

Leicestershire
Youth Justice Strategic Plan
2014 - 2015

ContentsSections

1. Role and Purpose	3
2. Governance	4
3. Partnership Arrangements	5
4. Key Objectives and Targets for 2014-15	5
5. Resources	7
6. Structure and Outline of Service	8
7. Priorities	9
8. Risk Management	12

1. Role and Purpose

The principal aim of the youth justice system is to prevent offending by children and young people (Crime and Disorder Act 1998). Leicestershire Youth Offending Service (YOS) coordinates the provision of youth justice services to both Leicestershire and Rutland.

We work in partnership to achieve the national Youth Justice strategic objectives which are to:

- prevent offending
- reduce reoffending
- increase victim and public confidence
- ensure the safe and effective use of custody.

We contribute both to improving community safety and to safeguarding and promoting the welfare of children and in particular protecting them from significant harm. Working Together to Safeguard Children highlights the need for Youth Offending Services to work jointly with other agencies, professionals, and volunteers to ensure that young people are protected from harm and to help children achieve more

Many of the young people involved with the YOS are the most vulnerable children and are at greatest risk of social exclusion. Our multi-agency approach to meeting the needs of young people ensures that we play a significant role in meeting the safeguarding needs of these young people.

2. Governance

Leicestershire Youth Offending Service (LYOS) is located within Leicestershire County Council's Children and Young People's Service. The LYOS is overseen by a multi agency Management Board.

The YOS Management Board (YOSMB) meets four times a year and is chaired by the Chief Executive of Leicestershire County Council. There is high level partnership representation on the Board from Leicestershire County Council, Rutland County Council, East Leicestershire and Rutland CCG, West Leicestershire CCG, Leicestershire Partnership Trust, Probation, Police, Courts, Housing and the voluntary sector. There are good working relationships with all partners that ensures effective, integrated strategic planning and delivery of youth justice services.

The vision of the YOSMB:-

“It is committed to work in partnership, sharing responsibilities and providing the necessary resources, to provide effective strategic oversight and direction to the Leicestershire Youth Offending Service (LYOS). Its direction will ensure that the LYOS is a high performing organisation that uses the principle of effective practice to provide high quality services to children, young people, and their families, with the principal aim of preventing and reducing offending, thereby making a significant contribution to safer communities”.

The Board is committed to achieving this vision by:

“Ensuring the co-operation of the mainstream services of the partner agencies through adequate resourcing, joint planning, shared objectives, and a commitment to work together to achieve better outcomes for children and young people.”

To assist the YOSMB in its oversight function an annual reporting cycle was introduced in 2013. The Board meets quarterly and the cycle is designed to enable the Board to scrutinise all aspects of YOS activity linked to expenditure of the budget and progress against national performance indicators during the year. The Board receives progress reports in relation to financial expenditure and performance at each meeting. Additionally reports on all other aspects of YOS work are provided to the Board under the structured cyclical arrangement, to support the oversight function.

- Quarter 1 - post court interventions, (including drugs, accommodation, bail support) and the Quality assurance process.
- Quarter 2 – Statutory interventions (Referral, Reparation, and Youth Rehabilitation Order performance) and non statutory provisions (including the work of volunteers and group work programmes).
- Quarter 3 – Specialist services (including Intensive supervision, transition from children to adult services)

- Quarter 4 – Pre court performance and YOS prevention programmes (including out of court disposal performance, IMPACT project, Youth Inclusion Support Programme and partnership projects)

3. Partnership Arrangements

We work in partnership with criminal justice services and community safety partnerships, along with services for children and young people to create safer communities and improve the well-being of young people across Leicestershire and Rutland.

Leicestershire YOS priorities are reflected in the Safer Communities and Children and Young People's Commissioning Boards' priorities and links have been established with the Health and Well Being and the Leicester and Leicestershire Enterprise Partnership Boards.

The performance framework for the Rutland Community Safety Strategy includes a key objective to reduce re-offending through the improved management of offenders.

The Leicester, Leicestershire and Rutland Reducing Re-offending Board has a sub-regional Reducing Re-offending Strategy and Plan which reflects priorities for reducing re-offending by young people.

We engage at sub-regional level with the Strategic Partnership Board and the Multi-Agency Public Protection Arrangements (MAPPA). At county level we are engaged with the Safer Communities Strategy Board and the Leicestershire Substance Misuse Board. We also work with the Leicestershire and Rutland Safeguarding Children's Board (LSCB), the Rutland Children's Trust Board and local Community Safety Partnerships (CSPs).

YOS priorities are reflected in these strategic arrangements and plans. We have worked with the Leicestershire Safer Communities Strategy Board to contribute to the Districts' strategic community safety plans.

The YOS is fully engaged with the Supporting Leicestershire Families and Rutland Changing Lives programme that seeks to provide intervention to those families across the County with multiple and complex needs as well as those families identified as at risk of going on to have these needs if their current needs are not met more effectively.

4. Key Objectives and Targets for 2014 - 15

Ministry of Justice Indicators 2014/15

The MoJ has three indicators relating to Youth Justice:-

- Reduce first time entrants to the justice system (10-17 year olds receiving Youth cautions and Youth Conditional Cautions)
- Reduce re-offending (frequency and rate of re-offending)

- Reduce the use of custody

In addition to this Leicestershire Youth Offending Service Management Board has adopted the following local education target:

- The number of young people known to the Youth Offending Service engaged in Education, Training and Employment at the end of their order.

Leicestershire Youth Offending Service Objectives

In addition we aim to:

- Minimise the risk of harm posed by children and young people.
- Ensure children and young people are protected from harm and are helped to achieve more.
- Improve victim satisfaction and public confidence.

Summary of Performance 2010/11 - 2013/14

Performance against the MoJ Indicators and the Local YOS indicator for 2010/11 to 2012/13 to date:-

National Indicator	Target 10/11	Apr to Mar 2010/11	Apr to Mar 2011/12	April to Mar 2012/13	April to Dec 2013/14
Reduction in First time Entrants	Year on year reduction	18% reduction	21% reduction	24.1% Increase on the previous year	-53.1% reduction
Reduce the proven rate of re-offending	1.07	0.77	0.91	1.01	0.65 (April to Sept)
Custodial Sentences	<5%	2.9%	2.3%	1.9%	1.6%
Number of young people in suitable Education, Training and Employment	80%	79.3%	74.3%	76.6%	73.1%

First Time Entrants (FTEs) to the Youth Justice System

In 2013/14 to date there were 156 First Time Entrants representing a 53% reduction same period in 2011/12. Overall there has been a 68.3% reduction in FTEs between 2005/06 and 2012/13.

Rate of proven re-offending by young people in the Youth Justice System

Since 2011/12, the Ministry of Justice (MoJ) has provided data on proven reoffending rates using the Police National Computer (PNC) data. The MOJ data on re-offending is measured between January to December each year. The latest MoJ data published on 31st January 2013 is for the period January 2011 to December 2011 when there were 680 young people from Leicestershire in the cohort. The MoJ reports re-offending performance on three measures:

- i. the percentage of young people re-offending after 12 months was 29.6%, an increase of 3.1% compared to the period in 2010.
- ii. the average number of re-offences per young person in the cohort after 12 months, i.e. the frequency rate, was 0.86, compared to 0.79 in the period 2010;
- iii. the average number of offences per young person who has re-offended was 2.91 compared to 2.99 in 2010.

Comparative data shows that the percentage of young people reoffending in Leicestershire (29.6%) was ahead of regional (32.2%) and national (35.9%) performance. Leicestershire's re-offending frequency rate (0.86) is slightly ahead of regional (0.88) and national (1.03) performance.

Local Performance for the 2013/14 cohort to date was 0.65 which remains ahead of the baseline performance of 1.13 and exceeds the 1.07 target for 2010/11.

The percentage of young people receiving a conviction in court who are sentenced to custody

The use of custody in 2013/14 to date is 1.6% well ahead of the 5% target set by the YJB. Information on the custody rate per 1,000 of the 10-17 year old population in Leicestershire is made available by the MoJ. The performance for April 2013 to September 2013 was 0.02 per 1,000. This is an improvement of 0.04 compared to the same period last year (0.06) and is well ahead of Regional (0.19) and National (0.24) performance.

Young offenders in full time education employment or training (EET)

During 2013/14 to date 73.1% (128/175) of young people known to the YOS were in EET, slightly higher than the 2012/13 performance of 76.3% (171/224) but still below the 80% target.

5. Resources

Over the last three years resources available to the Youth Offending Service have reduced. In 2013/14, there was a net reduction of £114k in the Youth Justice Grant, there is no reduction to the Youth Justice Grant for 2014/15.

Partners have confirmed a standstill budget for 2014/15. Whilst there are no savings required through Leicestershire County Council's Medium Term Financial Strategy for 2014/15, the YOS has had to make £310k MTFs savings between 2010/11 and 2013/14. This is made up of

£155k through efficiency savings through the YOS Service Review (by 2012/13), £50k savings from the IMPACT Project's budget in 2010/11 and £105,000 savings from the Basic Skills Team by 2012/13 (resulting in the closure of the Basic Skills Team).

There are further savings requirements in the 2014 MTFS totaling £550k between 2015/16 and 2017/18. These savings will be achieved through reduction to the IMPACT budget, reduction in case management and removal of contributions to the Police ICSB. There is an opportunity to minimize the impact of these savings as a result of the YOS integration into the new Children and Families Service.

Youth Offending Service Budget for 2014/15

Core Funding

Pooled Budget				
Agency	Staffing Costs	Payments in Kind	Other Delegated Funds	Total
Police	£91,847		£91,687	£183,534
Probation	£117,326	£132,523	£67,067	£316,916
Health	£70,945		£48,151	£119,096
Local Authority: Chief Executives CYPS Rutland	£391,064		£298,303 £265,077 £70,000	£1,024,444
YJ Grant PCC			£613,713 £57,600	£671,313
Total	£671,182	£132,523	£1,511,598	£2,315,303

Additional Funding

Additional Funding	
Early Intervention Grant	£116,980
Community Safety Fund (substance misuse funding)	£15,500
LCC	
Youth Crime Prevention	£133,900
IMPACT	£450,000
Total	£716,380
Total YOS Budget	
	£3,031,683

6. Structure and Outline of the Service

During 2013/14 LYOS undertook stage 3 of its internal review of services. The purpose of the stage 3 review was to enable LYOS to meet reductions in the annual LYOS 2013/14 budget while maintaining performance against national performance indicators. Prior to the stage 3 review the service was structured in teams based on the nature of service being delivered. This involved the service being structured into post court interventions, pre court interventions, and teams based on specialist and prevention activities.

The stage 3 review has introduced multi specialist LYOS teams, under a locality focused YOS manager and supporting senior practitioner. The locality based teams cover the north area, (Melton and Charnwood), the south area (Rutland, Harborough, Blaby, Oadby and Wigston), and west area (North West Leicestershire and Hinckley and Bosworth). Each of the teams contains prevention, pre court and post court YOS Workers, qualified YOS staff, probation officers, police officers and a number of specialist staff each allocated to one of the locality teams (CAMHS, accommodation, prospects, substance misuse and education workers). The Bail Support Service and Integrated Resettlement and Intensive Support Project are also located in the locality operational teams.

The service also has a centrally managed Programmes Team that supports the work delivered by the locality operational staff. This team includes the restorative justice team (Reparation and Victims workers), volunteer co-ordination, the IMPACT project, health pathfinder project, group work co-ordination, community engagement and the ASB worker. The service is also supported by a Quality Assurance and Business Development manager and a Business Support Team.

The new structure, outlined at appendix A, has led to improvements in the way all LYOS services can be targeted to meet young people's needs in order to reduce offending and re-offending. Additionally this locality based model has led to improved links to partner agencies across Leicestershire, many of which are based on similar locality based arrangements. Early indications are that these arrangements have been viewed favorably by partners and that the arrangements have continued to support the LYOS in sustaining reductions in First Time Entrants to the criminal justice system and reductions in young people sentenced to custody.

7. Priorities

In order to meet the National and Local Targets and deliver the key objectives of the YOS the following areas will be a priority for the YOS in 2014/15:-

Reduce Offending and Re-offending

There are 2 main areas of focus to support meeting the national performance indicators; reducing re-offending and reducing first time entrants. The first relates to reoffending. Nationally reoffending rates have remained a concern over the last few years. Whilst, in Leicestershire and Rutland the number of young people entering the criminal justice system

has dropped steadily over the last 10 years, reoffending rates relating to those young people who do go on to reoffend have remained static.

During 2014/15 work will be undertaken to identify the issues relating to a small cohort of repeat offenders in Leicestershire and Rutland to support the development of strategies focused on reducing reoffending.

The second area relates to First Time Entrants. The number of FTEs has been falling steadily since 2005/6. The Legal Aid, Sentencing and Punishment of Offenders Act 2012 (LASPO) has allowed local areas to introduce a more flexible approach to decision making around pre court disposals. This in turn has supported reductions to FTE numbers. Early indications have been encouraging showing that only 5% of young people diverted away from the criminal justice system through the new police/YOS decision making panel have gone onto reoffend. A priority during 2014/15 will be to continue to monitor the reoffending rates of young people diverted away from the criminal justice system.

Priority 1: Undertake in depth analysis of repeat offenders in order to develop practice in order to reduce re-offending

Priority 2: Ongoing monitoring of re-offending rates of out of court disposals to support FTE performance.

Quality and Assessment

During the 2013 service review the LYOS introduced a Quality and Assessment manager post. The role was introduced to enable the LYOS to keep updated in relation to national practice standards, and to support continuous improvement within the service. During 2013/14 a structure was introduced within LYOS around inspection and continuous improvement. In February 2014 Her Majesty's Inspector of Prisons (HMIP) undertook a light touch Short Quality Screening (SQS) of LYOS in line with their reporting cycle. The feedback from the inspection has been very positive as well as highlighting a number of areas for improvement.

Priority 3: To develop Quality and Assurance process across the YOS to ensure continual improvement and develop and deliver an action plan following the feedback from the HMIP inspection.

Training

LYOS has continued to deliver training to all staff to enable them to manage risk and provide high quality interventions to young people. In the past year this has included training on the implementation of the LASPO 2012 Act, assessment of violent offenders, internet safety and the 'Step Up' programme for young people who commit offences of violence against parents.

For the forthcoming year the service has identified a number of training priorities linked to violent behavior and reoffending and supporting continuous improvement across the service.

The LYOS will also provide further training to staff on working with young people who commit violent offences as this has been identified as a significant issue in relation to young people in the first time entrant cohort, as well as those who have re-offended. A number of staff will also be receiving mediation training which will be utilised alongside the 'Step Up' programme to work with young people and their parents where there are issues at home that effect the risk of young people offending.

Priority 4: Develop and deliver the 2014/15 training plan in line with identified priorities for staff

Implementation of Assetplus

During 2014/15 a new national system is being rolled out to all Youth Offending Services. The new system Assetplus has been designed to improve the assessment and intervention process linked to referrals. The system provides a holistic end-to-end assessment and intervention plan allowing one record to follow a young person throughout their time in youth justice system. There will renewed focus on professional judgment of practitioners which will enable better more focused intervention plans to provide improved outcomes for young people dealt with by the service. Assetplus will amalgamate the current four assessment and intervention plans into one document. The key benefits are, better quality assessment, the introduction of a speech and language therapy screening tool built into the framework, a prompt for practitioners to consider whether restorative justice may be appropriate, and an end to end framework which allows information sharing in a way not currently possible.

The YJB are currently finalising the deployment timescales and will update YOS's in March 2014. The LYOS will develop a training and development plan for 2014/15 to implement Assetplus, train all YOS staff and integrate the system with current service processes.

Priority 5: Introduction of an ASSETplus implementation plan in line with the YJB time frame.

Education

The number of young people not in education, employment or training remains a challenge. During 2012/13 and 2013/14 the number of young people worked with by the LYOS who are NEET has steadily risen.

To support young people with education related issues the LYOS currently is has an education officer lead and a Prospects Officer within the team. These specialist workers support and signpost young people of school age who have fallen out of, or at risk of falling out of education, and post 16 year olds who are NEET, into appropriate provisions. Nationally it has been highlighted that appropriate education provision is a significant factor in reducing the likelihood of reoffending in young people. To focus the work of the education specialists in December 2013 a snapshot survey of LYOS cases was undertaken. The survey indicated that there may be a small but emerging issue with young people who may not be receiving the appropriate statutory education provision. The survey highlighted that there were a number of

young people either on part time curriculums, or receiving under the statutory 25 hours education time, in addition to those classified as NEET. To support this initial snapshot more detailed analysis will need to be undertaken during 2014/15. In addition to supporting young people around their educational needs, a theme of LYOS work during 2014/15 will be to develop work with partners to provide focus on vulnerable groups of young people who are, or at risk of becoming NEET.

Priority 6: LYOS to work with partner agencies to establish greater understanding of the potential emerging trend around vulnerable young people who are NEET in order increase the number of young people known to the YOS who are accessing Education, Employment and training.

YOS engagement with the Supporting Leicestershire Families (SLF)

During 2013 the LYOS identified a need to engage more closely with the SLF programme. A significant proportion of families being engaged with by the SLF project had children who were at risk of or had offended and were being case managed by LYOS. To explore opportunities to develop an increasingly family orientated approach to reducing offending the LYOS has employed two SLF staff to work with the children and families. The staff are managed jointly by SLF and focus on working with families with complex issues who have children within the family who are, or are at serious risk of, offending.

In addition the programme is seeking to develop the way that LYOS caseworkers deal with parenting issues. It has been identified that offences linked to breakdown in parenting relationships has been an emerging issue across LYOS cases. Introducing SLF workers into the LYOS has provided the opportunity to develop a new model of parenting within the LYOS, with SLF being the most intensive level of parenting provision. The LYOS continues to offer families the Living with Teenager's course via the Centre for Fun and Families and Mediation work. It is also developing a group of specially trained volunteers to offer support to families who require less intensive parenting support.

Priority 7: LYOS and SLF/Changing Lives to develop strategies around the integration of youth offending and supporting families work during 2014/15.

Transforming Rehabilitation

In April 2014 the Ministry of Justice Plans to transform the adult rehabilitation system were introduced. The MOJ plan involved replacing Probation Trusts nationally with privately owned Community Rehabilitation Companies (CRCs), and reforming and re-introducing a National Probation Service (NPS). Alongside this restructure one of the most significant changes is the arrangement to extend probation supervision to cases where offenders are sentenced to periods of less than 12 months custody.

The MOJ plan has been to take a staged approach to the reforms involving the separation of the CRC and NPS, the transfer of cases, and governance arrangements for the CRC taking place at different points during 2014/15. Under the new provisions high risk cases will be dealt

with by the NPS, with the greater proportion of cases being dealt with by the CRC on a broad basis of payments by results. The new arrangements provide opportunities for offender supervision be to be undertaken in new and innovative ways, but also introduce a significant risk if the provisions around transferring young people from youth to adult services (Transition) are not developed between the YOS, CRC, and NPS. Currently a review of Transition arrangements across the region is being co-ordinated by the multi agency Reducing Re-offending Board, a sub group of the Strategic Partnership Board. Both the county and city YOS are involved in this review.

Priority 8: To ensure that the LYOS is linked into and influences the development of Transition arrangements associated with the reforms to adult rehabilitation across Leicester, Leicestershire, and Rutland..

8. Risk Management

The Risk Management Plan identifies and priorities the most critical risks to the LYOS's ability to work with partner agencies to meet national and local objectives.

The YOSMB will receive appropriate updates in regarding the services progress to in relation to the Youth Justice and Risk Management Plan during 2014/15.

Risk Management

Risk management is a critical element in ensuring the delivery of key priorities and outcomes. Risk management will be active and incorporated into our performance management framework.

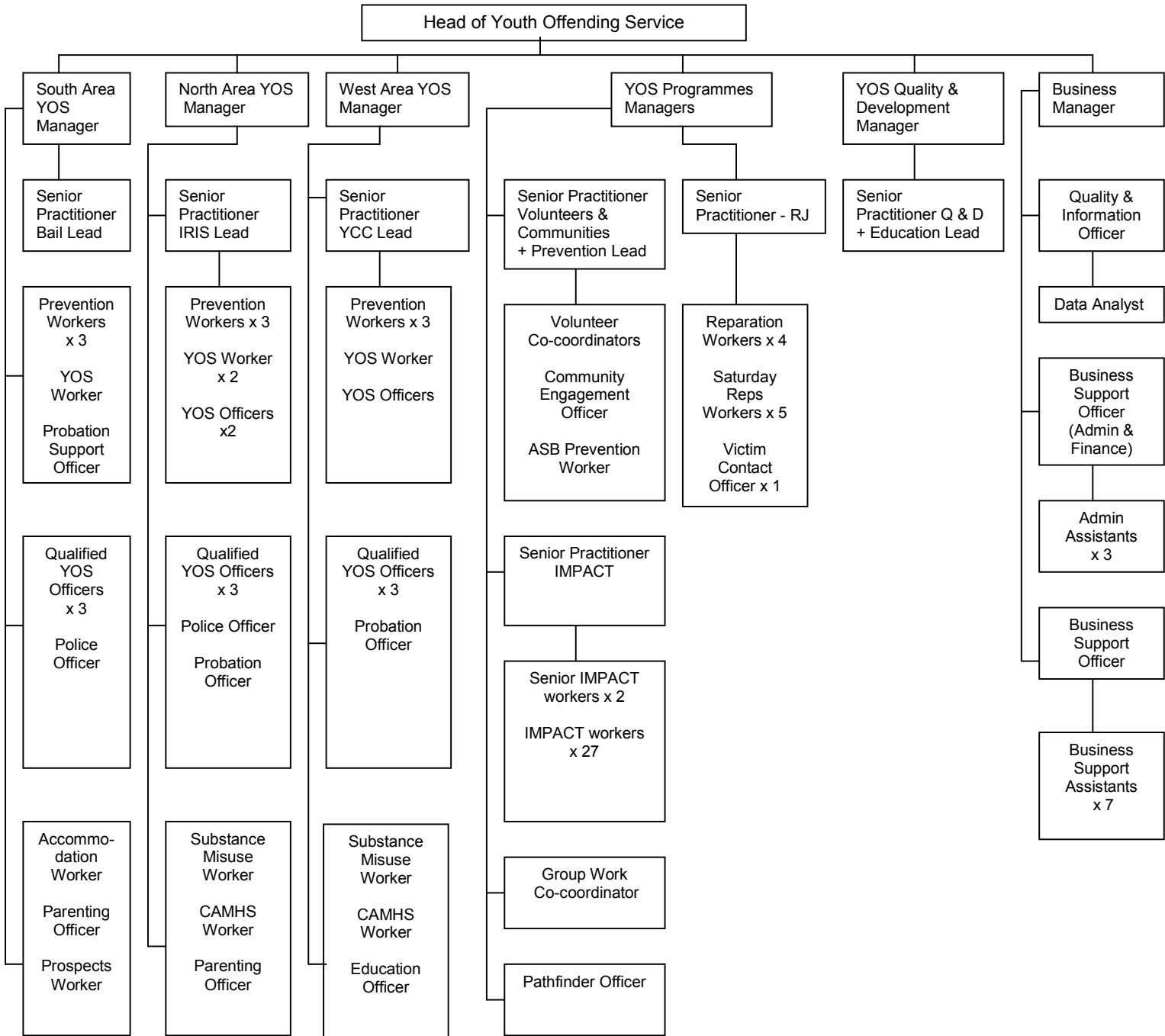
*Key - Impact and likelihood receiving a score between 1 and 3 with 1 representing the higher level of risk

Risk	Causes (s)	Consequences (s)	Risk Owner	Impact	Likelihood	Risk Score	List of current controls	Further Actions / Additional Controls	Residual Impact	Residual Likelihood	Residual Score
The numbers of First Time Entrants (FTEs) each year will level off or increase.	* Changing in Policing practice * Reduction in prevention funding	<ul style="list-style-type: none"> •Increase in the number of young people entering the CJS * Additional stress on already limited resources *Reductions in FTEs could result in higher re-offending rates, as those young people who do enter the youth justice system do so at a more serious level and are therefore more likely to re-offend than previously 	Head of Service	2	2	4	<ul style="list-style-type: none"> *Work closely with Police to manage any change in practice *Monitor numbers of FTEs on a quarterly basis. * Identify areas of poorer performance and resolve issues identified in conjunction with partners. 	Introduction of the new Youth Cautions may further reduce the risk of FTEs increasing	2	1	2
Loss of funding leading to reduction of resources to support young people *Interventions not targeted	Reduction in funding to the YOS	<ul style="list-style-type: none"> *Impact on offending and reoffending rates *Young people not receiving the support to help them achieve better outcomes 	Head of Service	2	2	4	Service review being undertaken to manage any reduction in funding to ensure minimal impact on service delivery	Ensure that resources are effectively targeted to minimise any	1	2	2

Risk	Causes (s)	Consequences (s)	Risk Owner	Impact	Likelihood	Risk Score	List of current controls	Further Actions / Additional Controls	Residual Impact	Residual Likelihood	Residual Risk Score
effectively								potential impact.			
Low level use of remand and custody not maintained	*spike in number young people committing serious offences *increase in the number young people persistently breaching court orders	*increase cost to Local Authority to fund remand beds *Impact on YOS and CYPS resources to manage young people in custody	Head of Service	2	2	4	Maintain current management strategies • Close liaison with the court • Good use of YRO sentencing options • Review of custody cases to identify learning * Joint work with CYPS to minimise the impact, including enhancing the provision of alternatives to remand and custody.	Ensure that resources are effectively targeted to minimise any potential impact.	2	1	2

Risk	Causes (s)	Consequences (s)	Risk Owner	Impact	Likelihood	Risk Score	List of current controls	Further Actions / Additional Controls	Residual Impact	Residual Likelihood	Residual Risk Score
Risk of Harm posed by or to young people not effectively identified or managed	<ul style="list-style-type: none"> *Careworks inability to provide adequate management information on MAPPA and high risk of harm cases. *Information not shared effectively between agencies *assessments not effectively overseen and verified 	<ul style="list-style-type: none"> *Young person commits a serious offence *A serious incident receives significant negative media coverage *impact on victim satisfaction and public confidence 	Head of Service	3	1	3	<ul style="list-style-type: none"> *Continued use of alternative monitoring processes. *Monitor risk management and vulnerability management processes to ensure delivery is maintained at a high standard. *Ensure lessons from serious incidents continue to be integrated into practice improvements in conjunction with relevant partners. * Effective management of cases in place *On going training and support offers to staff 	Ensure that resources are effectively targeted to minimise any potential impact.	3	1	3

Appendix 1
Leicestershire Youth Offending Service Organisational Chart



Partner Sign Off

	Name Of Chief Officer	Signature	Date
Chief Executive, Leicestershire County Council	J Sinnott		
Director of Children and Family Services, Leicestershire County Council	L Hagger		
Chief Constable, Leicestershire Police	S Cole		
Interim Chief Executive, Leicestershire & Rutland Probation Trust	T Worsfold		
Chief Executive, East Leicestershire and Rutland Clinical Commissioning Group	D Briggs		
Chief Executive, West Leicestershire Commissioning Group	T Sanders		
Chief Executive, Rutland County Council	H Briggs		
Justice's Clerk – Lincolnshire, Leicestershire & Rutland and Northamptonshire for Her Majesty's Courts Service	N Watson		