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**Joint Cabinet Members (Children and Young People) and  
(Policing and Equalities)**

1 July 2014

**Council**

15<sup>th</sup> July 2014

**Name of Cabinet Members:**

Cabinet Member (Children and Young People) Councillor Ruane  
Cabinet Member (Policing and Equalities) Councillor Townshend

**Director approving the report:**

Executive Director, People

**Ward(s) affected:**

All Wards  
Services are delivered on a City wide basis

**Title**

Youth Justice Plan – Requirement under the Crime and Disorder Act 1998 Part III 40-(1)

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**Is this a key decision?**

No

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**Executive summary**

Youth Offending Teams (YOTS) were established under the Crime and Disorder Act 1998 (CDA). The functions assigned to the Youth Offending Service 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 co-operation with statutory partners (Police, Health and Probation) to ensure that all youth justice services are available in their area to such an extent as is appropriate.

The Crime and Disorder Act also imposed a duty on each Youth Offending Team to complete and submit a Youth Justice Plan each year. The plan provides an overview of the Coventry Youth Offending Service (CYOS) achievements against key indicators, plans and targets, and identifies the key strategic actions for the next 12 months.

The Youth Justice Plan has been agreed and signed off by the statutory partners - Police, Health, Probation and the Local Authority, represented by the Deputy Director, Early Intervention and Social Care, People Directorate.

**Recommendation:**

That the Cabinet Member (Children and Young People) and the Cabinet Member (Policing and Equalities) recommend that the City Council endorses the Youth Justice Plan.

That the City Council endorses the Youth Justice Plan. The Plan will then be submitted to The Parliamentary Library in line with the requirements of the Crime Disorder Act, 1998.

**List of Appendices included:**

Youth Justice Plan 2014-15

**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 on 19 May 2014.

**Will this report go to Council?**

Yes

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

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

- 1.1 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 co-operation with statutory partners (Police, Health and Probation) to ensure that all youth justice services are available in their area to such an extent as is appropriate.
- 1.2 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 and health assessments, provision of pre-sentence reports and stand down reports)
  - Victim services
  - Parenting services and management of Parenting Orders
- 1.3. The Crime and Disorder Act also imposed a duty on each Youth Offending Team 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.
- 1.4 The plan has been agreed and signed off by the statutory partners - Police Health, Probation and the Local Authority, represented by the Deputy Director, Early Intervention and Social Care, People Directorate.
- 1.5 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 as required, it places CYOS in breach of its Youth Justice Board (YJB) conditions of Grant agreement. This year 2014/15 the YJB grant is £658,082, which represents 30% of the services budget.
- 1.6 CYOS is required to report against three national indicators:-
  - Reducing the number of young people entering the Youth Justice System as First Time Entrants (FTE)
  - Reducing re-offending
  - Reducing the use of Custody for young people

During 2013/14 the service:-

- Secured a further reduction in the number of First Time Entrants (FTEs), the best performance to date (rate per 100,000 10-17 year old population).
- Participated successfully in a bid with the lead and sponsoring agency Coventry and Warwickshire NHS Partnership Trust for a Criminal Justice Liaison and Diversion Scheme.

- Implemented an Out of Court Disposals delivery model (O OCD which is described by the YJB Local Partnership advisor as “comprehensive” in a recent quarterly divisional report). The importance of this type of intervention in terms of intervening early is evidenced in Appendix 6 of the Youth Justice Plan, case studies 1 and 2 which demonstrate the range of needs that require an early agency response.
- Secured a reduction in both the number of actual offences committed per offender and the percentage of the offending cohort who re-offended, by comparison with last year.
- Increased the number of restorative interventions, an approach which has an evidence base in relation to its impact on reducing re-offending.
- Worked in partnership with “Troubled Families” (TF) agencies to evidence improvements in distance travelled by families, and has been the identified lead agency in turning around 29 of the families in last year’s cohort.
- Implemented a “Youth One Day One Conversation” (YODOC) Offender Management forum. Our approach was discussed at the recent Home Office “Road Test” of the Integrated Offender Management principles and model. In discussion with attendees, who included the Home Office (HO) Head of Offender Strategies, it was considered that the rationale and model were appropriate. The Home Office also impressed by the transition arrangements for those young people who became adults and needed to move to One Day One Conversation (ODOC), the adult forum.
- Reduced the number of custodial sentences passed by a third when compared to last year, and achieved our lowest rate for the past five years.
- Significantly reduced the number of young people entering custody for breach alone, from 10 in 2012/13 to 3 in 2013/14.
- Reduced the number of remand episodes, securing our lowest number for the past five years by working closely with our Youth Court Bench and use of Bail packages.
- Reduced the number of short term sentences from 10 in 2012/13 to 3 in 2013/14. It is recognised by the YJB and Prison Reform Trust that short sentences can be disruptive in terms of resettlement and prevent delivery of substantial custodial based interventions. There is a discourse that argues that a short sentence is an indicator that custody was not necessary in the first place.

#### 1.7 Priorities for 2014/15 are to:

- Ensure that the supervision process is appropriate in line with new learning nationally and locally. In the light of new guidance from Coventry’s Safeguarding Sub-Committee Quality Assurance and Procedures Group (on which YOS is represented), we will review our supervision policy and procedures for staff. The guidance has been issued across the City and not specifically to CYOS. We will also implement actions from the Section 11 audit undertaken in April 2014 and consider Her Majesty’s Inspectorate of Prisons (HMIP) aggregated Short Quality Screening (SQS) findings regarding supervision.

- Reduce the frequency of exposure to and participation in Domestic Violence and Abuse (DVA) and Child Sexual Exploitation (CSE).
- Improve outcomes for young people who are not in education, training or employment, to assist successful engagement with study and work in the face of high youth unemployment.
- Ensure no detriment to service users' education provision and ensure diversity of need is responded to as a consequence of legislative changes.
- Ensure that CYOS young people receive entitlement under legislation for the Raising of Participation Age Act.
- Increase the use of restorative approaches both within CYOS and across partners.
- Enable service users to shape service delivery.
- Ensure that Out of Court Disposals (OOC) activity reflects national guidance, maintains credibility, and prevents unnecessary entry into formal CJS and measure demonstrable outcomes in terms of the value of "intervening early".
- Retain Enhanced Community Resolution (ECR), as early indicators are that it is an effective early intervention, introducing Common Assessment Framework (CAF) as a routine step down where appropriate.
- Understand the parenting issues in the Out of Court Disposals cohort.
- Contribute to the City's Prevention and Early Intervention Strategy and Plan (EIP).
- Enhance partnership working with Troubled Families, Children and Families First.
- Ensure no detriment to young people as a consequence of the national "Transforming Rehabilitation" agenda.
- Ensure that every young person has an Intervention Plan that has key partner engagement at the planning stage as well as delivery; showing appropriate sequencing incorporates the young person's priorities and reflects the victim.
- Understand our re-offending profile to inform future developments and targeting of resources.
- Ensure that best practice and evidenced based learning is a core feature across our portfolio of interventions.
- Ensure that custody is only used as a last resort.
- Seek to reduce the refusal rate for Bail packages.
- Seek to continue to reduce the number of FTEs entering the Secure Estate.
- Seek to reduce the re-offending rates of those exiting custody.

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

- 2.1 Completion and submission of the Youth Justice Plan is compulsory under CDA legislation. It is proposed that the Cabinet Member (Children and Young People) and the Cabinet Member (Policing and Equalities) recommend that the City Council endorses 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 sign off is required.

The statutory partners are represented by:

- Deputy Director, Early Intervention and Social Care, People Directorate (Chair of the Board) on behalf of the Chief Executive
- Assistant Director, Childrens Social Care
- Chief Superintendent, Police Commander for Coventry, West Midlands Police
- Head of Probation, Coventry, Staffordshire and West Midlands Probation Trust
- Coventry and Rugby Clinical Commissioning Group

Other members include:

- Head of Community Safety
- Executive Director – CSWP Ltd
- 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 People Directorate
- Head of Service, IYSS

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

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

- 4.1 Youth Justice Board Grant conditions state that receipt of the second payment is conditional on submission of a strategic plan.
- 4.2 The Youth Justice 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 As the Youth Justice Plan forms part of the Policy Framework, the Plan requires City Council approval.

### **5. Comments from Executive Director, Resources**

#### **5.1 Financial implications**

Grant funding from the Youth Justice Board may be withheld/withdrawn if the plan is not submitted in line with CDA legislation requirements. The YJB grant for this year (2014/15) to CYOS is £658,082.

From 1 June 2014 responsibility for the delivery of Community Payback/unpaid work for 16 and 17 year olds transfers from Probation to Youth Offending Teams. A grant of £10,355.00 from the Youth Justice Board has been identified for CYOS to support this work. A new operating model and National Standards have been released, which requires significant developmental work in order to deliver this intervention adequately. It is not currently known whether the available grant will fully support this new work.

By April 2015 the responsibility for Junior Attendance Centres (JAC) will be transferred from the Home office to the Local Authority. Consultation with stakeholders will commence shortly, with a focus on delivery which reflects an 'apprenticeship' style approach with greater emphasis on skill acquisition and educational attainment.

## 5.2 Legal Implications

Section 40, Crime and Disorder Act 1998 places a duty on the 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

### 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 Youth Justice Plan is aligned at a strategic level locally by plans which include:

- The Local Police and Crime Board Plan
- The Prevention and Early Help Strategy
- Coventry Local Policing Plan 2014/15
- Coventry Domestic Violence and Abuse Partnership Action Plan
- Coventry Children and Young People Plan
- Coventry Sustainable Communities Strategy and
- The Coventry Joint Strategic Needs Assessment (JSNA) 2014/15

### 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 has been 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 have all participated and signed off the plan and there are no implications arising post sign off.

### Report author

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## **Appendices**

### **Youth Justice Board Plan 2014/15**