

<b>Committee:</b> <b>CABINET</b>	<b>Date:</b> 5 <sup>th</sup> March 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, Stuart Johnson, YOT manager		<b>Title:</b> Youth Justice Plan 2008 –2009: Key Proposals  <b>Wards Affected:</b> All		

## 1. SUMMARY

- 1.1 The annual Youth Justice Plan (YJ Plan) must be submitted 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.
- 1.2 The YJ Plan is based around the (current) 15 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 Joint Area Review and benchmarking against our previous years performance.

**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 Steward x4981
Children and Young People's Plan	Kevan Collins x4953
Crime and Drugs Reduction Strategy	Andy Bamber x6061
Youth Justice Plan 2007/08	Stuart Johnson, x1144

## **2. RECOMMENDATIONS**

Cabinet is recommended to:

- 2.1 Endorse the key proposals for the 2008/09 Youth Justice Plan, set out in the body of the report, and the associated Delivery Plan, attached at Appendix C to this report, as the basis for improved performance in relation to reducing youth offending in Tower Hamlets, and recommend that Council approve these.
- 2.2 Authorise the Corporate Director of Children's Services to make amendments to the 2008/09 Youth Justice Plan and associated delivery plan, prior to submission to Council for approval in April, to reflect additional performance information and funding guidance, as these become available.

## **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 look at the wider agenda of tackling youth offending, involving all areas of the Tower Hamlets Partnership. (See Appendix A for targets) 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 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 with 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. This is set against a predicted large increase of young people resident in the Borough.
- GLA population predictions of increases of over 14,000 14-18 year olds by 2010 across the borough. Since 2003-4 the numbers of young people receiving a conviction, or admitting guilt and receiving a reprimand or final warning has risen from 435 to 543 in 2004-5, 573 in 2005-6 and 586 in 2006-7.

3.4 Accordingly, the YOS Management Board will identify key priorities for the delivery plan. Last year's 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:

- All of the CYPP priority outcomes, but particularly: 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 month period of the current financial year (1<sup>st</sup> April to 31<sup>st</sup> December) on which the 2008-9 Plan will be based. A comparison with YOT family borough areas will not be available until the third week of February 2008.

- The 'traffic lights' in the table are allocated by the YJB on a points basis. 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 - Dec 2007			
		LBTH YOT		Target	LBTH YOT			YOT Family %
		%	No.		%	No.	Target	
Reduction in First Time Entrants to the youth justice system: target 5% lower than 2005/06	Lower	1.7% (red)	357	-2%	7.7% (red and worse)	260	-5%	n/a
Final Warnings with interventions as % of number of final warnings where young person meets national standards defined risk	Higher	100.0% (green)	46	95%	100.0% (green and better)	25	95%	n/a
Custodial remands as % of all remands excluding conditional and unconditional bail	Lower	41.7% (amber)	50	<30%	20.9% (red and better)	38	<9%	n/a
Custodial sentences as % of all disposals	Lower	8.0% (amber)	47	<5%	5.6% (amber and better)	23	<5%	n/a
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% (green)	183	75%	13.2% red (change in indicator)	32	25%	n/a
Victims satisfied with restorative justice process as % of all victims commenting on process	Higher	90.9% (green)	10	75%	100.0% (green and better)	8	85%	n/a
YOT disposals ending and supported by parenting programmes as % of all disposals ending	Higher	1.9% (red)	7	10%	9.5% (red and better)	16	20%	n/a
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% (green)	9	75%	20% (green and better)	5	20%	n/a
DTO plans completed within national standard timescales as % of all DTO plans required	Higher	69.2% (red)	27	95%	85.7% (amber and better)	18	95%	n/a
Young people in suitable ETE at the end of their order as % of all young people ending orders	Higher	72.5% (red)	256	90%	81.7% (amber and better)	181	90%	n/a
Young people in suitable accommodation at the end of their order as % of all young people ending orders	Higher	95.5% (green)	362	95%	95.5% (green and better)	235	95%	n/a
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% (green)	1	95%	None	0	95%	n/a
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% (green)	39	95%	100.0% (green and better)	24	95%	n/a

Key Performance Indicator	Preferred Outcome	2006 - 2007			Apr - Dec 2007			YOT Family
		LBTH YOT		85%	LBTH YOT		90%	
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% (green)	83		85%	100.0% (green)		59
Young people receiving treatment for substance misuse within national standard timescales as % of all young people assessed as requiring treatment	Higher	98.9%	92	85%	96.6% B	57	90%	n/a

#### 4.2 COMMENTARY ON PERFORMANCE

Of most concern are the areas in which the service is showing red, or failing against the KPI targets: First Time Entrants (FTE), Custodial Remands, Victims Participating in Restorative Justice and Parenting Support. With the exception of FTE, our performance against all KPI targets has improved from 2006-7.

Analysis of performance and actions for improvement

- As an overall issue, the rapidly rising youth population is very significant. According to GLA population predictions, increases of over 14,000 14-18 year olds are predicted by 2010 across the borough.
- In response to the increase of First Time Entrants (FTE) to the Youth Justice System, we are undertaking detailed examination of the data. The pattern so far for the year is:  
 Apr-Jun 07 FTE = 112.  
 Jul-Sep 07 FTE = 68.  
 Oct-Dec 07 FTE = 80.  
 No single reason has been established with certainty as to the cause of the large Quarter 1 figure. There has been national press coverage on police outcome and reduction targets and the effect of this on the numbers of young people arrested. We are collating information on the young people themselves and on the offences, to see if patterns emerge.
- Custodial Remands: A new target of under 9% of all remand episodes was introduced in April 2007 (from under 30% in the previous year), following a change in the YJB Counting Rules. The percentage figures for 2007-08 and 2006-07 are not therefore directly comparable with one another. Analysis of those remanded to custody show some indications of an increase in serious cases (for example, alleged murder, rape, robbery at knife point, repeat violent offending, possession of drugs with intent to supply, breach of order and absconding) Nevertheless, the trend over the last year is down quarter by quarter:
  - Apr-Jun 07 = 17 - 23.94% of total remands
  - Jul-Sep 07 = 13 – 23.64% of total remands
  - Oct-Dec 07 = 8 – 14.29% of total remands
- Victims participating in Restorative Justice: A new target of 20% was introduced in April 2007, following a change in the YJB Counting Rules. The percentage figures

for 2007-08 and 2006-07 are not therefore directly comparable with one another. The preferred outcome is higher.

Apr-Jun 07 = 5 – 5.6% of interventions closed

Jul – Sep 07 = 8 – 10.1% of interventions closed

Oct – Dec 07 = 19 – 25.7% of interventions closed

The direction of travel is positive. The target was met in the third quarter, and robust systems are in place to ensure that this target is met in the fourth quarter. However, due to the poor performance earlier in the year, the full year cumulative figure may not meet the 20% target.

**Parenting Support:** Plans to improve this area of performance are in place and involve a concerted corporate approach, outlined in section 5 of this plan, and centre around working with the families of offenders, the “Think Family” initiative and our efforts in respect of the prevention of re-offending. This indicator replaced the previous indicator which measured parental satisfaction with parenting interventions. The target of 20% was introduced in April 2007. The percentage figures for the measure for 2007-08 and 2006-07 cannot be compared with one another. Nevertheless an upward trend can be seen, especially in the figures for prevention work.

- 4.3 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. LOCAL PRIORITY INITIATIVES

- 5.1 The priorities outlined in this plan are part of a new thrust from Youth Offending Services to engage with the families of offenders and to expand our targeted early intervention work in partnership with other areas of Children’s Services and our statutory partners. It is an approach that will have some immediate effect but the impact on youth crime will be realised over the medium and long term. In order to achieve our aims we need interventions for children and young people of all ages which clearly cannot be provided by the YOS alone.

A high rate of criminalisation not only damages victims and community life, it is deeply detrimental to the welfare of the offender, threatening family breakdown, disrupting education and damaging prospects of employment and weakening positive factors in a young person’s life. We aim to establish a referral system for the children in offenders’ families, the siblings of young offenders, parenting support for their parents, and for the children of adult prisoners. We are developing closer links with inclusion work in Children’s Services, broadening our early identification capacity, for example through assessment and referral of the children of adult prisoners, and aim to establish localised initiatives in conjunction with the LAP co-ordinators.

5.2 Priority initiatives for this year's Youth Justice Plan have been drawn from those of the Police, The Youth Justice Board, an extraordinary YOT management Board focussed on developing the Youth Offending Service, and consultation with members and partners. They have been aligned to the emerging Tower Hamlets Community Plan Refresh themes. The work of Youth Justice services and the partnership working around the priorities set out in the annual will make a particular contribution to: **“A Supportive and Safe Community”**, **“One Tower Hamlets”**, and **“A Prosperous Community”**. Some of the YJ Plan priorities will cut across these themes

## 6. A SUPPORTIVE AND SAFE COMMUNITY

6.1 The vision is of a borough that fosters supportive and safe communities across Tower Hamlets, providing a responsive approach to support the most vulnerable people with targeted services of the highest quality. This will include the provision of holistic services, jointly across organisations in the public and third sector. Services which will provide choice to empower vulnerable people to take control of their lives and those of their families, by investment in the capacity of residents to avoid the causes of vulnerability and to remove the causes of crime, prevent re-offending and make people feel safer by using an early intervention, preventative approach.

Key priorities:

- Ensuring an effective response to the diverse needs of all key groups, including older people, ex-offenders, people with a disability, carers, refugees and asylum seekers, children at risk, victims of domestic violence, those with long term conditions, homeless people and victims of crime
- Recognising and addressing multiple needs such as health, drugs, alcohol, education, skills, employment, accommodation, mental health, debt, benefits etc.
- Addressing the needs of the family rather than just the individual and recognising intergenerational issues
- Building preventative services with a focus on addressing issues before they become problematic
- Delivering effective and value for money services which address root causes and not just effects
- Removing the causes of crime, bringing offenders to justice, preventing re-offending and making people feel safer
- Delivering appropriate, proportional and holistic approaches to preventing crime based on the Offender – Victim – Location problem analysis triangle
- Challenging perceptions and promoting successes effectively to reduce debilitating fear of crime
- Mainstreaming crime prevention across all agencies in the partnership so it is a natural consideration in all strategic planning
- Addressing the causes of crime through early intervention with at-risk groups
- Reducing re-offending through holistic intervention with all who become involved with the criminal justice system

The Youth Offending Services two main initiatives to support this theme are work with the families of offenders and the focus on offending and re-offending. Actions in support of these priorities are set out below.

- 6.2 The YOT is currently managing work with families engaged in anti-social behaviour (ASB), nuisance and harassment with significant social problems, and where statutory agencies are failing to have an impact or secure engagement. This is showing promising success with the majority of over 40 family cases accepted, many of which have included young people known to the YOS.

We aim to link with work across services building on the parenting agenda – ranging from the Family Nurse partnership, Family Welfare Association and Family Support Workers in Children’s Centres, Strengthening Families Strengthening Communities programmes through extended schools, to more intensive work supported by Coram Families and our social care teams. FISP work provides an additional tool for intensive work with chaotic families. DCSF have announced a Family Pathfinders scheme following on from the Families at Risk Review and the “Think Family” report. This has the scope for 13 Local Authorities to bid for 3 year funding in order to deliver services to excluded groups and to review their delivery around family. We intend to bid, in conjunction with the Community Safety Service to expand the work of the FISP with the families of offenders.

- 6.3 The Social Exclusion Unit’s figures produced in 'Reducing the Risk of Re-offending by Ex-prisoners', 2002, show that a staggering 65% of children of the adult prison population go on to offend themselves, and further to that, boys with a convicted father are 3.3 times more at risk of being convicted of a crime than those with a non-convicted father. As a result, we intend to target these families for preventative services, and also to make referrals on the families of youth offenders where the YJB assessment tool ASSETT shows family issues as significant in causing them to offend.
- 6.4 The Council has launched a bid for Beacon Status for Reducing Re-offending and over the coming year we will work closely with the “Looking Out” initiative by Community Safety to work with adults being released from prison and their re-settlement into the Borough, the family work enabled under FISP will be key, but also a focus on Prevention and on reducing the use of Custody, which often results in escalated offending rates and dislocation of individuals from their family and community.
- 6.5 Actions planned in respect of improving KPI performance in respect of Custodial Remand figures:
- The spot purchase of Remand Fostering [and Police and Criminal Evidence Act beds] is now established and the in house Remand Fostering Scheme is in an advanced stage of development with the first recruitment drive for carers launched in January 2008. This resource, particularly in targeting more vulnerable young people, will assist in reducing remands into custody as it becomes embedded into practice and through publicising it with the Courts.



- The Race Audit is raising the profile of the over-representation of BME young people in certain stages of the Criminal Justice System among the agencies involved at Thames Youth Court. Implementation of the Race Audit Action Plan is progressing well and the agenda will be pushed ahead during the coming months. Tasks include highlighting the profile of over-representation with sentencers and encouraging other agencies e.g. the Police, to use their resources in identifying in more detail why there is an over-representation and how this might be addressed at different points in the system including in Court and in relation to remands in custody.
- A new protocol between YOT and Children's Social Care [CSC] has been completed and will be fully implemented in the coming year. This will ensure smoother working processes particularly in relation to the interface between services in relation to remand/custody.
- A Transition protocol for young people will be fully implemented in the coming year, and the YOS has inputted to its creation.
- The remand management/bail support scheme has been rewritten and awaits approval and implementation.

Returns indicate a trend of a significant number of custodial remands happening in other Borough Courts at Thames Magistrates Court and at Highbury Corner Magistrates on Saturdays and Bank Holidays. Remedial actions will include having a duty Bail/Remand worker in the office on a daily basis and improving attendance at Court to ensure a hands-on approach. In relation to Highbury Corner there will be a renewed drive with our cluster colleagues to improve the exchange of information outside office hours.

- 6.6 We wish to build upon our effective rates of crime reduction via Preventative and Early intervention work. The YISP has expanded the cohort of young people it works with and of the 316 referrals 82% have not re-offended. Our Referral Order Panel is also producing good reduced re-offending rates, of the 2005 cohort, after 12 months tracking 61% did not re-offend at all, of the remaining 39%, 35% re-offended less seriously, and 61% re-offended less frequently. We aim to introduce work with the Local Area Partnerships to ensure there is an even geographical spread of referrals across the Borough and a much more joined up approach across the laps on identifying vulnerable young people.
- 6.7 A new post of Police Inspector for Youth is to work with the Head of Youth Offending Services to achieve this and to establish strong links between YOT, Safer Schools and Safer Neighbourhood Police officers and staff, we hope to therefore improve enforcement and intelligence sharing on those youth offenders returning to the

community and also those who are Youth Prolific Priority Offenders, subject to ISSP and curfew, with face to face contact with their community policing team

- 6.8 Police and YOS will develop project work to focus on those young people that are vulnerable to radical views, and Project Nicole work will be run in 2008, engaging key members of the Islamic community in an interactive session to discuss terrorism and the impact it has on communities, the police and the government .We will evaluate the event to explore the organisation of a similar event for youths

## **7 ONE TOWER HAMLETS**

- 7.1 The vision is of a Borough of diverse, dynamic communities, with a history of welcoming new communities and a place where no-one is isolated and where people from all backgrounds choose to live. The vision acknowledges that inequalities and deprivation still exist, and are to be tackled.

Key priorities:

- Reducing inequalities focusing on both priority issues (e.g. employment, education) and their dimensions (e.g. geographic area, age, socio-economic group, ethnicity, etc.)
- Building community cohesion. Understanding the contribution that all make to cohesion, mainstream services, businesses, faith and community groups, and individuals
- Fostering shared values – respect, responsibility, ambition, working together
- Breaking down territorialism – targeted action in areas and with groups
- Creating stronger relationships between young people and the wider community – building bridges, intergenerational understanding and mutual respect

The main contribution to this theme will be delivered by the YOS and its partners focusing on youth gangs and violence. Most of the victims of these crimes are other young people, and they are territorial and divisive.

- 7.2 Relationships with other children’s service areas are to be developed to ensure that the PSHE, Citizenship and emotional health programmes in schools address these key issues. We have made further progress in meeting the health needs of young people receiving our service, maintaining excellent performance against the YJB targets in relation to mental health, and extending the physical health screening offered to young people attending the Pupil Referral Unit to those within the Youth Offending service.
- 7.3 We will establish a commission to explore what can be done to improve the public safety of young people in Tower Hamlets. It will sit for a three month period and hear information from all agencies with information to give, and services to provide, it will consult with young people themselves via the Youth Parliament and other youth forums, and produce a plan for the way forward which will secure the commitment and

engagement of all concerned.

7.4 In partnership with the Police and the Community Safety Unit, we will seek to reduce serious youth violence linked to gang activity or group association by:

- The effective management by all agencies of those young people vulnerable to escalating offending by rejuvenating and strengthening the Youth Prolific Priority Offenders scheme.
- Effective support and diversionary activity for vulnerable young people through supportive work by youth workers and the voluntary sector around culture, association and citizenship

7.5 With regard to youth violence we will:

- Work with a range of organisations to support mediation and challenge pre-conceived ideas and to divert young people away from violence and gang culture.
- Work with LB of Hackney in respect of vulnerable youths entering Tower Hamlets - to develop a cross border information sharing partnership meeting to ensure that youths entering Tower Hamlets for schooling do so in the safest environment and that those most vulnerable and those that offend are identified and appropriately supported or targeted.
- Work with schools on crime reduction and Good Citizenship, following the successes of Operation Curb
- Involve and engage schools by planning safety zones around them, and through the joined up schools programme, ensuring that the delivery of key messages to young people about their safety is timely and strategically planned. Youth crime statistics show that robbery talk programmes will be most effective in the Autumn, and those on ASB in the Spring, we aim to work with school improvement teams and the Humanities Education Centre to support the school curriculum.
- Follow any serious incident of violence in/around a school, we will convene a strategy meeting with key leads to minimise risk, provide reassurance and target the young people involved.
- Use the extended school cluster change teams to emphasise and discuss the needs of targeted young people including ex-offenders and those considered vulnerable to entering the youth justice system. Within the broad programme of extended services delivered in and around schools, diversionary activities can be established and provided within each of the four cluster localities.
- Work with the borough's 14-19 Partnership and Youth and Community Services who are currently undertaking a project with schools, Transport for London, young people and other stakeholders in developing a strategy and recommendations for safe travel around the borough.

## **8 PROSPEROUS COMMUNITY**

8.1 The Vision is of a borough of immense opportunities with young people skilled and ready to access the employment opportunities that are available, where all of our young people make use of the leisure, cultural and community assets of the community

to widen their horizons and lead healthy and fulfilled lives. Our wealth in terms of opportunity, diversity and location on the City Fringe, housing Canary Wharf, hosting the Olympics and as part of Thames Gateway should be fully exploited.

Key priorities:

- Establishing a continuous learning offer including second, and third chances for those who don't achieve the basics in education by 16 to do so later in life and for adults to "retrain" and enhance skills for future labour market
- Better workforce planning that aligns learning (skills etc) to current and future business structures and trends and the needs of vulnerable young people
- High quality flexible childcare so those that want to work can work
- Working with the 14-19 partnership to provide flexible and personalised curriculum pathways including better access to vocational education
- Using the opportunity of the Building Schools of the Future investment to raise standards of achievement and promote active and engaged learning
- Incentives to encourage entrepreneurship, social entrepreneurship and business relocation into our most deprived communities

YOS initiatives in support of this theme are set out below.

8.2 The borough is currently developing its arrangements for establishing an Integrated Youth Support Service. The YOT is an integral part of the Targeted Youth Support arrangements and the Head of Youth Offending Services sits on the Integrated Youth Support Board. A key element of the delivery will be Targeted Youth Support and the development of area based teams to focus on young people at risk of not achieving the five Every Child Matters outcomes (including those at risk of falling into crime or anti-social behaviour). They will provide:

- A single point of contact to support and challenge - a lead professional;
- A support package that draws on mainstream and specialist services of sufficient quality and quantity;
- A single route of referral to extra support from different agencies as soon as risks emerge;
- Help to access support earlier on; and

Support to live in a stronger family environment.

8.3 We will target young people in the Youth Justice System for youth work from Positive Activities for Young People (PAYP) which is being re-orientated to a year- round service rather than one for school holidays, and provide a PAYP link worker to target those in the YJ system. Integrated Youth Support will be offered to ensure that offenders' leisure time is used constructively and a young person's interests are developed. Building on success with volunteers in the Referral Order Panels and subsequent effective re-offending reduction rates above, the YOS is to establish a Volunteering Co-Coordinator to recruit, train and deploy volunteer adults to mentor and

assist offenders. It is our experience that young people often respond better to unpaid workers from their community than to trained professionals.

- 8.4 Our target to ensure 90% of young people ending their order with the Youth Offending Team are in Education Training and Employment will also make a major contribution to this theme, and we will, under the FISP Extension work, connect adult members of their families to regeneration initiatives on workless families and to Lifelong Learning. We will work with other areas of Children's Services and parenting support services to target the parents of those less than 5 years of age considered vulnerable. Tower Hamlets partnership has a Parental Engagement and Family Support Strategy and Board which co-ordinates the commissioning of work with parents. The YOT links with this and is therefore able to support families to access the full range of parenting programmes available across the Borough.
- 8.5 The YOT is an active member of the SIP panel, both receiving and making referrals to other agencies, and agreeing lead professional and team around the child arrangements for each young person.
- 8.6 We will work with the 14 19 strategy to help those who do not achieve the basics in education by age 16, using New Start, Connexions and the services of the YOS Keeping Young People in Education (KYPE) worker, funded by the Youth Justice Board to help young offenders become "job ready".

## **9 DELIVERY PLAN PROPOSALS FOR COMMENT**

- 9.1 The Delivery Plan attached as appendix B provides 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.

- 9.2 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.
- 9.3 Under each theme, Cabinet is requested to consider whether the proposed activities reflect the partnership's priorities for tackling youth offending.

## **10 OVERVIEW OF RESOURCING**

- 10.1 It is currently anticipated that all the delivery plan proposals listed above will be catered for within the 2008/09 budget. A number of historical grants have been incorporated into the new Area based Grant (ABG) and the level and scope of some activities will be determined following the distribution of the new grant. A risk assessment has been completed to evaluate the impact of different options and this will be used to inform discussions, as the allocation of the grant is determined.

The 2007/08 budget for the YOT consisted of the following\*: (\* National YJB Template)

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>

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

- 11.1 The YJB in 2007 brought forward the timescale for the submission of this statutory plan to align it with the Children and Young People's Plan and the Annual Performance Assessment. The revised timetable means that only three-quarters of performance information are available to inform planning.
- 11.2 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.

## 12.. COMMENTS OF THE CHIEF FINANCIAL OFFICER

- 12.1 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 indicates separate elements for Council funding as Children's Services and Education, this is not a reference to the source of funding but a differentiation in the national YJB template, with the latter element indicating the educational nature of the expenditure.

- 12.2 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 sources that are to be included in the Area Based Grant. If funding via these sources are not forthcoming then the activity currently funded will cease.
- 12.3 All funding sources are cash limited. The Service must ensure that all funding streams are fully and correctly utilised in achieving the Plan.

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

- 13.1 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.
- 13.2 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.

### **14. ANTI-POVERTY IMPLICATIONS**

- 14.1 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.

### **15. EQUAL OPPORTUNITY IMPLICATIONS**

- 15.1 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.

- 15.2 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.

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

- 16.1 The Youth Justice Plan is not expected 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.
- 16.2 Several other schemes involve offenders in work on community farms and in cleaning, clearing and replanting neglected or disused parts of the Borough.

## **17. RISK MANAGEMENT IMPLICATIONS**

- 17.1 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.

## **18 EFFICIENCY STATEMENT**

- 18.1 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.

## **List of Appendices**

Appendix A – YOT Management Board TH Partnership Targets

Appendix B – YOS Management Board Chair's Overview

Appendix C – YJ Plan 2008-9 Delivery Plan (as a separate document)

Appendix A: YOT Management Board TH Partnership Targets

No.	Indicator	In LAA?	In 3 Year Plan?	Baseline (06/07 unless specified)	Target			Lead Officer
					08/09	09/10	10/11	
NI 16	Serious acquisitive crime rate – where there is a sanctioned detection for a perpetrator under 18	Yes	Yes	To be confirmed	-1.5%	-1%	-1%	Steve Bending
AC4	Robbery Combined – where there is a sanctioned detection for a perpetrator under 18	No	Yes	To be confirmed	-7.5%	-2.5%	-2.5%	
NI 22	Perceptions of parents taking responsibility for the behaviour of their children in the area	No	Yes	77% (06/07 Outturn), 73% (07/08 target)	71%	69%	67%	
NI 15	Serious violent crime rate – where there is a sanctioned detection for a perpetrator under 18	Yes	Yes	1.39 per 1000 population (highest in London)	6%	3%	2%	Sandra Looby
NI 28	Knife crime rate – where there is a sanctioned detection for a perpetrator under 18	No	Yes	2.16 Per 1000 Population	-5%	-2%	-1%	
NI 29	Gun crime rate – where there is a sanctioned detection for a perpetrator under 18	No	Yes	Awaiting definition				
NI 20	Assault with injury crime rate – where there is a sanctioned detection for a perpetrator under 18	No	Yes	Awaiting definition	-6%	-3%	-2%	
NI 19	Rate of proven re-offending by young offenders	Yes	Yes	Baseline Mar. 08 (New Indicator)				Stuart Johnson
NI 43	Young people within the Youth Justice System receiving a conviction in court who are sentenced to custody	Yes	Yes	8%(06/07 Outturn), 5% (07/08 target)				Stuart Johnson
NI 44	Ethnic composition of offenders on Youth Justice System disposals	No	Yes	Baseline Mar 08 (New Indicator)				Stuart Johnson
NI 45	Young offenders engagement in suitable education, employment or training	Yes	Yes	72.5% (06/07 outturn), 90% (07/08 Target)				Stuart Johnson
NI 46	Young offenders access to suitable accommodation	Yes	Yes	95.5% (06/07 Outturn) 95.5% (07/08 Target)				Stuart Johnson
NI 111	First time entrants to the Youth Justice System aged 10 – 17	Yes	Yes	334 (06/07 actuals), 318 (07/08 targets)				Stuart Johnson
LAAS101	Serious Youth Crime	No	TBC	644 (07/08 Outturn), 570 (07/08 target)	5%	3%	2%	