

2013/14

# Youth Justice Strategic Plan

Surrey Youth Justice Partnership

Draft at 12/3/13



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## Youth Justice Strategic Plan 2013/14

### Introduction

A comprehensive two year review of services for young people in Surrey was completed in January 2012. Existing services of Connexions, Youth Service and Youth Justice Service were decommissioned and from 1<sup>st</sup> January 2012 a new Youth Support Service (YSS) was established to deliver improved outcomes for young people supporting two strategic aims – to increase participation in education, training and employment; and to reduce offending and re-offending. The new service offers an integrated case work approach to vulnerable young people who are not in education training or employment (NEET) or who are at risk of being NEET and to those involved in the youth justice system or who are at risk of becoming involved. The service draws on the skills of youth justice practitioners, youth workers and connexions personal advisers and delivers support to young people through eleven local borough or district based teams within Surrey. The functions of the Youth Offending Team (formerly the Youth Justice Service) are undertaken by practitioners and managers within the YSS. The deputy Head of Service role is designated as Surrey's Youth Offending Team manager and carries the strategic responsibility for youth justice in the County.

The service is now into its second year of operation. The first year being very much one of transition with staff and managers adapting to the new opportunities afforded by the new working arrangements. Despite major organisational upheaval, headline youth justice performance continues to be very strong evidenced by exceptionally low numbers remanded and sentenced to custody, further reductions in first time entrants and a continuing downward trend in re-offending. A Short Quality Screening Inspection carried out by HMIP in December of 2012 found overall that most staff in the Surrey Youth Support Service were delivering work of high quality and evidence of good multi-agency liaison and shared working, particularly in undertaking offending behaviour and victim work. They also identified aspects of our safeguarding and public protection work which required some attention and we are committed to a scheme of planned improvements in relation to this.

The new service also continues to develop the radical changes brought about by the 2011 introduction in partnership with Surrey Police of the Youth Restorative Intervention (YRI). The YRI provides a further step between arrest and the courtroom door and offers offenders and victims opportunity for fast and informal resolution of the harm caused by offending. As a consequence, the number of first time entrants to the youth justice system has fallen by 80% in the last two years. For the first time we are able to shift resource from processing relatively large numbers of offenders through the court system to working with those at risk of offending – intervening earlier to prevent problems escalating.

Surrey continues to be a very low user of custody with just 8 young people sentenced to custody in the last twelve months continuing a downward trend established over several years. Secure remands (to both secure units and prison custody) are also low with a total of 431 nights of such accommodation used last year. The Surrey system is therefore well positioned to take on the transfer of financial responsibility for young people remanded to youth detention accommodation following the implementation of the Legal Aid Sentencing and Punishment of Offenders Act from April 2013.

The challenge ahead is to balance the architecture of the new service – offering an integrated one stop service locally delivered in 11 borough hubs – while maintaining the skills of key practitioners in the context of reducing demand for youth justice services.

**The youth justice strategy for Surrey for 2013 to 2016 is as follows:**

Use restorative approaches to prevent offending, address offending effectively, improve victim satisfaction, raise public confidence and where appropriate to divert young people from the criminal justice system (including young people who are looked after).

Concentrate proportionately more resource on the smaller number of young people with more complex and higher risk issues where intensive support will reduce the risk of further offending and protect the public with particular attention to transitions to adult services for those with enduring needs.

Maintain low use of sentence and remand custody by providing credible bail support and community sentence options

Continue to focus on reducing the over-representation of looked after children in the youth justice system

Tackle four major risk factors in offending behaviour by supporting and enabling young people at risk of offending or re-offending to:

- participate in purposeful activity including education, training and employment.
- live at home or find appropriate supportive alternative housing
- lead lives free of dependency on drugs or alcohol
- overcome the difficulties of emotional and mental health problems

### Outcomes for 2012 calendar year

Youth justice is now part of the integrated Youth Support Service. The role of Youth Offending Team manager has been retained to give a strong strategic focus to youth justice issues. Surrey's youth justice outcomes continue to be some of the best in the country as reflected by the three Youth Justice Board national performance indicators:

#### Use of Custody rate per 100,000 of 10-17 population

Data Period	Surrey	South East	England
Apr 2011 to Mar 2012	0.13	0.44	0.80
% change compared to Apr 2010 to Mar 2011 baseline	-32%	No change	-12%

Rank	Surrey
Against South East (of 19)	3
Against England (of 142)	7

Use of custody: 8 young people received a custodial sentence in 2012. This is the lowest per capita use of custody in England for any sizeable authority and represents a 73% reduction in the use of custody for children and young people in Surrey over the last 5 years.

#### First Time Entrants rate per 100,000 of 10-17 population

Data Period	Surrey	South East	England
Jul 2011 to Jun 2012	210	535	637
% change compared to 2007 baseline	-86%	-69 %	-66%

Rank	Surrey
Against South East	1
Against England	1

First time entrants (FTE): Surrey has achieved an 86% reduction in first time entrants to the youth justice system in the year to June 2012 compared to the 2007 baseline. Surrey has the lowest FTE per capita in England.

### Re-offending of 10-17 population

Data Period	Surrey	South East	England
April 2010 to March 2011	32.7%	33.5%	35.8%
% change compared to Jul 08 to Jun 09 baseline	+2.1%	+1.5%	+3.0%

Rank	Surrey
Against South East	7
Against England	35

Re-offending: the most recent Ministry of Justice figures (Jan 2013) for Surrey indicate a 32.7% re-offending rate for young people in Surrey. This represents a small upturn in re-offending which is attributable to the effect of reducing the overall number of young people convicted – that is those remaining in the system are a higher risk group who are more likely to re-offend.

The driving force behind the improvement in youth justice outcomes has been the implementation of a restorative justice strategy across the partnership. Central to this has been the development of co-located Youth Integrated Offender Management Unit staffed by police and Youth Support Service personnel, which has oversight of the vast majority of youth offences in the county. The development of the Youth Restorative Intervention as an alternative to formal criminal justice disposal has been the mechanism which has underpinned improved youth justice outcomes in Surrey. This has not only delivered much of the reductions in first time entrants, it has meant that victims are now routinely participating in the resolution of youth offences and are reporting increased satisfaction in the youth justice process as a result. The YRI has also been critical to the success of Surrey 'Reducing Looked After Children's Offending Strategy' which has seen a 30% reduction in the numbers of Looked After Children entering the criminal justice system. For those resident in Surrey this reduction is 75% and there were no Surrey resident Looked After Children who entered the criminal justice system for the first time in Surrey in 2011-12. In total the reduction in first time entrants in the last four years has meant there are more than 5000 young people beginning adulthood without the burden of a criminal record.

The focus of the Youth Support Service on increasing participation, preventing homelessness, developing more effective responses to emotional and mental health problems, and delivering improved services to support families, further supports the drive to reduce reoffending. This in turn will promote a further reduction in both remands and custodial sentences. The implementation of restorative approaches within the youth justice system enables Surrey to redirect resources from reacting to re-offending through court ordered interventions, to working with young people to reduce the risk factors that lead to offending behaviour as part of a broader strategy to remove barriers to participation in education, training and employment.

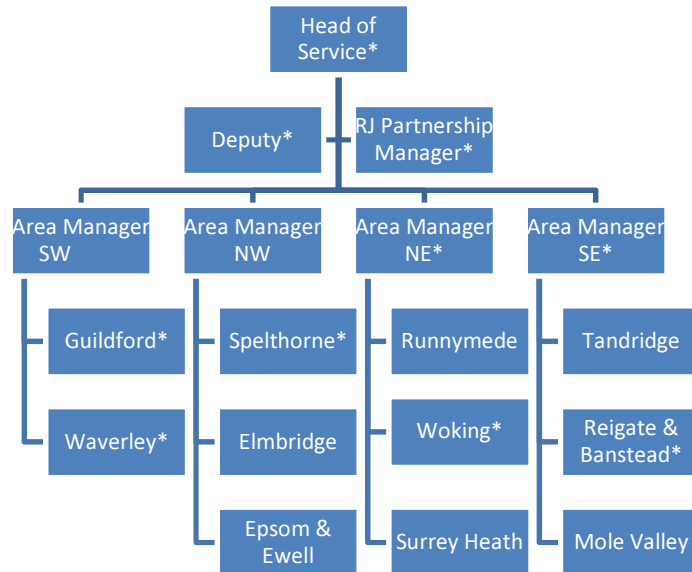
## Resourcing & Value for Money

Outcome:

Efficient deployment of resources to deliver effective youth justice services to prevent offending and reoffending.

The Youth Justice Strategic Plan should provide an overview of how the YOT Management Board and wider partnership will ensure that the YOT has sufficient resources and infrastructure that are appropriately deployed to deliver youth justice services in its area in line with the requirements of the *National Standards for Youth Justice Services*.

Youth justice services are delivered in Surrey by the integrated Youth Support Service (YSS). This new service delivers youth justice services alongside a range of other support for vulnerable young people through eleven borough teams grouped within 4 operational areas of the county. The diagram below shows how the service is organised in terms of our capacity to support and deliver youth justice services with those managers marked (\*) having significant youth justice experience. Other managers within the service bring complementary skills in Youth Work and Careers Guidance. Each of the eleven borough teams includes an appropriate complement of practitioners with youth justice skills and experience. We have three court locations at Guildford, Staines (in Spelthorne) and Redhill (in Reigate & Banstead)



Simplified organisation chart showing management posts with youth justice expertise



## Appropriate Adults

During 2013/14 we will continue to provide a 24/7 Appropriate Adult service through our partnership with the Diocesan Council for Social Responsibility.

## Bail & Remand

An out of hours rota operates to provide cover for Surrey courts sitting on Saturdays and bank holidays. This enables the service to respond to unscheduled remand hearings and ensures that where possible young people are not remanded to Youth Detention Accommodation (remand to prison custody or remand to secure facilities) The Service has responsibility for youth homelessness prevention and is the single point of referral for all young people aged 16-18 presenting as homeless. The Service commissions a range of supported accommodation options to meet the needs of young people combined with a strategy to return young people home wherever it is safe and feasible to do so. The availability of these resources enhances the Service's capacity to meet the needs of young people who are at risk of being denied bail and help position the Service to respond to the opportunity of the transfer of financial responsibility for young people remanded to youth detention accommodation following the implementation of the Legal Aid Sentencing and Punishment of Offenders Act from April 2013.

## Youth Restorative Intervention (YRI)

The YRI is a joint initiative with the Police and extends the range of pre-court diversionary options and is generally (but not exclusively) deployed prior to either the Reprimand or the Final Warning. It offers offenders and victims' opportunity for fast and informal resolution of the harm caused by offending. As a consequence, the number of first time entrants (FTE) to the youth justice system fell by 59% in the year 2010/11 (564 in 2010/11 falling to 230 in 2011/12) and a predicted further fall by the end of 2013.

A full YRI evaluation report is now available and provides evidence of improved victim satisfaction, a 34% reduction in re-offending (based on 180 cases in the pilot period) and value for money calculated at a speculative £4.2million lifetime saving to the Surrey tax payer since the YRI began. Furthermore, the 52% reduction in the overall number of 'youth disposals' in the last four years strongly supports a case for the YRI to continue to contribute to crime reduction and community safety.

The year ahead will provide more detailed evaluation of re-offending, and particularly for those offenders who would previously have been brought before the courts.

YRI quality control and assurance includes quarterly reporting to the IOM Management Board; quarterly victim satisfaction survey; 6 monthly young offender surveys; and a YRI Quality Assurance Panel that sits four times a year involving 'deep-dive' scrutiny of YRI casework. (Membership of the YRI QA Panel includes panel chairs (magistrates), community panel members, CPS, HM Court Service, and an independent 'Victims Champion')

The YRI has significantly contributed to the success in recent years in reducing the numbers of looked after children in the criminal justice system and particularly for those placed in county. Work with representatives of the South East Seven is underway to develop a pan regional agreement to ensure better outcomes for looked after children placed out of area.

### **Referral Orders**

As with overall numbers of young people brought before the courts the number of Referral Orders has also been reducing. This is not least as a consequence of the introduction of the YRI described above. Furthermore, the introduction of the YRI and the associated lengthening of the road to the court door has meant a change in the profile of young people now made subject to Referral Orders. These young people are more likely than before to have complex needs and vulnerabilities, are more likely to have committed more serious offences, are less likely to have made full admissions at the outset and more likely to be subject to a Referral Order made for a longer duration.

Furthermore the YSS is mindful of the YJB review of 'Panel Matters' training for Community Panel Members (and Restorative Justice facilitator training for YOT staff), and new legislation introduced during 2012 that will removed the previous restrictions on the availability of the Referral Order in the youth court and implications for Referral Order practice brought about by our own service transformation.

For these reasons a short-life Referral Order Review Group has produced a review report with 39 recommendations for Referral order practice improvement. This review report is currently subject to consultation with an anticipated timetable for implementing service improvements from July 2013. The focus for change will be the accessibility of the Referral order for victims of crime and to address the involvement and confidence of the local magistracy in the referral order practice.

### **Intensive Supervision & Support (ISS)**

ISS is delivered through our eleven borough teams which have access to a wide range of resources to support alternative to custody programmes. These include the group work programmes run in partnership with two local prisons (*Can Do* at HMP Coldingly and for females only, *New Leaf* at HMP Send); the Community Reparation Scheme and the Ready for Work programme (R4W) and access to an extensive outdoor learning and development programme. Together these resources can form the bulk of the ISS programme requirement. The number of ISS requirements in the last twelve months was exceptionally low at 5 orders. (with low custody numbers also)

### **Priority Young Persons**

The Priority Young Person (PYP) scheme was introduced in Surrey in May 2012, as an evolution and improvement to our previous Deter Young Offender (DYO) arrangements. It involves case managing Surrey YSS's most prolifically offending young people in partnership with police colleagues located within the Youth Integrated Offender Management (IOM) Unit. The focus of this joint approach is on identifying these

young people at the earliest opportunity and engaging them in restorative approaches wherever possible, in order to change behaviour. Early indications are that this scheme is supporting those young people identified to reduce their overall level and frequency of offending, in comparison to before the scheme was launched. The scheme and partnership approach will continue to be embedded over the coming year and its effectiveness will also continue to be monitored. A key measure of this will be the impact of the scheme on re-offending rates amongst our PYP's over a 12-month period.

### Resources for 2013/14

Contributions from partners:

Partner	Cash contribution	Value of seconded posts	Total
Police	0	88,000	88,000 <sup>1</sup>
Probation	0	132,000	132,000
Health	184,000	88,000	272,000
YJB	839,000	0	839,000
PCC	54,000	0	54,000 <sup>2</sup>
SCC	3,695,000	0	3,695,000 <sup>3</sup>
<b>TOTAL</b>	<b>4,772,000</b>	<b>308,000</b>	<b>5,080,000</b>

<sup>1</sup>Police contribution.

The cash figure quoted undoubtedly understates the value of the Surrey Police commitment to the Youth Integrated Offender Management Unit of 10 police officers supporting co-located and joint decision making and joint delivery of the Youth Restorative Intervention the full costs of which are not included here

<sup>2</sup>Police & Crime Commissioner

Indicative figure based on 50% of the MoJ prevention funding routed through the former Police Authority during 2012/13. (figure for 2013/14 to be confirmed)

<sup>3</sup>SCC

Estimate based on 2011/12 historical budget for Youth Justice Service

## Structure & Governance

Outcome:

Integrated strategic planning and working with clear performance oversight to ensure effective delivery of youth justice services.

### Youth Justice Partnership Board

The Youth Justice partnership board has a clear focus on the principal aim of reducing offending and re-offending and maintains strategic oversight of performance of the youth justice system. The membership of the board provides senior representation from key partners to ensure that young people involved in the youth justice system have access to universal and specialist services delivered by partners and other key agencies in particular in support of the local authority's responsibilities under the Children Act 1989 and Crime & Disorder Act 1998 to:

- discourage children and young people within their area from committing offences
- take reasonable steps designed to reduce the need to bring criminal proceedings against children and young people in their area
- avoid the need for children within their area to be placed in secure accommodation

Partnership Board priorities for young people in the youth justice system in 2013/14 are:

1. Improving participation rates
2. Ending the use of Bed & Breakfast accommodation for 16 and 17 year olds
3. Improving emotional and mental health of young people.
4. Reducing offending/re-offending with a focus on the most persistent and prolific
5. Reducing an preventing offending by looked after children and young people
6. Address the findings of the Short Quality Screening by HMiP in relation to safeguarding and public protection on non PSR cases.

### **Board membership**

<b>Name</b>	<b>Post</b>	<b>Agency</b>
Chairman: Nick Wilson	Director of Children Services	Surrey County Council
Kay Hammond	Cabinet Member for Community Safety	Surrey County Council
Garath Symonds	Assistant Director, Services for Young People	Surrey County Council
Frank Offer	Head of Commissioning	Surrey County Council
Ben Byrne	Head of Youth Support Service	Surrey County Council
Toby Wells	Deputy Head of Youth Support Service	Surrey County Council
Gordon Falconer	Community Safety Unit Senior Manager	Surrey County Council
Julian Gordon-Walker	Children's and Safeguarding Service	Surrey County Council
Helen Collins	Chief Superintendent Neighbourhood Policing	Surrey Police
Lyn Pedrick	Surrey Local Delivery Unit Director	Surrey & Sussex Probation Trust
Sarah Haywood	Partnerships Policy Officer	Office of the Police & Crime Commissioner
Meg Webb	Magistrate	SW Surrey Bench
Douglas Spinks	Deputy Chief Executive	Woking Borough Council
tbc	Associate Director Children & Families	Guildford & Waverley CCG

## Partnership Arrangements

Outcome:

Effective partnership arrangements are in place between YOT statutory partners and other local partners that have a stake in delivering local youth justice services, and these arrangements generate effective outcomes for children and young people who offend or are at risk of offending.

The Youth Justice arrangements in Surrey are fully integrated within the new Youth Support Service which is involved in a range of partnership opportunities through formal and informal arrangements as follows:

Partnership	Benefits to the YOT/YSS
CAMHS Strategy Board	Opportunity to influence priorities and planning for CAMHS related services including maintaining commitment to existing resources (2 x Band 7 Health post) and access to universal and specialist mental health resources
Criminal Justice Board	Board membership provides significant access to key decision makers and opportunities for influence on youth related matters
Corporate Parenting Group	YSS representation on the corporate parenting groups ensures that we can promote strategies to reduce looked after children's involvement in the criminal justice system
Youth Justice Advisory Committee	Quarterly meeting with the Resident Judge, Youth Panel Chairmen, legal advisers and CPS prosecutors which builds and maintains the confidence of sentencers in the Surrey youth justice offer
Integrated Offender Management Unit (Youth)	Effective integrated working between YSS staff and Police Officers to administer and support the delivery of the Youth Restorative Intervention to both victims and offenders.
YRI Quality Assurance Panel	'Deep-dive' scrutiny of YRI casework. (Membership of the YRI QA Panel includes panel chairs (magistrates), community panel members, CPS, HM Court Service, and an independent 'Victims Champion')

DAT Executive and DAT Commissioning Group	Board membership provides opportunities to influence priorities and shape provision for young people
Community & Public Safety Board	Range of community safety responsibilities, linkages to 11 Community Safety Partnerships. Opportunities for YSS to influence priorities and resource allocation.
Safeguarding Children's Board	Promote an appropriate focus on vulnerable teenagers including runaways and child exploitation as well as involvement in serious case reviews and quality assurance of safeguarding and public protection reports to the YJB
14-19 Partnership Board	Increasing participation for vulnerable learners with opportunities for the YSS to shape and influence the 14-19 agenda
Children's Alliance (Surrey's Children's Trust)	An overarching group that promotes the well-being and achievement of Surrey's young people (3 board members also sit on the Children's Alliance board)
MAPPAs Strategic Management Board	Ensures effective management of a very small number of high risk offenders (including some young people) who pose a risk to the public
Health & Well-being Board (currently in shadow)	We anticipate that this board will be critical to developing the health and well-being of young people, especially those in more marginalised groups

## Risks to future delivery

<p>Outcome:</p> <p>The YOT has the capacity and capability to deliver effective youth justice services.</p>	
<b>Risk</b>	<b>Action</b>
The routing of a portion of YJB/MoJ funding through the Police & Crime Commissioner could lead to a reduction in grant funding as youth justice may have to compete with other priorities for a smaller pool of community safety grant. This impacts on MoJ funding that in 2012/13 was around £110k	The service will work with the Police & Crime Commissioner to identify where service goals coincide with those of the PCC.
The council or its partners will require in-year budget reductions	The impact of some budget reductions can be accommodated within the context of a much larger service such that the risks to future delivery of youth justice services can be minimised. The service will also seek opportunities to develop income streams (eg from Government contracts) to improve resilience to financial pressure
Difficulty recruiting and retaining qualified/experienced staff in a high cost area close to London where higher salaries are on offer	Promote the benefits of an integrated service, offering wider scope for professional development and a work environment that offers a joined up approach to supporting vulnerable young people, including those involved in youth justice.
Inspection – will the YSS be sufficiently in tune with the expectations of the inspectorate in view of strong emphasis (and considerable success) on pre court diversion	Maintain inspection preparedness with reference to inspection framework published by YJB/OfSted
Loss of focus on Youth Justice within broader service	Maintain YOT manager role with deputy head of service post and lead for youth justice operations within Area manager role. Support opportunities for practitioners and managers to maintain and develop youth justice skills