

Agenda Item

Committee: **Cabinet**
Date: **1 May 2007**
Title: **Scrutiny Review of the Youth Offending Team**
By: **Director of Law and Personnel**
Purpose: **To provide an opportunity for the Cabinet to comment on the report of the Children's Services Scrutiny Committee**

RECOMMENDATION –

To consider any comments the Cabinet wishes to make to the County Council on the report of the Children's Services Scrutiny Committee

1. Background Information

1.1 The Children's Services Scrutiny Committee has completed its scrutiny review of the Youth Offending Team.

1.2 The Committee's report will be submitted to the County Council on 22 May and a copy is attached. The Cabinet now has an opportunity to comment to the County Council on the recommendations in the Scrutiny Committee's report, although it cannot alter the report. Elsewhere on the agenda is a separate report by the Director of Children's Services commenting on the Scrutiny Committee's report.

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Director of Law and Personnel

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Scrutiny Review of the Youth Offending Team

Report by the Project Board:

Councillor Jay Kramer (Chair)

Councillor David Elkin

Councillor Pat Ost

Councillor Rosalyn St Pierre

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Authority

March 2007



Scrutiny Review of the Youth Offending Team

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1. Background

Establishment of Youth Offending Teams – national picture

1.1 The Crime & Disorder Act 1998 made the prevention of offending a principal aim of the youth justice system and placed a statutory duty on all those working in the youth justice system to have regard for this aim.

1.2 New structures introduced at a national and local level provide a framework for tackling youth offending:

- National level

The Youth Justice Board for England and Wales is a public body made up of 12 board members who are appointed by the Home Secretary. It was established to provide an oversight of the youth justice system, set standards and performance indicators and promote good practice.

- Local level

Each top tier authority had to create a multi-agency Youth Offending Team (YOT), which includes five statutory partners – police, probation, social services, education and health¹.

Each local authority, in consultation with statutory partners, has to produce an annual Youth Justice Plan. This describes the nature and scale of offending by young people in the area and outlines what programmes are in place to tackle the issue.

1.3 The East Sussex Youth Offending Team (YOT) was established in 2000. It sits within the Children's Services Department of East Sussex County Council. At present it has a total of 59 staff:

Source	Full time	Part time
East Sussex County Council staff	32	7
Staff seconded from statutory partners	3	3
Fixed term posts funded by specific grants	10	1
Voluntary sector staff	3	0

1.4 A total of 56 volunteers work for the team, either by offering support to young people when they are arrested (known as appropriate adults), acting as mentors or sitting on Referral Order Panels.

1.5 The YOT reports to a Chief Officers Group at a local level. It is also required to provide statistical and performance data to the Youth Justice Board.

1.6 The Chief Officers Group is made up of representatives from all statutory partners. It is responsible for the annual Youth Justice Plan. This plan sets the annual budget, decides the operational policy of the YOT for that year and monitors selected key performance indicators.

¹ There are now only four statutory partners due to the fact that social services (in relation to children) and education have since combined into Children's Services

Role of the Youth Offending Team

- 1.7 The age of criminal responsibility in England and Wales is 10. The YOT works with children from this age up until the age of 17 (although as the YOT will work with a young person until the end of their court order there are occasions when they may work with a young people until they are 18 or 19).
- 1.8 The YOT has a statutory duty to carry out the functions assigned to it in the Youth Justice Plan and co-ordinate the provision of the youth justice service across the county. This includes:
- appropriate adults to safeguard the interests of children and young people detained by the police;
 - the assessment of children and young people for voluntary intervention programmes as part of a final warning given by the police;
 - bail support and supervision programmes for children and young people awaiting trial or sentence by the court;
 - the placement in local authority accommodation of children and young people remanded to such accommodation by the court;
 - pre-sentence reports required by the courts in criminal proceedings against children and young people;
 - supervising officers for young people sentenced by the court to either a community or a custodial sentence;
 - acting as responsible officers in relation to parenting orders;
 - acting as supervising officers for young people on referral orders, and dealing with the administrative arrangements associated with the community panels that oversee this work.
- 1.9 Youth crime prevention work falls outside of the core statutory role of the YOT. It is an area though where YOTs are now focusing an increased amount of time and resources (supported in part, by a two-year grant from the Youth Justice Board).
- 1.10 The rise in youth crime prevention work has been in response to a recognition by those working within youth justice that once a young person is within the 'system' it is much more difficult to divert them away from further criminal activities (statistics show that between April to December 2006, 45% of young people nationwide re-offended²). By intervening early with young people (and their families) who are recognised at being at risk of offending there is a better chance of being more effective at diverting them away from crime.
- 1.11 Research also shows that youth crime prevention work can be cost effective in the long term. The Audit Commission states that, on a national level, if effective early intervention prevented just one in ten young offenders from ending up in custody, an annual saving in excess of £100 million could be made³.
- 1.12 Unlike the statutory work of the YOT, intervention work in relation to youth crime prevention is voluntary and no child or young person can be compelled to co-operate with a prevention programme.

² *Youth Justice Board, East Sussex Performance Summary, April to December 2006*

³ *Audit commission, Youth Justice 2004, p4*

Funding of the Youth Offending Team in East Sussex

1.13 In 2006/07 the East Sussex YOT had a budget of just over £2 million.

1.14 Core funding for the YOT is provided by the four statutory partners, with the majority of it coming from Children's Services. Additional funding is provided by the Youth Justice Board in the form of grants for specific projects. The YOT can also receive funding from various other sources, such as Crime Disorder and Reduction Partnerships.

1.15 The Review Board noted that the funding of the YOT is very fragmented and there is a heavy reliance on grants (40% of the 2006/07 budget was in the form of grants). The YOT cannot rely on any of these funding streams for more than 12 months and this can impact significantly on its work and mean that some projects and staff can only be funded on a short-term basis.

Key strategies and policies

1.16 Youth crime prevention work is supported by a wealth of national and local plans and strategies. Whilst these ensure that youth crime prevention is being addressed in several different areas, the number of plans and strategies that those working in this field must be familiar with makes the picture a complex one.

1.17 Examples of some of the plans and strategies that include youth crime prevention targets or initiatives include:

At a national level:

- Home Office Strategic Plan 2004-08 (*key policy objective to reduce the number of young people who become offenders*)
- Home Office Prolific Offender Strategy (*strategy to stop young people entering the pool of prolific offenders*)

At a local level in East Sussex:

- East Sussex Council Plan 2006/07 (*KST 4.1 – prevent offending by children and young people through creating additional targeted programmes to divert them from this activity*)
- Children and Young People's Plan 2006-08 (*develop more restorative justice approaches to tackle youth crime and develop more targeted parenting skills support*)
- Youth Justice Plan 2006-07 (*reduce first time entrants into the youth justice system by 2%*)
- ESCC Community Safety Strategy 2005-08 (*two key objectives - reduce anti-social behaviour (ASB) by preventing young people from engaging in ASB and reducing youth offending*)
- Crime & Disorder Reduction Partnership Strategies (*each partnership has arrangements in place to identify young people at risk of offending and work to divert them away from this*)

Youth Offending Team interventions

1.18 In England and Wales during 2004/05 there were around 195,000 statutory interventions (such as final warnings, referral orders or supervision orders) by YOTs. This translates to about 150,000 children and young people entering the youth justice system on a statutory basis each year. Of these 84% are male and 16% female.⁴

The picture in East Sussex

1.19 The Review Board noted that there has been a year-on-year increase in both in the number of children and young people worked with by the YOT and in the number of YOT interventions in the same period.

Year	No. of young people worked with	% increase	No. of YOT interventions	% increase
2003/04	485		716	
2004/05	633	31%	860	20%
2005/06	705	11%	999	16%

1.20 Analysis of the young offenders that the East Sussex YOT is currently working with show that they are most likely to be a white British male, aged 15 to 17 years old and living in either Hastings or Eastbourne:

- 89% white British
- 75% of offenders are male
- over 50% of cases are young people aged 15-17
- 50% of cases are in Hastings (27%) and Eastbourne (23%)

⁴ The Education Network, Youth Justice & Schools, January 2006, p16

2. Findings

Identifying young people at risk of offending

- 2.1 The Home Office Prolific Offender Strategy tasked Crime and Disorder Reduction Partnerships (CDRPs) and YOTs to share the responsibility for running local inter-agency forums to agree joint prevention action to deter children and young people considered most at risk of offending from being involved in criminal activities.
- 2.2 East Sussex has five CDRPs, based in each of the district and boroughs, and each has at least 1 Prevent and Deter Group in place (in Hastings these are known as Youth Intervention Groups and there are 4 groups). Each Prevent and Deter Group meets on a 4 to 6 weekly basis. Any member of the group is able to raise concerns about a young person they believe to be at risk of offending. If the members are in agreement, the young person is included on the group's case working list and a package of services are identified to support this young person. The group will continue to monitor the progress of young people and once they are considered to no longer be a high risk they are removed from the casework list.
- 2.3 Members of the Review Board attended meetings of two Prevent and Deter Groups in different areas of the county to observe how they work in practice.
- 2.4 The Review Board noted that these meetings are an excellent example of multi-agency working and there is a great deal of interaction between the partners. The level of knowledge that the partners have in terms of young people being discussed is considerable and those people attending these meetings are committed to identifying and working with the young people.
- 2.5 There were, however, particular concerns that the Board identified from their visits and subsequent research:
 - The membership of the groups varies across the county.
 - Some partners, who the Review Board considers to be key to such discussions, are not attending the meetings (particularly the Education Welfare Officers and Social Workers). The Board recognised that there is a capacity issue with regard to the number of meetings officers can effectively attend. However, it felt that a lack of involvement of some key officers could have an adverse effect on the group being able to effectively address all the issues affecting a young person.
 - The use of the Prevent and Deter Group title is not uniform across the county and this has the potential to lead to confusion for those outside the process.
 - There is a lack of accountability in some cases as to who the lead agency is with regard to a young person.
 - There is no set criterion by which the young people are identified for inclusion on the casework list or for subsequent removal from it.
 - The information sheets produced in relation to each young person lack particular data, which would be useful for monitoring purposes.

- There is not an overarching group in place to allow all the Prevent and Deter Groups to share information and good practice.

Recommendations:

1. All Prevent and Deter Groups to ensure that when a young person is being discussed at a meeting all key partners currently dealing with that person are identified and attend the meeting. The responsibility for identifying those key partners should lie with the agency referring the young person.
2. The Children's Services Department to clarify the effectiveness of using the Children's Index as a tool for the Prevent and Deter Groups to identify those key partners working with a young person.
3. All Prevent and Deter Groups to have in place the same defined criteria to identify which young people should receive intervention and to risk assess when this intervention should end.
4. All Prevent and Deter Groups to use standard forms to record the young person's data, identify the lead agency and record all intervention action taken.
5. To reduce confusion and improve uniformity across the county all Prevent and Deter Groups should be known by the same name.
6. Chairs of all Prevent & Deter Groups to meet on a quarterly basis to share information and good practice.

Youth Crime Prevention work

- 2.6 The Youth Justice Board has provided funding to YOTs to set up new prevention programmes to target children and young people on the cusp of offending and increase the number of parenting interventions. A grant of £180,830 was received in 2006/07 and a subsequent grant of £240,000 will be received in 2007/08. Whether this level of funding will continue beyond 2008 is unclear.

Breakdown of the spend of 2006/07 Youth Justice Board grant

Activity	Amount
Parenting service	£70,000
Employee related costs	£54,000
Youth Development Service (to fund Hastings Prevent & Deter meetings)	£17,000
Electronic information system (UMIS)	£14,000
Mentoring service	£10,000
Restorative Justice	£10,000
Contribution to support worker post in Rother	£5,000
Total	£180,000

2.7 The YOT spent a further £135,000 on prevention projects in 2006/07 (making a total prevention work budget of £315,000). This additional funding came from the Children's Fund, the Rother Crime and Disorder Reduction Partnership and the Hailsham Extended Schools Pilot. It primarily funded staff, as the Youth Justice Workers.

Youth Justice Workers

2.8 There is a Youth Justice Worker based in Hailsham Community College and one in Eastbourne Technical College. A third is based in the Causeway School, but also supports young people at Ratton, Cavendish, Bishop Bell and Willingdon. A further three workers are community based covering Wealden, Rother and Lewes.

2.9 Each worker is responsible for, and works with, a small group of approximately 15 young people who have been identified as being on the cusp of offending. All interventions are tailored to address the specific needs of each young person. These are either in the form of one-to-one sessions (covering such issues as victim awareness, self esteem and educational engagement) or group work (such as nurture groups or offence specific groups around driving or firearms).

2.10 The Review Board noted that by attaching youth justice workers to secondary schools the YOT is in a good position to actively engage with young people who are vulnerable and at risk of offending. It was disappointed, though, that data is not currently available to allow it to ascertain how effective this work is in preventing young people from offending (although it noted that such data will be available from April 2007). The issue of data is addressed further on in the report at point 2.30.

Mentoring

2.11 Rainer (a national charity working with under-supported young people) currently offers a mentoring service on behalf of the YOT. This service provides a trained volunteer mentor to work on a one-to-one basis with young people who have already offended or who are identified as being at risk of offending. It costs between £800 and £1,000 per year to support each mentor.

2.12 The Review Board noted that mentoring can be successful in reducing re-offending. From April to December 2006 the re-offending rate of young people who were participating in the service was 15% (although it should be noted that these figures only relate to when a young person has a mentor and no long term monitoring is carried out after the mentoring finishes).

Parenting service

2.13 Parenting support is either as the result of a parenting order being issued by the court (which requires a parent to undergo a 12 session programme), or can be through a voluntary arrangement with the parent. There are usually 30 to 35 parenting 'cases' being worked with at any one time by the YOT, two thirds of which are on a voluntary basis.

- 2.14 The objective of this work is to help people improve their parenting skills and enable them to provide a safer and more supportive environment for raising young people. This is done in several ways, through group work or one-to-one sessions, and can cover such things as:
- help and support with practical family skills, such as letter writing and budgeting
 - practical parenting support such as boundary setting, conflict resolution
 - therapeutic interventions such as counselling and calming techniques
- 2.15 A Parenting Co-ordinator, sitting within the prevention team of the YOT, has responsibility for, and oversight of, all parenting work. As well as carrying out assessments and evaluations of parents receiving the service he also takes a lead on setting up group parenting programmes across the county.
- 2.16 The one-to-one parenting work, whether it is voluntary or via a parenting order, is contracted out to Crime Reduction Initiatives (CRI) to provide on behalf of the YOT.

Restorative Justice

- 2.17 The aim of restorative justice is to try and make young people face up to the consequences of their behaviour. It also gives them an opportunity to make amends for their behaviour through reparation either to the victim or to the community. The most common forms of reparation are letters of apology and community work.
- 2.18 The restorative justice service is managed within the YOT, by the Restorative Justice Service Co-ordinator. This post is held by a police administrator on secondment to the YOT. By being a police employee the co-ordinator is in a unique position of being able to access the necessary information in relation to victims, direct from the police database. This makes for an effective process. The Board endorsed this as an example of good working practice.
- 2.19 YOTs are required to monitor victim participation in, and satisfaction with, restorative justice schemes. Each target is currently set nationally at 75% and for 2005/06 East Sussex was significantly above target in each area (85% of victims were offered the opportunity to participate and 97% of these were satisfied with their participation).
- 2.20 The Board was disappointed to note that no monitoring (at either a national or local level) takes place with regard to how successful restorative justice is in terms of reducing re-offending. It noted though that national research on the impact of restorative justice concluded that re-offending occurs 'slightly less often' and restorative interventions are at least as effective as previous methods of dealing with young offenders.⁵

⁵ Youth Justice Board, Restorative Justice Projects, p3

Youth Development Service (YDS)

2.21 The Youth Development Service is an independent service that works outside the youth justice system. Its role in engaging with vulnerable young people is key in terms of prevention work though and the Review Board, therefore, took evidence from it.

2.22 Youth workers support a vast and varied number of projects and sessions across the county. These range from youth club sessions, sports activities and drop in sessions, which are able to target larger groups of young people, down to intensive one-to-one sessions with young people at risk of exclusion or engaged in anti-social behaviour.

2.23 The YDS workers are often able to work with young people that the YOT cannot engage with or with particularly hard to reach groups, such as travellers. Anecdotal evidence indicates that youth club sessions could be particularly important in rural areas with regard to reducing anti social behaviour.

2.24 The Review Board concluded that:

- All officers contacted are passionate about their particular service and dedicated to making a difference in the lives of young people.
- The very nature of the work means that all the schemes are very time and resource intensive and only a small number of young people and families can be supported at any one time.
- In some areas there is a lack of available activities that can immediately be put in place when a particular need had been identified. For example there is currently a three-month waiting list for a young person to be given a mentor.
- It is not possible to measure how successful the majority of the services are in preventing offending or reducing re-offending.
- Time limited funding impacts heavily on the recruitment of staff or the ability to recruit volunteers. It also affects the level of intervention work that can be carried out.

Monitoring youth crime prevention

2.25 In April 2005 YOTs had a target to reduce the number of young people coming into the service by 2% compared with the number during the same period in 2004/05 (this doesn't include young people who have had any form of previous contact with the YOT).

2.26 After the target was set the Youth Justice Board deemed the 2004/05 data from all the YOTs to be unreliable (due to the fact that it was collated retrospectively). This has meant that no reliable analysis can be made of the 2005/06 figures.

2.27 From 2006/07 monitoring of this performance target has been against the 2005/06 data and has increased to a 5% reduction in number of young people coming into the service compared to the previous year.

2006/07 performance information

	2005/06	2006/07	% difference between 2006/07 & 2005/06
April – June (Q1)	300	189	37% decrease
July – Sept (Q2)	222	204	8% decrease
Oct – Dec (Q3)	219	216	1% decrease

2.28 Data available to date for 2006/07 (April to December 2006) shows that there has been an overall reduction of 18% in the number of young people coming into the YOT compared to the previous year.

Comparison with other YOTs

2.29 The latest data available from the Youth Justice Board reveals that for April to December 2006 East Sussex YOT compares very favourably:

East Sussex	National	Family group	South East
18% decrease	7% increase	14% increase	6% increase

2.30 The Youth Justice Board places a huge burden on YOTs in relation to the amount of data they have to monitor and report to it. Yet throughout the review the Board found that much of the data it would wish to see in relation to youth crime prevention was not monitored and this has hindered their ability to assess its success to date.

2.31 The Chief Officers Group has recently raised the issue of data collection with the Youth Justice Board. It had queried whether the large amount of data it submitted to the Youth Justice Board is actually required and if it is all used to help determine government policy and improve outcomes.

Recommendations:

7. The Children's Services Scrutiny Committee to receive an update on the overall effectiveness of the Youth Offending Teams current youth crime prevention work prior to the Youth Justice Board prevention grant funding ending in 2008
8. The Review Board supports the drive by the Chief Officers Group to clarify the data required by the Youth Justice Board. It recommends that this continues and an update report on progress be presented to the Children's Services Scrutiny Committee in due course

Internal monitoring of service satisfaction

2.32 The Review Board concluded that the quality and quantity of feedback data obtained from young people on how they view the service they had received from the YOT is very poor. A variety of forms are used, only one of which uses quantitative measures to record responses, and this means it is impossible to compare responses.

Recommendation:

9. The Youth Offending Team to ensure that the same system is used by all staff to record and collate responses from young people, and their parents/carers, on the service that they have received from the Youth Offending Team.

Partnership working in relation to youth crime prevention

2.33 The Review Board recognised that by having staff from the statutory partners seconded to the YOT it ensures that the team has a wealth of experience and knowledge to draw upon in relation to youth crime prevention. It noted that communication between the statutory partners is generally good and the work of the YOT is well respected by its partners.

2.34 The Review Board surveyed the 27 secondary schools in the county on their relationship with the YOT. Due to a disappointing response the Review Board could not draw any firm recommendations from the information it received. It did note though that the two responses from schools with Youth Justice Workers stated that they have a good working relationship with the YOT. Those schools without Youth Justice Workers stated that they have a satisfactory process in place to raise concerns about pupils considered at risk of offending. Although a couple of schools did raise concerns that the YOT is not always good at informing them when it is working with a particular student.

2.35 The Review Board identified that a tension exists between Sussex Police and the YOT with regard to youth crime and the use of custodial sentencing, particularly in regard to persistent young offenders. This tension is a result of the different roles and priorities each service has in relation to youth crime and how this affects their response to it.

2.36 Two members of the Review Board attended a meeting of the Chief Officers Group of the YOT (COG) in December 2006. The Review Board recognised that by bringing together all the statutory partners of the YOT at the Chief Officers Group it has the ability to tackle issues around youth crime at a strategic level.

2.37 The Review Board endorsed the fact that the Chief Executive of the County Council chairs this group. This ensures that the issue of youth crime remains high on the agenda within the County Council.

2.38 The Review Board considered the membership of the COG. It felt that all members should be able to have a direct impact their on front line services in order to be able to respond to particular issues highlighted by the COG.

Recommendations

10. The Terms of Reference for the Chief Officers Group of the Youth Offending Team to be updated to include:
 - guidance to ensure that statutory members place a representative on the Group who has accountability for their service
 - a process to ensure all members feedback from meetings to their respective services
11. The Youth Offending Team and Sussex Police to hold discussions prior to court in relation to any case where a custodial sentence is being considered. The aim being to enable a consensus to be reached which can then be presented to magistrates

School attendance

2.39 There is a clear link between non-attendance at school and youth crime. The findings from the Youth Survey 2004 show that of those young people committing a crime 60% (3 in 5) were excluded from school⁶.

2.40 The Review Board noted that instead of being formally excluded from school some young people are being placed on part-time timetables, often as a result of behavioural issues. Anecdotal evidence suggests that these part-time timetables can require a young person to be in school for as little as one hour a day.

2.41 A survey carried out by Education Welfare Officers during the 2004-05 academic year revealed that during one two-week period approximately 520 children were on some form of part-time timetable (2% of the total secondary school population).

2.42 The Review Board noted that young people on part-time timetables are at a higher risk of being involved in anti-social behaviour or criminal activities. Yet there is concern that these young people might not be coming to the attention of the YOT or its partners until they have actually committed an offence.

⁶ *Audit commission, Youth Justice 2004*

2.43 Guidance is currently being produced by Children's Services in relation to the use of part-time timetables and this is currently out to consultation with secondary schools.

Recommendation:

12. The Children's Services Scrutiny Committee to receive a report from the Children's Services Department regarding the effectiveness of the new guidance on limiting the use of part-time timetables by schools, particularly with regard to young people known to the Youth Offending Team. This report will be used by the Committee to decide if a future scrutiny review is required.

Specialist foster parents

2.44 Instead of remanding a young person to custody magistrates have an opportunity to remand them to local authority care instead. The YOT will then look to place the young person with a specialist foster parent.

2.45 Due to a lack of specialist foster parents in the county this option is not readily available and this can result in a young person going to an out of county Young Offender Institute or secure unit instead (depending on the age and vulnerability of the young person). The Review Board recognised that this can be a traumatic experience for the young person and, in the case of using a secure unit, a costly option for the YOT.

2.46 The YOT has not been meeting its target for several years in relation to limiting the number of remands to custody made by the courts. The Youth Justice Board target for 2006/07 is that no more than 30% of all remand episodes should be made to custody (the YOTs total so far for April to December 2006 is 58%, a total of 24 young people⁷). This issue fell outside the remit of the review but the Review Board felt that this matter should be pursued further in terms of the possibility of recruiting specialist foster parents.

Recommendation

13. The Children's Services Department to investigate whether providing a retainer to recruit a pool of remand foster parents would be more cost effective than using a secure unit

⁷ Youth Justice Board, East Sussex Performance Summary, April to December 2006

3. Objectives and scope

- 3.1 In June 2006, the Children's Services Scrutiny Committee commissioned a 5 strong group of committee members to carry out a review of the Youth Offending Team. The committee acknowledged that reviewing the whole of the YOT would not be feasible in the time span and tasked the Review Board with identifying a specific aspect of the YOT to focus on.
- 3.2 The Review Board decided that the review would concentrate on youth crime prevention, as this was a newly established area of work for the YOT, supported in part by a two year grant from the Youth Justice Board.
- 3.3 The review aimed to establish how effective the work of the YOT has been with regard to youth crime prevention and the role that partnership working had had in this.
- 3.4 In September 2006 the Children's Services Scrutiny Committee endorsed the Review Board's Project Initiation Document (PID).
- 3.5 The review examined the YOTs strategy and work in relation to youth crime prevention. In particular it considered:
 - The role of youth crime prevention workers
 - The level of funding spent by the YOT on prevention work
 - The use of restorative justice to address anti-social behaviour and offending by children and young people
- 3.6 It examined the effectiveness of partnership working in crime prevention. In particular it considered:
 - The YOTs working relationship with other organisations, such as the police and judicial system
 - The YOTs links to the Crime and Disorder Reduction Partnerships
 - Inter-departmental working relationships (*in relation to identifying those at risk of offending*)
- 3.7 When it began its work the Review Board recognised that to be able to undertake the review effectively it needed to begin by understanding the wider role and work of the YOT. It therefore undertook a programme of visits and research, which, whilst not falling within the remit of the review, enabled the Board to observe and understand the YOT at different levels within the youth crime system.
- 3.8 The Review Board acknowledged that the youth justice system is extremely complex. It therefore recognised that within the course of a short time limited review it could not expect to have an in-depth understanding of the system.
- 3.9 The Review Board also recognised that it did not have sufficient time to fully explore all those areas within youth crime prevention. It therefore limited its findings to particular key areas around identifying young people on the cusp of

offending and those activities in place to support young people and divert them away from crime.

4. Membership

- 4.1 The Review Board comprised of Councillor Jay Kramer (Chair), Councillor David Elkin, Councillor Pat Ost, Councillor Rosalyn St Pierre and Mrs Carole Shaves, MBE, JP, Sussex Police Authority.
- 4.2 The Project Manager was Gillian Mauger (Scrutiny Lead Officer) with logistics and support initially provided by Annie Petch (Democratic Services Officer) and then from January 2007 by Sam White (Scrutiny Support Officer).

5. Research

- 5.1 The Review Board considered the following documents, or relevant extracts from them:

- East Sussex Youth Justice Plan 2006-07
- Youth Justice Board – Performance Summary April – December 2006
- Audit Commission, Youth Justice 2004
- The Education Network, Youth Justice and Schools
- Youth Justice Board, Restorative Justice Projects

- 5.2 The following people provided evidence during this review; the Review Board would like to thank them for their help and participation:

- Gill Barwick, Practice Manager, Youth Offending Team, ESCC
- Rachel Britt from Crime Reduction Initiatives
- Mark Haffenden, Youth Crime Prevention Co-ordinator, YOT, ESCC
- John Hawkins, Head of the Youth Offending Team, ESCC
- Tracy Keane, Youth Justice Worker, YOT, ESCC
- Duncan Kentell and Dawn Iverson from Rainer
- Christine M'Baye, Youth Development Service, Area Manager East, ESCC
- Bev Mitchell, Restorative Justice Service Co-ordinator, YOT (seconded from the Police)
- Nick Wilkinson, East Sussex Neighbourhood Policy Teams Divisional Commander, Sussex Police

- 5.3 Additional written evidence was also presented to the Review Board by:

- Chris Gebbie, JP, Youth Panel Chairman, Sussex Central Bench (former)
- Derek Johnson, JP, Youth Panel Chairman, Sussex Eastern Bench
- Jan Murphy, Youth Development Service, Area Manager West
- Community Safety Co-ordinators based with each of the Crime & Disorder Reduction Partnerships (CDRPs)
- Secondary schools

- 5.4 A list of the meetings attended by members is attached at Appendix 2.

5.5 The Review Board would also like to thank the following for their help:

- All those officers involved in the Youth courts, Prevent and Deter meetings and Referral Order Panels that the Board members attended
- The members of the Chief Officers Group for allowing members to observe their meeting
- David Burbridge, Research & Information Management Officer, Youth Offending Services

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Appendix 1: Visits undertaken by members of the Review Board

Appendix 2: Glossary

Appendix 3: Youth Offending Team structure chart

Appendix 4: Summary of recommendations

Appendix 1: Visits undertaken by members of the Review Board

Referral Order Panels

Date	Address	Attending
28 th November	Fellowship of St. Nicholas Centre, St Leonards	Councillor Rosalyn St Pierre
5 th December	Charles Jewell Youth Centre, Eastbourne	Councillor Pat Ost
19 th December	Charles Jewell Youth Centre, Eastbourne	Carole Shaves

Youth Court

Date	Address	Attending
24 th November	Law Courts, Hastings	Councillor Rosalyn St Pierre
7 th December	Law Courts, Hastings	Councillor David Elkin & Annie Petch
14 th December	Law Courts, Hastings	Councillor Pat Ost & Gillian Mauger
6 th February	The Law Courts, Eastbourne	Councillor Jay Kramer & Gillian Mauger

Prevent & Deter Groups

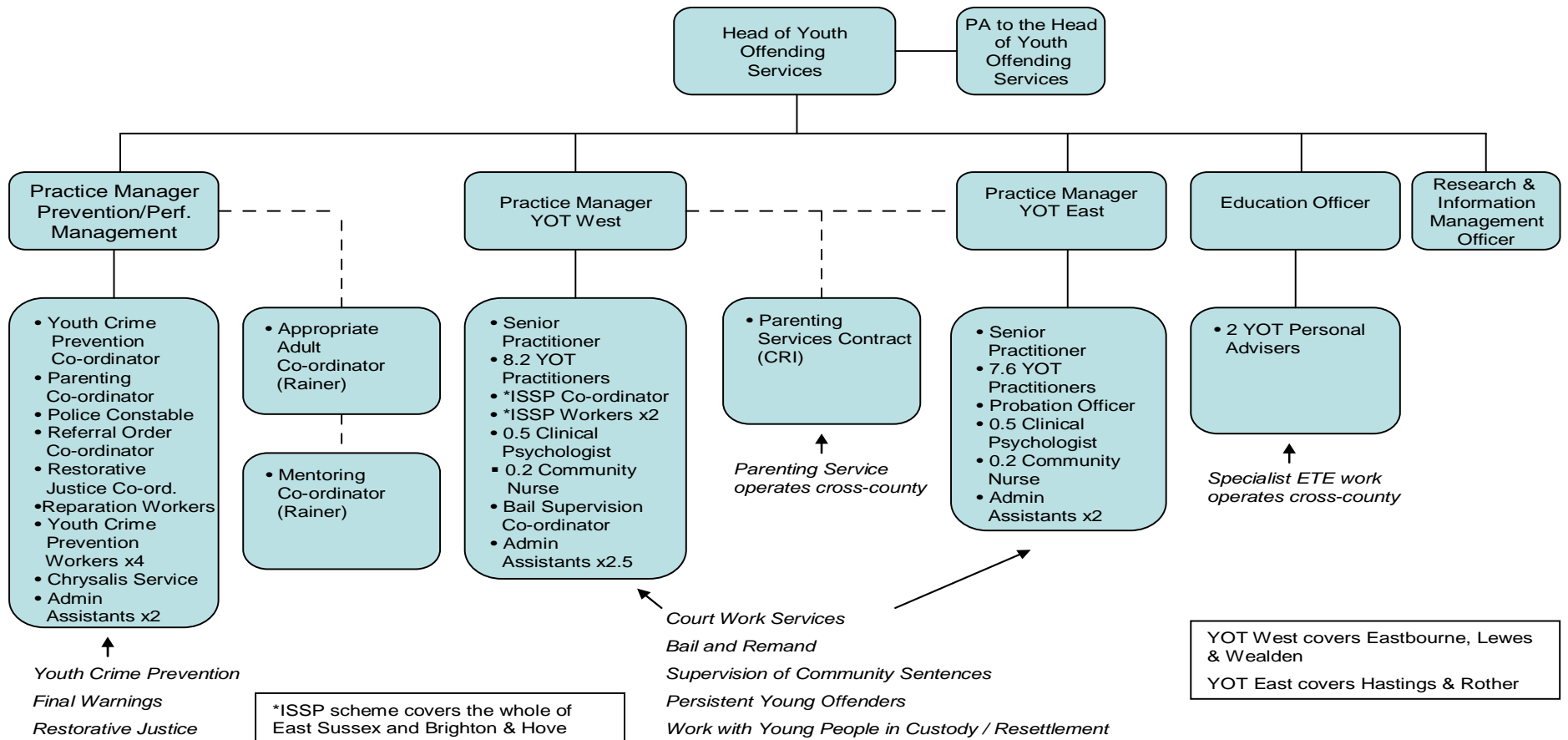
Date	Address	Attending
12 th January	St Mark's House Eastbourne	Councillor Pat Ost & Councillor David Elkin
22 nd January	Sidley Young Person's Centre Bexhill	Councillor Jay Kramer Carole Shaves

Appendix 2: Glossary

ETE	Education, Training and Employment
CDRP	Crime and Disorder Reduction Partnership
ISSP	Intensive Supervision and Surveillance Programme – an alternative to custody and is the most robust programme available for young offenders. It is used with persistent offenders and those who have committed more serious crimes
PYO	Prolific Young Offender - a young person is classed as PYO if they have 3 offences within 2 years
RO	Referral Order - when a young person appears in court for the first time and admits their guilt to a crime, and it is of a nature not to warrant a custodial sentence, the court must make a referral order for a set period of time. The young person must then attend a referral order panel at which they sign a contract agreeing to take part in a series of sessions eg anger management, drugs/alcohol awareness and reparations activities eg community work
Supervision Order	Community sentence for a young person aged 10 to 17. The order can last up to 3 years. The primary role of the supervising officer is to advise, assist and befriend the young person.
Youth Court	A magistrates' court with jurisdiction over young people under the age of 18
YIG	Youth Intervention Group - unique to Hastings & St Leonards, where there are 4 groups. Known as Prevent & Deter Groups in the other district and boroughs
YJB	Youth Justice Board
Young Offender Institute	Facility, run by the Prison Service, which accommodates 15 to 21 year olds
YOT	Youth Offending Team



East Sussex Youth Offending Team



Appendix 3: Youth Offending Team structure chart

Appendix 4: Summary of Recommendations

	Recommendation	Timescale
	<u>Youth Crime Prevention</u>	
1	All Prevent and Deter Groups to ensure that when a young person is being discussed at a meeting all key partners currently dealing with that person are identified and attend the meeting. The responsibility for identifying those key partners should lie with the agency referring the young person.	November 2007
2	The Children's Services Department to clarify the effectiveness of using the Children's Index as a tool for the Prevent and Deter Groups to identify those key partners working with a young person.	November 2007
3	All Prevent and Deter Groups to have in place the same defined criteria to identify which young people should receive intervention and to risk assess when this intervention should end.	November 2007
4	All Prevent and Deter Groups to use standard forms to record the young person's data, identify the lead agency and record all intervention action taken.	November 2007
5	To reduce confusion and improve uniformity across the county all Prevent and Deter Groups should be known by the same name.	November 2007
6	Chairs of all Prevent & Deter Groups to meet on a quarterly basis to share information and good practice.	June 2008
7	The Children's Services Scrutiny Committee to receive an update on the overall effectiveness of the Youth Offending Teams current youth crime prevention work prior to the Youth Justice Board prevention grant funding ending in 2008	March 2008
	<u>Monitoring</u>	
8	The Review Board supports the drive by the Chief Officers Group to clarify the data required by the Youth Justice Board. It recommends that this continues and a update report on progress be presented to the Children's Services Scrutiny Committee in due course	March 2008
9	The Youth Offending Team to ensure that the same system is used by all staff to record and collate responses from young people, and their parents/carers, on the service that they have received from the Youth Offending Team.	June 2008

	Recommendation	Timescale
	<u>Partnership working</u>	
10	The Terms of Reference for the Chief Officers Group of the Youth Offending Team to be updated to include: <ul style="list-style-type: none"> - guidance to ensure that statutory members place a representative on the Group who has accountability for their service - a process to ensure all members feedback from meetings to their respective services 	September 2007
11	The Youth Offending Team and Sussex Police to hold discussions prior to court in relation to any case where a custodial sentence is being considered. The aim being to enable a consensus to be reached which can then be presented to magistrates.	September 2007
	<u>Future work</u>	
12	The Children's Services Scrutiny Committee to receive a report from the Children's Services Department regarding the effectiveness of the new guidance on limiting the use of part-time timetables by schools, particularly with regard to young people known to the Youth Offending Team. This report will be used by the Committee to decide if a future scrutiny review is required.	June 2008
13	The Children's Services Department to investigate whether providing a retainer to recruit a pool of remand foster parents would be more cost effective than using agency placements or a secure unit	November 2007