



### **Cabinet Member (Children and Young People)**

---

**Time and Date**

2.00 pm on Tuesday, 16th July, 2013

**Place**

Committee Room 2 - Council House

---

**Public Business**

1. **Apologies**
2. **Declarations of Interests**
3. **Minutes** (Pages 3 - 6)
  - (a) To note the minutes of the meeting held on 12<sup>th</sup> March, 2013.
  - (b) Matters Arising
4. **Youth Justice Plan - Requirement Under The Crime and Disorder Act 1998 Part III 40(1)** (Pages 7 - 46)

Report of the Director of Children, Learning and Young People
5. **Outstanding Issues Report**

There are no outstanding issues to report.
6. **Any Other Business**

To consider any other items of business which the Cabinet Member decides to take as a matter of urgency because of the special circumstances involved.

**Private Business**

Nil

---

Bev Messinger, Director of Customer and Workforce Services, Council House Coventry

Monday, 8 July 2013

Note: The person to contact about the agenda and documents for this meeting is Usha Patel  
Tel: 024 7683 3198

Membership: Councillors G Duggins (Cabinet Member)

By invitation: Councillor Innes (Deputy Cabinet Member) and Councillor Lepoidevin (Shadow Cabinet Member)

Please note: a hearing loop is available in the committee rooms

If you require a British Sign Language interpreter for this meeting  
OR if you would like this information in another format or  
language please contact us.

**Usha Patel**

**Tel: 024 7683 3198**

## CABINET MEMBER (CHILDREN AND YOUNG PEOPLE)

12<sup>th</sup> March, 2013

Cabinet Member

Present: Councillor O'Boyle

Other Members

Present: Councillor M. Mutton – Chair of Children and Young People Scrutiny Board

Employees Present:

C. Green (Director of Children, Learning and Young People)  
N. Hart (Chief Executive's Directorate)  
I. Merrifield (Children, Learning and Young People's Directorate)  
U. Patel (Customer and Workforce Services Directorate)  
H. Sohal (Children, Learning and Young People's Directorate)

Apologies: -

Councillor Lepoidevin (Shadow Cabinet Member)

### **Public Business**

#### **30. Declarations of Interest**

There were no declarations of interest.

#### **31. Minutes**

(a) The minutes of the meeting held on 22<sup>nd</sup> January 2013, were signed as a true record.

(b) There were no matters arising.

#### **32. Report on Coventry, Warwickshire and Solihull Adoption Conference on 21 January 2013**

The Cabinet Member considered a report of the Director of Children, Learning and Young People which reported on the joint conference on adoption held by Coventry, Solihull and Warwickshire on 21 January 2013.

The purpose of the conference was to raise the profile of adoption as offering one of the best means to achieve a permanent, safe and loving family life for children in the care of the three Councils. The conference keynote speaker was Sir Martin Narey, the Government's adoption advisor. He outlined the reasons for the development of the Government's programme to reform adoption services, what has been done already and what further reforms were planned. The Government's aim was to increase the number of children adopted from care.

The Conference was attended by about 90 staff from across the three local authorities and provided them with an opportunity to hear about the Government's programme and consider how adoption could be improved across the Coventry, Solihull and Warwickshire sub-

region.

**RESOLVED that after due consideration of the report and the matters raised at the meeting, the Cabinet Member (Children and Young People): -**

- 1. Noted the benefits of holding this conference.**
- 2. Recognised the good work being done by the Coventry Adoption service.**
- 3. Agreed that a further sub-regional conference should be held in 2014 to continue to promote adoption.**
- 4. Requested officers to work with their colleagues in Solihull and Warwickshire on how the recruitment and assessment of adopters could be improved through working more closely together.**
- 5. Requested officers to write to the Minister and Shadow Minister for Children and Families inviting them to be key note speakers at the conference next year.**

### **33. Implementation of Multi-Systemic Therapy and the KEEP Programme**

The Cabinet Member considered a report of the Director of Children, Learning and Young People which provided a summary of the progress made since November 2011 to implement two evidence based programmes:

- (a) Multi-Systemic Therapy (MST) – for children and young people aged 11-17 at the risk of entering care or custody and**
- (b) KEEP – an intensive parenting programme for Foster Carers and Connected Persons (Kinship Carers) with children aged 5-12 within their placement, at risk of breakdown or disruption.**

The MST and KEEP evidenced based programmes were amongst the range of provision in place to support Coventry's continuum of support for early intervention and prevention services. MST and KEEP had successfully been implemented in Coventry, with both teams operational and working with children, young people and their families. KEEP had been running for 16 weeks and currently mid-way through delivering its first group to 8 carers, whilst the MST programme has been established for 10 weeks and currently working with 13 families, with an average of 4 cases per therapist.

A range of performance measures had been designed and agreed, which would monitor the true effectiveness and impact of both programmes. Both teams were required to provide monthly updates on set criteria used to measure performance and the information would also be used to calculate the cost effectiveness of both programmes.

It was noted that this report was due to be considered by the Children and Young People Scrutiny Board on 28<sup>th</sup> March 2013. Practitioners and service users would be invited to attend the meeting for the consideration of this item.

**RESOLVED that after due consideration of the report and the matters raised at the meeting, the Cabinet Member (Children and Young People): -**

1. **Supported the steps undertaken since November 2011, to successfully implement the MST and KEEP programme in Coventry.**
  2. **Acknowledged the financial changes from the national government in the final year (2014/15) funding for both programmes.**
  3. **Agreed to receive updates every 6 months on performance and outcomes of both the MST and KEEP programme.**
  4. **Referred the report to the Children and Young People Scrutiny Board for information and consideration as part of their consideration of foster carers and edge of care services.**
34. **Update on the progress on the implementation of the Fundamental Service Review within the Children, Learning and Young People's Directorate**

The Cabinet Member considered a report of the Director of Children, Learning and Young People which provided information on the wide ranging Fundamental Service Review (FSR) which was undertaken during 2011 and 2012. The review covered early intervention services for children and families and associated work with partner agencies, children's centres, fostering and adoption services and services for children in care. The aims of the review were to reduce costs by reducing the overall numbers of children and young people entering the care system and to thereby reduce overall costs to the Council.

The Children, Learning and Young People's Directorate (CLYP) was overspent by £4.2m in 2010/11. The main driver for the overspend was the number of looked after children and the costs of their care and related support costs such as transport, social work staffing and legal fees. The purpose of the FSR was to find a way to address the underlying cause of the overspend by reducing the numbers of children and young people in Council's care and providing lower cost care packages where possible. Coventry had for many years had a higher number of children in care than comparator authorities.

The original target cost reductions had not been met and the expected cost had therefore been recast and reprofiled. Consequently, the impact of the changes had yet to be seen. It was reported that since the report was drafted, an evaluation was requested to identify why the impact of the changes made had not yet materialised.

**RESOLVED that after due consideration of the report and the matters raised at the meeting, the Cabinet Member (Children and Young People): -**

1. **Noted the progress made with the implementation of the fundamental service review and that implementation is now largely complete.**
2. **Noted the outcomes achieved to date.**
3. **Noted that this impact of some changes were still to be felt and requested a further update report after a further six months.**

### 35. **Outstanding Issues Report**

There were no outstanding issues.

### 36. **Any Other Business**

#### **1. The Adoption and Fostering Service/Family Placement Service**

The Cabinet Member considered a report of the Scrutiny Co-ordinator which informed of the outcome of the Children and Young People Scrutiny Board's consideration of the Adoption and Fostering Service/Family Placement Service at their meeting held on 18<sup>th</sup> February 2013.

The Children and Young People Scrutiny Board considered a report on recent developments in the City Council's Adoption and Fostering Service/Family placements team. The Board recognised that the service had undergone a number of changes recently and there had been an increase in the number of foster carers recruited.

Furthermore there were plans to introduce a range of new support mechanisms to help foster carers and improve retention. Although the Board welcomed this, it was felt that respite care for foster carers was an omission in this support package and had asked the Cabinet Member to explore options for its introduction in exceptional circumstances, with the aim that it could prevent some placements breaking down and aid the retention of foster carers.

**RESOLVED that after due consideration of the briefing note and the matters raised at the meeting, the Cabinet Member (Children and Young People) approved that consideration be given to the reintroduction of respite for foster carers in exceptional circumstances where it could prevent the breakdown of a placement and aid the retention of experienced foster carers.**

(Note: This item was considered as urgent business, the reason for urgency being the need for the Cabinet Member to consider the recommendation from the Children and Young People Scrutiny Board before the end of the current Municipal Year.)

(The meeting closed at 2.45 p.m.)



**Public report**  
Cabinet Member

---

16<sup>th</sup> July 2013

**Name of Cabinet member:**  
**Cabinet Member for Children and Young People, Councillor Duggins**

**Director approving the report:**  
Director of Children, Learning and Young People

**Ward(s) affected:**  
Services are delivered on a City wide basis

**Title**  
Youth Justice Plan – Requirement Under The Crime and Disorder Act 1998 Part III 40- (1)

---

**Is this a key decision?**  
No

---

## **Executive summary**

This paper is being submitted to notify the Cabinet Member that The Coventry Youth Offending Service (CYOS) Youth Justice Plan has been agreed and signed off by its Statutory Partners, to seek endorsement and, subject to endorsement, the plan will then be submitted to The Parliamentary Library.

Youth Offending Teams (YOTS) were established under the Crime and Disorder Act 1998 (CDA) The functions assigned to the YOS include the duty upon the local authority under the Children Act 1989 to take all reasonable steps to encourage children not to commit offences. The Act imposed a duty on each Local Authority acting in cooperation with its Statutory Partners, (Police, Health and Probation) to ensure that all youth justice services are available in their area to such an extent as it appropriate for the area.

The key tasks of the service are:

- Assessing and delivering interventions to the out-of-court-disposal cohort
- Management and delivery of community sentences
- Management and delivery of secure estate sentences and resettlement
- Servicing the Youth Court and Crown Courts (in terms of provision of a court team , bail & health assessments, provision of pre-sentence reports and stand down reports)
- Victim services
- Parenting services and management of Parenting Orders

The CDA legislation also imposed a duty to complete and submit a Youth Justice Plan each year. The Plan provides an overview of CYOS achievements against key indicators, plans and targets, and identifies the key strategic actions for the next 12 months.

Statutory Partners (Police Health, Probation, Local Authority, represented by The Director of Children, Learning and Young People) have agreed and signed off on the Plan.

**Recommendation:**

That the Plan is endorsed by Cabinet Member and submitted to The Parliamentary Library in line with the requirements of the CDA.

**List of Appendices included:**

Youth Justice Plan 2013-14

**Other useful background papers:**

None

**Has it or will it be considered by scrutiny?**

No

**Has it, or will it be considered by any other council committee, advisory panel or other body?**

Yes

The Coventry Youth Offending Services Management Board agreed and signed off on 20 May 2013, as required by the CDA.

**Will this report go to Council?**

No



**Report title** Youth Justice Plan – Requirement Under The Crime and Disorder Act 1998 Part III 40- (1)

## **1. Context (or background)**

1.1 The Plan is completed annually, agreed by CYOS Management Board members and submitted to The Parliamentary Library. The current Plan has secured Board sign off and Cabinet Members endorsement is being sought. If the plan is not submitted it breaches legislative requirements and places CYOS in breach of its Youth Justice Board (YJB) conditions of Grant agreement. This year 2013/14 the YJB grant is £ 658,082, and represents 40% of the services budget.

## **2. Options considered and recommended proposal**

2.1 Completion and submission is compulsory under CDA legislation. Recommendation is for Members endorsement of the plan.

## **3. Results of consultation undertaken**

3.1 All statutory Partners are consulted under a statutory duty imposed by CDA. All Management Board members are consulted and contribute, although only statutory partners cooperation is required.

Statutory Members are represented by:

- Director Of Children’s Services ( Chair of the Board) on behalf of the Chief Executive
- Assistant Director of Childrens Services
- Chief Superintendent, Police Commander for Coventry, West Midlands Police
- Head of Probation, Staffordshire & West Midlands Probation Trust

Other members include:

- Community Safety Manager
- Executive Director –Connexions
- Chair of The Magistrates Youth Panel
- Legal Advisor to the Youth Panel
- Head of Learning and Achievement for Looked After Children
- Senior Advisor 14-19 CLYP
- Head of Service IYSS

All the above agreed the Plan.

3.2 Whilst service users are not consulted on the content and format of the Plan, service user feedback is sought and considered across areas of CYOS practice.

## **4. Timetable for implementing this decision**

4.1 YJB Grant conditions state that receipt of second payment is conditional on submission of a Strategic Plan. While we would not have to prove that submission until payment falls due in December 2013, there is an expectation that the plan is submitted at the earliest opportunity to The Parliamentary Library.

4.2 The Plan is also used by Her Majesty's Inspectorate of Probation (HMIP) as a data source for determining which YOTS are subject to Inspection, and therefore early submission is beneficial.

4.3 If endorsement is secured the Plan would immediately be submitted.

## **5. Comments from Director of Finance and Legal Services**

### **5.1 Financial implications**

Grant funding from YJB may be withheld/ withdrawn if Plan not submitted in line with CDA legislation requirements. YJB grant for this year to CYOS is £ 658,082.

### **5.2 Legal Implications**

It is the duty of each local authority, after consultation with the relevant bodies, to formulate and implement for each year a Youth Justice Plan setting out how youth justice services in the area are to be provided and funded and how the YOS teams established are to be composed and funded, how they will operate and what functions they are to carry out.

## **6. Other implications**

Failure to submit in a timely manner is considered a risk characteristic and may result in, along with other risk indicators, an early inspection of the YOS.

### **6.1 How will this contribute to achievement of the council's key objectives / corporate priorities (corporate plan/scorecard) / organisational blueprint / LAA (or Coventry SCS)**

Activity within the Plan is driven at a strategic level locally by plans such as:

- Coventry Children and Young People Plan 2011-2014. CYOS is strongly aligned to the priorities to impact on Family Poverty, Improving Health, Achievement and Supportive families
- We are contributing towards Coventry's Sustainable Communities Strategy ( *The Next 20 Years*), short term priorities and long term outcomes: in particular, a safer more confident Coventry, and ensuring that children and young people are safe and enjoy, achieve and make a positive contribution to Coventry
- Community Safety Partnership Strategic Assessment priority areas and needs assessment
- Children, Learning and Young People Divisional Plan
- Partnership Control Plans, West Midlands Police

### **6.2 How is risk being managed?**

Risk, as detailed above has been managed by consulting with partners in a timely manner to facilitate sign off, endorsement and submission to The Parliamentary Library in line with our statutory duty and good practice requirements.

### 6.3 What is the impact on the organisation?

The Plan presents a balanced budget and no immediate implications for other groups. The Plan details the risks going forward in to the next financial period 2014/15.

### 6.4 Equalities / Equality Impact Assessments (EIA)

Legislative changes, such as new pre court disposal option have been subject to substantial EIA activity under Ministry of Justice and Youth Justice Board. No adverse impact identified

This is not a new activity and YOS has undertaken EIA activity as appropriate.

### 6.5 Implications for (or impact on?) the environment

None.

### 6.6 Implications for partner organisations?

Partners participated in agreement and sign off of Plan, no implications arising post sign off.

### Report author

**Name and job title: Georgina Kell, Service Manager**

**Directorate: CLYP**

**Tel and email contact: 76831414 georgina.kell@coventry.gov.uk**

Enquiries should be directed to the above person.

<b>Contributor/approver name</b>	<b>Title</b>	<b>Directorate or organisation</b>	<b>Date doc sent out</b>	<b>Date response received or approved</b>
<b>Contributors:</b>				
Angie Parks	Head of Service	Youth Offending Service / IYSS	13.06.13	13.06.13
Andy Pepper	Assistant Director	CLYP	13.06.13	13.06.13
Other members e.g.				
<b>Names of approvers (officers and members)</b>				
Finance: Name Rachael Sugars	Finance Manager	Finance & legal	13.06.13	01.07.13
Legal: Name Julie Newman		Finance & legal	13.06.13	01.07.13
Director: Colin Green	Director	CLYP	13.06.13	
Members: Cllr George Duggins	Cabinet Member	Children & Young People	13.06.13	02.07.13

This report is published on the council's website:  
[www.coventry.gov.uk/cm1s](http://www.coventry.gov.uk/cm1s)

## **Appendices**

Coventry Youth Offending Service  
Youth Justice Plan 2013 - 14



## Contents

• Executive Summary	4
• Our Priorities	6
• Introduction	7
• City and Youth Crime Profile	9
• Resourcing and value for money	11
• Structures and Governance	13
• Partnership Arrangements	15
• Challenges and Opportunities	18
• Appendix 1 Action Plan	22
• Appendix 2 Management Board membership	25
• Appendix 3 Management Board Sign Off	26
• Appendix 4 Budget	27
• Appendix 5 Indicator performance and Overview	28
• Appendix 6 Glossary of Terms and Abbreviations	32

## Executive Summary

Coventry Youth Offending Service (CYOS) continues to perform well even though public sector services have and will continue to face substantial reductions in their funding. This has presented CYOS and its partners with significant challenges both over the last year and going forward, requiring timely and innovative responses to ensure that the impact on outcomes is minimal.

The enthusiasm, commitment and governance of CYOS partners and staff has ensured that performance overall has remained “green” under Youth Justice Board (YJB) performance ratings. This translates into positive outcomes for young people, for their parents and carers and for victims.

### Local Indicators and Drivers

In 2012-2013 CYOS:

- Undertook a peer Core Case Inspection (CCI) Review supported by Walsall YOT, utilising Her Majesty’s Inspectorate of Probation (HMIP) Infopath methodology. This evidenced a small percentage uplift across 10 of the 13 areas when compared to HMIP CCI findings
- Evaluated and shaped service delivery to support year on year budget reductions whilst sustaining performance
- Ensured that the 9% overall budget reduction between 2012/13 and 2013/14 did not prevent a balanced budget for this year
- Delivered a range of training including Brief Solution Focused Therapy, Multi-Systemic Therapy (MST) and Risk and Vulnerability Assessment training
- Co-led regional consortium training and quality assurance activity in Restorative Practice
- Worked closely with key partners to implement Legal Aid, Sentencing and Punishment of Offenders Act 2012 (LASPO)

### Reducing First Time Entrants (FTE)

- Secured a year on year reduction in FTE’s over the past 5 years with an all time low of just 110 in 2012-13.

- Analysed and disseminated Community Resolution (CR) data to inform the development of a local model for Out Of Court Disposals (OOC) under LASPO
- Sustained Triage, now called Enhanced Community Resolution ( ECR) delivery as part of our agreed model for OOC’s

### Reducing Re-offending

- Secured a reduction in both the reoffending rate and binary rate and have seen a drop from 504 offences in 2010 to 292 in 2011, a reduction of 212 offences
- Set up and successfully concluded a task and finish group to standardise breach Procedures with West Midlands YOTs
- Implemented Engagement Panels, to seek to improve young people’s compliance, with the support of their parents or carers
- Introduced the Priority Case Panel , streamlining management and peer oversight procedures
- Offered a broad compendium of interventions to meet a diversity of need. New resources include: interventions for young people who have witnessed domestic violence; interventions for young people who are at risk of or are being sexually exploited; and community reparation projects
- Trained all staff and panel volunteers as Restorative Justice facilitators and are working with other agencies to deliver a citywide resource

### Reducing Use of Custody

- Secured a reduction in the use of youth custody with a fall from 49 episodes in 2011 – 12 to 44 in 2012 – 13.
- Implemented a two year strategy to reduce the use of the secure estate (both remands and sentenced)
- Targeted our most experienced and/or social work qualified officers at Bail activity
- Participated in a Multi Systemic Therapy (MST)pilot for young people on the cusp of care or custody
- Secured targeted Youth Service support in terms of programme development and



delivery for our most challenging offenders  
(strengthening sentencers' confidence)

- Well integrated with local and regional IOM approaches, having secured scrutiny of
- local DYO cohort within ODOC arena

## Our Priorities

During 2012/13 we undertook a range of assessments which included Peer Core Case Inspection, tracking against local plans, thematic areas of practice, benchmarking against Her Majesty's Inspectorate of Probation (HMIP) thematic reports, and use of the YJB self-assessment tool. We have also considered internal and external drivers and as a result we will:

### Local Indicators & Drivers

- Complete a service review, identifying a model that will be responsive to changing activity volumes, crime patterns and service user needs, in the context of reduced funding.
- Review our quality assurance framework to build on our learning from Peer CCI exercise and other audits
- Review our protocol and procedures with Social Care, additionally assessing the impact of LAC status for remanded young people
- As part of West Midlands YOT Heads of Service task and finish group, develop a regional Education , Training and Employment tool (ETE) tool for measuring distance travelled at both an individual and aggregated data level

### Reducing First Time Entrants (FTEs)

- Evaluate with West Midlands Police impact of OOCF framework and maintain a non-citable intervention option locally
- Identify, track and challenge the drivers resulting in a disproportionate number of 17 year olds in FTE cohort
- Explore extending Appropriate Adult service to 17 year olds, in line with conclusion in *R(C) v. Secretary of State for the Home Department and Metropolitan Police*
- Seek to assess the impact of Troubled Families approach for our cohort
- Work with partners to deliver against the proposed changes to ASB legislation and the potential uplift in CYOS activity

### Reducing Re-Offending

- Deliver against the new T2Adult protocol agreed between Staffordshire and West Midlands Probation and CYOS , evaluating impact
- Implement agreement with Council Job and Economy team which will provide mentoring support for young people transitioning from CYOS to Probation
- Deliver Motivational Interviewing training to all case managers ( enabling staff to work more effectively when faced with resistance)
- Undertake a strategic review of multi – agency responses to children and young people who sexually offend
- Prior to roll out of Asset Plus (2014/15), explore the viability of implementing the Comprehensive Health Assessment tool ( CHAT) and the Royal College of Speech and Communication Therapist Assessment tool (RCSLT)
- Continue to expand interventions to meet changing needs

### Reduce the use of custody

- Measure the impact of MST activity in reducing use of custody
- Maintain communication with Criminal Justice Partners , in particular the Magistrates, to ensure that confidence in alternative-to-custody interventions is high
- Deliver against CYOS strategy to reduce the use of the secure estate. This includes activities to target five priority objectives:
  1. Reduce the number of young people entering custody for non-compliance
  2. Intervene earlier, providing support to young people in the context of their home addressing the root causes
  3. Targeting the “ critical few” ( those most likely to enter custody based on risk characteristics)
  4. Reduce the number of remand episodes that do not translate in to a custodial sentence and finally
  5. Reduce the number of short term sentences

## Introduction

Youth Offending Teams were established under the Crime and Disorder Act 1998 with the principal aim being to prevent offending by children and young persons. The Act imposed a duty on each local authority with its statutory partners, Police, Health and Probation to ensure that all youth justice services are available in their area.

The key tasks of the service are:

- Assessing and delivering interventions to the out-of-court-disposal cohort
- Management and delivery of community sentences
- Management and delivery of secure estate sentences and resettlement
- Servicing the Youth Court and Crown Courts (in terms of provision of a court team, Bail & Health assessments, provision of pre-sentence reports and stand down reports)
- Victim services
- Parenting services and management of parenting orders

The legislation also imposed a duty to complete and submit a Youth Justice Plan each year.

This plan will provide an overview of our achievements against key indicators, plans and targets and will identify the key strategic actions for the next 12 months.

This year you will notice a significant change in how that information is provided as there is no longer a prescriptive template.

Our detailed performance analysis, against National Indicators, First Time Entrants (FTE), Reoffending and Custody, will sit in the YJB Community Division Quarterly Reviews and will continue to inform our strategic objectives. Coventry YOS participated in a pilot of the new Divisional Performance Reports, final quarter in 2012

Additionally our analysis and performance against locally retained indicators, from the original national set will be contained in quarterly performance reports to our YOS Management Board on: accommodation, Education, Training and Employment (ETE) and ethnic composition of offenders on youth justice system disposals.

Detailed financial data will sit on a new YJB template which will form part of our grant conditions. Appendix Two provides our headline funding streams and identifies the level of change in our budget against last year and indicates a projected budget going forward.

Our headlines from last year are:

- A reduction in the number of young people appearing before the courts and fewer offences being committed by that cohort compared to the previous year

X received a conviction for grievous bodily harm & entered the care of the Local Authority. This was a particularly low time in X's life, he had struggled to stay focused on his education and fell behind in his studies. He engaged extremely well with CYOS and took advantage of all support offered to him. His emotional wellbeing improved and he moved on to semi supported accommodation. X showed an interest in business studies and appeared in final of the "Young Apprentice of the Year" show in April 2012. CYOS supported him to plan his route and gain funding to help him with travel costs. X completed all the elements of his order and returned to court 10<sup>th</sup> July 2012 where his order was revoked. X has just completed BTEC Diploma Enterprise and Entrepreneurship - Level 3.

- Our secure strategy impacting positively on the number of remand bed-nights utilised by our young people. In 2012-13 there were 1,048 remand bed-nights, a fall of 31% from 2011-12.

**" ... It's good to see ....proactive steps the YOT has taken to reduce the use of custody... including the production of a custody reduction strategy... It's good to see the number has gone down- do pass on my congratulations to your YOT staff."**

**Penelope Gibbs – Director, Out of Trouble, Prison Reform Trust**

- Retaining , in challenging financial times, a non-citable out of court disposal which enables young people to learn from their mistakes, unencumbered by a criminal record
- Sustaining an overall green rating (YJB validation) and “business as usual “ monitoring from the YJB

## City and Youth Crime Profile

### City Profile

Coventry is currently the 11<sup>th</sup> largest city in England and is home to 316,960 people (*Office for National Statistics – Census data 2011*).

Historically the City has had a young population, with 36% aged 25 and under compared to the national position of 31%. This is partly the result of two large universities being located within the city limits. The city also has a diverse population with 21% of residents being born outside of the UK compared to the national figure of 12.5%. In 8.7% of households in Coventry no person has English as their first language (4.4% England).

Coventry, however, has a slightly lower than average population of 10 – 17 year olds, with 9.3% in this age group compared to the national average of 9.5%. This does not, however, reflect the diverse and complex needs of children within the city. CYOS continues to provide services in a challenging environment, which includes:

- High Youth unemployment -CYOS NEETs figure at point of completing order ,was 20% for the whole cohort and 26% for the 16-18 year olds
- High levels of child poverty – 28% of children living in poverty compared to the national position of 22% (*Office for National Statistics, Child Poverty 2009*)
- High number of looked-after children – 624 children and young people were 'looked-after' as of April 2013

### Youth Offences Profile

- There has been a 42% reduction in offences seen by CYOS from 2010 - 2012.
- The majority of offences in 2012 were Violence Against the Person (22%), Theft and Handling (19%) and Criminal Damage (10%).

- In 2011/12 16 % of FTE's were for Serious Acquisitive Crime (Robbery) and one young person was remanded prior to sentence. In 2012/13 23% of FTE,s were for Robbery and 4 were remanded prior to sentence. This is a pattern which requires monitoring as an indicator of increasing complexity in the FTE population and a group over which , at the point of entry, CYOS has little influence
- Although there has been a reduction in offences seen by CYOS, there has been less of a reduction in serious acquisitive crime. These now make up a greater proportion of our cases with 21% of cases for these offences in 2012 as opposed to 16% in 2010.

National Indicators performance is captured in Appendix Four

### Disposals Profile

- There has been a 73% reduction in the number of disposals for young people in Coventry in the last 5 years.
- This reduction has been mostly experienced at Reprimand and Final Warning stage, with a 93% reduction over this time.
- This has been primarily a result of local provision of a Community Resolution scheme and a CYOS-led Triage service. In the last 3 years these have accounted for over 1,500 out of court disposals.
- There is a clear shift towards the use of OOCd, which is reflected by Coventry Court Sittings having reduced from 5 to 1 per week and a resulting increase in required CYOS resources to this area

### Demographics of our young people

- The majority of CYOS's young people are typically White Male aged 16 – 17 years. This group accounted for 44% of youth offending in 2012.
- As a result, youth offending remains a typically male activity with this group accounting for 87% of offences.

- We have seen a reduction in both males and females coming into the Youth Justice System (YJS). However, we have seen a bigger reduction in the number of females (60% decrease) than males (37% decrease).
- We see an ethnically diverse range of young people in the YOS with 79% of cases in 2012 being White British, 9.5% Black or Black British, 6% Asian or Asian British and 5% mixed ethnicity.
- A relatively high percentage (37% in 2012) of YOS young people are also 'looked after' or previously 'looked after' by the local authority. There is a correlation between being looked after and an increased level of contact with the youth justice system, when compared to the general population ( 7.9% compared to 3%)  
DfE 2011 Children and young people in custody.

A number of data sources have been utilised to inform the profile including CYOS's data base YOIS , YJB data base YJMIS , census Office for National Statistics information and The Community Safety Partnership Strategic Assessment and findings.

## Use of Resource and Value For Money

### Impact: Informed targeting of resource to sustain performance

CYOS is committed to sustaining performance in a challenging financial arena. Funding reductions year on year have, alongside our ethos of achieving value for money, ensured that we constantly review provision to ensure it remains fit for purpose. This is a complex challenge requiring us to meet rapidly changing demands which include:

- crime patterns including an uplift in serious crime
- impact of changes due to welfare reform and policy
- legislative changes including anti-social behaviour powers
- National Standards
- reduced court activity, but more courts to service out of area
- uplift in Out Of Court Disposals
- Young people's diversity
- Inspection criteria, thresholds and recommendations
- Reconfiguration of secure estate increasing travel times
- Support to partners, for example with Looked After Children (LAC) status attached to all young people who are remanded
- externally driven changes to delivery model (for example the long term impact of the Transforming Rehabilitation Strategy)

The impact of this success is evidenced primarily by our reduction in the use of the secure estate, low First Time Entrants figures and fewer young people in the sentenced system, with fewer offences being committed by them.

It is also evidenced by service user feedback, including young people and parents.

**“...firstly I just wanted to say thanks for the support over the last year you have changed the way I look at life. And changed me for the better.....”** Young person, with convictions for offences including a Robbery

### Budget 2013/14

CYOS funding consists of City Council budget, YJB good practice grant and partner contributions into the pooled budget. We are grateful that statutory partners have been able to maintain their contributions, albeit with some reductions in human resource from the Police.

Like most other YOTs, CYOS has sustained reductions in the local authority budget as well as the YJB grant.

This year, 2013-14, we secured additional funding through the West Midlands Police and Crime Commissioner. This currently supports triage / out of court activity and specialist parenting work, and provides a contribution towards the cost of Coventry's young people's substance misuse services (Compass). This money is now routed through the Community Safety Partnership and Joint Commissioning Group (JCG), and we have been given an indication that it is uncertain whether CYOS will be able to secure this funding beyond 2013-14.

We will be able to achieve a balanced budget this year, primarily due careful vacancy management over the past 3 years, and having 3 staff on Maternity leave this year. However, given the expected further reductions in both Council and YJB funding next year and beyond, the service is currently reviewing its staffing structure to ensure that we are fit for purpose and can meet budget pressures next year and in subsequent years.

CYOS have a projected budget for 2014/15 of £ 1,692,525, assuming a pattern of reductions based on this year's budget (see Appendix Two for Budget table). This would be a further reduction of £ 223,865.

There is no doubt that this presents a significant challenge and activity to address this features in the Strategic Action Plan

## Invest to save

The introduction in April 2013 of the new Out of Court Disposal framework (LASPO Act ) presented Coventry with a challenge. Would we seek to offer a non-citable disposal with an intervention package supported and delivered by CYOS?

Our Board approved the retention of a non-citable disposal which , based on analysis of last year's Community Resolution activity and Reprimand and Final warning use , may result in a doubling of CYOS activity over the next two years at OOC level.

It is anticipated that this commitment to intervening early and changing behaviours will reduce the number of young people ultimately entering the court arena. It should also result in a reduction in offending levels and in the number of more expensive community sentences.

Consequently we should see a reduction in the number of victims.

There is no short term saving for CYOS but other partners do receive an immediate benefit. Suffolk Police estimated that in a 12 month period they had saved £ 625,000 ( non-cashable ) based on reduction in officers hours required to process offences. The decommissioning of courts and reduced sittings should also result in savings to the Ministry of Justice ( MoJ).

CYOS is considering responding early to the legal conclusion where it was determined that, with regard to police custody, the existing Code of Practice is unlawful and needs to distinguish between 17 year old detainees and adults.

We will be discussing with partners extending the Appropriate Adult service to include 17 year olds which may increase diversion rates from what is an expensive Court system and where diversion and pre-court intervention may be appropriate.

Partners are also seeking to maximise benefit from adopting a community asset based approach .

The Introduction of Payment by Results (PBR) for Young Offender Institution (YOI) and changes to funding arrangements for remand use could be

seen as an opportunity to invest to save but presents the Local Authority (Social Care Placements) with a high level of risk.

As mentioned previously Coventry has an increasing rate of more serious offences in the youth population and therefore, sometimes, public protection requires the use the secure estate. Speculative investment is difficult in times of financial constraint and, whilst different approaches to reduce remands are being delivered and considered, the full YJB projected impact of the new remand test (Legal Aid, Sentencing and Punishment of Offenders Act - LASPO) will need to be achieved in order to reduce risk.

CYOS measures its volume indicators consistently to enable effective targeting of resources including levels of staff required to deliver against demand.

It is important to use activity volume indicators as analysis based solely on case numbers is misleading. CYOS tracks a number of indicators including scaled approach level (most recently 75% of case were managed at enhanced or intensive) , numbers of assessments , case diary entries and reports written.

**82 % of CYOS budget is spent on staff and 73% of this is front line staff**

We recognise the importance of a workforce that is adaptable and fit for purpose and therefore utilise a medium term work plan which draws on:

- Corporate performance objectives
- Outcomes of reports such as HMIP Thematic and CCI and Peer CCI feedback
- Core competencies and aggregated outcomes from staffs appraisals
- Data derived from quality assurance tools
- Feedback from young people volunteers and sessional staff

CYOS anticipates on-going benefits to service delivery from new or midterm initiatives within the city and therefore invests both management and practitioner time supporting such activity. For example being a member of the steering Boards for both Troubled Families and the multi systemic pilot for young people on the edge of care or custody



We have also invested in new technology and IT and upgraded our young people's data base. However, the anticipated reward for the upgrade, in terms of reduced inputting time, has yet to be evidenced.

## Structures & Governance

**Impact :** Integrated strategic oversight- effective VFM delivery and better outcomes for service users , victims and the community

### Structures

CYOS is part of the Children's Social Care, Targeted and Early Intervention Service within The Children's Directorate. We are now aligned with the Local Authority Youth Service, as part of the Integrated Youth Support Service ( IYSS), under the leadership of a shared Head of Service. Integration of services has facilitated effective collaboration on appropriate activities, a pooling of knowledge and a more effective use of resources both in terms of cost and impact.

CYOS has reviewed its management structure which has seen a reduction (2011/12) to 0.5 Head of Service and more recently from two to one Services Manager, and from five to four Operations Managers. Whilst this is not without its challenges, it has protected front line staff and direct provision to service users.

### Governance - Management Board

In line with the requirements of the Crime and Disorder Act 1998, of the YJB and of the *Sustaining the Success* guidance, CYOS has the appropriate agencies and level of representation at our Management Board.

We also benefit from wider representation including the Chair of The Youth Court Bench, a Legal Advisor, senior advisor (education) and the Head of Learning and Achievement (Looked After

Children) See Appendix One for details of Board constitution.

The membership ensures connectivity to all key strategic forums and boards, including the Local Safeguarding Children Board ( LSCB) , Coventry Community Safety Partnership ( CCSP) and The Joint Commissioning Group ( JCG).

The Board is chaired by the Director of Children's Services, on behalf of the Chief Executive, thus enabling a direct link to the city's senior management structures.

The Board is proactive in ensuring that CYOS discharges its statutory duties and other activities to a good standard, and in a manner which maximises impact and maintains public confidence. It does this by:

- Challenging CYOS Head of Service to report and account for performance, considering data reports both on national and local indicator sets, health outcomes and areas of practice as identified
- Oversight of budgets and consideration and response to financial risks going forward
- Commissioning research , projects and evaluations
- Quality assurance , oversight and monitoring of plans including those that emerge as a consequence of a Community Safeguarding and Public Protection Incidents

- Monitoring of Youth Justice Plan actions and sign off

## Planning

Activity is driven at a strategic level locally by plans such as:

- Coventry Children and Young People Plan 2011-2014. CYOS is strongly aligned to the priorities to impact on Family Poverty, Improving Health, Achievement and Supportive families
- We are contributing towards Coventry's Sustainable Communities Strategy (*The Next 20 Years*), short term priorities and long term outcomes: in particular, a safer more confident Coventry, and ensuring that children and young people are safe and enjoy, achieve and make a positive contribution to Coventry
- Community Safety Partnership Strategic Assessment priority areas and needs assessment
- Children, Learning and Young People Divisional Plan
- The Youth Justice Plan
- Partnership Control Plans, West Midlands Police

Internal plans include:

- Thematic plans with a named manager lead, utilising YJB key indicators of quality for each
- Reducing the use of the Secure Estate Strategy and Action Plan
- Community Safeguarding and Public Protection Action Plans

External drivers for planning activity include:

- YJB Corporate and Business plan 2011/12-2014/15
- Government papers and legislation, for example, *The Coalition: our programme for Government and the introduction of the principles behind a "rehabilitation revolution"*. These include payment by results, and an opening up of the market to

other sectors introduced in Breaking the Cycle green paper 2010

- HMIP Thematic reports & recommendations – most recently LAC 12/2012 and Multi Agency Responses to Children and Young People who sexually offend

## Partnership Arrangements

**Impact:** Sharing of knowledge, expertise & services with clear agency role resulting in less offending, less victims and value for money

Partners play a significant role in directing the activity of CYOS, with their plans and priorities reflected in our planning and resulting actions.

CYOS uses a range of information sources including strategic assessments, partner plans, performance, information from partners, local intelligence and “what works” research to guide activity. We operate arrange of protocols and service level agreements with partners which facilitates effective partnership engagement.

### Statutory Partners

Following recent changes to Health Service structures, Coventry and Warwickshire Partnership NHS Trust are now represented on the CYOS Board via the Chief Operating Officer for The Clinical Commissioning Group.

CYOS continues to benefit from hosting two clinical nurse specialists, who receive clinical supervision through CAMHS, and whose work directly benefits the wider health agenda. This relationship has proved effective in:

- An aligned reporting framework against health outcomes with those utilised by other YOTS within the health authority area. This enables ease of identification of impact and facilitates assessment of value for money for the commissioning arm.
- The introduction of a point of entry Triage assessment (in line with HMIP thematic findings) which assesses health, alcohol misuse. We will also be introducing, speech and communication assessment. This is supported by other partners including substance misuse services ( Compass) and

educational psychology input into the developing Triage process and assessments

- Support and participation in Community Safeguarding and Public Protection Incident quality assurance activity

West Midlands Police are represented at Chief Superintendent level at the Board and we also have an identified Inspector and Sergeant to support Integrated Offender Management (IOM) activity. This relationship has proved to be effective in ensuring:

- The embedding of Integrated Offender Management (IOM) locally with the adoption and delivery of the “one day , one conversation model” (ODOC)
- The roll out of Out of Court Disposals (LASPO), which includes a non-citable intervention offer. The development of a quality assurance panel, which will also be considering the role of external scrutiny
- The strength of the Offender Management link has been ably demonstrated on a number of occasions in the last 12 months. Examples include the locating, arrest and resulting imprisonment of a MAPPA offender within an hour of YOS contacting the IOM Sergeant. He had made threats to kill and when arrested was in possession of a knife
- Joint representation at Out of City Crown Court against bail applications where both agencies felt the risk to victims was high, should the offender be released into the community

Staffordshire & West Midlands Probation Trust are represented at the Board at Head of Service level and have an identified lead at Senior Probation Officer Level for operational liaison.

This relationship has proved effective in:

- Coventry being one of the first areas to agree in principle its new Transition to Adult Protocol and working arrangements (T2A). Additionally CYOS supporting the training of regional T2A volunteers specific to safeguarding of young people.
- Effective , pre T2A, transition arrangements
- Joint training events across agency ( for example IOM)
- Cross disciplinary shared knowledge , skillsets and expertise
- Support with identification of accommodation for young people who are both risky and vulnerable

The Management Board is chaired by the Director of Children’s Services and also has Assistant Director Representation from that area as a Board member. This relationship has proved effective both internally and externally for example;

- Access to corporate safeguarding training ( levels 1-3) for CYOS staff
- Sharing of knowledge and skills to support Emergency Duty Team out of hours Appropriate Adult Service Delivery
- Sustaining CYOS Social work qualified case manager posts for high risk and looked after children
- Supporting the development of Restorative Processes within Social Care’s own residential placements and those commissioned from other providers
- Securing a pilot for Multi Systemic Therapy for young people on the edge of care or custody ( Local Authority , Health and CYOS)
- Appropriate interface and referral threshold identification to Social Care Services.
- Given Social Care structural changes, a review of our partnership arrangements will shortly be undertaken.

## Non statutory Partnerships

CYOS is fully engaged with key partners with appropriate representation in offending prevention and safeguarding forums.

This includes the Community Safety Partnership, supporting both the completion of their strategic assessment (via data/intelligence sharing) and delivery of emerging activity to prevent youth crime.

CYOS is closely aligned to Criminal Justice partners, being represented at the Coventry Offender Management Group which co-ordinates and evaluates delivery across both the adult and juvenile population, attendance at Offender Management forums and MAPPA .

The benefits of our cross partnership activity are well evidenced. A good example of this, in terms of long term impact, is the Communities into Employment “Boot Camp”. Agencies involved include CYOS, Coventry City Council Orbit and Heart of England Housing Organisations, Henley College and West Midlands Fire and Rescue Service (WMFRS).

**X committed offences of Robbery, Assault, Assisting Retention of Stolen Goods and Criminal Damage. One element of his order included the participation in the two week project, undertaking a community placement, participating in a Dragons Den exercise and learning interview skills. As a consequence he has secured a 6 month paid work experience with Whitefriars Housing and will receive on-going support from CYOS**

There is an effective working relationship with our courts, with meeting forums, electronic bulletin updates and joint training events. Recently CYOS delivered a presentation “Making it Count in Court: Speech, Language and Communication Needs”. This should assist magistrates and court officials in understanding the impact a speech and communication need can have

on the way a young person presents themselves , their understanding of proceedings and their ability to respond to questioning.

CYOS has received compliments from Magistrates, District Judges and solicitors, which is an external indicator of the quality of the partnership.

**“You have played a big role in supporting this young woman in turning her life around Thanks”  
District Judge**

Other examples of innovative partnership activity between CYOS, WMFRS and Werrington Youth Offenders Institution included the introduction of fire related programmes in Werrington YOI. This is delivered by the fire service and targets behaviours such as Arson, prior to release. Additionally, having been supported by CYOS to set up the programmes, they have broadened the remit to include fire safety talks to all new trainees on the dangers of setting cell fires.

**“I must thank you (CYOS) for all the work you put in to getting this off the ground”  
Paul Egan HMYOI Werrington**

We are equally well represented in safeguarding activity both at a strategic and operational level. We are a member of the Safeguarding sub group Quality Assurance and Procedures, we support, as part of IYSS, the Sexual Exploitation Group ( and piloted the use of the new tool for identifying levels of risk on their behalf) and undertake “Missing” interviews for young people not known to CYOS. We maintain a fundamental commitment to safeguarding children and young people and therefore support our staff fully to understand their role in this.

Line managers have all received LSCB Level 3 training specific to supervising staff safeguarding activity.

All case managers have had training specific to identifying and responding to sexual exploitation and trafficking. This was delivered by COMBAT and managers also participated.

CYOS facilitates timely information exchange with

other agencies to ensure young people who are vulnerable due to significant changes are appropriately managed and safeguarded . An example is LAC transfers out of city in line with recommendations in HMIP LAC thematic inspection findings 2012.

**“It’s been great working in partnership with Coventry YOT”**

received from Blackpool YOT regarding home / host co working of a young person

With the shift towards delivery of interventions to Out of Court Disposals (OOC), the CYOS Board has agreed that any welfare issues would be subject to a Common Assessment led by CYOS to ensure that they are addressed in a timely manner. April 2013 saw the introduction of the new OOC framework and CYOS early engagement has already resulted in Common Assessments , child protection and adult domestic violence support ( for the mother of a young person we are engaged with).

Asset Plus will see changes in the assessments undertaken by CYOS with a shift towards safeguarding and well-being judgements and a merging of the planning for the aforementioned and for risk of harm to others. CYOS welcome this change as the extrapolation of vulnerability from risk of harm to others did not recognise the connectivity

## Challenges and Opportunities

CYOS recognises that a challenge can frequently be turned into an opportunity. Given the numbers of financial challenges and legislative / guidance changes that continue to emerge, this is indeed a good thing!

### Payment by results (PBR)

The recent introduction of payment by results principles into elements of secure estate activity focused the attention of Youth Offending Teams and their partners on this strand of practice.

Locally there has always been an ethos that custody should only be used as a last resort (United Nations Convention on the Rights of the Child- ratified by the United Kingdom 1991).

The particular challenge for CYOS is that whilst we recognise that custody has a part to play in the youth justice system, for those young people who commit the most serious offences and from whom the public require protection from serious harm, there are other variables over which we have a limited or no sphere of influence.

For example (Bateman 2011) identified four interrelated elements which shape responses to behaviour:

- Public concern , reinforced by media representations
- Political responses to public disquiet -“the politics of electoral anxiety”
- Reaction of courts and other judicial decision makers to political soundings
- Legislative changes

CYOS responded to this challenge by developing a two year” Reducing The Use of the Secure Estate Strategy” which, when combined with LASPO changes to Remand legislation for 17 year olds, has seen a fall in the number of bed nights usage. In 2012-13 there were 1,048 secure remand bed nights, a reduction of 31% on the previous year.

There remains though a substantial financial risk to the LA, the funding formula does not recognise or compensate for spike events. A remand to a secure training centre for a young person waiting for a Crown Court trial could potentially cost £ 150,000.

LAC status for all remanded young people does present a challenge for the LA with periods of remand often being very brief. The transference of funding to the LA for costs incurred is insufficient.

### New YJB National Standards

Changes to YJB National Standards are, on the face of it, a good thing. For example new standards reduce the burden of unnecessary assessment activity, triggered solely by a timeframe, to assessment as required.

For CYOS, and other YOTS the challenge is enabling staff to re-engage with a lost level of professional discretion. The last decade has seen a dramatic increase of reporting standards and timeframes for completion of recording and assessment and instigating breach. This has reduced worker discretion based on their professional judgment and, for those staff who have only ever practised under YJB regulation, a level of discretion that they have never experienced.

The relaxation is advocated by Munro’s recommendation’s (Final Report of The Munroe Review 2011) which were intended to create conditions that enable professionals to make the best judgments about how to help children, young people and their families. It seeks to change systems that are heavily bureaucratised and compliance-focused, to those which value and develop professional expertise.

CYOS has prepared for this change by briefing the Board and agreeing its position during the pilot phase.

With regard to the example of assessments, the risk for CYOS is that case managers may not successfully identify the changes in a young person’s circumstances which should trigger a new assessment.

Following the implementation of the standards briefings for case managers have taken place and a

gradual role out has commenced which will be closely monitored to measure impact.

### Putting Victims First

CYOS is committed to providing high quality services to victims. This is in line with principles contained in the Home Office paper of the same name ( May 2012) . The impact on volume of activity which may be generated by the “community trigger” is not currently known. The streamlining of the existing 19 powers to 6 should be a beneficial simplification. CYOS will be working closely with partners regarding our potential role in both working with the victims and delivery of a restorative approach and involvement in the management and monitoring of the tools used to manage the offender

### Asset Plus

The YJB have developed, with support from YOTS and in conjunction with HMIP requirements, a new approach to assessments and planning for young people. This will mean substantial changes for practitioners. The approach will result in, amongst other things:

- the removal of scoring of criminogenic factors
- a different rating scale for static factors and a matrix to enable scaled approach model to transition across
- merging of the planning framework which currently extrapolates risk of harm to others from vulnerability planning and young people’s intervention plans
- the introduction of new specialist assessment tools specific to Health and Speech and communication.

The YJB will commence a staggered roll out of new tools from quarter 4 2013/14, and CYOS is exploring the viability of using them imminently for our triage point of entry assessments

Our main feeder secure estate facilities are now using the tools and our early adoption will provide:

- a shared assessment language

- a shared planning framework
- support effective transition between the community and custody and custody and the community

### Out of Court Disposals ( LASPO)

Historically there was a backlash to “multiple cautions “and the changes in legislation which followed introduced an escalator approach. This meant that once a young person had received a Final Warning, new offences would result in a court appearance.

The introduction of new options for managing cases outside of court and the removal of the escalator, presents a few challenges. The success of this approach requires that public confidence is retained and that satisfaction levels for victims also remains high.

CYOS currently receives positive feedback from victims who engage with the service.

**“Very useful to be kept up to date, we were offered to meet with the young person. Having this service gave us great peace of mind and helped a great deal- very reassuring. A vital service “**

Victim of an assault

The challenge going forward is to ensure effective quality assurance, clear and agreed rationale for diversion decisions and the introduction of community representation as part of that process. Publicity is also key to keeping our community up to date , engaged and on board with diversion.

### Impact of the Police and Crime Commissioner role

Last year CYOS received its funding directly from the Commissioner. Currently that funding pot sits with the Coventry Community Safety Partnership and, while that funding level has been secured for this year, there is no indication that this will be the position going forward.

The CCSP structure is currently the subject of a review in order to meet the requirements of the Police and Crime Commissioner. It will also ensure that the partnership is fit for purpose and able to deliver against the strategic assessment findings and priorities for the partnership.

Evaluation of OOC and Parenting activity is integral to CYOS retaining its current funding and will also support CCCSP evidence the impact of its commissioning arrangements.

## Funding

In the last five years CYOS budget has reduced overall by 35% with a 9 % reduction in this year's budget. Innovative responses, vacancy management and maximising the benefits of partnership resources and community assets have prevented detriment to delivery, as evidenced by performance against the indicators.

It is of note that shifting patterns of activity for example from post court to pre court have not dramatically reduced the statutory obligations on the service.

Activity to identify a model going forward will take place early this financial year

## Legal Conclusions / judgements

The legal conclusion in *R(C) v. Secretary of State for the Home Department and Metropolitan Police* is a good example of external factors placing a potential additional, but welcome burden on CYOS and other partners engaged in Appropriate Adult (AA) activity. The judge concluded that the code which governs Police Custody is unlawful and needs to distinguish between 17 year old detainees and adults.

While at this point the providers of Appropriate Adults are not under a duty to provide AAs for 17 year olds it would be good practice. CYOS identified last year that 17 year olds featured disproportionately in FTE figures. The reason for this was partly due to the nature of the offences they were committing but may also be, for example, the result of "no comment" interviews or of lack of legal representation. CYOS is currently exploring with partners the viability of rolling this out in advance of a statutory duty being imposed.

There are a number of other challenges and opportunities to CYOS which include:

- Emerging HMIP thematic findings and recommendations
- Changing threshold expectations from HMIP ( Vulnerability and risk of harm to others to others)
- Potential broadening of CYOS delivery responsibilities under proposed changes to Anti-Social Behaviour legislation
- Implications for delivery model based, for example, on the impact of the reforms to Probation, Punishment and Reform: Effective Probation Services. This introduces widespread competition from the private and public sector
- The emergence of Social Enterprise and the uncertainty of commissioning arrangements. For example would the LA specify a living wage as opposed to a minimum wage for external bidders for existing LA services?

There is a commitment to address these challenges, and the new ones that will no doubt emerge. We will thus attempt to ensure less offending, and that young people, their parents / carers, victims and the communities of Coventry are kept safe from harm.





## Appendix 1 Action Plan

Indicator	Action	Timescale	Impact	Lead
<b>NI 111 FTE</b>	<p>Embed OOCDC practice :</p> <ul style="list-style-type: none"> <li>a Scrutiny Panel to include a community representative/ Magistrate</li> <li>b Local publicity campaign</li> <li>c Evaluation framework to be agreed to include reoffending rates ( Police), number of Victim appeals ( Police)&amp; volume and nature of signposting activity ( CYOS)</li> <li>d West Midlands Police and YOTS models evaluation</li> </ul> <p>Explore extending The Appropriate Adult Service to incorporate 17 year olds, in line with legal conclusion in R(C) v. Secretary of state for the Home Department and Metropolitan Police a Meeting Police , placements , EDT &amp;CYOS</p> <ul style="list-style-type: none"> <li>b If proceeding immediately protocol / procedure to be agreed</li> <li>c Joint training with aforementioned agencies</li> <li>d Service available to 17 year olds</li> </ul> <p>Assess the Impact of Troubled Families approach for CYOS cohort</p> <p>Work with CJS partners including</p>	<ul style="list-style-type: none"> <li>A September 2013</li> <li>B September 2013 &amp; as required</li> <li>C Commencing returns June 2013</li> <li>D TBC</li> </ul>	<p>Reduction in statutory Youth Rehabilitation Orders</p> <p>i&amp; ii Increased public confidence</p> <p>Potential reduction in number of 17 year olds featuring in first time entrants figures</p> <p>Safeguarding the interests of children and young persons who are detained or questioned by police officers Crime &amp; Disorder Act 1998 , section 38. The legal conclusion was that the code is unlawful and needs to distinguish between 17 year old detainees' and adults</p> <p>Report available</p> <p>Early targeting of support and</p>	<p>Police Inspector Alastair Orenca                      CYOS Service Manager Georgina Kell                      Central Police lead Inspector Jaswant Uppal ( Lloyd House)</p> <p>CYOS Operations Manager Mathew Haynes</p> <p>CYOS Information Officer James Found</p> <p>CCSP Manager Mandie</p>

	Community Safety Partnership to agree models of practice under changes to Anti-Social Behaviour legislation	May 2013 Agreement of responsibilities to be in place in advance of legislative amendments	control prevents escalation of behaviours	Watson CYOS Georgina Kell
<b>NI 19 Reoffending</b>				
	Deliver against the T2A transition protocol	May 2013	Engagement with criminal orders sustained across services	CYOS Service Manager Georgina Kell
	Undertake a review of multi-agency responses to children and young people who sexually offend	Concluded by November 2013	Any gaps in provision identified and addressed	CYOS Operations Manager Adrian Seymour
	Review protocol and threshold agreement and procedures with Social Care	Concluded by September 2013	Document to reflect recent transitions in social care models of delivery and facilitate ease of movement across services	CYOS Head of Service Angie Parks Social Care Head of LAC Debbie Carter
	Evaluate the viability of implementing early the roll out of CHAT and RCSLT assessments	June 2013	Early identification of diversity issues enabling signposting to specialist services and reflection of need in young peoples Intervention Plans	CYOS Operations Manager Andrea Barnes
	Training and staff briefings	September 2013		
	In operation at point of young peoples entry in to system	October 2013		
<b>NI 43 Custody</b>	Deliver CYOS Secure Estate Strategy Action Plan	On going Quarterly updates to Board	Reduced use of the secure estate Measured by use bed nights in both remand and sentenced population	CYOS Service Manager Georgina Kell
	Measure the impact of Multi systemic Therapy activity in terms of reducing the use of custody	Measure on a 6 monthly basis custody rates for MST cohort Young persons does not enter custody within 12	A reduction in the use of the secure estate and well-being outcomes for young people	CYOS Operations Manager Tom McSweeney

		months of completing programme		
	Trial targeted joint delivery programmes for (CYOS and Youth Service) for Young people subject to Intensive Supervision and surveillance Requirements	Quarterly report & end of programme review	Higher engagement levels Knowledge and attitudinal change as identified within programme evaluation framework	Youth Service Service Manager Peter Longdon CYOS Operations Manager Tom McSweeney
<b>Local Indicators and other drivers</b>				
<b>Local Indicator</b>	Continued engagement with Accommodation commissioning process	On going	Provision for hard to place young people , those with high RoH and high vulnerability	Head of Service Angie Parks
<b>Finance</b>	Complete a service review, identifying a model which is fit for purpose , in the context of reducing budgets and changes in need	June 2013	Resources within the service ( both in terms of skill and discipline ) and partners are adequate to meet statutory requirements	Head of Service Angie Parks
<b>Local Indicator</b>	Ensure all CYOS young people have ETE provision in line with requirements of Raising of the Participation Age Act 2011- implementation date 2013. When appropriate ETE not in place notification to LA Education Department	Monthly commencing April 2013	All CYOS young people up to the age of 17 have an ETE provision	CYOS Operations Manager Andrea Barnes
	Delivery of restorative approach at all levels of CYOS activity including OOC, target increase 10% in take up of level 2 provision within a year	Commencing April 2013 , quarterly reporting	Increased victim involvement , level 2 Reduced offending by young people who participate	CYOS Operations Manager Mathew Haynes

## Appendix 2 Management Board Membership

Name	Title
Colin Green	Director of Children, Learning and Young People, Coventry City Council
Andy Pepper	Assistant Director, Neighbourhood Services, Children's Social Care, Targeted & Early Intervention Services
Mandie Watson	Community Safety Manager, Coventry City Council
Andy Nicholson	Chief Superintendent Police Commander for Coventry. West Midlands Police
Juliet Hancox	Chief Operating Officer, NHS Coventry
Kobina Hall	Head of Probation, Coventry, Staffordshire & West Midlands Probation Trust
Steve Stewart	Executive Director, CSWP Ltd
Deepika Chauhan-James	Legal Advisor, Coventry Magistrates Court
Valerie Elliott	Chair of Youth Panel, Coventry Magistrates Court
Anne Brennan	Senior Advisor, 14-19 Children, Learning and Young People. Coventry City Council
Jayne Casey	Head of Learning and Achievement for Looked After Children. Coventry City Council

## Appendix 3 Management Board Sign Off

Colin Green.....(signature)  
(Director - Children, Learning and Young People)

Andy Pepper.....(signature)  
(Assistant Director – Children’s Social Care, Targeted and Early Intervention)

Mandie Watson.....(signature)  
(Community Safety Manager)

Andy Nicholson.....(signature)  
(Chief Superintendent Police Commander for Coventry)

Juliet Hancox.....(signature)  
(Chief Operating Officer – NHS Coventry)

Kobina Hall.....(signature)  
(Head of Probation - Coventry, Staffordshire & West Midlands Probation Trust)

Steve Stewart.....(signature)  
(Executive Director – CSWP Ltd)

## Appendix 4 Budget

Agency	2012/13 Total	2013/14 Total	2012/13 - 2013/14 Increase/ (Decrease)	2012/13 - 2013/14 % Increase/ (Decrease)	2014/15 Projected Total	2013/14 - 2014/15 Increase/ (Decrease)	2013/14 - 2014/15 % Increase/ (Decrease)
Police	88,406	70,334	(18,072)	-20%	70,334	0	0%
Probation	166,303	164,921	(1,382)	-1%	164,921	0	0%
Health	114,891	114,891	0	0%	114,891	0	0%
Local Authority	911,554	828,074	(83,480)	-9%	745,267	(82,807)	-10%
YJB	779,820	658,082	(121,738)	-16%	592,274	(65,808)	-10%
Other	72,886	79,458	6,572	9%	4,272	(75,186)	-95%
<b>TOTAL</b>	<b>2,133,860</b>	<b>1,915,760</b>	<b>(218,100)</b>	<b>-10%</b>	<b>1,691,958</b>	<b>(223,802)</b>	<b>-12%</b>

## Appendix 5 Indicator Performance and Overview

In the past 4 years Coventry YOS has seen a drop of 75% in its first-time entrants and although this has been a success in terms of successfully diverting young people away from the Youth Justice System it has continued to impact on other indicators. For example, the rate of custodial sentences as a percentage of all disposals has remained relatively high at over 10% in the last 2 years. This high rate of custodial sentencing has been impacted upon by the fall of FTE's which has reduced the number of disposals in court and subsequently pushed up the rate of custody. Therefore, although the total number of custodial sentences remains low, it has not fallen in line with the drop in FTE's. However, Coventry has seen a reduction in the number of re-offenders within its system and the number of re-offences being committed. Since 2008, for example, there has been a reduction of 68% in re-offenders and the same reduction for re-offences.

A summary of the 3 YOT outcomes are given below:

**Custody** – Coventry has maintained its current low rate of custody sentences with 7 custodial sentences in quarter 4, 2012-13, at a rate of 0.23 per 1,000 of the 10 – 17 year old population. This takes the figure for 2012-13 to 44, at a rate of 1.46 per 1,000 of the 10 – 17 year old population. This is below the previous year's figure of 1.63.

**Re-offending** – Re-offending rates have dropped in the last year from 1.19 to 1.04 (2011 cohort). This has followed a period in which there had been a rise in re-offending rates. Re-offending has remained highest amongst those released from custody and on intensive intervention orders.

**First-time entrants** – These have continued to remain low with just 22 first-time entrants in quarter 4, 2012-13, at a rate of 74 per 100,000 of the 10-17 year old population. This takes the figure for 2012-13 to 373 per 100,000 of the 10-17 year old population, which is below the previous year's figure of 438.



First Time Entrants

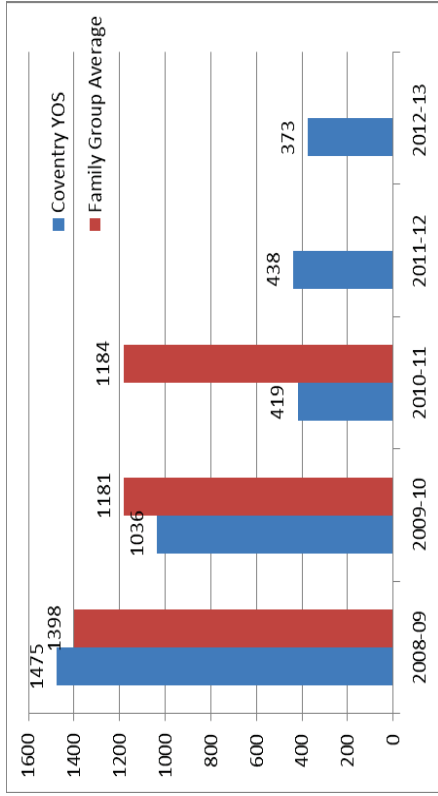


Table 1: FTE's per 100,000 of 10 – 17 year old population, Coventry YOS 2008-2012

Re-offending

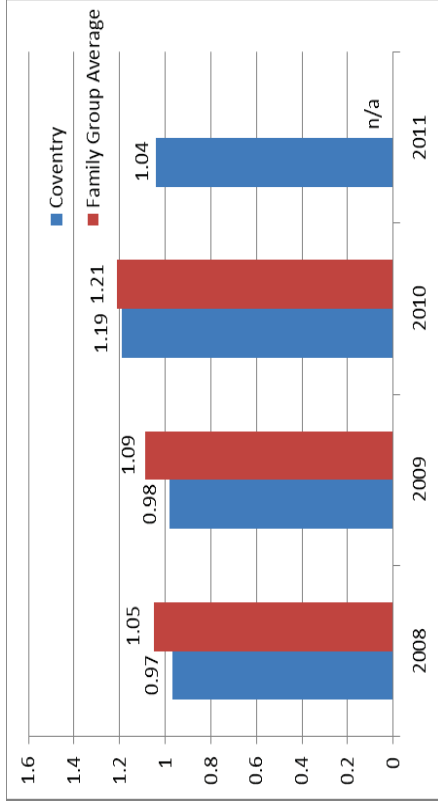


Table 2: Re-offending rates, Coventry YOS 2008 -2011

Custody

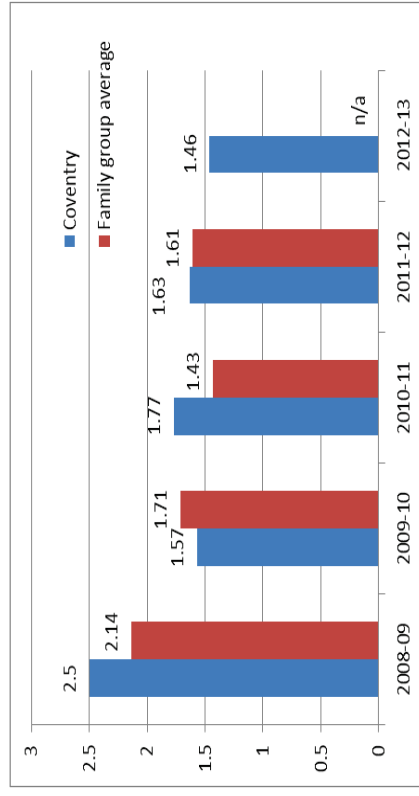


Table 3: Custody rates per 1,000 of the 10-17 year old population, 2008-2013

Remands

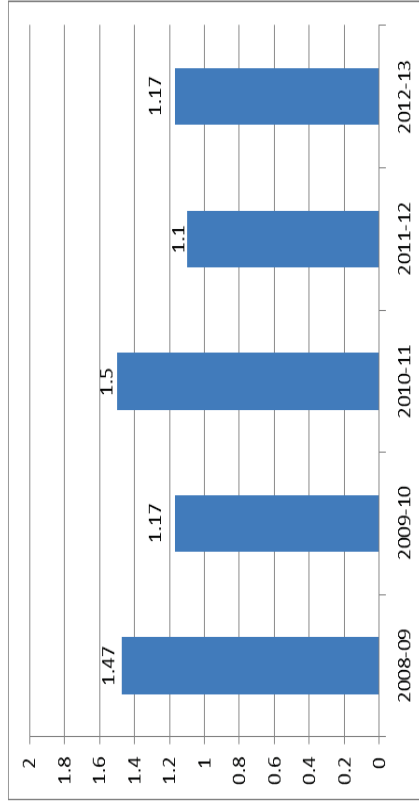


Table 4: Remand rates per 1,000 of the 10-17 year old population,

Disposals

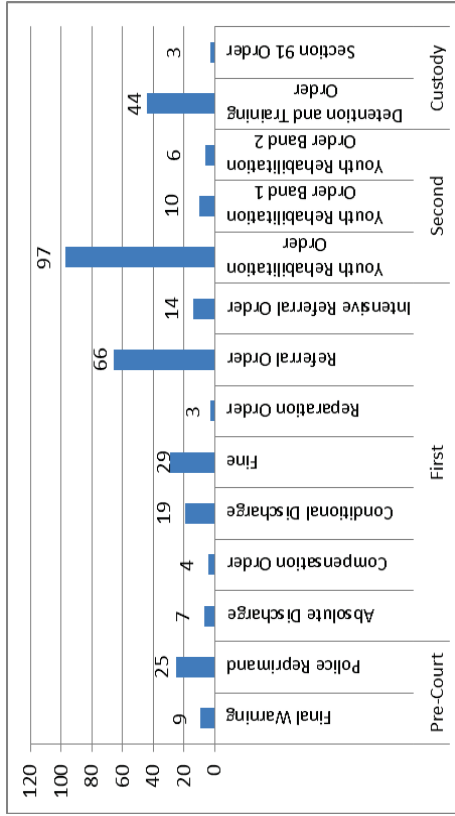


Table 6: Disposals, Coventry YOS 2012-13

Education, Training and Employment

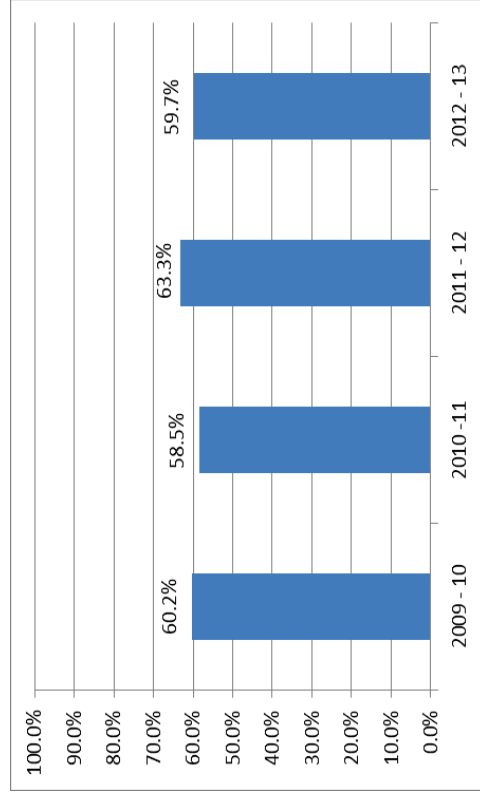


Table 8: Suitable ETE, Coventry YOS 2009 - 2013

Custody and Remands

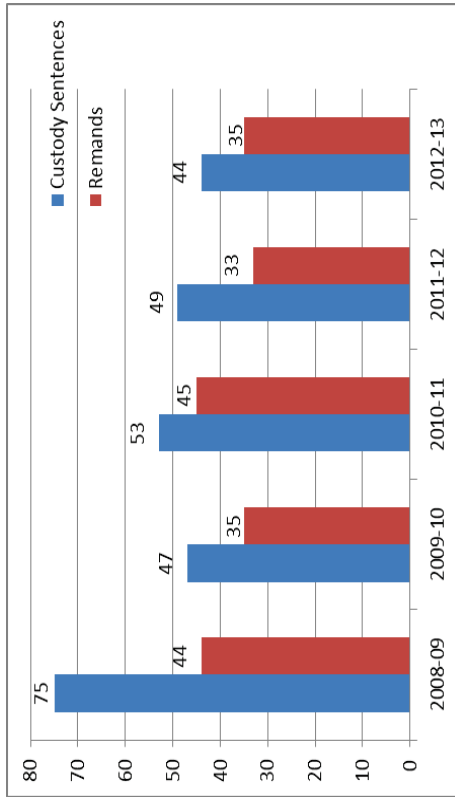


Table 5: Custody and remand episodes, Coventry YOS 2008 – 2013

Accommodation

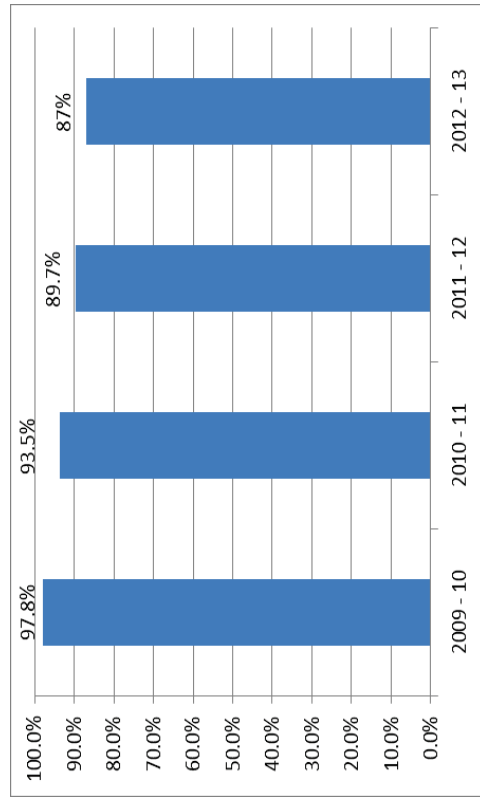


Table 7: Suitable accommodation, Coventry YOS 2009 – 2013

Offences

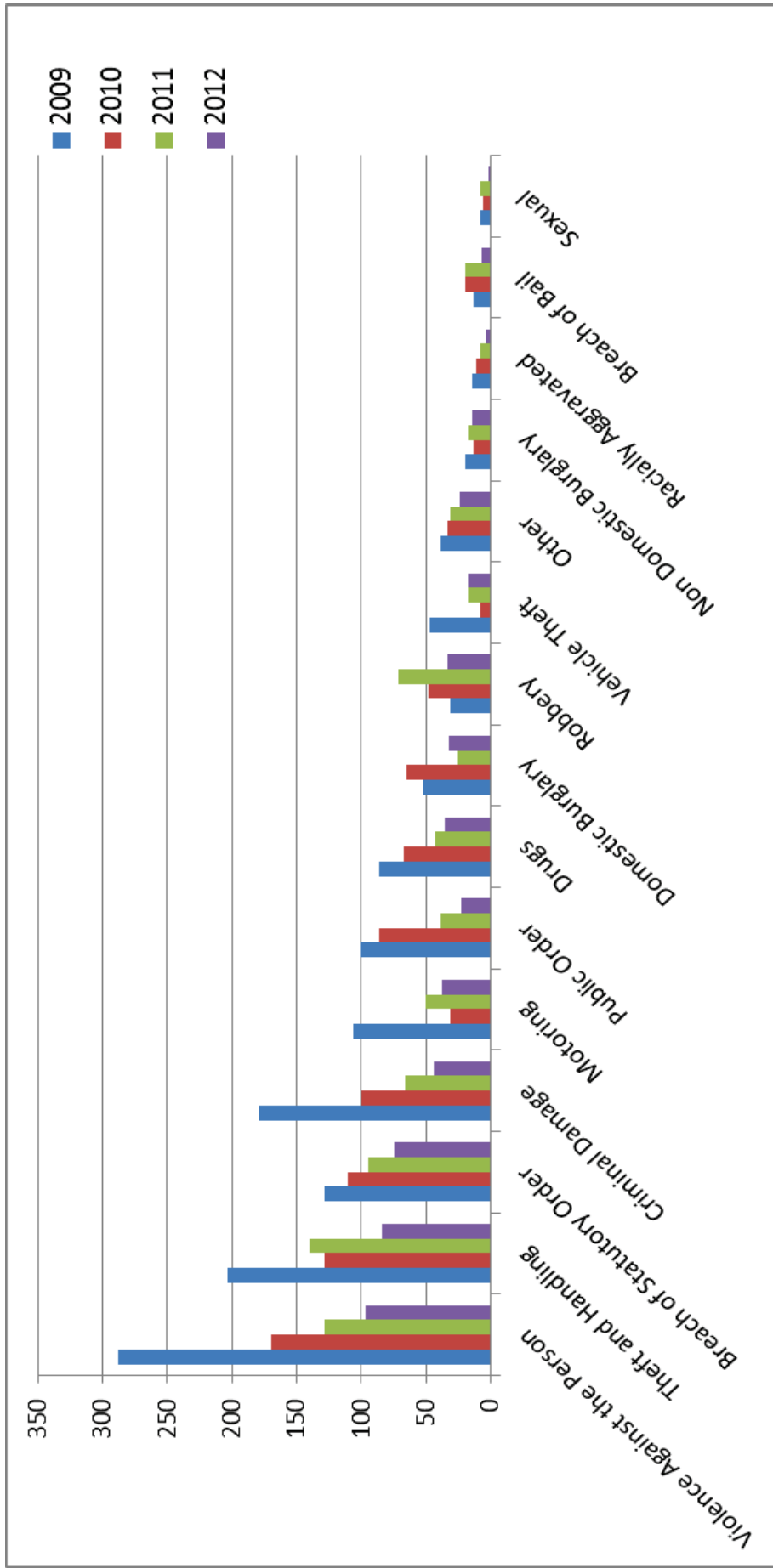


Table 9: Offences by offence type, Coventry YOS 2009 – 2012

Demographics

Ethnicity

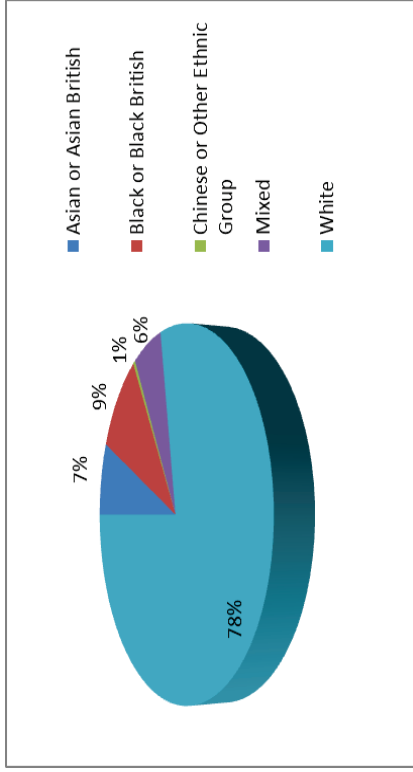


Table 10: Ethnic profile of young people, Coventry YOS 2012-13

Age

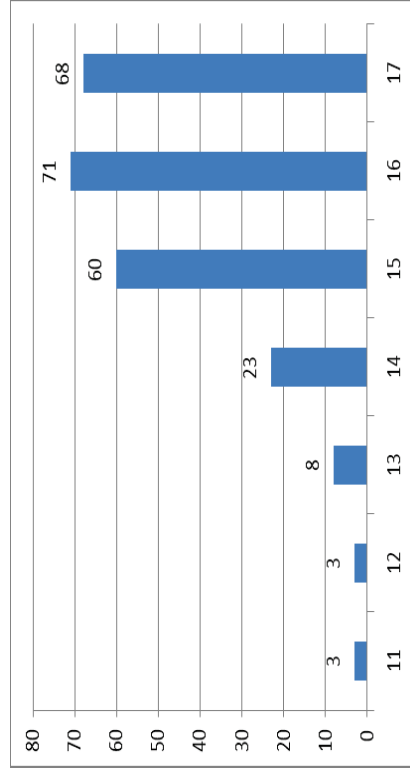


Table 12: Age profile of young people, Coventry YOS 2012-13

Gender

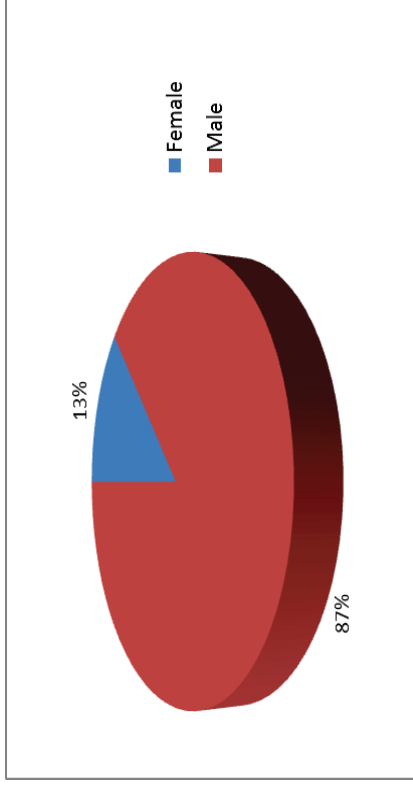


Table 11: Gender profile of young people, Coventry YOS 2012-13

LAC

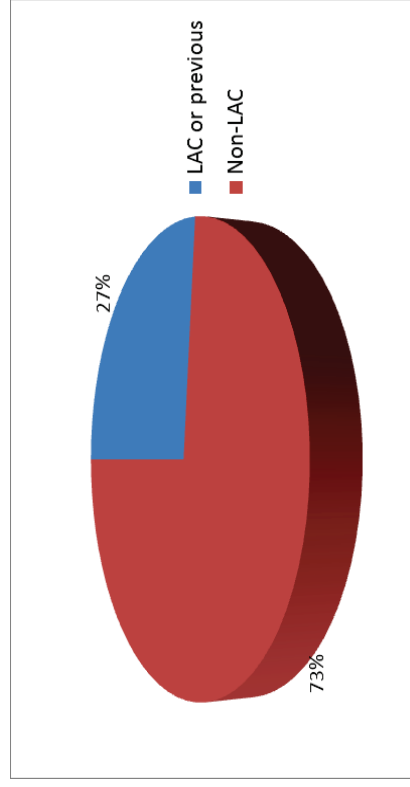


Table 13: LAC profile of young people, Coventry YOS 2012

**Appendix 6 Glossary of Terms and Abbreviations**

AA	Appropriate Adult
CAF	Common Assessment Framework
CCI	Core Case Inspection
CCSP	Coventry Community Safety Partnership
CHAT	Comprehensive Health Assessment Tool
CR	Community Resolution
CYOS	Coventry Youth Offending Service
DYO	Deter: Young Offenders
ECR	Enhanced Community Resolution
ETE	Education, Training and Employment
FTE	First Time Entrants (to the criminal justice system)
HMIP	Her Majesty's Inspectorate of Probation
IOM	Integrated Offender Management
IYSS	Integrated Youth Support Service
JCG	Joint Commissioning Group
LAC	Looked After Children
LASPO	Legal Aid, Sentencing and Punishment of Offenders Act 2012
LSCB	Local Safeguarding Children Board
MAPPA	Multi-Agency Public Protection Arrangements
MoJ	Ministry of Justice
MST	Multi-Systemic Therapy

NEET	Not in Education, Training or Employment
OOCD	Out-of-Court Disposal
PBR	Payment by Results
PCC	Police and Crime Commissioner
T2Adult	Transition to Adulthood programme
WMFRS	West Midlands Fire and Rescue Service
YJB	Youth Justice Board
YJS	Youth Justice System
YOT	Youth Offending Team