

<b>Committee:</b> Cabinet	<b>Date:</b> 5 <sup>th</sup> April 2006	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item:</b>
<b>Report of:</b>  <b>Corporate Director:</b> Ian Wilson, Corporate Director Social Services  <b>Originating officer(s):</b> Stuart Johnson Service Manager, Youth Offending Team		<b>Title:</b> Youth Justice Plan 2006 –2007: Key Proposals  <b>Wards Affected:</b> All		

## 1. SUMMARY

- 1.1 This report provides a final draft of the 2006/07 Youth Justice Plan (YJ Plan) for agreement by Cabinet. This is required under the Council's Budget and Policy Framework before consideration by Overview and Scrutiny Committee, final consideration by Cabinet and the Full Council. The Council is required by statute to produce an annual YJ Plan, setting out how youth justice services are to be provided and funded. The Plan is completed to a template provided by the national Youth Justice Board (YJB).
- 1.2 The plan is based around the 16 performance areas against which the Youth Offending Team (YOT) is assessed. In developing the plan we have sought to focus on:
- Local priorities for tackling youth offending; and
  - Areas for improvement as identified through last year's YOT inspection (Appendix C) and benchmarking.
- 1.3 The following documents are attached:
- Appendix A Draft YJ Plan
  - Appendix B Draft YJ Action Plan
  - Appendix C: 2005 YOT Inspection Action Plan Summary

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### Local Government Act, 2000 (Section 97) List of "Background Papers" used in the preparation of this report

Brief description of "back ground papers"	Name and telephone number of holder and address where open to inspection.
Community Plan Year 5 – 2005-06	Alastair King x4981
Strategic Plan 2005-06	Alastair King x4981
Draft Strategic Children's and Young People's Plan	Kevan Collins x4953
Crime and Drugs Reduction Strategy	Olivia McLeod x0764
Youth Justice Plan 2005/07	Stuart Johnson, ext. 1160

## **2. RECOMMENDATIONS**

That:

- 2.1 The draft 2006/2007 Youth Justice Plan, attached at Appendix A, reflecting the Local Area Partnership's priorities for tackling youth offending in Tower Hamlets, be endorsed
- 2.2 The draft 2006/2007 Youth Justice Plan Action Plan, attached at Appendix B, as the basis for improved performance in relation to reducing youth offending in Tower Hamlets, be endorsed.
- 2.3 The 2005 Youth Offending Team Inspection Plan summary attached at Appendix C of this report be noted.

## **3. BACKGROUND**

- 3.1 The YOT is a statutory multi-agency body set up in the Crime and Disorder Act 1998. Its primary aim is to prevent offending by young people, and it has responsibility for the delivery of all sentences imposed by the youth court, as well as preventative and rehabilitative work with young people between the ages of 10 and 17. The YOT has jurisdiction over Tower Hamlets and the City of London and works with between 400 and 550 young people each year. The YOT is part of Crime Reduction Services and comprises 32 staff, including secondees from Social Services, Education, Police, Health, Probation and Connexions.
- 3.2 The work of the YOT is overseen by a cross-agency YOT Management Board. This year, the YOT Management Board has formally become a fully accountable sub-group of the Living Safely CPAG. It has expanded its statutory remit beyond overseeing the direct work of the YOT to looking at the wider agenda of tackling youth offending, involving all areas of the Tower Hamlets Partnership. This widening of scope is reflected in this year's YJ Plan which seeks to align the planned work of the YOT with wider partnership work (including through the Children and Young People's Plan (CYPP) and the Local Area Agreement (LAA)) on local priorities. The Management Board has also sought to ensure that the YOT's priorities are reflected in wider service development, for example the re-tendering of the youth service contracts, and Children's Service's work on parents and families.
- 3.3 The YOT's priorities for action next year have been set following consideration of:
  - Areas for improvement identified by last year's joint inspection of the YOT. This included strengthened performance management, victim and restorative justice work, and equality issues.

- Areas for improvement identified by assessment of performance. This highlights victim work, education, employment and training and over-use of custody (in addition to operational issues identified below).
- Strategic Partnership priorities, in particular the LAA objectives and CYPP priority outcomes; and
- Partnership priorities in tackling youth offending, as identified by Members in the discussion of last year's YJ Plan, and through consultation on the YJ plan with CPAG, the YOT Management Board and more widely with partners, including the third sector, through YOT development sessions.

3.4 Accordingly, the YOT Management Board has identified key priorities for the delivery plan as:

- Early intervention
- Strengthening families with a focus on parenting
- Working with victims
- Supporting partnership action on ASB and the government's Respect agenda
- Tackling disproportionate representation of some ethnic groups in the Youth Justice System – a new objective set this year by the YJB.
- In addition, we will continue to develop the structures for planning, management, delivery and evaluation of work on this agenda to ensure the activity of the YOT is effectively coordinated with other partnership work, particularly around the CYPP. This includes responding to the "localisation agenda": ensuring that services respond to local needs.

3.5 The YJ Plan will contribute to the delivery of the following strategic objectives:

- The CYPP priority outcomes, in particular: Staying Safe, Making a Positive Contribution and Achieving Economic Wellbeing
- LAA priority outcomes, especially those of the Safer Stronger Communities block, in particular Reducing Youth Violence, Tacking ASB and the associated LPSA targets.
- The Community and Strategic Plans
- The Crime and Drugs Reduction Strategy

#### **4. OVERVIEW OF PERFORMANCE**

4.1 In 2005, the YOT was inspected and received a rating of 'satisfactory' with a 'good basis for future development'. A summary of inspection recommendations and action taken is attached below at Annex A. Where work is still outstanding this has been reflected in the YJ Plan.

4.2 The performance of the YOT is measured annually against 20 key performance indicators (KPIs) set by the YJB. The table below gives a summary of:

- YOT performance against KPI targets in 2004/05; and
- The most up-to-date 2005/06 YOT performance data available which is from the first 3 quarters of 2005/06 (to December 2005). This gives performance against KPI targets and a new comparison with YOT family borough areas unavailable in 2004/05

- The 'traffic lights' in this table are allocated by the YJB on a points basis.

- 4.3 The performance table highlights a number of strengths in our performance:
- Indicative figures show that the focus on prevention in last year's plan has paid off, with a reduction of first time entrants to the Youth Justice system of 2.7%, above the national target of 2%
  - 'Scored performance', i.e. the total number of points scored, has increased from 2004/05 to 2005/06 (to date).
  - The number of red indicators has decreased from 2004/05 to 2005/06.
  - The borough's performance is now better than the YOT family average
  - We have significantly improved performance against the parenting indicator and increased victim interventions, both priorities in last years plan.
  - The YOT performance level has been raised from 2 to 3 (of 5), above the family and London rating, and in line with the National average

- 4.4 The table also illustrates the key areas for improvement, which have been addressed in the draft Delivery Plan attached at Appendix B. Specific areas of concern, where 2005/06 KPI results are either red or yellow and below family performance, are as follows:
- Effective early intervention (Final warnings)
  - Use of remand and custodial sentences
  - Engagement of victims (Restorative processes)
  - Timely and effective assessment (Community Asset – Start)
  - Sentence planning (Pre-sentence reports and Detention and Training Order planning)
  - Accommodation

Key Performance Indicator	Preferred Outcome	2004 / 05		05/06 accum to 12/05 *		05/06 accum to 12/05
		LBTH YOT	Target	LBTH YOT	Target	Family
1. Final Warnings	Higher	73.24%	80%	77.4%	80%	84.89%
2. Use of remand	Lower	40.40%	30%	50.63%	38%	51.28%
3. Custodial sentences	Lower	5.56%	6%	7.33%	5%	6.25%
4. Restorative processes	Higher	51.11%	75%	59.68%	75%	88.41%
5. Victim satisfaction	Higher	96.30%	75%	85.71%	75%	94.44%
6. Parenting	Higher	3.55%	10%	19.00%	10%	13.88%
7. Parental satisfaction	Higher	100.00%	75%	100.00%	75%	98.95%
8. Community ASSET - Start	Higher	98.20%	95%	91.11%	95%	94.43%
9. Community ASSET - End	Higher	95.15%	95%	94.95%	95%	96.70%
10. Custodial ASSET - Start	Higher	100.00%	95%	96.30%	95%	98.51%
11. Custodial ASSET - Transfer	Higher	100.00%	95%	100.00%	95%	99.39%
12. Custodial ASSET - End	Higher	100.00%	95%	100.00%	95%	100.00%
13. Pre-Sentence Reports	Higher	74.11%	90%	78.15%	90%	87.48%
14. Detention and Training Order planning	Higher	61.90%	95%	74.07%	95%	86.08%
15. Education, Training and Employment	Higher	76.26%	90%	89.10%	90%	74.88%
16. Accommodation	Higher	88.33%	95%	92.66%	95%	89.97%
17. CAMHS - Acute	Higher	100.00%	95%	100.00%	95%	93.96%
18. CAMHS - Non Acute	Higher	100.00%	95%	100.00%	95%	78.7%
19. Substance Misuse - Assessment	Higher	100.00%	95%	86.05%	85%	88.13%
20. Substance Misuse - Intervention	Higher	100.00%	95%	100.00%	85%	95.72%
Scored KPI performance	Higher	47		58		57
KPI Performance %	Higher	78.3%		77.3%		67.47%
EPQA Performance	Higher	n/a*		82.94%		73.14%
Overall Performance Level	Higher	n/a*		Level 3		Level 2
Overall Performance %	Higher	n/a*		60.41%		56.97%

\*New YJB Performance Framework from 1st April 2005

Key: Red Amber Green

4.5 The YJB sets performance targets for YOTs on an annual basis. The targets set for next year have been reviewed to ensure they reflect our local objectives and in the case of the parenting KPI, a more ambitious target of 20% has been set locally to reflect the priority assigned to this in Tower Hamlets.

## 5. DELIVERY PLAN PROPOSALS FOR COMMENT

5.1 The most important section of the Youth Justice Plan is the Delivery Plan (attached as part of Appendix A). This is required to provide an overview of:

- performance last year; and
- how we will meet the KPI targets set by the YJB for 2006/07

Underpinning the Delivery Plan is a detailed action plan (attached at Appendix B) setting out the activities the partnership will undertake under each of the 16 YJB themes. These were developed by the YOT Management Board in consultation with internal and external partners and stakeholders (through a number of development sessions).

5.2 The action plan includes priority actions for the YOT arising from the Race Audit Action Plan, which sets out activities to meet the new YJB objective to reduce disproportionate representation of ethnic groups in the youth justice system. We

have established a multi-agency Race Audit Action Group which will continue to meet to consider the actions the Police, Courts and Crown Prosecution can take in order to assist the YOT with this objective.

- 5.3 Under each theme, Cabinet is requested to consider whether the proposed activities reflect the partnership's priorities for tackling youth offending and are sufficient to deliver improved performance

## **6. OVERVIEW OF RESOURCING**

- 6.1 It is currently anticipated that all the delivery plan proposals listed above can be catered for within the 2006/07 budget of £1,785,539. However, actions where it is proposed that funding be obtained from the Stronger Communities Fund (SSCF), Borough Command Unit Fund (BCU) or Neighbourhood Renewal Fund, is dependent on the agreement of the Tower Hamlets Partnership.

- 6.2 The 2006/07 budget for the YOT consists of the following:
- |   |            |
|---|------------|
| ▪ Police  | £100,378   |
| ▪ Probation                                       | £40,080    |
| ▪ Social Services                                 | £298,771   |
| ▪ Education                                       | £93,705    |
| ▪ Health  | £59,125    |
| ▪ Local Authority - Chief Executive's Directorate | £493,000   |
| ▪ City of London                                  | £9,000     |
| ▪ Youth Justice Board (YJB)                       | £350,332   |
| ▪ YJB Prevention                                  | £168,220   |
| ▪ Resettlement and Aftercare Programme            | £172,928   |
| ▪ TOTAL:  | £1,785,539 |

## **7. TIMETABLE FOR SUBMISSION OF THE YOUTH JUSTICE PLAN**

- 7.1 Following discussion by Cabinet, and subject to its approval, the timetable for submission is as follows:

- |  |                 |
|--|-----------------|
| ▪ Submission of draft to the YJB:      | 30th April 2006 |
| ▪ Submission to Full Council:          | June 2006       |
| ▪ Submission of agreed version to YJB: | June 2006       |

- 7.2 The YJB has this year brought forward the timescale for the submission of this statutory plan to align it with the Children's and Young People's Plan and the Annual Performance Assessment. The revised timetable means that only three-quarters of performance information will be available to inform planning. It also means that it will not be possible to secure Full Council's agreement of the Plan in time for the YJB deadline. Accordingly, we have secured the YJB's agreement that we may submit a draft plan by 30th April which will be subject to change by Full Council and submitted in its final form only after it has been agreed by that body.

## **8. RECOMMENDATIONS**

- 8.1 The draft 2006/2007 Youth Justice Plan, attached at Appendix A, reflecting the Local Area Partnership's priorities for tackling youth offending in Tower Hamlets be endorsed
- 8.2 The draft 2006/2007 Youth Justice Plan Action Plan, attached at Appendix B as the basis for improved performance in relation to reducing youth offending in Tower Hamlets be endorsed.
- 8.3 The 2005 Youth Offending Team Inspection Plan summary attached at Appendix C be noted.

## **10. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 10.1 The Youth Justice Plan detailed in this report is to be funded from a number of sources such as central government grants and funding from partners. The Council's contribution comes from a number of Directorate's including Chief Executive's; Social Services and Education and involves the funding of salaries, commissioning work, accommodation and office running costs.
- 10.2 All funding sources are cash limited. The Service must ensure that all funding streams are fully and correctly utilised in achieving the Plan.

## **11. CONCURRENT REPORT OF THE CHIEF LEGAL OFFICER**

- 11.1 This report is asking Cabinet to consider, comment and endorse the Youth Justice Plan for 2006/2007 and also asks for Cabinet to recommend the plan to Full Council.
- 11.2 The Council is required by the Crime and Disorder Act 1998 to submit the Youth Justice Plan to the Youth Justice Board for England and Wales annually. The Plan is prepared in accordance with a template provided by the Youth Justice Board and is prepared in partnership with the Police, Probation and Health Service. Further, as set out above, the Plan is required to go through the budget and policy framework procedure rules as set out in the Council's Constitution.

## **12. ANTI-POVERTY AND EQUAL OPPORTUNITY IMPLICATIONS**

- 12.1 Evidence shows that young people from impoverished backgrounds are more likely to be both victims and perpetrators of youth justice. By ensuring effective partnership working between agencies to provide a holistic response to young people at risk, the Youth Justice Plan seeks to address that discrepancy.
- 12.2 The Youth Justice Board recognise that nationally, black and minority ethnic (BME) children and young people continue to be disproportionately represented throughout the youth justice system. The YOT has undertaken a full Race Audit

to identify differences between the YOT cohort and the youth demographic of the Borough. This has identified over-representation by certain groups. A Race Audit Action Group has been set up to respond appropriately to this and this work has been incorporated into the attached draft 2006/07 Delivery Plan.

- 12.3 Furthermore an Equalities Impact Assessment of the Partnership Crime and Drugs Reduction Strategy has been undertaken which has identified a number of activities which are incorporated in the action plan, including:
- Production of a standard protocol to ensure appropriate race equality policies are in place when working in partnership with external organisations
  - Provision of gender appropriate support packages to truly reflect the offending rate of each gender group.

### **13. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

- 13.1 The Youth Justice Plan is not anticipated to have implications in this area.

### **14. RISK MANAGEMENT IMPLICATIONS**

- 14.1 A number of risks to the delivery of the 2006/07 Youth Justice Plan have been identified, including loss of funding and failure to meet targets. As such, a risk analysis is to be undertaken on each action contained within the action plan, to be included in the next draft.

### **15 EFFICIENCY STATEMENT**

- 15.1 The process of developing the YJ Plan has included reviewing the current allocation of resources across the partnership to tackle youth crime. This has identified scope for streamlining and coordination which will result in more effective and efficient services. Example of how this has been included in the Delivery Plan include the proposal for a single parenting charter for the partnership and the alignment of assessment and referral processes, both of which avoid duplication and have the potential to deliver economies of scale.