

# WORCESTERSHIRE AND HEREFORDSHIRE YOUTH OFFENDING SERVICE



## ANNUAL YOUTH JUSTICE PLAN

2011/12

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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 organisation YSS 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;

1. The prevention of offending by children and young people
2. Developing and maintaining an empowered and motivated workforce
3. Improvement of outcomes for victims
4. Contributing to the achievement of positive outcomes for young people and their families
5. Increasing awareness of and confidence in the youth justice system

The actions outlined in section 6 of this plan have been cross referenced to these five strategic objectives and the service development priorities outlined below .

The YOS has been subject to five national key performance indicators during 2010/11:

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

In 2011/12 the YOS will be subject to first three performance indicators outlined above in bold.

Following the recommendations of the Core Case Inspection (CCI) undertaken in January 2011 and work identified by the Management Board the following areas of service development have been identified as priorities for 2011/12:

- (i) Assessment and Intervention Planning:** Ensuring that the quality of intervention and risk plans are raised
- (ii) Quality Assurance:** Reviewing current systems to ensure they meet the recommendations of the CCI
- (iii) Management of Risk:** Implementation of revised procedures to ensure that risk management plans are integrated with intervention plans.
- (iv) Review Structural and Governance Arrangements:** Appraise service delivery options across West Mercia and implement any agreed changes for 2012/13
- (v) Service User Involvement:** Ensure that young people are meaningfully involved in the assessment and intervention planning processes
- (vi) Victim Information and Involvement** Ensure that information is obtained, appropriately recorded and a high priority is given to victim safety

Detailed actions to meet these priorities are included in section 6 of this Annual Plan.

## 2 Performance

Indicator	Performance			Commentary
<b>NI19</b> Proven rate of reoffending for young offenders	2005 12 month rate      1.30 2009 12 month rate      1.19 Percentage change      -8.7%  (the rate represents the average number of re-offences per offender in the re-offending cohort)			The change in the rate of proven re-offending between 2005 and 2009 is -8.7%  During 2010/11 the YOS has reviewed and revised its Management of Risk Policy and Procedure and all staff briefed on the policy and procedure. In 2011/12 it is planned to merge the management of DYOs with the emerging Integrated Offender Management arrangements in both Counties.
<b>NI 43</b> Young people within the youth justice system receiving a conviction in court who are sentenced to custody	2006/07                      3.7% April – Dec 2010        3.2% Percentage change      -13%			The custody rate between the 2006/07 baseline and the April to December 2009 shows an increase in performance with a reduction in the proportion of custodial sentences of -13%. Due to the numbers of young people processed through the Courts falling, the percentage rate masks the actual reduction in the number of young people being made subject to a custodial sentence, from 62 in 2006/07 to 46 in 2009/10
<b>NI44</b> Ethnic composition of offenders on youth justice system disposals.		% of youth justice pop. in 2009/10	% of general pop. in 2009/10	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 Diversity Group.
	<b>White</b>	95.7%	95.0%	
	<b>Mixed</b>	2.3%	2.0%	
	<b>Asian</b>	1.3%	1.9%	
	<b>Black</b>	0.6%	0.5%	
	<b>Chinese</b>	0.1%	0.5%	

Indicator	Performance		Commentary
<b>NI45</b> Young Offenders engagement in education, training or employment.	2006/07 baseline April to December 2010	64.6% 71.7%	Compared to the position in 2006/07 when the rate was 64.6 the performance is showing an increase of 10.9% and is a slight improvement on 2009/10 where the performance was 70.3%.
<b>NI111</b> First time entrants to the youth justice system	2008/09 rate per 100 000 of 10 – 17 population  2009/10 rate per 100 000 of 10 – 17 population  % change	1420  1030  - 27.4%	The reduction of first time entrants in Worcestershire and Herefordshire between 08/09 and 09/10, is -27.4%. There has been a sustained reduction in first time entrants since 2005/06 when the rate per 100 000 youth population was 2050. The Youth Inclusion and Support Panel (YISP) continues to work with those assessed as at risk of entering the system in Worcestershire. In Herefordshire work for those at risk will be provide through integrated locality teams. 2010/11 was the first full year of operation for the West Mercia Police Community Resolution scheme which diverts low level offending from formal criminal justice interventions.

### 3. Resources and Value for Money

The YOS has a complex budget structure comprising of partner agency cash and in kind contributions and the single youth justice grant administered through the YJB. The expected contributions for 2011/12 are outlined in the table below.

#### YOS Funding 2011/12

	Cash Contribution	Seconded Staff	Delegated Funds	Total
West Mercia Police	121,228	152,848		<b>274,076</b>
West Mercia Probation Trust	83,606	77,260	29,000	<b>189,866</b>
Worcestershire Childrens Services	753,483	53,979	38,000	<b>845,462</b>
Herefordshire Childrens Services	194,749	93,874	2,800	<b>291,423</b>
Worcestershire Health	67,118	43,648		<b>110,766</b>
Herefordshire Health		43,549		<b>43,549</b>
Youth Justice Board	1,092,441			<b>1,092,441</b>
	<b>2,312,625</b>	<b>465,158</b>	<b>69,800</b>	<b>2,847,583</b>
Worcestershire EIG	180,000			<b>180,000</b>
<b>Ring Fenced Grants</b>	<b>180,000</b>	<b>0</b>	<b>0</b>	<b>180,000</b>
<b>Total Funding</b>	<b>2,492,625</b>	<b>465,158</b>	<b>69,800</b>	<b>3,027,583</b>

The budget represents an overall reduction of 16% from 2010/12. Despite this, due to falling workloads in statutory work as a result of reduction in first time entrants, the service is confident it will be able to meet its statutory duties and comply with National Standards within current resources. The Management Board recognise that resources may be further reduced in forthcoming years and have commissioned a sub group to appraise service delivery options for implementation for 2012/13.

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.

#### **4. Structure and Governance**

The YOS has a total salaried staff compliment of 71 full time equivalent staff, supported by sessional workers and 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, ISS Case Officers and Specified Activity Programme Workers. Within the Prevention Team there are YISP Key Workers and the Parenting and Mentoring Workers. The Parenting Workers and Reparation Co-ordinator work across the whole service. Staff are employed by seven different employing bodies including a third sector organisation.

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's 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.

The YOS has a strong Management Board jointly chaired by the Director for Children's Services for Herefordshire and the Director for Children's 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's Services
Jo Davidson (Joint Chair)	Herefordshire Council	Director for Children's Services
David Chantler	West Mercia Probation Trust	Chief Executive
Simon Edens	West Mercia Police	Assistant Chief Constable
Due Doheny	NHS Herefordshire	Director of Clinical Leadership and Quality
Francis Howie	NHS Worcestershire	Assistant Director for Public Health
Siobhan Williams	Worcestershire County Council	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.

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.

During 2010/11 the Management Board reviewed their role in relation to providing strategic direction to the service and have commissioned a sub-group to appraise future service delivery options for 2012 onwards.

## 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 relevant sub groups
- Two DATs and Joint Commissioning Groups
- Worcestershire Children's Trust Board
- Herefordshire Children and Young People's Partnership
- 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. The YOS is involved in the development of Integrated Offender Management (IOM) across both Counties and, in particular seeking to ensure the management of DYOs is integrated as part of the IOM arrangements.

## 6 Action Plan

Action	Strategic Objective	Service Development Priority	Owner	Timescale
Establish an Inspection Improvement Task Group to provide oversight and direction for improvement actions	1, 2, 3 & 4	i to vi	HoS	June 2011
To elicit peer support in informing Inspection improvement	1, 2, 3 & 4	i to vi	HoS	June 2011
Assessment guidance to be updated to ensure that it is clear that WDYT? or other clear evidence of the young persons involvement in the assessment process is recorded	1 & 4	i & v	ATM - Assessment Lead	August 2011
Training to be provided on enhancing skills of assessment and analysis including assessment of risk of harm and vulnerability	1, 2, 4 & 5	i, ii & iii	DHoS	September – Dec 2011
Assessment QA process reviewed to include reviewing for all AFI identified in the Inspection Report	1, 3, 4 & 5	i & ii	ATM - Assessment Lead	August 2011
Development of a set of standards for ROSH assessments	1, 3 & 4	i & iii	ATM - Assessment Lead	July 2011
Revise ROSH assessment guidance to reflect the ROSH standards.	1, 3 & 4	i & iii	ATM - Assessment Lead	July 2011
All staff to be briefed on revised ROSH guidance	1, 2, 3 & 4	i & iii	All ATMs	August/Sept 2011
Quality audit tool for ROSH developed and implemented	1 & 4	i, ii & iii	ATM - Assessment Lead	September/October 2011
To develop a set of standards for Intervention Plans, RMP and VMP which address all AFI identified in the Inspection Report	1, 3, 4 & 5	i, iii, v & vi	DHoS	August 2011
Revise APIS guidance to ensure that it reflects the set of planning standards.	1, 3, 4 & 5	i, iii, v & vi	DHoS	September 2011
All staff to be briefed on the revised APIS guidance	1, 2, 3, 4 & 5	i, iii, v & vi	All ATMs	Sept/Oct 2011
Development of an quality audit tool and procedure based on the APIS set of standards.	1, 3, 4 & 5	i, ii, iii, v & vi	DHoS	Sept/Oct 2011

Action	Strategic Objective	Service Development Priority	Owner	Timescale
Training on use of YOIS to ensure that staff are using it as a tool to support their work and that key processes are appropriately recorded	2	ii	DHoS	August 2011
Revise Quality Assurance process and tools to ensure reviews are timely and appropriately recorded and to reflect all AFIs identified in the Inspection Report	1 & 4	i, ii & iii	HoS	September 2011
Training on the use of YOIS for Managers to ensure that management oversight of decisions and key quality assurance processes are appropriately recorded.	1, 2 & 4	i, ii & iii	HoS	August 2011
Update recording guidance.	1, 3 & 4	i, ii & iii	IPM	July 2011
Review and update victim information and liaison arrangements. Revise Victim Policy	3	vi	ATM – Victim Lead	July 2011
Review victim information recording processes in accordance with YJB advice on Information Management for YOTs and the Victim Code of Practice	3	vi	ATM – Victim Lead	July 2011
Update APIS guidance to ensure the inclusion of assessment of victim safety is included.	3	i & vi	DHoS	August 2011
Review and update YOS Prevention Strategy	1 & 4	i & iii	DHoS/DPM	October 2011
Develop YOS Reducing Re-Offending Strategy to reflect developing IOM arrangements and DYO processes	1, 3, 4 & 5	iii	DHoS	October 2011
To appraise future service delivery options	1 to 5	iv	Task Group	September 2011
To implement any agreed changes to service delivery/ service structure	1 to 5	iv	Management Board/HOS	March 2012
To develop a use of volunteers strategy – including structure for training and support	1, 2, 4 & 5	iii	DHoS	November 2011
To review and revise YOS MAPPAs guidance	1, 3 & 5	iii	DHoS	August 2011
MAPPAs awareness training for staff and managers	1, 2, 3 & 5	iii	DHoS	September 2011
Development of a Strategy to reduce the number of young offenders NEET	1 & 4	iii	HoS	October 2011

## 7 Management Board Approval

Name	Position	Representing	Signature
Ms Gail Quinton	DCS	Worcestershire County Council	
Ms Jo Davidson	DCS	Herefordshire Council	
Mr David Chantler	Chief Executive	West Mercia Probation Trust	
Mr Simon Edens	Assistant Chief Constable	West Mercia Police	
Dr Francis Howie	Deputy Director for Public Health	NHS Worcestershire	
Ms Sue Doheny	Director of Clinical Leadership and Quality	NHS Herefordshire	
Ms Siobhan Williams	Head of Safeguarding and Services to Children and Young People	Worcestershire County Council	

## Glossary

AFI	Areas for Improvement
APIS	Assessment, Planning Interventions and Supervision
Asset	YOS Assessment Tool
CPN	Community Psychiatric Nurse
DAT	Drug Action Team
DYO	Deter Young Offender
IOM	Integrated Offender Management
ISS	Intensive Supervision and Surveillance
MAPPA	Multi Agency Public Protection Arrangements
NEET	Not in Education, Employment or Training
PPO	Prolific and other Priority Offender
QA	Quality Assurance
RMP	Risk Management Plan
ROSH	Risk of Serious Harm to other assessment
VMP	Vulnerability Management Plan
WDYT?	What Do You Think - Young Person's Assessment Questionnaire
YJB	Youth Justice Board for England and Wales
YOIS	Youth Offending Information System
YOS	Youth Offending Service