

**NORTH LINCOLNSHIRE COUNCIL**

**CABINET**

**YOUTH JUSTICE PLAN 2013-2015  
NORTH LINCOLNSHIRE YOUTH OFFENDING SERVICES**

**1. OBJECT AND KEY POINTS IN THIS REPORT**

- 1.1 To inform Cabinet of the 2013-2015 Youth Justice Plan for North Lincolnshire and seek support for the plan.

**2. BACKGROUND INFORMATION**

- 2.1 Youth Offending Service is required to produce a Youth Justice Plan.
- 2.2 The plan is submitted for approval to the Youth Justice Board and the plan is published via Youth Justice Board.
- 2.3 The Youth Justice Board (YJB) has recently agreed the Youth Justice plan which covers a two year period.
- 2.4 The Youth Justice Plan has been approved by the Multi Agency Youth Offending Service Management Board and will be monitored and reviewed by the Board.
- 2.5 The statutory members of the Board include: Humberside Police, Probation, Clinical Commissioning Group and North Lincolnshire Council.

**3 OPTION FOR CONSIDERATION**

- 3.1 The Youth Justice Board stipulates that the following must be addressed within the plan:
- Structure and Governance
  - Partnership arrangements
  - Resources and Value for Money
  - Performance
  - Risks to Future Delivery

- 3.2 The governance and structure elements of the plan are incorporated into the first section of the plan and the partnership arrangements are set out to show how the Youth Offending Service operates within North Lincolnshire.

The 2013-15 plan was produced following the Youth Offending Service Inspection in 2012 where the Youth Offending Service was judged as performing within the top 5% of Youth Offending Service's in England and Wales. The YOS's performed well in all areas: safeguarding, risk of harm and likelihood of re-offending.

- 3.3 North Lincolnshire Youth Offending Services continues to perform well.:

- Less than 6% of children who are administered an Out of Court Disposals re-offending.
- The YOS have reduced First Time Entrants from 320 per 100,000 population in 2012/13 82 per 100,000 date for 2013/14

- 3.4 There is excellent work between Humberside Police and the YOS in the management of out of court (OOC) disposals which has resulted in the improved performance.

#### **4. ANALYSIS OF OPTIONS**

- 4.1 This report is for information and to seek continued support.

#### **5. RESOURCE IMPLICATIONS (FINANCIAL, STAFFING, PROPERTY, IT)**

- 5.1 There are no financial implications.

#### **6. OUTCOME OF INTEGRATED IMPACT ASSESSMENT (IF APPLICABLE)**

- 6.1 The Council is statutorily obliged to deliver a Youth Justice Service with statutory partners as outlined by the Crime and Disorder Act 1998.

#### **7. OUTCOMES OF CONSULTATION AND CONFLICTS OF INTEREST DECLARED**

- 7.1 Consultation has taken place with key partners represented on the Youth Offending Management Board.

## **8. RECOMMENDATIONS**

8.1 That Cabinet receives and supports the Youth Justice Plan.

### **DIRECTOR OF PEOPLE**

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#### **Background Papers used in the preparation of this report:**

North Lincolnshire Youth Justice Plan 2013/15 – reports available in group office.

National Standards for Youth Justice - reports available in group office.

## NORTH LINCOLNSHIRE COUNCIL PEOPLE DIRECTORATE

### YOUTH JUSTICE PLAN 2013 - 2015

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## 1. INTRODUCTION

### THE SERVICE PLAN

In September 2012, North Lincolnshire Children and Young People's Service and Adult Services combined to form the People Directorate. Our corporate vision is to keep children and vulnerable adults safe, to support families and carers and transform lives. This plan sets out Youth Justice provision within North Lincolnshire in the context of service delivery, team structure, operational matters and how youth justice activities and services are resourced and funded. The four key areas addressed within the plan are:

- Structure and governance
- Partnership arrangements
- Resources and value for money
- Risks to future delivery

### PRINCIPLES AND PRIORITIES

The principles and priorities of the Youth Offending Service are aligned with those of North Lincolnshire:

- Keeping children and young people safe and at the centre of our practice
- Measuring our success by the difference we make
- Improving outcomes for young people involved in the criminal justice system, or at risk of becoming involved

YOS work interfaces with other statutory Boards and strategic groups and it reports to the Local Safeguarding Children Board, Children's Services Senior Management Team, Community Safety Partnerships and Safer Neighbourhoods operational groups. These include: Integrated Offender Management, and Reducing Violent Crime Task Group. The YOS relationship with other strategic groups focuses in the main on the impact and prevalence of youth crime in North Lincolnshire, protecting the public and victims of youth crime and safeguarding young offenders and other children connected with youth crime. YOS contributes to the Children & Young People's Plan, Substance Misuse services, Risky Behaviour Strategies, The Families Initiative (Troubled Families TFI) and the Safer Neighbourhoods Plan.

All partners within youth justice are committed to working together to achieve shared goals, these being to prevent and reduce offending in North Lincolnshire; reduce first time entrants, reduce the impact of offending on the community; protect victims and the public from crime; and change and improve the lives of the young people who enter the criminal justice system. This also requires us to work proactively towards reducing the numbers of young people in North Lincolnshire sentenced to or remanded in custody, managing the risk they pose in the community and reducing re-offending amongst the youth justice population.

	<p>Priority and targeting of youth offending work is given to:</p> <ul style="list-style-type: none"> <li>• Working in partnership with children, young people and families to engage in effective work and help affect change</li> <li>• Re-focusing activity on prevention and early intervention strategies</li> <li>• Increasing numbers of young people in education, training and employment</li> <li>• Safeguarding and maintaining young people in settled, stable and suitable accommodation</li> <li>• Increasing access to and uptake of positive activities for young people in the youth justice</li> <li>• Improving engagement with young people &amp; families through a single assessment, intervention, and planning process</li> <li>• Facilitating compliance and successful completion of orders</li> <li>• Reducing the numbers of breach, re-offending and recall to custody</li> <li>• Reducing the incident of remand to youth detention</li> <li>• Reducing inequalities in opportunity and health provision</li> </ul> <p>The North Lincolnshire YOS is committed to using research and evidence to inform practice development and deliver high quality services based on identified local needs and learning from wider audit and inspection. To this end, planning and delivery is shaped by internal audit, peer review, thematic Inspections, national drivers and commissioned studies.</p>
<p><b>CURRENT LOCAL CONTEXT OF NORTH LINCOLNSHIRE</b></p>	<p>Since North Lincolnshire Children and Young People’s Services were combined with Adult Services into the directorate of People, Youth Offending Service have come under Children’s Services and report into shared Quality Assurance and Performance Management Systems. YOS has also developed audit programmes that are compatible with Children’s Services as a whole and responsive to OFSTED inspection formats and Full Joint Inspection processes.</p>
<p><b>INTERFACE WITH KEY PARTNER PRIORITIES</b></p>	<p>The YOS strives to ensure its work is compatible with its partners’ priorities – in particular those of the People Directorate and the Safer Neighbourhood partnerships. <b>Children and Young People’s Plan 2010/13 Key Priorities and YOS actions to address are as follows:</b></p> <ul style="list-style-type: none"> <li>• <b>Raise Aspirations</b> – implementing action plans that promote access to targeted resources, increase access to education, training and employment, and deliver multi-agency services that take account of the over-representation in YOS of learning difficulties, disability, poverty, substance misuse and mental health problems</li> <li>• <b>Children and Young People Feel Safe and are Safe</b> – ensuring robust safeguarding/ vulnerability assessment and planning, management oversight, partnership working and audit of Safeguarding and Child protection arrangements</li> <li>• <b>Best Start</b> - working with partners, particularly via TFI, enabling young people to access support/guidance to reduce teenage pregnancy, improve sexual-health and well-being and if needed, access parenting support and guidance.</li> <li>• <b>Celebrate and Engage</b> – continue to improve and enhance engagement and participation, evaluating outcomes,</li> </ul>

success and compliance to ensure that where good outcomes are achieved, they are recognised and celebrated and where compliance is an issue – all efforts are made to assist young people to complete orders successfully.

- **Close the Gaps** – setting local targets and working with partners in education and training to put in place programmes and activities that increase opportunities, lead to employment and help young people to achieve their potential along with their non-offending counterparts.
- **One Vision One Workforce** – working closely with a range of services and multi-agency initiatives to ensure provision in the youth justice system is equitable with that of other vulnerable groups.

In addition to the above, YOS is a named partner within Humberside MAPPA and so works closely with probation and police to reduce offending via the Integrated Offender Management (IOM). YOS is represented on MARAC, and ASB Panels and represented on the Safer Neighbourhoods Operational Group. The YOS is also a key member of the Harmful Sexual Behaviour Panel at strategic and practitioner level.

## INSPECTION FOCUS

YOS has well-developed internal audit programmes and from 2013 has arrangements in place for a reciprocal peer review process with a neighbouring YOS. This aims to achieve compliance with National Standards and increase capacity to improve. YOS is committed to developing practice that will withstand scrutiny of internal and external inspection and raises standards set at inspection of 2012. (See table below) and works towards continual improvement of quality and practice across the service. YOS focus in 2013 will be to evidence its work across the ten Key Elements of Effective Practice and develop the use of the YJB APIS tools within the team. YOS will continue using locally developed tools and practitioner checklists and contribute to the LSCB interagency and Children’s Specialist Services audit programmes.

**Table 1 2012 Inspection comparisons**

CCI area	Lowest England & Wales	Highest England & Wales	Average England & Wales	North Lincolnshire 2011	North Lincolnshire 2012
Safeguarding	37%	91%	67%	37%	84%
Risk of Harm	36%	86%	62%	36%	81%
Likelihood of Re-offending	43%	87%	70%	43%	83%

## 2. SECTION A – STRUCTURE AND GOVERNANCE

### STRUCTURE & GOVERNANCE YOS MANAGEMENT BOARD

The Youth Offending Management Board (YOMB) meets quarterly with its key partners contributing resources financially and in kind towards service delivery. The YOMB oversees strategic management, funding arrangements, partnership working and access to partner agency services. The YOMB receives quarterly performance reports and monitors staffing arrangements, generic workforce issues, budgets and specific projects. The YOMB monitors action plans and oversees policy, procedure, protocol development and signs off relevant partnership Service Level Agreements.

The Youth Offending Manager reports quarterly and annually on new initiatives and any financial issues with budget implications for YOS expenditure. Following a recent restructure of services, the line management of Youth Offending now falls within the remit of the Assistant Director for Children Services within the People Directorate.

#### Service Level Agreement and Partnership Arrangement Review Process

To assure effective partnership working, Service Level Agreements (SLA) exist between the YOS and key partner agencies, including police, probation, CAMHS, and Children's Services with emphasis on Looked After Children and substance misuse services. SLAs are subject to annual review and specify designated roles, accountabilities, responsibilities, recruitment processes, supervision, practice and delivery of services, and management of performance.

**Table 2: Composition of Management Board**

Name	Agency	Status
Edwina Harrison	Independent	Chairperson
Mike Prudom	Representative of Scunthorpe Magistrates Courts	Board member
Denise Hyde	Director of People	Board member
Tony Forbes	Chief Superintendent Humberside Police	Board member
Gill Fox	Information Advice and Guidance Services	Board member
Mick Gibbs	North Lincolnshire AD Children's Specialist Services	Board member
Adrian Evans	National Probation Humberside Integrated Offender management	Board member
Stuart Minto	Head of Safer Neighbourhoods (Places Directorate)	Board member
Helena Dent	Health Services Commissioning	Board member
Kevan Fridlington	Assistant Director Humberside Probation Trust	Board member
Jon Bradnum	Youth Justice Board Regional Adviser	Associate member
Sue Sheriden	Head of Youth Offending Services	Board member
Vicky Johnson	Partnership and Planning Team, North Lincolnshire Council	Administrator



<p><b>MONITORING AND PRIORITIES</b></p>	<p><b>YOUTH JUSTICE PLAN PRIORITIES</b></p> <p>The key Priorities within Youth justice plan are twofold – reflecting national and local performance indicators that are driven by community factors and local priorities for children, young people and the community of North Lincolnshire:</p> <p><b>PARTNER AGENCY AND YOUTH JUSTICE PERFORMANCE PRIORITIES ARE</b></p> <ul style="list-style-type: none"> <li>• Value for taxpayer’s money from our Youth Offending Service</li> <li>• Community Safety, public protection and services to victims of youth crime</li> <li>• Keeping children and young people safe from harm</li> <li>• Reducing the use of custody and overnight remands</li> <li>• Reducing the frequency and seriousness of re-offending</li> <li>• Maintaining reduction of numbers using YOS as first time entrants.</li> <li>• Increasing the prevention function of YOS</li> <li>• Working to break the cycle of disadvantage for families meeting the TFI criteria as Troubled Families</li> </ul> <p><b>VALUE FOR MONEY</b> – As an accountable and publicly funded body, the Youth Offending Service is committed to ensuring value for money via robust budget management and review of service delivery based on capacity and workload.</p> <p>In recognition that the greatest demand on multi-agency resources is made by families with complex problems, the North Lincolnshire Family Initiative (TFI Troubled Families) has identified YOS as a key partner working with entrenched offending and intergenerational problems. In a climate of budget cuts it is imperative that resources are deployed effectively and the YOS has restructured to meet the changing demands of a smaller convicted cohort, with an increased number of Out of Court Disposals via the LASPO changes and an increased age band and duration of young people in the system.</p> <p><i>See Appendix 1 Costed Plan</i></p>
<p><b>YOS TEAM COMPOSITION and STRUCTURE</b></p>	<p>The Youth Offending Service comprises a management team of Head of Service and two Operational Managers (all of whom are registered qualified social workers) and a practitioner team of Case Managers/Court Officers, Intervention workers, Referral Panel coordinator, Victim Liaison Officer and a pool of recruited volunteers. In addition there is a grant funded youth justice liaison diversion worker (family support), a FTE seconded education officer, a substance misuse worker, a health worker, seconded police officer; probation officer, LAC social worker and access to speech and language therapist. The team is supported by a small admin team and has access to a centralised database support and information/performance team.</p> <p><i>See Appendix 2 Staff Structure Chart</i></p>

### 3. SECTION B – PARTNERSHIP ARRANGEMENTS

#### SUMMARY OF PARTNERSHIP CONTRIBUTIONS AND ACTIVITIES

#### PARTNERSHIP CONTRIBUTIONS

Staffing contributions include seconded full time: police officer, qualified social worker, education/learning officer, a substance misuse worker, and a full time probation service officer. Part time seconded staff includes: 0.5 CAMHS worker, and access to 0.5 Speech and Language therapist via NHS England grant funded provision. Key partners also contribute financially: Local Authority **£437,260**; Police £10,000, Health £16,755; Probation £4,000. Partnership protocols and contributions are reviewed annually to ensure the plan is adequately resourced and that the arrangements that are in place continue to meet the changing need of Youth Justice locally and the Prevention agenda.

*See Appendix 3 Budget/Finance Summary and Agency Contributions*

#### PARTNERSHIP ACTIVITIES

**Custody and Remand** - Following a study in 2012/13 of custody in North Lincolnshire (commissioned from the Prison Reform trust) the subsequent custody reduction strategy successfully reduced custody figures. YOS is continuing and building on this strategy to reduce remands in the same way, focusing on:

- Improving the court relationship and court outcomes
- Dedicated court team and robust management of Pre Sentencing Report (PSR) production
- Robust management of bail, breach and compliance panel.
- Work with partners to identify alternatives to remand and more robust community bail packages
- Developing a custody pathway that concentrates planning for young people at the point of entry to custody and provides immediate input on release re ETE, Health, Substance misuse, accommodation and family relationships

**Reducing Re-offending** – To achieve performance improvement, YOS has prioritised re-offending through:

- Continued partnership working approach to Integrated Offender Management
- Broadening IOM remit beyond entrenched acquisitive crime and burglary to other forms of offending
- Improved engagement with Education, Employment and Training
- Improving the support and provision of suitable accommodation to increase successful achievement of orders in the community.

**Reduction of Substance Misuse** - This was identified as a key component in the Custody Reduction Study as acquisitive crime frequently correlated with the means to fund cannabis habits. It is also now a factor associated with the rise in Child Sexual Exploitation and YOS is working on reducing substance misuse through:

- Targeting funds to increase provision on ‘hidden harm’ and education
- Improved in-house training programme for YOS in management of substance misuse
- Inclusion of substance misuse services in proposals to extend the Liaison Diversion Pathfinder planning
- Extending existing substance misuse programmes for young people from the point of entry to custody
- The Health Services Comprehensive Health Assessment Tool implemented for young people in custody
- Contribution of YOS to the Vulnerable Young People’s Strategy and JSNA for substance misuse
- Recognising and assessing lower level mental health and learning disability issues in YOS cases
- Early identification and intervention with young people where teenage pregnancy and sexual health is an issue.

**Victims safety, Restorative Justice** - In line with National Standards and mandatory requirements YOS is working towards:

- Increased access to a full range of Restorative Justice (RJ) approaches including RJ conferences
- Training more practitioners in YOS and amongst volunteers and partner agencies in RJ as part of the 2013/14 training plan
- RJ conferencing to be offered to all victims of youth crime and the
- Bespoke Victim Awareness programmes for young offenders and young people on prevention programmes
- Ongoing increase to numbers of victims attending Referral Order Panels
- Working with the Speech and Language Therapist to ensure materials are user friendly and referral panel.

**Transition to adults** - YOS is committed to working with partners to ensure a smooth transition that addresses the welfare needs of young people and continued access to appropriate services and interventions wherever possible to manage the increasing cohort of older teenagers in the youth justice system. The YOS aims for all young people over 17 on orders extending beyond their 18<sup>th</sup> birthday to be subject to transition meetings and receive continued support where appropriate.

Agency	Cash Contribution	In Kind contribution
Health	£16,755	0.5 CAMHS worker
Local Authority CYPS	£437,260	FTE Qualified Social Worker
Probation	£4,000	FTE Probation Officer
Police	£10,000	FTE Police Officer
Substance Misuse	N/A	FTE substance misuse worker
Local Authority Education Services	N/A	FTE Personal Learning Adviser

**PARTNERSHIP  
INTERVENTIONS AND  
JOINT INITIATIVES**

**Integrated Offender Management**

This is a core partnership between Probation, YOS, Police, Safer Neighbourhoods and Drugs/Alcohol services. Over the past year the strategic management of this has been strengthened and involves regular and frequent meetings (minimum weekly) to consider young people and adults involved in prolific and priority offending.

A joint grading tool has been devised between police, probation and YOS to manage the most prolific offenders at the appropriate level. The Humberside Criminal Justice Board (HCJB) having also developed a local offending management performance tool that provides current local crime figures across the four unitary authorities. The results overall have been much tighter management and effective reduction of seriousness and frequency of re-offending of young people through the close joint working and management oversight of cases. Each young person in the highest band of offending (rated Gold as highest followed by Silver & Bronze) is allocated his or her own police inspector and linked to a dedicated YOS worker with who coordinates services and targeted interventions to reduce the likelihood of re-offending. Young people ranked Gold or Silver will continue to get an enhanced service in the Youth Offending team via this process in 2013/14.

*NB HCJB figures from 2012/13 showed a significant drop in youth crime across North Lincolnshire and a fall in burglaries committed by youths from being the most prevalent offence to one of the lowest.*

**The YOS Reducing Re-Offending Group**

The Reducing Re-offending group is a multi-agency operational group that aims to reduce barriers and effectively interrupt offending behaviours. The project aims to protect the community from further offending by young people involved in the Criminal Justice System. This group informs the strategic reducing re-offending steering group.

This group evolved from the *Burglary Project* set up in 2011/12 to tackle the high number of young offenders represented in the top IOM group. The Burglary Project received additional financial resources from Safer Neighbourhood partnerships that were deployed to access services and interventions that hitherto had been unavailable. The burglary project has now been widened to cover all recidivist youth crime and YOS, police and probation remain committed to continuing to deploy staff and resources through IOM for re-offending in general as opposed to the earlier remit of prolific acquisitive crime.

This YOS Reducing Re-offending Group has contributed to the lowest recorded crime figures for North Lincolnshire since 1996. There has been a 43% reduction in youth burglary and the number of young people represented on re-offending figures is down by almost 50% from 39 in 2010/11 to 21 in 2011/12, and less than 10 in 2012/13. This performance improvement will continue to be prioritised by partners during the coming year.

**Harmful Sexual Behaviour Project (HSB group)**

The YOS is a key member of the multi-agency harmful sexual behaviour project. This group is a joint initiative between Health, CAMHS, Educational Psychology, Police and CYPS, working with young people over 10 that have engaged in or been charged with sex offending or harmful sexual behaviours. Professional referrals into the **HSB group** offer a

collaborative and specialist service using AIMS methodology and specialist assessment of re-offending.

The YOS has representation on both the steering group and the practitioner group and works with partners on assessments and provision – regardless of whether the young people have been charged or convicted of sexual offences. Managers and practitioners are AIMS trained and referrals are managed via a steering group panel. The strategic multi-agency panel oversees all work undertaken and is chaired by a Senior Clinical Psychologist from CAMHS and deputised by the Principal Social worker for Safeguarding.

The outcome of this initiative is that all young people exhibiting harmful sexual behaviours can be referred directly into the HSB panel, fast tracked to assessment and receive a service from trained practitioners. The number of referrals being dealt with has increased and provision has reduced the need to commission specialist assessment or use agency services for interventions.

The programme has also enabled YOS services to inform pre-sentencing reports and obtain adjournments in complex cases to allow time for assessment to inform decision-making and sentence planning in courts.

### **Children In Care**

YOS is part of the Children In Care Outcomes meeting, ensuring joint processes for management and review of young people in both the LAC and criminal justice system. The YOS LAC dedicated social worker is allocated for children in care – and to date this has improved outcomes and continuity for young people involved with the YOS team. Children in care by virtue of being remanded into custody also benefit by having bail support packages drawn up jointly between YOS, CYPS and partners in the IOM arena. Children in care who are placed out of area are still visited by the YOS social worker who retains oversight even if they remain out of area on a semi-permanent basis. Integrated plans – Interventions plans, care plans and pathway plans – are all reviewed jointly. For children in care who are in custody – there is a joint planning pathway that commences pre release and resettlement to implement supported and arrangements for community placements when on licence. Welfare visits take place monthly and additional visits where there are no family visits. These are completed separately to DTO visits. For 2013/14 YOS is developing its custody pathway to plan from entry to custody and include an additional pre-release planning meeting.

*NB The 2012/13 OFSTED inspection recognised the positive impact of this partnership working on outcomes and stability of placement for young people in the Youth Justice system who are also looked after.*

### **Prevention of Offending and First Time Entrants**

The YOS has built on the 2012/13 *Liaison and Diversion programme (previously RESPECT)* to incorporate this as a component on the menu of Out Of Court Disposals. Funding provided for Speech and Language and dedicated worker has been used to increase SLT across YOS and shift to a Family Support model with the dedicated worker. The introduction of LASPO Act has meant an increased focus on Prevention work – including the HSB work that has enabled YOS to provide assessment services and interventions prior to conviction and for non-convicted cases referred. The prevention agenda is being extended further over 2013/14 into the core function of the Youth Offending Services case management process to interface with the North Lincolnshire TFI (The Family Initiative Programme).

#### 4. SECTION C – RESOURCES AND VALUE FOR MONEY

##### YOS RESOURCES

##### Value For Money

The Youth Offending Service has over the past two years achieved a balanced budget comprised in the main from LA core funding and Youth Justice Board Grant, supplemented by partner contributions and some additional grant funding. As with all YOS teams, an element of the YJB funding was paid directly to the police authority for the specific delivery of Prevention service and Substance Misuse services related to offending. There is ongoing commitment from the PCC for 2013/14 for the full amount to be repaid to the Youth Offending team subject to stringent grant conditions in line with Home Office requirements to evidence spending in the required areas. North Lincolnshire YOS is consulting with the Police Crime Commissioners (PCC) – to ensure that over the coming financial year we can demonstrate our progress and value for money – particularly in relation to prevention and substance misuse.

Commissioned Services such as the Appropriate Adults service, have been subject to review and a programme of training has taken place in preparation for in-house provision at a project saving of over 50% of the current costs. This may also generate some income if the adults services purchase their AA provision internally from the YOS.

The current database system – YOIS is due for renewal by end 2013/14 and the YOS has an information project team to review the feasibility of upgrading the system with a time line to complete review by November 2013

YOS is also focusing on reducing Remands to Detention to reduce costs to the local authority – expanding prevention so that the allocated case management will cover both statutory and non-statutory early intervention and prevention work on caseloads. YOS is revising and improving its bail, enforcement and community packages to increase the confidence of the courts and optimise the use of community packages when safe to do so.

YOS is also working jointly with Children's Resources, and LAC services to identify alternative to remands including use of devolved budgets to develop more innovative responses including more supported lodgings and foster care placements.

##### Staff Resources, Review & Workforce Development

The Team - The YOS workforce continues to be made up of and draw from a variety of professionals and expertise within a range of disciplines in accordance with the Crime and Disorder Act 1998. YOS conducts appraisals of all staff annually and also has a specific training plan for youth justice workers.

Case Managers are now required to deliver a greater number of interventions and offer extended support to young people beyond the end of their orders where beneficial. This has only been possible because we have seen a reduction in the number of convicted cases being supervised by officers. The intervention team has been strengthened through the

appointments of Interventions and Prevention Coordinators with additional input from community policing and TFI. These changes have been made in tandem with the changes in legislation for Out of Court Disposals. YOS is also 'backfilling' TFI secondment posts with more dedicated family support workers within the interventions team.

The YOS continues to work with specialist services including Health, Substance Misuse (DELTA) Information Advice and Guidance (IAG), Post 16 support team, Accommodation team, CAMHS and Speech and Language Therapist (SLT).

YOS is also increasing its volunteer pool and has benefited by joint training with partners in Educational Psychology on Mental Health First Aid (MHFA), with the LSCB on AIMS training and YJB on Restorative Justice (RJ).

North Lincolnshire YOS now has over 25 staff members trained in Restorative Justice and an increasing pool of staff able to undertake AIMS assessments and deliver AIMS interventions/Good Lives models. YOS has also invested in training staff on use of the Comprehensive Child Health Assessment Tool and implementing this in particular with young people leaving custody.

Young people referred to the YOS also benefit from the full time education officer and a third year of access to a part time Speech and Language Therapist Both posts work with case managers in an advisory capacity and directly with some young people who are NEET or at risk of becoming so.

### **Impact and Outcomes**

The Youth Offending Service has invested in the workforce to deliver effective programmes that focus on reducing first time entrants, use of custody and reoffending.

Investments have been made in early identification and prevention and this is having a positive impact despite having a more entrenched cohort and has seen a fall in custodial sentences, the numbers, frequency and seriousness of re-offending and a continued fall in FTE.

YOS is continuing to see a fall in numbers sentenced to custody, and is managing remands successfully in most cases and has achieved shorter remands or variations to community bail in a number of cases

YOS is contributing to a cost effective and improved service and management of sex offending

YOS has developed more effective use of volunteers and increased RJ at no extra cost

YOS has staff trained and competent to deliver a compliant Appropriate Adult Service across North Lincolnshire

Where external services or funded activities are used or commissioned, a bespoke approach to the needs of young people has been taken and community led services and social enterprise provision has been used to improve outcomes for young people.

*Financial Summary Budget Breakdown Appendix 3*

## 5. SECTION D – PERFORMANCE

### INDICATORS AND TARGETS

The Youth Offending Service key performance targets are set to be compatible with those set nationally by the Youth Justice Board and to fit with local priorities and local features. The YOS performance on custody and re-offending rates has required the ongoing focus to reduce rates and set targets locally to be achieved by the end of 2013/14 and for the next financial year 2014/15. A study completed in 2011 by the Prison Reform Trust on custody made a number of recommendations that have since been translated into a custody reduction strategy that is being extended in 2013/14 to inform remand reduction strategy.

The reduction of re-offending is improving but needs to be seen in the context of the lower figures on the overall team caseload coupled with the level of difficulty and entrenched offending histories of the older children being managed in the youth justice system. Due to the smaller cohort – the reduction in numbers is not accurately reflected in the percentages. The new method of counting re-offending and custody rates per 1000 will go some way to address this anomaly. Despite indicators from the YJB cohort for previous years showing YOS in North Lincolnshire to have higher rates than statutory neighbours – from 2012/13 CJB figures show that North Lincolnshire current re-offending rates are *the lowest in the Humberside region*.

A key factor in reducing re-offending, custody and remands is addressing the connection between breach and compliance with the accommodation and NEET status of young offenders. The local authority has therefore set local indicators and targets to reduce NEET and ensure ongoing attention is paid to obtaining suitable accommodation for our young people. Young people who offend are therefore included as a priority vulnerable group in the local authority accommodation strategy.

Performance in the context of First Time Entrants (FTE) has continued to be positive and FTE have continued to fall. Locally the indicator set is to reduce the number of young people using the YOS.

Further local targets will be set over the year using the Remand overnight bed counter, and use of breach and compliance panels to reduce likely use of remands.

*For performance and targets see Appendix 4*



## 6. SECTION E – RISKS TO FUTURE DELIVERY

In addition to the 5 key risks specifically related to budget pressures and costed planning, the ongoing risks to practice and service delivery are outlined below:

**PCC across Humberside perception** of North Lincolnshire as an extension of the North Bank YOT and the possibility in 2014/15 of the funding being reduced or withdrawn from the separate unitary YOS teams with the risk that the PCC across 4 unitary authorities risks loss of local agenda being considered in allocation of resources.

Action to mitigate risks: - Communications with PCC office to outline local factors and concerns and invite PCC to North Lincolnshire to showcase local developments and successes in order to secure vital resources from police authority for coming years

**The changed cohort and re-offending outcomes** - Changes to the overall caseload size and characteristics of its current cohort have seen a reduction of over 33% over the last two years correlating with an increased age range to over 75% of open cases over 15 years old. A continued reduction in FTE has seen fewer new offences being sentenced and increased incident of re-offending amongst a smaller cohort.

Action to mitigate risks:

This has required the team to be responsive to and manage changes in service delivery at a rapid pace to meet the demands of a higher age group that frequently attracts longer community sentences and intensive support and supervision. The YOS remains committed to its ongoing programme of reducing first time entrants and concentrating resources on more intensive provision for the cohort whose offending and lifestyles is more entrenched and complex and who have been in the system for some years.

**ETE** -The above factors are compounded by the current climate of increasing youth unemployment with young NEET offenders competing with graduates, non-offending peers and well-qualified counterparts for training and employment opportunities.

Action to mitigate risks:

YOS is investing its resources to provide additional support for NEET young people and access to suitable housing and accommodation support to improve stability.

**Substance Misuse** Much of the juvenile crime in North Lincolnshire is associated with cannabis use. The risk to the current service delivery is heightened by the reduction in funding for the substance misuse services.

Action to mitigate risks:

YOS has included its review of staffing to build capacity to address substance misuse within interventions and prevention. It is also targeting resources – (financial, staffing and training) to address hidden harm, improve practitioner skills and competence in delivery of substance misuse interventions, and working to improve health assessments and plan for young people to have substance misuse service and programmes sustained whilst in custody wherever possible and advance plans made on their release from custody to address ongoing issues.

**Remands and Pressures on LA Placement Budgets** - Risk of the burden of devolved costs of Remands - The YOS in North Lincolnshire has over the previous years had a higher than average number of young people sentenced to and remanded into custody. It has worked hard over 2012/13 to address this and made significant improvements. However, the ongoing challenge of dealing with these young people in the community is increasingly difficult due to the cohort changes already outlined.

**Action to mitigate risks:**

YOS is working on reducing its number of bed nights including those to remand occupancy over the coming year and working with partners in health to address YOS as a specific vulnerable group. Work on improving accessibility to PACE bed resources is ongoing. YOS is to be represented at resource allocation and Placement planning meetings with wider children's services to identify alternatives to remand and anticipate placement difficulties and plan contingencies

**Centralisation of the court processes** is a further threat to future delivery – in particular the delivery of custody reduction and increasing community sentencing options. The courts have suffered financial cuts and a consequent reduction court time and local staffing arrangements that will be fully implemented over the next 12 months. The work that has been undertaken to date on improving relationships with the courts locally may be impacted upon as increasing use is made of regional court staff. The YOS is committed to continuing to improve its court team processes and will ensure that it continues to work with the courts to maximize availability and use of robust community sentencing options.

**Budget cuts** - Further to the above is the ongoing threat of further grant and core budget reductions in the next financial year. In anticipation of this, further reviews of structure will be undertaken to ensure effective use of resources based on outcomes.

## APPENDICES

- **Appendix 1 – Costed Plan**
- **Appendix 2 - Staff structure chart**
- **Appendix 3 - Financial – Summary of Budget & Agency Contributions**
- **Appendix 4 – Performance and Targets summary**
- **Appendix 5 – Liaison Diversion Plan 2013/14**

Other documents used in preparation of this report include:  
North Lincolnshire Children and Young People's Plan 2010/13  
YJB Quarterly Report  
Local and National Performance Indicators

Youth Justice Plan Prepared by Sue Sheriden Head of Youth Offending Services North Lincolnshire August 2013

## APPENDIX 1 – Costed Plan

### North Lincolnshire YOUTH OFFENDING SERVICE YOUTH JUSTICE PLAN (FINANCIAL DELIVERY PLAN AGAINST EFFECTIVE PRACTICE GRANT)

<b>Service Objectives</b>	<p><b><u>Overall Objectives</u></b> - <i>Protect and safeguard the most vulnerable people in our society, protect the public and victims from youth crime, reduce first time entrants to the criminal justice system &amp; prevent re-offending &amp; reduce the incidence and use of remand and youth detention.</i></p> <p><i>Increase engagement and successful completion of interventions and orders for prevention cases &amp; young people on community orders and reduce re-offending</i></p> <p>Reduce NEET status amongst young offenders and improve life chances and outcomes</p> <p>Invest in and develop service provision and resources that lead to suitable alternatives to remand and custody, reduction in re-offending and promote successful restoration and resettlement of DTO Licences.</p>
<b>Service Lead</b>	<b>S Sheriden: Service Manager – Youth Justice</b>
<b>Risks to Service Delivery</b>	<ol style="list-style-type: none"> <li>1. Developing the Out of Court disposal process leads to an increase volume of first-time entrants to the criminal justice system &amp; insufficient capacity to manage the prevention referral rate and numbers of Asset assessments</li> <li>2. Reduction in funding impacts on capacity to deliver services</li> <li>3. Spike events put pressure on capacity to progress developmental services through the burden on remand costs to local authority</li> <li>4. Changes to the allocation of central government funding to YOTs leads to a reduction in performance</li> <li>5. The installation of a new case management system impacts adversely on recording systems and performance management and limits evaluation of developments</li> </ol>

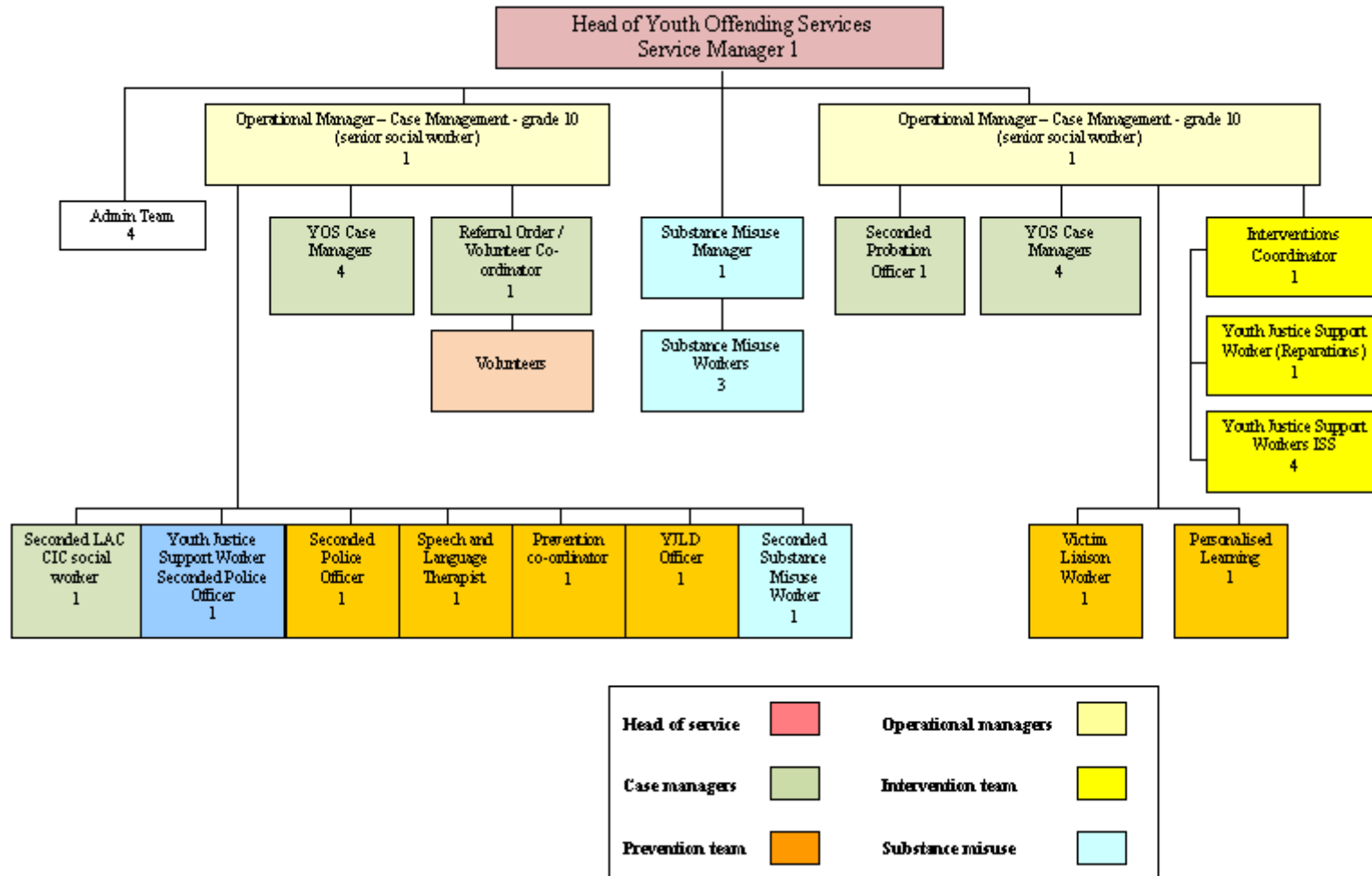
<b>ACTIVITY</b>	<b>INTENDED OUTCOMES</b>	<b>WORK ELEMENTS</b>	<b>RESOURCES UTILISED/REQUIRED</b>	<b>INDICATIVE COST</b>
Implementation of new out of court disposals (OOC) triage system as agreed with police across A and B division (Humberside Police South Bank).	Enhanced management and throughput of prevention programme content – provide safe and effective community alternatives, management of risk and deliver suitable interventions, activities and signposted support to reduce likelihood of further engagement in criminal and anti social behaviour.	<ul style="list-style-type: none"> <li>Review and develop existing practice</li> <li>Implement audit programme of OOC processes and disposals including a self-audit programme for case-holders</li> <li>Develop new framework from April 2013 onwards and implement</li> <li>Provide training to raise awareness amongst case managers and police</li> <li>Provide in house workshops and briefings to embed good practice</li> <li>Implement new recording and assessment system of prevention</li> <li>Establish a dedicated post to coordinate prevention and practice</li> </ul>	<p>Equivalent of 10% service managers</p> <p>20% of operational managers time for implementation and audit</p> <p>Equivalent of 10% of case managers time for case holding</p> <p>New Prevention Coordinator post Grade 7 established</p>	<p>15,379.00</p> <p>17,750.00</p> <p>25,438.00</p> <p>28,776.00</p>
Work with Speech and Language therapy to review & modify existing materials & develop resources and work programmes compatible with age, understanding and learning styles of young people using YOS	<p>Improved engagement &amp; compliance on all caseloads</p> <p>More effective and user friendly materials and pool of resources for practitioners</p> <p>Improved assessment of young people’s learning styles and aptitudes</p> <p>Reduction in re-offending and seriousness of offending</p>	<ul style="list-style-type: none"> <li>Review existing materials</li> <li>In conjunction with Health professionals and education worker quality assure and review impact of new materials on engagement and compliance</li> <li>Produce new materials and ‘test’ out</li> <li>User evaluation tools to be developed specifically for YOS</li> <li>Use of Viewpoint for all YOS cases</li> </ul>	<p>Practitioner and management time equivalent of 25% spread across YJ Support worker/ISS team</p> <p>Review, analyse and test new work</p> <p>Management time 10% operational manager</p>	<p>18656.00</p> <p>25,674.00</p> <p>4,792.00</p>
Develop parenting support provision within YOS to complement the TFI (Troubled Family Initiative)	<p>Increase engagement</p> <p>Enhance parenting capacity</p> <p>Reduce First Time Entrants of younger siblings to system</p> <p>Enhance provision and skills within the YOS</p> <p>Improve young people’s family relationships and stability in the</p>	<ul style="list-style-type: none"> <li>Case managers and ISS workers to undertake training and skills development in parenting work</li> <li>YOS to take lead professional role on relevant YOS/TFI cases</li> <li>Operational managers to provide supervision and guidance on TFI cases</li> <li>YOS to develop inclusive programmes</li> </ul>	<p>10% Operational management time</p> <p>5% Service management time</p> <p>25% ISS YJ Support worker time x 4</p>	<p>15,379.00</p> <p>3,252.00</p> <p>28,074.00</p>

	community Reduced incident of re-offending and homelessness	of work and recruit volunteers to work with parents		
Develop Appropriate Adults Service in house	Enhanced quality and skills of AA service providers Reduced costs of buying in contracted service and generated income from Vulnerable adults provision Extend to all young people over 17/under 18 Improve early identification and support for prevention purposes Improved communications and early engagement and bail conditions Improved access to PACE beds Reduction in overnight cell detention	<ul style="list-style-type: none"> <li>• Develop business programme for implementation September 2013</li> <li>• Review existing policy and write new policy and SLA for adults services</li> <li>• Provide training for team and volunteers</li> <li>• Access train the trainer training</li> <li>• Use SLT training re communication and Safeguarding training for all AA</li> <li>• Ensure appropriate skills for working with disability and vulnerable adults</li> <li>• Develop in house reporting and recording format</li> </ul>	FTE grade 6 AA coordinator role Training for all YOS staff Recruitment and training of volunteer pool Out of hours phone system Extra hours for on call Access to accredited training programmes for Operational manager and Referral panel coordinator 5% YOS management time Membership of NAAN Admin time to collate records for YOS files 5% Volunteer expenses	23,343.00 5,000.00 2,000.00 7,689.00 120.00 829.00 2,000.00
Positive Activities, residential work based placements Purchase of external provision and one to one workers	Reduction in NEET Improved compliance with Curfew Improved rate of rehabilitation from custody and reduced recall rate	Identification of appropriate activities for young people repeat offenders and in breach Joint work with external providers to develop bespoke programmes for YP Joint delivery of programmes via group and 1- 1 provision	Access to activities inc Uniform Challenge 12 week gym passes purchase of residential activity courses 50% of ISS Interventions team Expenses for volunteers Courses for YP	2,000.00 320.00 20,000.00 22,924.00 1,000 1,000
Develop facilities for in house learning provision on site for NEET and cusp of NEET and interactive provision for programmes	Reduction in NEET, Improved restoration into mainstream education, training and employment Improved facility for young people to use computer	Coordination of education provision for individuals in YOS Joint work with education by ISS to deliver satellite provision Programmes to be designed for on-site delivery with YP	Computer wireless access x 10 Laptops for YP use IT support to install and manage Licence costs 5% Staff time ISS workers	8,000.00 20,000 (E)

	programmes at YOS On site access to on line user view evaluation On site access to electronic programmes		Admin time	3,696.00 829.00
Crime awareness, prevention and reduction seminars and conference programme extended to schools, TFI and targeted youth groups	Reduce FTE and escalation in seriousness of offending Engagement with partners in education and youth services to work with most vulnerable groups on cusp of offending Reduction in custody and increased compliance	Coordination of 4 events per year	Venue + refreshments Prison Me No Way Trust Staff time for organisation and events@ 5% of YJ <b>20%</b> Support worker and admin support x 1	1,000.00 8,000 (4 days@ £2k per day) 5,755.00 3,316.00
Delivery of AIMS and Good Lives services to convicted offenders and non-convicted offenders	Increased capacity within YOS of pool of workers to work with young people exhibiting sexually harmful behaviours Reduced need for young people to go out of area for specialist provision and reduce costs to LA Increase potential for community disposals for convicted cases Prevent escalation in offending Provide services early for young people and increase confidence of courts re community sentences Reduce levels of SHB and protect other victims from more serious harm	Staff time for training Operational management attendance at practitioners panel Service management attendance and contribution to steering group and HSB panel  Additional Risk Management panels  Additional supervision requirements and joint working of AIMS assessments  Additional recording and monitoring of progress of non-YOS cases	Operational management time 20%  5% service management time  Staff training and implementation time 5% of case managers and 5% ISS	17,750.00  3,252.00  12,719.00 3,696.00

<p>Develop the provision and increase in use of volunteers and staff team within RJ provision</p>	<p>Reduce re-offending Improve outcomes for victims Increase use of RJ conferencing</p>	<p>Further training delivery to all team members, newly recruited volunteers and police Live supervision of implementation by accredited practitioners Evaluation tools developed and used with young people and victims in conjunction with SLT and</p>	<p>Training sessions out of hours for volunteers Use of operational manager's time to train and supervise 5% Referral panel coordinator time 20%</p>	<p>2,000.00  2,396.00  4,211.00</p>
<p>Use of fixed term secondment backfill to develop family support service provision within the YOS with a view to mainstreaming in 2014/15</p>	<p>To add value to the Youth Justice Support worker provision to children and families To enable YOS to provide family support and parenting work from within the team where referrals to other services are not indicated To enable YOS to work more closely with Targeted Family Support services via the TFI process and embrace the lead professional role effectively</p>	<p>Use seconded backfill to provide family support services Deliver and access training for seconded backfill post to enhance family support and outreach skills To dedicate 50% of the role to working with children and families on open convicted cases Manage and supervise family support service</p>	<p>60% of 1 youth justice support worker time  Purchase of specific family support and parenting programmes and resources where appropriate (included in cost of activities)</p>	<p>16844.00</p>
<p>Develop an intensive programme specifically aimed at provision for DTO licences  To include ongoing profiling of re-offenders and work with partners to establish easy identification and intervention</p>	<p>To reduce breach and recall and improve outcomes and rehabilitation for young people who have been in custody  Reduce re-offending</p>	<p>Steering group, terms of reference and Licence Panel to be developed Procedure and protocol to be developed Work programmes to be identified developed with focus on NEET Additional sessions to be provided for young people whilst in custody More support on release and support with accommodation stability and choice Parenting support service provision Positive activities Engagement activities that may include short residential placements Practical support to maintain progress in community such as additional transport, Audit and quality assurance Development of use of YJ APIS tools and use of re-offending and remand toolkits</p>	<p>Additional management time to develop panel and programmes 5% operational managers X 2  5% service manager time to oversee process  Workshop time for embedding and implementing YJ Toolkits and APIS audit / QA  Additional costs for practical support  Additional activity provision on release Resource for meeting accommodation needs</p>	<p>8,876.00  3,252.00  2,000.00  5,000.00  28,013.00</p>

## APPENDIX 2 - STAFF STRUCTURE CHART





### APPENDIX 3 - FINANCIAL BUDGET SUMMARY

<b>YOUTH OFFENDING (CF270) &amp; SUBSTANCE MISUSE (CF020) BUDGET BREAKDOWN 2013/14</b>					
<b><u>Budget Sources</u></b>					
Agency – Code CF270	Staffing & service Costs	Payments in kind	Other delegated funds	<b>TOTAL £</b>	<b>Comments</b>
Police Authority - PCC area	£56,162.00	Police officer	10000.00	66,162.00	£56162=P&CC for Humberside & YOT Youth Crime & Substance Misuse Prevention grant
Probation		Probation Service Officer	4000.00	4000.00	£10,000=Police Contribution to YOS - YOS Management Board commitment (via Sundry Debtor)
Health		Part time CAMHS hours	16775.00	16,775.00	£4,000=In year contribution to reflect cost of current Probation secondee (via Sundry Debtor)
Local Authority		FTE Looked After Children QSW & Education/E TE officer	437260.00	437,260.00	£437,260 LA Core Funding, Staffing, Overheads and Services
YJB Grant			432521.00	432,581.00	£16,775=Health contribution to YOS for health care provision YOS Management Board commitment (via Sundry Debtor)
Other LA Substance Misuse CF020	£88,310.00			88310.00	£88,310 LA Substance Misuse Staffing
<b>Total</b>	<b>144472.00</b>	<b>0.00</b>	<b>900556.00</b>	<b>1045088.00</b>	£432,521=Youth Justice grant (costed plan)

**APPENDIX 4 – PERFORMANCE AND TARGETS SUMMARY - Table 1 – Description of Local and National Indicators**

Performance Indicators	Narrative	Actions to address
NI43 – Custody	In previous years percentages were higher than national and regional indicators. Smaller caseloads indicate a higher percentage but numbers continue to fall with a ration per 1000 population showing an improvement compared with 2012/13	Custody Reduction Strategy extended to including a 'custody pathway' for 2013/14 with planning from point of entry and additional pre-release planning meetings taking place. Work with courts, police, robust bail packages and compliance panels implemented and community packages & accommodation, ETE provision post sentence and DTO license release to strengthen support particularly for young people living in independence
Re-offending	Continues to prove a challenge in the context of smaller cohorts, older/entrenched offenders and fewer first time entrants	Ongoing work via IOM, TFI (The Family Initiative, ETE provision, Custody Pathway, Compliance Panels and profiling of re-offending cohort to identify interventions, relevant characteristics and future predictive factors
FTE	Leveling out in fall in numbers, continued success in Liaison Diversion scheme, and an increase in prevention cases via the Out of Court disposals and LASPO changes	To continue with current approach to prevention, expanding allocation of prevention work to case managers, Prevention Coordinator in post, protocol in place with police for swift and complete assessment of O OCD. Increase in work with TFI to identify siblings at risk of entering criminal justice system. Proposed use of Appropriate Adults scheme for early identification and assessment
NEET	Higher age range of YP over 16 impacting on NEET figures but improved performance on 2011/12/13. Due to fall in overall caseload percentages remain high but numbers of NEET are lower. Unemployment and lack of opportunities locally present challenges.	Access to a full time dedicated NEET/Education officer in YOS has enabled focus on most vulnerable YP and those on the cusp of NEET. Raising Participation Group established in North Lincs with YOS as key partner. IAG links with YOS, development of positive activities via targeted Youth and Community Diversion with continued focus on custody DTO planning
Accommodation	Ongoing good performance on accommodation – generally 100% of YP in suitable accommodation Partnership working on local issues around independent living for young people and suitable accommodation	Ongoing work with the SW team (post 16 support) and family work to support young people at home, maintain placements, prevent breakdown and support YP in independence. LAC social worker dedicated to YOS FTE allocated to all LAC YP in care due to offending/on YOS case loads
LI (Local Indicators)	A number of local indicators have been identified including current collection and tracking of re-offending; numbers of YP using the YOS; and custody and remand reduction. These are measured quarterly: reducing numbers using the YOS; reducing offending; reducing use of custody and reducing re-offending	Numbers of convicted YP using YOS continue to reduce in line with increases numbers in prevention cohort. Local work is being undertaken to improve planning for young people leaving custody on ETE, health and accommodation. A number of initiatives to secure training and employment opportunities for Young People in the criminal justice system are being pursued during 2013/14 – particularly focusing on post 16 education, securing training placements and activities leading to potential apprenticeships.

**Table 2 SUMMARY – PERFORMANCE 2012/13 Period: to 30 July 2013**

Performance Indicators			▲ Performance improvement on last year	▼ Performance below last year	► Performance in-line with last year		
Code	Indicator description	NL Result 2012/13	Apr-Jun 2013	Jul 2013/14	Target 2013/14	Target 2012/13	Commentary
<b>National Indicator</b>							
NI 43	Young people receiving a conviction in court who are sentenced to custody <i>(YJB plan is to move to a rate per 1000 population)</i>	▲ 8.9% (14/157)	▼ 12.0% (3/25)	20% (1/5)  13.3% (4/30) 4-months	To be based on numbers per 1000 opposed to % measures	5.0%	Performance continues to improve year on year. Between 2010/11 and 2011/12 entrants to custody reduced by 32%, with a further reduction of 33% in 2012/13. The rate during the first quarter of 2013/14 is unusual due to the low number of young people receiving a court outcome. The numbers have been low however and to date there is ongoing work to reduce the likelihood of a custodial sentence wherever a suitable community option can be offered
NI 19	Rate of proven re-offending by young offenders <i>(YJB plan is to move to a rolling cohort and collection from the PNC)</i>	Jan-Mar 12 Cohort (Q1-4) 1.90 (cumulative) 112 offences 27 re-offenders (cohort of 59 young people)	Jan-Mar 13 Cohort (Jan-Jun 13) 0.81 (cumulative) 26 offences 10 re-offenders (cohort of 32 young people)	No additional data available until October 2013	Not set	No longer collated	This reflects the average number of re-offences committed by a cohort of young people who offended in Jan-Mar 13. The re-offending rate represents further offences committed by the same cohort during the same period. In North Lincolnshire the numbers have remained low with the cohort ratio being relatively high. The YOS is 'profiling' its small cohort of re-offenders and working with partners to address any indicative features and focus on early identification and interventions to reduce compliance issues and enforcement of breach. YOS is also concentrating work on post sentence support and rehabilitation – particularly on DTO licence to prevent incident of breach and recall.

NI 111	First time entrants to the Youth Justice System aged 10-17 per 100,000 (YJB plan is to move to collection from the PNC)	▲ 320 (50 new entrants)	▲ 19 (3 new entrants)	6 (1 new entrant)  25 (4 new entrants) 4-months	Not set	Not set	Performance in 2012/13 shows that first time entrants to the Youth Justice System reduced by 37% on 2011/12, following a 15% reduction from 2010/11. This was also the 7th consecutive annual reduction in first time entrants in North Lincolnshire. There have been just 4 FTE to the YJS this year. The Out of Court Disposals process underway indicates that the numbers can remain low – with a corresponding increase in caseloads of prevention cases.
CD18	% of children in care for 1 yr+ subject to final warnings and convictions (aged 10 or over)	▲ 6.5% (5/77)	▼ 1.3% (1/78)	▼ 1.3% (1/79)	Not set	Not set	% this quarter is slightly higher than the same quarter is 2012/13 as the indicator was then still at 0%. This however will vary with the increase delivery of O OCD and community resolution which will be counted but will not result in a criminal record and should for LAC young people be seen as a positive outcome if it avoids criminalising young people in care

**Indicators no longer collected by YJB**

NI 45	Young offenders' engagement in suitable education, employment or training (No local indicator as yet, hence still collating)	▲ 67.5% (139/206) 45 yp NEET (episodes)  21 yp some ETE (episodes)	▲ 73.3% (22/30) 6 yp NEET 2 yp some ETE	66.7% (8/12)  71.4% (30/42) 4-months  9 yp NEET (10 episodes) 2 yp some ETE	Not set	80.0%	Based on cases closed in period and young person's status during the final week before closure. Performance is showing an <b>improvement</b> .  The number of episodes of young people who were NEET at the end of their orders this year is 10.  The number of actual young people who were NEET at the end of their orders this year is 9. YOS dedicated worker is concentrating time on the most vulnerable young people and YOS is participating on joint youth ventures to increase opportunities for apprenticeship and training for older YP who are on the cusp of NEET or are on DTO licence
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NI 46	Young offenders access to suitable accommodation (No local indicator as yet, hence still collating)	▼96.0% (212/221)	▲100% (46/46)	85.7% (18/21)  95.5% (64/67) 4-months	Not set	Not set	Performance remains strong in this area and remains <i>in-line</i> with the past two years. 64 young people whose orders have ended this year were in suitable accommodation, while 3 records were incomplete. As part of the remand reduction strategy YOS is working closely with Children and Young Peoples services and Post 16 support social work teams to ensure that stable, supportive and suitable accommodation and placements are available to YOS. YOS is also investing in Family Support for those young people living with parents and carers to reduce family breakdown and relationship difficulties
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### Local Indicators

LI 15	Reduce the number of young people using the YOS <b>This is one of North Lincolnshire Council's 15 priority indicators</b>	▲141	▲132	▼157	Not set	Not set	This indicator reports the number of young people using the service in the period, counting each young person once. The trend shows a reducing number of sentenced/convicted young people in the service over the last 3 years. More young people were engaging in preventative work with fewer receiving pre-court and court outcomes in 2012/13, and the trend continues in 2013/14. The numbers using the YOS of O OCD is set to increase and will be measured in terms of outcomes – being successful if the YP does not return into the system over the succeeding 12 months and is not sentenced in the courts
LI 16	Reduce young people sentenced to Detention and Training Orders	▲14	▲3	144-months	Not set	Not set	Set as a local indicator to focus on numbers and individuals rather than % measures. A continued improvement compared to previous years.

LI 17	Rate of young people re-offending within 12 months (based on former NI 19) Young people in a cohort of offenders who re-offend in the subsequent 12 months following their offence outcome. A new cohort is established each quarter.	▲ 1.97116 offences26 re-offenders(cohort of 59 young people)	▲ 1.7187 offences22 re-offenders(cohort of 51 young people)	No additional data available until October 2013	Not set	Not set	This indicator gives us a year's snapshot each quarter. It enables us to assess our impact in a more timely manner. The national indicator is only available annually and is also moving to a rolling quarterly cohort. The final figure, based on the Apr-Jun 12 cohort of 51 young offenders, indicates there is an improvement over the year when compared with the Apr-Jun 2011 cohort figure of 69 young offenders' re-offending rate of 1.97. The Humberside Criminal Justice Board most recent figures show a continued improvement – despite a small number of YP committing multiple offences
LI 18	Percentage of offenders on Youth Justice System disposals of BME ethnicity	▲ 3.3% (5/147)	▼ 7% (2/27)	17% (1/6) ▼ 9% (3/33) 4-months	<=4%	<=4%	Ratio appears to have reduced slightly on the 2012/13 figure, but this may be due to fewer cases receiving an outcome. The rate of 9% after four months is slightly higher than the same period last year and is not currently calculated for OOC.
RJ	Number of victims offered participation in the restorative justice process		16/20 80.0%	8/16 50% 24/36 66.67% 4-months	90%		All victims who could be contacted were offered participation in the RJ process. One was not offered RJ as it was deemed inappropriate and one case (out of county) had no victim details available.
RJ	Number of victims contacted who participated in direct and indirect reparation processes		7/16 44%	2/8 25% 9/24 37.5% 4-months	50%		Nine out of 24 victims contacted wished to participate in the RJ process. The others rejected any participation or preferred alternative measures.

## APPENDIX 5 – Liaison and Diversion Plan



North Lincolnshire  
Youth Offending Team

<p><b>North Lincolnshire Youth Justice Liaison and Diversion ACTION PLAN</b></p> <p><b>16<sup>th</sup> August 2013</b></p>	<p><b>RAGB Definitions</b></p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 15%; background-color: blue;"></td> <td>Action complete</td> </tr> <tr> <td style="background-color: green;"></td> <td>Progressing well</td> </tr> <tr> <td style="background-color: yellow;"></td> <td>Likely to become a cause for concern</td> </tr> <tr> <td style="background-color: red;"></td> <td>Cause for concern</td> </tr> </table>		Action complete		Progressing well		Likely to become a cause for concern		Cause for concern
	Action complete								
	Progressing well								
	Likely to become a cause for concern								
	Cause for concern								

	Strategic Vision	Planned actions to support strategic vision	Due date	Progress against action	Supporting text
Processes	The diversion operational procedure is systematic, consistent, maximises opportunities for diversion away and within the system, and all relevant staff are aware of it	<ul style="list-style-type: none"> <li>steering group oversight</li> <li>OOCD pathway agreed with Police, YOS, and Magistrates</li> </ul>	Ongoing  Complete		Steering groups are ongoing- bimonthly meetings. Quarterly attendance by local Health Commissioner. Ongoing monitoring built in to process
	There are systematic efforts to increase appropriate referrals and follow up those who meet the criteria for YJLD service	<ul style="list-style-type: none"> <li>Check relevant systems for educational and social care needs that have previously been identified</li> <li>Develop a system for prioritising young people for diversion.</li> <li>Develop a system for catching those young people that slip through the net</li> </ul>	System is in place  In place  In place		An assessment is completed for all young people receiving OCD. This includes SLCN screen and SLT assessment when appropriate.
	Relevant information is exchanged between youth justice partners and diversion staff to inform decision making processes across each stage of the youth justice pathway.	<ul style="list-style-type: none"> <li>SLCN assessment and information sharing – inform decision making</li> <li>Ensure statutory checking by YOS staff is comprehensive</li> <li>Make use of, and contribute to, local data about child concerns.</li> </ul>	Ongoing  Ongoing		Links to TFI are being established to ensure where appropriate referrals to TFI are made when criteria are met

	Appropriate recruitment, training, supervision and development of diversion workforce	<ul style="list-style-type: none"> <li>• SLCN - As part of CICM mapping of knowledge and skills and training requirements</li> <li>• Training in SLCN screen and screening questions for OOCd staff</li> <li>• Roll out training in SLCN screen and screening questions to all CD staff</li> <li>• Regular liaison and discussion with case managers re screen and referrals to SLT</li> </ul>	Ongoing and developing		CICM Additional training will be required if the programme can be extended to incorporate mental health input, substance misuse and disability
Sustainability	Partnerships and governance structures are in place to actively support the operational practice, and strategic vision.	<ul style="list-style-type: none"> <li>• YOMB</li> <li>• HWB board - Ensure diversion is represented on local Health and Wellbeing Board, to ensure information gets passed through to the Director of Public Health</li> </ul> <p>Ensure involvement with any CYP sub group of local Health and Wellbeing Board</p> <ul style="list-style-type: none"> <li>• Local commissioning</li> <li>• Area commissioning</li> </ul> <ul style="list-style-type: none"> <li>• Within the YOS - CICM</li> <li>• Links with local services SLT</li> </ul>			A number of staff changes and restructures, locally and nationally, have impacted on concrete arrangements being established.
	A strong methodology is in place for demonstrating the benefits of the diversion scheme as well as improved outcomes for children. Schemes also evidence areas for improvement locally.	<ul style="list-style-type: none"> <li>• Ensure that the impact of the youth justice liaison and diversion work is monitored and evaluated</li> </ul>	March 2014		This needs to be further developed in response to legislative changes and local guidance with regard to the early help offer.



	whole systems approach to supporting SLCN is embedded within the YOS	<ul style="list-style-type: none"> <li>Completion of the CICM</li> </ul>			
<b>Care Pathways and service design</b>	An Early Help Assessment and appropriate family support is offered at the outset or at an appropriate place during the process	<ul style="list-style-type: none"> <li>Screening for all OOCd for SLCN</li> <li>SLT referral and assessment</li> <li>Embedding Parenting Support role for OOCd with designated staff working closely with Prevention Coordinator</li> </ul>			Awaiting progression of local draft protocols, and continued funding.
	Fast tracked, and individualised care pathways are in place (backed by protocols) to address the full range of multiple and complex needs identified for young people at the point of arrest and their families following screening and assessment	<ul style="list-style-type: none"> <li>Pathways in place for substance use resources.</li> <li>Routes in place for education support and IAG services for NEET</li> <li>Direct referral into YOS SLT service and wider service as appropriate</li> <li>SLT assessment and advice in relation to YOS interventions</li> <li>Develop and embed parenting support role from designated YJLD worker to focus on all diversion cases.</li> </ul>			
	Systems & operational practice maximise the engagement levels and satisfaction of young people referred to the diversion services.	<ul style="list-style-type: none"> <li>Implement a system for service user feedback to shape services</li> <li>Development of bespoke interventions based on assessed needs and abilities of young people referred to the process</li> </ul>			In process

	Systems are in place for identifying where local service provision is not available to meet the needs of young people referred on from the diversion scheme. In these instances actions taken to deliver alternative interventions are recorded and monitored ; signposting is in place where relevant and significant gaps in service are reported to executive board level	<ul style="list-style-type: none"> <li>• Ensure gaps in provision are identified and where possible resources used innovatively to fill the gaps.</li> <li>• Ensure a reporting mechanism is in place to alert senior management and partners to significant shortfalls</li> </ul>	Ongoing		Gaps to be evidenced by a needs analysis
	Safeguarding duties are fulfilled by all parties	<ul style="list-style-type: none"> <li>• Ensure that legislation, guidance and responsibilities are understood, that protocols are in place and all relevant staff have accessed and undertaken appropriate LSCB mandatory training</li> </ul>			

Identified risks and contingency	Risk	Contingency	RAGB
	Reduced funding would limit capacity to continue designated worker role		
	SLT input into YOS reliant upon YJLD grant		
	Role / function compliance with grant funding		

Opportunities	Opportunity	Considerations	RAGB
	Extend SLT to wider YOS and convicted cases	monitor capacity 0.5 WTE	
	To extend YJLD provision to include Mental health offer for tier 1-2 CAMHS	not achievable within current grant monies	

## **Liaison and Diversion Programme ‘Out of Court Disposals, Communication Needs and ‘Respect’ court Business Case**

Report of North Lincolnshire Head of Youth Offending, Health (Speech and Language Therapy) and Police July/August 2013

### **1.0 PROGRAMME OBJECTIVES AND DESCRIPTION**

An outline of the progress so far of the Respect programme to illustrate its effectiveness and make the case for further extended funding.

#### **1.1 Summary of the North Lincolnshire Liaison & Diversion Pathfinder**

Overall Programme Objectives

The RESPECT process was primarily a joint venture between police, youth offending and the courts, designed to enable young people to be diverted from the criminal justice system at the point of arrest. The key aims and objectives of the initial project are summarised as follows:

- To reduce the number of young people as first time entrants into the Criminal Justice system
- To increase the opportunities for young people and their parents to avoid criminalisation of young people in North Lincolnshire
- To reduce re offending and the escalation in seriousness of offending
- To reduce the number of cases coming to court
- Reducing the impact of youth crime on victims and on the public of North Lincolnshire
- Commitment to and application of restorative justice

The project required activities that ensured:

- The full support of the victim of the crime
- Educating the young person to avoid anti-social or offending behaviour and the consequences of this on future life and others
- The young person has a chance to ‘pay back’ into the community
- The young person gains an insight into the Criminal Justice System
- The young Person and his or her family are made aware of the acceptable behaviour required to avoid further trouble with the law
- A vehicle to monitor future behaviour and measure impact

This was achieved through early identification of young people and children most at risk of becoming involved in offending and working in partnership with police, youth offending services, the judiciary and other partners in substance misuse and safer neighbourhoods/substance misuse prevention to address

needs swiftly and consistently. Since receiving additional funding through the Liaison and Diversion pathfinder, the programme extended to early identification of Children in Need and early access to health provision.

### Process of Diversion

The process is designed to enable police to divert young people at the point of arrest where the identified offence is deemed to be 'minor' and not indicative of an emerging pattern of behaviours. Following young people being 'street bailed', they are returned home and offered the programme as an alternative to attending the custody suite for interview, charging and receiving a police record.

The original Respect programme culminated in the young person attending a quasi-court seminar where they would experience the cells and court exactly as if having been charged with an offence. The seminar included meeting legal advisers, magistrates and youth offending staff as part of a 'court hearing'. Communications would take place with relevant partners providing an opportunity to update on learning/training needs and for instance make appointments with substance misuse services or other support provision.

Each young person would also go through a programme of victim awareness, reparation and offence focused work based on acceptable behaviours.

### Identifying Need and Initial Assessment

The designated officer based with the youth offending team was responsible for the assessment, intervention and follow-up of outcomes via review of RESPECT cases. This worker ensured that support needs were addressed for the family – either by provision of direct work, signposting or fast-track referral.

Profiles of the children indicated that many of the young people referred to RESPECT had speech and language difficulties, learning-difficulties, or had family members who had communication difficulties or disability. (E.g. a disproportionate number had a disabled sibling or themselves have problems with literacy skills). This was often alongside other underlying complex health, social, emotional and educational difficulties.

In order to address this, the role of the speech and language therapist was to assist with assessment, support access to SLT services, and help design and deliver appropriate interventions and materials for the Respect cases, particularly with accessing health provision.

The process and interventions - The process requires 'sign-up' by the parent/carer and child, an admission of guilt and a referral to the YOS

## **1.2 Summary of Output and changes to date**

The original 'Respect' programme has been running for three years. Since receiving funding in year 2, the programme has been enhanced to include a designated worker to undertake assessments, screening and bespoke packages of work. Further to this there has now been ongoing involvement at 2.5 days per week with Speech and Language Therapist – inputting to the materials and programmes used and providing training for involved professionals including YOS staff and magistrates. Since April 2013 the programme has been incorporated into the new OOC (Out of Court Disposals Programmes).

This has meant that:

- i) Speech and Language Therapy has become an integral part of the wider YOS function and contributes to the screening of all prevention cases as opposed to just those on the Respect programme. The Respect is now included in a range of interventions aimed at prevention and reducing First Time Entrants.
- ii) The designated worker role has developed to provide a swifter access to 'family support' services and been linked to a newly appointed 'Prevention Coordinator' post.

### 1.3 History of Outcomes and Output

During 2012/13 over 100 cases were referred via the Respect Programme and benefited through bespoke assessment and interventions offered. There has been a consistent average of 92/3% success rate in preventing re-offending and prior to the LASPO this was measured in terms of re-offending or non-compliance and Reprimands.

#### Reoffending rates

2009 prior to scheme – 27.7%

2010 7.7%

2011 11.5%

2012 4.8%

2013 OOC - Post LASPOA

Between January and March 2013 there were 21 young people attended the Out Of Court Respect Programmes.

There was a total of 97 for the whole financial year.

NB The programme was operational prior to 2011/12/13 but had previously not had the dedicated input of the Youth Justice Support worker, family support/assessment process or the input of Speech and Language

### 2.0 SUMMARY OF CURRENT ACTIVITY

For the first quarter of 2013 there have been on average 6 cases per month referred to the Respect Intervention via the OOC route out of a total of 50 OOC cases and an average of 12 OOCs per month. Of those offered the Respect Programme there has been 98% sign-up rate.

All cases referred have been screened and only a small number have become open cases to the Troubled Families Initiative – highlighting the success of the Early Intervention ethos. This now ensures a completely bespoke package for all young people referred.

### 2.1 Resources/costs

Current service costs and milestones to be met this year

Total Grant Received - 2012/13 £58,000  
- 2013/14 (Decision Pending)

#### Commitments

1 Highly Specialist Speech and Language Therapist NHS Band 7  
0.5 WTE £1,933.00 per month (2012/13)

- 2 Designated worker role YOS  
1 WTE £25,000 per annum
- 3 Management cost – YOS 10% FTE

### **Other Costs**

- 4 Variable costs – police\*
- 5 Variable costs – court\*
- 6 Training and development
- 7 Activity costs
- 8 Purchase of materials
- 9 Meeting attendance

\* additional costs were met during 2012/13 via grant funding to cover additional hours, cover court attendance and provide for additional training needs and training expenses – including travel and subsistence

### **Projected Additional Resources Costs (2013/14)**

Expenses to attend events/meetings and host events  
Future Training events (e.g. SLT, Disability, Drugs and Substance misuse)  
Prevention/Diversion and referral on to Family and Positive Activities  
Access to additional staffing and resources to deliver tier 1 and 2

- Work to be undertaken on researching to inform Needs Assessment/Needs Analysis with specific focus on consultation with children and families
- Mental health work (adults and children)
- Substance misuse/hidden harm work with young people and families
- Disability expertise for families with issues over LD, NEET (include literacy) and Physical Disability and long term illness

### **2.2 Milestones to be met this year**

To work towards a whole systems approach to supporting SLCN within the YOS through completion of the Communication and Interaction Chartermark and application for moderation.

**Universal:**

- User friendly review of YOS paperwork i.e induction, consent, to support YP in understanding YOS processes and requirements

**Targeted:**

- Training in use of SLCN screen for all OOCd case managers
- SLCN screen to be completed for all OOCd
- Training in use of SLCN screen for all CD case managers
- Role out SLCN screen to all CD
- SLT to review SLCN screen (October 2013)
- Development of bespoke interventions – including review and differentiation of OOCd victim awareness package
- Early identification of unmet health and additional CIN factors for families and develop fast track into support, health and mental health services as required
- Developing and embedding parenting support role from designated LD worker to focus on all prevention cases, working closely with prevention coordinator

**Specialist:**

- YOS research
- Engagement with YP whilst working with the YOS and support access to mainstream services.
- Provision of specialist assessment and intervention for identified SLCN
- SLT Liaison and joint working with YOS practitioners

**Monitoring and Performance**

- User feedback and evaluation formats to be developed and embedded for quarterly returns

**3.0 Risks and issues (Challenges and Opportunities)****Risks**

Reduced capacity to continue development

Reduced funding

Secondment ending

SLA between YOS and Health re YOS provision/offender health precluding ongoing SLT for YOS v CAMHS provision

Family Support/designated worker role dependent on ongoing funding

Role/function differentiation compliant with grant funding

## **Opportunities**

To extend SLT to wider YOS and convicted cases

To achieve charter mark

To link with Dyslexia Friendly Programme nationally

To improve outcomes for NEET

To reduce breach and remand

To link with Early Help Offer

To extend the early intervention/liaison diversion provision to include Mental Health offer establishing a Graduate Mental Health Worker role within the YOS to address tier 1-2 cases in addition to the tier 3 CAMHS

## **Summary & Conclusions/recommendations**

The grant funding to date has assisted the ongoing provision and development of the existing Liaison Diversion Programme in North Lincolnshire. It has allowed the partners to extend and develop specialist SLT provision which previously had not been available.

It has increased the impact of the LD scheme and has enabled the YOS to extend the SLT use into mainstream YOS provision and improve the materials and interventions used. It has also improved communications between some areas (judiciary) and the young people involved in the criminal justice system.

The overall success of the scheme has indicated that the imperative for provision not only to be continued but also to aim at delivering additional benefits through the establishment of:

- Fast-track mental health provision for non-Tier 3 cases (Graduate Mental Health Work)
- Embedding of a family support worker role for prevention cases
- Building expertise within the context of learning disability
- Building in dedicated substance misuse support including Hidden Harm for young people vulnerable to becoming involved in the criminal justice system.

It is recommended therefore that the ongoing funding continue and that consideration is given to increasing grant funding to enable further extension and development as outlined above.

Sue Sheriden                      Head of Youth Offending Services                      North Lincolnshire

Liz Parsons                      Speech and Language Therapist NHS North Lincolnshire

Date: 15.8.13