

<b>Committee:</b> <b>Overview and Scrutiny</b>	<b>Date:</b> 8 <sup>th</sup> January 2008	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item:</b>  <b>9.1</b>
<b>Report of:</b>  <b>Corporate Director:</b> Kevan Collins, Corporate Director Children's Services  <b>Originating officer(s):</b> Mary Durkin, Service Head Youth and Community Learning, Children's Services		<b>Title:</b> Youth Justice Plan 2008 –2009: Key Proposals  <b>Wards Affected:</b> All		

## 1. SUMMARY

- 1.1 This report provides an outline and initial draft of the Cabinet report for the 2008/09 Youth Justice Plan (YJ Plan). 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 before submission to the Youth Justice Board for England and Wales at the end of April 2008. 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 written to a template provided by the national Youth Justice Board (YJB). The template for 2008-9 has not yet been made available, but is not expected to change significantly from last year. The draft 2008/2009 Youth Justice Plan Delivery Plan will be circulated as soon as the national guidance is available.
- 1.2 The plan is based around the (current) 16 performance areas and 21 Key Performance Indicators against which the Youth Offending Service (YOS) is assessed. In developing the plan we will seek to focus on:
- Local priorities for tackling youth offending
  - Areas for improvement as identified through the Youth Offending Team (YOT) inspection 2005 the JAR and benchmarking against previous our previous years performance.

## 2. RECOMMENDATIONS

- 2.1 Overview and Scrutiny Committee is invited to submit comments to the Cabinet on the draft 2008/2009 Youth Justice Plan Delivery Plan.
- 2.2 Cabinet is recommended to endorse the 2008/2009 Youth Justice Plan Delivery Plan, as the basis for improved performance in relation to reducing youth offending in Tower Hamlets and recommend that Council approve the Plan.

### **3. BACKGROUND**

- 3.1 The YOT is a statutory multi-agency body set up by 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 YOS has jurisdiction over Tower Hamlets and the City of London and works with between 390 and 630 young people each year, out of a total 10 – 17 year old population of 21,761 (2001 Census). The YOS is part of Children's Services and comprises 36 staff, including secondees from Children's Services, Police, Health, Probation, Connexions, Drug Action Team and "Lifeline". Among the 36 staff are grant funded project workers. In addition, the Youth Offending service deploys around 50 sessional workers and volunteers.
- 3.2 The work of the YOS is overseen by a cross-agency YOS Management Board. The Board is 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 was reflected in the 2005-6 YJ Plan which sought 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 also sought to ensure that the YOS's priorities were 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 YOS's priorities for action will be set in the light of:
- Areas for improvement identified by the 2005 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. In 2007-8 this highlighted as strategic issues parenting interventions, victim work, education, employment and training and over-use of custody (in addition to the operational issues identified below).
  - The outcomes for Children outlined in Every Child Matters, emerging agendas under Care Matters, Targeted Youth Support, and the forthcoming legislation related to children, young people and crime
  - Partnership priorities in tackling youth offending, as identified by Members in the discussion of the previous 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 YOS development sessions.
- 3.4 Accordingly, the YOS Management Board will identify key priorities for the delivery plan, last years priorities were:
- 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 in 2005 by the YJB.
- In addition, we continued 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, in addition to the 16 YJB performance areas, 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
- Emerging Partnership priorities on a Safer, more Supportive Tower Hamlets, a Prosperous Tower Hamlets, and One Tower Hamlets.
- The Crime and Drugs Reduction Strategy

#### 4. OVERVIEW OF PERFORMANCE

4.1 The performance of the YOT is measured annually against 21 key performance indicators (KPIs) set by the YJB. The table below gives a summary of:

- The 2007/08 YOS performance data which relates to the first nine months of 2006 (1<sup>st</sup> April to 31<sup>st</sup> December) on which the 2008-9 Plan will be based. **(The performance data in this report is only for the first six months of the year)** This years Committee report will give performance against KPI targets for the same annual period. A comparison with YOT family borough areas will be available in the third week of February 2008.
- The ‘traffic lights’ in the table are allocated by the YJB on a points basis.

The LBTH YOT April – December 2007 column of the table will be performance feedback for the three quarterly statistical returns on which the 2008/09 Youth Justice Plan will be based. The table will illustrate some areas where performance improved or worsened in the first nine months compared to the previous year.

## PERFORMANCE DATA

Key Performance Indicator	Preferred Outcome	2006 - 2007			Apr - Sep 2007			
		LBTH YOT		Target	LBTH YOT		Target	YOT Family
		%	No.		%	No.		%
Reduction in First Time Entrants to the youth justice system: target 5% lower than 2005/06	Lower	1.7% red	357	-2%	9.5% red	180	-5%	7.8% red
Final Warnings with interventions as % of number of final warnings where young person meets national standards defined risk	Higher	100.0% grn	46	95%	100.0% grn	21	95%	96.7% grn
Custodial remands as % of all remands excluding conditional and unconditional bail	Lower	41.7% yel	50	<30%	23.8% red	40	<9%	21.0% red
Custodial sentences as % of all disposals	Lower	8.0% yel	47	<5%	4.7% grn	13	<5%	8.6% grn
2006/07: Victims offered restorative justice as % of all victims identified. 2007/08: Victims participating in a restorative process as % of closed offender interventions	Higher	96.3% grn	183	75%	7.7% red	13	25%	14.7% red
Victims satisfied with restorative justice process as % of all victims commenting on process	Higher	90.9% grn	10	75%	100.0% grn	2	85%	97.1% grn
YOT disposals ending and supported by parenting programmes as % of all disposals ending	Higher	1.9% red	7	10%	9.5% red	16	20%	12.6% red
2006/07: Parents satisfied with programme as % of all parents commenting on programme. 2007/08: Prevention programmes ending and supported by parenting programmes as % of all programmes ending	Higher	100.0% grn	9	75%	17.4% yel	4	20%	37.9% grn
DTO plans completed within national standard timescales as % of all DTO plans required	Higher	69.2% red	27	95%	90.9% yel	10	95%	84.4% yel
Young people in suitable ETE at the end of their order as % of all young people ending orders	Higher	72.5% red	256	90%	82.5% yel	129	90%	69.3% red
Young people in suitable accommodation at the end of their order as % of all young people ending orders	Higher	95.5% grn	362	95%	95.3% grn	161	95%	95.4% grn
Young people with acute mental health concerns assessed by CAMHS within national standard timescales as % of all young people with acute mental health concerns referred to CAMHS	Higher	100.0% grn	1	95%	None	0	95%	77.8% yel
Young people with non-acute mental health concerns assessed by CAMHS within national standard timescales as % of all young people with non-acute mental health concerns referred to CAMHS	Higher	100.0% grn	39	95%	100.0% grn	17	95%	94.9% yel
Young people assessed for substance misuse within national standard timescales as % of all young people screened for substance misuse who required an assessment	Higher	100.0% grn	83	85%	100.0% grn	40	90%	85.8% yel
Young people receiving treatment for substance misuse within national standard timescales as % of all young people assessed as requiring treatment	Higher	98.9% grn	92	85%	95.0% grn	38	90%	92.8% yel

<b>KPI Performance</b>	Higher	81.8%			68.9%			62.8%
<b>National Standards Compliance</b>	Higher	42.9%			42.9%			67.2%
<b>EPQA Performance</b>	Higher	76.0%			87.9%			78.9%
<b>Re-offending Performance</b>	Higher	48.1%			48.1%			47.3%
<b>Overall Performance</b>	Higher	64.1%			64.1%			64.6%
<b>Overall Level</b>	Higher	Level 3			Level 3			n/a

4.2 The YJB sets performance targets for YOTs on an annual basis. The targets set for next year will be reviewed to ensure they reflect our local objectives and where necessary, more ambitious targets will be set locally to reflect the priorities assigned to work with children and young people in Tower Hamlets.

## 5. DELIVERY PLAN PROPOSALS FOR COMMENT

5.1 The most important section of the Youth Justice Plan is the Delivery Plan. This is required to provide an overview of:

- Performance in the previous year; and
- How we will meet the KPI targets set by the YJB for 2008/09 (Revisions to the targets are awaited).

Underpinning the Delivery Plan is a detailed action plan setting out the activities the partnership will undertake under each of the 16 YJB themes.

5.2 The draft Delivery Plan and action plan, will be developed by the YOT Management Board in consultation with internal and external partners and stakeholders. Officers will further develop the plan in the light of comments before submission to Full Council in 2008. In addition, we continue working on the Race Audit Action Plan, which will set out activities to meet the new YJB objective to reduce disproportionate representation of certain ethnic groups in the youth justice system. We have established a multi-agency Race Audit Action Group which is currently finalising a multi-agency action plan arising from the audit and two subsequent statistical and analysis reports that have been commissioned.

5.3 Under each theme, Cabinet is requested to consider whether the proposed activities reflect the partnership's priorities for tackling youth offending.

## 6. OVERVIEW OF RESOURCING

6.1 It is currently anticipated that all the delivery plan proposals listed above will be catered for within the 2008/09 budget, which is anticipated to grow slightly with inflation from the 2007/08 budget. However, actions will be proposed that require funding from the new Area Based Grant which replaces many current funding streams, Partnership contributions, Stronger Communities Fund (SSCF), Borough Command Unit Fund (BCU), Neighbourhood Renewal Fund, or other grant streams.

6.2 The 2007/08 budget for the YOT consisted of the following\*:

Agency	Staffing costs (£)	Payments in kind – revenue (£)	Other delegated funds (£)	Total (£)
Police	96,900		6,489	103,389
Probation (from Table A2c)	30,982		10,300	41,282
Children’s Services	307,734			307,734
Education	96,516			96,516
Health (from Table A2b)	35,020	20,600	5,279	60,899
Local Authority Chief Executive	320,330	187,460		507,790
Additional Funding (from Table A2a)			1,040,289	1,040,289
<b>Total:</b>	<b>887,483</b>	<b>208,060</b>	<b>1,062,357</b>	<b>2,157,900</b>

\* National YJB Template

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

- See Appendix 1

- 7.1 The YJB in 2007 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 is available to inform planning.
- 7.2 The ambitious submission timetable aims to secure full Council agreement of the draft plan in time to incorporate any agreed additions or amendments before the YJB deadline for submission at the end of April 2008.

## 8. COMMENTS OF THE CHIEF FINANCIAL OFFICER

- 8.1 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. In 2007-08 the Council’s contribution is fully funded from the Children’s Services Directorate. Please note that the table at paragraph 6.2 is in the format of the national YJB template which differentiates the source of Council funding as from Children’s Services and Education. Both elements indicate the nature of the expenditure as social care and educational spend, respectively, not the contributing Directorate.
- 8.2 In 2008-09, the Council’s contribution will be contained within the Children’s Services Directorate on the basis of the continuation of the external funding source that are to be included in the Area Based Grant.
- 8.3 All funding sources are cash limited. The Service must ensure that all funding streams are fully and correctly utilised in achieving the Plan.

## 9. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (Legal)

- 9.1 Pursuant to Section 40 of the Crime and Disorder Act 1998 the Council is required to submit the Youth Justice Plan to The Youth Justice Board for England and Wales on an annual basis. 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. This report is asking Cabinet to consider, comment and endorse the draft Youth Justice Plan for 2007/2008 and also asks for Cabinet to recommend the plan to Full Council.
- 9.2 Under Article 4 of the Council's Constitution the plan is a Policy Framework document and subject to the procedure set out in the Budget and Policy Framework Procedure Rules. It is for the Cabinet to take account of the responses to consultation, including any response from the Overview and Scrutiny Committee and to submit recommendations to Council.

## **10. ANTI-POVERTY IMPLICATIONS**

- 10.1 Evidence shows that young people from impoverished backgrounds are more likely to be both victims and perpetrators of youth crime. 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.

## **11. EQUAL OPPORTUNITY IMPLICATIONS**

- 11.1 The Youth Justice Board recognises 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 to this and this work has been incorporated into the attached draft 2006/07 Delivery Plan. The Group will conclude with a multi-agency (Court Clerks, Youth Court sentencers, Police, Crown Court Prosecution Service, YOT) action plan and will meet quarterly in 2008-9 to monitor progress. An amended in-depth report on key issues arising from the audit, commissioned from Social information Systems Ltd, who amalgamated all Race Audits into a national paper on behalf of the YJB, was appended to the Youth Justice Plan 2007-8, and the work of the Group was informed by an in-house report on local issues for the Borough.
- 11.2 An Equalities Impact Assessment of the Crime and Drugs Reduction Partnership Strategy was undertaken in 2006 which identified a number of activities to be undertaken by the YOT 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. With regard to this requirement, the YOT provides group work and one-to-one programmes using support packages such as "Pathways" (Cognitive behavioural programme), "Teen-Talk" and the Violent Offender Programme, which cater to the requirements of both genders and which

can be adapted for gender specific group or one-to-one sessions. A male only group of young offenders has completed a 12 week "Pathways" programme. Gender specific work is also delivered on a one-to-one basis, especially with female young offenders who often require work which is personalised to their individual requirements. Prevention work delivered by the YISP Team via programmes such as the ongoing Health Defence programme, "Green Visions", which comprises both a taster programme and a full 4 session programme, and PAYP school holiday activities cater for both sexes, with gender specific activities for the young people where appropriate. A 5 session "Staying Cool" violent offender programme for girls was run in a local school in January 2007.

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

- 12.1 The Youth Justice Plan is not anticipated to have major implications in this area. However, community reparation schemes contribute to partnership work on the environment, including the "Re-Cycle" scheme which receives unclaimed stolen bicycles from the Tower Hamlets Police Service and old or unwanted bicycles from the community, repairing and rebuilding them for shipping to Health and Charity workers in Africa, and will also help children's projects in the Borough. This scheme runs from Lea-side wood recycling project at no rental cost from the operators from two converted shipping containers. Its electricity is also free, being generated from used cooking oil from restaurants in Canary Wharf.
- 12.2 Several other schemes involve offenders in work on community farms and in cleaning, clearing and replanting neglected or disused parts of the Borough.

## **13. RISK MANAGEMENT IMPLICATIONS**

- 13.1 A number of risks to the delivery of the 2008/09 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.

## **14 EFFICIENCY STATEMENT**

- 14.1 The process of developing the YJ Plan has included reviewing the current allocation of resources across the Crime Reduction Partnership and Children's Services 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.



**APPENDICES**

Appendix 1 – Timetable for submission of the Youth Justice Plan

Appendix 2 – Youth Justice Delivery Plan 2008/09

**LOCAL GOVERNMENT ACT, 1972 SECTION 100D (AS AMENDED)  
LIST OF BACKGROUND PAPERS USED IN PREPARATION OF THIS REPORT**

Brief description	Name and telephone number of holder and address where open to inspection.
Strategic Plan and Community Plan Year 7 – 2007-08	Alan Stewart x4981
Children’s and Young People’s Plan	Kevan Collins x4953
Crime and Drugs Reduction Strategy	Andy Bamber x6061
Youth Justice Plan 2007/08	Stuart Johnson, x1144

## **Appendix 1 - TIMETABLE FOR SUBMISSION OF THE YOUTH JUSTICE PLAN**

**Consideration of draft cabinet report at Cabinet pre agenda planning 12/12**

**Finance and Legal sign off 2nd time around 13/12**

**Final Cabinet report inclusive of finance and legal sign off Fri 14/12 noon.**

**Cabinet consideration wed 09/01/08 5.30pm C1**

**Call in period 11/01 to 18/01**

**Full Council Consideration Wed 27 February 2008 7.30pm Council Chamber**