



# **ROTHERHAM YOUTH OFFENDING SERVICE**

## **YOUTH JUSTICE STRATEGIC PLAN 2012/13**

## **Introduction**

The Youth Justice Strategic Plan lays out the broad principles and direction for Rotherham Youth Offending Services (YOS) in 2012/13.

The service works with all young people aged 10 – 18 who are subject to statutory orders imposed by the Court, Pre Court disposals (Final Warnings) and preventative work, including offering voluntary intervention to those receiving a Reprimand, Youth Restorative Disposal and Anti Social Behaviour Contract.

## **Role and Purpose**

The principal aim of the youth justice system is to prevent offending by children and young persons (Crime and Disorder Act 1998, section 37(i)).

The YOS has four objectives relating to this aim:

- Reduce offending and re-offending within the 10-17 population
- Reduce the use of custody
- Reduce the number of first time entrants to the youth justice system
- Increase victim and public confidence in the youth justice system.

In addition, the Rotherham Youth Justice Plan is aligned with Rotherham Metropolitan District Council's Corporate Plan (2010 – 2013), The Children and Young People's Plan 2010-13, and the Rotherham Joint Strategic Intelligence Assessment 2011/12 which in turn informs the current refresh of the Safer Rotherham Partnership Plan (2012/13). Key objectives for these plans are detailed below:

### **RMBC Corporate Plan (The way we do business)**

- Talking to and listening to all our customers and treating everyone fairly and with respect.
- Supporting and enabling our communities to help themselves whilst meeting the needs of the most vulnerable.
- Getting it right the first time, reducing bureaucracy and getting better value for money.
- Working with partners to ensure people get the services and support they need as early as possible.
- Having the right people with the right skills in the right place at the right time.

### **Children and Young People's Plan (The four "big things")**

- Keep children and young people safe.
- Prevention and early intervention

- Tackling inequality
- Transforming Rotherham Learning

## Rotherham Joint Strategic Intelligence Assessment 2011/12

### Broad Priorities

- Reducing crime
- Effective interventions in anti social behaviour
- Reducing harm

### Structures and Governance

Rotherham has amalgamated its Community Partnership, Youth Offending Services Management Board and Drug and Alcohol Action Team Steering Group into one overarching strategic body, the Safer Rotherham Partnership (SRP).

The SRP Board meets quarterly as a full strategic partnership and monthly as an executive group to consider reports, monitor performance etc. The YOS manager sits on both these forums, and the YOS is represented at the JAG (Joint Action Group – the operational arm of the SRP) and also at the themed sub groups; Anti Social Behaviour, Priority Group, Reducing Crime and Re-offending Group and Reducing Harm.

Direct links exist between the SRP and Children's Board via YOS line management within Children and Young People's Services and the chair of the SRP sitting on the Children's Board.

Whilst the YOS will remain a discrete identity during 2012/13 it will be managed within the new Integrated Youth Support Service and combine with the current Youth Service and Connexions service under new leadership and located in a different directorate, Schools and Lifelong Learning.

### Partnership Arrangements

In addition to the partnership arrangements above, the YOS has a number of robust partnerships with statutory and non statutory agencies. The YOS Manager sits on a number of strategic forums most notably; the Local Criminal Justice Board, Strategic MAPPA Board, the Regional Reducing Re-offending Board, Regional Restorative Justice / Integrated Offender Management Meeting and the Rotherham Local Children's Safeguarding Board.

Partnership arrangements at both a strategic and operational level are good as evidenced by the commitment of partners to the YOS and the successful establishment of multi agency prevention teams in seven areas of Rotherham.

### Scrutiny

The last inspection of the YOS in late 2010 by HMIP was very positive, and whilst improvements were required to be made, these were deemed to be

“minimal”. The action plan following inspection was completed and approved by the Youth Justice Board in 2011.

Similarly the Youth Justice Boards, Capacity and Capability Assessment for Rotherham in 2010 rated the service as “performing well with good capacity and capability to improve performance”.

Since the inception of the YOS in 2002 performance has always been high and external scrutiny has validated this performance.

Changes in the Inspection regime and within the Youth Justice Board have led to a risk based approach to external scrutiny. Given YOS performance thus far it has not been submitted to external scrutiny in 2011/12, nor is this likely for the foreseeable future unless progress against performance varies dramatically. However the YOS will now be included in Ofsted’s new inspection framework.

The YOS has therefore taken the opportunity to bench mark its practice against National reports such as:

- A report on the enforcement of statutory orders in the youth justice system.
- Into the Breach (Prison Reform Trust) (April 2011).
- Not making enough difference (HMIP Thematic Inspection of youth offending court work and reports) (2011).
- Care a stepping stone to custody (views of children in care on the links between care, offending and custody) (December 2011).
- Whose looking out for the children (HMIP Thematic Inspection of Appropriate Adult Work) (December 2011).

Whilst practice in the YOS has compared favourably with national findings and recommendations, in these reports there are useful examples of practice and improvements that the YOS has adopted. These include for example:

- Preparing young people and parents / carers for a court appearance.
- Training residential workers in Appropriate Adult duty and creating a more professional Appropriate Adult network.
- The introduction of Breach Panels to ensure compliance with statutory orders.

The YOS has also encouraged young people to have their voices heard and collaborated with the Howard League in the UR Boss project. Several young people from Rotherham with experience of custody have contributed to the UR Boss report.

### **Performance Targets**

As indicated in the previous plan the Youth Justice Board have now introduced a new performance system for the three YJB indicators:

- Reduction in First Time Entrants
- Reduction in Custody
- Reduction in Re-offending

The new system will measure performance for each indicator above compared to the previous year. YOT's will be RAG rated on both performance and whether they fall into the bottom 25% of YOT performance in England and Wales. Currently, Rotherham YOS remains a good performer in this system within the top 25% and is not therefore at risk of receiving a low rating.

#### How Performance is Calculated

Performance data for Youth Offending Teams is calculated from the Police National Computer (PNC) data (for first time entrants and re-offending). Custody data is calculated from case management data that Youth Offending Teams retain.

The YJB collates this data and returns it to the service with subsequent RAG ratings. With the exception of custody data, comparative data relating to first time entrants may be a quarter behind.

Re-offending data is calculated against a rolling cohort established in 2008/9, twelve months need to elapse before offending can be known to have re-occurred and a further six months is added for offences to be proven in court. The latest comparative data available is therefore for July 09 to June 10.

#### Performance Outputs

##### First Time Entrants

The YOS continues to experience significant reductions in first time entrants and this is due to a number of factors associated with strong partnership working; the continued investment in early intervention and prevention, the establishment of PYPPO's (Police Young People's Partnership Officers) in seven localities of Rotherham, the introduction of Triage and the introduction of Youth Restorative Disposals.

Performance in this area has for several years been ahead of regional and national comparators, and continues to be so.

##### FTE PNC Rate per 100,000 of 10-17 Population

	<b>Rotherham</b>	<b>Yorkshire</b>	<b>England</b>
Jan 11 – Dec 11 (latest Period)	535	717	749
Jan 10 – Dec 10	554	862	925

### Use of Custody Rate per 1,000 of 10-17 Population

	<b>Rotherham</b>	<b>Yorkshire</b>	<b>England</b>
April 11 – March 12	1.25	0.98	0.80
April 10 – March 11	0.82	1.30	0.90

### Re-offending Rates after 12 Months

	<b>Rotherham</b>	<b>Yorkshire</b>	<b>England</b>
Frequency rate July 10 – June 10	0.83	1.05	0.96
Frequency rate July 08 – June 09	0.64	0.91	0.89
Binary rate July 09 – June 10	33.7%	35.5%	34.1%
Binary rate July 08 – June 09	28.3%	32.4%	32.6%

### Resourcing and Value for Money

The YOS has seen an overall reduction in funding of 25.6% since 09/10. Although the financial climate is currently challenging, contributions from statutory partners have remained more or less the same. The reduction is mainly accounted for by the loss of contributions from the Direct Schools Grant and reductions from the Youth Justice Board / Home Office.

### Budget 2012/13

	<b>Contributions (Including staffing)</b>
Local Authority	£802,713
Police	£169,984
Probation	£140,633
Health	£93,988
YJB	£639,606
<b>TOTAL</b>	<b>£1,840,923</b>

Benchmarking costings Rotherham published by the Department of Education suggest that last year 2011/12 YOS budget was just above the average mean for Youth Offending Services in England.

The success in reducing the number of first time entrants has led to a decline in statutory supervision. The risk of increasing unit costs was identified in

early 2010/11 and early savings have been made with a freeze on recruitment and disestablishing some posts. The YOS is in discussion with other South Yorkshire YOS' to see what benefits may accrue via Joint Commissioning.

Despite changes resulting from budget reductions overall staffing is stable. The YOS experiences few problems with recruitment and retention, and the majority of staff have been in post for a number of years. Consequently the YOS is fortunate in having a competent and experienced workforce.

## **Risks to Future Delivery**

### **Performance**

#### **First Time Entrants**

Rotherham YOS has historically been ahead of National and Regional averages in this area. However recently performance has begun to plateau and is likely that quarter on quarter performance will begin to decline.

#### **Use of Custody / Re-offending**

A perverse result of high performance in reducing the number of first time entrants in the youth justice system has resulted in the population of young offenders subject to YOS interventions beginning to decline. This has two net effects. The first being a reduction in numbers, and the second that those young people still within the youth justice system are more likely to offend and more likely to receive custodial penalties as a result. In addition to this in relation to custodial sentences the YOS has recently observed a trend in which those first time entrants who do come into the system are entering at a higher level i.e. custody, as a result of committing serious offences (eg Robbery). Performance may therefore decline in the future as a result of the smaller YOS population and local trends.

### **Funding**

Inevitably as a result of the Comprehensive Spending Review funding for the YOS has reduced over the last two years, 2011/12 saw a 21.2% reduction in YJB grant and 2012/13 a further 6.5% reduction resulting in a 25.6% reduction over the whole period.

Whilst partnership contributions have also reduced slightly, South Yorkshire Youth Offending Services have been fortunate in having an established funding formula agreed between partners that has been in place for the last twelve years. The next financial year will see a revision of this formula as partner agencies are similarly effected by the spending review.

For 2013/14 the YJB will also be reviewing the funding received by Youth Offending Teams and this is likely to result in a further reduction in the region of 20%. Similarly partners will also be reviewing contributions for 2013/14.

In addition to this the introduction of Police and Crime Commissioners in November 2012 will see the Home Office element of the YJB grant for substance misuse and prevention become part of the PCC's budget.

**Transfer of Remand Payments to the Local Authority**

In 2013/14 the Ministry of Justice will transfer the costs of remand to local authorities making them financially responsible for all remands of young people up to the age of 17. In November 2012 legislation will also be enacted (Legal Aid Sentencing and Punishment of Offenders Act) to confer Looked After status upon all young people in this group.

Whilst this will not necessarily impact on YOS funding it will incur additional costs for the Local Authority. The YOS is working closely with other criminal justice agencies to ensure reductions in the remand population.

**Jason Harwin - Chief Superintendent, South Yorkshire Police (Co Chair of Safer Rotherham Partnership)**

Signed: .....

Date: .....

**Dorothy Smith – Director of Schools and Lifelong Learning**

Signed:  .....

Date: 26/7/2012 .....

**Paul Grimwood – Youth Offending Service Manager**

Signed: .....

Date: .....



## SERVICE PLAN 2012/13

	Priority	Issue	Actions	Lead	Time Scale
1	Reducing First Time Entrants	Good performance on First time entrants which may plateau in future.	Maintain current systems and processes for diversion of First Time Entrants.  Inform YJB of potential drop in performance and ensure narrative for performance is included in quarterly review.	YOS (PG)  YOS	Review Jan 2013  Quarterly completion
2	Reducing Re-offending	Continuing reduction of First time entrants results in a youth offending population that is more prone to re-offending with multiple needs.	Monitor re-offending using proxy measures to avoid delay entitied by YJB measures.  Analyse and respond to trends / patterns in offending and re-offending behaviour.  Develop and enhance programme developments (YJB evidence based programme) to assist young people in reducing re-offending.	YOS Information Officer  YOS Information Officer	Quarterly completion  Quarterly
3	Reducing custody rates	First time entrants performance may perversely impact on custody rates.	Improve practice and evidential link between Assessment, Planning, Intervention and Supervision (APIS) via quarterly assurance process and training.  Narrative of performance included in YJB quarterly review  Attend Magistrates Panel meetings, feedback on casework. Produce bi-annual newsletter.	YOS Operational Managers  YOS Operational Managers	September 2012 and review quarterly thereafter.  December 2012.
4	Funding	YJB and partnership funding to be reviewed for 2013/14.  Regeneration of Partnership Funding	Ensure alternative custody options are robust and available to sentencers.  Respond to YJB consultation on funding formula.  South Yorkshire YOT's to meet with partner agencies to establish future funding formula.	YOS Manager  YOS Manager  YOS Operations Manager  YOS Manager	Quarterly  November 2012, April 2013.  July 2012  July / August 2012  September 2012

Priority	Issue	Actions	Lead	Time Scale
5	Police and Crime Commissioners (PCC's)	<p>PCC's will receive previous YOT grants for prevention and substance misuse in 2013/14.</p> <p>PCC's will determine priorities for policing and crime once elected in November 2012.</p>	<p>South Yorkshire YOS Manager</p> <p>South Yorkshire YOS Manager</p> <p>YOS Manager</p>	<p>July 2012</p> <p>July 2012</p> <p>July 2012</p>
6	Transfer of Remands to Local Authority	<p>Engage with Police Authority and Local Criminal Justice Board on South Yorkshire basis to inform PCC's of work of YOS'.</p> <p>South Yorkshire YOS representative on transitions board for PCC's.</p> <p>Evidence impact of YOS prevention and substance misuse work.</p> <p>Engage with YJB consultation on transfer of funds.</p> <p>Assure accuracy of data for basis of cost transfer</p>	<p>YOS Manager, Children and Young People's Services Directorate</p> <p>YOS Manager</p> <p>YOS Manager, Finance</p> <p>YOS Manager, Partner Agencies</p>	<p>September 2012</p> <p>December 2012</p> <p>August 2012</p> <p>September 2012.</p>
7	Developing Integrated Services	<p>From November 2012 all remanded young people will have looked after status.</p> <p>YOS, Youth Service and Connexions will combine in January 2013 to form an Integrated Youth Support Services.</p> <p>Consultation with staff.</p> <p>Begin to integrate services.</p>	<p>YOS Manager on project group establishing service and mapping services and needs.</p> <p>Head of Integrated Youth Support Services</p> <p>Head of Integrated Youth Support Services</p>	<p>July 2012</p> <p>November 2012</p> <p>January 2013</p>