

COMMUNITIES DIRECTORATE

Youth Offending Service

ANNUAL OPERATING PLAN 2008/09

Director: Angela Slaven Unit Manager: Glan Hopkin

SECTION ONE - SERVICE PROFILE

PURPOSE OF THE SERVICE

Kent Youth Offending Service (YOS) is a multi-agency statutory partnership with representation from Police, Probation, Education, Children's Social Care and Health.

The Service is committed to preventing offending by children and young people through the application of targeted programmes and interventions. The aim of the service is to protect the public and contribute to the five outcomes for children as outlined in Every Child Matters. The service works in partnership with a wide range of voluntary, statutory and independent organisations and its work reflects the principles of restorative justice and the need to support victims of crime.

The Service draws its main purpose from the principal aim of the youth justice system [s.37(1) Crime & Disorder Act 1998] which is:

"the prevention of offending by children and young people" (NB those under the age of 18 years)

The two key outcomes for the Service are the reduction in the numbers of **children and young people**:

- (i) entering the formal youth justice system
- (ii) already within the system, re-offending

OPERATING CONTEXT

Legislative / Statutory context

The service is a requirement of the Crime and Disorder Act 1998 [s.38(1)], which places a duty on the Local Authority Chief Executive (county) to ensure that Youth Justice services are delivered and that the Youth Offending Service is adequately resourced. In addition there is a raft of Criminal Justice and Children's Legislation for example Children Act 1989, Children Act 2004, Criminal Justice Act 2003.

The current influences on the unit – both internal and external.

In May 2007 central Government arrangements for the Youth Justice Board changed to reflect a joint commitment from the newly formed Ministry of Justice and the Department for Children, Schools and Families, which now share ministerial responsibility for youth justice. In addition there is still some function retained within the Home Office with responsibility for crime prevention

including anti-social behaviour. These arrangements emphasise the role of Youth Offending Teams in balancing the welfare needs of children and young people with the requirement to address public protection and community safety.

Central government initiatives which will have an impact throughout 2008 and onwards are the Development of an integrated Youth Support Strategy and within that the requirement to promote Targeted Youth Support. This will provide a framework for the Youth Offending Service to work more closely with the Youth Service and partners across Children and Young People's services at County and District levels. A further consideration will be the implementation of the Local Children's Services Partnerships in September 2008, which will be the delivery mechanism for the Kent Children's Trust arrangements.

The service has been subject to rigorous inspection through the joint inspection process lead by HMIP, the findings of which will be published in May 2008. It is intended to conduct a whole service review during the first quarter of 08/09 and the outcomes of the inspection together with the changing policy context across Children's Services will inform development arising from the service review.

The Youth Justice Board is introducing a new Capacity and Capability framework in 2008. This will include six key statutory indicators drawn from the national indicator set which will be part of the new national performance framework to be implemented in 2009. Two of the indicators reflect the principal aim of the YJB, to reduce the number of first time entrants to youth justice system; and reduce the level of re-offending by children and young people. These, will be monitored quarterly, along with education, training and employment, accommodation, custodial sentences and BME disproportionality.

The new framework will support the Local Area Agreement process. The Kent Partnership has included a target to reduce the number of first time entrants to the youth justice system (NI 111) in as one of its 35 priority targets in the Kent Agreement 2 (KA2), although at time of writing this is still to be confirmed.

USERS

The 10 – 17 population for Kent is in the region of 149,000 of whom less than 3% come to the attention of Kent's Youth Justice System. The Youth Offending Service works with approximately 1,500 young people in the course of a year the majority of whom are aged between 15 and 17 years old, 80% being male and 95% being white, which is broadly in line with the ethnicity profile of Kent's total population.

The most common offences committed by young people are: Theft, Criminal Damage and Violent Offences, the majority of which are assaults committed against other young people. In addition the service works with approximately 100 young people in a year who have been given custodial sentences. For the last two years the service has also been providing preventative programmes for young people who are at risk of entering the Youth Justice System and contributing to local prevention projects which means that approximately 600 young people a year have benefited from targeted preventative services.

The Service has traditionally used the Viewpoint software package as one of the means of working with young people to establish their views of the services they receive.

Analysis conducted for the HMIP Inspection in January 2008 produced some very positive findings which showed that the vast majority of young people were clear about the reasons for their involvement with the services and their expectations of contact with YOS staff. 94% felt that YOS

staff were really interested in helping in them and 97% believed that they had been treated fairly. In their own opinion 73% felt that things had improved for them as a result of attending YOS and 72% felt they were less likely to re-offend as a result of the sessions they had undertaken with their worker. 18% thought they could make a significant difference to the running of the YOS and this is obviously a finding which we will be attempting to make better use of in future.

When young people were asked specifically what issues the YOS had helped them with a significant number said that the YOS had helped them attend school or get training and a job, family relationships had improved, their drug and alcohol use was reduced, they understood what made them offend and they felt they were able to make better decisions about their lives in general.

In addition to young people's views Complaints and Customer Comments are monitored centrally through the Service's Customer Care Manager but particular emphasis is placed on early problem solving at a team level. The teams have also been developing ways to get better feedback from partners such as Courts and Victim Services.

REVIEW OF PERFORMANCE 2007/08

KEY PERFORMANCE INDICATORS

Indicator	Actual performance 2006/07	Estimated performance 2007/08	Target 2008/09 (and 2009/10 for 2010 targets)
Reduce the number of first time entrants to the youth justice system <i>Applicable to the following targets:</i> ➤ YJB Prevention target ➤ Towards 2010, target 60 ➤ Annual Performance Assessment ➤ NI 111	1728	1750	TBC April 08
Ethnic composition of offenders on Youth Justice System disposals (NI 44)			TBC April 08
% of Final Warnings for young people meeting the relevant risk criteria (PM from April 06 onwards before that it was % of FW's supported by an Intervention)	93%	94%	Discontinued
Remands to the Secure Estate to be less than 30% of all remands (excl. Conditional & Unconditional bail)	27%	n/a	Discontinued
Remands to the Secure Estate to be less than 9% of all remands (excl. Unconditional bail)	n/a	10%	Discontinued
Custodial Sentences to be less than 6% of all court disposals (NI 43)	4%	4%	TBC April 08
Victim opportunity to participate in RJ process	90%	n/a	Discontinued
Ensure that victims participate in restorative processes in 25% of relevant disposals referred to YOT	n/a	32%	Discontinued
Victim satisfaction, once participated.	97%	98%	Discontinued

Indicator	Actual performance 2006/07	Estimated performance 2007/08	Target 2008/09 (and 2009/10 for 2010 targets)
10% of Young People receiving Final Warning with intervention or community based penalty to receive a parenting intervention	22%	n/a	Discontinued
Ensure that 20% of young people with a final warning with intervention, relevant community-based penalty or DTO and for 20% of young people on prevention programmes their parents/carers receive a parenting intervention	n/a	14%	Discontinued
Parental Satisfaction with Parenting Intervention	100%	n/a	Discontinued
Initial Training Plans for DTOs drawn up within 10 working days	89%	65%	Discontinued
No. of young people supervised by YOT that are in suitable full time education, training or employment. (NI 45)	77%	75%	TBC April 08
No. of young people at the end of YOT intervention, in suitable accommodation (NI 46)	87%	68%	TBC April 08
No of young people manifesting ACUTE mental health difficulties referred to CAMHS for assessment commenced within 5 days	84%	96%	Discontinued
No of young people manifesting Non - ACUTE mental health difficulties referred to CAMHS for assessment commenced within 15 days	85%	90%	Discontinued
Specialist Assessment where needed within 5 working days	100%	55%	Discontinued
Access to intervention and treatment services within 10 days	92%	86%	Discontinued
PAF C18	2.7	2.45	Discontinued
Reoffending performance: <ul style="list-style-type: none"> (measure defined by the YJB) (NI 19 definition) 	70% New Indicator	70% Baseline being established	TBC April 08

KEY ACHIEVEMENTS/OUTCOMES IN 2007/08

Funding became available from the Learning Skills Council which was used to appoint a Training and Employment Liaison Officer to address the needs of the 16+'s known to the service where historically performance against Education, Training and Employment targets was not particularly strong. Significant performance improvements are beginning to be evident for this group of young people as a result of this strategy.

A lack of specialist services for young people with both mental health and substance misuse difficulties was identified and as a result an innovative project, Changes, has been developed in Thanet and Dover in partnership with CAMHS, KCA and the DAAT to address the needs of this

young people with a dual diagnosis. Independent evaluation of the pilot is being undertaken by the Sainsbury Centre for mental health and early findings are showing very positive outcomes in terms of better and swifter access to appropriate services and effective management of young people with these difficulties within their own communities. The innovative approach by a visit from the Prime Minister's Delivery Unit last year and the programme has been highlighted as an example of good practice in the recent HMIP YOS Inspection.

The service continued to perform well against its performance indicators for remands to the secure estate and in providing community alternatives to custody. This reflects the quality of the Bail and Remand Management Service run by Rainer and of the Intensive Supervision and Surveillance Programme that Kent YOS manages on behalf of Kent and Medway YOTs. Both of these services received very favourable comments in the initial report from the HMIP YOS Inspection feedback.

The County Youth Justice Board membership was widened in 2007/08 to include representatives from Connexions, Court service (HMCS), Crown Prosecution Service, Learning and Skills Council, Magistrates, District Councils, Supporting People and the Youth Service. The Board has increasingly focussed on driving performance improvement and ensuring the service is adequately resourced. As part of this, a new performance report has been developed to reflect local and county perspectives in support of CDRP, Local Children's Services Partnerships (LCSP) and LAA imperatives.

SERVICE COMPARISON

The YJB performance framework assigns a Performance Level to each YOT for Overall performance, KPI performance, compliance with YJB National Standards, Effective Practice Quality Assurance and Re-offending performance. The table below gives a summary of the comparative data for Kent YOS, national averages, all YOTs in the South East region and the 10 YOTs that are part of Kent YOS's family group.

YJB Performance Summary April to December 2007

YOT	KPI Performance	National Standards Compliance	EPQA Performance	Re-offending performance	Overall Performance	Performance Level
Kent	64.6%	85.7%	93.8%	70.0%	69.4%	Level 3
Essex	82.2%	83.3%	72.4%	43.3%	66.8%	Level 3
Wessex	52.1%	69.8%	68.2%	73.3%	56.4%	Level 2
Hertfordshire	85.4%	90.0%	82.3%	40.7%	75.4%	Level 4
Lancashire	70.8%	46.0%	56.8%	60.0%	58.5%	Level 2
Northamptonshire	60.4%	60.3%	55.2%	44.4%	55.1%	Level 2
Cheshire	91.1%	100.0%	76.1%	63.3%	76.7%	Level 4
West Sussex	60.4%	44.4%	67.7%	46.7%	48.3%	Level 1
Warwickshire	56.3%	60.3%	84.3%	70.0%	68.4%	Level 3
Gloucestershire	77.1%	95.2%	56.3%	46.7%	70.7%	Level 4
South East Region	73.7%	75.1%	79.2%	63.8%	68.3%	Level 3
National	74.4%	75.9%	71.7%	56.6%	67.3%	Level 3

SECTION TWO - PRIORITIES AND OBJECTIVES

KEY RESPONSIBILITIES OF THE SERVICE

Key Corporate / Directorate Targets		
PLAN	TARGET	LEAD OFFICER
T2010 / APA / (Kent Agreement 2 TBC) / Directorate Priority	Target 60 – Support young people to reduce the risk of them offending. (Lead on target).	Head of Service
CYPP Priority 9	Improve safety for young people, and their sense of safety (Support for target).	Head of Service
CYPP Priority 16	Reduce youth offending numbers and anti-social behaviour (Lead on target).	Head of Service
Directorate Priority	Contribute to the improvement in health and well being of the people of Kent	Head of Service
Directorate Priority	Review and respond to impact of possible increased numbers of people in Kent for whom English is 2 nd language	Head of Service
Directorate Priority	Develop service strategies and policy which will drive capital asset planning for the Directorate and inform involvement in development planning in the county	Head of Service
Directorate Priority	Develop and demonstrate cross-unit and partnership working at a local level	Head of Service
Directorate Priority	Develop recruitment and retention practices which improve the % of disabled people who are employed	Head of Service
Directorate Priority / T2010 Target 42	Achieve ISO 14001 EMS roll-out by 31 st December 2008. (Support for target).	Head of Service

Towards 2010 detailed action plans can be found at

<http://www.kent.gov.uk/publications/council-and-democracy/towards-2010-action-plans.htm>

OPERATIONAL OBJECTIVES

The service provides targeted individual and group work interventions to young people. These are designed to reduce the risks factors and to enhance the protective factors associated with offending behaviour in order to improve life chances for young people and the safety of the communities in which they live. The objectives are as follows:

1. Prevention of offending by reducing the number of first time entrants into the Youth Justice System.
2. Provision of targeted Interventions through implementation of the scaled approach to youth justice which will enable resources to be matched to areas of highest risk and need,
3. Effective intervention with young people in the Community and reducing the use of custody through effective remand management and robust application of programmes such as the intensive supervision and surveillance programme.
4. Effective and safe management of high risk offenders in the community ensuring young people comply with community orders and that the service enforces any breach of conditions speedily and appropriately.
5. Work with parents and victims to increase their participation in the Restorative Justice process.

These business objectives are monitored to ensure they will be delivered. Risks associated with potential non-delivery, and the controls in place to mitigate those risks, have been assessed and documented as part of the annual operating plan process. Separate risk management plans, including separate business continuity plans, have been developed as necessary.

CORE SERVICES AND FORECAST ACTIVITY LEVELS

Prevention

The service receives significant funding from the Youth Justice Board to deliver targeted services to prevent young people entering the Youth Justice System. Targets, outputs, outcomes are being determined as a result of implementation of a new model with effect from April 2008. Discussion is currently underway with a range of partners to ensure that LAA targets and safe account partnership objectives are achieved.

Pre-Court

Processes and Interventions are being reviewed in line with anticipated HMIP Inspection findings relating to the role of the Police Officer in YOS and the nationally proscribed Final Warning guidance.

Court Services

A review of the Remand Management Service is being undertaken which will include consideration of remand accommodation and management of bail arrangements both in house and with contracted out services.

Secure Accommodation and Escorts

The development of male juvenile secure estate provision in Kent with effect from April 2008 should enable service improvements to be made with regard to contact with young people and deliver a reduction in secure escort transport costs. The costs associated with secure remands both in terms of transport and accommodation have been highlighted as a service pressure under the current arrangements.

First Tier Penalties

These are Reparation Orders and Referral Orders. There were 660 orders made during 2007 and these constitute the majority of interventions which YOS deliver following conviction. Significantly the referral order process involves the use of a significant number of specially trained and supported volunteer Panel Members (150) who are drawn from all sections of the Kent Community within the age range of 18 – 80. The Referral Order team are currently being assessed for the Excellence In Volunteering standard and the outcome of the submission will be available in June 2008.

Community Penalties

This includes statutory supervision of young people on a range of court orders. This includes also the Intensive Supervision and Surveillance Programme which provides up to 25 hours supervision per week for the first three months of the order for up to 84 young people from Kent and Medway.

Custodial Penalties

The service works with approximately 100 young people who have been sentenced to custody in a year and particular attention will be given to improving the quality of end to end sentence planning and support services on release throughout the licence period in line with HMIP Inspection findings.

Additional Services

Restorative Justice Services will be enhanced as a result of HMIP recommendations where the

quality of the intervention was acknowledged but the resource capacity was seen to be limited.

Parenting Services similarly need to develop increased capacity to respond to meet the identified needs of parents and carers in supporting their children and young people.

Accommodation continues to be problematic particularly for young people over the age of sixteen who often have fragmented family relationships but do not have the skills nor the financial resources to live independently. A revised accommodation strategy is being developed to address this significant gap in service provision.

PROJECTS, DEVELOPMENTS AND KEY ACTIONS

Where necessary, the Managing Director is authorised to negotiate, settle the terms of and enter the following agreements/projects:

Project/development/key action	a/c manager	Links to Corporate/Directorate targets	Deliverables or outcomes planned for 2008/09	Target dates
Conduct whole service review to include findings and recommendations from the HMIP inspection	Head of Service	HMIP	Report to CYJB	30/6/08
Devise and implement the improvement plan as the result of the joint inspection.	Head of Service	HMIP	New Service Structure	March 08
Review accommodation strategy for young people	EPPM	-		June 08
Implement the Web version of the case management system – planned roll-out from April 2008	Business Information Manager	-	Improved capability for Case Management & MIS	May 08
Implement the revised prevention strategy with a move towards an assessment based model of YISPS away from the provider model of YIPS	County Prevention Manager	IYSS & TYS	Service Agreements in place with providers (TBA)	April 08
Review the Partnership Risk Register with regard to Finance, Legal Reputation, Service Delivery with particular attention on budget requirement to meet service issues identified as a result of inspection	Head of Service	-	Revised register agreed by CYJB	June 08
Ensure adequate training is available for Staff to provide screening for physical, mental health and substance misuse	Area Manager - West Kent	-	Training and development plan completed	April 08
Review YOS Accommodation requirements for direct work with young people	Head of Service	-	Corporate Accommodation Strategy in place	September 08

In line with financial regulations, capital projects will be subject to a review by the Project Advisory Group prior to approval to spend by the Leader.

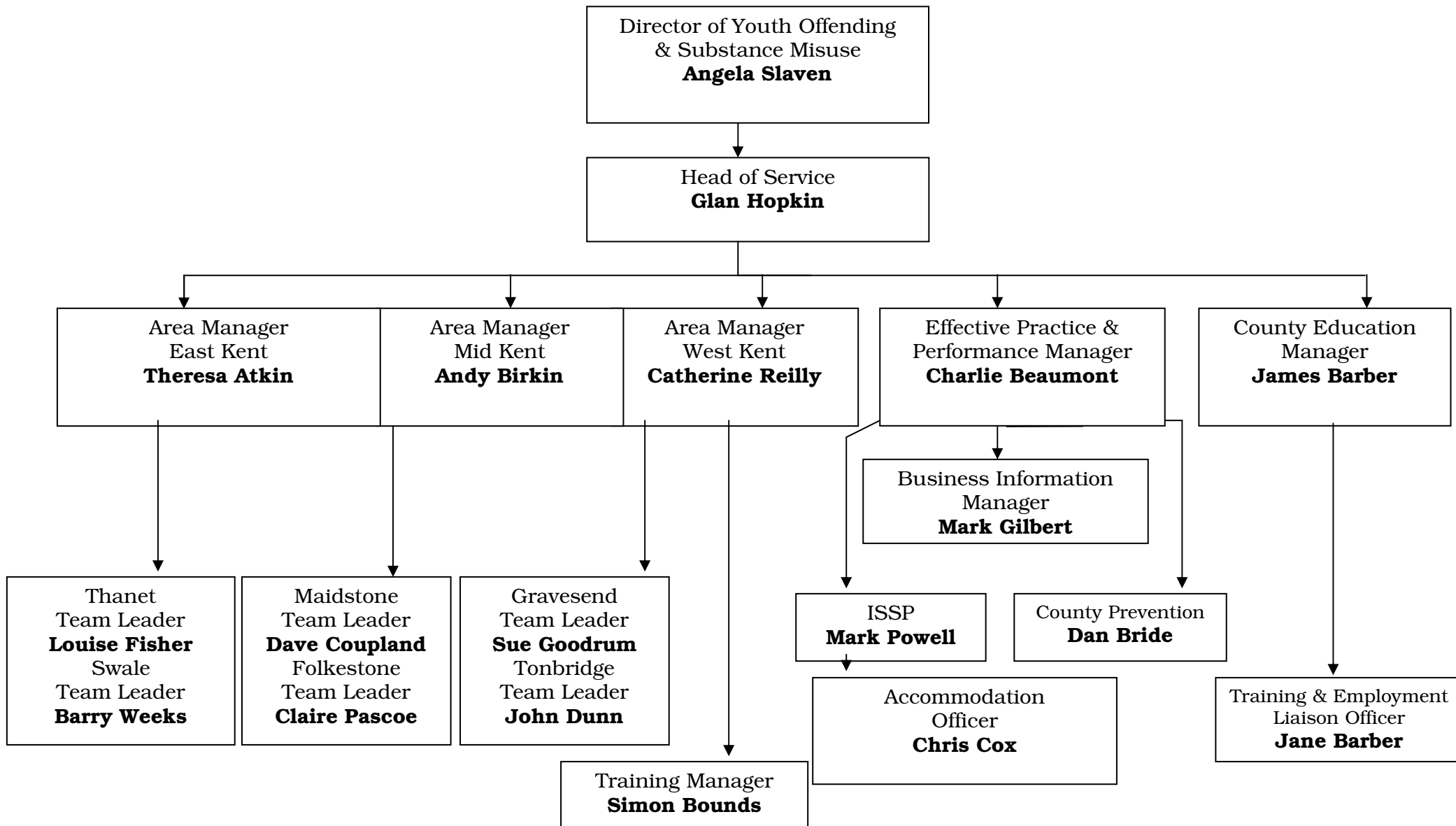
USER/RESIDENT INVOLVEMENT PLANNED FOR 2008/9

Continued use of Viewpoint ensure that the new planning process for the YJB, capability and capacity, self assessment is widely circulated for consultation and comment amongst relevant organisations

<i>Name</i>	<i>Start date/ end date</i>	<i>Consultation type</i>	<i>Target Group</i>	<i>Target area (Kent, Town, district, ward etc)</i>	<i>Brief summary</i>	<i>What we want to find out and how we will use the information, (approx 25 – 50 words)</i>	<i>Statutory Yes/No</i>	<i>Feedback to public date</i>	<i>Contact name, e-mail & phone No.</i>
Viewpoint	ongoing	Community	Service Users	Kent	Sample survey of a cross-section of service users to assess their attitudes / views on YOS	We want to know more about what young people known to YOS do and think on key issues, as well as their views on the service they receive. It will be used to evaluate our interventions and wider practice, which will inform future service planning.	No	N/A – (results to be shared with service users?)	Charlie Beaumont
Courts	April 08 onwards	Community	Magistrates	Kent	Feedback on quality of court reports	We need to obtain information on quality of reports and recommendations to inform service developments e.g. around alternatives to custody	No	TBA	Charlie Beaumont

RESOURCES

STRUCTURE CHART



STAFFING

	2007/08	2008/09
Pt 13 and above or equivalent (FTEs)	7.0	5.0
Pt 12 and below (FTEs)	118.6	115.5
TOTAL	125.6	120.5
Of the above total, the FTE which are externally funded	17.6	13.6

CAPACITY, SKILLS AND DEVELOPMENT PLANNING

The whole service review will inform decision making as to service delivery models and consequent staff training requirements.

REVENUE BUDGET

2007-08 Controllable Expenditure	FTE	Activity/Budget Line	2008-09								
£'000			FTE	Employee Costs £'000	Running Costs £'000	Contracts & Projects £'000	Gross Expenditure £'000	External Income £'000	Internal Income £'000	Controllable Expenditure £'000	Cabinet Member
486.2	10.0	Service Management	10.0	480.9	56.0		536.9			536.9	MH
1779.5	96.7	YOT Area Teams	91.6	2629.5	693.2		3322.7	1266.6	91.0	1965.1	MH
257.2		Secure Accommodation				196.0	196.0			196.0	MH
94.4	13.3	YOT Operational Services	13.3	684.0	231.8	470.4	1386.2	1141.5	140.3	104.4	MH
505.8		Remand & Fostering				512.3	512.3			512.3	MH
288.4		Mediation Service				174.3	174.3			174.3	MH
145.5	5.6	Referral Orders	5.6	156.2	44.8		201.0			201.0	MH
3557.0	125.6	Controllable Totals	120.5	3950.6	1025.8	1353.0	6329.4	2408.1	231.3	3690.0	
		<u>Memoranda Items:</u>									
		Central Overheads					0.0			0.0	
		Directorate Overheads					0.0			0.0	
		Capital Charges					0.0			0.0	
3557.0	125.6	Total Cost of Unit	120.5	3950.6	1025.8	1353.0	6329.4	2408.1	231.3	3690.0	

CORPORATE THEMES

Three specific corporate themes have been identified for 2008/09 – equalities and diversity, community safety, and environmental impact/climate change.

Equality & Diversity

The Service has identified key operational policies, plans and procedures for impact assessment, and this process is underway. The findings from these will be used to inform service planning throughout 2008/9, along with any findings / recommendations linked to Diversity that may arise from the Inspection report, due for publication in May 2008. The Service already carries out work with Children of Traveller families in the East of the county.

Section 17 Crime & Disorder Act (Community Safety)

One of the Service's core aims is to reduce offending and re-offending of young people, so the community safety agenda is part of core business. YOS works in partnership with Crime & Disorder Reduction Partnerships throughout the county, particularly focusing on the Prevent & Deter strand of the Prolific & Other Priority Offender strategy. The Service is also a Member of the Kent Criminal Justice Board, working with the criminal justice agencies in Kent. The Director of Youth Offending and Substance Misuse and Head of Service are members of the KCC Community Safety Senior Manager's Group.

Corporate Environmental Performance & Climate Change

The Service supports the directorate priority to meet achieve ISO 14001 status by the end of 2008 and will be looking at various ways that environmental impact can be reduced. It is hoped that the ability to use facilities for young people at Cookham Wood Young Offender Institution will help to reduce staff mileage and therefore lessen environmental impact.