

**SUNDERLAND  
YOUTH JUSTICE PLAN  
2011 -2012**

# CONTENTS

FORWARD	1
INTRODUCTION	2
THE NATIONAL AND LOCAL CONTEXT	2
ACHIEVEMENTS 2010 – 2011	5
NEEDS ANALYSIS 2011 – 2012	7
OUTCOMES	8
• First Time Entrants	8
• Reducing Re-offending	9
• Maintaining Low Use of Custody	9
SERVICE DEVELOPMENT PRIORITIES 2011 - 2012	10
• Consultation, Participation and Engagement	10
• Whole Family Approach to Services	10
• Service Transformation	11
• Sustaining Outcomes	11
RESOURCING AND VALUE FOR MONEY	12



**Awards 2011**

**Highly Commended**

## FORWARD

On behalf of the Sunderland Youth Offending Service Management Board I am pleased to introduce the Youth Justice Plan 2011/ 2012. The plan reflects on our achievements for 2010 / 2011, our 10<sup>th</sup> Anniversary year. After a decade of working in partnership to reduce youth crime, we have made significant progress with dramatic reductions in re-offending and in the numbers of young people entering the criminal justice system. This has been achieved through award winning programmes, 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.



In December 2010 the government published “*Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders*”. The document sets out the government’s proposals for it’s reform of the criminal justice system and represents the most significant changes to youth justice since the inception of Youth Offending Teams ten years ago.

This plan sets down, in the context of national reform, how the Sunderland Youth Offending Service partnership will embark on the next decade of delivering youth justice services in Sunderland. It sets out our core aims of continued reductions in young people re-offending and preventing young people entering the criminal justice system altogether. It also outlines our key objectives for the forthcoming year to achieve those 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 reducing re-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 2011-2012 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.

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 2011 – 2012.

## THE LOCAL AND NATIONAL CONTEXT

**National Context** – The publication of the governments green paper and consultation document “*Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders*”, heralds the most significant changes to youth justice legislation in the decade since Youth Offending Teams were established in April 2000. The paper proposes a number of changes across both youth justice sentencing and in relation to accountability in the youth justice system. Some of the key proposed changes are:-

- An increased focus on the use of restorative justice
- A focus on increasing the use of Parenting Orders and programmes that address the needs of families with complex problems
- The introduction of a payment by results model of funding and,
- Transfer of the responsibility for funding of young people entering the secure estate to local authorities.

Alongside this, national responsibilities for the monitoring of the effectiveness of the youth justice system will transfer from the Youth Justice Board for England and Wales (YJB) to the Ministry of Justice (MOJ) creating a period of significant change in the national landscape around youth justice. In assuming national responsibility for youth justice the MOJ proposes to focus on a small number of key outcomes, specifically:-

- First time entrants to the youth justice system
- Proven rate of re-offending for children and young people who offend
- Use of custody

In addition to monitoring key outcomes, the YJB prior to transfer of responsibilities to the MOJ, will continue in 2011 – 2012 to collect a range of data regarding the effectiveness of

local youth justice services. This includes an annual audit of performance against National Standards for Youth Justice. An advice document on *"Information Management in Youth Offending Teams"*, has been released by the YJB to support local Youth Offending Teams to compile and collate performance and case level information whilst simultaneously ensuring that personal data is managed effectively and in accordance with legislative requirements. The green paper *"Breaking the Cycle"*, also indicates that there may be changes to the national framework for inspecting local Youth Offending Teams / Services with a more risk led approach targeting inspection and follow-up support where most needed.

**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 team 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 standards, that have recently been updated, include specific standards for YOT Management Boards. 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 governments consultation paper *'Breaking the Cycle'*, on proposed changes to youth justice legislation sets out that there are no proposed changes to the model of Youth Offending Teams.

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 are expected to be elected in May 2012. The recently released Police Reform and Social Responsibility Bill has set out plans to introduce Police and Crime Commissioners that will replace existing local Police Authorities. They will have a duty to work with other criminal justice partners in delivering effective criminal justice services.

It is within this national and local context that the priorities within this Sunderland Youth Justice Plan 2011 – 2012 are set.

## ACHIEVEMENTS 2010 /11 - CELEBRATING A DECADE OF SUCCESS

2010 – 2011 was the 10<sup>th</sup> Anniversary year for Sunderland YOS since it's inception in April 2000 following the implementation of the Crime and Disorder Act 1998. At the end of 2010, after a decade of delivering award winning services including having been a Beacon authority for reducing re-offending, the Sunderland Youth Offending Service partnership is able to demonstrate massive reductions in youth re-offending with even greater reductions in the rate of young people entering the criminal justice system. At the end of 2010:-

- First Time Entrants were reduced by 34%, against a national target of just 1.9%.
- Youth Re-offending was reduced by 27% against a three year target of 10%.

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 for

the wider community affected by youth crime. At the end of 2010 the Sunderland Youth Offending Service also demonstrated an outstanding performance against a range of other outcomes for children and young people who offend. These included:-

- 88% in education, training or employment at the end of their YOS intervention.
- 99.8% in suitable accommodation at the end of their YOS intervention
- A low use of custody at just 1.7%
- No differences in sentencing on the basis of ethnic origin.

Testimony to our success in enabling young people who offend to turn their lives around is the achievements that young people who have offended have made with the support of Sunderland Youth Offending Service, including young people winning Young Achievers Awards and Top Scorer Awards. Sunderland YOS can also demonstrate, how victims of young crime have been able to move on from offences against them, by being given a voice in how young people payback for their offending.



**Young Achievers Awards  
2011**



**Young person makes good for  
their offending**

Other achievements for 2010-2011 include:-

- National praise for keeping young people out of custody, which is recognised as one of the most expensive youth justice options.
- National recognition in the YJB Communicating Youth Justice Awards 2010 for work in communicating, through the local media, action taken to reduce youth offending.
- Highly Commended in prestigious Local Government Chronicle Awards 2011 for the effective management of services.
- Winner of a Sun FM Business Award for our *Contribution to Children's Services* in Sunderland.
- Awarded a National Training Award for the Phoenix project which has supported children and young people in relation to education, training and employment.



**Highly Commended Management Team  
Local Government Chronicle Awards 2011**

## 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.



**Consulting local people about how young people who offend can give back to local communities**

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



**YOS Manager talks to young people about their experiences and how Sunderland Youth Offending Service can make a difference**

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 pay back 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 reduce the numbers of children and young people entering the criminal justice system for the first time (first time entrants)
2. To reduce re-offending by children and young people (proven rate of re-offending).

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.

#### **Preventing Young People Entering the Youth Justice System (First Time Entrants)**

**We will achieve this by:**

- 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 robust risk assessments and monitoring arrangements in relation to families referred to YOS Prevention Services who refuse to engage.
- Ensuring the delivery of evidenced based parenting intervention to parents with identified need.
- Ensuring that young people identified as at risk of offending are engaged in suitable Education, Training and Employment.
- Ensure that young people identified as at risk of offending have access to suitable Accommodation.

**Outcome Target:** A further reduction in the numbers of first time entrants of 5%.

## 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.
- Undertaking an analysis of need around emotional and mental health services for young people who offend and develop appropriate performance monitoring in relation to access to services.
- Ensuring the delivery of evidenced based parenting interventions to parents with identified need.
- Increasing face to face victim / offender restorative justice interventions
- Delivering an effective programme of offending behaviour intervention with impact measured through evaluation.
- Ensuring effective enforcement of statutory interventions.
- Ensuring that interventions are effectively sequenced in accordance with individual needs.

**Outcome Target:** A further reduction in re-offending of 2%.

## 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 5%

## SERVICE DEVELOPMENT PRIORITIES 2011 – 2012

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 2011 – 2012. These can be summarised as:-

- Consultation, participation and engagement
- A whole family approach to services
- Service transformation and,
- Sustaining outcomes

Targets and actions to achieve each priority are set out below.

### Consultation, Participation and Engagement

We will achieve this by:

- Quality assuring interventions to ensure that diverse needs are comprehensively assessed.
- Quality assuring interventions to ensure that service user views are fully taken into consideration in developing intervention plans.
- Undertaking specific consultation and participation activities that promote user involvement.
- Holding regular consultation events with children and young people based on the Hear by Rights consultation standards.

**Outcome Target:** Service planning and delivery informed by consultation, participation and engagement across all service user groups (e.g. children and young people, families, victims)

### A Whole Family Approach to Services

We will achieve this by:

- Ensuring robust sentencing proposals for Parenting Orders that secure the confidence of the local court.
- Delivering a family approach to services building on the outcomes of the YOS Family Intervention Programme.
- Piloting a family assessment model within prevention of offending services for those receiving an intensive intervention and to explore the expansion of the use of a family assessment model in relation to other YOS services.

**Outcome Target:** A whole family approach to services enabled through a whole family approach strategy including performance monitoring.

## Service Transformation

### We will achieve this by:

- Exploring service re-investment models with a particular focus on moving investment from community disposals to early intervention to reduce throughput thereby reducing the longer term investment required in community programmes.
- Better understanding the social return on investment for offending interventions by developing a cost benefit analysis model across all areas of service delivery.

**Outcome Target:** A reduction of 5% (stretch target) in re-offending after Final Warning from September 2011.

## Sustaining Outcomes

### We will achieve this by:

- Ensuring a comprehensive analysis is undertaken at the end of the intervention describing the offender journey and future likelihood of risk as it relates to risk of re-offending, risks to self (safeguarding) and risks to others (public protection).
- Developing a systematic approach to ensuring exit strategies are in place where needed with a particular emphasis on addressing those escalating from early intervention (Reprimands and Final Warnings) to First Tier Penalties (Referral Orders).

**Outcome Target:** 100% of interventions ending at Referral Order having an exit strategy in place where there are outstanding risks and needs.

This Youth Justice Plan is underpinned by a comprehensive delivery plan that sets out milestones, targets and timescales for actions to achieve service development priorities and service outcomes.

A Workforce Development Strategy for 2011 – 2012 has been developed that focuses on the workforce development activity needed by youth justice practitioners to deliver our principal aim and service development priorities.

## RESOURCING AND VALUE FOR MONEY

### Resources

The YOS budget for 2011 - 2012 is made up statutory partner agency funding and in kind contributions, core government funding from the Youth Justice Board and other grants. Within this budget Sunderland YOS will 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.

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 2011 – 2012.

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.

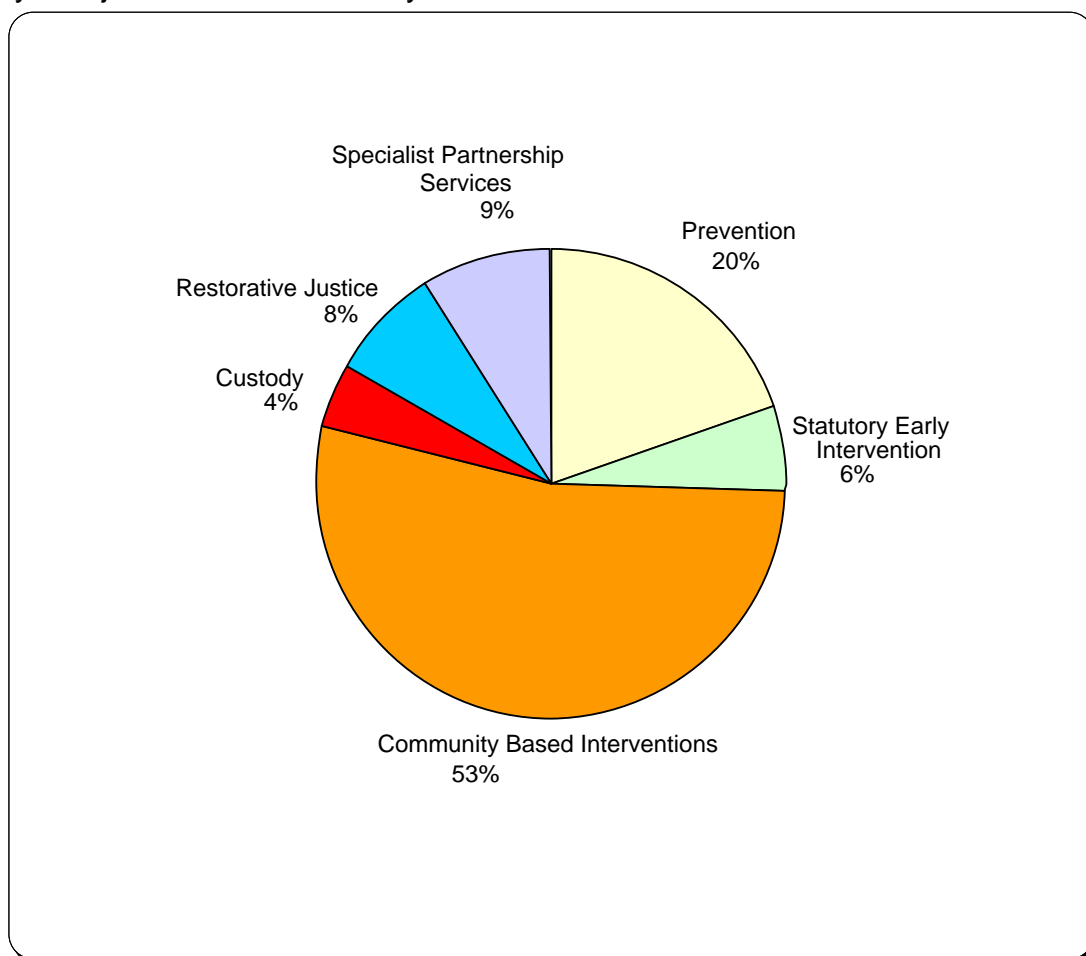


**The Phoenix Programme in partnership with Tyne and Wear Fire and Brigade**

Additional targeted and specialist interventions include:-

- Tackle it in partnership with Sunderland Football Club Foundation.
- Phoenix Fire Safety Programme in Partnership with Tyne and Wear Fire and Rescue Brigade.
- Specialist Parenting intervention in partnership with Barnardos voluntary sector organisation.
- An Arrest Diversion scheme in partnership with Northumbria Police and other partners.
- A family intervention programme for hard to reach families.
- Mentoring to provide young people with additional support and positive adult role models.

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). Based on the indicative delegated budget for 2011-2012, allocation of budget across youth justice service delivery in Sunderland will be:-



The governance of the use of resources is a key priority for the YOS Management Board for 2010-2011

## Value for Money

Over the forthcoming year Sunderland YOS will continue to ensure value for money and the effective use of resources through:-

- Effective use of commissioning to ensure best possible service at the best possible price
- Analysis of outcome data to ensure return on costs

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 has been identified as a key action under the Service Development Priorities set out in this plan. The completion of this work will enable Sunderland YOS to be well placed to respond to government proposals on *Payment by Results* as set out in the green paper *“Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders”*.

Sunderland Youth Offending Service will build on existing successful cost benefit analysis models such as negative outcomes cost analysis used within the Youth Offending Service Family Intervention Programme. In 2010/11 the family intervention programme saved statutory services £14,338 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.

***“The family intervention programme demonstrated average potential savings of £14,338 per family through the prevention of negative outcomes for hard to reach families”. The scheme cost on average less than £2000 per family.***



**Restorative Justice Services – young people who have offended repair the costs of their offending through Community Payback**