

## **THE YOUTH JUSTICE PLAN 2014-15**

### **1. Introduction**

Nottinghamshire Youth Justice Service is made up of three multi- agency locality Youth Offending Teams, a county wide Operational Support Team and a county wide Outreach and Open Access team, providing detached youth work in areas of high crime and deprivation. The service meets all of the statutory requirements of a Youth Offending Team as set out in the Crime and Disorder Act 1998 and includes seconded staff from Police, Probation, Health, and Futures. In addition to comprising multi-agency teams, the service commissions partners to help it deliver key statutory functions from the voluntary and private sectors (Remedi UK and The Appropriate Adult Service). The key aims of the youth justice service are to:

- reduce the number of young people entering the criminal justice system;
- reduce the frequency and rate of reoffending by children and young people who are already within the youth justice system; and
- keep the number of young people experiencing custody – either on remand or as a sentence of the court - to a minimum.

In working towards these local and national targets, the Youth Justice Service does not lose sight of the child at the centre of what we do and will work with the child and their family to seek the best outcomes for the child or young person. As this plan seeks to set out improving life outcomes for the child or young person with whom we work is the driving factor behind the work we do. Working with other teams, departments and partners is a key to ensuring that the best outcomes are secured for children and young people. It is clear that key stable factors that many take for granted, such as stable and suitable accommodation, positive and enduring personal relationships, full participation in education training or employment, feeling safe, secure and loved and a healthy lifestyle free from substances drastically improve a child's ability to integrate successfully into society and lead a law abiding and productive life as an adult. No one agency has the resources or expertise to achieve these outcomes alone. It is therefore vital that we work with partners to ensure that every child with whom we work have the opportunities to achieve these outcomes regardless of their place within the criminal justice system - as a child on the cusp of offending or a young person in youth detention accommodation with numerous offences. In adopting this approach the case manager will work with the child with the issues and strengths that they present to identify strategies to build upon their strengths and to reduce their issues in a manner appropriate to that individual child.

Whilst we seek to keep the child or young person safe and free from harm and will work to improve outcomes for the young person, we cannot forget that the young person has offended and has caused harm to individuals and communities through their actions. Keeping individual victims and the public safe will therefore always remain an equal priority of our work. Ensuring that victims have a voice and feel listened to is an important aspect of our work and for that reason we commission an independent organisation (Remedi UK) to deliver a service to victims and to support them in explaining the impact that a young person's offence has had upon them to the young person and suggesting suitable reparatory activities where appropriate. Challenging the young person with the reality of the impact of their offence upon an

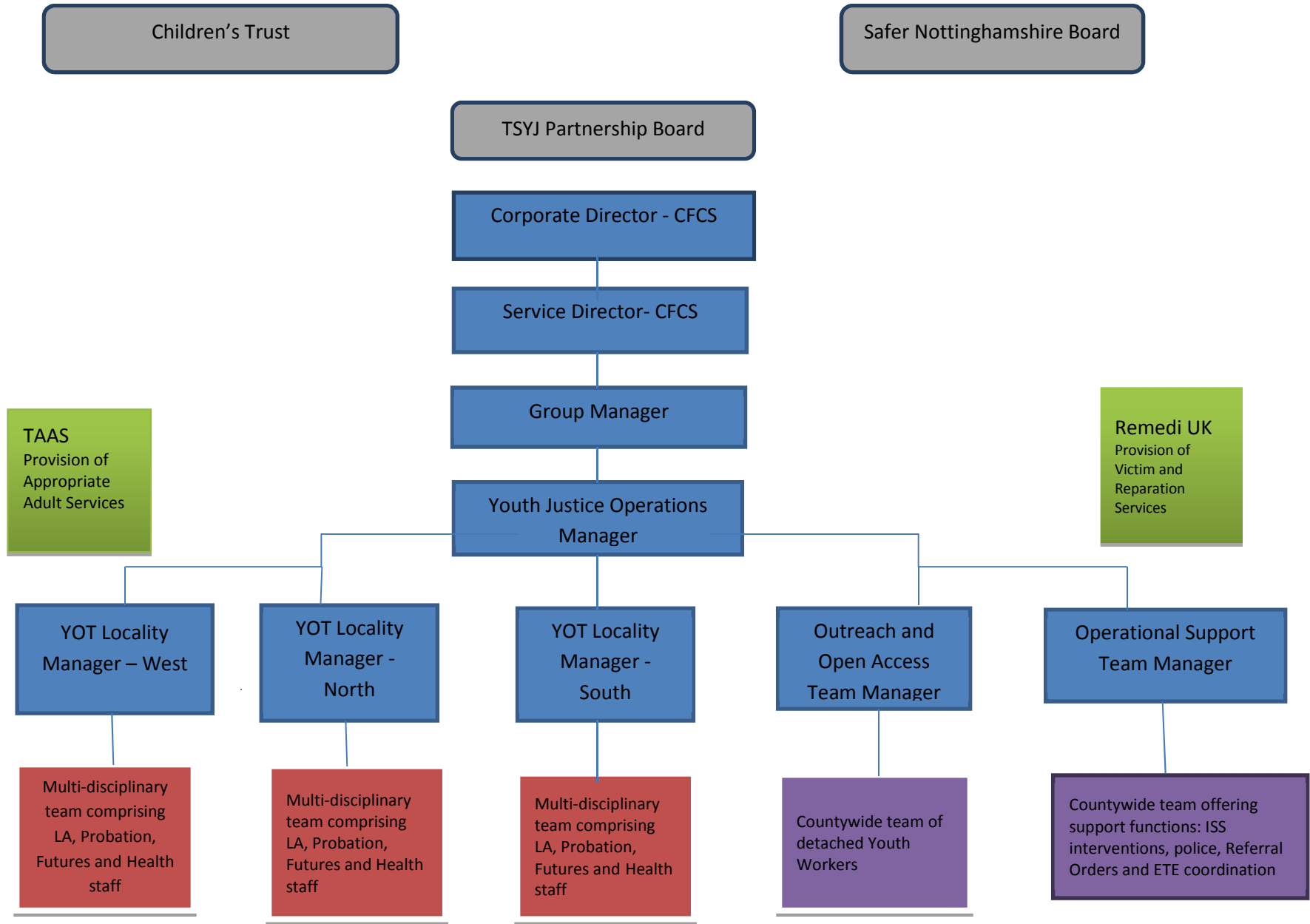
individual victim in a supportive environment can be a very powerful way to address their offending behaviour and provides the victim with a voice and a stake in the justice system.

## **2. Governance and Structure**

Nottinghamshire Youth Justice Service, along with its sister service Targeted Support sits within the Local Authority's Children's, Families and Cultural Services department. Line Management of the service flows up through the department to the Corporate Director for Children's, Families and Cultural Services. The activities of the Youth Justice Service are monitored and directed by the Targeted Support and Youth Justice Service Partnership Board, which is chaired by the Corporate Director for Children's, Families and Cultural Services. All key partners are represented at a senior level at the board (Appendix A). The Partnership Board reports to both the Children's Trust (which feeds into the Health and Wellbeing Board) and the Safer Nottinghamshire Board.

The Youth Justice Service is made up of three core YOT locality teams, covering the assessment and case management of young people involved in the criminal justice system or on the cusp of offending, one countywide Operational Support team, which provides interventions and support for the locality teams and a county wide Outreach and Open Access team providing assertive outreach to children and young people in areas of high crime and deprivation. Prior to April 2013 the crime prevention and outreach functions were held by an Operations Manager who sat outside of the Youth Justice Service but within the wider Targeted Support and Youth Justice Service. Following a service restructure, both functions moved over to the Youth Justice Operations Manager, with the crime prevention functions being embedded within the YOT locality teams and the Outreach and Open Access team remaining a discrete countywide team. The last year has seen a 'bedding in' of crime prevention functions within the YOT locality teams and the holding of a wider generic caseload being held by Case Managers, meaning that all youth justice functions, from preventing crime or anti-social behaviour to working with young people as part of court ordered sentences, falls within the relevant YOT locality team. The coming year will see a further strengthening of this position as case managers become more comfortable with the generic role.

**Governance of the Youth Justice Service**



### 3. Resources and Value for Money

The Youth Justice Service is funded from a variety of funding streams - both direct monetary payments and 'services in kind', such as the provision of seconded staff or delivery of services, such as unpaid work.

**Table 1: Partner Contributions to the Youth Offending Partnership Pooled Budget 2014/15**

<b>Agency</b>	<b>Staffing costs (£)</b>	<b>Payments in kind – revenue (£)</b>	<b>Other delegated funds (£)</b>	<b>Total (£)</b>
<b>Local Authority</b>		<b>2,159,028</b>		<b>215,028</b>
<b>Police Service</b>	<b>78,000</b>	<b>84,304</b>		<b>318,304</b>
<b>Police and Crime Commissioner</b>		<b>156,000</b>		
<b>National Probation Service</b>	<b>125,000</b>	<b>91,772</b>		
<b>Clinical Commissioning Group</b>		<b>173,000</b>		<b>173,000</b>
<b>YJB Good Practice Grant</b>		<b>1,211,469</b>		
<b>YJB Restorative Justice and Unpaid Work Grants</b>		<b>44,141</b>		
<b>Total</b>	<b>203,000</b>	<b>3,919,714</b>		<b>706,332</b>

When looking at comparable spend per head of 10-17 population, Nottinghamshire spends 25% more than other similar areas<sup>1</sup>. It should, however, be noted that this does not allow comparison of deprivation and does not take into account performance. Equally not all areas have retained their crime prevention functions or may have incorporated these into their targeted youth support services. When comparing targeted youth support services as a whole, Nottinghamshire spends 29% less than the comparable areas.

<sup>1</sup> Similar areas are Derbyshire, Staffordshire, Lancashire, Cumbria, Northamptonshire, Swindon, Kent, Dudley, Wigan and Lincolnshire

All senior partnership representatives at the Targeted Support and Youth Justice Service Partnership Board value the contribution that the Youth Justice Service makes to reducing crime and anti-social behaviour and are committed to maintaining funding and resourcing for the foreseeable future. Given the level of commitment to the service by the local authority and its partners, the Youth Justice Service is fortunate to be sufficiently resourced to carry out its functions - a fact acknowledged in a recent Peer Review.

The Youth Justice Service also commissions services to ensure effective delivery against its obligations. Appropriate adult services have recently been re-commissioned and have been secured at a minimal increase on the previous 4 years - 1.4% increase on the hourly rate provided under the previous 4 years. Discussions are ongoing to increase the effectiveness of the contract by extending the provision to include triage assessments and encouragement to engage with crime prevention services.

The Youth Justice Service also commissions Remedi UK to deliver its victim and reparation services. The re-commissioning of the service allowed a reduction in the contract price compared to the previous five years and introduced an incentivised payment schedule to key elements of the contract to ensure continuous improvement against key targets. Further work to look at development of the contract and improve outcomes for victims, such as improved ways to engage with victims to allow them alternative methods to have a voice within the youth justice system will be considered this year.

In addition to the above, the Substance Misuse contract is in the process of being re-tendered with an anticipated implementation date of October 2014. The new contract will see low level substance misuse issues, requiring information giving and motivational techniques being performed by Youth Justice Service Case Managers, who have the skills to address such low level behaviour, with the new provider dealing exclusively with those children and young people with more problematic substance misuse issues, or as part of a court ordered intervention.

#### **4. Partnership Arrangements**

As well as working closely with partners operationally to deliver its key objectives, the Youth Justice Service engages with partners at a strategic level to ensure that youth issues are represented within Nottinghamshire priorities. The Children's, Families and Cultural Services Service Director sits on the Safer Nottinghamshire Board and is the 'Youth Issues' champion. The Youth Justice Service is represented by the Group Manager on the following boards:

- Local Criminal Justice Board
- Reducing Reoffending Board
- Nottinghamshire Safeguarding Children's Board
- Safer Nottinghamshire Board Performance Group
- Multi-Agency Public Protection Arrangements Senior Management Board (during 2014/15 representation will move to the YJ Operations Manager)

In addition to standing representation, the Youth Justice Service engages with local partners around key crime priorities as these develop. As a result the Youth Justice Service is currently working with local partners around the key priorities of reducing violence and burglary and is represented at either Group Manager or Operations Manager level on the violence and burglary gold groups.

The Youth Justice Service works very closely with the local Supporting Families teams (under the Troubled Families agenda). Management of those teams falls to the Supporting Families Operations Manager who is in turn supervised by the Targeted Support and Youth Justice Service Group Manager. This means that the Supporting Families teams sit within the wider Targeted Support and Youth Justice Service umbrella of services. Where the Youth Justice Service is already engaged with a young person who is eligible for support under the Troubled Families Criteria, the Youth Justice Service will remain the lead professional and co-ordinate the work and activities for that child. Close links are maintained with the locality supporting families' team to ensure that appropriate support is in place for the wider family and access to further resources should this be necessary.

Numbers of young people remanded to youth detention accommodation is at its lowest level within Nottinghamshire and has remained static for the last two years. Whilst it is low, Nottinghamshire Youth Justice Service is keen to keep the number of young people in secure remand to as few as possible. It has therefore worked with Nottinghamshire Children's Social Care, Nottingham City and Derby City on a six month remand fostering pilot, which sees experienced foster carers on retainer to take those young people who are at a high risk of remand to youth detention accommodation. Although Nottinghamshire will withdraw from the scheme at the end of the six month pilot, lessons learnt from this will be considered as to how best to target this risky cohort of young people going forward.

In order to keep a focus on reducing the number of young people entering the criminal justice service in the first place, the Youth Justice Service is working with key partners – Police and Community Safety teams to identify appropriate young people for crime prevention activities. Whilst there are close working relationships in the form of joint working with the police via substance misuse workshops (which sees young people caught in possession of cannabis or committing alcohol related anti-social behaviour diverted from the criminal justice system to the workshop for information and guidance) and the local youth crime panels to agree an appropriate out of court disposal for children and young people, these relationships will be further strengthened by the co-location of Youth Justice Service case managers in police stations and community safety hubs. It is hoped that co-location will strengthen an understanding of roles, highlight appropriate cases for intervention and target resources where they are most needed.

As well as working with statutory partners, the Youth Justice Service is keen to work with voluntary or private sector organisations. As well as commissioning TAAS and Remedi to deliver against key performance objectives the Youth Justice Service has also commissioned two Junior Youth Inclusion Projects in the Manton and Coxmoor areas of Nottinghamshire, using money from Public Health. These projects are run by Barnardo's and will provide diversionary out of school activities for 8-12 year olds

who are most at risk of exclusion from school, truanting or at risk of anti-social behaviour or crime. These projects will run until September 2015.

The Targeted Support and Youth Justice Service benefits from a Homelessness team – a team of dedicated workers who offer advice and assistance with homelessness or risk of homelessness. This team also holds a countywide waiting list for access to supported accommodation via contracted arrangements. The Youth Justice Service is able to refer 16 and 17 year olds who find themselves homeless or at risk of homelessness to the team. The young person will be allocated a Homelessness Case Manager who will work with them on issues of homelessness and will work alongside other keyworker's plans to enable the young person to have a secure base. The team also support the referral to Children's Social Care where this is either dictated by circumstances (street homeless) or requested by the young person, and will support the young person in navigating this system. This intervention is primarily aimed at mediation and return to family where it is safe to do so. Where return is not the best option, then consideration of alternative supported accommodation is taken. For those aged 18-21 years the team will accept the assessment used for referral and send this out to supported accommodation providers via the waiting list system. For those young people in this age group with additional complexities or vulnerabilities there is some additional support. The aim is for young people to have a dedicated worker to support them in finding a stable home in order that they can engage meaningfully with plans in place to address other areas of need.

Meaningful full time engagement in education, training and employment remains one of the most significant protective factors to reduce re-offending for young people. Nottinghamshire Youth Justice Service acknowledges this and ensures that all young people who are supervised on statutory court orders have equal and equitable access to information, advice and guidance. Qualified specialist advisers (seconded from Futures) provide assessment, planning and supervision support if they are not in receipt of full time education, training or employment when they are sentenced through Her Majesty's Court Service. Where a young people engaging with the Youth Justice Service as part of a voluntary intervention requires support accessing full time education, training or employment, a referral will be made to qualified specialist advisers (seconded from Futures) within the Targeted Support team.

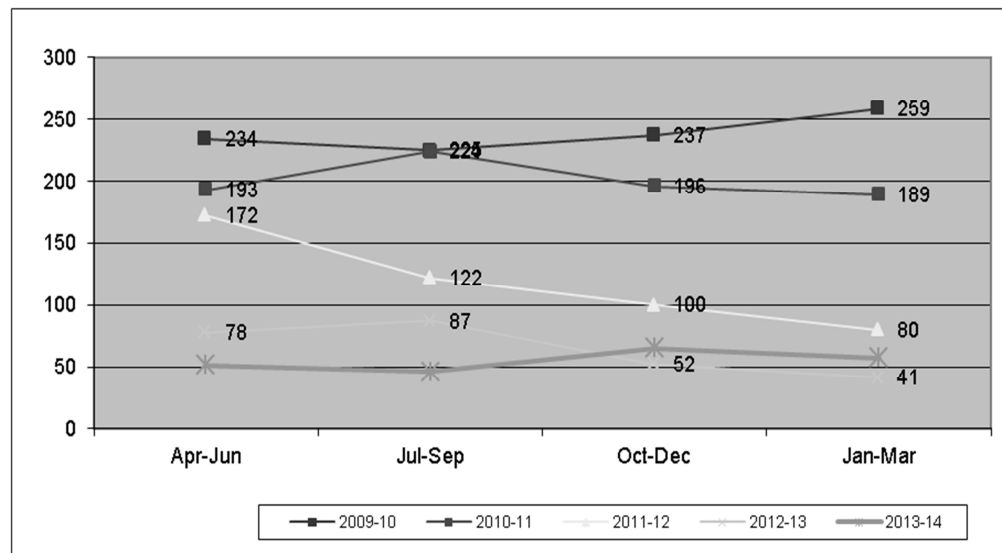
As the offending population has decreased through the reduction in first time entrants, those young people who remain have increasingly complex relationships with schools, colleges and all other education providers. This, along with the changing nature of education and training nationally, means that a different local response to the individual needs of young people in the youth justice system is required. As a result the Education, Training and Employment team now provide a much more bespoke response and brokerage service to youth justice practitioners, young people and their families. With the recent introduction of the Targeted Support and Youth Justice Service *Seven Guiding Principles of Education and Training*, the team's policy, procedures and practice are now closely aligned to the wider County Council's *Closing the Gaps Strategy*, and *Children Missing Education Policy*.

The Education, Training and Employment team also recognise partnership working as integral to increasing opportunities for young people. By developing communication, not only with a variety of different education providers in the community, but also with colleagues from across the East Midlands region (including custodial establishments), transition arrangements can be planned and implemented. The team also provide a value-added element through projects which include: coordination of intensive mentoring to increase attendance in alternative provision; access to one to one literacy catch up with the Rapid English programme; development of European Social Fund funded transition project REACH for young people transferring to Probation services, and, expert advice on the Rehabilitation of Offenders Act and related risk assessments.

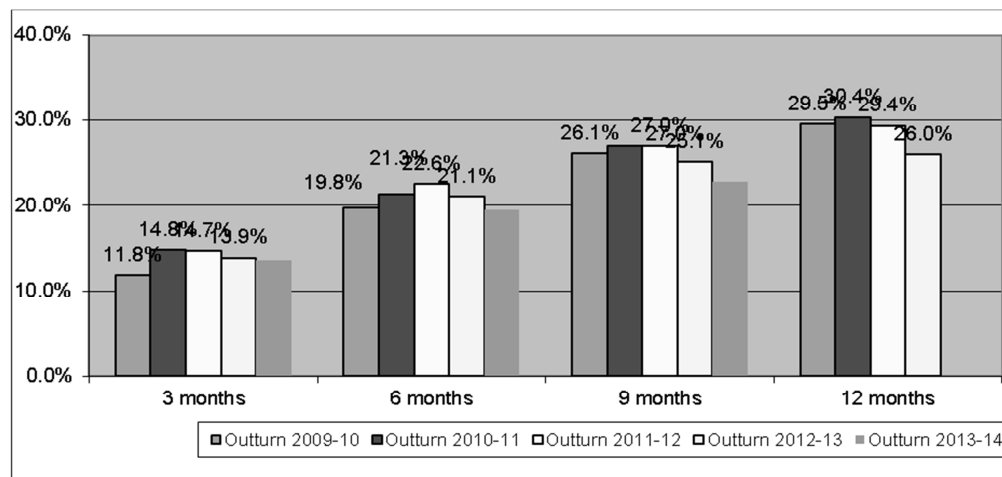
## 5. Performance and risks to future delivery

### Performance 2013/14

#### FTE Rates



#### Re-offending Rates





The graphs and tables above demonstrate the significant reductions that have been made against the number of young people entering the criminal justice system for the first time and, once involved, their likelihood of committing further offences. In addition to the above the rate of young people remanded and/or sentenced to youth detention accommodation has reduced dramatically. During 2013/14, 65% fewer young people experienced a remand to youth detention accommodation and 54% fewer young people were sentenced to youth detention accommodation than in 2010/11.

Whilst performance against national and local targets has been strong and reflects the downwards trend of the last 5 years, it is acknowledged that it is increasingly difficult to continually reduce such a low number. As a result stretching but realistic targets set against national and regional comparator groups have been set and agreed by the Partnership Board. The overriding principle is to keep the numbers of first time entrants, those reoffending and those sentenced to or remanded to Youth Detention Accommodation to an absolute minimum.

Priorities for Nottinghamshire Youth Justice Service for 2014/15 will be:

Performance Measure	Average 2012/13	Notts 2012/13	Notts current local estimate 2013/14	2014/15 target
First Time Entrants: Number per 100,000 of 10-17 population	National: 533  East Mids: 607	547	298	<b>320</b>
Re-offending-Binary (reported 3 months in arrears)	Nat Ave: 35.5%	26%	-	<b>26%</b>
Re-offending – Frequency re-offences per offender (reported 3 months in arrears)	Nat ave: 1.02	0.7		<b>0.7</b>
Custodial Remands Actual numbers (young people)	-	-	15	<b>12 young people</b>
Custodial Sentences Actual numbers (young people)	Nat ave: 0.62 per 1000 youth population	0.32 per 1000 youth population	0.256 per 1000 youth population	<b>0.3 per 1000 youth population</b>  <b>23 young people</b>

In addition to the above targets, work will also focus upon ensuring that all children and young people in contact with the youth justice system are receiving appropriate education, training or employment and work will continue to focus upon challenging any part time timetables or grey exclusions. The following targets have been set for the education, training and employment team:

*Percentage of young people supervised by youth justice system in full time education, training or employment at end of statutory court order.*

	<b>Baseline</b>	<b>2% Target</b>
Pre 16 Cohort	61%	63%
Post 16 Cohort	70%	72%
Total Cohort	67.5%	69.5%

## **6. Risks to performance and service delivery**

Income for the Youth Justice Service has been stable going into 2014/15. However, it is likely that the Youth Justice Service will need to make in year efficiency savings for 2014/15 and will face a reduction in budget going forward to 2015/16 in terms of Local Authority income, Youth Justice Board grants and partnership contributions. Incorporation of crime prevention functions into the YOT locality teams will ensure that these important functions are protected as all staff are confident and competent to work across the offending spectrum, but the Youth Justice Service will also be considering new operating models going forward as a way to increase efficiencies without reducing impact on service delivery to children and young people or stakeholders.

The Youth Service and other voluntary and discretionary services face ongoing reductions in funding streams. Whilst the Youth Service will continue to prioritise areas where there is most need, there remains a risk that there may be an impact on first time entrant figures. It is also likely to increase demands being placed on the Outreach and Open Access team. In order to better manage an anticipated increase in requests, the Outreach and Open Access team has restructured to allow the delivery of more sessions within areas of high crime and deprivation and to allow a greater flexibility to respond quickly where issues of anti-social behaviour or low level crime present.

There has been a reduction in referrals for crime prevention intervention from partner agencies, possibly due practitioner confusion in the wake of an enhanced Early Help offer within Nottinghamshire and a lack of awareness of the crime prevention functions of the Youth Justice Service. Work is therefore underway with partner agencies to understand the barriers to early referral and to increase the number of referrals to the teams. The Youth Justice Service will be working very closely with Police and Community Safety teams, which will be strengthened by working in the co-located 'hubs'.

The Youth Justice Service will be working with the Police, Crown Prosecution Service and Children's Social Care to agree and implement a local protocol regarding the behaviour management of children and young people in care homes to

prevent the criminalisation or further criminalisation of looked after children for behaviour that would not lead to prosecution if they were within a family home.

As with many areas, as the number of young people within the criminal justice system shrinks, those within the Youth Justice Service tend to be young people with more entrenched offending behaviour with complex needs. As a result reducing their offending becomes more challenging. As well as some of the measures already identified, the Youth Justice Service will focus quality assurance activities upon the quality of interventions offered to children and young people to ensure that interventions are relevant, timely and focussed upon individual needs. The Youth Justice Service will also undertake data analysis exercises to attempt to understand reoffending patterns and trends by area with a view to better targeting of resources.

Following the move out of pre 16 Education Training and Employment work to less specialist workers within the Targeted Support Service, the Youth Justice Service saw a drop in the number of pre 16 young people engaged in full time timetables. As research shows meaningful education or employment is an important protective factor, the Youth Justice Service have moved this function back to YOT locality teams in recognition of the specialist skill set that is required in addressing this challenging area of work. This will allow YOT locality teams to adopt a more holistic approach to addressing the needs of young people and will allow a focus on increasing the engagement rate of statutory school aged children with education. Coupled with the use of interventions such as Rapid English to support skills development, it is hoped to impact upon reoffending rates.

The Youth Justice Service will continue to provide individualised packages of Intensive Supervision and Surveillance provision to the court to keep numbers of youth custody and remands to youth detention accommodation low. To ensure that remands made are appropriate, the Youth Justice management team will review every new remand on a monthly basis to identify any trends or barriers to bail and to identify any actions that may need to be taken to keep the numbers of those detained to an absolute minimum. As well as ensuring that no young person inappropriately faces a remand to youth detention accommodation given the likely impact upon emotional health and wellbeing, keeping remands to youth detention accommodation to a minimum is important for Nottinghamshire County Council, given they will bear both the remand costs and the costs associated with the young person being designated a looked after child by virtue of their remand. It is therefore of importance that the Youth Justice Service works closely with Children's Social Care around this agenda.

The new dynamic of Transforming Rehabilitation and the division of cases between the National Probation Service and Community Rehabilitation Companies will necessitate a different way of working when transitioning children and young people into the adult criminal justice system. From June 2014 Unpaid Work will move over to YOTs. This delivery of unpaid work will be undertaken by Remedi UK under the existing contract for reparation services.

## 7. Developing and Improving the Service

Actions to be completed in 2014/15	Person responsible	Timescales
<b>FTEs</b>		
Increase crime prevention referrals into the service via closer working with police, community safety teams and schools;	YJ Ops Manager/ Team	31/03/2015
Redesign a user friendly referral form for crime prevention referrals	YJ Ops Manager	31/08/2014
Identification of case managers to co locate with community safety teams and police staff	Team Managers	
Co-location of case managers in community safety hubs and police stations	Team Managers	
<b>FTEs and Re-offending – Data analysis</b>		
Analyse FTE data on a quarterly basis to understand profiles and hotspots to target resources;	YJ Ops Manager	First analysis by 31/07/2014 then ongoing every quarter
Analyse re-offending data by team to identify profiles, hot spots and team trends;		
Analyse community resolution and Out of Court disposal data to identify profiles and trends;		
Analyse breach data by team to identify profiles and team trends		
<b>Service User evaluations</b>		
Team duty seniors to contact young people at mid and end order point to complete service user evaluation forms;	YJ Ops Manager/ Team	31/03/2015
Team Managers to contact random sample of service users to ascertain views of service and provision;	Managers	
YJ Managers to review trends from service user evaluations on a bi annual basis at YJ management meeting		
Focus quality assurance events on outcomes, quality of intervention and impact of work with young people and develop action plans to address emerging themes	YJ Ops Manager	31/03/2015
Advanced Practitioners to undertake live supervision of case managers in court setting	Team Managers	31/12/2014
Review every remand into youth detention accommodation at monthly youth justice management meetings	YJ Ops Manager / Team Managers	31/03/2015

## 8. Developing the workforce

<b>Activity to be undertaken in 2014/15</b>	<b>Target Group</b>	<b>Timescale</b>
Restorative Justice training for managers	Team Managers	May 2015
Asset plus awareness briefings	All service	March 2015
Developing court skills	All service	March 2015
Development of staff to work across full range of youth justice service cases (crime prevention activity to statutory orders)	All service	March 2015
Completion of 'progression framework' to enable progression of case managers from Band A to Band B	Band A case managers	March 2015
Review of NVQ level 4 provision and subsequent roll out to Youth Justice Service Officers	Youth Justice Service Officers	March 2015

## **Appendix A**

### **Membership of the Targeted Support and Youth Justice Service Partnership Board**

#### **Core Board Members**

Nottinghamshire County Council Corporate Director and DCS (Chair)  
Ch Supt, Nottinghamshire Police (vice Chair)  
Director, National probation Service  
Director, CRCs  
Senior Public Health Manager, Integrated Commissioning Hub  
CFCS Service Director, NCC  
CSC Group Manager  
TSYJ Group Manager NCC  
Chief Executive, Office of the Police Crime Commissioners Office  
Youth Justice Operations Manager  
Partnership Manager, Department of Work and Pensions  
Elected Member (County Council)  
Corporate Director, Gedling Borough Council (on behalf of the district councils)  
Community Safety Manager NCC

#### **Supporting Officers**

Troubled Families Co-ordinator  
Targeted Support Operations Manager

#### **Invited attendees**

NSCB Chair