

Sunderland Youth Justice Plan

2012/13

Forward

On behalf of Sunderland Youth Offending Service Management Board I am pleased to introduce the Youth Justice Plan for 2012/2013. The plan reflects on our achievements for 2011/2012, which builds upon the decade of success I highlighted in last year's plan. Continued and effective partnership working continues to bring successes in tackling offending and re-offending which builds upon the significant progresses previously reported achieved by a consistently high performing service. This has been achieved through award winning programme, passionate and committed staff and a focus on delivering outcomes for children and young people, their families, victims and wider communities affected by youth crime.

There are significant challenges being addressed as services are realigned to reflect locality based services working, to build upon effective partnerships and integrated approaches that respond to the need to strengthen families and communities through whole family working driven by early intervention. For the Youth Offending Service this sees its preventative services moving into localities and with it the opportunity to draw on the combined resources of the Early Intervention and Locality Services.

The landscape of the criminal justice system will be subject to change with the election of Police and Crime Commissioners in November 2012. Changes are anticipated but we are confident that our strong experience in effective partnership working will serve us well in working with the elected commissioner in continuing to tackle the challenges in youth justice.

This plan sets down how the Sunderland Youth Offending Service partnership will respond to the challenges to continue to prevent young people entering the youth justice system and to continue to reduce re-offending. It also outlines the key objectives for the forthcoming year to achieve these aims.

We continue to strive to use resources in the most effective way by preventing the costs of crime through early intervention, transforming services to achieve efficiencies and by exploring re-investment models to produce longer term effectiveness.

As both a criminal justice agency and a children's service, partnership working continues to be at the heart of our approach to tackle offending, ensuring public protection and safeguarding children. The governing Youth Offending Service Management Board remains a strong and committed significant partnership for the city and in 2012-2013 the Board will continue to develop and deliver innovative partnerships with statutory, voluntary, business and community sector partners to achieve positive outcomes for children and young people who offend and who are at risk of offending.

Cllr Patricia Smith,

Portfolio Holder for Children and Learning City

Keith Moore,

Chair of the Sunderland Youth Offending Service Management Board,
Executive Director of Children's Services

Introduction

Sunderland Youth Offending Service is a multi-agency service comprising of the four statutory agencies of Police, Probation, Health and the Local Authority and works in partnership with other key agencies such as the area courts.

The principal aim of the service is to prevent offending and re-offending by children and young people. The service works with:-

- Young people aged 10-17 who, because of alleged or actual offending have become involved in the criminal justice system.
- Children and young people identified as at risk of offending
- Families of children and young people offending or at risk of offending, and
- Victims of young people who have offended.

The role and responsibilities of local Youth Offending Teams/Services was set down by the Crime and Disorder Act 1998. It also set down the requirement for each local area to produce an annual Youth Justice Plan, setting out how youth justice services will be delivered in the local area.

This plan sets out how youth justice services will be delivered in Sunderland in 2012 – 2013.

The Local and National Context

National Context

The publication of the Government's response in June 2011 to the consultation on "Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders" indicated that in the youth justice system, the Government will end the current high level of central performance monitoring and develop a risk based monitoring programme centred on three key outcomes:

- reducing the number of first time entrants to the youth justice system;
- reducing re-offending; and
- reducing custody numbers.

The Government set out its intention to transfer the functions of the Youth Justice Board to a newly created Youth Justice Division in the Ministry of Justice, distinct from the arrangements in place for adults.

The new approach will be based on the principles that youth justice services will be locally determined and driven, maximise value for money, be publicly accountable through a Minister, and be lighter-touch. The Government want to target those Youth Offending Teams that are underperforming and free up the best performing teams to provide greater opportunity to innovate.

The Youth Justice Board is a non-departmental public body, funded by and reporting to the Ministry of Justice. It oversees the youth justice system in England and Wales and works to:

- prevent offending and re-offending by children and young people under the age of 18
- ensure that custody for them is safe, secure, and addresses the causes of their offending behaviour

New national standards will be trialled during 2012-13 which are set against the principal aim of the youth justice system to prevent offending by children and young people. These are set by the Secretary of State for Justice on advice from the Youth Justice Board for England and Wales, who will also have responsibility for monitoring adherence to the standards. The standards apply to those organisations providing statutory youth justice services.

The Standards define the minimum required level of service provision consistent with ensuring:

- Delivery of effective practice in youth justice services
- Safeguarding of children and young people subject to supervision by youth justice services
- Protection of the public from the harmful activities of children and young people who offend

In defining these standards the Secretary of State also requires that:

- Where possible and appropriate, youth justice services are afforded the maximum freedom and flexibility to adapt their practice to local context
- The public have confidence that children and young people subject to statutory supervision by youth justice services are fairly punished and are supported to reform their lives

There are ten national standards which form part of the trial:

1. Preventing Offending
2. Out-of-court disposals
3. Bail and remand management
4. Assessments for interventions and reports
5. Reports for courts, youth offender panels and civil courts in Anti-Social Behaviour Order proceedings and gang injunctions
6. Work in courts
7. Work with victims of crime
8. Planning and delivering interventions in the community
9. Planning and delivering interventions in custody and resettlement into the community (Detention and Training Orders)
10. Long-term custodial sentences (section 90/91 of Powers of Criminal Court (Sentencing) Act 2000; section 226/228 of Criminal Justice Act 2003)

Consultation on a new Full Joint Inspection methodology has been undertaken and whilst the findings have yet to be published the proposals set out the intention for inspections to be carried out in six local authority areas per annum, to be announced one week prior to inspectors arriving.

It is stated that it is essential that the work of the YOT is able to continue with minimum interruption during the inspection fieldwork. It is recognised that some YOTs, particularly smaller YOTs, would struggle to accommodate all the inspectors together, and also continue with “business as usual”.

In recognition of this the proposal is to undertake the inspection over two fieldwork weeks, with a one week gap between the two weeks.

Each inspection will consist of a core module plus two additional modules. The core module will focus on the quality of work in statutory cases, together with supporting leadership, management and partnership arrangements in so far as they most directly impact on the quality of practice.

In most inspections two additional modules will be chosen, according to the reasons for undertaking that particular inspection. The initial list of potential modules will be

- Early Prevention & Out of Court Disposals
- Court Work
- Interventions
- Drug & Alcohol Work
- Access to Statutory & Specialist Services
- Governance
- Parents & Carers
- Victims & Restorative Justice.

Structure and Governance

Youth Offending Teams were set up under the statutory provisions of the Crime and Disorder Act 1998. The act set down the requirement for a local youth offending teams comprising the four statutory agencies of: the Local Authority (including Children's Services Social Care and Education), Police, Probation and Health. Accompanying the Crime and Disorder Act of 1998 was an inter-departmental circular on 'Establishing Youth Offending Teams' that set out the requirements for a governing chief officer steering group. In 2004 the YJB published "Sustaining the Success: Extending the Guidance, Establishing Youth Offending Teams", that set down the requirements for steering groups to transfer into governing YOT Management Boards. The role and responsibilities of Youth Offending Teams and their governing Management Boards have since, and continue to be, regulated by National Standards for Youth Justice Services. The Board is chaired by the Executive Director of Children's Services with a direct link to the Chief Executive of the local authority.

The Sunderland YOS Management Board comprises representatives of the statutory partners as well as other local partners such as the area court.

The multi-agency Sunderland YOS Management Board is identified as a 'significant partnership' for Sunderland and it also provides the strategic links with other significant partnerships, and their associated strategic plans across children's services, criminal justice and community safety.

Local Partnership Arrangements

The YOS Management Board links into the Safer Sunderland Partnership (local Crime and Disorder Reduction Partnership (CDRP)) and up to the Sunderland Partnership (LSP) through the Safer Sunderland Business Support Group. Sunderland YOS shares the aspirations of the Safer Sunderland Strategy 2008 - 2023 to ensure that "everyone in Sunderland will be and feel safe and secure".

The YOS Board is aligned with the Children's Trust and its vision to work together to improve the life chances and aspirations for each child and young person in Sunderland. The YOS Board, through its Youth

Justice Plan, is the responsible partnership for improving Priority Outcome 11 (Youth Offending) in the Children and Young People's Delivery Plan 2010-2013, the initial 3 year plan for implementing the Children and Young People Strategy 2010-2025.

Sunderland Youth Offending Service is committed to working in partnership with others to deliver on the full range of outcomes for children and young people who offend, their families and victims. This includes for example, safeguarding children, public protection, reducing child poverty, swift administration of justice, reducing teenage pregnancy and many other key outcomes that support our core outcomes of preventing offending and re-offending.

Sunderland Youth Offending Service will work with other Youth Offending Teams in the area to continue appropriate links with the revised structures of the Local Criminal Justice Board until the appointment of the area Police and Crime Commissioner. The first Police and Crime Commissioners will be elected in November 2012. Sunderland Youth Offending Service is well placed given their success in partnership working to work alongside the Police and Crime Commissioner.

They will have a duty to work with other criminal justice partners in delivering effective criminal justice services.

The work of the Sunderland YOS will also sit within the developing structure of the Council's Corporate Outcome Framework which sets its strategic priorities under the areas of People, Place and Economy. The work of Sunderland YOS and the impact of offending will have implications across these strategic priorities but in particular has a direct relevance to the following city level outcomes:

- A city which is, and feels, safe and secure (People)
- A city that cares for its most vulnerable (People)
- Lasting and resilient neighbourhoods (Place)

It is within this national and local context that the priorities within this Sunderland Youth Justice Plan 2012 – 2013 are set.

Achievements 2011/12

Celebrating continued success

Following on from 'a decade of success' which was highlighted in last year's plan, Sunderland YOS has continued to deliver success as part of the fabric of the organisation and its approach.

Operational success contributes to this high performing service and can be demonstrated by achievement against its three strategic priorities and can report at the end of 2011:

- First time entrants were reduced by 48% since 2010
- Youth re-offending was reduced by 17% against a three year target of 10%
- A low use of custody at just 1.9%

As both a children's service and a criminal justice agency, Sunderland Youth Offending Service is committed to delivering life changing outcomes for children and young people who offend, for those at risk of offending for their families, whilst ensuring that justice is done for the victims of their offending and or the wider community affected by youth crime. By the end of 2011 Sunderland YOS demonstrated continued performance success against a range of other outcomes. These include:

- Arrest Referral – YOS continued to embed liaison diversion pathways as an effective approach in dealing with out of court disposals
- 90.5% in education, training or employment at the end of their YOS intervention
- 99.1% in suitable accommodation at the end of their YOS intervention

Further illustrations of the continued success of the Sunderland YOS can be demonstrated through the following two examples:

RJ Award

Criminal justice staff and partnership agencies from across Northumbria were recognised for their outstanding contribution and excellence in the Criminal Justice System (CJS) at the Northumbria Justice Awards, which took place on 16 December 2011.

Amongst the short listed entries, and eventual winners were the Sunderland Restorative Justice Team for their pioneering work in delivering high quality interventions to victims and young offenders in Sunderland. Through their highly skilled work with victims, the scheme has enabled those affected by crime to have a say in the reparation that a young offender must undertake. Some of the benefits for the local community, involve the restoration and development of facilitates for visually impaired users of a sensory garden in Barley Mow. The success of this project led to the garden being entered into the Sunderland in Bloom competition.

This achievement has already been the subject of local press coverage in the Sunderland Echo and will also feature prominently in the next issue of the LCJB Newsletter.

Youth Justice Board - Dark Green Rating

Sunderland Youth Offending partnership continues to perform very well against all 3 national indicators. The rating of 'Dark Green' is better than the previous rating of 'Green'. This is a Youth Justice Board internal change to the rating which gives higher ratings to certain YOTs. In the case of Sunderland the increased rating to 'Dark Green' is to reflect very good performance in re-offending.

Needs Analysis

Our priorities for the year ahead are based on a comprehensive needs analysis drawing on evidence from a range of sources including:-

- The national and local context for youth justice.
- Performance against key national and local outcome targets.
- Analysis of prevention and youth offending service assessment data.
- Outcomes of practice quality assurance audits
- Analysis Viewpoint data – an interactive game style evaluation tool for use with young people.
- Outcomes of consultation with children and young people using Sunderland Youth Offending Services.
- Outcomes of consultations with parents and carers.
- Outcomes of consultations and satisfaction surveys with victims of crime. This takes into consideration young victims and the views of the wider population of children and young people through the young people's fear of crime survey
- Consultation with members of the general public on restorative justice services.

The local and national context for youth justice sets down the strategic direction for Sunderland Youth Offending Service and it is within this context that preventing offending and re-offending remains the principal aim. Our performance demonstrates an excellent track record and we are committed to reducing rates of re-offending even further.

Service user feedback provides us with a perspective on how best to do this whilst consultation with victims and the general public provides us with a greater insight into how this can be done whilst simultaneously ensuring that young people payback the costs of their offending to their individual victims or to the wider communities in which they have offended.

Outcomes

Strategic Priorities

The principal aim of Sunderland Youth Offending Service is to:

“Prevent offending and re-offending by children and young people”.

The key outcomes for our principal aim are:-

1. To maintain the numbers of children and young people entering the criminal justice system for the first time (first time entrants) at current rates or lower
2. To maintain re-offending by children and young people (proven rate of re-offending and frequency of re-offending) at current rates or lower

Additionally Sunderland Youth Offending Services is committed to preventing young people entering the secure estate (use of custody) and thus a third key outcome is:-

3. To maintain low levels of custodial sentencing.

Targets and actions against each outcome have been identified below. These have been established based on the needs analysis underpinning this Youth Justice Plan.

Entering the Youth Justice System (First Time Entrants)

Preventing young people entering the Youth Justice System (first time entrants)

We will achieve this by:

- Transition of Sunderland Youth Offending Service prevention staff to locality based working in order to contribute to the prevention offer in the city.
- Further development of Arrest Diversion scheme to enable screening for risk and need at the earliest opportunity upon entry to the youth justice system.
- Ensuring that young people identified as at risk of offending are engaged in suitable Education, Training and Employment.
- To ensure that young people identified as at risk of offending have access to suitable Accommodation.

Outcome Target: To maintain first time entrants below a rate of 998 per 100,000 of the 10 to 17 Sunderland population

Reducing Re-offending

We will achieve this by:

- Ensuring that young people who offend are engaged in suitable Education, Training and Employment.
- Ensuring that young people who offend have access to suitable Accommodation.
- Better support young people accessing health services particularly mental health.
- Ensuring the delivery of effective parenting orders.
- Continue to deliver evidence-based restorative justice interventions.
- Delivering an effective programme of offending behaviour intervention with impact measured through evaluation.
- Ongoing quality assurance programme of Sunderland Youth Offending Service case management.
- Implementation of new national standards.

Outcome Target: To maintain the percentage of young offenders re-offending below 31 and to maintain re-offending below a frequency rate of re-offences at 0.69

Maintaining low levels of custodial sentencing

We will achieve this by:

- Reviewing all cases of young people remanded or sentenced to ensure robust and appropriate court services are provided in all cases.

Outcome Target: To maintain custodial sentencing below a rate of 0.58 per 1,000 of the 10 to 17 Sunderland population

Service Development Priorities 2012 – 2013

To ensure that Sunderland Youth Offending Service is able to respond to national changes around youth justice and deliver local services that are customer focused, a number of service development priorities have been identified for 2012-13. These are summarised as follows:

- Preventative approach to services
- A whole family approach to services
- Health improvement and,
- Quality improvements

Actions to achieve each priority are set out below.

A preventative approach to services

- Delivering Liaison and Diversion Project
- Maintaining the rate of first time entrants into the criminal justice system
- Embedding early intervention model in to locality based working
- Restorative Justice approaches/education
- Working with key partners to better identify young people at risk and to intervene as appropriate
- Looked After Children – delivering appropriate and targeted interventions to children and young people who are looked after
- Education – offending interventions

Outcome Target: Through integrated locality based working to reduce demand on specialist and intensive services through earlier intervention and prevention within universal and targeted services

A whole family approach to services

- Working with key partners to develop Whole Family Approach (Troubled and complex families) as part of Strengthening Families agenda
- Improved assessment of parenting need
- Developing a programme of family support

- Improving effective engagement
- Improving information sharing with adult services

Outcome Target: To embed a whole family approach to services across the Youth Offending Service

Health improvement

- Better understanding of the health needs of those working with the youth offending service
- Improving access and engagement to health improvement initiatives (mental health, substance misuse, health lifestyles, smoking, obesity, worklessness/ETE)

Outcome Target: To identify and respond to health issues linked to young people's offending behaviour

Quality improvement

- Further development of Quality Assurance agenda
- Review tool for monthly case file audits
- Themed Quality Assurance events

Outcome Target: To align existing quality assurance processes to meet the requirements of the national standards

Resourcing and value for money

Resources

The YOS budget for 2012 - 2013 is made up statutory partner agency funding and in kind contributions, core government funding from the Youth Justice Board and other grants. There is a changing landscape for the funding from the Youth Justice Board but within this budget Sunderland YOS will continue to deliver the core statutory youth justice service as set out by the Crime and Disorder Act 1998 and other subsequent legislation. The core statutory youth justice services can be summarised as:-

- The provision of appropriate adults to safeguard the interests of children and young people detained or questioned by police officers.
- The provision of voluntary interventions in respect of Final Warning (pre-court disposal)
- The provision of court services including reports for the courts
- Support for children and young persons remanded.
- Assessment and supervision of children and young people sentenced by the court to youth justice disposals, and the provision of rehabilitation programmes.
- The provision of Responsible Officers in relation to court ordered Parenting interventions
- Supervision of young people sentenced to a custody including post release interventions for Detention and Training Order.

In addition to the statutory responsibilities Sunderland YOS will also provide information and support to victims including the offer of restorative justice.

All the multi-agency professionals required to form the local youth offending service (as set out in the Crime and Disorder Act 1998) are in place for 2012 – 2013.

Sunderland YOS has a strong partnership approach to delivering effective services evidenced in a committed and effective partnership YOS Management Board. Additional to statutory services, Sunderland YOS provides a range of specialist and award winning intervention programmes that are targeted at specific need and risk groups.

Additional targeted and specialist interventions include:-

- Phoenix Fire Safety Programme in Partnership with Tyne and Wear Fire and Rescue Brigade.
- An Arrest Diversion scheme in partnership with Northumbria Police and other partners.

- A family intervention programme for hard to reach families.
- Resettlement after Care provision.

These statutory and specialist provisions combine to form youth justice services across prevention, early intervention, enforced community based interventions and custody. Additionally Sunderland YOS has an established Restorative Justice Service that supports victims of youth crime and enables young people who offend to repair the costs of their offending to their individual victims or to the wider community (Community Payback Services).

The governance of the use of resources is a key priority for the YOS Management Board for 2012-2013

Value for Money

Over the forthcoming year Sunderland YOS will continue to ensure the effective use of resources through partnership working.

Sunderland YOS has a strong performance management culture and effective performance management arrangements to ensure the value of services is effectively measured. Over the forthcoming year Sunderland YOS will enhance this capacity through the further development of cost benefit models that link performance and financial information to develop a greater understanding of the social return on investment.

This helps to demonstrate the value of the work carried out and will enable Sunderland YOS to demonstrate best value, and will be well placed to respond to the shift towards Payment by Results, as well as the opportunity of developing effective partnership working with the elected Police and Crime Commissioner.

Sunderland Youth Offending Service will continue to build on existing successful cost benefit analysis models such as negative outcomes cost analysis used within the Youth Offending Service Family Intervention Programme. The cost analysis up to 31st December 2011 that through the project, interventions with 49 families have closed with the potential saving for statutory services of £1,501,645.27 an average of £30,645.82 per family through the prevention of negative outcomes (such as criminal or care proceedings) for hard to reach families. The scheme cost on average less than £2,000 per family.

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