



Sheffield Youth Justice Service

Youth Justice Plan

2015-2017

Chair's Foreword



Tony Tweedy

Director for Lifelong Learning, Skill & Communities

Chair, Sheffield Youth Justice Service Partnership Board

On behalf of the Sheffield Youth Justice Service Partnership Board I am pleased to introduce the Youth Justice Plan for 2015-2017. The plan details our achievements in 2014/15 and sets out how we plan to continue to deliver successful youth justice services in the forthcoming year.

In recognition of the continued reduction of resources, it is more important than ever that the partnership strives to use resources in the most effective way and continues to prevent the significant potential costs of youth crime through early targeted intervention, effective assessment and action delivered through effective partnership working.

Our plan has been set to run for throughout the tenure of the South Yorkshire Police and Crime Plan, but is subject to review in line with core partners' financial planning and the Youth Justice Board requirement for annual updates. Our Youth Justice Plan shares many of the same objectives set out in the Police and Crime Plan and both complements and is complemented by its priorities. Our core objective is to continue to work across our partnership to reduce the numbers of young people committing crime in the city and to maintain and improve our performance. The plan sets out how we will achieve these aims alongside wider service priorities.

As both a statutory criminal justice agency and a children's service, partnership working continues to be at the heart of our approach to reducing re-offending, ensuring public protection and the safeguarding of children. The Youth Justice Service Partnership Board remains a strong and significant partnership for the city. The board will continue to strengthen its partnership working with the statutory, business and community sectors to achieve positive outcomes for children and young people who offend and who are at risk of offending.

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1. Introduction to the Youth Justice Plan

About the Youth Justice Service



Joel Hanna

Service Manager, Sheffield Youth Justice Service

The principal aim of the youth justice system is to prevent offending by children and young people (Crime and Disorder Act 1998). Sheffield Youth Justice Service (YJS) continues to coordinate the provision of youth justice services across the city. The service works in partnership to achieve the national youth justice strategic objectives which are to:

- prevent offending
- reduce reoffending
- increase victim and public confidence
- ensure the safe and effective use of custody.

The partnership is a key contributor to the Community Safety and Children's Services responsibilities within the city and the Service Manager holds a seat as a board member on both the 0-19+ Partnership and the Safer and Sustainable Communities Partnership boards. The YJS plays a vital role in both improving community safety and safeguarding and promoting the welfare of children, in particular protecting them from significant harm. Many of the young people involved with the YJS are among the most vulnerable children and are at greatest risk of social exclusion. Our multi-agency approach ensures that we play a significant role in contributing to addressing the safeguarding needs of these young people.

The Sheffield Youth Justice Service is a multi-agency service comprising of four statutory agencies; Police, National Probation Service, Health and the Local Authority, each of whom holds a statutory responsibility for resourcing and supporting the partnership. Over the past year the Service has continued to further its relationship with the Police and Crime Commissioner who provides both strategic and financial support to the partnership. In addition to statutory funding partners, there is also representation within the partnership of other services which are key to the delivery of the core aims, including Her Majesty's Courts and Tribunal Services (HMCTS), the magistrate who chairs the Youth Court Bench and Sheffield Safeguarding Children Service. Through our coordinated partnership approach we are able to ensure that services delivered are targeted and avoid duplication whilst maximising effectiveness.

There is a statutory requirement for each local authority to set out an annual plan for the delivery of youth justice services within their area and the following plan incorporates the required information on value for money, structures and governance, partnership arrangements and risks to future delivery, along with information on local priorities and case examples of effective practice within the Sheffield YJS partnership.

Vision, mission statement and service values

Vision

To reduce youth crime in Sheffield, safeguard and protect young people and the public and increase public confidence in youth justice services by delivering high quality, fair, and transparent services that embrace the diversity of young people, the people of Sheffield and its communities.

Mission

Working in partnership, Sheffield Youth Justice Service will deliver a high quality Children and Young People's service that reduces and prevents offending by children and young people. The service aims to reduce the number of young people entering or re-entering the criminal justice system and ensures that those who require custody are supported successfully to return to their community. This will be achieved by delivering successful and effective individual and group intervention programmes, which target and address the causes of youth offending and ensure that the victims of youth crime and the wider public are both protected and considered within all service and interventions planning.

Values

- Provide a quality service which is effective, efficient and value for money
- Ensure that interventions and services are provided at the earliest opportunity and at the least possible tier
- Regard the safety of the public as a priority
- Provide a fair and equitable service to young people, families, victims and the wider public
- Respect young people who offend as young people
- Respect diversity in terms of race, gender, disability, age and sexual orientation
- Promote the rights of victims and the rights and responsibilities of children, young people and their families
- Value staff as its most important resource
- Actively promote appropriate and effective interventions and sentencing



Youth Justice Plan 2015-2017

Review of 2014/15 performance

How we measure performance and quality

We mainly draw our performance and management information from our case management database, CareWorks RAISE. This allows operational managers to monitor the progress of the cases under their supervision, and provides context about demand and areas of need so that the strategic management team and the Partnership Board can make informed decisions about resources and priorities.

We monitor three areas that are national priorities for the Youth Justice Board: preventing young people entering the youth justice system; reducing reoffending; and reducing the use of custody. In addition we monitor two local priority areas: reducing ethnic disproportionality and reducing the number of children in care in the youth justice system.

As well as these outcome measures we also regularly monitor the quality of our work, to check it conforms to the National Standards for Youth Justice and meets all indicators of good practice. We do this through internal quality assurance processes and audits; however, in 2014/15 we were also subject to a Short Quality Screening by Her Majesty's Inspectorate of Probation, the report of which can be found [on their website](#).

We ask all young people who have been under our supervision for three months to complete an online questionnaire. The results are collected by HMI Probation and also shared with us annually.

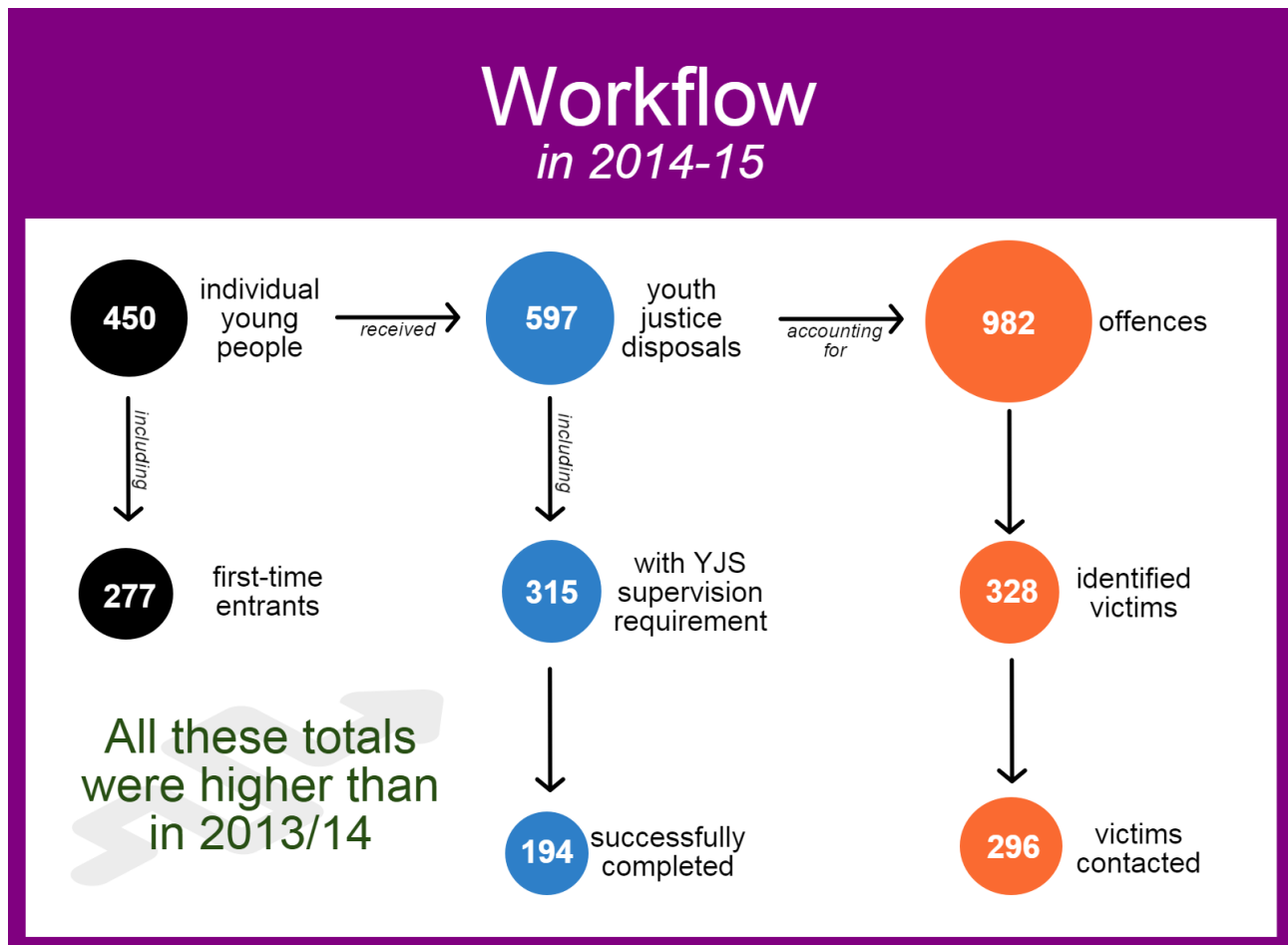
These performance and quality monitoring processes inevitably highlight areas for improvement. We identify actions needed and discuss progress at monthly Continuous Service Improvement meetings, and by reporting to the Partnership Board.

The performance and quality of services delivered continues to be monitored nationally by the YJB for England and Wales, and the Service Manager meets regularly with the regional YJB Business Area Manager and other heads of service across the region.

In addition to monitoring key outcomes, the YJB continues to collect a range of data regarding the effectiveness of local youth justice services and holds a statutory responsibility to monitor performance against the revised National Standards for Youth Justice. The YJB also contributes information on services to the information bank held by the Her Majesty's Inspectorate of Probation which is the lead inspectorate for Youth Offending Teams

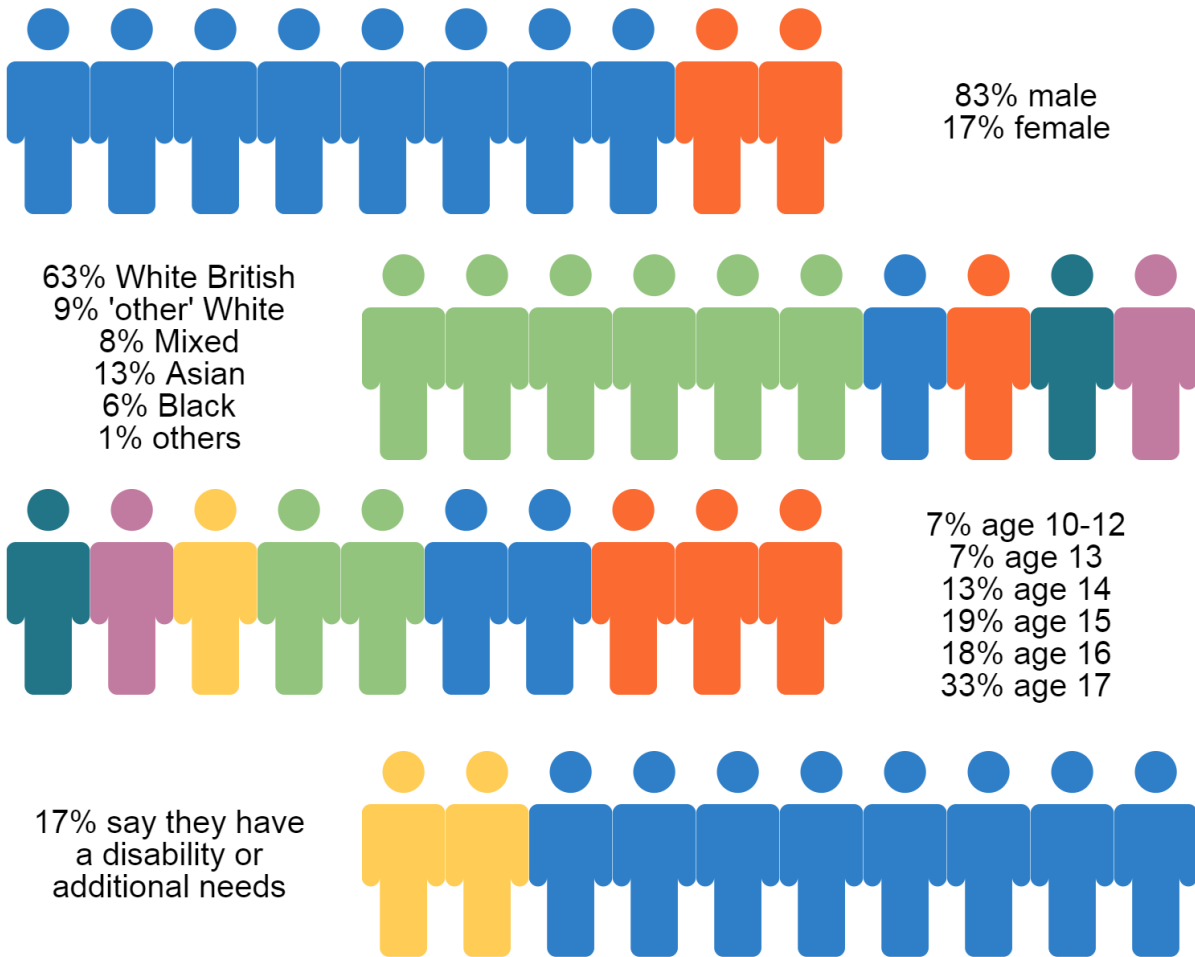
About our client group

The following graphic gives an overview of the number of young people and victims we worked with in 2014/15.



The following graphics give an overview of the demographics and intervention needs of the young people we worked with in 2014/15.

Client group profile in 2014-15



Risk profile in 2014-15

Supervision level
13% standard
35% enhanced
27% intensive
25% not set or not applicable



Risk of serious harm
58% none or low risk
29% medium risk
13% high risk

Most common factors contributing to offending:



Thinking and behaviour



Lifestyle



Family

What young people say about the service

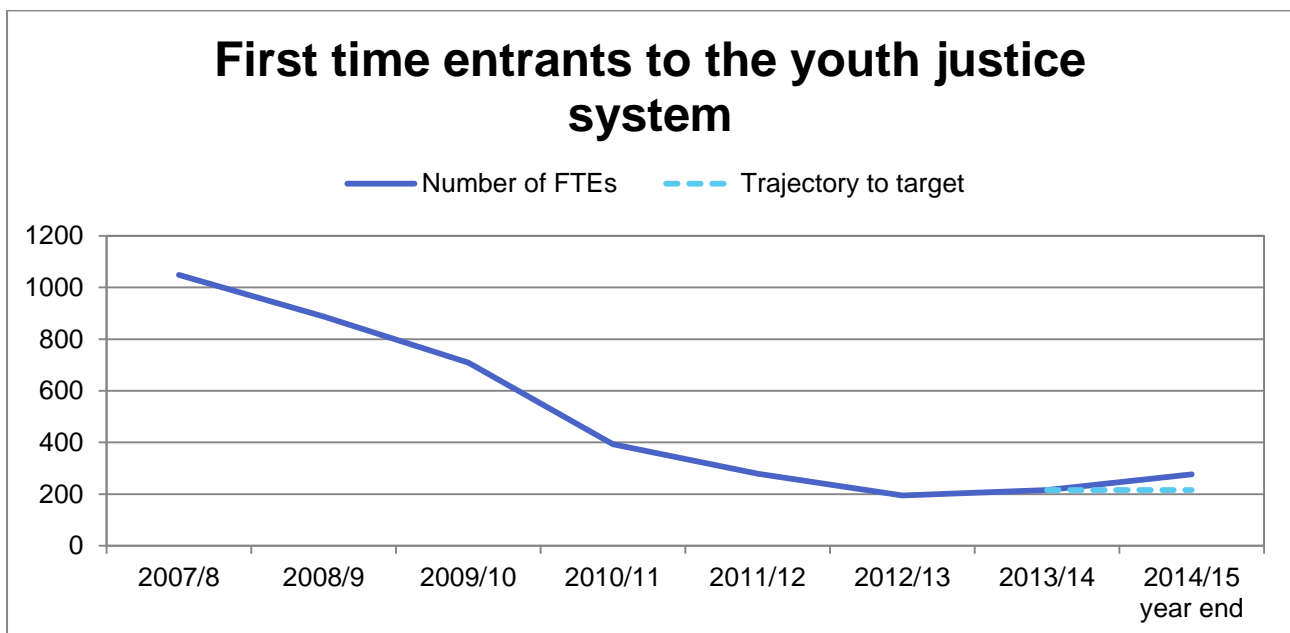
According to the HMI Probation questionnaire:

- 100% of young people said that our staff explained what would happen to them.
- 95% said they had had a say in what went into their intervention plans.
- 92% said the work the YJS had done with them had make them less likely to offend.

Nationally monitored priorities:

Preventing young people entering the youth justice system

277 young people received their first caution or conviction in 2014/15. This is an increase of 28% on the year before. The target was to see no increase so this has been missed. The numbers have been rising each quarter since mid-2013, though overall they are still much lower than before 2010, and Sheffield's rate is lower than most other Core Cities. Detailed analysis is taking place to understand what is contributing to this rise, and to ensure that prevention services are getting referrals for the appropriate young people and are able to do effective work.



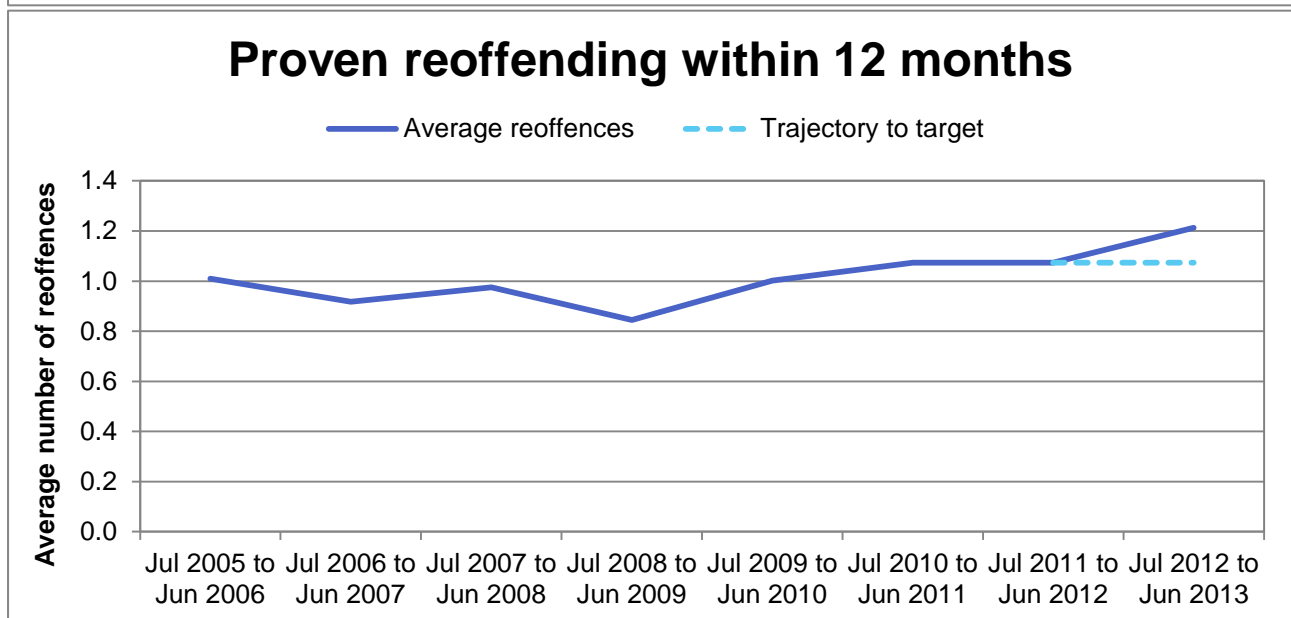
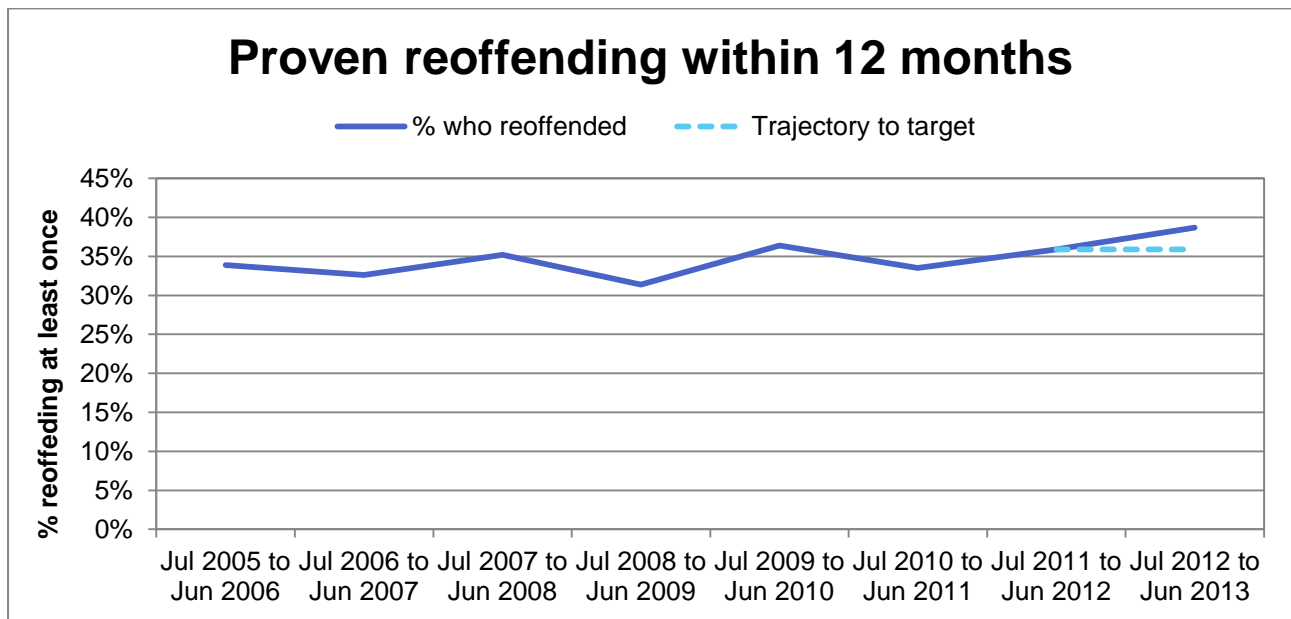
Reducing reoffending

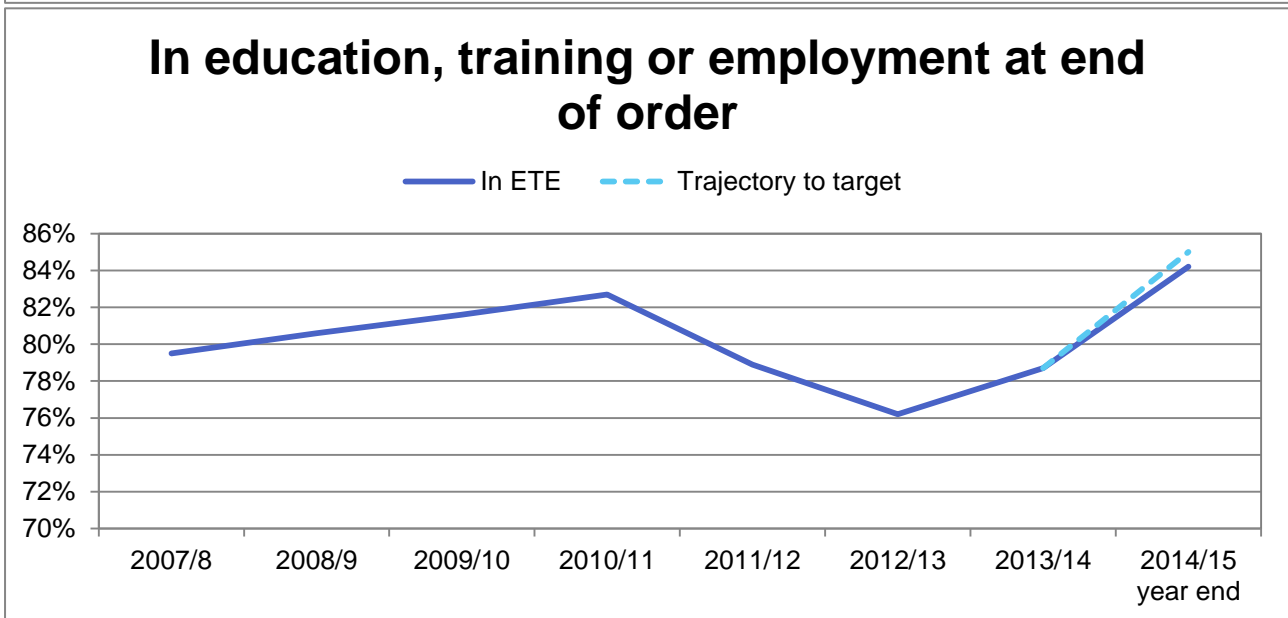
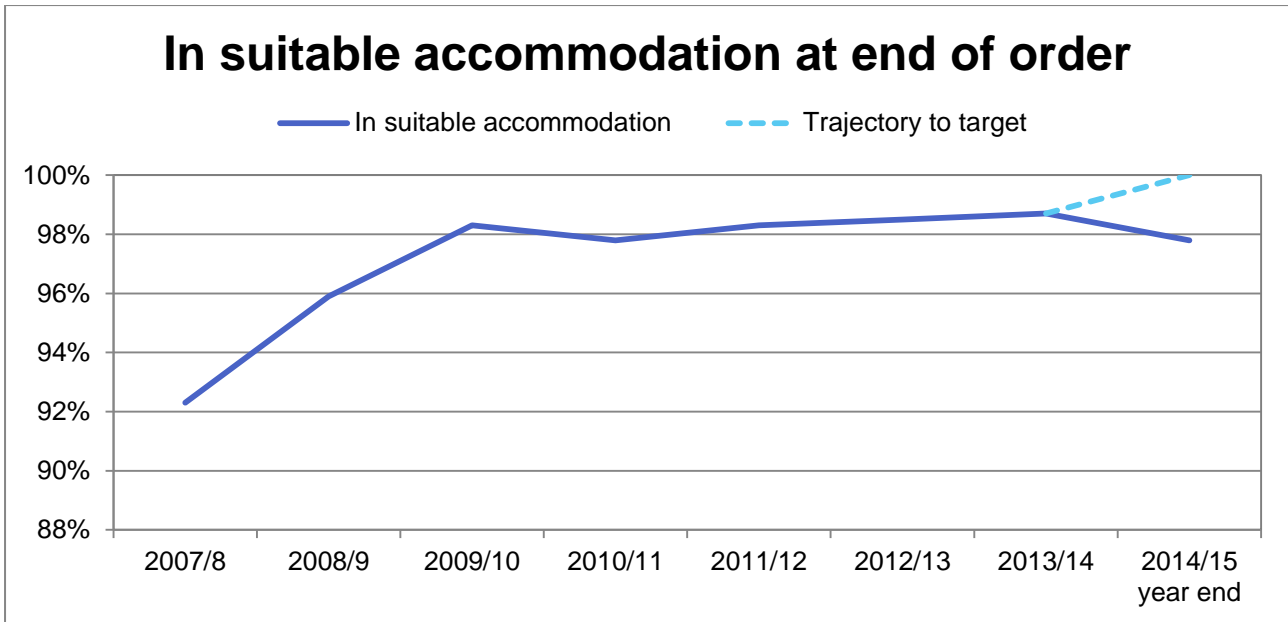
Young people who receive a youth justice disposal in a 12-month period are tracked for the subsequent 12 months to see if they are proven to reoffend, i.e. they receive an out-of-court disposal or a conviction in court. The time periods are therefore significantly delayed; the latest figures reported here are for young people who were originally cautioned or convicted between July 2012 and June 2013.

38.7% of those reoffended at least once, and on average they committed 1.2 reoffences each. Both of these measures are the highest since we started recording them, so the target for no increase was missed. Sheffield's measures are both above the national totals, but average amongst the Core Cities.

Sheffield is part of the Youth Justice Board's Reducing Reoffending programme, which has given us access to a range of analytical tools. These have greatly increased our understanding of the patterns of reoffending among the young people we work with, and we are working towards an action plan informed by this analysis.

We also monitor two key factors for reducing reoffending: whether a young person has education, training or a job to go to; and whether they have somewhere stable and safe to live. Both of these factors have maintained good performance in 2014/15. 84.2% of young people were in education, training or employment at the end of their YJS interventions, which was just below the target of 85%, but nevertheless the greatest proportion since we started collecting this information and well above the national rate. Very nearly all – 270 out of 276 – young people were in suitable accommodation at the end of their YJS interventions, which was again well above the national rate.

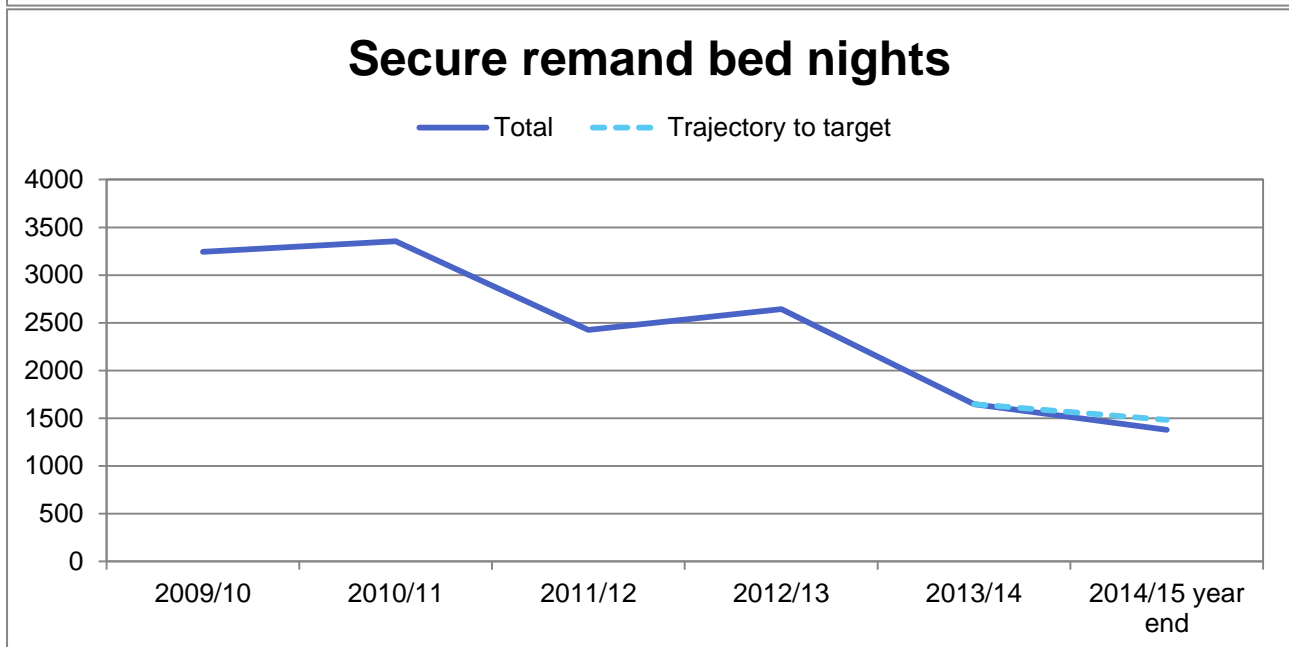
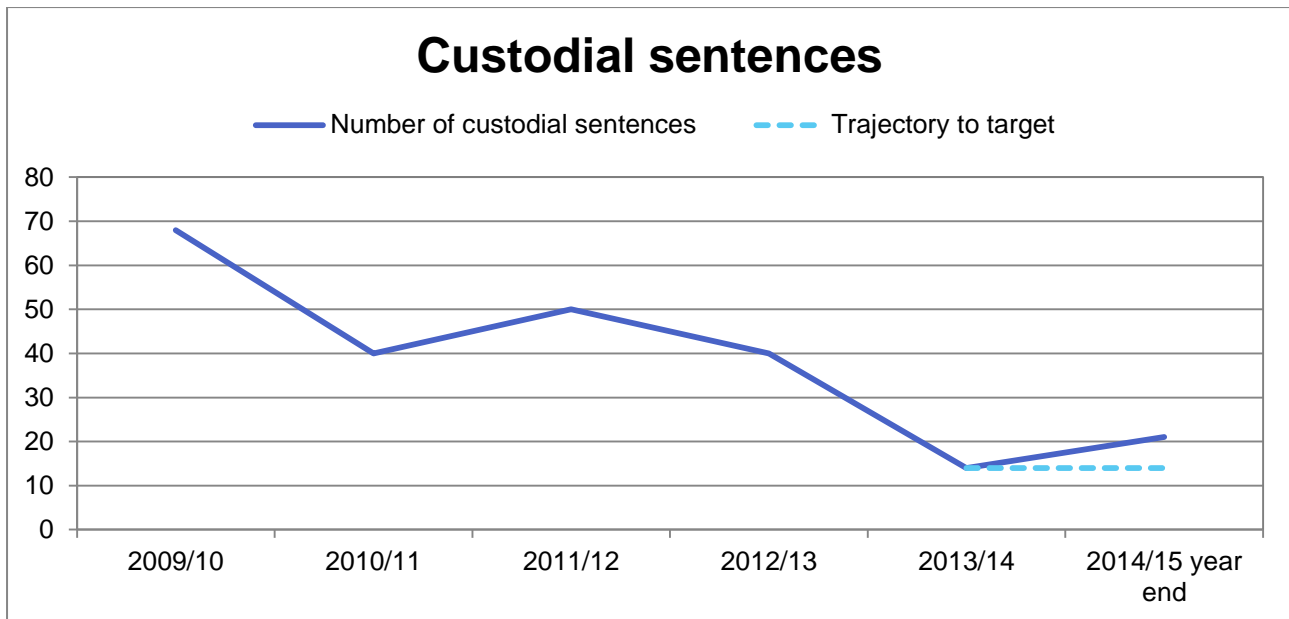




Reducing the use of custody

There were 21 custodial sentences given to young people in 2014/15. This exceeded the stretch target that was set at 14 and meant that Sheffield performance was in line with the national rate and the second best-performing of the Core Cities.

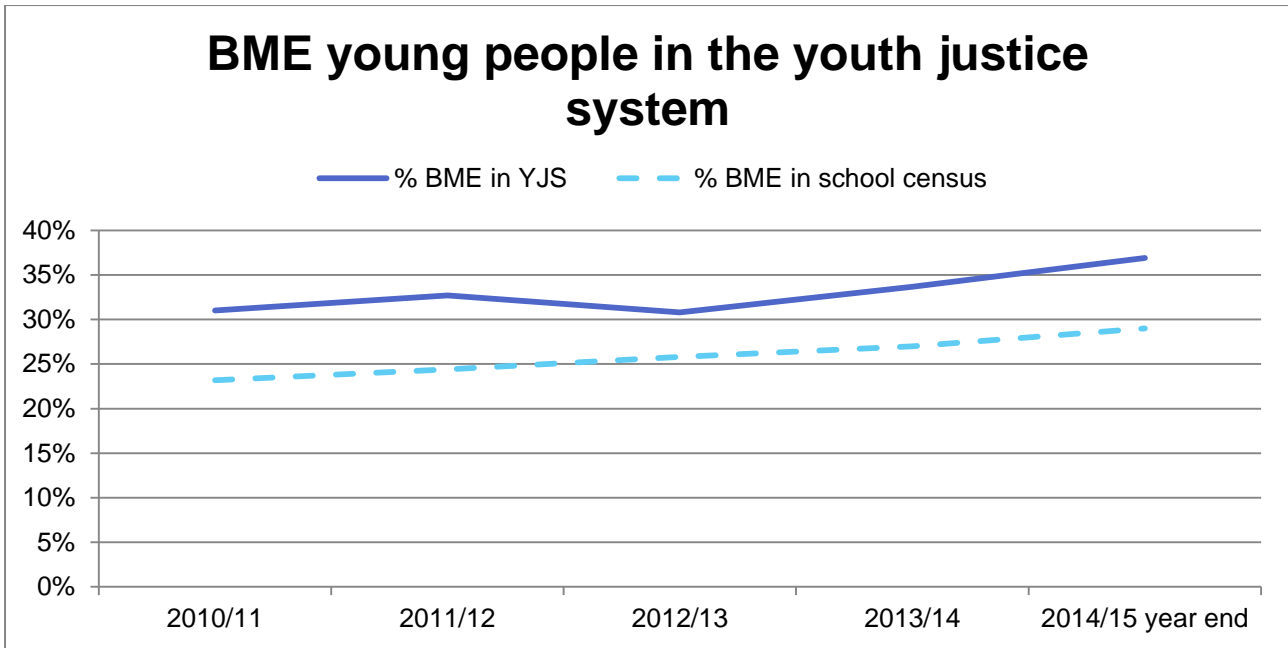
In total, Sheffield young people spent 1,379 days and nights in custody on remand (that is, because it was felt too risky for them to be on bail). This was a reduction of 16% on the year before, exceeding the 10% reduction target and continuing the downward trend of the last few years.



Local priorities:

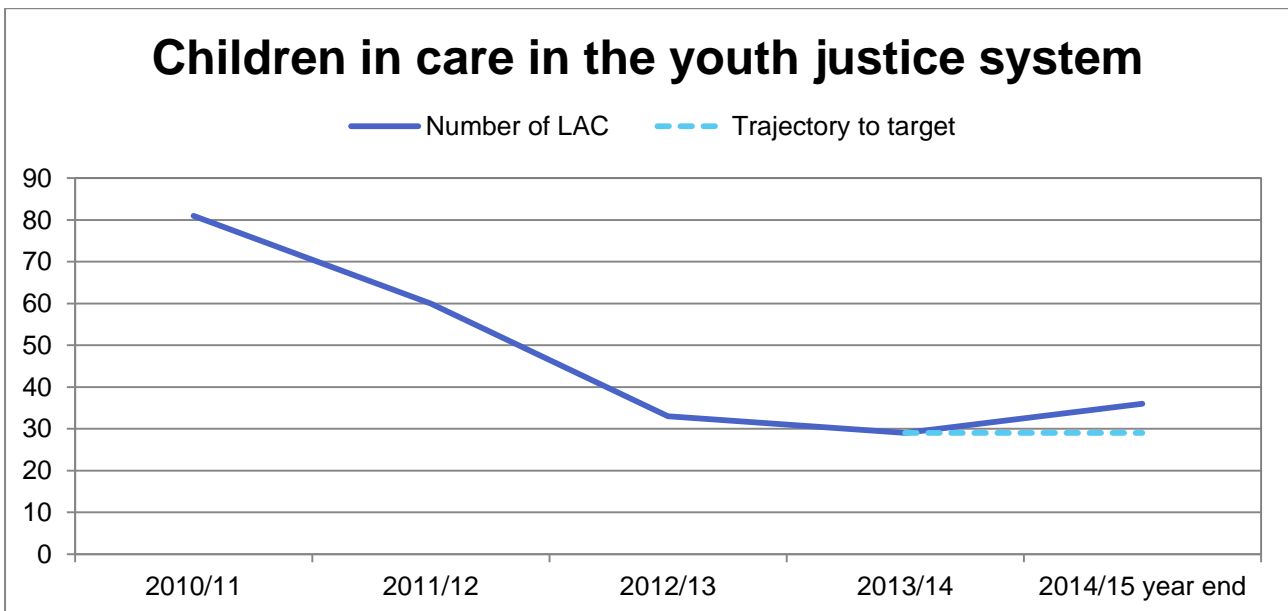
Reducing ethnic disproportionality

The proportion of young people who are from Black and minority ethnic (BME) backgrounds has been increasing generally in Sheffield, but the proportion in the youth justice system remains over and above this. In 2014/15, 37% of young people receiving a youth justice disposal were of BME backgrounds, compared to 29% of young people in years 6-13, as counted in the school census. This gap of 8% is slightly larger than the year before. Young people of BME backgrounds also made up more than half of custodial sentences and secure remands in 2014/15. Additionally over the past three years Sheffield has seen an increase in white European communities settling in the city which have become visible within youth FTE and Youth Justice data and account for a proportion of the increase in our BME cohort.



Reducing the number of children in care in the youth justice system

36 young people who received a youth justice disposal in 2014/15 were in the care of the local authority at the time. This was an increase on the total of 29 the year before; the target was for there to be no increase so this was missed. Detailed analysis is being carried out to understand how this reversal in trend may have come about, and what processes or resources would be required to bring it back down.



Response to thematic inspections

Her Majesty's Inspectorate of Probation is the lead inspectorate for youth justice services. Each year they carry out and publish a number of inspections into themed areas, sometimes jointly with other inspectorates.

All such thematic areas have a named management lead within Sheffield Youth Justice Service, who takes the lead on ensuring we respond to the latest findings and good practice. The table below summarises our response to the most recently published inspections.

Inspection report	Our response
An Inspection to Assess the Effectiveness of the Reporting, Monitoring and Learning from the Youth Justice Board's Community Safeguarding and Public Protection Incident Procedures (June 2015)	The Sheffield Youth Justice Service Partnership Board has established a reporting process that ensures that all notifiable Community Safeguarding and Public Protection Incidents are reported both to the YJS Partnership Board and the Local Safeguarding Children's Board. All such incidents are recorded and reviewed by the management team on a monthly basis which enables regular review of any emergent themes and appropriate escalation.
Joint thematic inspection of resettlement services to children by Youth Offending Teams and partner agencies (March 2015)	Sheffield provides the strategic lead for the South and West Yorkshire Resettlement Consortium which provides an enhanced resettlement offer for young people subject to custody across the nine YOT areas. The service has seconded a worker into Wetherby YOI to support the development of the consortium and ensure that communication, and the transition from custody to the community, is as seamless, supported and structured as possible. Sheffield YJS also works closely with a local young person's accommodation provider (Roundabout) to support young people to establish stable and secure accommodation prior to release, which is effective in ensuring that no young people are released to homeless provision in the city.
An Inspection of the work of Probation Trusts and Youth Offending Teams to protect children and young people (August 2014)	The YJS Partnership Board has a representative from the Local Safeguarding Board who attends board meetings and contributes to service monitoring, reviews and planning. YJS staff are included within multi-agency safeguarding training and the service has provided specialist training to the wider children's workforce in relation to specialist areas such as gang and serious youth violence and youth problematic sexual behaviour. Our co-location arrangements enhance the ability of YJS staff to share and access information from police, education, youth and children's services systems to ensure that children and young people are safeguarded effectively.



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Review of 2014/15 priorities

Priority	What did we say we would do?	Did we do it and did it have the desired effect?
Preventing young people getting involved in crime	<p>We said:</p> <p><i>We will continue to invest funding and personnel into Targeted Youth Support and maintain close links with the Community Youth Teams to target resources at young people identified and referred for youth crime prevention or antisocial behaviour. We will share and co-deliver appropriate resources.</i></p>	<p>We did continue to invest in and work with the Community Youth Teams, who went through a restructure of their own over the year.</p> <p>The number of first-time entrants to the youth justice system did increase in 2014/15 compared to the two years before, although the level is still a lot lower than it used to be. (See section 6 for how we plan to address this).</p>
Reducing the use of custody	<p>We said:</p> <p><i>Our sentencers have confidence in alternatives to custody, such as Bail or YROs with Intensive Supervision and Surveillance (ISS) requirements, so we will continue to resource and refine these programmes. We will promote placement with our Remand Foster carers or at Aldine House Secure Children's Home as an alternative to custody and police cells, and identify if spare capacity can be offered across South Yorkshire.</i></p>	<p>We have continued to deliver successfully a number of ISS programmes, tailored to each young person's situation and needs. Our Remand Foster Carers have continued to provide a valuable and well-used service to keep young people out of custody, and the number of secure remands has continued to fall.</p> <p>The number of custodial sentences has increased compared to 2013/14, but this was a historic low and some upturn was expected.</p>
Resettlement after custody	<p>We said:</p> <p><i>We will ensure resettlement plans are part of the earliest sentence planning, and scrutinise them through the multi-agency Risk Panel. For prolific offenders, the IMPACT (Integrated Offender Management) service will also be part of release planning. We will take part in the new South and West Yorkshire resettlement consortium.</i></p>	<p>All young people due for release from custody have been discussed at least once at our Risk Panel, to agree license conditions as well as to ensure they have the necessary support in place.</p> <p>Sheffield has provided the strategic lead and a seconded worker to the South and West Yorkshire resettlement consortium, which is looking to build and co-ordinate effective practice in a number of areas.</p>

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Priority	What did we say we would do?	Did we do it and did it have the desired effect?
Reducing reoffending	<p>We said: <i>We will use the improving quality of information about reoffending to ensure our assessment, planning, interventions and supervision focus on the most crucial times and factors. Those most at risk of reoffending and/or doing serious harm will receive intensive support, supervision and surveillance.</i></p>	<p>We have reviewed a number of processes as a result of the analysis we carried out as part of the Youth Justice Board's reducing reoffending project; these are designed to speed up and make more consistent our response to changing risk of reoffending.</p> <p>The latest results are that reoffending did increase, although this is a national trend too. (See section 6 for how we plan to address this).</p>
Education, training and employment (ETE)	<p>We said: <i>We will jointly commission specialist provision, especially at entry level and in key vocational areas. We will develop an Unpaid Work provision that includes up to 50% ETE hours. Our Education Officer will be a key link with alternative provision for school-age young people.</i></p>	<p>We developed our Unpaid Work provision, and redesigned the ETE sub-team within the service. We will shortly be jointly commissioning specialist vocational services as part of a wider 'pathway' for vulnerable young people aged 14-24.</p> <p>84.2% of young people were in sufficient and suitable ETE at the end of their interventions with us, which is the highest level since we started to monitor this.</p>
Children in care	<p>We said: <i>Staff from residential homes and the children in care and care leavers' services have received training in restorative justice, and we will work with them to embed this approach. YJS staff will continue to co-work cases where appropriate, and be active members of case review meetings.</i></p>	<p>We continued to try to find ways to embed restorative approaches across children's services.</p> <p>However, the number of children in care in the youth justice system has increased in the last year. (See section 6 for how we plan to address this).</p>



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Priority	What did we say we would do?	Did we do it and did it have the desired effect?
Emotional and mental health	<p>We said: <i>We will undertake or commission research to better understand the level of emotional and mental health needs among our cohort, and work with our specialist colleagues on how we need to adjust our services.</i></p>	<p>We did not need to commission our own research as we benefitted from involvement in reviews carried out by Charlie Howard (MAC-UK) and Carlene Firmin (MsUnderstood). We will also participate in the forthcoming Catch 22 review of emotional health and wellbeing services for vulnerable young people, which will result in a single plan for Sheffield.</p>
Restorative justice	<p>We said: <i>We will train our staff and volunteers in how to facilitate restorative justice conferences. We will look at becoming certified as a Restorative Service, to ensure the approach is always at the forefront of our practice.</i></p>	<p>All staff have had additional training in restorative justice and ‘think victim’ approaches. We contract our victim mediation work to Remedi, a voluntary sector organisation which holds the Restorative Service Quality Mark.</p>
Good case management	<p>We said: <i>We will complete our audits and develop action plans to address the weaker areas. We will prepare for the introduction of the AssetPlus standard of assessment by training our staff and developing their knowledge of the evidence base.</i></p>	<p>We completed an audit of National Standards 4, 7, 8 and 9 and reported this to the Youth Justice Board. The weaker areas identified through this, and our SQS inspection, have formed the bulk of our service improvement activity throughout the year.</p> <p>We have begun our training and practical preparations for AssetPlus, which is due to be implemented in early 2016.</p>



2. Structure and governance

Youth Offending Teams were established under the statutory provisions of the Crime and Disorder Act 1998. The Act set out the requirement for a local Youth Offending Team comprising the four statutory agencies of: the Local Authority (including Children's Services Social Care and Education), Police, Probation and Health. Accompanying the Crime and Disorder Act 1998 was an inter-departmental circular on *Establishing Youth Offending Teams* that set out the requirements for a governing chief officer steering group. The role and responsibilities of Youth Offending Teams and their governing Management Boards have since been, and continue to be, regulated by National Standards for Youth Justice Services. National Standards include specific standards for YOT Management Boards which have been further extended and clarified by the introduction of *Modern Youth Offending Partnerships* (Youth Justice Board 2013). The Sheffield YJS Board continues to be chaired by a director within the Children, Young People and Families portfolio of the local authority, who has a direct link to the Executive Director of Children's Services and in turn a direct link to the Chief Executive of the local authority. The role of Chair has previously been rotated between board members and is agreed by the board through nomination and selection.

The Sheffield YJS Partnership Board comprises of representatives of each of the statutory partners as well as a range of contributing members and advisors from other local partners such as the HMCTS, Safeguarding and Sheffield Futures, the city's deliverer of Youth Services. Despite the significant changes over the past year, along with those anticipated through current government consultations, there are no national proposed changes to the model of Youth Offending Teams and their governing arrangements. The YJS Partnership Board is identified as a significant partnership for the city and provides strategic links with other children's services and Community Safety partnerships and associated strategic plans across children's services, criminal justice and community safety.

The YJS continues to sit within the Children, Young People and Families (CYPF) portfolio within the City Council and within Children and Families service area. This arrangement provides that the service is best positioned to ensure effective joint work with wider children's specialist services, including those for Children who are in the care of the local authority. The service has ensured that it retains strong links with Integrated Youth Services (IYS) and the Service Manager remains a member of the CYPF strategic youth partnership meetings. Youth crime prevention responsibilities are delivered through a mixture of direct delivery through the YJS, commissioning arrangements jointly funded through the partnership, and core council funding for targeted youth services. The YJS takes strategic direction from both the 0-19+ Children's Partnership and the Safer and Sustainable Communities Partnership. In addition to membership of these two key partnerships, the YJS is also a 'duty to cooperate organisation' of the Sheffield



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Safeguarding Children's Board and Multi-Agency Public Protection Arrangements Strategic Management Board and also has a seat on the Local Criminal Justice Board.

The arrangement for chairing and membership of the board as set out above ensures that the board is well placed to discharge its responsibilities which include:

- Delivering the principal aim of reducing offending and re-offending
- Strategic performance oversight
- Ensuring the effective delivery of justice services for children and young people
- Accountability and representation of youth justice issues within the Local Authority
- Ensuring that children and young people involved in the youth justice system have access to universal and specialist services delivered by partners and other key agencies
- Ensuring local authorities discharge their duties under the Children Act 1989, in particular those in Schedule 2, paragraph 7, to:
 - Discourage children and young people within their area from committing offences
 - Take reasonable steps designed to reduce the need to bring criminal proceedings against children and young people in their area
 - Avoid the need for children within their area to be placed in secure accommodation.
- Monitoring the service's response to thematic inspections
- Overseeing the service's management and response to notified Community and Public Protections Incidents (CSPPI)
- Providing financial governance for the partnership
- Ensuring the services delivered have reference to the responsibility towards victims of youth offending.

3. Resources and value for money

Funding

The funding for the Youth Justice Service for 2015/16 is made up of contributions from the statutory partners, the YJB Good Practice grant and a grant contribution from the Police and Crime Commissioner's Community Safety Fund. The service also oversees the local authority budget provided to meet the cost of young people remanded to the secure estate. The full contributions that make up the overall Youth Justice Service budget can be seen in table 1 set out below. The total available funding for 2015/16 for the YJS is £2,632,802, which includes specific Youth Justice Board grants to a value of £44,957.

For 2015/16, funding partners were asked for an early indication as to level of contribution and partners agreed to maintain contributions based on their individual available funding. The total funding is a reduction of £147,847, which is a 5.3% reduction on 2014/15.

The terms and conditions of the Youth Justice Board Effective Practice grant continue to include setting out a clear expectation for how this grant allocation may be used.

The service has also received 'ring-fenced' grants from the YJB for continuing to expand the Restorative Justice training across the service, the delivery of Unpaid Work and the development and delivery of our Junior Attendance Centre.

The YJS is responsible for commissioning, contracting and procuring services that contribute towards the key priorities set out within the plan. Sheffield YJS has led on developing joint commissioning arrangements across South Yorkshire for key youth justice services including victims, reparation and restorative justice and appropriate adults.

The YJS continues to retain independent financial advice and scrutiny on behalf of the partnership board. The independent financial advisor (IFA) role supports the YJS in providing transparency and accountability in negotiations relating to funding and resources. The IFA continues to oversee the management of the budget on behalf of the partnership and advises the board with regards to liabilities and forthcoming pressures and risks.

In accordance with the national change programme, Sheffield is working towards implementing the new assessment and planning system, AssetPlus, in early 2016. The service has identified a change lead, technical lead and operational lead, and will also be delivering preparatory training over the next six months. There are no additional resources to help support this significant change, so this does pose a challenge to the service around training and implementation whilst continuing with everyday service delivery and standards.

Table 1: Partner Contributions to the Youth Offending Partnership Pooled Budget 2015/16

Agency	Staffing costs	Payments in kind – revenue	Other delegated funds	Total
Local Authority	-	-	£762,780	£762,780
Police Service	-	-	-	-
National Probation Service	£152,324	-	£97,940	£250,264
Health Service	£54,000	-	£113,814	£167,814
Police and Crime Commissioner	£172,800	-	£245,000	£417,800
YJB Good Practice Grant	-	-	£989,187	£989,187
Other	-	-	-	-
Total	£379,124	-	£2,208,721	£2,587,845

Staffing

Sheffield YJS continues to maintain secondment arrangements with South Yorkshire Police, with four seconded Police Officers, and South Yorkshire Probation Trust, with four seconded Probation Officers. The service has two social workers co-located in the building with the social care team, who have full responsibility for case holding remanded youth justice cases.

Following the receipt of the YJB restorative justice grant, the service commissioned restorative justice training for thirty two case managers and nine members of the management team.

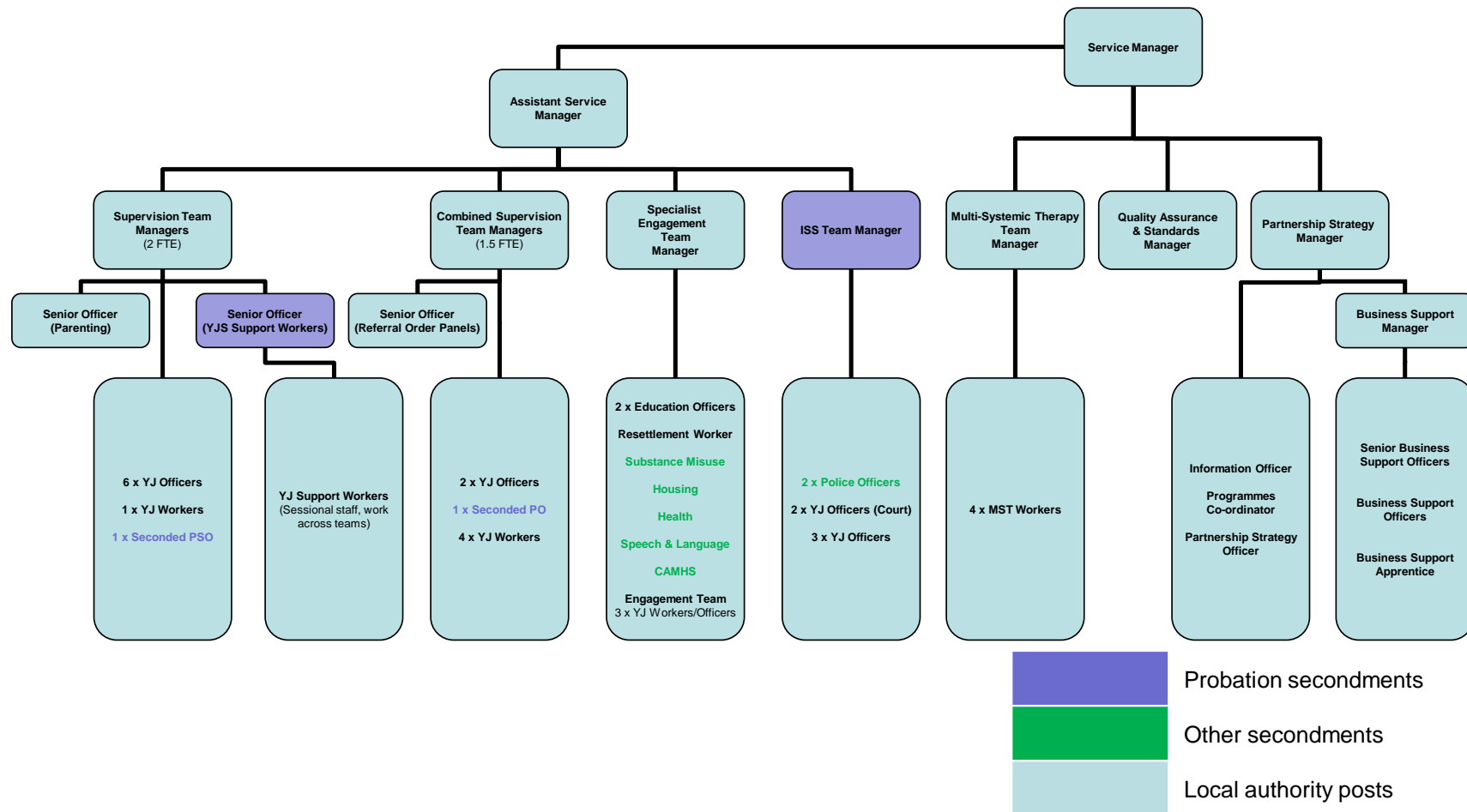
At the time of writing, we have 94 staff (26 of whom are sessional support workers) and are supported by 31 volunteers. A breakdown of gender and ethnicity is shown below and there is a structure chart on the next page.

	Staff - male	Staff - female	Volunteers - male	Volunteers - female	Total
White British	34	48	20	3	105
Other White	0	1	0	1	2
Black or Black British	3	2	1	0	6
Asian or Asian British	0	5	0	0	5
Mixed	0	1	1	3	5
Chinese or other ethnic group	0	0	1	1	2
Total	37	57	23	8	125

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Sheffield Youth Justice Service Structure by Team Function





4. Partnership arrangements

The Youth Justice Service continues to enjoy a strong and effective representation at partnership board level and this is further replicated within the service with regards to delivery. The mix of funding and staff deployment from the statutory partners ensures that there is effective and meaningful partnership working between Health, Probation, Social Care, Police services, HM Court services, and key third sector organisations within the city. The service is located within Star House, which is the city centre Youth Hub providing a range of both statutory and voluntary youth and support services to young people, including vulnerable young people within the city. The YJS is represented within a number of key forums and partnerships across the city and county including the Local Criminal Justice Board, Multi-Agency Public Protection Arrangements Strategic Management Board, Integrated Offender Management Group and the local and county reducing re-offending groups. Membership of these key strategic forums provides the opportunity for the Service Manager to ensure that the needs and profile of young people involved in, or at risk of entering, the criminal justice system are considered when developing local policies and setting priorities for resourcing.

The service also works closely with the three other Youth Offending Teams in South Yorkshire to ensure that opportunities for joint contracting and the sharing of resources are taken up. Arrangements are in place to establish a formal relationship with the Police and Crime Commissioner which complements the monitoring arrangements and synergies between the services and the Police and Crime Plan.

The service provides the City Council lead for work on the Ending Gang and Youth Violence Programme, and the Head of Service is the key contact between the city and the Home Office with regards to this agenda. This provides a clear structure within the city for the arrangements for mapping, assessing risk and coordinating interventions for minimising youth violence and gangs within the city.

Sheffield City Council is also now providing the strategic lead for the South and West Yorkshire Resettlement Consortium, which is a three-year programme of work, sponsored by the YJB, to meet the needs of young people sentenced to custody and reduce re-offending within this group of highly complex young people. The chair of the Sheffield YJS partnership board is the strategic chair for this consortium, overseeing delivery of this plan.

5. Risks to future delivery

The Youth Justice Partnership, like all other public services, continues to operate in a context of reducing resource and increasing need within the community it serves. The levels of relative deprivation and child poverty across our city continue to challenge the increasingly scarce resources available from each of the statutory partners that come together to deliver our Youth Justice Partnership.

The YJS is a signatory to the city's tackling poverty strategy 2015-2018. This recognises that around 1 in 5 Sheffield people live in poverty at any one time, and there are around 25,705 children of all ages, and almost a third of all children under ten, currently living in poverty. Moreover, almost two-thirds of the financial impact of the government's welfare reforms will be felt by families with children.

The principal concern for future Youth Justice service delivery therefore remains a further reduction in revenue alongside an increase in need and complexity and hardship faced by the children, young people, families and communities with whom we work. As the pressure on individual servicers increases, so does the difficulty in balancing their direct work and their contribution to the work of the YJS. Whilst we remain confident that the best way to deliver services to young people in the criminal justice system is through the Youth Justice Service partnership, the context set out above presents significant risk to future delivery.

The strategy to mitigate the anticipated further funding reductions will be through a combination of: exploring other funding options and bids; developing more efficient ways of working; exploring opportunities for joint working and partnerships with other agencies across the county; and undertaking reviews of delivery arrangements.

Additional risks are associated with the still emerging impact of the Transforming Rehabilitation programme, which brought significant changes to the Probation Service over the past year. Negotiations around contributions to Youth Offending Teams are now undertaken with the new National Probation Service and we understand that there is likely to be a national funding formula which we have assessed as potentially impacting significantly on our local partnership.

Our steady increase in first-time entrants seen over the past two years has stimulated a review of arrangements for the delivery of youth crime prevention, which has been located outside of the YJS throughout this time. This review is being mirrored by those taking place in both Doncaster and Rotherham whose performance has seen the same challenges with similar arrangements. By contrast, Barnsley YOT has developed a diversion system that has resulted in impressive reductions throughout the same period, so this will be a primary point of reference in the review.



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At the time of writing this Youth Justice Plan, we are also mindful that the recommendations and observations set out in the just-published Ministry of Justice 'stocktake' of YOTs is likely to stimulate further changes to services or structures that will need to be considered over the next year.

6. Priorities for 2015-2017

The following priorities and performance measures have been agreed by the Youth Justice Partnership Board. They have links with relevant plans from other partnerships, such as:

- Sheffield Safer and Sustainable Communities Partnership Plan 2014-17
- Sheffield Children and Young Person's Plan (under review)
- South Yorkshire Police and Crime Plan 2013-17 (renewed March 2015)
- Sheffield City Council Corporate Plan 2015-18
- Children and Families Service Business Plan 2014-16
- Sheffield Joint Health and Wellbeing Strategy 2013-18

They will be monitored regularly at that Board and reported to other partnerships across Sheffield and South Yorkshire. Not all the priorities have numerical targets against them, as some are better measured in terms of quality and partnership collaboration.

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Priority	Why is this important?	What do we know?	What will we do?	How will we know we are making a difference?
<p>Preventing young people getting involved in crime</p>	<p>Preventing a young person's first crime could potentially prevent dozens of crimes over their lives, preventing harm to victims and saving the individual the stigma of being in the criminal justice system.</p>	<p>Only 0.5% of Sheffield's youth population entered the youth justice system for the first time in 2014/15. Of these, 75% were dealt with out of court. 19% were female, 81% male; 39% were BME; the most common age was 17 and the most common offence type was Violence against the Person (any form of assault). Most of them have had contact with at least one early intervention service.</p> <p>The number of anti-social behaviour incidents related to "youth nuisance" has fallen 22% overall, but there are specific small areas where it has risen.</p>	<p>We will work with the Community Youth Teams and other intervention services to look again at how young people at risk of offending are referred for prevention work. Some training and changes to our systems will likely follow.</p> <p>We will work with the police, housing and other partners to make sure that new powers to combat anti-social behaviour are used effectively. We will supervise any young people subject to injunctions or Criminal Behaviour Orders.</p> <p>An all-age Liaison and Diversion service is about to start working in police custody to identify people with health needs and refer them out of the criminal justice system if possible. This will include a youth crime prevention worker.</p>	<p>Our target is for the number of first-time entrants to return to the average for Core Cities: the equivalent of no more than 300 first-time entrants in a year. We will also monitor:</p> <ul style="list-style-type: none"> • The number of referrals to youth crime prevention services • Engagement in and successful completions of preventative programmes • The number of Parental Advisory Letters and Anti-social Behaviour Contracts • The number of injunctions and Criminal Behaviour Orders being sought • The number of young people who have received preventative services prior to entering the Criminal Justice System

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Priority	Why is this important?	What do we know?	What will we do?	How will we know we are making a difference?
Reducing the use of custody	Custody, including periods spent on remand, is the worst outcome for the young person, seriously disrupting their education and relationships. It should only be used as a last resort.	<p>As would be expected, those given custodial sentences in 2014/15 had committed the most serious offences or repeatedly failed to engage with a community sentence. 19 of the 21 young people were male, 12 were BME, and 2 were children in care. 3 sentences were long-term determinate sentences (Section 91), the rest were Detention and Training Orders.</p> <p>There were 22 new, secure remands made in 2014/15. 10 resulted in a custodial sentence for the relevant offence(s). 75% of secure placement days were in Young Offender Institutions, 16% were in Secure Training Centres and 9% were in Secure Children's Homes.</p>	<p>We will continue to develop and monitor closely our alternatives to custody, such as Bail or YROs with Intensive Supervision and Surveillance (ISS) requirements, so that sentencers can be confident in choosing these.</p> <p>We will promote placement with our Remand Foster carers or at Aldine House Secure Children's Home as an alternative to custody and police cells, and develop a protocol to offer spare capacity across South Yorkshire.</p>	<p>Our target is for the number of young people sentenced to custody not to increase above 21 in a year. We will also monitor:</p> <ul style="list-style-type: none"> • The proportion of court sentences that result in custody • The proportion of bail decisions that result in remand • The number of new remands, repeat remands and total remand bed nights • The number of ISS programmes commenced • Increasing our resource of Remand Foster placements and how well they are used • The number of young people kept in custody at the police station, or placed in overnight foster care, prior to court

Youth Justice Plan 2015-2017

Priority	Why is this important?	What do we know?	What will we do?	How will we know we are making a difference?
Reducing reoffending	Stopping a young person from offending again, or at least diverting them so that they offend less often or less seriously, reduces harm to victims.	Of those with a youth justice disposal in 2012/13, 35.9% reoffended within 12 months, with on average just over 3 recorded reoffences. A third of reoffences were serious. Greater levels of reoffending were seen from males, those aged 17 or over, and young people released from custody.	<p>We will make a number of changes to increase the focus on groups and individuals who are most likely to reoffend. This will involve using information on who is arrested or charged with a crime, and result in more responsive reviewing of plans.</p> <p>We will develop our approach to working more closely with whole families in recognition of the risk and protective factors that contribute to reducing re-offending and in line with the principles set out within our city Building Successful Families programme</p>	<p>Our target is for the proportion of young people reoffending within 12 months not to increase above 38.7%. We will also monitor:</p> <ul style="list-style-type: none"> • How the factors that lead to a likelihood of reoffending change throughout the period of supervision and how we respond to this • The proportion of young people in stable and suitable housing and sufficient education, training or employment
Education, training and employment (ETE)	Being in ETE keeps a young person busy and allows them to work towards a positive future.	35-40% of young people under our supervision are NEET (not in education, training or employment) at any one time. By the end of their orders, in 2014/15 we had reduced this to 11% of school-age young people and 19% of those aged 16	We will maintain our dedicated pool of staff. We will work closely with the Council's Lifelong Learning, Skills and Communities service to make sure that there are suitable education and employment opportunities for our young	<p>Our target is for 85% of young people to be in ETE at the end of their order. We will also monitor:</p> <ul style="list-style-type: none"> • Attendance at arranged ETE • Awards and qualifications achieved

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Priority	Why is this important?	What do we know?	What will we do?	How will we know we are making a difference?
		and older.	people. We are also establishing better links with the city's Inclusion Centre and special schools, to introduce restorative approaches to behaviour problems there.	<ul style="list-style-type: none"> • Take-up of traineeships and apprenticeships • Number of young people who successfully move from NEET to ETE during their involvement with the YJS
Children in Care (CiC)	Because of their disrupted lives, children in care are more likely to get involved in offending, but there is evidence they are also criminalised unnecessarily.	<p>36 CiC young people received 61 youth justice disposals in 2014/15; 2 of these were custodial sentences.</p> <p>Conversely, 8% of young people aged 10-17 who had been in care for 12 months or more received one or more youth justice disposals.</p>	<p>We will continue to work to embed restorative justice across children's services, leading on the development of a Children's Workforce RJ plan.</p> <p>Along with South Yorkshire Police and our Community Youth Teams we will review the way our services support children's homes and foster carers across the city with a view to establishing specific CIC roles and single points of contact in each service.</p>	<p>Our target is for the number of CiC young people receiving youth justice disposals to return to the level of 2013/14, that is, no more than 29. We will also monitor:</p> <ul style="list-style-type: none"> • The number of CiC young people entering the youth justice system • The number of CiC young people on remand and in custody
Parenting and whole- family work	Families can help keep a young person safe, but certain family circumstances and parenting styles can	29% of our young people stated that they needed help to improve their relationships with their family. A quarter of our assessments in 2014/15	We will second in a parenting specialist from the Multi-Agency Support Teams, who will help us develop how we respond to parents and embed further	<p>We will monitor:</p> <ul style="list-style-type: none"> • The number of young people leaving home prematurely • Whether family risk factors improve over

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Priority	Why is this important?	What do we know?	What will we do?	How will we know we are making a difference?
	also increase the risk that a young person will get involved in crime.	scored family and relationships as a serious contributor to the risk of reoffending.	the principles of our Building Successful Families Programme within the service. Our staff will be trained in the 'Building Bridges' programme, which aims to improve family relationships for young people in custody.	assessments <ul style="list-style-type: none"> How parents and carers engage in our planning and compliance processes.
Engagement and participation	Young people know what they need and have good ideas about how we can deliver it, so consulting with them makes us a better service. It also gives young people a chance to see the positive difference they can make.	96% of young people surveyed said that we took their views seriously. We have introduced an Engagement sub-team who are successfully involving young people on the Star House ground floor.	We will re-establish a pool of trained Young Advisors who have experience of the criminal justice system, to act as a reference group for us and for partners including the Police and Crime Commissioner. We will continue to ask all young people to do a survey three months into their supervision with us.	We will monitor: <ul style="list-style-type: none"> The number of young people completing the three-month questionnaire How well we are responding to what the young people tell us.
Emotional health and wellbeing	Supporting young people to access timely therapeutic and emotional health and wellbeing support services	In 2014/15 75% of initial assessments undertaken in the service identified emotional and mental health needs as being a contributory risk factor for	The YJS is contributing to a wider children's Services review of Emotional and Mental Health series available at each tier of need including embedding	We will monitor the number of completed assessments that identify need for specialist referral and assessments with regards to timeliness of engagement

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Priority	Why is this important?	What do we know?	What will we do?	How will we know we are making a difference?
	can reduce the risk of isolation, aggression and offending.	<p>future offending.</p> <p>We have further developed our specialist referral pathway with staff now regularly able to access consultancy with a seconded Community Mental Health nurse embedded within the services from our co-located Forensic CAMHS.</p>	<p>an early intervention and prevention model.</p> <p>Through the YJS partnership we will continue to promote the emotional and mental health needs of our young people and ensure that these are reflected in commissioning and resource allocation discussions in the CCG and public health.</p> <p>The YJS will also work collaboratively with NHS England, the Health and Social Care Trust in our regional development of our Liaison and Diversion Scheme.</p>	and specialist assessment and report these with our joint commissioning performance meeting for review and action as required.
Good case management	The way we will achieve all our other priorities is by thoroughly assessing young people's risks, vulnerabilities and	Our internal audit processes and external inspection indicate that our staff build good relationships and offer good interventions to young people and their families, but we still need to work on	In addition to National Standard Audits required by the YJB we will undertake twice yearly a audits focusing on Assessment and interventions (NS4) and Planning and delivering	<p>We will monitor:</p> <ul style="list-style-type: none"> • Our compliance with National Standards • The quality of assessments and plans • The effect of training and other preparation for



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Priority	Why is this important?	What do we know?	What will we do?	How will we know we are making a difference?
	needs, creating tailored plans for them, offering effective interventions and building strong relationships.	improving timeliness. AssetPlus, the new national assessment and planning framework, is due to be implemented in Sheffield in early 2016.	interventions in the community (NS8) In addition to these audits we will continue to monitor quality through regular sampling, and then address any weaker areas identified through our Continuous Service Improvement plan. We will prepare for the introduction of the AssetPlus by training our staff and developing their knowledge of the evidence base.	AssetPlus

7. Case studies

Case study 1: Restorative Justice

Situation

In September 2014, three young males, aged 16-17, robbed a woman, “Anita”, of her handbag, punching her to the ground in the process. All three were prosecuted and pleaded guilty, each receiving a Referral Order. As parts of their Referral Order Contracts, all three were required to complete reparation and victim awareness sessions.

Our assessment

Our victim contact worker, Saira, contacted Anita to arrange to take a Victim Impact Statement for use at the Referral Panels and with the young people. She had clearly been emotionally affected by the incident, and said she now feels anxious in public, especially around young people. Saira explained the restorative justice options available to her. Anita stated that she would welcome a letter of explanation as she would like to know the reasons behind the offence, but felt unsure about attending a Referral Panel in person.

Support offered

Saira carried out victim awareness sessions with one of the young people, “Peter”, looking at how the offence had affected the victim, her family and the community as well as his own future. Peter engaged well throughout the sessions and was remorseful. He wrote a letter of explanation to Anita, with Saira helping with the structure of the letter and spelling. He apologised to her and explained how he was moving forwards positively with his life.

Anita wasn't convinced by the letter of explanation. She thought Peter was just going along with what he had been told to do, but felt better that she had received something from him nevertheless. As some time had now passed, she said she would consider coming to a review Referral Panel, but only if that was really what Peter wanted. He insisted it was, so Saira arranged the meeting and prepared them both for what to expect.

Outcomes

On the day of the review Referral Panel, Anita came along with a friend to support her. She was struggling emotionally and didn't think she could go through with it. Saira explained to her that it was her choice and she could take some time out to think about it. She decided to go ahead with the meeting.

During the panel Anita had questions for Peter, which he answered, and he apologised profusely to her. Peter's case worker explained that he had made good progress with his order so far. Anita still didn't feel convinced by Peter's account of what had happened, but was pleased to have met him again, as now he didn't seem scary. A few days later she said she was glad she went and felt relief from the experience, and Peter also said he was pleased to have done it.



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Case study 2: Multi-Systemic Therapy (MST) for Problematic Sexual Behaviour (PSB)

Situation

“Rob” is a 14-year-old boy who was being investigated for the alleged sexual assault of younger family members. He was already being seen by mental health services due to his aggressive behaviour and frequent self-harm; he was facing permanent exclusion from school due to his behaviour; and social care and a Multi-Agency Support Team (MAST) were both involved in trying to support the family.

Our assessment

Rob was assessed as being suitable for the MST-PSB service, as they could work on his problem sexual behaviour as well as general mental health difficulties, and give the intensive support the family needed. This enabled the other services to close their involvement.

Support offered

The MST therapist, Sally, conducted family therapy sessions to confront the details of Rob’s offences, so that he could take responsibility and his parents could understand how they had come about. This moved into educating both Rob and his parents on consent and how to have positive, open communication about sex.

Alongside this, Sally worked with Rob’s parents to develop a safety plan and a behaviour management plan, which meant they had strategies to know where he was and to deal with his aggressive behaviour, both in and out of the home. She also worked with Rob’s school to deal with his aggression and communicate better with his parents.

Outcomes

Over the 8 months of the MST intervention, Rob’s self-harm and aggressive behaviour gradually reduced. By the end, he was functioning at a much better level, both at home and at school, and had developed ambitions to finish his education and become a fire-fighter. A follow-up by the team four months later suggested these changes had been sustained.

Rob said, “I now know when to talk to my mum, when I am in trouble or if I need to ask for something. The work around consent and sexual knowledge really helped me to learn about sex and contraception even if it was embarrassing!!!!”

Rob’s mum said, “I just wish that I had been offered help like this years ago, it would have helped me to be a different person.”

Case study 3: Unpaid Work

Situation

“Lee” is an 18-year-old male. In August 2014 he was sentenced to a Youth Rehabilitation Order with a requirement for 80 hours unpaid work, following an assault the previous year.

Our assessment

Lee’s case worker put him in touch with Stephen, our unpaid work co-ordinator. Stephen arranged an induction, to introduce himself and complete an assessment of what type of unpaid work Lee would be capable of and benefit from.

Support offered

Suitable placements were found at a social enterprise specialising in recycling, and an urban farm. Stephen supported Lee to get started with his placements, advising on the correct clothing, introducing him to key staff and making clear what would be required of him.

The sessions were 6 hours long and twice weekly which gave Lee plenty of scope to learn new skills and get involved in busy working environments that replicated having a part-time job.

Outcomes

Lee engaged well at both placements, showing an excellent work ethic and enthusiasm for all tasks he was given and only missing one appointment out of 15. He completed the 80 hours over two months. He said he had taken a lot of positives from the order and felt he was less likely to re-offend, and both placement providers spoke highly of him too.

Due to completing his unpaid work, as well as the other requirements of his order, Lee was offered revocation, which meant that his court order was brought to an early end.



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Case study 4: Mental health intervention

Situation

“Jay” is a 15-year-old boy. In January 2015 he was sentenced to a Referral Order following an offence of non-domestic burglary.

At this point, Jay had been excluded from school and was at risk of permanent exclusion as a result of his behaviour in class. Jay was described as having a very bad attitude towards his teachers, having very poor attention and being extremely disruptive.

An initial check highlighted a previous referral to Child and Adolescent Mental Health Services (CAMHS) due to his problems at school. This referral was rejected by CAMHS and Jay was never seen.

Our assessment

Jay’s case worker referred him to Kay, our CAMHS Nurse Specialist. She saw Jay at home, with his mum, for an initial assessment. Mum identified difficulties emerging when Jay was around 7 years old. His behaviour was described as “hyperactive” and “always on the go”. Both his primary and secondary school had attempted to support him but still struggled to manage his behaviour. She was very worried about Jay’s behaviour and the impact it could have on his future.

Jay was very polite and co-operated well with the assessment, but was restless and unable to sit still. He described being easily distracted and found it difficult to concentrate both in school and at home.

Jay’s case worker was concerned that he was becoming more involved in criminal behaviours – by this point he had been charged with more offences – potentially leading to more serious consequences in the future.

Support offered



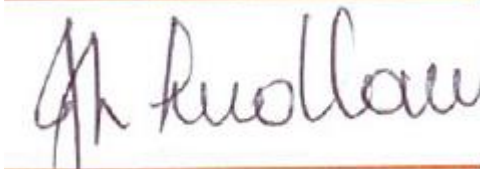


Kay’s initial assessment strongly indicated the possibility of Attention Deficit Hyperactivity Disorder (ADHD), so she referred Jay to the Forensic CAMHS psychiatrist for further assessment. This confirmed the diagnosis of ADHD and Jay started on medication. He is on a new court order lasting a year, during which the CAMHS psychiatrist will continue to monitor his treatment, and Kay and his case worker can work with him on how he can control his behaviour more effectively.

Outcomes

Both Jay and his mum have expressed relief that a better understanding of his behaviour has been reached and that, with treatment, Jay can start to make positive changes that will enable him to improve his future.

8. Approval and sign off

This plan has been approved by the following partners:

Organisation	Name and position	Signature
Sheffield City Council	Tony Tweedy Director of Lifelong Learning, Skills and Communities YJS Partnership Board Chair	
Sheffield City Council	Councillor Jackie Drayton Cabinet member for Children, Young People and Families	
Sheffield City Council	Jayne Ludlam Executive Director of Children's Services	
Sheffield NHS Clinical Commissioning Group	Dr Trish Edney Commissioning lead for Children and Young People	
National Probation Service	Max Lanfranchi Head of South Yorkshire	
South Yorkshire Police	David Hartley Sheffield Divisional Commander	