

<b>Subject:</b>	<b>Youth Justice Strategy 2013-14</b>		
<b>Date of Meeting:</b>	<b>11 March 2013</b>		
<b>Report of:</b>	<b>Interim Director of Children's Services</b>		
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<b>Ward(s) affected:</b>	<b>All</b>		

### FOR GENERAL RELEASE.

#### 1. SUMMARY AND POLICY CONTEXT:

- 1.1 Since 2000 there has been a requirement in the Crime and Disorder Act 1998 for Youth Offending Services (YOS) and their partnerships, to produce a Youth Justice Strategy, setting out how YOS will be resourced in a local area and the services which will be available in relation to the statutory primary aim of YOS to prevent youth offending in the area.
- 1.2 This plan is produced by the YOS manager and overseen by the partnership board which includes representatives of the Safer in the City Partnership, the wider Council, statutory and voluntary services.

#### 2. RECOMMENDATIONS:

- 2.1 That the Youth Justice Strategy given in appendix 1 is agreed.
- 2.2 That the Children and Young People's Committee authorise the interim Director to proceed with the Youth Justice Strategy 2013-14.

#### 3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS

- 3.1 The Youth Offending service over the last year has been through a period of change; a full restructure of the service has been undertaken and a new service structure will be in place on 1<sup>st</sup> April 2013, designed to focus on the core purpose of the service, and taking into account current performance and feedback from inspections. The strategy sets out the new delivery model and the partnership working that will be developed from this.

- 3.2 A full Joint Strategic Need Assessment was undertaken on youth offending across the city in 2012; this fed into a stakeholder event which included partners from across statutory and voluntary sectors. The service and delivery of interventions to young offenders across the city was scrutinised and as a result priority areas were identified for the city in order to address prevention of youth offending and focused support programmes to prevent reoffending.
- 3.3 This priority area included the development of a more robust restorative justice programme across the city, greater intelligence sharing between the police and YOS, stronger links between YOS and probation, multi agency planning and working to address and reduce repeat offending within the city. These requirements have been incorporated into the new YOS structure and model of working.
- 3.4 The Youth Offending Service over the last two years has been inspected twice by HMI Probation and undertaken a peer review, the most recent inspection being in October 2012. The youth justice strategy and plan have been developed to incorporate the findings from these inspections, with the aim being to develop a more robust, outcome focused services that will see a reduction in youth offending and increase in the management of risk and safeguarding of young people.
- 3.5 The implementation of the strategy and delivery of the plan will be monitored by the YOS partnership board on a quarterly basis. The YOS partnership board is made up of council, strategic and voluntary sector partners and is accountable to the Safe in the City Partnership Board and chaired by the Director of Children's Services.
- 3.6 The YOS restructure has also been considered by Children and Young People's scrutiny and it is planned that the outcome of the restructure will be looked at again in May by scrutiny and then yearly for the next three years to ensure the service is delivering on its outcomes and national performance indicators.

#### **4. COMMUNITY ENGAGEMENT AND CONSULTATION**

- 4.1 Young offenders, their families and victims are actively engaged by the YOS to provide feedback on the services. As part of the restructure process young people were involved, providing feedback as to what would help them reduce their offending and improve positive working models in the YOS. This has been incorporated in the restructure and young people have been involved in training for YOS staff.
- 4.2 Internal and external partners and agency have been consulted on this paper through the Youth Justice Strategy Group and the Safe in the City Partnership

#### **5. FINANCIAL & OTHER IMPLICATIONS:**

##### Financial Implications:

- 5.1 There are no financial implications as a direct result of this report

*Finance Officer Consulted:* Name David Ellis

*Date:* 21/02/13

Legal Implications:

- 5.2 Under the Crime and Disorder Act 1998 the Local Authority are required to produce a Youth Justice Strategy on an annual basis. This report and attached strategy fulfil the council's compliance with this legislation.

*Lawyer Consulted:*

Name Natasha Watson

*Date:* 21/02/13

Equalities Implications:

- 5.3.1 An equalities impact assessment was carried out on the restructure.
- 5.3.2 An underlying principle of the YJ Strategy is that it focuses on the vulnerable and excluded young people, a further EIA will be undertaken in 2013.

Crime & Disorder Implications:

- 5.5 This Plan is about reducing and managing crime and reoffending among young people across the city, building links and working relationships across the Community Safety Partnership and developing wider indicators and outcomes around crime and reoffending.

Risk and Opportunity Management Implications:

- 5.5 An improved Youth Offending Service will ensure that young people are supported to address their behaviour at an early stage, and will reduce reoffending, and the impact this has on the community.
- 5.6 The YOS services is developing a new risk management protocol with multi agency partners to ensure a joined up approach to the management of young people and the risk for their offending to the community.

Public Health Implications:

- 5.6 This plan will support the enabling of improved health and well being and life opportunities to young offenders to be maximised

Corporate / Citywide Implications:

- 5.7 The effectiveness of work undertaken by the YOS has implications on levels of crime committed in the City.

- 5.8 The Youth Justice Strategic Plan is a partnership document. It is owned by, YOS management board who reports to the Safe and the City Partnership Therefore, progress reports have implications for all public sector partners in the city.

**6. EVALUATION OF ANY ALTERNATIVE OPTION(S):**

- 6.1 There are no alternative options

**7. REASONS FOR REPORT RECOMMENDATIONS**

- 7.1 To meet the council's statutory requirements to produce a Youth Justice Strategy.

**SUPPORTING DOCUMENTATION**

**Appendices:**

1. Youth Justice Strategy 2013-14

**Documents in Members' Rooms**

1. none  
2.

**Background Documents**

1. None

# **Brighton and Hove Youth Offending Service**

## **Youth Justice Strategy 2013/14**



**Brighton & Hove  
City Council**

## CONTENTS

<b>1. Vision and Values Statement</b>	<b>3</b>
<b>2. Brighton and Hove YOS 2013-14 Priorities</b>	<b>3</b>
<b>3. Short Quality Summary Inspection recommendations 2012</b>	<b>4</b>
<b>4. Resourcing and Value for Money</b>	<b>5</b>
<b>5. Structures and Governance</b>	<b>6</b>
<b>6. Outcomes against the 3 National Indicators:</b>	<b>7</b>
<b>i. Reducing First Time Entrants</b>	<b>7</b>
<b>ii. Reducing Reoffending</b>	<b>9</b>
<b>iii. Reducing the use of Custody</b>	<b>10</b>
<b>7. Outcomes against 3 Local Priority Areas:</b>	<b>12</b>
<b>iv. Assessment, Planning Interventions &amp; Supervision</b>	<b>12</b>
<b>v. Effective Safeguarding</b>	<b>13</b>
<b>vi. Managing Risk of Serious Harm to Others</b>	<b>14</b>
<b>8. Management Board Signatures</b>	<b>15</b>

## **1. VISION AND VALUES STATEMENT**

Our Mission is to work in partnership to prevent and reduce offending, reduce the use of custody and improve the outcomes of young people by working proactively with them and their families and carers.

The vision of Brighton & Hove Youth Offending Service is to create a reflective and efficient culture that continuously responds to lessons learnt by improving and achieving high performance.

We aim to do this by managing risk and safeguarding vulnerable young people in the Criminal Justice System or at risk of entering it, irrespective of gender, sexuality, religion or ethnicity.

We will work collaboratively and creatively with them to stop, or prevent their offending and support them to realise their full potential and achieve positive outcomes for themselves. We will also support victims of youth offending and increase restorative justice measures.

We will work in collaboration with the Safe and the City partnership to ensure that the Youth Justice Strategic plan and Action Plan feed into the wider plans for the city.

## **2. BRIGHTON & HOVE YOS PRIORITIES FOR THE NEXT 12 MONTHS:**

- 1) Improve service impact, particularly in reducing re-offending, by consolidating the internal changes made following the restructure of the service, and support staff through forthcoming developments.
- 2) Ensure recommendations of the SQS inspection are addressed through the action plan, promoting an integrated service that is cohesive and knowledgeable across all areas.
- 3) Encourage a collaborative and inclusive approach to working with partners to maximise the impact and efficiency of the service, and encourage the positive aspirations of young people, including engagement in education, employment or training.
- 4) Restorative justice provides opportunities for those directly affected by an offence, (the victim, offender and members of the community) to communicate and agreed how to deal with the offence and its consequences. The YOS will aim to develop a new model of Restorative Justice, with a policy to guide it, and robust processes to support it. Ensuring that Restorative Justice and the needs of victims underpin all services delivered.

- 5) Respond to the Munro Review of Child Protection by focussing on a greater emphasis in the quality of interventions and measuring the success of these in positive outcomes. To support this we will develop reflective practice that is person centred, and gives practitioners the opportunity to learn, and improve practice.
- 6) Ensure that the participation and feedback of young people is facilitated and encouraged so it helps shape future service delivery.
- 7) Develop Quality Assurance processes that ensure comprehensive management oversight to improve service outcomes and ensure the effective management of risk.

### **3. SHORT QUALITY SCREENING (SQS) INSPECTION OF YOUTH OFFENDING WORK IN BRIGHTON & HOVE 2012**

The Inspection identified the following shortcomings as the most significant areas for improvement. The section of the plan where each area for improvement will be addressed is identified alongside it.

- The assessment of risk of harm to others did not include sufficient detail and analysis. (Assessment, planning, intervention and supervision)
- The planning of community sentences to address the risk of harm to others, did not outline specific details of how the risk would be managed to prevent harm to others by the young person or child. (Managing risk of harm to others)
- Reviews of assessments and plans were not sufficient or regular. (Assessment planning, intervention and supervision)
- Insufficient attention to victims during assessment and sentence planning. (Overarching priorities for the next 12 months)
- Insufficient management oversight, including supervision. (Overarching priorities for the next 12 months)
- Insufficient quality assurance arrangements. (Overarching priorities for the next 12 months)



#### 4. RESOURCING and VALUE FOR MONEY

Partnership contributions are not yet currently known for 13/14.

Below is the budget for 12/13 and expected reductions or increases.

Contributing organisation (12/13)	Amount	Expected reduction or increase	Reduction amount
YJB	406,987	-8.8%	35,815
Police Authority (PCC)	22,299	Stay same	
Police	18,368	-5%	918
Probation	12,000	-5%	600
Community safety	34,900	-20%	6980
Positive Future (prevention groups)	38,250	Unclear on this future funding pot	Included in lower estimate
EIG –Prevention	91,060	Stay same	
BHCC	734,982	Stay same	
Total budget (YOS and Prevention)	<b>1,358,846</b>		
Projected budget for 13-14			<b>1,314,533-1,276,283</b>

The YOS has over the last few years experienced budget cuts that it has absorbed into the non staffing costs or through the reduction of vacant posts. The restructure of the YOS has enabled the service redesign to incorporate prevention services into the YOS, thus producing value for money savings with a rationalisation of a management posts.

Through the restructure and redesign of the service, the development of new job descriptions, which have brought about a wider range of grading across the service and an overall net reduction of senior grades, the service will save around £100,000. The majority of these saving will come about as people leave or at the end of the 3 year protected pay period.

Through the development of a more robust multi agency risk management process which will include both statutory and prevention cases it is envisaged that partnership resources will be targeted at those young people presenting greatest risk, with clear multi agency plans being put in place. This should ensure that appropriate levels of resources are being put around young people and their families, who are at risk of or are offending.

## 5. STRUCTURES AND GOVERNANCE

The Management Board is the strategic partnership body within Brighton & Hove that oversees the local delivery of responsibilities under the Crime and Disorder Act 1998 for the Youth Offending Service (YOS). Chaired by the Director of Children's Services, the Board is responsible for the governance of the Service and monitors and challenges the functions and performance of the YOS. The Board will report to the City Council's Children and Young People's committee, with reports to the Safe in the City Partnership and the Youth Justice Board.

### **What the Board does to ensure effective governance:**

- Supports the YOS in achieving its principal aims of reducing the number of first time entrants, reducing re-offending and reducing the use of custody.
- Ensures the effective delivery of youth justice services via monitoring of the implementation of the annual youth justice strategic plan.
- Monitors YOS performance against the National Indicators by scrutinising comprehensive quarterly performance reports and monitoring the progress of the actions for improvement where needed.
- Scrutinises the YOS annual spending to ensure that all core YOS services are delivered within the allocated budget.
- Ensures that the YOS is fully integrated into and able to influence strategic developments with which the partners are engaged.

All key partners are represented on the Management Board and where appropriate the Board will extend its membership to other partners to ensure the progression of a specific development issue.

The annually reviewed '*Management Board Terms of Reference*' ensures the Board operates within clearly defined guidance and an annual planning event allows the Board to consider the current priorities for the Youth Offending Service.

### **Board priorities for 2013-14**

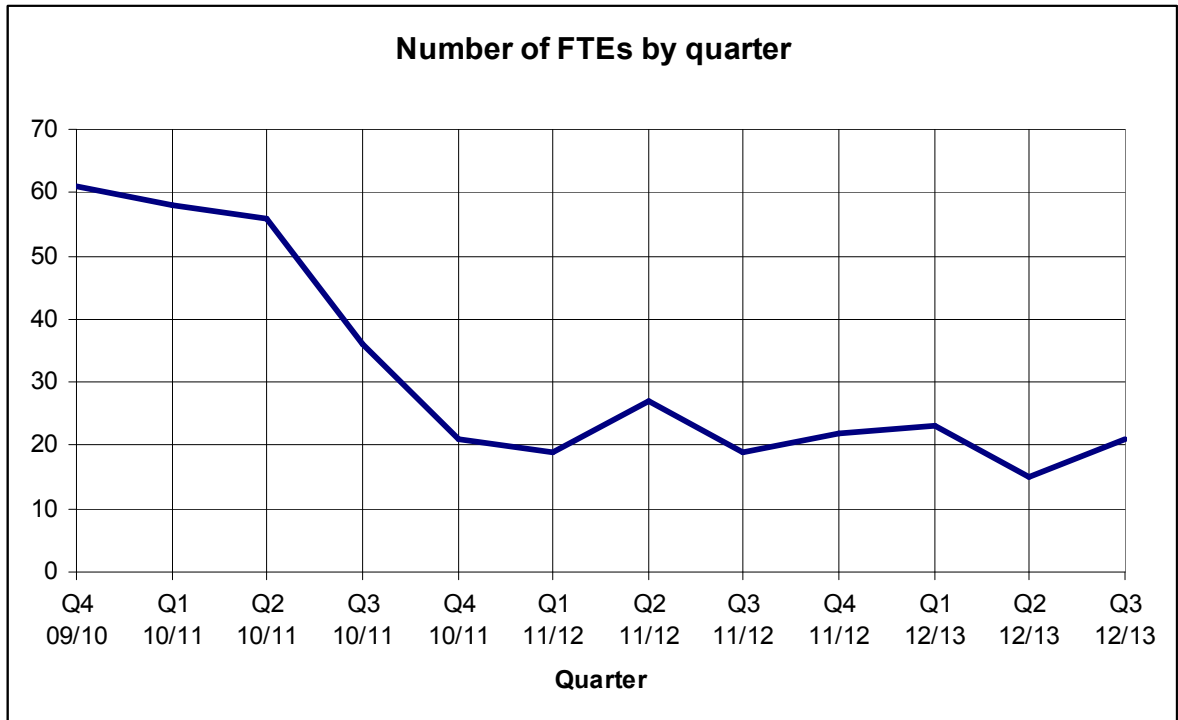
- Ensure the YOS fully implements the 2013-14 Youth Justice Strategic Plan.
- Ensure the YOS achieves a high level of performance against the three National Indicators.
- Monitor the impact of pending legislative changes such as the Legal Aid, Sentencing and Punishment of Offenders Act 2012 (LAPSO) and provide guidance on how this will influence the development of YOS services.
- Support and assess the impact of the changes following the restructure to improve service impact.
- Continue to monitor the ongoing funding arrangements for the YOS and ensure that opportunities to consolidate and improve the YOS budget are maximised.

## 6. OUTCOMES AGAINST THE 3 NATIONAL INDICATORS

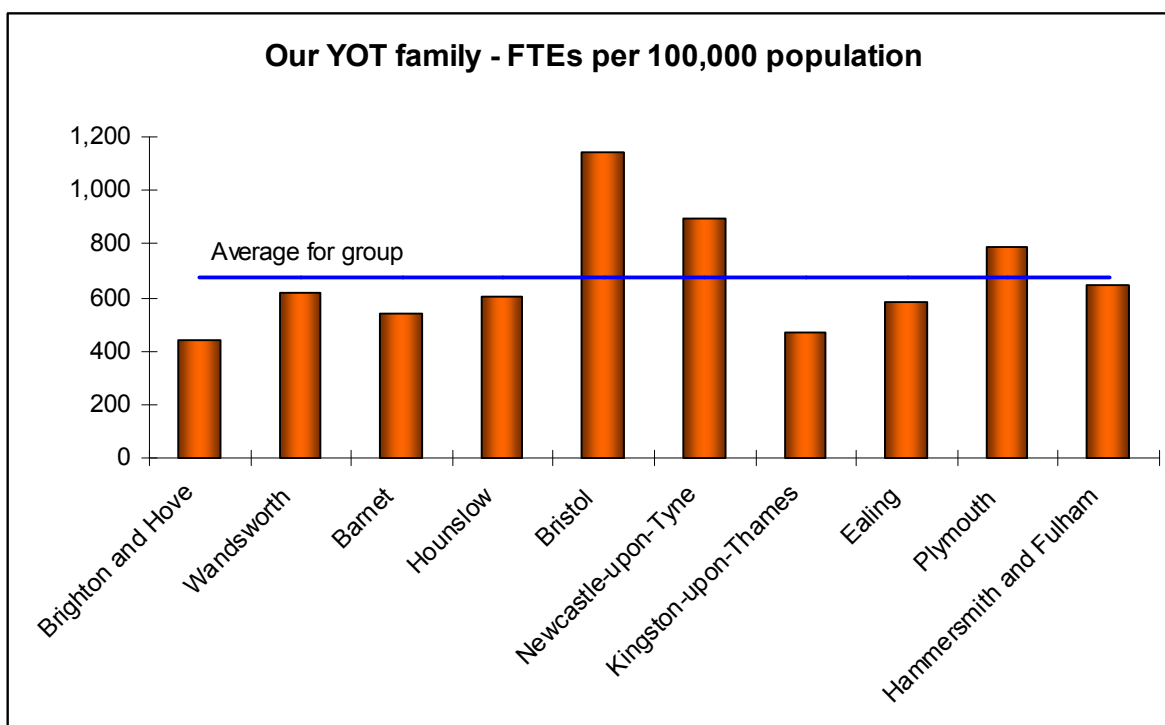
### i. REDUCING FIRST TIME ENTRANTS

#### What are we doing well in Brighton & Hove

- There were 95 FTEs in Brighton and Hove in 2011/12 which is a significant reduction from 231 in 2009/10. Data for 2012/13 shows 59 FTEs for the first three quarters which continues the low numbers trend of the previous year, and is around 20 per quarter.



- Comparative data for FTEs shows that we have the second lowest rate of FTEs per 100,000 young people population in our family YOSs.



YOS	FTEs per 100,000
Brighton and Hove	440
Wandsworth	617
Barnet	542
Hounslow	601
Bristol	1,142
Newcastle-upon-Tyne	897
Kingston-upon-Thames	465
Ealing	580
Plymouth	790
Hammersmith and Fulham	646
Average for group	700

- Reductions locally can be in part attributed to the use of Community Resolution disposals which are used for first time low level offences. In 2011/12 there were just over 450 CRs given to youths in Brighton & Hove. Community Resolution is a diversionary scheme that offers young people an opportunity to engage with the YOS while on bail and prevents young people entering the Criminal Justice System by avoiding a reprimand or first warning.
- 166 young people were referred to YOS Prevention services between April and December 2012. Previous years data shows that around 70% of those referred engaged successfully in an intervention and between 20-30% of those referred went onto re-offend and enter the youth justice system. Unfortunately, comparative national and regional data is not provided by the YJB because Early Intervention provision varies considerably between YOSs.
- The YOS continues to work closely with partners including the Police and Schools to ensure that appropriate referrals are being made into the Early Intervention service.

- The Liaison and Diversionary Scheme is evidence of effective multi disciplinary partnership work which brings together the CAMHS nurse, Educational Psychologist and YOS worker to undertake an assessment, plan and deliver an intervention when a young persons is first arrested. The project targets those with emotional and mental health issues and/or learning difficulties and supports them away from the criminal justice system. During 11-12 and 12-13 Brighton and Hove have received separate monies through health for this provision and the service placed within the YOS team. It is currently unclear whether further funding will be available for partner agencies to continue with this work and as a result some of the early intervention work will be reduced in Brighton and Hove.
- The introduction of Reflective Practice in supervision and team meetings helps identify those at highest risk and targets them with bespoke interventions.

### **What are our key areas for improvement in 2013-14?**

- Consolidate the transition amalgamating the two Early Intervention teams into one, and the development of a new generic role for the workers.
- Develop a policy to outline the criteria of the Young People that we work with in order to identify those at highest risk of entering the Criminal Justice System, so that resources can be targeted at those most in need of prevention intervention and reduce the 20-30% that go on to re-offend.
- Collaborative working with partners as part of the wider prevention city agenda.
- Ensuring positive participation of young people at risk of offending in education, employment and training.

### **ii. REDUCING RE-OFFENDING**

#### **What are we doing well in Brighton & Hove?**

- The proportion of young people who re-offend is around 30% which is lower than the national average but slightly higher than the South East average. The actual number of young people in the twelve month cohort has reduced from around 900 in 2007 to just over 500 in 2010 (this can mainly be attributed to the reduction in FTEs). 2010 are our latest figures as re-offending is monitored 2 years past and the figures for 2011 have not yet been released by YJB.

## What are our key areas for improvement in 2013-14?

- The rate of offences per re-offender is one of the highest figures nationally at 3.68 offences per person. In order to perform in the top quartile of YOSs we aim to reduce this figure by at least one offence per person.
- Using the analysis obtained about recidivism, identify the cohorts most at risk of re-offending in order to identify the specific issues surrounding their offending behaviour and develop strategies to address these.
- Use supervision to monitor new triggers of risk identified through the regular review of plans with young people, families and partner agencies.
- Develop an overarching policy that aims to provide Looked after Children with the opportunities to desist from offending and work towards avoiding their criminalisation.
- Consider the more prolific types of offending and develop interventions to target these behaviours.
- Provide Voluntary after Care following statutory interventions when the need for continued support is identified.
- Ensure active participation in education, employment and training.
- Addressing other needs such as housing and family issues.

### iii. REDUCING THE USE OF CUSTODY

#### What are we doing well in Brighton & Hove?

- **Use of custody.** We have reduced the number of sentences to custody from 21 in 2010/11 to 13 in 2011/12, which is 5.1% of all sentences. Our rate of sentences per 1,000 young people population is slightly lower than the national average but higher than the South East average.

The table below shows that the number of sentences to custody has been decreasing. However, figures for 2012/13 have seen an increase from the previous year, with 14 custody sentences from April to December.

Results	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12
BH Number of custody	23	30	40	14	21	13
BH rate of custody	1.12	1.47	1.96	0.70	1.07	0.64

- Confidence in the YOS disposals by training and informing the local judiciary about effective practices and alternative interventions, is reflected in the high congruence between PSR proposals and sentences.

- Working in partnership with adult agencies to provide a Mental Health triage in custody suites and Court cells to identify vulnerable young people with emotional and mental health needs and reduce the risk of remands and custodial sentences by providing more appropriate support.

### **What are our key areas for improvement in 2012-13**

- **Remands.** Over the last three years, the average remand figures, for secure and not secure episodes, per year were 26 remand episodes each lasting just under one month given to 13 individual young people. 30 percent of these episodes were found to lead to a custodial sentence.  
Although official national and regional comparative remand figures are not available from the YJB, their national statistics indicate that for those young people given custodial remands in 2010/11, 39 per cent went on to be given a custodial sentence. Our 30 per cent figure is therefore 9 per cent below the national average. The aim is to reduce the number of young people who did not go on to receive a custodial sentence from being remanded into custody pre sentence.
- Working in partnership with other agencies to identify deficits in a young person's life while in custody so that robust resettlement plans can be in place pre release and continue post release.
- Improve compliance to reduce breaches of orders and potential custody.
- Increase the compliance of bail conditions to reduce the likelihood of remand due to breach of bail.
- Increase the confidence of the Courts in our bail support packages to increase the use of bail remands.
- Address housing, education, employment and training needs.
- Manage the financial risk of remand.

## **7. OUTCOMES AGAINST 3 LOCAL INDICATORS**

### **iv. ASSESSMENT, PLANNING, INTERVENTIONS and SUPERVISION**

#### **What are we doing well in Brighton & Hove?**

- Use of ACCORDS acronym in case diary recordings (aim, content, communication, outcome, risk, diversity, safeguarding) to ensure that case workers focus on aim and outcomes of work and remain mindful of risk, safeguarding and diversity issues.
- YOS Substance misuse worker becoming involved at assessment stage so that his assessment is able to inform proposals for planning and interventions.
- Practitioners are more consistently utilising information relating to individual needs within their assessments, plans and interventions, including Learning Styles and feedback gained through the 'What Do You Think' assessment as an integral part of their ASSET assessments.
- There were a number of initiatives in the past year including one in collaboration with the Participation team to obtain feedback from young people about what worked well and what could be improved, and these were used to inform staff training and influence future practice.

#### **What are our key areas for improvement in 2013-14?**

- Implement reflective supervision for all practitioners, ensuring regular opportunities to explore the way theory can be adapted into practice and to question/challenge practice so it can be improved.
- Introduce more regular observation of practice by managers as part of the supervision process to assess and improve practice.
- All reviews for medium or high risk cases to be chaired by one of the management team, to ensure ongoing oversight of these interventions.
- Introduce a Quality Assurance process that gives greater management oversight and also focuses on quality and not just quantity. With audits to be carried out, analysed and reported to the Management Board.
- Multi agency plans addressing outcomes identified for and with the young people.



## **v. EFFECTIVE SAFEGUARDING**

### **What are we doing well in Brighton & Hove?**

- Working collaboratively with Education providers to manage safeguarding issues to ensure these do not act as a barrier to YOS young people accessing education.
- The SQS Inspection found that in all the cases inspected there had been effective planning to address vulnerability and/or safeguarding in reviews of plans in all during the custodial phase of the sentence.

### **What are our key areas for improvement in 2013- 14?**

- Develop a process for referring cases where there are potential safeguarding issues to Children's Services to ensure these are appropriate and consistent and responses are noted.
- Develop a Children's Services Protocol ensuring that all staff within Social Care, Education and the YOS are aware of their responsibilities in relation to young offenders.
- Review the ways in which the YOS works with Looked after Children, identifying the specific individual needs of this cohort with their social workers and carers.
- Encourage positive activities and behaviours including engagement in education, employment and training.

## **vi. MANAGEMENT OF RISK OF HARM TO OTHERS**

### **What are we doing well in Brighton & Hove?**

- The SQS inspection found that risk management plans addressed the risks identified in the assessment in all custody cases inspected.
- A Practice Manager and two practitioners attended YJB accredited training for working with young people with harmful sexual behaviours (AIM 2) in order to gain knowledge and skills in improving assessments and delivering effective programmes for this cohort of young offenders.
- An audit is being undertaken of all cases to provide a baseline for future audits.

### **What are our key areas for improvement in 2013-14?**

- Developing a New Risk Management Strategy including management oversight arrangements to improve performance in this area and ensure the quality of safeguarding work.
- Developing a Multi Agency protocol and Management of Risk Panels to manage risk collaboratively.
- Audit and outcome measures to demonstrate impact.
- Risk of harm to victims to be effectively managed.

**8. MANAGEMENT BOARD SIGNATURES**

NAME	ROLE	SIGNATURE
1.		
2.		
3.		
4.		
5.		
6.		

20<sup>th</sup> February 2013

