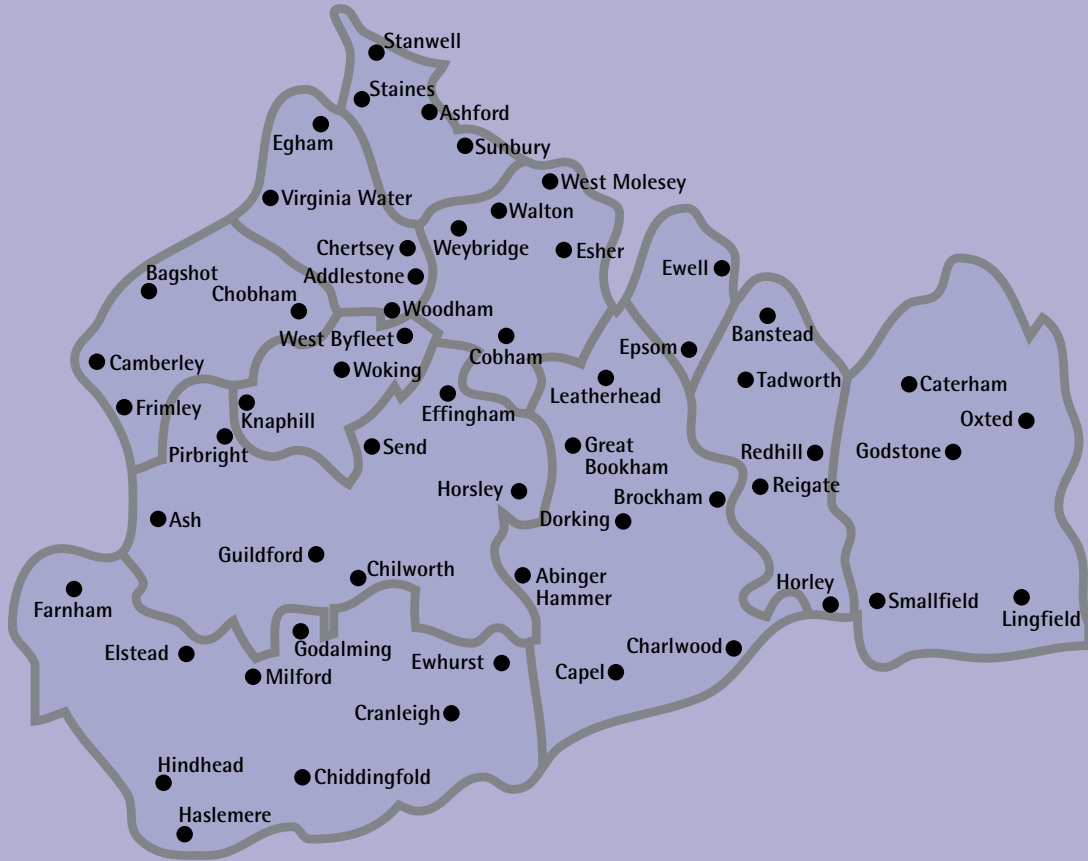




SURREY  
Youth Justice Service



# Youth Justice Plan 2011-12

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## **Surrey Youth Justice Plan 2011-12**

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## **Appendix 1 – Signatories to the Youth Justice Plan**

## Dear residents and colleagues,

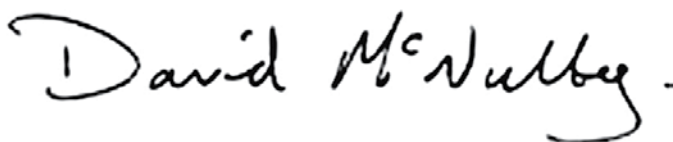


I am pleased to introduce to you the Surrey Youth Justice Plan for 2011/12. When the vacancy for Chair of the Youth Justice Management Board arose, it fell to me to identify a successor. In view of the important work that the youth justice partnership undertakes to protect the public and safeguard children and young people, I decided I would take on this role myself, in order to signal the county council's strong commitment to this area of work and its significance to our residents.

In the short time that I have been Chair of the Youth Justice Management Board, I have learnt a great deal about the challenges of reducing youth crime and enabling those involved to take responsibility for harm they have caused, to put it right, and to put their own lives back on track. I have been impressed by the commitment and skill of the staff, drawn together from an array of different disciplines, all of whom are intent upon making a difference to their community through their work.

And it is clear that they are making a difference. Surrey has 60% fewer children and young people coming into the criminal justice system than it did three years ago; courts lock up less juveniles here than anywhere else in the country because they know that the community alternatives that young people will experience in Surrey work ie changing behaviour and reducing re-offending. It was particularly encouraging to receive endorsement of the outstanding practice with young people who offend in Surrey in the feedback from Her Majesty's Inspectorate of Probation (report to be published on 29 June 2011). The Inspectorate's conclusion is that the Youth Justice Service achieves its goal of protecting the public, reducing re-offending and safeguarding children and young people.

The next year sees an important development for the Youth Justice Service as its work becomes integrated into Surrey's new Youth Support Service. I am confident that the success that has been delivered by youth justice practitioners can be transferred on to the broader canvas of work with other vulnerable groups to enable more of Surrey's young people to make a successful transition to adulthood. In doing so, we will ensure that the excellent work which has been the hallmark of the Youth Justice Service continues to flourish within the Youth Support Service.

A handwritten signature in black ink that reads "David McNulty." The signature is written in a cursive, flowing style.

David McNulty  
Chief Executive, Surrey County Council  
Chair of the Youth Justice Management Board

## 1.2 Review and prospectus

### **What did we achieve in 2010-11?**

The Youth Justice Service is one of Surrey's most successful partnerships. Bringing together staff from a range of disciplines and agencies the service has consistently performed to a high level and 2010/11 has seen strong external validation of this. The Youth Justice Board describes Surrey as being "at the forefront of performance in the south east of England" and the recent HM Inspectorate of Probation (HMIP) inspection in March 2011 gave an overwhelmingly positive endorsement of practice.

As Head of Service I am proud of the achievements of the YJS but I also know that there is more we can and must do. There are a small number of complex, chaotic and often damaged young people who commit a large proportion of all offences in Surrey. We need to get better, as a partnership, at addressing the needs of these young people earlier and more effectively, for their sake and for that of all our residents. Closely aligned to this priority is the need to stop the over-use of the criminal justice system with our children and young people who are in the care of the local authority.

### **What do we want to achieve in 2011-12?**

The YJS is part of the transformation of young people's services in Surrey. By April 2012 the YJS will become integrated within Surrey's new Youth Support Service. This service will deliver to a range of vulnerable young people with two key objectives: ensuring more young people are participating in education, training and employment, and that more young people are diverted from crime and anti-social behaviour. In order to achieve this the YJS will be integrated with existing providers of Connexions services and elements of the Youth Development Service. The Youth Support Service will, for the first time, provide a single response to those young people who need individual case management services to ensure they make a successful transition to a productive and law-abiding adulthood.

There is no plan to reduce capacity to undertake youth justice work, in fact the new service will provide greater resources to target services on our most at risk young people. However, transformation necessarily involves large-scale change. In the course of 2011/12 we must ensure that staff are properly supported and that the quality of service does not diminish. While we do this we are committed to improving our work with the highest risk young people and those who are looked after by the local authority. As part of this the YJS and Surrey Police are implementing a new approach to responding to young people's offending; this is called the Youth Restorative Intervention (YRI). The YRI seeks to put victims and making up for harm at the centre of our response to youth offending. Successful implementation of the YRI will take large numbers of children and young people out of the criminal justice system, dealing with their behaviour earlier and more effectively. We believe it will improve community and victim confidence in the justice system, and will provide better value for money, enabling resources to be freed to work preventatively before problems become entrenched. A key indicator of the success of the YRI will be its impact upon the numbers of looked after children coming into the justice system. As a partnership our most urgent task is to successfully address this over-representation.

## Where do we want to be in three year's time?

The purpose of the Youth Support Service is to ensure that all young people are enabled to fully participate in the life of their community with the goal that they will become economically productive adults who continue to make a positive contribution throughout their lives. This will require that the service pays particular attention to those young people who are least likely to achieve this outcome without targeted support. Our goals are:

- Full participation in education, training and employment for Surrey's young people. This will be measured against a commitment to 100% participation for 16-19 year olds by 2015.
- More young people diverted from crime as measured by reductions to the number of first time entrants to the youth justice system, use of custody, and re-offending rates. It should be the ambition of the YSS for Surrey to be the best performing area in England and Wales against all of these measures by 2015.

Intervention will be earlier, before problems become entrenched or acute. Of the £4m YJS currently spends, £3m is on specialist court-ordered services with £1m on preventative and family services. In three years this balance should be reversed as a result of reduction in demand from courts and an increase in effective preventative work. By re-focusing youth justice resources on prevention and participation and by combining these in an integrated service with resources currently located in the Connexions contracts and the Youth Development Service, the ambitions to deliver on full participation and sector-leading youth crime reduction can be realised. As primarily a targeted and preventative service, the YSS will also reduce demand for other specialist health and social care interventions.

Services will be delivered locally with a multi-professional team working to each district and borough. These services will be responsive to local need and will be designed to build community confidence and resilience. They will be delivered alongside police, district and borough staff and volunteers from local communities and voluntary, community and faith organisations. Staff from different services will be integrated to deliver reduced youth offending and increased participation, as well as other outcomes as these are commissioned.

The Youth Support Service will provide a named case worker for every young person in the criminal justice system and every young person who is not in education, training or employment (NEET). The successful youth justice case management approach based upon a cycle of assessment, planning, intervention and review will underpin the work with young people ensuring time-bounded, focused intervention. Targeting services will enable sufficient resource to be made available to focus intensive support for the most vulnerable adolescents. Success with this highest need cohort, who are frequently involved with multiple service providers, will require a shared understanding of roles and responsibilities and a cohesive approach with health, social care, police and probation. Better outcomes for our looked after children, in relation to reduced involvement in the youth justice system and increased achievement and participation, will be key to the work of the service. The service will be jointly commissioned by the Youth Support Partnership agencies. It will also attract commissions for work locally within Surrey's districts and boroughs and beyond Surrey.

The coming year sees the critical transition to an integrated service. Once established I am confident that the YSS will become a powerful vehicle for improving the life prospects of our most vulnerable young people.

**Ben Byrne,**  
**Head of Youth Justice**

### 1.3 Context

This plan is written in accordance with the Crime and Disorder Act section 40 .

#### **Section 40 - Youth Justice Plans (including funding)**

It shall be the duty of each local authority, after consultation with the relevant persons and bodies, to formulate and implement for each year a plan (a 'youth justice plan') setting out:

how youth justice services in their area are to be provided and funded; and

(b) how the youth offending team or teams established by them (whether alone or jointly with one or more other local authorities) are to be composed and funded, how they are to operate, and what functions they are to carry out.

As such, this plan forms part of the local authority's statutory policy framework and requires ratification by the full county council membership. The purpose of this plan is to set out the strategic aims and objectives for the youth justice partnership as agreed by its governance body, the Youth Justice Management Board.

## **CASE STUDY**

### Repairing the harm

SYJS has a successful, award winning, reparation scheme where young people are able to "pay back" directly to victims or to the community for the harm they have caused. Schemes include making toys for children's wards in Surrey hospitals, working to maintain the grounds at Brooklands Museum and Painshill Park, graffiti removal and conservation projects across Surrey, and maintaining an allotment where young people learn to grow and tend a variety of vegetables and flowers which are given to a local home for the elderly. Many of these schemes are sponsored and supported by district and borough councils, local businesses and charities, and can lead to young people achieving the qualifications and skills they require to support them back into education, training or employment. In 2010/11 young people undertook over 2,500 hours as part the YJS reparation scheme.

The most exciting new venture for 2011/12 is the work with a local farmer to develop our own farm project. Young people will have the opportunity to learn land and animal husbandry, as well as extending this to cookery and other associated skills. This would enable young people to work outside in a structured and healthy environment, developing skills and experiences that will support their transition into successful adulthood. Work to develop the farm project is generously being sponsored by Surrey businesses.

## Overview of the Service

The principal aim of the youth justice system is to prevent offending by children and young people. The Surrey Youth Justice Service (SYJS) is the multi-agency partnership between Surrey County Council, NHS Surrey, Surrey and Sussex Probation Trust and Surrey Police through which this aim is delivered. The YJS works with approximately 1,000 children and young people each year aged 8 - 18, working with partners to provide a range of services to them, their families and communities, at various intensities dependent on their need and risk. It supports court ordered interventions with young people and includes services to parents and victims, as well as work undertaken in the pre-court, preventative and partnership arena. In addition the YJS provides a link worker to each of the county's residential children's homes to prevent looked after children coming into the youth justice system.

The YJS is part of Services for Young People within the Children, Schools and Families Directorate of the county council. It has approximately 100 FTE staff, 80 volunteers and 40 sessional staff. There are currently two permanent office locations, Quadrant Court in Woking and The Mansion in Leatherhead, but staff also work out of other centres including youth centres and borough offices. During 2011/12 the aim is to localise delivery to the 11 districts and boroughs. There are four Youth Courts in Surrey; Staines, Guildford, Redhill and Woking (Woking has been identified for closure in 2011). This is reflected by there being four YJS divisions, which contain youth justice officers, some of whom are specialists in parenting, health, accommodation and ETE (education, training and employment), who deliver services to young people and their families in their area. The fifth division consists of county-wide services which include victim work, group work, community reparation and early interventions. This includes working closely with the police to implement the new Youth Restorative Intervention (YRI).

As a result of the county council's Fit for the Future programme, Public Value Review, and by agreement with youth justice partners, SYJS will become part of the newly established Surrey Youth Support Service. The YSS will be developed in the course of 2011 with a 'go live' date in early 2012. The Service will deliver against two key outcomes: more young people participating in education, employment and training, more young people diverted from crime, and will contribute to a third objective of delivering more quality youth work to young people in Surrey. Given that young people who are not participating in ETE share many of the risk factors associated with those who are at risk of offending, an integrated casework service targeting both outcomes will provide efficiencies through an "economy of cohort". In practice we are often talking about the same young people who up until now have attracted a service from a number of agencies.

	2007/08	2008/09	2009/10	2010/11
First time entrants to the youth justice system	1499	984	827	571 (predicted)
Pre-court disposal (reprimands and final warnings)	1466	1185	1000	754
Number of young people receiving a court outcome	770	682	604	487
Number of custodial disposals	33	24	20	19
Total number of disposals	1467	1327	1128	932
Total number of offences	3769	3260	2755	2253

**CASE  
STUDY**

## Intensive intervention

James first came to the YJS's attention aged 14. He was diagnosed with Attention Deficit Hyperactivity Disorder (ADHD) and was assessed as being developmentally 18 months behind his chronological age. There were concerns about his behaviour and progress at school, including being subject to bullying, about mum's ability to cope with her three children (James, and sisters aged 10 and 7 months) and mum's volatile relationship with James. His offending consisted of violent and drug related crimes, and he had many factors in his life that indicated his offending would continue and possibly escalate in amount and seriousness.

He was convicted of robberies in which a knife was threatened and/or present and the court imposed an Intensive Supervision and Surveillance Programme (ISSP) and curfew. This involved YJS working with James for 25 hours a week, liaising closely with Children's Services and supporting him and his school to maintain him at his Pupil Referral Unit (PRU). He completed a range of interventions challenging his attitude to offending and addressing other factors in his life. This included attending the Can Do programme - an intensive groupwork programme held within HMP Coldingley with input from selected prisoners, community reparation, "paying back" to the community through a variety of activities and he was able to achieve some qualifications, including an Open College Network (OCN) in carpentry. With support he continued to attend his PRU and took and passed his level 2 Literacy and Numeracy exams. He was challenged on his attitudes to weapons and his offending behaviour, including developing victim awareness. This led to opportunities for him to reflect on what he had achieved and as a result to feel less negative and despairing. His confidence and self esteem improved, and he recovered an interest in his personal appearance and hygiene.

During this time his relationship with his mother continued to be volatile which led to an altercation with her threatening him with a knife and he went to live with his grandmother and then spent a period with a foster carer. The YJS supported him, his mother and foster carer during this time through the Family Intervention Project (FIP). Restorative meetings were organised between James and his mum and both were able to accept responsibility for their part in their volatile relationship. Mum received intensive support as her own needs were overwhelming her so much that she could not adequately parent her children.

James is now aged 17; he completed his court order four months ago and has not re-offended in over a year.



### 3. Review of 2010/11

#### 3.1 Performance against National Indicators

National Indicators	Target	2007/08 outcome	2008/09 outcome	2009/10 outcome	Target 2010/11	Predicted outcome 2010/11
First time entrants to the Youth Justice System aged 10-17.	Reduce by 5% each year	Baseline 1,499	-34.4% 984	-16% 827	-5% 786	-31% 571
Young people receiving a conviction in court who are sentenced to custody.	Keep below or at 3% of all sentences imposed	2.1% 33 disposals	1.7% 24 disposals	1.8% 20 disposals	<=3%	1.9% 19 disposals
Young people's (YJS) engagement in suitable education, employment or training.	Keep above or at 80%	72.8%	77.5%	76%	>=80%	78.5%
Proven re-offending.	Reduce baseline by 5% by 10/11	Baseline 2005 cohort	2008 cohort	2009 cohort		
Rate		0.96	0.89	0.94	0.91	Data not available
Total %		35%	32%	34%	33%	until Aug 11

**Performance Summary/Commentary:**

There are four key indicators that are reported nationally for youth justice and against all of these Surrey is performing better than the average for the region and its comparator authorities.

**Custody:** Surrey remains one of the lowest users of youth custody in the country and the historically low number of young people sentenced to custody in 2009/10 (20) has been improved in 2010/11 to 19. While the target reduction of 10% was not achieved, this needs to be seen within a context of excellent performance against this measure. Surrey's ratio for the use of custody among its youth population of 1:5000 is the highest in the country and compares to poor performing authorities where as many as 1:200 young people are incarcerated each year. This is seen as the critical indicator of the health of a local youth justice system.

**First time entrants to the youth justice system:** this measure of new entrants to the system (those without previous formal outcomes) reflects the ability of the youth justice partnership to effectively deal with lower level offending behaviour without recourse to criminalising children and young people. It is worth emphasising that while convictions do become 'spent', a criminal record never goes away and it is our responsibility to ensure young people do not unnecessarily go into adulthood with a criminal record. It is therefore of great credit to the partnership, and Surrey Police's contribution needs recognition. By April 2011 the number of first time entrants is projected to have fallen by over 60% in three years from 1,499 to 571, with the current year showing an anticipated reduction of over 30%.

**Re-offending:** most young people who come into the youth justice system do not re-offend. Although results for the full year 2010/11 will not be available until August, the six month data indicates a reduction in the numbers re-offending (32% for 2010/11 from 34% in 2009/10). This means that fewer than one in three of the young people known to the YJS re-offends. Re-offending is also measured in terms of the frequency by which young people in the system re-offend (this is the measure of all the offences committed by those in the re-offending cohort divided by the number of young people in the cohort). The headline figure for frequency of offending remains fairly static with a projected rate from the six month data of 0.94 (compared with 0.95 for 2009/10); this equates to just under one offence for each person in the re-offending cohort. To make in-roads into the frequency rate, the YJS will need to have a greater impact on the small number of young people who commit a disproportionate amount of offences.

**Participation in full-time education, training and employment:** the trend over the last three years in relation to young people in the justice system has been for sustained improvement against this indicator, both for those of school age and those over school age. This improvement is particularly encouraging in view of the difficult context all young people are dealing with, which is exacerbated for those in the youth justice system who have criminal records and largely will have under-achieved in education. Nonetheless, this indicator remains below the 80% target which has been set nationally. As outlined, the target locally is to have zero NEET young people by 2015. This will need sustained attention by all partners if we are to get all young people in the youth justice system fully participating, but will be greatly aided by the development of the Youth Support Service.

### 3.2 Performance against Local Indicators

Local Indicators	Target 2011/12	2007/08 outcome	2008/09 outcome	2009/10 outcome	Target 2010/11	Outcome 2010/11 (predicted)
Young people's (YJS) access to suitable accommodation.	Keep above or at 95%	94.8%	93%	91.3%	>=95%	94.3%
Looked after children in Surrey offending (new for 2010/11).	Reduce by 20% year on year (from 09/10 baseline)					
YJS data (proxy indicator) Number of young people who are looked after at the time of their offence.	31yp			51yp	41yp	48yp
OC2 data. Number offending/total no. of young people looked after for over 12 months.	5.6%		50/422 11.8%	38/430 8.8%	7%	36/373 9.65%

## Performance Summary

The two headline local indicators agreed for the service are:

**Accommodation:** following a fall in recent years, the YJS is now moving in a positive direction with this target, with the 2010/11 predicted outcome being 94.3%. The provision of suitable supported accommodation has improved through new arrangements with Pound House and the Amber Foundation both of which now provide dedicated beds to the YJS. The access for the YJS to a range of supported accommodation has also been improved through deploying specialist accommodation officers who have the expertise to identify placements from what remains a relatively small pool of suitable supported accommodation in Surrey. The challenge remains to increase the availability of high quality placements for the highest need young people. Within the small cohort of prolific offenders managed by the YJS, the recurring theme is the instability which characterises their living arrangements. The approach to working with high risk young people is dependent upon the success of the YJS accommodation strategy to deliver better placements that hold on to difficult young people.

**Looked After Children:** in 2010/11 9.65% (36 out of 373) of Looked After Children were dealt with formally by the youth justice system. This compares with only 1% of the total population aged 10 –19 who committed an offence (1,090 of 109,747). The target is to reduce the numbers of looked after children in the youth justice system by 20% year on year.

In the last year significant action has since been taken, with over-sight from the Corporate Parenting Board, to address the factors which make our looked after children more likely to come into the criminal justice system. Most important among these is the 'Looked After Children's Reducing Offending Protocol' between YJS, Surrey Children's Service and Surrey Police which regulates the way incidents in the looked after children's placements are dealt with by the partners. This protocol has been implemented in recent months and it will take a period of time for the training of staff and managers to take effect and be registered in a reduction of the use of formal criminal justice sanction. The annual out-turn for 2010/11 is disappointing but it is anticipated that during 2011/12 the agreed measures now being implemented will make in-roads into this number. Priority for restorative diversion from the criminal justice system for looked after children is within the new arrangements with Surrey Police and will support the drive towards reducing the over-use of the criminal justice system.

### 3.3. Review of Priorities for 2010/11

**Reduce re-offending:** results for the full year 10/11 will not be available until August, however, the 6 month re-offending figures give some encouragement that the reducing re-offending plan is having results. Offending in all the cohorts where the YJS is most active in working with known offenders has reduced against 2009/10. Young people who are subject to community and custodial penalties are the most likely to re-offend and it is these groups where the greatest reduction has been evident. Within this cohort the most active offenders are identified as DYO's (subject to the Deter Young Offender scheme) and their overall rate of offending fell by 60% compared to their offending prior to becoming subject to intensive supervision. While the over-arching re-offending rate for all young people in the criminal justice system has remained reasonably static, this masks the fact that the significant reduction in numbers coming into the system (first time entrants) means those who do come into the system are inevitably higher risk young people. Similar success around the region in reducing first time entrants has seen a considerable increase in the headline rate of offending for most other youth offending services and the fact that the rate in Surrey has not increased in this context is actually a significant achievement.

**Becoming a restorative service:** the plan for 10/11 made a commitment to become a restorative service. We have travelled some way towards this through increasing the amount and quality of the work done directly with victims. The local target is to ensure 50% of victims participate in interventions and this has been surpassed with 61% participating. Considerable work has gone into developing the Youth Restorative Intervention with Surrey Police, which went live in April 2011, and holds the promise of moving the service towards a firmly embedded use of restorative approaches with all young people who offend.

**Excellence in safeguarding:** there were three elements associated with improving the YJS's safeguarding response: ensuring an effective relationship with the Children's Service, better outcomes for looked after children and better health outcomes for young people in the youth justice system. Work alongside Children's Service has progressed positively with managers in both services now coming together routinely to promote a shared response to children who are in both the social care and criminal justice systems. Family group conferencing services have been made available to the YJS and work has been taken forward jointly around better accommodation options for 16 and 17 year olds. Responses to looked after children who offend have received considerable attention by the YJS and the Children's Service. Although there has not been a dramatic reduction in the numbers of look after children coming into the system, the work has been done which will make this likely in the coming year. With regard to improved health outcomes, the YJS has undertaken a health needs assessment with NHS Surrey in order to promote improved services for young people in the youth justice system. The findings of the health needs assessment, published in March 2011, present a picture of a cohort of 'unhappy and unhealthy' young people who have experienced high levels of loss, distress and abuse but are, nonetheless, surprisingly resilient. Initial findings from the HNA have been acted upon, with preventative substance misuse, counselling

**CASE STUDY**

## The Youth Restorative Intervention

The Youth Restorative Intervention (YRI) is intended to divert appropriate cases from formal criminal processing through empowering 'offenders' and 'victims' to reach agreement about restorative action and so resolve matters informally rather than using formal disposals.

One example is when a 15 year old girl assaulted another 15 year old girl during a fight over a boy. Each was visited by our YRI worker and both girls agreed to meet. The 'victim' of the assault had begun to contemplate an act of retaliation with a number of her friends and this was averted by providing an opportunity for each of the girls to discuss what had happened, for the offender to make apology and for the two to make commitment to non-violent conduct in the future.

This new YRI approach was supported by each of the girls' parents and led to a successful outcome for all parties involved, without either girl receiving a criminal record, reducing the likelihood of offending through retaliation and avoiding an escalation of conflict between both parties.

and physical health services being more routinely provided through the YJS. The formal recommendations from the HNA will provide a blueprint for health commissioners and the service to implement an action plan to deliver improved health outcomes to this client group.

The judgement from HM Inspectorate of Probation that, 'minimum improvement' is required in the YJS's response to safeguarding, is a positive endorsement of the work undertaken in the service and wider partnership.

### 3.4 Funding 2010/11

<b>YJS Teambudget</b>	<b>Budget £</b>	<b>Year End £</b>	<b>Year End Variance £</b>
SCC	1,589,980		
Connexions	176,122		
Probation*	30,683		
Probation (2 x employees)	66,320		
Health*	55,966		
<b>Sub total</b>	<b>1,919,071</b>	<b>1,943,623</b>	<b>24,561</b>
Effective practice	502,239	510,740	8,501
Intensive supervision & surveillance programme	237,865	238,633	768
Prevention (parenting & prevention)	344,091	349,613	5,522
IRS	70,000	70,000	0
KYPE	51,478	58,280	6,802
<b>Sub total – YJB grants</b>	<b>1,205,673</b>	<b>1,227,266</b>	<b>21,593</b>
Substance Misuse Service (DAAT/YJB – £95,996)	143,888	146,208	2,320
SMS – DAAT prevention	46,594	46,594	0
<b>Sub total - partners</b>	<b>190,482</b>	<b>192,802</b>	<b>2,320</b>
DCSF - Think Family, including Parenting Expert, PEIP & FIP	497,000		
In year reduction	-125,000		
Housing associations and borough councils	36,000		
<b>Sub total – Think Family</b>	<b>408,000</b>	<b>408,953</b>	<b>953</b>
<b>Total</b>	<b>3,723,226</b>	<b>3,772,653</b>	<b>49,427</b>
<b>% of overspend on budget</b>			<b>1.3%</b>

\*Above budget does not include the costs of seconded staff – 2 x police officers, 2 x Camhs workers, 1 x probation officer & 1 x fire service officer.

## 4. Priorities and Plan for 2011/12

### 4.1 Service Priorities

**The development of the Youth Support Service:** this will proceed on an incremental basis from April 2011, with existing SCC personal advisers joining the service and additional Connexions staff being aligned to the Youth Support Service up until April 2012. Consultation with staff will be undertaken between May and August 2011 with a proposal to integrate Youth Justice and Youth Development management and support structures and identify practitioners with the appropriate skills to deliver this service. The priorities for the coming year will be to support staff through a period of considerable change and uncertainty, helping them to maintain their high performance and build a common culture with new colleagues in the Youth Support Service (YSS). In addition, the new Youth Support Service must seek to become an effective platform for a variety of agencies to align services for vulnerable young people.

**The restorative and preventative direction of travel:** by diverting young people away from the high-cost, low-volume, specialist court-ordered services young people's problems can be dealt with in a more holistic fashion through preventative work and the informal **Youth Restorative Intervention (YRI)**. Building upon family and community links through restorative approaches will provide cost-effective and beneficial outcome for young people, their families and communities. It also enables the balance of service provision to move away from reacting to entrenched offending behaviour in order to focus instead upon earlier support to address the problems which are common to a cohort of young people who are at risk of both failing to participate in education, training and employment and are at risk of involvement in crime. In addition the YJS is working in partnership with Victim Support to provide bespoke services to young victims of crime to ensure these young people get appropriate support to help them to deal with their victimisation.

**Increasing participation:** particularly for the most excluded and vulnerable of our children and young people. The measure for this is more young people participating in employment, training, and education (PETE) with a continued emphasis on ensuring that young people in the criminal justice system, who are the least likely to successfully participate, get increased support and access to opportunities.

**High risk young people** who experience multiple problems in their lives and are responsible for up to half of all offences committed. The focus, in respect of youth crime, must be greater success with the relatively small number of young people. A new approach to working with high risk young people is therefore being developed to support improved practice and reduced re-offending amongst this cohort. An important component of this approach is taking young people on a work-readiness journey, from whatever their starting point, to one where they are ready to sustain participation in employment, education or training.

**Looked after children** will continue to be a focus of our work, ensuring that fewer enter the youth justice system in the first place through using the YRI and working with staff in looked after settings to ensure that the response to young people is consistent with our restorative ethos.

**Improved health outcomes:** following the completion of the Health Needs Assessment, the formal recommendations provide a blueprint for health commissioners and the service to implement an action plan to deliver improved health outcomes to the Youth Justice client group. This will include improved provision of services particularly those in regard of mental and emotional health and speech, language and communication needs.

**Family and parenting services** will continue to be developed to ensure that young people are supported to stay within families that have the resilience to hold on to young people and promote values which will enable them to be law-abiding and productive. Family Intervention Projects (FIPs) have demonstrated their success in working with some of our most complex families and these will be expanded to new areas of need in Surrey. Alongside this, a range of parenting support and early intervention services are available from the Youth Justice Service and these need to be integrated within the Youth Support Service to ensure parents get the right level of support at the right time.

**Services will increasingly be local and co-produced:** the service will seek to be responsive to communities and involve local people in decision-making and in supporting the work of the service through a range of volunteering activities. In addition, community conferencing, work with Local Area Committees and the development of borough-based participation teams will greatly enhance localism. Young people will fully participate in the design of the new service, which will build upon the YJS ethos of, 'doing with' not, 'doing to'.

**CASE STUDY**

**A response to nuisance and anti-social behaviour in Stanwell**

Youth nuisance and anti-social behaviour was a significant problem in and around the shops in Stanwell, and the police put in place a Section 30 Dispersal Order and worked with partners to develop initiatives to tackle the problem. One was to convene a community conference, a structured approach bringing together a community of people affected by harmful behaviour, to enable dialogue, to consider the different interests and needs of all those affected and to enable all those involved to discuss the problems and generate solutions in a safe environment.

The first community conference was held in August 2010. As with other models of Alternative Dispute Resolution (ADR), this involved careful preparation by a team of trained facilitators led by Surrey Youth Justice including police and a local youth worker. Our first meeting was attended by around 45 people, including representatives from local traders, the local anti social behaviour coordinator, borough and county youth workers, residents, including the Women's Institute, representatives from the local faith communities, police, schools and a number of young people (known to have been directly responsible for anti-social behaviour in the area). The conference provided the opportunity for people to be heard, to talk about the issues from their own perspectives and to hear the views and ideas of others. There was opportunity to look at solutions and what they, as a community, wanted to do next.

There was evidence of a developing relationship and trust between all involved and a desire to extend this to others. Those present wanted a further meeting to be convened and a follow-up conference was held in December 2010. There is now a clearer understanding of each other and less feelings of anxiety in the community. Plus an acknowledgement from all sides that incidents of anti-social behaviour have reduced significantly and many attribute this to the success of the community conferences. A further meeting is now being planned to build on the work and the action planning from the first two meetings. A community conference is being planned in the Shepperton area and SYJS plans to introduce community conferencing in all boroughs across the county in the year ahead, and in so doing, strengthen links between Surrey YJS, local community safety partnerships and others, in a joint effort to tackle youth crime and anti-social behaviour in neighbourhoods.

## 4.2 Service plan for 2011/12

Area	Action	Date	Success criteria
<p><b>Development of the Youth Support Service</b></p> <p>Integrate YJS and YDS structures (transformation project).</p> <p>Support workforce through process.</p> <p>Maintain high performance.</p> <p>Build shared culture of YSS.</p>	<p>Management workforce.</p> <p>Staff communication, including all staff briefings and individual support.</p> <p>Regular analysis of performance. Support core activities ensuring sufficient capacity.</p> <p>Local and county-wide team building. Statement of mission and values for YSS.</p>	<p>June/July Dec</p>	<p>Re-organisation complete Dec 11.</p>
<p><b>Youth Restorative Intervention</b></p> <p>Full implementation.</p> <p>Develop central and local teams with Surrey Police.</p> <p>Six month review.</p> <p>Training of staff.</p>	<p>Offer restorative intervention to all appropriate cases.</p> <p>Identify relevant staff for central team. Identify relevant staff to lead in boroughs.</p> <p>Complete 6 month evaluation and report back back to steering group.</p> <p>Complete different levels of training as required, ensuring correct staff attend.</p>	<p>Sept 11</p> <p>Sept 11</p> <p>Sept 11</p> <p>Oct 11</p> <p>Sept 11</p>	<p>YRI performance measures:</p> <ul style="list-style-type: none"> <li>● fall in the rate of proven re-offending by young offenders in Surrey</li> <li>● fall in first time entrants to the YJS</li> <li>● victim satisfaction – those involved in YRD and YRI</li> <li>● reduction in number of young people coming before the courts.</li> </ul> <p>Central team in place.</p> <p>11 borough teams indentified.</p> <p>Evaluation report accepted by YRI Steering Group.</p> <p>Full implementation of YRI.</p>
<p><b>Increase participation in education, training and employment (PETE)</b></p>	<p>Identify NEET young people – numbers and names.</p> <p>Deliver local services to support young people back into PETE.</p>	<p>Quarterley reports</p>	<p><b>Performance measures</b></p> <p>Youth Justice and whole NEET cohort targeted.</p>



Reduce number of NEET.  Integrate professionals and approaches.		April 12	At end of order % Engagement in suitable education, employment or training for young people that offend – target to keep above 80%.  11 borough clusters coordinated through YSS.
<b>Prevention and early intervention to increase PETE and reduce youth crime</b>	Identify numbers, names and location of young people at risk.  Deliver targeted local preventative services.	Quarterly Reports  April 12	Statutory school age – 90% in full time education at end of order.  11 borough clusters coordinated through YSS.
<b>Post inspection improvement plan</b>	Complete post inspection improvement plan.	June 12	Plan signed off by YJB.
<b>Reduce the number of looked after children in the youth justice system</b>	All looked after children to be offered a YRI, where appropriate, rather than formal outcome.  Quarterly reports to Corporate Parenting Board.  On-going work to establish restorative practice in looked after settings, including training staff.	April 11	20% reduction in looked after children in the YJ system in Surrey 2011/2012 when compared with 2010/11.
<b>Health needs</b>	Implementation of action plan from health needs assessment.	Mar 12	Action plan signed off as complete by Management Board.
<b>High risk young people</b>	Develop new approach to high risk young people.  Incorporate Deter Young Offenders process into Integrated Offender Management.	Sep 11  Sep 11	Fall in re-offending rates of high risk young people.
<b>Local delivery of services</b>	Create borough/district teams. Appoint borough managers. Select staff teams.  Identify local delivery centres. Relocate staff as necessary.	April 12  April 12	Borough teams established.  Delivery centre within each borough.
<b>Volunteering</b> Increase number and quality of experience for volunteers.	Work with partners to develop volunteer plan.  Recruit, train and deploy area-based volunteers.	April 12  April 12	County-wide plan developed and in place with partners.  Local volunteers available to support YSS work.

## 5. Funding for 2011/12

	<b>Income 2011/12 £000</b>	<b>Projected Spend for 2011/12 £000</b>	<b>Comments</b>
<b>YJS Team budget</b>			
SCC – core funding, including funding from Services for Young People	1,476	1,476	
SCC– Connexions	180	180	
SCC – EIG (Think Family)	372	372	
Youth Justice Board	1,032	1,232	Overall reduction of 21% from 2010/11.
<b>Partners</b>			
Health	56	56	
Health (contribution to SMS)	24	24	
Probation	97	97	
DAAT – SMS	24	24	
DAAT – prevention	80	80	
Guildford & Waverley Community Safety Partnership	26	26	For prevention parenting.
Housing Association & Borough Council	36	36	For family intervention project.
Seconded workers 2 x police officers 2 x CAMHS workers 1 x probation officer 1 x fire service officer			
<b>Total</b> (Not inclusive of seconded staff or in-kind contributions)	3,403	3,603	Over commitment of £200k.
SCC – funding from Services for Young People	200	200	Pressure from reduction in YJB grant to be addressed by action across Services for Young People and SCC contingency if required.

## Appendix 1 Sign off agreement

Youth Justice Plan produced by:

Ben Byrne: Head of Youth Justice

Statutory partners:

Surrey Police: Mark Rowley, Chief Constable

NHS Surrey: Ann Walker, Chief Executive

Surrey and Sussex Probation Trust: Sonia Crozier, Chief Executive

Surrey County Council: David McNulty, Chief Executive

