

EXECUTIVE 18th November 2021

Report Title	Northamptonshire Youth Justice Plan
Report Author	Claire O’Keeffe Head of Northamptonshire Youth Offending Service Northamptonshire Children’s Trust
Executive Member	Cllr Scott Edwards, Executive Member for Children, Families, Education and Skills

Key Decision	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there public sector equality duty implications?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information (whether in appendices or not)?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Applicable paragraph number for exemption from publication under Schedule 12A Local Government Act 1974	Not applicable

List of Appendices

Appendix A – Youth Justice Plan 2020-21

1. Purpose of Report

- 1.1. Under the Crime and Disorder Act 1998 the Council has a statutory duty to publish an annual Youth Justice Plan which provides specified information about the local provision of youth justice services. The Youth Justice Board provides guidance about what must be included in the plan and recommends a structure for the plan. The draft Youth Justice Plan for the Northamptonshire Youth Justice Service is attached at **Appendix A**.
- 1.2. As the Youth Justice Plan is part of the Council’s Budget and Policy Framework, Executive is requested to review the content of this plan and recommend to Council that it be adopted.

2. Executive Summary

- 2.1 The Youth Justice Plan covers performance for the period 2020/21 and provides service budgets, operational and strategic developments within the service and partnership, service structure and the Service Improvement Plan for 2021 – 2022.
- 2.2 In accordance with statutory requirements, the plan was placed before NYOS Management Board on 3rd August 2021 where it was approved.
- 2.3 The Youth Justice Plan must be submitted to the Youth Justice Board for England and Wales (YJB) and published in accordance with the directions of the Secretary of State. After submission to the YJB, Youth Justice Plans are sent to Her Majesty's Inspectorate of Probation (HMIP - lead for YOS inspections) and are placed in the House of Commons library.

3. Recommendations

- 3.1 That the Executive endorse the Youth Justice Plan and recommend it for approval to Council.

4. Report Background

- 4.1 Youth Offending Teams are statutory partnerships, established under the Crime and Disorder Act 1998, with the principal aim of preventing offending by children and young people. Local authorities are responsible for establishing a Youth Offending Team. Police, the Probation Service and Clinical Commissioning Groups (CCGs) are statutorily required to assist in their funding and operation.
- 4.2 Local authorities continue to have a statutory duty to submit an annual youth justice plan relating to their provision of youth justice services. Section 40 of the Crime and Disorder Act 1998 sets out the youth offending partnership's responsibilities in producing this plan. It states that it is the duty of each local authority, after consultation with the partner agencies, to formulate and implement an annual youth justice plan, setting out:
 - (a) how youth justice services in their area are to be provided and funded.
 - (b) how the YOS will be composed and funded, how it will operate, and what functions it will carry out.

5. Issues and Choices

- 5.1 The Youth Offending Service is now delivered through the Children's Trust. The new model of delivery ensures that the Chief Executives of the Unitary Authorities still retain statutory responsibility for the delivery of Youth Justice Service within their geographical boundaries. NYOS boundaries are within those of the Northamptonshire Police area and Northamptonshire National Probation Service. NYOS Headquarters are based in the county town of

Northampton. The operational offices of NYOS are based in Northampton and Kettering.

- 5.2 The COVID-19 pandemic has continued to provide challenges for all however it has also identified new ways of working, creative ways of engaging young people and it has been commendable to see how resilient our young people and staff have been in adapting to the changes to frontline delivery. Northamptonshire YOS are incredibly proud of maintaining frontline work.

6. Continuous Improvement within NYOS

- 6.1 Following a new Head of Service, Claire O’Keeffe being appointed in September 2019 it was identified that further work was required to improve, timeliness, quality and management oversight of all cases. In response NYOS promoted a ‘Back to Basics’ performance drive.

- 6.2 This programme of work is endeavouring to improve:

- The timeliness of the completion of Young Person’s assessment
- The quality and accuracy of assessment of Risk through risk panel data
- Management oversight of assessment, and risk
- Intervention planning consistently sequential and appropriate
- Referrals to agencies are complete
- Contacts are recorded appropriately
- Cases are closed as per policy.
- Compulsory Gang and CSE screening are completed in timely manner
- Covid risk assessments are completed and pre checks done prior to 1-1 visits

- 6.3 The above process evolved, and performance improvements occurred across all areas over a sustained period. In 2021 the YOS re-visited their performance approach which led to the “**Heads Up P.A.R**” report (Performance Accountability Report) being produced. This highlighted up and coming pieces of work which enabled staff and managers to better plan their work. This progress demonstrates a continued drive to improve within NYOS.

6.4 Alternative to Custody Panels (ACP)

- 6.5 During 2021 NYOS have introduced a new panel process focusing on promoting constructive alternatives to Custody. The YOS Manager chairs a multi-agency group which works to ensure that as few young people as possible are detained in police custody and to limit the duration of youth custody detentions. Working closely with social care and partners we aim to have the right package and interventions in place to offer a credible proposal to the court to promote an alternative to custody sentence.

6.6 Northamptonshire QLIK

- 6.7 In Partnership with Northamptonshire Police NYOS has introduced QLIK: QLIK is a business intelligence tool that turns raw data in actionable data that can be

manipulated to drill down to various chosen information. The direct benefits of QLIK to the YOS will Be:

- Potential to Reduce FTE through YOS-Police data merging.
- Potential to Reduce Re-offending. The combined data will enable the Police and the YOS to identify emerging patterns of offending and avoid escalation, thus promoting earlier intervention.
- Working Practice Improvement. QLIK offers an agile and visual way of identifying trends and can include multiple data sources from a variety of agencies promoting a holistic approach.

6.8 **Rose of Northamptonshire**

6.9 In January 2021, improvements culminated in the YOS winning the Rose of Northamptonshire Award for '*dedication and continued hard work to keep visiting young people who are vulnerable to offending, at risk of hidden harm and criminalisation during COV-19*'.

6.10 **The National Health Foundation Trust [NHFT]**

6.11 NHFT have created a YOS Health Team which will be part of the wider Children and Young People's Service which comprises of 0-19 Universal Children's Services, and a range of Specialist Services.

6.12 The YOS Health Service element will be made up of a small multi-disciplinary team consisting of Speech and Language therapy, Mental Health Practitioner, Psychologist, Physical Health Nursing and Health Support; the team will be led by a Service Manager who is supported by the Head of Specialist Children's Services.

Priorities for 2021/22

6.13 YOS have identified the following priorities for 2021/22;

- Support the development of information sharing for young people at risk contextual safeguarding
- Devise one screening tool to ensure all contextual safeguarding is covered
- Define agency roles and responsibilities with respect to young offenders and their families, especially in relation to Early Help and Adolescent service
- Increase clarity as to the role and function of partner agencies in the youth justice arena
- Attend the Vulnerable Adolescent Panel
- Multi-agency invites to Risk of Serious Harm meetings
- Apply trauma-informed approaches to a broader range of services, e.g., education, housing, policing.
- Programmes that address health-harming behaviours associated with adverse experiences.
- Increasing 'trauma awareness' within the YOS workforce

- Identify trauma training for YOS staff
- Increase resources for, and the effectiveness of, support to NEET young people to get back into education, employment or training
- Embed and be participants in the creation of the serious violence partnership
- Two YOS Police Officers have been identified to take a lead role in areas such as, Serious Organised Crime and Gangs

6.14 **Performance against KPI's**

6.15 The YOS monitors national and local Key Performance Indicators (KPI's) to ensure the Service is making a positive impact. The KPI's are as follows:

- Re-offending rates
- First Time Entrants into the youth justice system
- Custody rates for young people
- Engagement in Education, Training or Employment
- Access to suitable accommodation for young people

6.16 The detail below demonstrates NYOS continues to make progress with many of the indicators to mitigate risk and promote continuous improvement within the service.

6.17 **Latest YJB Re-offending Cohort (Apr 2017 – March 2018)**

6.18 In terms of overall re-offending, NYOS performs well. The most recently published 12-month reoffending data from the Police National Computer (PNC) for April 17 – March 2018 sets Northamptonshire's binary performance (percentage of young people who go on to reoffend) at 31.7%. This compares favourably with the national average (38.2%) and East-Midlands' average (36.9%) - See table on next page.

6.19 NYOS continues to drive down re-offending by working closely with partners: Police, North and West Unitary Authorities, National Probation Service, and local providers to exchange information, reduce risk, monitor outcomes and develop creative interventions to reduce reoffending. This work includes young people both within and on the edge of the criminal justice system. Their work with Out of Court Disposals through the PADS (Prevention and Diversion Scheme) is an expanding part of their business and ensures it works with Young People at an early stage preventing further re-offending.

**April 2017 - March 2018
Reoffending**

YOT	Number in the cohort	Number of reoffenders	Number of reoffences	Reoffences per reoffender	Reoffences per offender	% Reoffending
Northamptonshire	265	84	258	3.07	0.97	31.7%
Family Average	321.4	116.6	458.6	3.93	1.43	36.3%
Regional	2,064	761	3,066	4.03	1.49	36.9%
England	26,992	10,315	41,851	4.06	1.55	38.2%

6.20 First Time Entrants (FTE'S) into the Criminal Justice System.

6.21 Due to Covid 19 there have been no updates of the FTE using the data from PNC, however, the local report indicates for the period 1st April 2020 – 31st March 2021 the number of first-time entrants as 144, this is head count and not rate per 100,000 as is normally reported by the Ministry of Justice. There is no comparable data for this information.

6.22 Young People who receive a conviction in Court who are sentenced to Custody

6.23 Northamptonshire is showing an increase in custody rate per 1000 population against England, Regional and Family Average for the period 2020/21. There were a total of 13 custodial sentences in this period. Six of these were sentenced at Northampton Crown Court for the most serious offences, with 4 being sentenced at Northamptonshire Youth Court. Five of the 13 custodial sentences link to 2 young people committed over a 4-month period. The other 3 custodial sentences were from out of county courts.

6.24 As referenced above NYOS has developed a new panel approach (ACP) to offer robust and credible alternatives to custody in order to address the increase in custody rates.

6.25 Engagement in Employment Training and Education (ETE) for Young People who offend.

6.26 This indicator measures the proportion of young people on relevant youth justice disposals who are actively engaged in suitable education, training and employment (ETE) when the disposal closes. Active engagement is defined as

25 or more hours for young people of school age and 16 or more hours for those above statutory school age.

6.27 During Quarters 1 and 4 of 2020/21, schools were closed for the majority of students due to Covid19. 50% could not access full provision due to the closures. YOS have also made the assumption, that had there been no Covid19, schools would have been open, and those young people would have been in provision, which would have provided a figure of 86.1% engaged with ETE at the end of their order.

ETE 2020/21	School Age	Above School Age	Total
In ETE (25+/16+ hours)	31.7%	41.8%	36.1%
Unable due to Covid	66.7%	27.7%	50.0%
No Covid assumption	97.9%	70.9%	86.1%

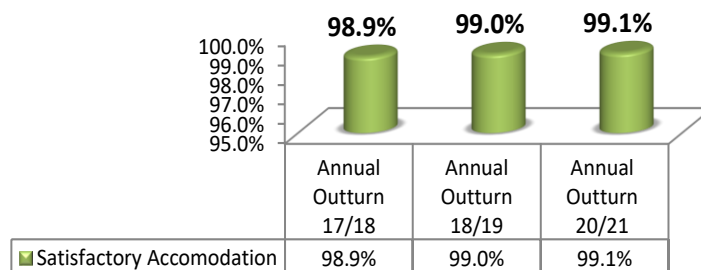
6.28 With the closure of schools, colleges and other providers Covid has had a significant impact on learning for our young people. Not all have had access to reliable technology and have not adapted well to this way of learning. For a few who find social interaction in a group setting difficult it has been positive and it has enabled them to re-engage in provision online.

6.29 In relation to partnership working, YOS now have in place a Service Level Agreement with Northampton College. The YOS and Northampton College have recently developed a City and Guilds Employability qualification which is offered alongside other accredited awards in Literacy and Maths.

6.30 **Accommodation**

6.31 This performance indicator measures the percentage of young people at the end of YOS Orders who are in satisfactory accommodation. The YOS has consistently performed very well against this indicator over the past 4 years. The YOS has a well-established accommodation team that work closely with Young People and YOS staff to ensure satisfactory accommodation is found.

Accommodation Outcomes



7 Implications (including financial implications)

7.1 Resources and Financial

7.1.1 There are no resources or financial implications arising from the proposals.

7.2 Legal

7.2.1 The Council's duty, pursuant to section 40, Crime and Disorder Act 1998, to formulate and implement a Youth Justice Plan for each year, following statutory consultation, is detailed in the body of the report above.

7.2.2 By virtue of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 (as amended) certain plans and strategies, which together make up the Council's budgetary and policy framework, must be approved by full Council, as reflected in the Council's Constitution. These include the Youth Justice Plan.

7.2.3 The Constitution requires that the Executive's proposals in relation to any such policy, plan or strategy be submitted to full Council and that, in reaching a decision, the Council may adopt the Executives proposals, amend them, refer them back to the Executive for consideration or, in principle, submit its own proposals in their place.

7.3 Risk

7.3.1 There are no significant risks arising from the proposed recommendations in this report.

7.4 Consultation

7.4.1 In accordance with statutory requirements, the plan was placed before NYOS Management Board on which statutory partners sit [Police, Probation, Health]. and on 3rd August 2021 where it was approved.

7.5 Consideration by Scrutiny

7.5.1 No comments

7.6 Climate Impact

7.6.1 No climate/environmental impact.

7.7 Community Impact

7.7.1 The Youth Justice plan seeks to address issues of Youth Crime in the Northamptonshire area. The plan reviews performance over the past year and the priorities for the forthcoming year to address youth related crime.

8 Background Papers

8.1 Northamptonshire Youth Justice Plan 2021- 2022