

Communities Directorate (Customer & Communities Directorate from April)

Youth Offending Service (YOS)

Annual Operating Plan 2011/12

EXECUTIVE SUMMARY

The gross controllable expenditure for the services included in this business plan is:

£6.604m (£3.592m net)

And will deliver:

- Multi-agency initiatives including Youth Inclusion Support Panels, responsible for preventing young people entering the youth justice system in the county. This includes joint working with partners such as Children's Services, the Youth Service, Community Safety and the Anti Social Behaviour Teams based in the Districts.
- Work to prevent young people already in the youth justice system from re-offending by addressing key risk factors such as interventions to ensure they are in full-time education, training & employment and live in suitable accommodation.
- Provision, with partners, of effective community supervision to minimise use of the Secure Estate for remand and sentencing purposes, involving prioritising of intensive interventions for those most likely to re-offend or be a risk to themselves or others.
- Parenting Services that engage parents and carers to assist their development of the necessary skills to provide safe supervision of the children and young people for whom they have responsibility.
- Support for the victims of youth crime via opportunities available for them to participate in restorative processes designed to resolve any conflict between them and those who have offended against them

And will be staffed by

123.15 FTE

Head of Service – Andy Birkin (Interim)

Portfolio Holder – Mike Hill

Director – Angela Slaven

1. INTRODUCTION: RESPONSIBILITIES AND OUTLOOK

The Youth Offending Service (YOS) is a statutory multi agency partnership with representation provided by Specialist Children's Services, Health & Education from Children's Services and the Police and the Probation Service from Criminal Justice. The primary responsibility of the Service is to meet the principal aim for the youth justice system (Section 37, Crime & Disorder Act 1998) which is to prevent offending by children and young people. The Act places a duty on the Chief Executive to ensure, firstly, that the five statutory partners contribute to its costs and staffing and, secondly, that it is adequately resourced. The responsibilities of the Service are framed by legislation concerned with promoting the welfare of children and with reducing the level of crime and its adverse consequences in local communities.

With respect to the welfare of children the key legislation is:

- the Children Acts of 1989 & 2004
- the Homelessness Act 2002
- the Children (Leaving Care) Act 2000

The most relevant criminal justice legislation is:

- the Criminal Justice Act 1991 which established the Youth Court for 10 – 17 year olds
- the Crime and Disorder Act which sets out the structure for Youth Offending Teams and the range of youth justice services which must be provided
- the Youth Justice & Criminal Evidence Act 1999 which introduced the Referral Order, the most frequently used disposal in the Youth Court
- the Criminal Justice Act 2003 (plus subsequent amendments) which provides a sentencing framework for the more and most serious offenders (adult and youth)
- the Criminal Justice and Immigration Act 2009 which introduced a new set of arrangements (the Youth Rehabilitation Order) for community penalties
- the Code of Practice for Victims of Crime which is based in statute and requires the Police to share victim data with Youth Offending Teams to facilitate restorative justice approaches.

This Plan will support progress towards the three ambitions set out in *Bold Steps for Kent*, particularly those under the ambition of "Tackling Disadvantage". These include:

- the anticipated integration of YOS with the Youth Service "to better target Youth Service provision at those young people at risk of falling into offending behaviour"
- preventing disengagement from education and learning, including the take up of opportunities created by apprenticeships (YOS has 20 places), to enable children and young people known to the Service to fulfil their potential
- achieve greater integration of services with partners to improve outcomes and better value for money by contributing to targeted interventions with vulnerable families via:
- the Youth Inclusion Support Panels, the preventative arm of the Service
- supporting public protection arrangements as one of the Services with "a duty to co-operate" with MAPPA
- promote the welfare of children and young people by having effective safeguarding arrangements that include joint working with Specialist Children's Services and with Housing Authorities – an important target population will be Looked After Children who are disproportionately represented within the youth justice system in the county
- complementary to the work of the YISPs will be initiatives such as 'Triage' and 'Restorative Resolutions', undertaken in partnership with Kent Police. These will enable both the diversion of children and young people from the YJS and their signposting to services addressing the risks and needs associated with their offending behaviour

- specialist interventions that specifically target the higher risk (of re-offending / serious harm to others / both) will continue to be available. These will include:
 - the Intensive Supervision and Surveillance programme which offers Courts an alternative to a custodial sentence for those amongst the youth offending population whose offending is either more persistent or more serious or both – this is provided in partnership with the Medway Youth Offending Team
 - the Integrated Resettlement Service which works alongside case managers in the operational teams to assist young people leaving custody to develop a stake in their local communities and so reduce the risk of them re-offending
 - joint working with the Police led Integrated Offender Management Units to target the Deter Young Offender population, those young people who have established offending histories and who have been assessed as very likely to re-offend
 - support, provided by seconded Education staff, for those of statutory school age known to the Service with a view to maintaining them in full time education
 - a range of initiatives (e.g. New Skills, New Lives and apprenticeships) provided in partnership with the Connexions Service to engage 16 & 17 year olds in education, training and employment to ensure the numbers who are NEET is kept to a minimum

Continued focus will be on:

- the accommodation of 16 / 17 year olds in partnership with Specialist Children's Services, Local Housing Authorities and Supporting People to ensure their needs and welfare are effectively safeguarded
- the provision of community based remand services with the objective to reduce the number entering the Secure Estate.

When compared to current provision the changes to youth justice services planned during 2011/12 will result from either opportunities provided by partners or from decisions to alter the means of service delivery. These will include joint work with Kent Police to expand:

- "Triage" – closer involvement by YOS staff in Police decision making to enable diversion from the youth justice system of children and young people coming to their attention
- The use of restorative processes as a means of responding to children and young people receiving Police determined pre Court decisions (e.g. Reprimands and Final Warnings)

It will also include:

- Engaging youth workers in the delivery of youth justice interventions – this will include the involvement of the youth worker based at Cookham Wood YOI in planning by case managers and the Integrated Resettlement Co-ordinators for young people leaving custody to facilitate access to youth service provision where relevant.
- The operational Teams within YOS having a greater responsibility for the delivery of parenting interventions. Access to District based parenting services will be central to this change in strategy
- Maintaining commitment to the use and development of volunteers and the diversification of their role into areas such as mentoring.

In addition, the Service will also undergo an inspection led by HM inspectorate of Probation from 11th-15th April 2011, as part of a rolling three year programme for all YOTs nationally.

2. RISK ANALYSIS AND BUSINESS CONTINUITY

The business objectives set out in this plan 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. A risk plan has been developed as necessary.

It is anticipated that during 2011/12 there will be a reduction in the resource base of both the Service and that of key partners which may impact on the capacity of the Youth Offending Service to meet the demands for youth justice provision made by both the Police and the Courts. National Youth Justice Board grant funding for 2011/12 is likely to reduce by between 10% and 12.5%. This is significant given that the grants from the Board represent about a 30% share of the overall income received by the Service.

National research indicates a correlation between a downturn in the economy and an increase in the level of crime and of the numbers of those who become at risk of offending. The number of young people entering the youth justice system in Kent has reduced in recent years. To mitigate the risk of referrals rising in 2011/12 the following actions are designed to complement YOS resources and so increase the reach of the Service:

- the expansion of the 'Triage' arrangements with Kent Police which will assist the diversion of children and young people from the youth justice system so reducing demand for assessments and interventions from YOS
- joint work with the Police led Integrated Offender Management Units in targeting those young offenders assessed as presenting a higher risk of re-offending / serious harm to others / both
- the maintaining of YISPs – particularly in those Districts where the demand is high. The Prevention Grant from the Youth Justice Board will be supplemented by funding for Positive Activities for Young People (PAYP) and this may enable the staff retained to support the delivery of interventions to those children & young people in the early stages of the youth justice system
- maintenance of frontline posts (i.e. those responsible for case managing children and young people) in each of the operational Teams
- the proposed collaboration with the Youth Service in the delivery of interventions at the pre Court and First Tier stages of the youth justice system and in enabling YOS case managers to base themselves for part of the week in Youth Centres so making them more accessible for their caseload
- diversifying the role of the volunteer within the Youth Offending Service to enable them to support, via for example acting as Mentors, the delivery of statutory interventions
- maximising where appropriate to individual cases the use of Attendance Centres where programmes are provided at no cost to YOS
- improving access to parenting programmes provided in each of the Districts to support both Court ordered and voluntary interventions with parents of children & young people both at risk of offending and already offending
- develop a group work programme which should assist case managers in meeting the required levels of contact with individual children and young people as per national Standards 2009
- seeking external funding through the Youth In Focus stream of the Big Lottery fund which is designed to enhance the capacity to support young people returning from custody to the community – the result of the bid will be known in May 2011
- the introduction of an automated process for uploading Police data into the YOS case management system so providing once fully established a significant saving in administrative staff time

The business objectives set out in this plan will continue to be monitored quarterly to ensure they are being delivered.

Business Continuity - YOS has reviewed its activities for the development of a Business Continuity plan for the Service and has determined that the high priority areas with “no tolerable period of disruption” for the following critical functions:

- Share information with partner agencies in regards to service or person specific information
- Support CareWorks, the YOS electronic case management system to enable records to be maintained so supporting effective information sharing
- Provide administrative support to critical functions
- Support the Referral Order process
- Support Court hearings
- Court Duty cover for both Kent and Medway at Occasional Courts on Saturdays and public holidays
- provide Court reports in advance of a hearing
- prepare Court reports on the day of the hearing
- provide Remand Management Service
- Manage high risk children:
 - engaging with partners in the scheme for Deter Young Offenders (DYO)
 - deliver interventions assessed as high risk including Intensive Supervision Surveillance
 - provide support for young people coming out of custody
- Support access to suitable emergency accommodation for young people
- Identify the health needs of young people and to refer them to appropriate services

YOS is finalising a Business Continuity Plan which is to be tested and signed off by 31/03/10.

3. BUDGET PROFILE SUMMARY

Portfolio Revenue Budget							
2010/11 Approved			2011/12				
Net Cost £000s	Portfolio	Service	Gross Exp. £000s	Service Income £000s	Net Expen diture £000s	Govt. Grants £000s	Net Cost £000s
3,745	CMY	Youth Offending Service	6,604	-3,012	3,592	0	3,592

4. PLANNED ACTIVITY (BOTH CORE BUSINESS AND NEW PROJECTS)

The targets, activity and projects set out in the tables below will be used formally to track the business plan at mid-term and end of year monitoring as part of the KCC 'Core Monitoring' process.

Core Services and Forecast Activity Levels

Service Area	Forecast Activity Level
<p>Prevention</p> <p>Working with the Youth Inclusion Support Panels to assist the prevention of offending by children and young people referred by either Children's Services, schools or the District based Anti Social Behaviour Teams. Staff will work either independently or as part of a Team Around the Child</p>	<p>children & young people – based on 30 per YISP per year</p>
<p>The assessment of children and young people notified to the Service by both the Police and the Courts</p> <p>National Standards for Youth Justice (2009) require case managers to complete the Core Profile ASSET and where risk is indicated a Risk of Serious Harm ASSET – the assessment outcomes then inform the intervention planning process – including Risk & Vulnerability Management Plans</p> <p>An average of 3 assessments and planning processes are undertaken pre and post a statutory disposal being imposed and one per Final Warning (NB in many Final Warning cases YOS activity is restricted to screening)</p> <p>Between October 2009 and September 2010 1488 Court disposals were imposed requiring a YOS intervention and the Police imposed 659 Final Warnings</p> <p>Total number of assessments</p>	<p>1416 x 3 = 4248 659 Final Warnings</p> <p>4907</p>
<p>Court Services</p> <p>Providing staff for duty at scheduled Youth Courts (will involve between 2 & 4 staff for any Court)</p> <p>Providing a member of staff when a young person is appearing before an Adult Court – each Team can expect to provide such cover on average once per week at each of the 7 Courts</p> <p>Total Court sessions to be attended</p>	<p>364 scheduled Youth Courts 7 x 52 = 364 unscheduled Court Duties + 58 Occasional Courts (Saturdays and Public Holidays)</p> <p>786</p>
<p>Report Preparation</p> <p>Preparing reports based on those assessments for the Police, Youth Panels (Referral Orders) and the Courts to advise on the most appropriate response to the offending behaviour:</p> <p>Police for Final Warning purposes (estimate 120 reports prepared for Kent Police)</p>	<p>120</p>

Service Area	Forecast Activity Level
<p>Youth Offender Panels / Referral Orders (average of 3 per Order, initial / review / end) – 632 Referral Orders were made between October 2009 and September 2010</p> <p>Pre Sentence Reports (2009.10)</p> <p>Total number of reports per year</p>	<p>1896</p> <p>686</p> <p>2702</p>
<p>Remand management services (remand is the period between the first hearing at Court and sentence)</p> <p>These include (data used is for the period October 2009 – September 2010):</p> <ul style="list-style-type: none"> • Bail Support & Supervision (National Standards require a minimum of 3 contacts per week) – average length = 4 weeks • Remand to Local Authority Accommodation – placements in the community (foster / residential, with 1 contact per week) – average length = 3 weeks • Court Ordered Secure Orders (a third of the costs of the placement within a Secure Establishment and 100% of the costs of the required escorts, contacts 2 per 4 weeks) – average length = 4 weeks • Remands in Custody (contact 2 per 4 weeks) – average length = 4 weeks <p>Each of the above remand decisions requires contact between either a YOS case manager or a Catch 22 Bail Support Co-ordinator / Worker – the frequency varies between the different types of remand decision.</p> <p>Total remand activity / number of contacts</p>	<p>12 contacts x 133 BSS = 1596</p> <p>9 x 16 = 144</p> <p>2 x 41 = 82</p> <p>2 x 150 = 300</p> <p>2122 contacts</p>
<p>Community based penalties – statutory supervision (NB levels of contact determined by assessment outcome, the Scaled Approach and National Standards for Youth Justice 2009)</p> <p>Referral Orders & Reparation Orders (First Tier)</p> <p>Community Penalties / Youth Rehabilitation Orders (NB includes approximately 90 young people subject to Intensive Supervision & Surveillance but not those undertaking only Unpaid Work as supervised by Kent Probation)</p> <p>Total community based supervision requirement</p>	<p>Number of Orders imposed between October 2009 & September 2010</p> <p>632 & 54 = 686</p> <p>536</p> <p>1222</p>
<p>Custody – through care and resettlement -</p>	<p>116 custodial sentences (approx 80 young people)</p>
<p>Parenting Interventions – these are to be provided by YOS on both a statutory and voluntary basis with the intention being to access in each of the Districts the parenting programmes being provided by Children’s Services</p>	<p>Approx 50 Parenting Orders p.a. 150 progs on a voluntary basis</p>

Commissioned Services (NB Remand Management include above)	
<p>Appropriate Adult Service – provided by the Young Lives Foundation. The Police & Criminal Evidence Act 1984 requires an Appropriate Adult to be present when a young person between 10 – 16 years inclusive is interviewed by the Police. Their role is to act an impartial guardian of the procedure to ensure fairness. In most instances this role is undertaken by a parent / carer but when neither is available to attend the Young Lives Foundation provide a volunteer.</p>	<p>1,500 (estimate)</p>
<p>Mediation Services x 3 (NB the current agreements with the three Mediation Services are subject to review and possibly amendment)</p> <p>Victim Liaison Officers x 6 – contact with victims of youth crime. Each Mediation Service is contracted to employ two VLOs. Contact is established with victims to obtain information from them about the impact of the offending behaviour on them (for Panel and Court Reports) and to offer the opportunity for their participation in restorative processes such as Youth Offender Panels and mediation.</p>	<p>150 mediation cases as per the Service Level Agreement (NB only a minority will reach face to face mediation)</p> <p>The frequency of contacts with both victims and children / young people is increasing as the focus of the role changes.</p>
<p>Young People’s Substance Misuse Service – YOS, via KDAAT, commissions KCA to provide 4 Named Drugs Workers to whom YOS practitioners refer in line with assessment outcomes for further assessment and possible treatment</p>	<p>Responsive to identified need</p>

New Projects, Developments and Key Actions

The Corporate Director is authorised to negotiate, settle the terms of, and enter the following agreements/projects:

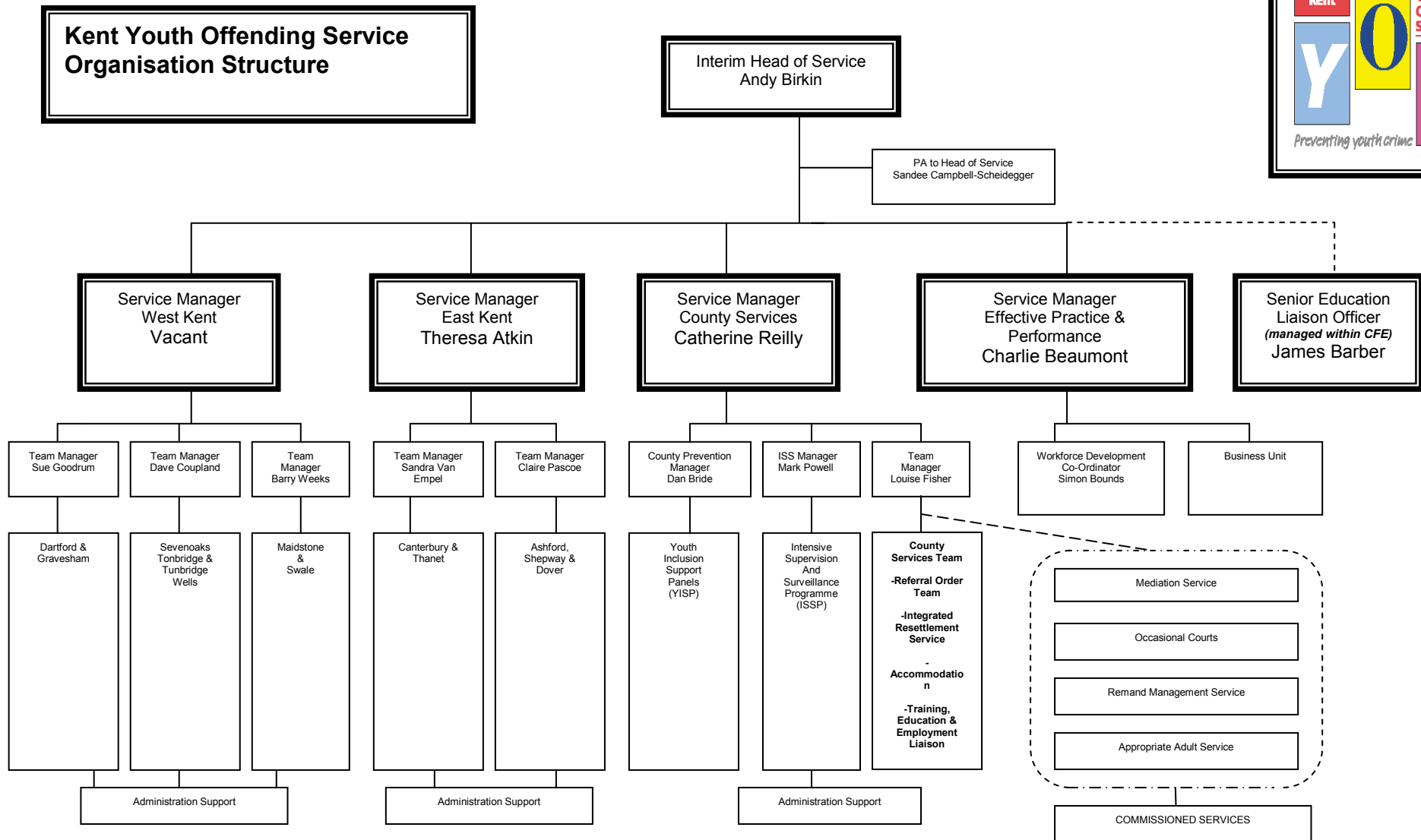
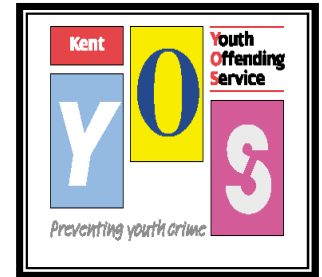
Project/ development/key action	a/c manager	Link to Corporate/Directo rate Target	Deliverables or outcomes planned for 2011/12	Target dates
HMiP Inspection	Andy Birkin		-Inspection complete and improvement plan developed	Inspection 11-15 April Improvement Plan July 11
Speech and Language – the introduction of a screening process which informs case managers how best to communicate with individual children	James Barber & Charlie Beaumont	Bold Steps for Kent – Tackling Disadvantage	-a revised pilot with a second Team in YOS -the outcomes from the screening is helping to inform the approach to be adopted for the style of intervention. -the screening is embedded as routine within the overall assessment process.	December 2011 – ability to evaluate the impact of the change in practice
Learning Styles Questionnaire (LSQ) – this capacity is an expectation of YOTs so that case managers understand how individual children and young people learn – this is intended to ensure that children and young people learn from an intervention	Jane Barber & Charlie Beaumont	Bold Steps for Kent – Tackling Disadvantage – improving engagement in education	-all case managers in the Service are using the Questionnaire recently launched -there is an awareness of the learning styles of young people on the YOS caseload -there is evidence that this awareness has informed the approach to the delivery of interventions alongside that of the knowledge of any speech, language and communication needs the child / young person has	December 2011 – able to identify routine usage and recording of the LSQ
New Skills, New Lives – creating opportunities for young people	Catherine Reilly	Bold Steps for Kent – Tackling Disadvantage - Growing the Kent Economy	-young people on Intensive Supervision & Surveillance / post custody interventions have access to apprenticeships -young people settle into their apprenticeships and do not re-offend	March 2012
Deter Young Offender Cohort – more effective joint working between YOS and Kent Police with the more prolific young offender	Catherine Reilly	Bold Steps for Kent – Tackling Disadvantage	-evidence of effective targeting by YOS and the Offender Management Unit in each Police Area (BCU) of young people assessed as presenting a high risk of re-offending -reduced incidence of the breach of Statutory interventions by the DYO population and to promoting service opportunities which match their needs -re-offending rate for the 2010 cohort of DYO is lower than	March 2012

Project/ development/key action	a/c manager	Link to Corporate/Directo rate Target	Deliverables or outcomes planned for 2011/12	Target dates
			that recorded for the 2009 cohort	
The Triage methodology – joint development with Kent Police to support diversion of children and young people from the YJS	Andy Birkin,	Bold Steps for Kent – Tackling Disadvantage	-there will be an increase in YOS staff dedicated to working within the Triage approach -evidence that Police decision making is utilising the Triage process -numbers of children and young people diverted from the YJS continues to increase	March 2012
Automatic uploading of Police data on to the YOS case management system	Charlie Beaumont & Rob Underwood		-process is implemented -data quality reaches the required level of accuracy -administrative staff time is saved	July 2011
Restructuring of the Service	Andy Birkin	Bold Steps for Kent – Tackling Disadvantage	-the three new operational Teams will be established to replace the existing five -the new management arrangements at Service Manager and Team Manager levels are complete -the merger with the Youth Service has been initiated and YOS have improved access to Youth Service resources to support interventions with children and young people	March 2012
Support delivery of KCC Equality & Diversity Strategy	Head of Service	KCC Equality Strategy	-implement service-specific actions -progress monitored	March 2012 Oct 2011
Environmental Performance & Climate Change adaptation: Support delivery of Kent Environment Strategy	Head of Service	Kent Environment Strategy	-implement service specific actions to support delivery of the Kent Environment Strategy -progress monitored	March 2012 Oct 2011

In line with financial regulations, any capital projects on this list will be subject to a prior "gateway review" by the Project Advisory Group and in consultation with the Leader

Risk Registers for major projects are maintained. These are available on request.

5. STAFFING PROFILE (as at Feb 2011)



Staffing

	2010/11	2011/12 (as at 1 st April 2011)
Grade KR 13 (or equivalent) and above	5.0	5.0
Grade KR 12 (or equivalent) and below	119.5	118.15
TOTAL	124.5	123.15
Of the above total, the estimated FTE which are externally funded	18.0	21.6

6. KEY PERFORMANCE AND/OR ACTIVITY INFORMATION

The data included in this table is based on the financial year.

Performance or Activity Indicator	Links to strategic priorities	Actual 2009/10	Benchmark Data (where available)	Estimate Fin Yr 2010/11	Target or Forecast Fin Yr 2011/12
Number of first time entrants to the youth justice system. (Total no. & number per 100,000 10-17 year olds)	Bold Steps for Kent	2,075 (1420 per 100,000)	National 1,170 per 100,000	1,600* (1,092 per 100,000)	1,500* (1,024 per 100,000)
Re-offending rate (%)	Bold Steps for Kent	27.7% (2009 cohort)	N/A – local target	28.0%	27.0%
Custodial sentences as a proportion of all convictions (lower is better)	Bold Steps for Kent	3.6%	National – 5.5%	5.0%	3.5%
Engaging children & young people known to YOS in education, training & employment.	Bold Steps for Kent	73.0%	National – 73.3%	75.0%	80.0%
Engaging young people of statutory school age known to YOS in education, training and employment	Bold Steps for Kent	75.0%	N/A – local target	67.0%	75.0%
Engaging young people post statutory school age known to YOS in education, training & employment	Bold Steps for Kent	71.3%	N/A – local target	75.0%	75.0%
Ensuring young people are in suitable accommodation.	Bold Steps for Kent	89.8%	National – 96.4%	85.0%	90.0%
Ensuring young people <i>returning to the community from custody</i> are in suitable accommodation	Bold Steps for Kent	80.6%	N/A – local target	80.0%	90.0%
% Remand episode decisions recorded as court-ordered secure remand or remand in custody	Bold Steps for Kent	12.6%	N/A – local target	10.0%	9.0%

* based on mid-year 2009 population estimates from Ministry of Justice