2015

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INTRODUCTION TO THIS YEAR'S PLAN

Since 2000 there has been a requirement in the Crime and Disorder Act 1998 for Youth Offending Teams (YOTs) and their partnerships, to produce a Youth Justice Plan setting out how YOTs will be resourced in a local area and the services which will be available in relation to the statutory primary aim of YOTs to prevent youth offending in the area. Given the late notification by the YJB of this year's grant funding for YOTs, last years YOT Inspection, the restructure of the YOT service into social care, the pending restructure of the YOT provision and the fact that no plan was submitted for last year, this year the plan will map priorities for the coming and the aim to develop a 3 year plan with annual refreshes. This plan will include:

- Structures and Governance
- Partnership Arrangements
- Resourcing
- Risks to Local Delivery
- Key Achievements and Challenges 2010-2011
- Strategic Vision 2012-2015
- Priorities for 2012-13
- What is happening to youth crime locally?

Within this paper I have used the Youth Offending Service (YOS) to identify the wider partnership group working with young offenders and the Youth Offending Team (YOT) to identify the specific team with the children and families delivery unit working with young people to both prevent their entrance into the criminal justice system and young people within the criminal justice system.

SECTION 1 STRUCTURE AND GOVERNANCE

The Children and Families Delivery Unit, Drug and Alcohol Action Team (DAAT), and Community Safety Partnership (CSP) and Commissioning, form Safe in the City Partnership (SCP), chaired by the Chief Executive of the Local Authority. The grouping of the three statutory partnerships in such a way allows the group to take a strategic approach to crime and disorder issues. The group has representation from the Primary Care Trust, Probation, Police, Fire Service, Police Authority, Children and Young People, council members amongst others.

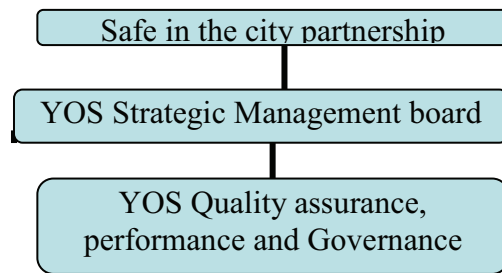
The Safe in the City Partnership agrees resource priorities for the Community Safety Partnership, Drug and Alcohol Action Team and YOT, agrees responses to relevant national and local policy development, and monitors performance by exception reporting, focusing on areas of under-performance. Since the YOT has been formed the Safe in the City Partnership has consistently addressed resource issues for the YOT and additionally addressed infrastructure issues.

The local Youth Offending Strategic Management Board is a sub-group of the Safe in the City Partnership, meeting quarterly and chaired by the Strategic Director of People and including the Strategic Director of Communities. All statutory partners are represented at a senior or Head of Service level, plus Community Safety and the voluntary sector. The Terms of Reference Youth Offending Strategic Management Board holds it accountable for ensuring that all the statutory requirements of the Youth Offending Team are met, overseeing the development and implementation of the Youth Justice Plan, monitoring performance and overseeing risk identification and improvements.

The Youth Offending Strategic Management Board takes responsibility for monitoring overall performance of the YOT with a Performance Management Report taken to each meeting, which also contains actions from the Youth Justice Plan, and progress towards implementing these. Where there are areas of under-performance further multi-agency action plans are developed, and agreed by the Youth Offending Management Board with implementation monitored.

The YOT Quality Assurance and Governance Group will report to the Youth Offending Strategic Management Board, this group will oversee audits, delivery of front line practice in line with statutory and local requirements and will act as a monitor of risk management and oversee the partnership working. This will be achieved through addressing issues of Public Protection and Safeguarding, considering resource and workload issues; receiving reports in relation to audits of effective practice; approving policies and protocols; acting as the YOT prevention steering group. This group will have representation from probation, police delivery unit, partnership community safety delivery unit, user representation and the voluntary sector.

The YOT Quality and Assurance Group will also report to the Children and Family service Quality Assurance and Clinical Governance Board, with the Children in Care (CIC) and Specialist Service Manager a member of the group, and fully participating in Children and Families Delivery Unit developments. New structural arrangements for the Children and Family delivery unit maintain the YOT as members of key sub-groups and places the YOT within the Social Care Management Structure, thus ensure that risk management is highlighted and developed.



Line-management of the YOT sits with the Children in Care and Specialist Services Manager. This positioning, with overview through the Community Safety Partnership, and line-management within Children and Families delivery unit enables the YOT to be strategically positioned in the most appropriate place - straddling welfare and justice. The Head of Children's Services also sits on the SCP Strategy Group.

Anna Gianfrancesco – Specialist Services

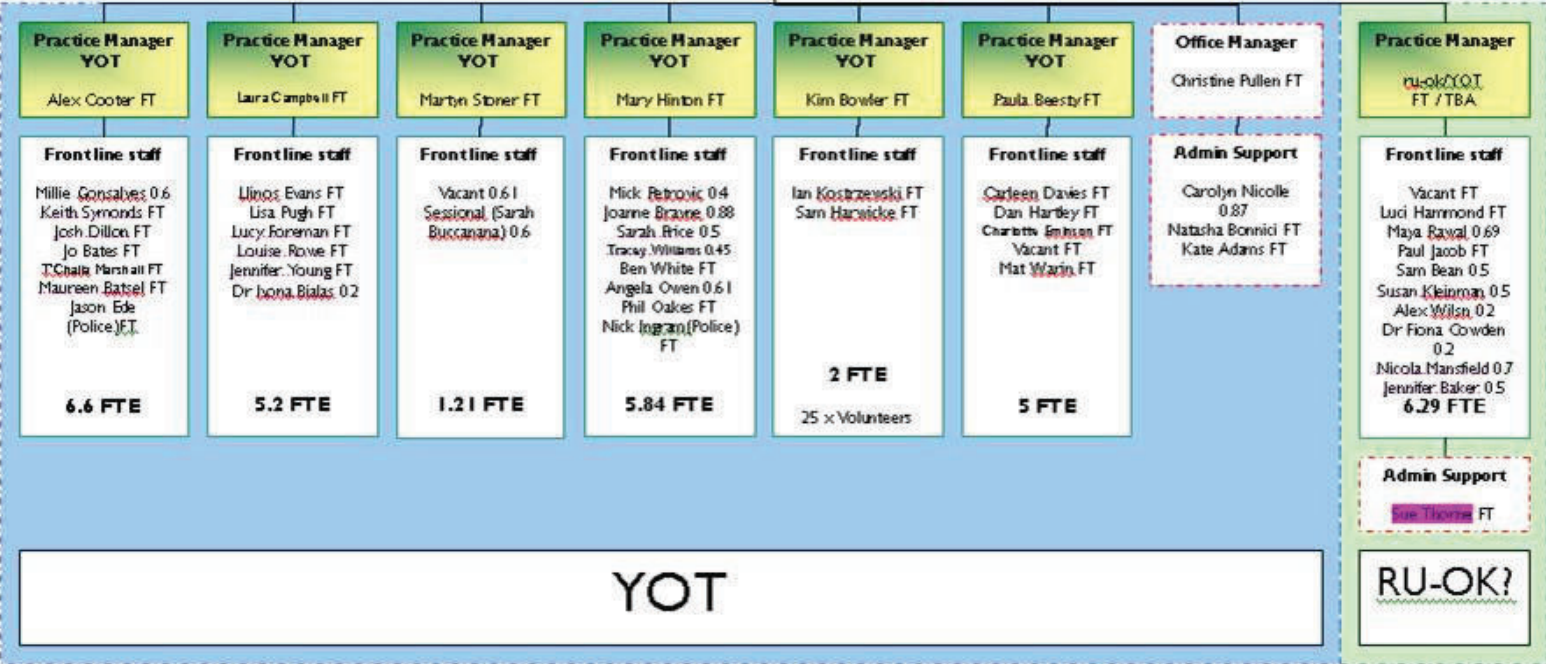
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YOT

SECTION 2 PARTNERSHIP ARRANGEMENTS

The YOS Partnership ensures that the YOT and issues to do with the prevention of young people offending and re-offending are strongly linked to other planning frameworks. As noted the Youth Offending Strategic Management Board reports to the Safe in the City Partnership and feeds into the development of the Partnership Plan. Progress against actions and performance targets are monitored through the Strategic Management Board, with exception reporting to the SCP Strategy Group.

The YOT is linked into MAPPA (Multi-agency Public Protection Arrangements) strategic group, and prioritises management attendance at MAPPA meetings, the Reducing Reoffending Board (which monitors overall performance of Prolific and Priority Offenders) and works collaboratively with the IOM (Integrated Offender Management) Group.

Communication with the courts is through the quarterly attendance at the local Criminal Justice and Court User Group, in addition to Youth Panel magistrates meetings the YOT is involved in training of Youth Panel members as well as legal advisors and a representative of the youth courts is a member of the YOT Management Group.

The YOS Partnership has effectively ensured that the needs of young offenders are on the agenda across criminal justice and children's welfare, and are able to input into relevant planning processes.

SECTION 3 RESOURCING

Funding for 2012-2013 has seen some reduction. This includes:

- The reduction of funding from the council by 5%, a reduction of 46K, this will be addresses by having a greater focus on evidenced based interventions, and putting in place structures that allow staff to focus on offending , while working with other agencies to address wider issues within the young persons life. By working with methods and techniques that have been evidenced and discontinuing those shown to be less effective there should be a reduction in the rate of reoffending.

It is expected that the funding from our key partners the police and Surrey Sussex Probation Trust will remain at 2011-12 level.

At present the YJB settlement is due to change an announcement is pending on a) how the funding formula for the Youth Justice Grant will change and b) how Payment by Results (PBR) will work, this may result in a further reduction in funding. It is intended that YOTs will be informed of 12-13 grant early 2012, but it may be that changes to individual YOT's grants will be phased in. Up to 25% of the grant may be attached to PBR, which it is presently proposed will relate to the 3 National Indicators, rate of reoffending, number of First Time Entrants and use of custody. Our main concern will be the poor performance of the YOT in relation to the rate of reoffending, which may result in a reduction

of monies. Addressing this poor performance is a priority for the partnership and this plan, the YOT will be part of a peer review in early March, it is anticipated that this will help the service review its delivery and performance and further build on its internal action plan, which is monitored by both YOS management team, the quality assurance group and the strategic management board to ensure that changes to service delivery are both being undertaken and improvements being made. As part of this every young person will have an intervention plan which will be monitored and audited in order to measure outcomes.

Another financial implication for the local authority is the proposal to pass the cost of custody, initially remands, to local authorities, with small numbers locally liable to year on year fluctuations.

The Youth Crime Prevention aspect of the YOT is currently jointly commissioned between the children's commissioning unit and the place commissioning unit, thus ensuring that the work is meeting both the needs of both young people and the wider community and the outcomes are monitored. With the move in 2013-14 of the funding from the Home Office to the new Police Commissioners the YOT during 2012-13 will be preparing itself to move to a more commissioned way of working, ensuring that the work is evidenced based and can be measured and outcomes monitored.

SECTION 4 RISKS TO FUTURE DELIVERY

Changes and developments for partners at national policy level and local level will create a range of potential challenges as we respond. These include:

- Developments from the Criminal Justice Green Paper including developing the Payment by Results agenda relating to the 3 future indicators: use of custody, reduction in first-time entrants to the Youth Justice System and reduction in reoffending
- Changes to the YJB grant funding formula, which may result in a loss of grant income
- Devolving the cost of remands to secure to local authorities, but with small numbers and considerable year on year fluctuations in local use.
- Young people remanded becoming 'looked after' by the local authority.
- With the proposed health reforms and the introduction of GP led Commissioning and Health and Well-being Boards there will be a need to ensure continued health support for the YOT, meeting the needs of young offenders as vulnerable children and young people and ensuring their voice is heard within the health and well being boards.
- Introduction of Police and Crime Commissioners under the Police Reform and Social Responsibility Bill could have a serious impact on YOTs ability to meet targets, dependent on the strategic direction set
- For Children's Social Care and agencies working with children to consider the implementation implications of the Munro report
- Extreme pressure on all partner budgets and resource available

SECTION 5 KEY ACHIEVEMENTS AND CHALLENGES OF 2011-2012

In looking at achievements and challenges it is at times hard to separate them out from each other, as can be seen in the number of young people reoffending and the level of offences being committed. For while the number of young people in the youth justice system has reduced, as has the number of re-offences and the proportion of young people who re-offend., the average number of re-offences for all offenders in the cohort and for those who have re-offended is increasing. This is an area which will need to be addressed in the future.

Other key achievements and challenges of the last year have been:

Achievements:

- The introduction of a new police role in the YOT which focuses on the Deter Young Offender Cohort, those identified as being highest risk of re-offending. There are typically between 25-30 young offenders who meet the criteria in Brighton and Hove.
- Working with Sussex Central YMCA and the two other Sussex YOT's funding has been secured for 3 years to work intensively with young people being released from custody on resettlement programmes.
- In working with the other two Sussex YOT's funding has been secured to roll out Functional Family Therapy to a selected number of young offenders and their families, across Sussex.
- Brighton and Hove has become a pathfinder for the new arrest diversion scheme, with young people assessed following arrest for a range of vulnerabilities including poor mental health, learning disabilities and educational needs.
- The development of a Youth Music mentoring project.
- Continued reduction in the number of first time entrants into the criminal justice system and working with the police supporting their successful introduction of community resolutions.

Challenges

- Following an HMIP inspection improvement is required in all three areas of: Likelihood of Reoffending, Safeguarding Children and Risk of Harm to the Public.
- The restructure of social work and the incorporation of the YOT into the social work structure.
- The YOT being considered by the YJB to require significant performance improvement and being placed in the nationally bottom 25 YOT's.
- The transfer of Youth Crime Prevention into the Youth Offending Team.

SECTION 6 STRATEGIC VISION for 2012-15

The Strategic Vision for the YOS for 2012-15:

To improve the delivery of the YOS so that the YOT moves to being among the top YOT's rather than being a lower performing YOT, ensuring a reduction in reoffending, increased partnership working and an improvement in outcomes for young people at risk of offending and those entering the criminal justice system.

This will be achieved through:

- The completion and implementation of an action plan based on findings from the inspection and peer review which will enable improved performance monitoring and management to show best outcomes and gaps in service delivery.
- Working with all commissioning and delivery partners within the Community Safety Partnership to ensure risk factors associated with poor outcomes, are addressed at an early stage, and practice improvement is delivered through evidence based models.
- Working with all other relevant agencies and services, including schools and ACE, to ensure the likelihood of re-offending, risk of serious harm and risks to the young people's themselves are effectively managed;
- Working within the multi-agency partnership to ensure parents receive the support they need to manage relationships with their children, and confidently 'parent' their behaviour;
- Working with all commissioning and delivery partners within the Community Safety Partnership to ensure services are available for young people offending to reduce risk factors related to further offending;
- Working with the Community Safety Partnership, courts, and the Local Criminal Justice Board, to ensure victims' needs are met, their concerns are heard and restorative outcomes are achieved whenever possible and communities are protected, allowing confidence to increase in the youth justice system. This will involve setting boundaries around the behaviour of some young people within the context of ensuring that they have access to relevant services to meet their needs as vulnerable children/young people.
- Working with all commissioning and delivery partners to ensure that the needs of CIC are addressed to both reduce their entrance into the criminal justice system and to prevent further reoffending for those within the system.
- Developing and putting in place systems that ensure improved quality of assessments and intervention plans, with risk of offending being central to all the plans.

SECTION 7 PRIORITIES FOR 2012-13

Priorities for the 12-13 will include:

- Responding to the HMIP Inspection and the need to implement change to address Likelihood of Reoffending, Safeguarding Children and Risk of Harm to the Public through the development of an action plan which will be monitored by the Strategic Management group quarterly and on a more operational level by the Quality Assurance, Performance and Governance group six weekly.
- Ensuring progress on reducing reoffending of young people, through the monitoring of case work and intervention plans, looking at audits and outcomes of the work and learning from both the high and low performing areas.
- Working with probation, the police and the wider Offender Management Partnership to develop good transition arrangements for young people moving from the YOT to Probation to develop practice to reduce reoffending by YOT young people who are transferred to the Probation Service.
- To work collaboratively with commissioners to implement an Intelligent Commissioning program on Youth Crime Prevention and the impact on First Time Entrants / pathways out of early / non-custodial offending and to prepare the service for commissioning by the new Police Commissioners.
- Continuing to drive up practice in terms of assessment, intervention planning, and risk and vulnerability planning, and implementing our post-inspection Action Plan
- Reviewing information on First Time Entrants, ensuring preventive activity is targeted at those most at risk.
- Ensure that practice models' are evidenced based.
- Ensuring the Children's Services/YOT protocol is operationally effective.
- To work with the wider partnership on the work being developed in working with families with multiple deprivations.
- To develop a young persons group that will work with the management team and ensure user representation and voice is heard, in line with children and families delivery group policy.
- Through the quality assurance group to look at high level offenders and ensure that appropriate multi agency plans are in place.
- To develop multi agency panels that will have an oversight of the operational delivery of plans to young people with high levels of vulnerability and risk.

SECTION 8 WHAT IS HAPPENING TO YOUTH CRIME LOCALLY?

National Indicators

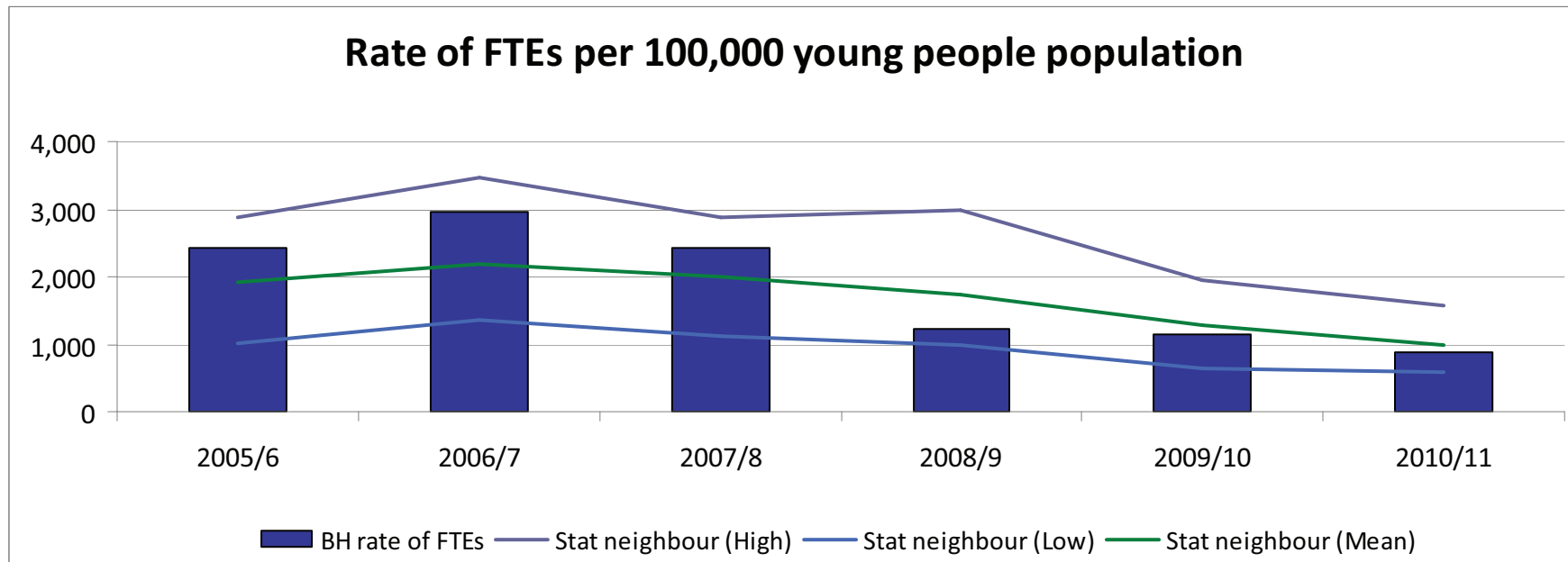
YOTs are required to report on three youth justice indicators; number of first time entrants to the youth justice system, sentences to custody and re-offending rates.

First Time Entrants (FTEs) to the youth justice system

The number of young people entering the youth justice has significantly reduced over the last six years from 507 in 2005/6 to 172 in 2010/11, a 66% reduction. The number of FTEs for Q1 to Q3 for 2011/12 is 64 which is a 53% reduction when compared to the same period in 2010/11, which is 86 fewer young people.

When compared to national data, Brighton & Hove is performing well in reducing the number of FTEs.

	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11
Number of FTEs	397	507	609	498	252	231	172
Actual difference to previous year	101	110	102	-111	-246	-21	-59
Percentage difference to previous year	34%	28%	20%	-18%	-49%	-8%	-26%



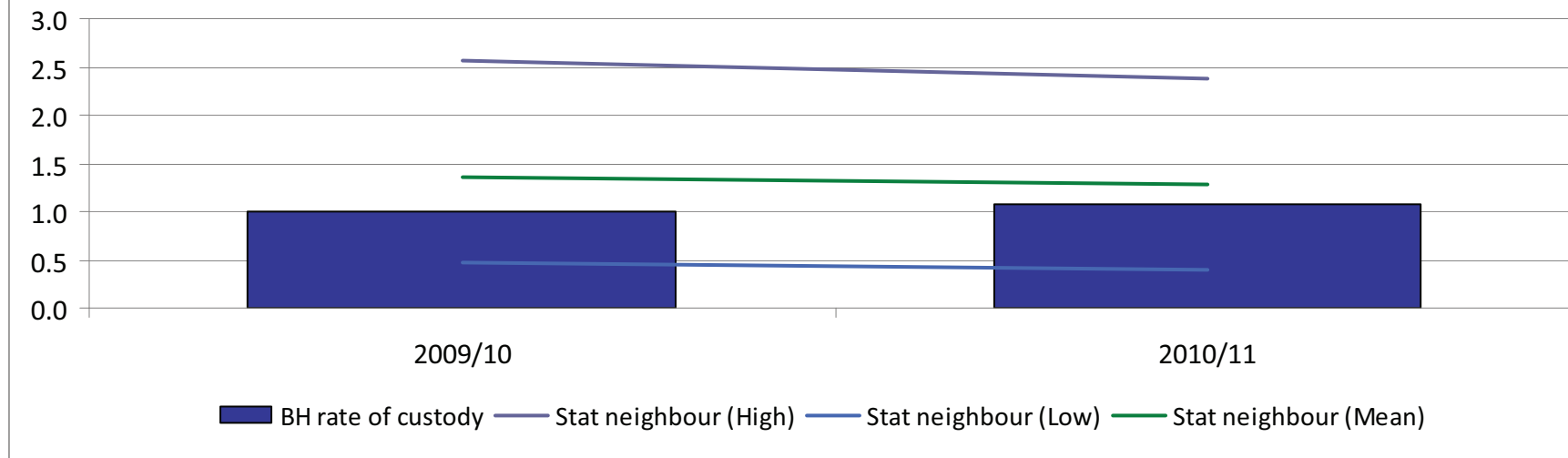
Sentences to custody

The table below shows that the number of sentences to custody has generally been reducing over the last three years since peaking in 2007/8.

When compared to national data, Brighton & Hove is performing in line with the average rate of sentences to custody for all YOTs in England and Wales.

	2006/7	2007/8	2008/9	2009/10	2010/11
Number of sentences to custody	23	30	40	14	21
Rate of custody sentences per 1,000 young people population	1.12	1.47	1.96	0.70	1.07

Rate of sentences to custody per 1,000 young people population



Young People Reoffending

The table below shows Brighton & Hove re-offending data as published by the Ministry of Justice (MoJ). Re-offending data takes a cohort of all young people who receive an offence outcome within a twelve month period and measures re-offending for a further twelve months – subsequently this data is only ever available for a cohort that was active over twelve months ago.

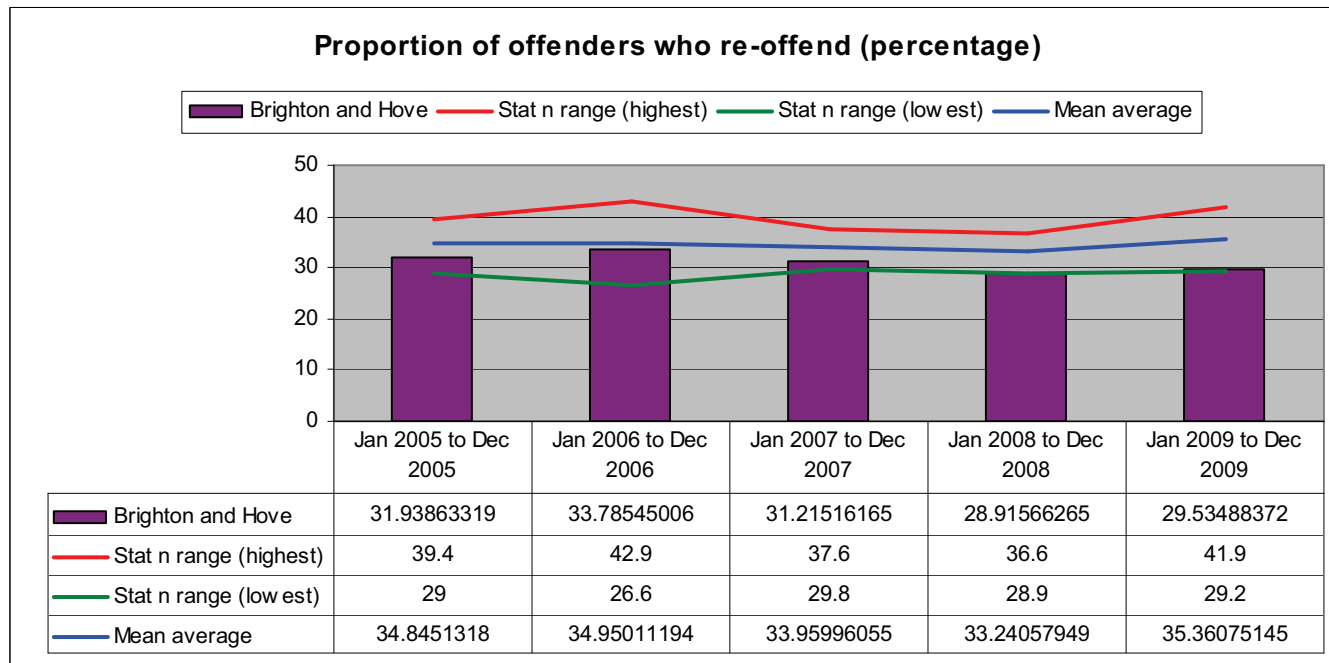
The table shows mixed performance. The number of young people in the youth justice system has reduced, as has the number of re-offences and the proportion of young people who re-offend.

Conversely, the average number of re-offences for all offenders in the cohort and for those who have re-offended is increasing. Further analysis of re-offending data (from the old NI 19 data for 2010/11) showed that there are a small number of young offenders in Brighton & Hove committing a very high number of re-offences. It was found that 30% of the cohort committed 75% of offences. Analysis of offence type showed the majority of offences to be low gravity

	Jan 2005 to Dec 2005	Jan 2006 to Dec 2006	Jan 2007 to Dec 2007	Jan 2008 to Dec 2008	Jan 2009 to Dec 2009	Percentage change 2005 to 2009
Number of offenders in cohort	717	811	897	581	430	-40.0%
Number of re-offences	600	798	792	602	467	-22.2%
Proportion of offenders who re-offend (%)	31.9	33.8	31.2	28.9	29.5	-2.4
Average number of re-offences per offender	0.84	0.98	0.88	1.04	1.09	29.8%
Average number of re-offences per re-offender	2.62	2.91	2.83	3.58	3.68	40.3%

When compared to national data, Brighton & Hove is performing well in reducing the number of young people in the youth justice system and the number of those who re-offend within twelve months. Whilst the average number of re-offences per offender (in the cohort) has increased, our performance is average when compared to our youth justice statistical neighbours.

Brighton & Hove performance is poor when compared nationally to the average number of re-offences per re-offender with our outcome being 3.68 compared to the national average of 2.7 re-offences per re-offender.



Number of young offenders and offences

The number of young people who offended and received a substantive outcome from the police or courts decreased by 46% from 411 in 2010 to 220 in 2011 (a reduction of 191 young people)¹.

The number of offences leading to a substantive outcome for young people has decreased from 935 in 2010 to 745 in 2011, a reduction of 190 or 20%.

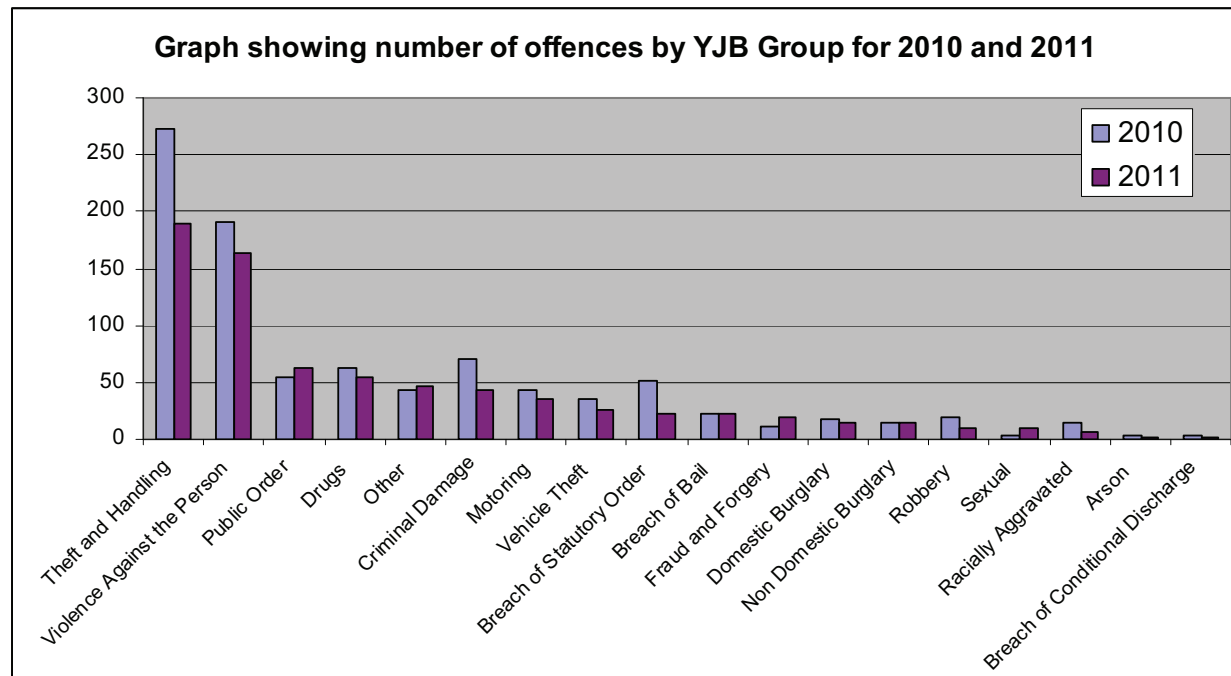
The decrease in all offences and the number of young people who offend (including first time entrants) can partly be attributed to the introduction of the Police Community Resolution which is an out of court disposal which is not recorded as a substantive outcome.

Offence Type

Theft and handling and violence against the person were the top two offence types in both 2010 and 2011. In 2010 the third most common offence type was criminal damage but in 2011 it was public order.

Offence types that have reduced the greatest are Breach of Statutory Order, Criminal Damage, Theft and Handling and Violence against the person.

Offence types that have increased are public order, fraud and forgery, sex offences and 'other' offences. Whilst none of these offences have increased significantly, it should be taken into account that overall the number of offences reduced by 20%.

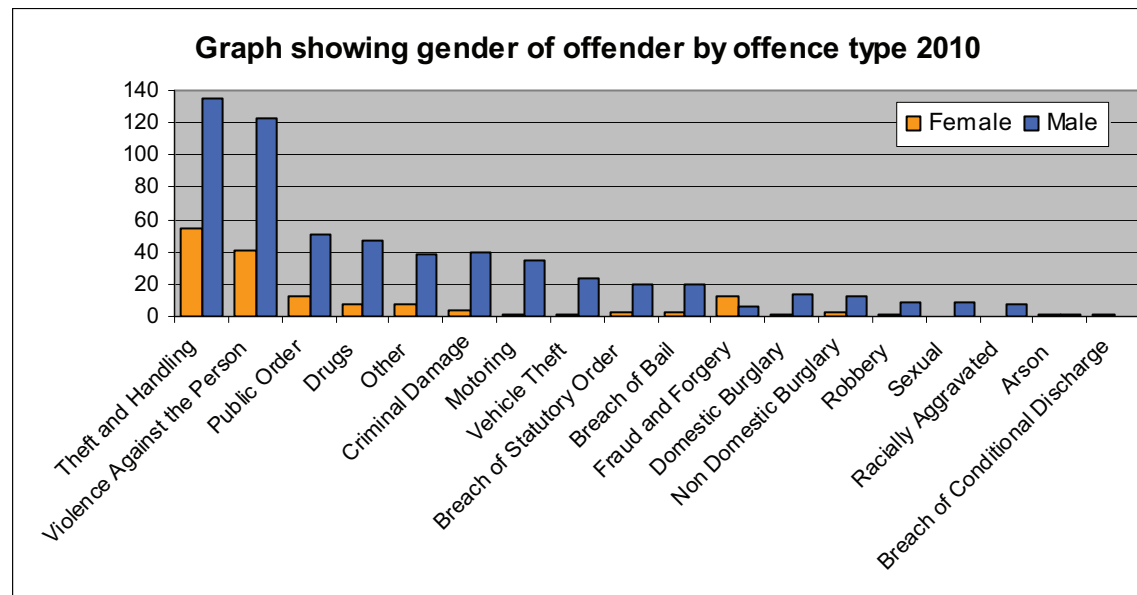


¹ Data collected on YOIS using Critical Preparation wizard

Young People Committing Crime

The number of offences committed by males has reduced from 681 in 2010 to 592 in 2011, a reduction of 89 offences or 13%. The number of offences committed by females has reduced from 254 in 2010 to 153 in 2011, a reduction of 101 offences or 40%.

The graph below shows that theft and handling, violence against the person and public order are the most common offence type for both males and females. Theft and handling and violence against the person make up 44% of offences committed by males whilst this makes up 62% of offences committed by females. Males appear to commit a wider range of offences. When compared to 2010 it was found that the proportion of offence types committed by males had not changed significantly, whilst the proportion of theft and handling offences committed by females had reduced (from 57% to 35%) and violence against the person had increased (from 18% to 27%). This shows that females are committing a higher proportion of violent crime than in previous years although actual numbers are reducing.

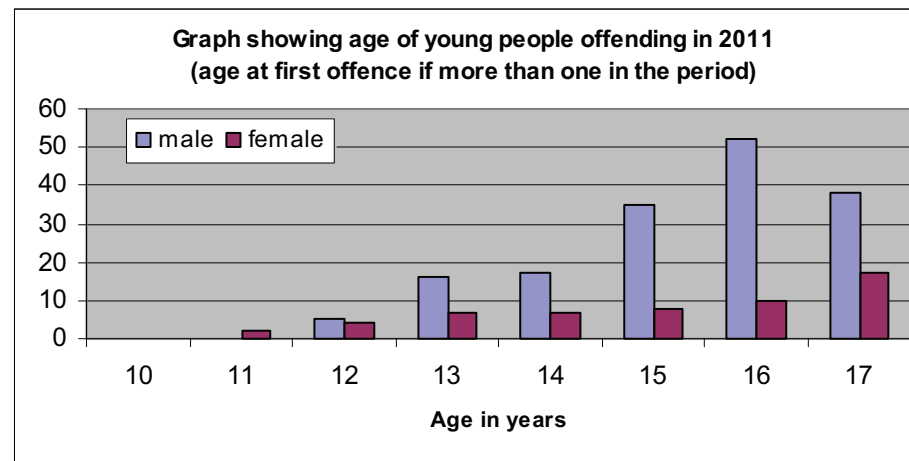


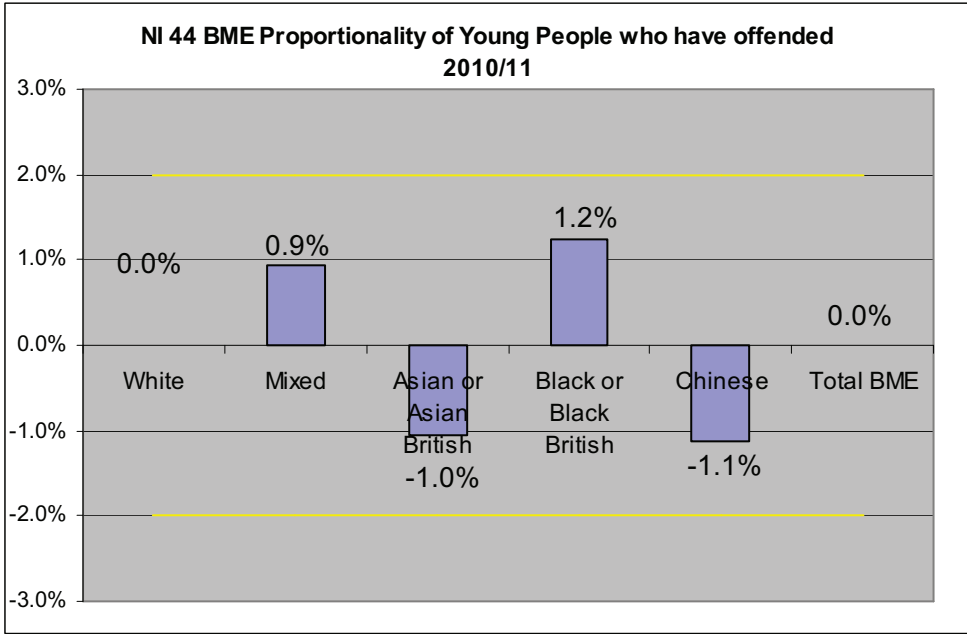
The table below shows that whilst the number of young people offending has reduced and the number of offences has reduced, the average number of offences committed by males has actually increased. This figure reflects the high re-offending rate (average number of re-offences per re-offender) in Brighton & Hove as published by the MOJ.

	Female				Male				Total
	Number of young people	Percentage	Number of offences	Average no of offences	Number of young people	Percentage	Number of offences	Average no of offences	
2010	124	30%	254	2.05	287	70%	681	2.37	411
2011	55	25%	153	2.78	165	75%	592	3.59	220

When looking at the young people who offended in 2011, it was found that 95 of these had also offended in 2010. 21 of these were female (22%) and 74 male (78%).

The graph below shows that the peak age for offending for males was 16 years and for females 17 years. When compared to 2010, there are fewer young people aged ten and eleven receiving a substantive outcome. It is likely that this trend is due to the Police Community Resolution and fits with the reduction of FTEs.





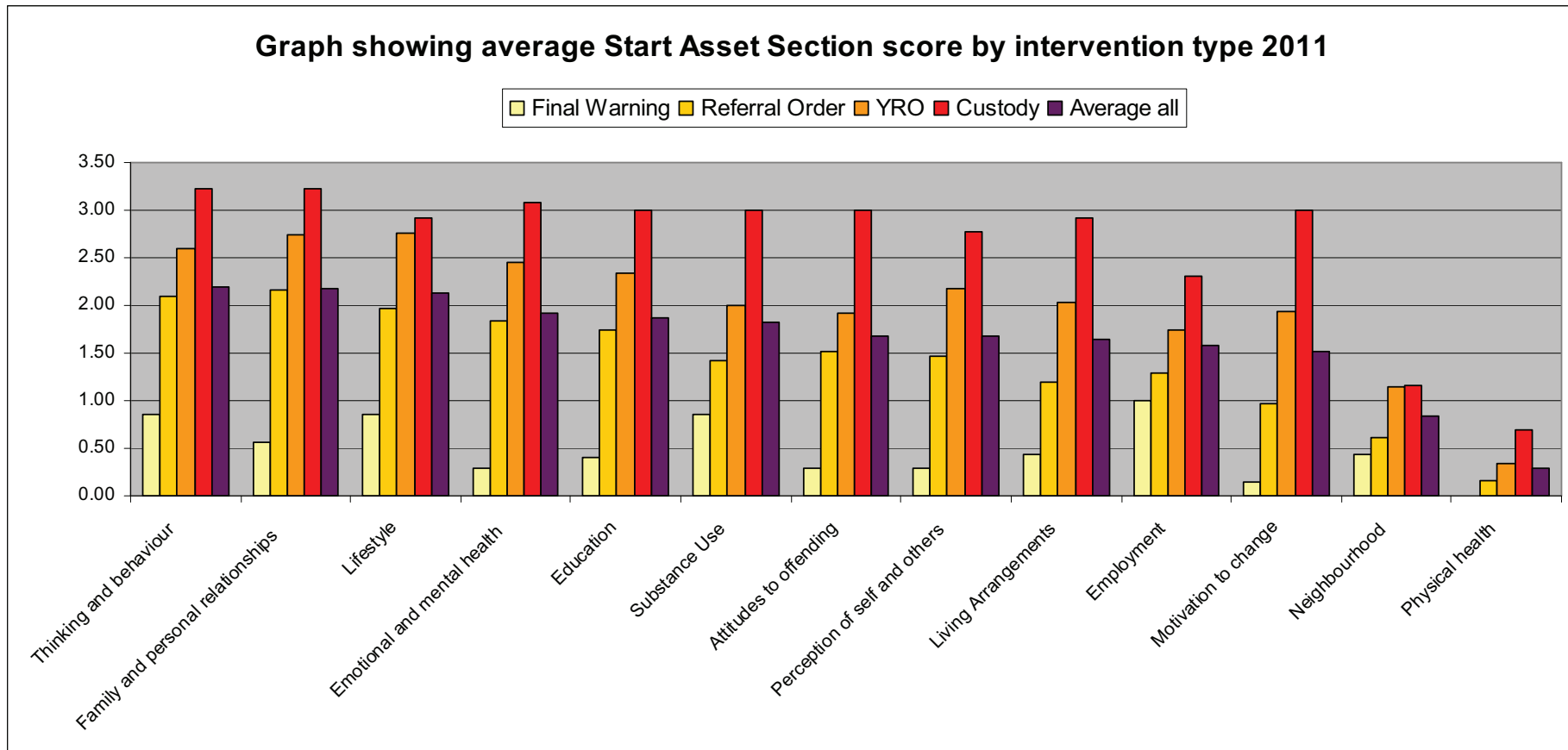
The graph to the left shows the difference in ethnic proportionality of young offenders and the whole young people population of Brighton & Hove for 2010/11 (national indicator 44). It can be seen that there are slight levels of disproportionality which can be attributed to the low numbers in the cohort – for which a 2% 'buffer' was created for this indicator.

Overall all ethnicities remain within the +/-2% buffer regarding disproportionality, meaning that no ethnic group is significantly over or under represented within the Brighton & Hove offending population.

Asset assessment scores

The graph below shows the average score for each section of Asset (the youth justice assessment tool) for YOT supervised interventions starting between January and December 2011. Each section is scored by the young person's caseworker as to the risk of future offending with zero indicating no link or associated risk and four a very high associated risk to future offending. The graph is ordered with the highest average score for all Assets to the left and lowest average score to the right. It can be seen that the highest areas of associated risk are thinking and behaviour, family and personal relationships and lifestyle. The lowest areas of risk are neighbourhood and physical health.

The graph compares average scores by intervention type and it can be seen that as outcomes increase, so do risks to future offending.



Public Protection and Safeguarding

In the twelve month period October 2010 to November 2011, eleven young people were assessed as posing a high risk of causing serious harm (RoSH) and 43 assessed as being at medium risk. During this time period 11 young people were managed under MAPPA with one being Level 3, three at Level 2 and seven at Level 1 (this is the lowest level).

	Number of young people	Proportion
High Risk - Risk of Harm Identified	11	15%
Medium Risk - Some Risk Identified	43	58%
Low Risk - No Evidence at Present	20	27%
	74	

In August 2011 it was found that out of the 95 cases open to the YOT 45 had currently or previously been a Child in Need (CIN), had a Child Protection Plan or had been a looked after child. A further 31 young people had had some involvement with social services that was below the level of CIN. 19 young people in the cohort had never had any contact with social services.

Court Sentencing

The table below shows the number of interventions that started at the YOT in 2010 and 2011. Overall, the number of interventions starting has reduced by 32%. The biggest reduction can be seen in the number of Final Warnings. The introduction of the Police Community Resolution has led to fewer young people receiving a Final Warning instead being dealt with outside of the youth justice system.

The smallest reduction in the number of interventions is Community Orders. The Youth Rehabilitation Order was introduced in November 2010 and prior to this there was an array of community and first tier penalties including Action Plan Orders, Reparation Orders and Community Punishment Orders.

	2010	2011	Difference	% Difference
Final Warning Programme	76	7	-69	-91%
Referral Order	112	85	-27	-24%
Community Order	156	139	-17	-11%
Custody	20	14	-6	-30%
ISS	23	20	-3	-13%
Bail Support and Remand	44	26	-18	-41%
Voluntary Programme	3	2	-1	-33%
TOTAL	434	293	-141	-32%

