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**Children's Services Scrutiny Committee – 14<sup>th</sup> November 2012**

**Report of the Director of Children's Services**

**The Work of Dudley Youth Offending Service (YOS)**

**Purpose of Report**

1. To provide scrutiny committee with a summary of the purpose and structure of Dudley Youth Offending Service.
2. To share working practices and outcomes to demonstrate how this service contributes to improving opportunities and outcomes for young people in the Borough.

**Background**

3. Youth Offending Teams were formed by the Crime and Disorder Act 1998. This Act also placed a statutory duty on partners named in the act (Local Authorities, Police, Probation and Health) to 'prevent offending by children and young people'. It also placed the responsibility on Youth Offending Team's to prepare and publish a Youth Offending Team Plan. This plan sets out how Youth Justice Services will to be configured and resourced. All Youth Offending Team's must have a minimum of a Police Officer, Probation Officer, Social Worker, Health Practitioner and an Education Practitioner. This multi agency team works to prevent offending and reoffending by young people by providing a range of services that will tackle both their offending behaviour and any risk factors associated with offending behaviour.
4. Dudley Youth Offending Service works with young people between the ages of 10—17 (18+ if the order was made just before their 18<sup>th</sup> birthday), who are at risk of offending, or who have offended but have not yet been convicted e.g. whilst remanded by the courts. They may have received a Community Resolution, Reprimand or Final Warning from the Police or have been convicted of a crime and been sentenced by a court either Youth or Crown.
5. Dudley Youth Offending Service provides a range of structured intervention programmes for young offenders that aim to address their offending behaviour. Restorative Justice is a golden thread which runs through all the work and emphasises the importance of making young people aware of the consequences of their behaviour for themselves, their family and the wider community. This will include either direct or indirect reparation.
6. The Youth Offending Service operates across five distinct areas of activity:
  - i. All young people coming to notice will be subject to a holistic assessment process, either ONSET for early intervention or ASSET. This assessment will identify across a range of 18 domains what has influenced the young person to offend.
  - ii. From the assessment the case manager will formulate an intervention plan to address the identified factors which affect the young person's behaviour.

- iii. To supervise a young person while they complete the tasks set out in the plan for a period of time set out by the court.
  - iv. Provide positive opportunities so that the young person can turn their life around and begin to make a positive contribution to their community.
  - v. Where appropriate, if the young person does not comply with their order, they are returned to court which may result in a custodial sentence.
7. Young people who appear in court for the first time and plead guilty are likely to receive a Referral Order. This involves a meeting with Youth Offending Service staff and three trained community panel members, the young person, their parents or carers, and, where appropriate, the victim. The panel operates the 3 'R's' which are Responsibility, Reparation and Reintegration. The panel will receive a background report from the case manager. The panel will then develop a plan in conjunction with the young person to repair harm and address factors that contributed to their behaviour.
8. Young people who commit a second or more serious offence are likely to receive a Youth Rehabilitation Order. This will include intervention chosen from a 'menu of requirements' which include supervision, curfew, exclusions, community payback, residence or alcohol and substance misuse programmes.
9. Serious and persistent offenders who are at risk of custody will be subject to an Intensive Supervision and Surveillance condition which includes activities that will engage the young person in activity for 25 hours per week and must include offending behaviour work, Elective Home Education support and family work as appropriate.
10. Young people who commit very serious offences, are persistent in their offending or who fail to comply with their order can be sentenced to custody. The minimum custodial sentence is four months; the maximum in Crown Court is anything up to the maximum allowed if the young person was an adult i.e. 14 years for burglary, life for murder.
11. Dudley Youth Offending Service has been established since April 2000. The service is based at Brindley House, Hall Street, Dudley. (Appendix 1) shows the current staffing arrangement. The following indicates some of the service each agency provides.

### **Staff Responsibilities**

12. **Police** (1) – The Police Officer in the team administers all Reprimands and Final Warnings and plays a key role in offender management, sharing intelligence, helping enforce orders and executing breach warrants.
13. **Social Workers/Case Managers and Probation Staff** (12) – These staff undertake all the assessments, write reports for court or referral panels, supervise the orders made at court and deliver intervention programmes. They manage the referral panel process. They are responsible for developing a holistic plan together with other members of the team. Staff will also cover office duty, court duty in both Youth and Crown Court, deliver parenting interventions including strengthening families and Triple P. They breach young people who fail to comply and work with young people who are in custody or subject to Intensive Supervision and Surveillance conditions.

14. **Substance Misuse** (1) – Provides assessments and a range of interventions to reduce harm, reduce usage and prevent relapse in relation to a range of substance use issues including alcohol, cannabis, ‘legal highs’ etc.
15. **Mental Health Worker** (0.5) – Provides assessments, interventions, referrals to other specialists, advice, guidance and support. Also provides assessment at court and ensures the smooth transfer of service between the community and the secure estate.
16. **General Nurse Practitioner** (0.8) – Works closely with colleagues mentioned above. Provides health screening for all young people. Gives support on general health matters and helps with registering with a GP. Provide smoking cessation classes, support for young people experiencing domestic violence, sexual exploitation, sexual health, eating and enuresis.
17. **Speech and Language Therapist** (0.2) -- Provides assessment of speech and language and communication, provides a plan of intervention to be implemented by case managers. Assists with learning styles and contributes to the construction of group work programmes so as to assist participation and completion.
18. **Victim Liaison Worker** (1) – Contacts all victims of youth crime, provides information on the way the Criminal Justice System works, provides an opportunity for victims to be supported to attend Referral Panels, or to request direct or indirect reparation. Also completes all apology letters with young people and provides training on Restorative Justice and Restorative Conferencing. This worker informs victims of the outcome of the court process and notifies them when a young person completes their order.
19. **Reparation Co-ordinator** (1) – Identifies and co-ordinates a range of community reparation placements which are then supervised by sessional staff. Young people complete approximately 1500 hours of reparation in the community, clearing rubbish, painting over graffiti or repairing broken equipment etc.
20. **Connexions Personal Assistant (1) / Teacher (0.5) and Keeping Young People Engaged Worker (1)** - These staff address issues in relation to education, training and employment. The teacher engages with schools and employment and the education providers within the secure estate to ensure the commencement or continuation of education provision. The Personal Assistant from Connexions provides independent advice and guidance for post 16 education, training or employment whilst the Keeping Young People Engaged worker (and the PA) continues to support the young person to help them succeed in their placement.
21. **Intensive Supervision and Surveillance Staff** (2) – Manage all the young people on the intensive programme, including out of hours monitoring and group work.
22. **Youth Worker** (1) – Delivers a range of group work activity in conjunction with Intensive Supervision and Surveillance staff. This includes Violent Offenders Group, Choices, Think First, Fire Prevention and Girls Group. Also provides access to a range of community provision to ensure young people engage in positive activities and are diverted from offending once they leave the Youth Offending Service.
23. **Housing Support Staff** (1) (+ 2 voluntary organisation staff) – Provide homelessness prevention support, ‘a crash pad’ support for time out from the family

home or for homeless young people. Also give support to young people who are provided with duplex accommodation, including support to budget, cook, clean, spend spare time constructively and be 'good to your neighbours' etc.

24. Only 2% of Dudley's 10-17 population come to Police attention in any given year. The tables attached (Appendix 2) show how this is broken down by offences by age, gender and ethnicity.
25. The second table shows the outcomes by Police disposal or at court. Although this is a small proportion of young people in the Borough, they represent some of our most challenged and challenging. Often young people have literacy and numeracy well below that expected for their age. They have poor communication skills, low attainments and low aspirations. They may have a range of physical or mental health problems, including substance misuse, depression or autistic spectrum disorder.
26. Some young people exhibit adolescent limited behaviour associated with growing up and 'risk taking'. Others have early onset issues, poor parenting, witnessing domestic abuse or being physically, sexually or emotionally abused. Turning these young people's lives around is much harder and requires interventions that are available beyond their involvement with the Youth Offending Service.
27. An important aspect of the Youth Offending Service's work is in relation to safeguarding and risk management. As part of the assessment process, young people can be supported through the Management of Risk Forum (MORF), where Risk of Harm plans and Vulnerability plans are drawn up and implemented by case managers in co-operation with other key team members.

## **Performance**

28. There are three key National Indicators that measure Youth Offending Service performance. They are:

### **First Time Entrants to the youth justice system (Impact Indicator)**

<b>First Time Entrants Police National Computer rate per 100,000 of 10-17 population</b>	<b>Dudley</b>	<b>West Midlands</b>	<b>YOT Family comparison group</b>	<b>England</b>
<b>Oct 10 – Sept 11 (latest period)</b>	<b>461</b>	<b>645</b>	<b>640</b>	<b>787</b>
<b>Oct 09 – Sept 10</b>	835	801	920	985
<b>Percentage change from selected baseline</b>	-44.8%	-19.4%	-30.4%	-20.1%

29. This remains the same as the previous First Time Entrants National Indicator, except that the data will be drawn from the Police National Computer (PNC) and no longer relies on the data collated by the Youth Offending Service.
30. The number of first-time entrants to the youth justice system, defined as young people (aged 10-17) who received their first substantive outcome. The figures are

presented as a number which is the rate per 100,000 of the 10-17 population. The data recording period is July to June (12 month Period)

### **Re-Offending of young people in the youth justice system (Impact Indicator)**

<b>Police National Computer Re-Offending rates after 12 months Frequency Rate Table</b>	<b>Dudley</b>	<b>West Midlands</b>	<b>YOT Family comparison group</b>	<b>England</b>
<b>April 09 to March 10 Cohort (latest Period)</b>	<b>0.52</b>	<b>0.79</b>	<b>0.83</b>	<b>0.92</b>
<b>April 08 to March 09 Cohort</b>	0.56	0.81	0.83	0.90
<b>Change from selected baseline</b>	-0.04	-0.02	0.01	0.02

<b>Police National Computer Re-Offending rates after 12 months Binary Rate Table</b>	<b>Dudley</b>	<b>West Midlands</b>	<b>YOT Family comparison group</b>	<b>England</b>
<b>April 09 to March 10 Cohort (latest Period)</b>	<b>21.8%</b>	<b>30.7%</b>	<b>32.3%</b>	<b>33.3%</b>
<b>April 08 to March 09 Cohort</b>	24.6%	30.6%	30.8%	32.8%
<b>% point change from selected baseline</b>	-2.7%	0.1%	1.5%	0.5%

31. The new reoffending data will come from the Police National Computer and not Youth Offending Service data. A rolling cohort is used instead of the January to March cohort used in the previous NI19.
32. There is now a binary measure and a frequency measure. The data period is Jan to Dec (12 month period).

### **Use of Custody (Transparency Indicator)**

<b>Use of Custody rate per 1,000 of 10 to 17 population</b>	<b>Dudley</b>	<b>West Midlands</b>	<b>YOT Family comparison group</b>	<b>England</b>
<b>Jan 11 to Dec 11 (latest period)</b>	<b>0.43</b>	<b>0.86</b>	<b>0.72</b>	<b>0.74</b>
<b>Jan 10 to Dec 10</b>	0.30	0.99	0.86	0.89
<b>Change from selected baseline</b>	0.13	-0.14	-0.14	-0.14

33. The new measure looks at the number of custodial sentences given per 1,000 young people (10 – 17 years) in each area. The population data is taken from the Office of National Statistics, mid year estimates. As you can see from the above tables Dudley Youth Offending Service is performing well against these indicators.

## Finance

34. The activity included within this report is covered by the 12/13 budget as detailed above. The Dudley Youth Offending Service is funded through a pooled budget arrangement. The Local Authority funds £1,070,393 (before payments in kind) via its base budget and the Youth Justice Board provided grant funding of £568,000 for 12/13. The West Midlands Police and Probation service also provide funds of £16,416 and £21,189 respectively in 12/13 towards base budgets.

Agency	Staffing Costs	Payments in kind	Other delegated funds	Total
Police	66,458		16,416	82,874
Probation	74,987	16,200	21,189	112,376
Health	84,524			84,524
Local Authority	708,500	71,959	361,893	1,142,352
YJB	485,000		83,256	568,256
Other	54,438			54,438
<b>Total</b>	<b>1,473,907</b>	<b>88,159</b>	<b>482,754</b>	<b>2,044,820</b>

The 13/14 budget has yet to be set and the grant available from the Youth Justice Board will not be known until December. The Service will have to negotiate with its partners to maintain the same level of contribution.

## Law

35. Sections 37-40 of the Crime and Disorder Act 1998 set out:
- The aim of the Youth Justice System.
  - How Youth Justice Services are to be provided in the area.
  - The requirement to establish a Youth Offending Team
  - The requirement to prepare a Youth Offending Team Plan.

## Equality Impact

36. This report highlights a range of services aimed at reducing inequalities experienced by this group of young people.

## Recommendation

37. That Children's Services Scrutiny Committee notes the contents of this report.



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