

WORCESTERSHIRE AND HEREFORDSHIRE YOUTH OFFENDING SERVICE



ANNUAL YOUTH JUSTICE PLAN

2010/11

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1 Introduction

Worcestershire and Herefordshire Youth Offending Service (YOS) is a multi-agency partnership between Worcestershire County Council, Herefordshire Council, West Mercia Police, West Mercia Probation Trust, NHS Worcestershire and NHS Herefordshire. Other agencies contribute to the work of the YOS, in particular the third sector organisations YSS, Redditch YMCA and Worcester YMCA who second staff into the YOS. Established by the Crime and Disorder Act 1998, the Youth Offending Service is responsible for the delivery or commissioning of statutory youth justice services.

The YOS is committed to the provision of high quality youth justice services, in partnership with other services and organisations, with the aim of preventing offending and re-offending by children and young people. In addition to the services provided to young people in or at risk of entering the Youth Justice System the service recognises the role it has in increasing public confidence in the youth justice system and increasing victim satisfaction through their involvement in restorative and reparative processes. This is reflected in the service's five strategic objectives;

- The prevention of offending by children and young people
- Developing and maintaining an empowered and motivated workforce
- Improvement of outcomes for victims
- Contributing to the achievement of the five "Every Child Matters" outcomes for young people and their families
- Increasing awareness of and confidence in the youth justice system

The YOS is subject to six key performance indicators which are included in the CLG set of National Indicators for Local Areas. These indicators are:

- NI19 Rate of proven re-offending for young offenders
- NI43 Young people within the Youth Justice System receiving a conviction in court who are sentenced to custody
- NI44 Ethnic composition of offenders on youth justice disposals
- NI45 Young offenders' engagement in suitable education, training and employment
- NI46 Young offenders' access to suitable accommodation
- NI111 First time entrants to the youth justice system

Following the annual Capacity and Capability Audit undertaken in February 2010 the YOS has identified the following service priorities for 2010/11:

- (i) Quality Assurance:** The development of robust quality assurance processes for risk management and interventions
- (ii) Partnership Working:** Review of protocols and formalisation of exit strategies
- (iii) Management of Risk:** Revision of current risk and safeguarding policies and risk assessment training
- (iv) Efficient Service Delivery:** Service delivery review and re-configuration
- (v) Service User Involvement:** Development of a participation strategy and processes to involve service users

Detailed actions to meet these priorities are included in section 6 of this Annual Plan, Risks to Future Delivery and Action Plan

2 Performance

Indicator	Performance			Commentary
NI19 Proven rate of reoffending for young offenders	2005 12 month rate	1.30		The change in the rate of proven re-offending between 2005 and 2008 of -34.8% is twice that of the family group average of -15.8%. During 2009/10 Yos Staff have received assessment training and there has been demonstrable improvement in Asset quality. In 2010/11 risk of harm and vulnerability assessment and planning training has been commissioned and the Management of Risk policy and procedures are being reviewed.
NI 43 Young people within the youth justice system receiving a conviction in court who are sentenced to custody	2006/07	3.7%		The custody rate between the 2006/07 baseline and the April to December 2009 shows a slight increase in performance with a reduction in the proportion of custodial sentences of -2.2%. The Yos has consistently performed well against this indicator over the past four years, exceeding the previous national target of less than 6%. Following the changes in the Referral Legislation (April 2009) the Yos has been promoting the use of and and been successful in gaining intensive Referral Orders for first conviction custody threshold cases. In 2010 the Yos has re-introduced a centralised custody review process.
NI44 Ethnic composition of offenders on youth justice system disposals.		% of youth justice pop. in 2008/09	% of general pop. in 2008/09	There is a slight over representation in the BME groups of Mixed and Black. Disaggregated data shows that this over representation is found in Worcestershire rather than Herefordshire. Analysis regarding this disproportionality has been undertaken by the YOS Diversity Group but the findings remain inconclusive. Due to the low numbers of young people involved the disproportionality may be statistically insignificant, and the comparator (based on projections from the 2001 Census) may also be inaccurate. Disproportionality is constantly under review by the Yos Diveristy Group and more detailed analysis is planned
	White	94.6%	95.3%	
	Mixed	2.6%	1.9%	
	Asian	1.9%	1.8%	
	Black	0.8%	0.5%	
	Chinese	0.1%	0.5%	

Indicator	Performance		Commentary
NI45 Young Offenders engagement in education, training or employment.	2006/07 baseline April to December 2009	64.6% 73.6%	<p>Compared to the position in 2006/07 when the rate was 64.6 the performance is showing an increase of 13.7%. The performance is good compared to the family group, where the 2009 performance is slightly lower, but the baseline much higher representing an increase in performance of 4.2%.</p> <p>The YOS has two Ngage Workers, support workers who assist young people in finding and maintaining ETE placements. In Worcestershire there is a standing Education and YOS meeting where issues relating to school age offenders are resolved on a case by case basis. In Herefordshire the YOS has secured funding to maintain placements on a Care Farm initiative.</p> <p>SLAs have been put in place with training agencies as part of the IRS initiative.</p>
NI46 Young offenders access to suitable accommodation	2006/07 baseline April to December 2009	96.8% 96.7%	<p>The performance against this indicator is in line with the family group average which is also at 96.7%. Although there is a very slight decrease in performance between 2009 and the baseline year it is not statistically significant.</p> <p>Each team has a named member for accommodation issues (Accommodation Lead Officer). Protocols are being negotiated with accommodation providers as part of the IRS scheme.</p> <p>Following the Southwark judgement agreements have been reached with both Social Care services regarding accommodation for young people leaving custody.</p>
NI111 First time entrants to the youth justice system	2007/08 rate per 100 000 of 10 – 17 population 2008/09 rate per 100 000 of 10 – 17 population % change	1757 1422 - 19%	<p>The reduction of first time entrants in Worcestershire and Herefordshire between 07/08 and 08/09, is -19.9%. There has been a sustained reduction in first time entrants since 2005.</p> <p>The Youth Inclusion and Support Panel (YISP) continues to work with those assessed as at risk of entering the system in Worcestershire. In Herefordshire the YISP activity has been commissioned to Herefordshire Families Matter for 2010/11.</p> <p>West Mercia Police introduced a Community Resolution scheme in 2009/10, which diverts some young offenders from the formal justice system where a restorative approach to resolving low level offences is possible.</p>

3. Resources and Value for Money

The YOS has a complex budget structure comprising of partner agency cash and in kind contributions, the effective practice grant funding from the YJB and a range of time limited ring fenced funding for specific purposes. The ring fenced grants include the ISS Grant, Prevention Grant and Substance Misuse Worker Grant channelled via the YJB, an allocation from Worcestershire DAAT, KYPE funding for the Ngage project and an allocation from Worcestershire's Area Based Grant to part fund the Worcestershire YISP. The expected contributions for 2010/11 are outlined in the table below.

	Staffing	Revenue	Delegated Funds	Total
West Mercia Police	152,848	151,681		304,529
West Mercia Probation Service	114,280	73,710	29,000	216,990
Worcestershire Children's Services	364,997	525,465	38,000	928,462
Herefordshire Children's Services	172,006	168,998		341,004
Worcestershire PCT	43,648	67,118		110,766
Herefordshire PCT	43,549			43,549
Additional Funding		1,824,003		1,824,003
Total	891,328	2,810,975	67,000	3,769,303

There have been no significant reductions in partner agency contributions between 2009/10 and 2010/11 with most contributions and grants remaining static. This represents, however, a reduction in real terms in the overall budget as a result of inflation, increasing staffing costs due to salary scale progressions and increased employer pension contributions and additional IT support costs for implementing the requirements of the Wiring Up Youth Justice Programme. The YOS Management Board recognises that in the current financial climate the YOS is likely to be facing a reducing resource base over the next three years and has commissioned the YOS to undertake a service review in early 2010/11 with the intention of re-configuring service delivery in order to meet a medium term financial plan, whilst maintaining performance, service quality and meeting National Standards for Youth Justice.

A comparative analysis of resources with other Youth Offending Services within the family group (statistical neighbour group) undertaken in 2008, demonstrated that in terms of delivering performance, meeting National Standards and cost per youth justice disposal Worcestershire and Herefordshire YOS represented good value for money. Within the family group of 10 youth offending services Worcestershire and Herefordshire had the lowest overall cost per disposal at £2350 (range £2350 to £4394), had a higher than average case load per worker but was the fourth highest performing YOS in the family group, in terms of the overall performance, and the highest performing in terms of meeting the key performance indicators.

Previous National Standard audits demonstrate continuous improvement in the services compliance with the frequency of contact requirements for community orders and custodial sentences with National Standards being met in 92% to 100% of cases depending on type and stage of order. Forecasting for the Scaled Approach, which matches frequency of contact to assessed risk and was implemented in December 2009, suggested that there would be an overall increase in the number of contacts required to meet National Standards. There is insufficient information to date to assess whether this is the case in practice.

4. Structure and Governance

The YOS has a total salaried staff compliment of 90 staff, supported by 43 sessional workers and 34 volunteers. The service is split into 6 teams, three area based Youth Offending Teams (Yots), a Prevention Team, the ISS Team and the Central Office (Business Support) Team.

The Yots comprise YOS Officers (qualified officers), Assistant YOS Officers and a number of either seconded or specialist staff including Police Officers, Probation Officers, Health Officers (CPN and Health Visitor), Victim Liaison Officers, Education Officers, Bail Support Officers, Ngage Workers (providing support to engage and maintain young people in ETE), IRS Support Workers, ISS Case Officers and Specified Activity Programme Workers. Within the Prevention Team there are YISP Key Workers, a Restorative Justice Worker and the Parenting and Mentoring Workers. The Parenting Workers, Restorative Justice Worker and Reparation Co-ordinator work across the whole service. Staff are employed by nine different employing bodies including three third sector organisations.

The YOS is hosted by Worcestershire County Council and line management for the Head of Service is provided by the Head of Safeguarding and Services to Children and Young People in the Children Services Directorate. It is clear, however, that this relationship is structural and the YOS remains a partnership service with a distinct clear identity operating across and within both Local Authority Children Services. The YOS recognises the importance of reducing the distance between services in order to improve outcomes for children and their families and is increasingly working more closely and in partnership with other parts of Children Services and, in particular, the developing arrangements for Targeted Youth Support and the integrated working agendas in both Worcestershire and in Herefordshire.

The YOS has a strong Management Board jointly chaired by the Director for Children Services for Herefordshire and the Director for Children Services in Worcestershire. Other Board members are senior strategic managers from each of the agencies with a statutory duty to co-operate with the Local Authorities in establishing and resourcing youth justice services. The current membership of the YOS Management Board is outlined in the table below.

Name	Agency	Role
Gail Quinton (Joint Chair)	Worcestershire County Council	Director for Children Services
Sharon Menghini (Joint Chair)	Herefordshire Council	Director for Children Services
David Chantler	West Mercia Probation Trust	Chief Executive
Jim Baker	West Mercia Police	Chief Inspector
Jade Brooks	NHS Herefordshire	Service Improvement Manager
Francis Howie	NHS Worcestershire	Assistant Director for Public Health
Siobhan Williams	Worcestershire County Council	Designate Head of Safeguarding and Services to Children and Young People

The Board has three clear functions;

Support - including ensuring adequate finance and human resources, infrastructure and provision of professional support

Scrutiny – Including performance management, approval and monitoring of service plans, budget approval and monitoring quality assurance

Services - including enabling access to mainstream services within organisations represented on the Board and support in accessing other mainstream provision and ensuring that services offered are value for money.

During 2009/10 the Board agreed a new Terms of Reference and a Memorandum of Agreement (governance document). Under the agreement the Board is responsible for ensuring robust links to Children’s Trust arrangements in Worcestershire and Herefordshire, currently achieved through representation on the Children’s Trust Board (Worcestershire) and the Children’s Trust Management Group (Herefordshire).

A wider range of stakeholders, including Her Majesty’s Court Service and the third sector are engaged through representation in the Youth Justice Forum. The Forum meets quarterly and focuses on operational, performance and effective practice issues. The Forum is chaired by a nominated member of the Management Board to ensure a direct link between the Forum and the Board.

The Youth Justice Board for England and Wales is currently reviewing the 2005 “Sustaining the Success” document (guidance in relation to Yos structures, governance and Yos management boards) and is intending to publish a revised “Sustaining the Success” in the autumn of 2010. It will be timely for the Management Board to review its membership, its relationship with other partnership arrangements and the governance of youth justice services once the revised YJB guidance has been published.

5 Partnership Arrangements

Worcestershire and Herefordshire Youth Offending Service operates within a complex local planning environment comprising of two top tier Local Authority areas, six district level Local Authorities, five Community Safety Partnerships (with differing levels of strategic integration at district level and across partnerships), two Drug and Alcohol Action Teams (or equivalent) and two Primary Care Trusts. From a criminal justice perspective the YOS links with West Mercia Court Service, West Mercia CPS, West Mercia Criminal Justice Board, West Mercia Probation Trust and West Mercia Police.

Despite the demands of this complex local planning environment the YOS has prioritised involvement and engagement with partner agencies and is represented on numerous key strategic forums including;

- Two Local Safeguarding Children's Boards and relevant sub-groups
- West Mercia Criminal Justice Board and two sub groups
- Two DATs and Joint Commissioning Groups
- Worcestershire Children's Trust Board
- Herefordshire Children's Trust Management Group, Positive Contribution and Be Healthy Outcome Groups
- The TYS and IYSS Steering Groups
- The Community Safety Partnerships (x 5)
- MAPPA Strategic Management Board
- West Mercia Youth Panel Chairs Meetings, Youth Panel Meetings, Youth and Crown Court User Groups.

The Prolific and Other Priority Offender Strategy (Prevent & Deter) has provided an opportunity for the Police, Community Safety Partnerships, Probation and the YOS to work cooperatively on the management of PPOs and particularly around the need to prevent young people from becoming involved in the criminal justice system. This is an expanding area of work and will be further built upon by the developing YOS preventative agenda. The development of the DYO element of the prevent and deter process has further emphasised the lead role of YOS in ensuring that the young people that pose the highest risk are managed within a multi agency process.

Representation within the Children's Trust ensures that work of the YOS supports the achievement of priorities in the Children and Young Peoples Plans (CYPP) and that the Plans effectively address the needs of young people who offend as well as those at risk of offending. The work of the YOS directly supports 8 of the 10 priorities in the Worcestershire CYPP and 9 of the 18 priorities in the Herefordshire Plan (see Appendix 1).

Herefordshire have included NI19 (proven rate of re-offending of young offenders) in their Local Area Agreement.

The service has number of protocols or service level agreements with a range of partners and service providers. These will be reviewed throughout 2010/11.

6 Risks to Future Delivery and Action Plan

Each year the YOS is required to submit a Capacity and Capability Audit in line with guidance issued by the Youth Justice Board for England and Wales. The following risks to future delivery and service improvement were identified during the 2010/11 audit.

Risk identified via C&C Self-Assessment	Action to overcome this risk	Success criteria	Owner	Deadline
It has been identified that the data analysis to inform service development has been limited.	To devise a data analysis specification covering content and frequency of data reports for key areas of work	Specification in place Reports produced	Information and Performance Manager (IPM)	September 2010
The management information provided to the YOS Management Board is insufficient to inform service development decisions and to provide management oversight of key aspects of the work of the YOS Partnership.	To produce a specification of the data required for the YOS Management Board Reporting implemented	Specification in place Reports produced	Management Board/HOS IPM	July 2010 Ongoing for subsequent Management Boards
Although a robust quality assurance system is in place for Asset and PSRs, quality assurance processes are less well defined in other areas of work.	To develop QA processes for key processes where they do exist currently	QA Process in place	DHOS	December 2010
The likely reducing levels of resourcing for the service in future years	Undertake a full service review, to re-configure service delivery to meet a medium term financial plan.	Review Completed Recommendations implemented	HOS Management Board/HOS	July 2010 April 2011

Some of protocols and agreements with other agencies need to be reviewed to take account of the changing structures in Children Services and other agencies	All protocols to be reviewed on a rolling programme throughout 2010/11	Revised protocols in place	HOS	April 2011
The YJB Valuator's notes for the Capacity and Capability Assessment suggest certain agencies should be represented on the Management Board who are not currently members	Membership of the Board should be reviewed as part of a wider review based on the updated "Sustaining the Success" Guidance	Review completed. Membership revised if a recommendation of the review.	Management Board	Management Board meeting following publication of update "Sustaining the Success" due in Autumn 2010
Currently there are no formal agreements regarding exit strategies for young people on YOS orders, although arrangements are being negotiated through the CAF and TYS arrangements	To formalise exit strategy arrangements	Written agreements in place	DHOS	April 2011
The Management of Risk Policy does not take account of the recommendations of recent SIRs, learning from other reviews e.g. Sonnex and changing processes and structures in the Children Services Directorates.	MOR Policy to be re-written including a QA process	MOR Policy in Place All staff briefed on new policy	HOS HOS	May 2010 May 2010
Safeguarding Policies are two years old and do not take account of revised Working Together and Vetting and Barring	Policies to be reviewed and revised	New Policies in Place	DHOS	December 2010

It has been two years since an audit of safeguarding has been undertaken in the service.	Audit commissioned	Audit undertaken	DHOS	September 2010
		Action plan implemented	DHOS	From September 2010
Feedback from service users is not used in a routine and consistent manner.	A service user engagement and involvement strategy and action plan to be put in place	Strategy in place	DHOS	December 2010
		Action Plan implemented.	DHOS	From January 2011
Current venues to see young people in North Worcestershire provide risks to performance improvement and meeting Scaled Approach in that area.	Continued work with WCC corporate property and partner agencies in identifying/renovating suitable premises	Venues in place	Management Board/HOS	Throughout 2010/11

7 Management Board Approval

This Annual Youth Justice Plan was approved at the Management Board meeting held on 21st April 2010.

Name	Position	Representing	Signature
Ms Gail Quinton	DCS	Worcestershire County Council	
Dr Sharon Menghini	DCS	Herefordshire Council	
Mr David Chantler	Chief Executive	West Mercia Probation Trust	
Mr Jim Baker	Chief Inspector	West Mercia Police	
Dr Francis Howie	Deputy Director for Public Health	NHS Worcestershire	
Ms Jade Brooks	Service Improvement Manager	NHS Herefordshire	
Ms Siobhan Williams	Designate Head of Safeguarding and Services to Children and Young People	Worcestershire County Council	

Children and Young Peoples Plans

How the Work of the YOS Supports the Priorities in the Children and Young Peoples Plans

The work of the YOS directly supports 8 of the 10 priorities in the Worcestershire CYPP and 9 of the 18 priorities in the Herefordshire Plan.

(i) Worcestershire

Priority	YOS Contribution
Support all children, young people and their families to choose healthy lifestyles	Asset assessment, specialist substance misuse assessment and provision of substance misuse intervention Asset assessment, specialist MH assessment, referral for and provision of interventions.
Identify and deal effectively with bullying and support all children, young people and families who have been affected by it	YOS is the only service with a dedicated restorative practices practitioner. Could act as consultant, provide training and lead on implementing restorative approaches to dealing with bullying.
Ensure that all children and young people are safe and protected and support those who are at risk of harm and neglect.	Vulnerability risk assessment and risk management planning. Relates to a C&CA key question. Safeguarding audit on YOS recently completed, action planning to address recommendations.
Raise achievement of all children and young people	Work to engage, re-engage young offenders in education, training or employment.
Ensure that all children, young people and families have access to positive things to do and enjoy in their communities.	Ensure referral to and engagement in positive activities for those at risk of offending through YISP and Prevent and Deter.
Enable all children and young people to be responsible citizens and recognise the contribution they can make	Reducing re-offending and first time entrants to the YJS. Development and implementation of an engagement strategy.
Ensure that all young people are able to access appropriate education employment and training opportunities and make progress	Work to engage, re-engage young offenders in education, training or employment. Work of the Ngage Project and the multi-agency group.
Ensure all young people are equipped with essential life skills and have support to move successfully into adulthood	Ensuring young offenders have suitable accommodation (previous KPI). Skills work on intervention plans. Work to engage or re-engage young offenders in training or employment

(ii) Herefordshire

Priority	YOS Contribution
To promote emotional and well being and improve access to universal and targeted mental health services	Asset assessment, specialist MH assessment, referral for and provision of interventions.
To provide quality information and services to reduce substance misuse, including alcohol abuse.	Asset assessment, specialist substance misuse assessment and provision of substance misuse intervention
To raise awareness of bullying in order to reduce the impact and incidence of bullying (in and out of school)	YOS is the only service with a dedicated restorative practices practitioner. Could act as consultant, provide training and lead on implementing restorative approaches to dealing with bullying.
To ensure safer recruitment practices across all agencies working with children	Safeguarding audit on YOS recently completed, action planning to address recommendations.
Improve prospects of children and young people, particularly those in vulnerable groups, in terms of addressing social inclusion.	Work to engage, re-engage young offenders in education, training or employment.
To increase the participation of children and young people in shaping strategies and service that affect their lives	Development and implementation of an engagement strategy.
To increase access to positive activities for all children and young people, including targeted activities for vulnerable groups	Ensure referral to and engagement in positive activities for those at risk of offending through Prevent and Deter.
Reduce offending, anti-social behaviour and bullying by children and young people	Reducing re-offending and first time entrants to the YJS.
To implement a strategic approach to support young people into employment, education and training.	To contribute to the strategy through work to engage, re-engage young offenders in education, training or employment and the Ngage Project.