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Proceedings of the Meeting of the Leeds City Council held
at the Civic Hall, Leeds on Wednesday 14th September 2005

PRESENT: The Lord Mayor Councillor William Schofield Hyde in the Chair

WARD

ADEL & WHARFEDALE

Barry John Anderson
John Leslie Carter
Clive Fox

ALWOODLEY

Ronald David Feldman
Ruth Feldman
Peter Mervyn Harrand

ARDSLEY & ROBIN HOOD

Karen Renshaw
Jack Dunn
Lisa Mulherin

ARMLEY

Alison Natalie Kay Lowe
James McKenna
Janet Harper

BEESTON & HOLBECK

Angela Gabriel
Adam Ogilvie
David Congreve

BRAMLEY & STANNINGLEY

Angela Denise Atkinson
Ted Hanley
Neil Taggart

BURMANTOFTS & RICHMOND HILL

Ralph Pryke
Richard Brett
David Hollingsworth

WARD

CALVERLEY & FARSLEY

Andrew Carter
Amanda Lesley Carter
Frank Robinson

CHAPEL ALLERTON

Sharon Hamilton
Mohammed Rafique
Jane Dowson

CITY & HUNSLET

Elizabeth Nash
Patrick Davey
Mohammed Iqbal

CROSSGATES & WHINMOOR

Suzi Armitage
Pauleen Grahame
Peter John Gruen

FARNLEY & WORTLEY

David Blackburn
Ann Blackburn
Claire Nash

GARFORTH & SWILLINGTON

Andrea Harrison
Mark Russell Phillips
Thomas Murray

GIPTON & HAREHILLS

Alan Leonard Taylor
Javaid Akhtar
Roger Harington

GUISELEY & RAWDON

Graham Latty
Stuart Andrew
John Bale

HAREWOOD

Ann Castle
Rachael Procter
Alec Shelbrooke

HEADINGLEY

David Morton
James John Monaghan
Martin Hamilton

HORSFORTH

Christopher Townsley
Brian Cleasby
Andrew Barker

HYDE PARK & WOODHOUSE

Penny Ewens
Kabeer Hussain
Linda Valerie Rhodes-Clayton

KILLINGBECK & SEACROFT

Graham Hyde
Michael James Davey
Brian Michael Selby

KIPPAX & METHLEY

John Keith Parker
James Lewis
Keith Ivor Wakefield

KIRKSTALL

Elizabeth M Minkin
John Anthony Illingworth
Bernard Peter Atha

MIDDLETON PARK

Geoffrey Driver
Judith Blake
Stuart Bruce

MOORTOWN

Mark Daniel Harris
Brenda Lancaster
Richard Harker

MORLEY NORTH

Robert Finnigan
Stewart McArdle
Thomas Leadley

MORLEY SOUTH

Judith Elliott
Terrence Grayshon
Gareth Edward Beevers

OTLEY & YEADON

Graham Peter Kirkland
Colin Campbell
Richard Downes

PUDSEY

Josephine Patricia Jarosz
Richard Alwyn Lewis
Mick Coulson

ROTHWELL

Donald Michael Wilson
Steve Smith
Mitchell Galdas

ROUNDHAY

Matthew Lobley
Valerie Kendall
Paul Wadsworth

TEMPLE NEWSAM

William Schofield Hyde
David Schofield
Michael Lyons

WEETWOOD

Brian David Timothy Jennings
Susan Bentley
Barry Stewart Golton

WETHERBY

Gerald Wilkinson
Andrew Millard
John Michael Procter

It was moved by Councillor Procter seconded by Councillor Gruen and

RESOLVED – That the minutes of the Extraordinary and Ordinary Council meetings held on 20th July 2005 be approved.

47 Declarations of Interest

The Lord Mayor announced that a list of written declarations submitted by members was on display in the ante-room, on deposit in the public galleries and had been circulated to each member's place in the Chamber.

Following an invitation to declare further individual interests, declarations in accordance with the Council's Code of Conduct were made as follows:

- (a) The following members declared personal interests in minute 51 of this meeting for the reasons indicated:

Councillor Illingworth as a Director of a charity with an interest in the West Leeds Country Park .

Councillor Harper as a Director of the Kirkstall Valley Board.

- (b) The following members declared personal interests in minute 54 of this meeting for the reasons indicated:

Councillor Lowe as a Director of Touchstone, a charity in receipt of Social Services funding which takes service users on short breaks/ holidays.

Councillor McKenna as an employee of Armley Helping Hands.

- (c) Councillor Smith declared a personal interest in minute 56 of this meeting as a Non-executive Director of the South Leeds NHS PCT.

- (d) Councillors Harrison and Murray declared personal interests in minute 57 of this meeting as trustees of Swillington Miners Welfare Club.

- (e) Councillor Campbell declared a personal interest in minute 58 of this meeting as a member of Otley Town Council which had passed a resolution in support of wardens based on the Chevin.

- (f) Councillors McKenna and Phillips declared personal interests in minute 59 of this meeting as parents of pupils attending a school in the area (Garforth Community College).

48 Reports

Reports admitted to the agenda in accordance with Council Procedure Rule 2.2(f) were considered as follows:

- (a) Appointments

It was moved by Councillor J Procter seconded by Councillor Gruen and

RESOLVED – That the report of the Director of Legal and Democratic Services on appointments by the Council be approved.

(b) Report of the Independent Remuneration Panel

It was moved by Councillor J Procter seconded by Councillor M Hamilton and

RESOLVED – That the report of the Independent Remuneration Panel on proposed amendments to the Members' Allowance Scheme be noted.

49 Questions

1 Councillor Wakefield to the Leader of the Council.

Will the Leader of Council please tell me what discussions he has had with the police in relation to the policing of our communities when the new 24 hour licensing regime comes into operation?

The Leader of the Council replied.

2 Councillor Akhtar to the Executive Member (Closing the Gap)

Can the Executive Member responsible for Narrowing the Gap comment on the future of the Council's Job Guarantee scheme?

The Executive Member (Closing the Gap) replied.

3 Councillor Shelbrooke to the Executive Member (Learning)

Would the Executive Board member for Learning agree that this year's KS3 results reflect the hard work and dedication of the pupils and staff in our schools?

The Executive Member (Learning) replied

4 Councillor Finnigan to the Executive Member (Learning)

Would the Executive Board member for Education confirm if there is a programme to eliminate the use of temporary building within Leeds schools?

The Executive Member (Learning) replied

5 Councillor A Blackburn to the Executive Member (Learning)

Would the Executive Board member for Learning join with me in congratulating the pupils and staff of schools in Leeds on this year's GCSE and A level results

The Executive Member (Learning) replied

- 6 Councillor R Lewis to the Executive Member (Neighbourhoods and Housing)

Will the Executive Board member for Neighbourhoods and Housing please tell me what targets are set for his department to ensure that customers calls and letters are dealt with promptly?

The Executive Member (Neighbourhoods and Housing) replied

- 7 Councillor Rhodes-Clayton to the Executive Member (Learning)

Can the Executive Member responsible for Learning comment on the future of the Building Training Academy?

The Executive Member (Learning) replied.

- 8 Councillor Bale to the Executive Member (Learning)

Can the Executive Member responsible for Learning comment on the Job Guarantee Pilot which was launched on the 10th September?

The Executive Member (Learning) replied.

- 9 Councillor Elliott to the Leader of the Council

Can the Executive Board Member responsible for licensing matters confirm the administrative net cost to local council tax payers of the introduction of the Government's new licensing act

The Leader of the Council replied

- 10 Councillor A Blackburn to the Leader of the Council

Can the Leader of the Council comment on steps the Council is taking to promote Job Opportunities in the City

The Leader of the Council replied.

- 11 Councillor Lowe to the Executive Member (City Services)

Will the Executive Board member for City Services please tell me whether he is satisfied with the standard of service in relation to the collection of bulky household waste?

The Executive Member (City Services) replied

- 12 Councillor Campbell to the Executive Member (Development)

Is the Executive Member for Development able to indicate the success or otherwise of the Otley scheme as part of the small town regeneration programme?

The Executive Member (Development) replied

- 13 Councillor Blake to the Executive Member (Neighbourhoods and Housing)

Will the Executive Board member for Neighbourhoods and Housing please tell me whether there has been an increase in the number of rough sleepers in the city following the closure of St Michael's Hostel and Prospect House?

The Executive Member (Neighbourhoods and Housing) replied

- 14 Councillor Monaghan to the Leader of the Council

Can the Leader of Council give any further details on progress regarding the contact centre?

The Leader of the Council replied.

At the conclusion of Question Time the following questions remained unanswered and it was noted that under the provisions of Council Procedure Rule 11.6 written responses would be sent to each member of Council:

- 15 Councillor R Lewis to the Executive Member (Neighbourhoods and Housing)
16 Councillor Hollingsworth to the Executive Member (Social Care and Health)
17 Councillor Grahame to the Leader of the Council
18 Councillor Hussain to the Executive Member (Social Care and Health)
19 Councillor M Hamilton to the Leader of the Council.

50 Recommendations in Accordance with Council Procedure Rule 2.2(k)

It was moved by Councillor Harris seconded by Councillor A Carter and

RESOLVED – That the recommendations of the Corporate Governance and Audit Committee as detailed in the report of the Director of Legal and Democratic Services be approved.

51 Minutes

It was moved by Councillor Harris seconded by Councillor J Procter and

RESOLVED – That the minutes submitted to Council in accordance with the Council Procedure Rule 2.2(l) be received.

52 White Paper Motion – West Leeds Country Park and Green Gateway

It was moved by Councillor A Carter seconded by Councillor D Blackburn and

RESOLVED UNANIMOUSLY – That this Council recommends that the Executive Board designate the area shown on the attached map as the West Leeds Country Park and Green Gateway and further resolves to :-

- (1) Support the various voluntary groups already acting as environmental stewards in the area.
- (2) Progress the arrangement of green linkages throughout the area.
- (3) Instruct all relevant departments of the Council to ensure Members are informed with reference to developments or issues which impact on the designated area.
- (4) To work to improve and maintain all the areas of green space within the designated area.

(Councillor Taggart declared a personal interest in this matter as a Director of the Board of Kirkstall Valley Park)

(The meeting was suspended during the debate on this motion at 4.40 pm and resumed at 5.10 pm)

53 White Paper Motion – Memorial to the Leeds ‘Pals’

It was moved by Councillor A Carter seconded by Councillor Lancaster and

RESOLVED UNANIMOUSLY - That This Council recommends that the Executive Board considers the commission and erection of a suitable monument to commemorate the suffering and service of the Leeds 'Pals' during the 1914/18 War.

This Council further instructs the Chief Executive to bring a suitable report to the Executive Board of this Council, outlining the options for the commissioning of this statue and the timescale involved.

(The meeting was suspended at 5.35 pm and resumed at 6.05 pm)

54 White Paper Motion – Supertram

It was moved by Councillor Harris seconded by Councillor A Carter

That this Council condemns the Government’s decision to make no final decision on the future of Supertram.

Council notes that although representatives of the Council and METRO met with the Parliamentary Under-Secretary for State, Derek Twigg MP, on the 26th July no decision on the future of Supertram has yet been taken by the Department of Transport. Council therefore calls on all those with an interest in ensuring Leeds has an effective transport system for the 21st century to continue lobbying the Government to take a positive decision on Supertram.

The lack of a decision and the uncertainty that this causes is immensely damaging to the Leeds economy and is therefore completely inexcusable.

Under the provisions of Council Procedure Rule 14.9(b) with the consent of the seconder and of Council, Councillor Harris altered the motion which he had moved by deleting the first sentence. Upon the altered motion being put to the vote it was

RESOLVED - Council notes that although representatives of the Council and METRO met with the Parliamentary Under-Secretary for State, Derek Twigg MP, on the 26th July no decision on the future of Supertram has yet been taken by the Department of Transport. Council therefore calls on all those with an interest in ensuring Leeds has an effective transport system for the 21st century to continue lobbying the Government to take a positive decision on Supertram.

The lack of a decision and the uncertainty that this causes is immensely damaging to the Leeds economy and is therefore completely inexcusable.

On the requisition of Councillors Leadley and Finnigan the voting on the motion was recorded as follows:

YES

Akhtar, Anderson, Andrew, Armitage, Atha, Atkinson, Bale, Barker, Bentley, A Blackburn, D Blackburn, Blake, Brett, Bruce, Campbell, A Carter, J L Carter, Mrs A Carter, Castle, Cleasby, Coulson, M Davey, P Davey, Downes, Dowson, Driver, Dunn, Ewens, R D Feldman, Mrs R Feldman, Fox, Gabriel, Galdas, Golton, Grahame, Gruen, M Hamilton, S Hamilton, Hanley, Harington, Harker, Harper, Harrand, Harris, Harrison, Hollingsworth, Hussain, G Hyde, Iqbal, Jarosz, Jennings, Kendall, Kirkland, Lancaster, Latty, J Lewis, R Lewis, Lobley, Lowe, Lyons, McKenna, Millard, Minkin, Monaghan, Mulherin, Murray, C Nash, E Nash, Ogilvie, Parker, Phillips, J Procter, R Procter, Pryke, Rafique, Renshaw, Rhodes-Clayton, Robinson, Schofield, Selby, Shelbrooke, Smith, Taggart, Taylor, Townsley, Wadsworth, Wakefield, Wilkinson, Wilson

89

NO

Beevers, Elliott, Finnigan, Grayshon, Leadley, McArdle

6

ABSTAIN

Illingworth

1

It was moved by Councillor Wakefield seconded by Councillor Harrison

That this Council agrees that the administration's new policy for short breaks and holidays should be deferred until assurances have been received that full and adequate alternatives for those older people and others who are no longer eligible for support under the new policy are in place.

An amendment was moved by Councillor Harrand seconded by Councillor Harris

Replace the word 'agrees' with the word 'notes'

Replace the words 'should be deferred...[to the end of the motion]' with 'will be implemented only when market testing shows there is the capacity to provide short breaks and holiday services through signposting to independent or voluntary sector providers.'

Under the provisions of Council Procedure Rule 14.9(b) with the consent of the seconder and of Council, Councillor Wakefield altered the motion which he had moved to incorporate the amendment in Councillor Harrand's name and upon being put to the vote it was

RESOLVED - That this Council notes that the administration's new policy for short breaks and holidays will be implemented only when market testing shows there is the capacity to provide short breaks and holiday services through signposting to independent or voluntary sector providers.

56 Suspension of Council Procedure Rule

It was moved by Councillor J Procter seconded by Councillor M Hamilton and

RESOLVED - That under the provisions of Council Procedure Rule 22.1, Procedure Rule 3.2 be suspended to allow all White Paper Motions to be debated.

57 White Paper Motion – Smoking in Public Places

It was moved by Councillor Gruen seconded by Councillor Bruce

That this Council notes the damaging effect that passive smoking can have on people's health and believes that Leeds City Council should be leading the way in creating a smoke free environment in public places.

As a major influencer in the city, the Council requests the next meeting of the Executive Board to consider, a report proposing the designation of appropriate Council buildings, including the Civic Hall as smoke free. This report should also identify the necessary consultation and notice requirements, the extent of Council buildings to which such designation should apply and a timetable for introducing such designation.'

An amendment was moved by Councillor J L Carter seconded by Councillor Brett

Delete all after the words 'This Council notes the damaging effect that passive smoking can have on the people's health' and insert:-

'and instructs the Chief Executive to enforce the Council's current Smoking at Work Policy following a report to Executive Board.'

The amendment was carried and upon being put as the substantive motion it was

RESOLVED – That this Council notes the damaging effect that passive smoking can have on the people's health and instructs the Chief Executive to enforce the Council's current Smoking at Work Policy following a report to Executive Board.

(The meeting was suspended at 8.05 pm and resumed at 8.15 pm)

58 White Paper Motion – Licensing Act 2003

It was moved by Councillor Leadley seconded by Councillor Elliott

That Council notes that it appears that individual councillors are not, by virtue of their office 'interested parties' as defined by the Licensing Act 2003 in respect of applications for licences for premises within their Wards. Accordingly their ability to make representations is limited.

Council further notes that the Council's Constitution which follows the Model Constitution produced by the government provides that the role and function of all Councillors includes '*to represent their communities and bring their views into the Council's decision making process, i.e. become the advocate of and for their communities*' and '*to contribute to the good governance of the area and actively encourage community participation and citizen involvement in decision making*'

Council considers that the Licensing Act 2003 undermines and undervalues the democratic role of councillors and is against the public interest.

Council instructs the Chief Executive to relay its view to the Secretary of State for Culture, Media and Sport.

An amendment was moved by Councillor Campbell seconded by Councillor Lobleby

Delete final two sentences (para 3) after 'Council considers' and replace with :
'that the ill thought out procedures for implementing the 2003 Licensing Act have caused major problems for local authorities across the country. In particular by encouraging last minute applications, by detailing minimal and ineffective public notification requirements, and by preventing local residents outside the immediate vicinity of licensed premises from commenting on licences, even though their quality of life may be directly affected. In addition Council Tax Payers are faced with picking up a substantial bill as a result of the low level of fees permitted to be charged.

Council therefore calls upon central Government to review the Licensing procedures to allow proper public consultation and to either reimburse local authorities the full costs of managing the license application system, or allow local authorities to set their own fees at a level which fully cover all relevant costs associated with licensing.

A second amendment was moved by Councillor Dunn seconded by Councillor Armitage

Insert additional paragraph, before existing para. 1:

THAT Council in general welcomes the Licensing Act 2003 for establishing a single integrated scheme for licensing premises which are used for the supply of alcohol, for the provision of regulated entertainment and for the provision of late night refreshment, replacing a multitude of different and complex licensing schemes; and for empowering elected members of local authorities to determine some alcohol licence applications, instead of wholly unaccountable and unelected magistrates."

para. 1 - delete "THAT" before "Council" and insert "However,"

para. 3 - between "that" and "the" on line 1 insert the words "the wording of Section 69 of"

para. 4 - before "Secretary of State" insert "eight Members of Parliament representing Leeds constituencies, the Local Government Association and the"

The amendment was carried, the second amendment was lost and upon being put as the substantive motion it was

RESOLVED – That Council notes that it appears that individual councillors are not, by virtue of their office 'interested parties' as defined by the Licensing Act 2003 in respect of applications for licences for premises within their Wards. Accordingly their ability to make representations is limited.

Council further notes that the Council's Constitution which follows the Model Constitution produced by the government provides that the role and function of all Councillors includes '*to represent their communities and bring their views into the Council's decision making process, i.e. become the advocate of and for their communities*' and '*to contribute to the good governance of the area and actively encourage community participation and citizen involvement in decision making*'.

Council considers that the ill thought out procedures for implementing the 2003 Licensing Act have caused major problems for local authorities across the country. In particular by encouraging last minute applications, by detailing minimal and ineffective public notification requirements, and by preventing local residents outside the immediate vicinity of licensed premises from commenting on licences, even though their quality of life may be directly affected. In addition Council Tax Payers are faced with picking up a substantial bill as a result of the low level of fees permitted to be charged. Council therefore calls upon central Government to review the Licensing procedures to allow proper public consultation and to either reimburse local authorities the full costs of managing the license application system, or allow local authorities to set their own fees at a level which fully cover all relevant costs associated with licensing.

It was moved by Councillor Taggart seconded by Councillor E Nash

That this Council supports the resolution passed unanimously by the Environment and Economic Development Committee of Otley Town Council on the 4th July 2005 relating to the ranger service on Otley Chevin.

This Council is not persuaded that an effective ranger service can be delivered from a central point in Leeds and agrees to request that the Executive Board reinstate a dedicated ranger service on Otley Chevin to the level (including weekend cover) which existed prior to the review.

An amendment was moved by Councillor J Procter seconded by Councillor Downes

Delete all after "this Council" and insert:

'supports the Parks and Countryside Service in creating a new post of Otley Chevin Estate Officer. The creation of this post recognises that the Chevin is a unique and valuable environmental resource both for those who live in the city and beyond.

'The Estate Officer will manage and co-ordinate the resources devoted to the Chevin, as well as developing and implementing the management plan. The Estate Officer will be supported by the ranger service and forestry service.

'This Council further notes the important health and safety issues associated with lone workers and supports the Council in protecting the interests of its workforces.

'Regrettably the Chevin was not awarded Green Flag status this year despite all the hard work and efforts of many in the department. The new arrangements will improve the Chevin for all.'

The amendment was carried and upon being put as the substantive motion it was

RESOLVED – That this Council supports the Parks and Countryside Service in creating a new post of Otley Chevin Estate Officer. The creation of this post recognises that the Chevin is a unique and valuable environmental resource both for those who live in the city and beyond.

The Estate Officer will manage and co-ordinate the resources devoted to the Chevin, as well as developing and implementing the management plan. The Estate Officer will be supported by the ranger service and forestry service.

This Council further notes the important health and safety issues associated with lone workers and supports the Council in protecting the interests of its workforces.

Regrettably the Chevin was not awarded Green Flag status this year despite all the hard work and efforts of many in the department. The new arrangements will improve the Chevin for all.

On the requisition of Councillors Taggart and Wakefield the voting on the amendment was recorded as follows:

YES

Akhtar, Anderson, Andrew, Bale, Beevers, Bentley, A Blackburn, D Blackburn, Brett, Campbell, A Carter, J L Carter, Mrs A Carter, Castle, Cleasby, M Davey, Downes, Elliott, Ewens, Fox, Galdas, Golton, Grayshon, Harker, M Hamilton, Harrand, Harris, Hollingsworth, Hussain, Jennings, Kendall, Kirkland, Lancaster, Latty, Leadley, Lobley, Millard, Monaghan, C Nash, Phillips, J Procter, Pryke, Rhodes-Clayton, Robinson, Schofield, Shelbrooke, Smith, Taylor, Townsley, Wadsworth, Wilkinson, Wilson

52

NO

Armitage, Atha, Atkinson, Blake, Bruce, Coulson, P Davey, Dowson, Driver, Dunn, Grahame, Gruen, S Hamilton, Hanley, Harington, Harper, Harrison, G Hyde, Illingworth, Iqbal, Jarosz, J Lewis, R Lewis, Lowe, Lyons, McKenna, Minkin, Mulherin, Murray, E Nash, Ogilvie, Rafique, Renshaw, Selby, Taggart, Wakefield

36

60 White Paper Motion – Admission Levels at Temple Moor High School

It was moved by Councillor Lyons seconded by Councillor Gruen

That this Council urges Education Leeds to undertake an immediate review of admission levels at Temple Moor High School. Council also notes the urgent need for immediate additional support and intervention by Education Leeds to address standards of attainment in the East Leeds area.

An amendment was moved by Councillor Harker seconded by Councillor Shelbrooke

Delete all after “This Council”

Replace with:

“recognising the anguish suffered by some parents and pupils in Leeds who have failed to be allocated the High School of their choice, and noting the powers that the Council has and also noting the necessity of maintaining schools as a genuine community resource, requests the Leader of Council to write to the Secretary of State for Education and Skills to seek the required changes to the pertinent legislation which will allow a greater influence for Councils in setting school place numbers”

The amendment was carried and upon being put as the substantive motion it was

RESOLVED – That this Council recognising the anguish suffered by some parents and pupils in Leeds who have failed to be allocated the High School of their choice, and noting the powers that the Council has and also noting the

necessity of maintaining schools as a genuine community resource, requests the Leader of Council to write to the Secretary of State for Education and Skills to seek the required changes to the pertinent legislation which will allow a greater influence for Councils in setting school place numbers.

On the requisition of Councillors Gruen and Taggart the voting on the amendment was recorded as follows:

YES

Akhtar, Anderson, Andrew, Bale, Beevers, Bentley, A Blackburn, D Blackburn, Brett, Campbell, A Carter, J L Carter, Mrs A Carter, Castle, Cleasby, Downes, Elliott, Ewens, Fox, Galdas, Golton, Grayshon, M Hamilton, Harker, Harrand, Harris, Hollingsworth, Hussain, Jennings, Kendall, Kirkland, Lancaster, Latty, Leadley, Lobley, Millard, Monaghan, C Nash, Phillips, J Procter, Pryke, Rhodes-Clayton, Robinson, Schofield, Shelbrooke, Smith, Taylor, Townsley, Wadsworth, Wilkinson, Wilson

51

NO

Armitage, Atha, Atkinson, Blake, Bruce, Coulson, M Davey, P Davey, Dowson, Driver, Dunn, Grahame, Gruen, S Hamilton, Hanley, Harington, Harper, Harrison, G Hyde, Illingworth, Iqbal, Jarosz, J Lewis, R Lewis, Lowe, Lyons, McKenna, Minkin, Mulherin, Murray, E Nash, Ogilvie, Rafique, Renshaw, Selby, Taggart, Wakefield

37

ABSTAIN

McArdle

1

(Council rose at 10.40 pm)

REPORT OF THE DIRECTOR OF LEGAL AND DEMOCRATIC SERVICES

MEETING: COUNCIL

DATE : 1ST NOVEMBER 2005

SUBJECT : APPOINTMENTS

Electoral Wards Affected :

Specific Implications For :

Ethnic Minorities

Women

Disabled People

1.0 COMMITTEE APPOINTMENTS

1.1 Appointments to Committees are reserved to Council

1.2 The relevant party whip has requested the following change:

That Councillor Claire Nash replace Councillor Ann Blackburn on the Scrutiny Board
(Health and Wellbeing)

3.0 RECOMMENDATION

That Council approve the appointments referred to in paragraphs 1.2.

REPORT OF THE DIRECTOR OF LEGAL AND DEMOCRATIC SERVICES

MEETING: COUNCIL

DATE : 1ST NOVEMBER 2005

SUBJECT : RECOMMENDATIONS OF THE EXECUTIVE BOARD

Electoral Wards Affected :

Specific Implications For :

Ethnic Minorities

Women

Disabled People

1.0 PURPOSE OF REPORT

To present to Council a report on the Youth Justice Plan 2005/06.

2.0 INFORMATION

The attached report was considered by the Executive Board on 21st September 2005 (minute 79 refers). The adoption of the Youth Justice Plan is a decision reserved to Council as part of the Policy Framework under Article 4 of the Constitution. The Plan is attached to Members papers and is available from the Clerk to the Council on 2474350.

3.0 RECOMMENDATIONS TO COUNCIL

- 3.1 (a) That Council be recommended to approve the Youth Justice Plan as part of the Policy Framework
- (b) That the Executive Board be authorised to make any necessary in-year amendments to the Plan subject to the amendment being reported to the next available Council meeting.



AGENDA ITEM NO.:
Originator: Jim Hopkinson
Tel: 2 144650

REPORT OF YOUTH OFFENDING SERVICE MANAGER

REPORT TO EXECUTIVE BOARD

DATE : 21 September 2005

SUBJECT : Youth Justice Plan

Electoral Wards Affected : All		Specific Implications For :	
		Ethnic Minorities	<input type="checkbox"/>
		Women	<input type="checkbox"/>
		Disabled People	<input type="checkbox"/>
Executive Board Decision	<input type="checkbox"/>	Eligible for Call In	<input type="checkbox"/>
		Not eligible for Call In (details contained in the report)	<input type="checkbox"/>

1.0 INTRODUCTION

1.1 The purpose of the report is to update Members of required progress being made in implementing the three year Youth Justice Plan previously agreed by Council. The Youth Justice Plan is a policy that forms part of the Council's Budget and Policy Framework. An annual report on progress is from the Youth Justice Board to Central Government. The Youth Justice Plan 2005/06 was considered by Scrutiny Board (Children and Young People) on 14 July 2005. Scrutiny Board acknowledged that the plan needed to be prepared to a set format but recommended that the information be presented in a format which was easier to understand for people who are not familiar with Youth Justice Board terminology. A public version of the plan will be published in September and this report outlines the key issues in Leeds. A copy of the Youth Justice Plan is attached for Members and additional copies are available from the clerk on request.

2.0 BACKGROUND

2.1 The Crime and Disorder Act 1998 required every local authority in England and Wales to create a multi-agency youth offending service (YOS) to tackle youth crime within the authority boundary. The overall direction of the in Leeds work is overseen by a Strategic Partnership chaired by the Chief Executive. National Standards and Performance Management Targets are set by the Youth Justice Board. It is a requirement that youth offending teams comprise of staff seconded from Social Services, Probation, Health, Education and the Police. In addition Leeds YOS now

has staff seconded from Housing, Connexions, drugs services and the voluntary sector.

- 2.2 Leeds YOS is one of the biggest in the country and comprises four area based Operational Teams, a Court Team, two Intensive Supervision and Surveillance Teams, a Resettlement and Aftercare team and a Restorative Justice Team. In addition YOS staff are seconded to HMYOI Wetherby.
- 2.3 The structure of the Youth Justice Plan is stipulated by the Youth Justice Board and affords a comprehensive over-view of youth crime activity within the city as well as laying out clear plans for tackling youth crime and social exclusion in the future. The annual Youth Justice Plan for 2005/2006 is attached for members' consideration, progress made by Leeds Youth Offending Service is detailed in the information contained in this report. Leeds YOS acknowledges that the stipulated Youth Justice Plan is not written in language which is easy to understand for anyone who is not familiar with youth justice. The YOS therefore separately publishes an annual report which is distributed widely. This will be available in September 2005.
- 2.4 The attached Youth Justice Plan details how Leeds YOS has increased attainment in twelve of the thirteen key performance indicators set by the Youth Justice Board over the past twelve months. A number of these key performance indicators have been selected for inclusion within the Annual Performance Assessment of the Council as a children's service. The area where performance has not improved is access to full time education, training and employment (ETE) by young offenders. 65% of young offenders were in full time ETE at the conclusion of their YOS intervention and this is some way off the 90% target set by the Youth Justice Board. However Leeds compares favourably with some other core cities. Leeds YOS is working constructively with Education Leeds to devise a new protocol to ensure that young people are reintegrated into education in a timely manner and this should be in place by October 2005. With respect to young people who are post statutory school age the Connexions Service has seconded an additional personal advisor to the YOS to tackle this issue.
- 2.5 In the past 12 month Leeds YOS has made significant improvements in many areas of performance, a particular highlight relating to the development of a range of parenting interventions to engage parents in working to reduce offending or anti-social behaviour by their children.
- 2.6 Over the past twelve months, Leeds YOS has demonstrated considerable success in securing new funding. One highlight has been securing an additional £500,000 from the Youth Justice Board for the development of significant new services for young offenders with substance use issues. Leeds YOS has recently celebrated its fifth anniversary which it has marked by holding a major conference and a series of themed events highlighting the contribution of staff, partners and volunteers.
- 2.7 Leeds YOS remains one of the busiest services and practitioners hold some of the highest caseloads nationally. In 2004/05 5,600 offences were recorded as being committed by 2,700 young people aged 10-17. Around 3% of all 10-17 year olds in Leeds were warned or convicted for an offence in 2004/05 and this figure is similar to most authority areas but less than many other core cities. Around 8% of all looked after children aged 10-17 committed an offence in the same period. Although looked after children continue to offend at a rate that is higher than their peers this has significantly reduced from 15% in 2003/04. The YOS worked directly with 2,300 individuals convicted or warned of an offence. A total of 223 young people received a custodial sentence. This equates to almost 12% of all Court sentences and is

significantly higher than most other authority areas and the Youth Justice Board target of 6%.

- 2.8 The YOS can evidence that it is making a significant contribution to reducing reoffending by young people which is now more than 7% lower than a baseline set in the year 2000. Leeds YOS is one of the few services to hold Investors in People award in its own right. The YOS is working towards ensuring that 80% of all practitioners undertake the YJB sponsored Professional Certificate in Effective Practice. The Youth Justice Plan outlines how this commitment assists Leeds YOS to be able to work creatively with young people, their families and victims through its innovative, motivated and diverse staff team and enable young people to stop offending and become positive citizens.
- 2.9 Leeds YOS is currently working closely with partners to further develop comprehensive preventative services for young people at risk of offending or anti-social behaviour. Leeds is nationally recognised for its five junior and two senior Youth Inclusion Programmes which work with those identified as at risk of anti-social behaviour or offending. More than 750 young people received these services in 2004/05. However there is significant scope for increasing preventative work if resources become available. Leeds YOS anticipates that it will be successful in drawing down further central government money to expand its preventative initiatives in 2005/06 which can also include work with parents.
- 2.10 The YOS continues to work closely with both the emerging Safer Leeds Partnership and the Children's and Young Persons Strategic Partnership. As a result Leeds YOS is well placed to contribute to the prevention agenda and foster linkages between the community safety and the Every Child Matters agenda.

3.0 RECOMMENDATIONS

- 3.1 At today's meeting the Board is asked to consider the response that has been prepared and the progress being made to address youth crime activity in the City.
- 3.2 Subject to any amendments being made at the request of Executive Board that this Youth Justice Plan be referred to Council.
- 3.3 The Executive be authorised to make any necessary in-year amendments to the Plan subject to the amendments being reported to the next available Council meeting



Youth Justice Plan

2005 – 2006

**Contact : Jim Hopkinson
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A. SUMMARY

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Please have the **chair of the steering group** provide an **overview** how the Yot delivers youth justice services in its area including a review of performance over the preceding year, making reference to Asset data, information on the performance measures, the results of EPQA self assessments, action on EPQA improvement plans and the main findings arising from the analysis of the re-offending cohort evaluation.

Please summarise the **key objectives for the forthcoming year**.

Assessment from Paul Rogerson Chair of YOS Partnership

“As Chief Executive I have continued to chair Leeds Youth Offending Service Partnership which meets regularly to oversee performance, budgets and developments. This structure keeps all partners well informed of progress. It has been pleasing to observe that attainment over 12 of the 13 key performance indicators has increased over the past 12 months. The YOS Partnership is also pleased to observe that the inclusion of selected YOS KPIs within the Annual Performance Assessment has enabled Leeds YOS to work closely with partners to ensure that issues of access by young people to education, training and employment is addressed with renewed vigour.

Over the past 12 months, Leeds YOS has demonstrated considerable success in securing new funding, and is to be commended for developing significant new services for young offenders with substance use issues. Leeds YOS has recently celebrated its 5th anniversary which it has marked by holding a series of themed events highlighting the contribution of staff, partners and volunteers

Leeds YOS remains one of the busiest services in the country and YOS case managers hold high caseloads. It is to the credit of all staff in the YOS that rates of recidivism are now more than 7% lower than a baseline set in the year 2000. Leeds remains committed to working to promote social inclusion which in turn will reduce the risk of young people committing offences. Leeds YOS has demonstrated that it is able to work creatively with young people, their families and victims through its innovative, motivated and diverse staff team and enable young people to stop offending and become positive citizens.”

The YOS continues to work closely with both the emerging Safer Leeds Partnership and the Children’s and Young Persons Strategic Partnership. As a result Leeds YOS is well placed to contribute to the prevention agenda and foster linkages between the community safety and the Every Child Matters agenda.

B. LOCAL PLANNING ENVIRONMENT

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Please describe your **local planning environment** focusing on those elements that support or perhaps hinder delivery of Yot objectives. Please outline how the Yot currently links with other partners and partnerships that have complementary targets / objectives as well as those areas where there may be some conflict and how these conflicts can be addressed, focusing specifically on how equivalent links are maintained with partners in Children's Services and partners in Community Safety/ Criminal Justice.

Leeds YOS continues to engage actively with both children's services and community safety. Leeds YOS is hosted within Social Services structures but maintains close linkages with the Safer Leeds Partnership.

The YOS manager is a member of the executive of Leeds Children's and Young Persons Strategic Partnership (CYPSP). The YOS contributes to all CYPSP wedge based groups and to a significant number of CYPSP development groups (including developing the vision and common assessment framework). Leeds CYPSP is engaged in the process of finalising its vision for reformed Children's Services and the YOS will remain fully engaged in these processes, however no decision has yet been taken as to the final relationship of the YOS to the reformed structure.

The YOS manager is a member of the Area Child Protection Committee (ACPC) and will take this commitment forward into the emerging Safeguarding Boards. The YOS manager is a member of Leeds Children's Fund executive and also the Connexions Local Management Committee both of which have been a vehicle to promote a number of initiatives and activities associated with the reduction of offending.

The YOS is pleased that agreement has now been reached for YOS performance to contribute to the assessment of overall local authority performance via the Annual Performance Assessment (APA) process. This includes the requirement to ensure that 90 % of young offenders access full time employment, training or education which represents the only target where YOS performance actually declined over the past 12 months and it is hoped that this will provide some leverage in the work of the YOS with partners who jointly own this target.

The YOS manager attends Community Safety SMT meetings and is a member of the Safer Leeds Partnership Board (CDRP). In 2004/05 young people were not identified by the CDRP as a priority area in their own right. Although young people cross cut all CDRP priority themes this arrangement has made it more difficult for the YOS to secure funding for its activities through Safer Leeds funding streams. The YOS manager will provide a linkage between the CYPSP and the Safer Leeds Partnership and it is hoped that this will assist to raise the profile of young people as a priority group within the Safer Leeds Partnership. The YOS remains grateful to Safer Leeds Partnership for its continued support of its Restorative Justice Initiatives.

Leeds YOS has engaged fully in the Prolific and Priority Offender Strategy and sit on strategic and operational groups. Around one third of the most prolific offenders in Leeds are known to the YOS and the YOS has successfully established systems to work with Safer Leeds partners to manage this group. The Prolific and Priority Offender Strategy has three strands and the YOS has been asked to take a lead on the prevent and deter strand, including submitting an action plan to Government Office. The plan includes an analysis of resources required to provide a targeted prevention service to young people who have not yet offended and enhanced supervision to known young offenders identified as being on the cusp of becoming prolific offenders. Both elements require resources which Government Office suggest should be met by the Safer Leeds Partnership. The YOS recognises that Safer Leeds have competing demands and have met with Government Office to introduce some realism into the funding debate. The YOS is keen to introduce a Youth Inclusion Support Panel and further Youth Inclusion Projects to high crime areas of Leeds and continues to liaise with the Youth Justice Board to identify funding.

Leeds YOS continues to engage actively with area based community safety partnerships and Anti-Social Behaviour panels. Leeds YOS remains committed to the model of ensuring that before a decision to proceed with formal anti-social behaviour orders is made, young people should be offered the opportunity to change their behaviour through parenting support, supported acceptable behaviour contracts and referrals to diversionary activities such as Positive Activities for Young People. Although progress has been made the YOS is not satisfied that sufficient resources are available to work with young people and their families prior to an application for an anti-social behaviour order. It is clear that work associated with breaches of anti-social behaviour have added significantly to YOS workload.

The YOS continues to contribute to the Local Criminal Justice Board at a variety of levels and the YOS Manager represent all 5 West Yorkshire YOTs on its Race Action Group. It is clear that the Narrowing The Justice Gap agenda has had a significant impact on YOS work with first time entrants increasing by 7% over the past 12 months.

C. DRIVERS OF PERFORMANCE

C.1 GOVERNANCE AND LEADERSHIP

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Please provide an overview of the strategic direction of the Yot. Please also complete **Table A** on the composition of the Management Board.

Leeds YOS Partnership (management board) meets 4 times a year and is chaired by the Chief Executive. In 2004/05 the partnership was expanded to include representation from West Yorkshire Magistrates Courts, Housing and a representative to assist the Partnership to properly address diversity issues.

Partnership meetings are timetabled to take place directly after the YOS has completed quarterly monitoring returns to the YJB thus enabling the partnership to maintain a real time overview of performance. Meetings enable partnership members to consider resources available to the YOS, receive an overview of effective practice quality assurance and other developments within the YOS and assist the YOS with strategic planning.

Information flows from Partnership meetings to weekly management meetings. These focus on Strategic, Operational and Performance issues in turn. Information is then devolved to team meetings which are held fortnightly. Whole YOS briefing events take place every 6 weeks.

The YOS manager is line Managed by a Chief Officer within social services.

C.2 TABLE A: COMPOSITION OF MANAGEMENT BOARD

Name	Agency representing	Post in agency	Ethnicity	Gender
Chair: Paul Rogerson	Leeds City Council	Chief Executive	White UK	Male
Jim Hopkinson	Leeds Youth Offending Service	Head of Service	White UK	Male
Edwina Harrison	Leeds Social Services	Chief Officer	White UK	Female
Andrew Chandler	National Probation Service	Assistant Chief Probation Officer	White UK	Male
Jean Baker	Leeds Health Authority	Director of Children's Services	White UK	Female
Trevor Kerry	West Yorkshire Police	Superintendent & Chief Officer, Leeds Community Safety	White UK	Male
Carol Jordan	Education Leeds	Strategic Manager	White UK	Male
John Paxton	Youth Service	Head of Youth Service	White UK	Male
Shaid Mahmood	Connexions West Yorkshire	Partnership Manager	Asian or Asian British	Male
Derek Middleton	Her Majesty's Courts Service – West Yorkshire, Leeds Magistrates Court	Legal Manager, Leeds Youth Court	White UK	Male
Tom Wiltshire	Neighbourhoods and Housing	Housing Needs Manager	White UK	Male
Rehana Minhas	Education Leeds	Strategic Manager	Asian or Asian British	Female

PERFORMANCE AND QUALITY SYSTEMS

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Please describe the systems in place for **managing performance and ensuring quality of practice**, including arrangements to ensure **data accuracy**.

Leeds YOS is committed to producing accurate and validated data to inform its service planning and performance management.

The Service employs an Information Manager and Information Officer who have responsibility for the collation, validation and interpretation of data recorded through our Youth Offender Information Systems (YOIS) database. Key findings are shared with the YOS Partnership, the YOS staff team and other stakeholders. The information manager takes responsibility for developing action plans to address recording issues, particularly the implementation of systems to accommodate new requirements for information requested by the YJB or other stakeholders. Operational Managers have functional responsibility for practice and performance in specific areas, including national standards and effective practice quality assurance.

Leeds YOS employs a number of Practice Managers with responsibilities which include working with staff to ensure that practitioners accurately record data from which management information is derived. Individual staff are held to account for their compliance with data recording.

Leeds YOS is increasingly confident about the quality and validity of its data. YOIS is used to inform workload management, workload allocation and service planning. ASSET (assessment) scores have been used to contribute to processes for the identification of potential prolific and priority offenders. Leeds YOS has utilised its ASSET database to commission research into offending patterns, offender needs and ethnicity.

Leeds YOS has engaged in the EPQA process, including file and YOIS audits. The validation of our EPQA assessments by YJB monitors indicates that Leeds is robust and accurate in its self assessment processes.

C.3 RESOURCES

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Please provide a **summary of the financial and programme resources** available for the coming year. Please complete **Table 26, Table 27, Table 27a and Table 27d.**

C.3.1 Financial resources

Overview of financial resources including any particularly significant changes in resources:

All partner agencies, with the exception of Probation have agreed to increase their level of contribution to the YOS pooled budget by a figure to include inflation. The probation budget has been increased by just 0.5%, (including the staff element) which equates to a decrease after staff incremental payments are accounted for. The resulting reduction of the cash element available will present genuine problems for the YOS as the cash element is an essential mechanism to assist the delivery of performance measures set by the YJB. Options to manage this shortfall are currently under discussion.

The YOS faces a significant increase in workload as a result of anti-social behaviour legislation, the Narrowing the Justice Gap strategy and the Prolific and Priority Offender strategy with no additional resources currently available to deliver these strategies. Following the YJB guidance "Sustaining the success", the YOS partnership received a costed service improvement plan which would enable the YOS to meet some of these requirements but the genuine commitment of partner agencies to assist must be set against their own significant budget pressures.

The YOS has received significant new ring-fenced funding from the YJB through Resettlement and Aftercare Provision (RAP) and a Community Substance Misuse Grant (CSMG). It is hoped that further YJB funding for preventative activities will be identified in 2005/06.

Many grants are currently scheduled to expire in March 2006 (including RAP, CSMG, ISSP, Connexions, Safer and Stronger Communities funding for Restorative Justice) and although the YOS is confident that it will be able to make a case for continued funding, temporary contracts and short term funding adversely affect the ability of the YOS to recruit staff.

Accommodation has remained a significant issue for the YOS. A number of teams have outgrown their accommodation. Suitable accommodation in central Leeds to deliver a service accessible to young people is at a significant premium reflecting the current prosperity of Leeds City Centre. The ISSP, RAP and South team premises in Holbeck may also come under pressure as surrounding buildings are gentrified.

Table 26: Services planned for the financial year 2005 – 2006

Where services straddle different stages, the budget allocation should reflect the extent resources are used in each stage of the process.

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Core activity	Budget expenditure (£)
Preventive services	955,780
PACE Services	69,810
Pre-court services	168,220
Court-based services	304,140
Remand services	138,350
Community-based services	1,978,100
Through care / after care	549,240
Other orders	1,776,470
Total:	5,940,110

Table 27: Youth Offending Team Budget Financial Year 2005 – 2006 – Sources

When completing this table 'payments in kind' should include charges for shared equipment, the use of accommodation and management costs etc.

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Agency	Staffing costs (£)	Payments in kind – revenue (£)	Other delegated funds (£)	Total (£)
Police	224,600	0	73,890	298,490
Probation	291,900	85,000	0	376,900
Social Services	1,907,250	0	564,500	2,471,750
Education	170,150	0	96,580	266,730
Health (from Table 27d)	118,000	0	26870	144,870
Local Authority Chief Executive	0	0	0	0
Additional Funding (from Table 27a)	2,059,900	0	321,470	2,381,370
Total	4,771,800	85,000	1,083,310	5,940,110

Table 27a: Additional sources of income

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Additional source	Amount (£)
Single Regeneration Budget	
European Funding	
Youth Justice Board	1,933,590
Other	447,780
Total (for inclusion in Table 27)	2,381,370

Table 27d: Health service contributions to the Youth Offending Teams

The total of 27d should be equal to the role in table 27 called 'health.'

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Health contribution: Funding source	Amount (£)
Source 1:	144,870
Source 2:	
Source 3: (etc)	
Total (for inclusion in Table 27)	144,870

C.3.2 PROGRAMME RESOURCES

Overview of programme resources including services to meet specialist needs:

Within the YOS there are a range of programmes that are run by YOS staff, or in partnership with other agencies, and are exclusively for YOS users. Examples include:

- Car crime group
- Weapons awareness programme
- Retail theft initiative
- D'Fuse and Short Fuse anger management programmes
- Respect programmes (sex education and treatment for sex offenders)
- Parenting Programmes (workshops and individual)
- Referral Order Saturday group
- Referral Order Reading Scheme
- Fire Service Reparation Scheme
- A large variety of bespoke or group based reparation programmes

The YOS has also developed a range of links to specialist provisions so that it can refer young people to these services. These programmes include:

- Psychotherapy groups and general support groups run by CAMHS for young women including those who have been sexually abused and those who self harm.
- The 'bereavement, loss and trauma group' run by CAMHS for young people and their families who have experienced bereavement (usually in tragic circumstances, or some other significant event such as victims, witnesses to severe domestic violence, or have experienced kidnap)
- Leeds bereavement forum for people who have been affected by suicide (young people and their families).
- Surviving trauma after rape (star project) support for boys and girls over 14 who have been affected by these issues
- Sad Events Team run by the social inclusion service work with children who have experienced a significant sad event or bereavement
- The Market Place for general counselling for young people
- National autistic society for advice to those particularly who are affected by asperger's syndrome
- Gaspd for parents of drug users
- STOP anger management project (start treating others positively). The YOS refers 17 and 18 year olds and some male parents to this

project (17 and 18's and dads as well)

- BART clinic at CAMHS for ADHD
- Early intervention team run by CAMHS for young people who you suspect may be at risk of developing a psychosis
- Touchstone project for over 16s from black and ethnic minority groups who have a mental health problem. Advice, support, activity, food club and counselling
- 4 Tiers of programmes to address substance misuse – in partnership with Base 10, Leeds Addiction Unit and Leeds Social Services
- Structured programmes of resettlement with Foundation Housing and Leeds Housing Concern.
- Leeds Racial Harassment project – programmes on understanding racism.

C.4 PEOPLE AND ORGANISATION

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Please consider both **workforce planning** issues (e.g. how many staff are in post, any plans for recruitment or reduction in staff numbers) and **workforce development** plans (e.g. leadership skills development for managers, specialist staff, general training and development). Remember to include volunteers in this analysis – particularly recruitment and training – in keeping with 2005 being the Year of the Volunteer. Please include an organisation chart for the Yot at Appendix A.

C.4.1 WORKFORCE PLANNING

Overview of workforce planning including volunteers and staff in agencies providing service under contract:

The staff group within Leeds YOS is racially diverse and the percentage of BME staff within the service (14.72%) is much greater than the percentage in the general population of Leeds as defined in the 2001 census (8.2%). The YOS has two BME managers, one Asian and one Black. The workforce includes a higher number of female staff (82) than male (47), there is a good range of age and experience and several staff with disabilities. The YOS accommodates a range of family friendly flexible working patterns. The profile of the staff group is reviewed regularly and the YOS continues to actively seek to recruit a diverse workforce.

Qualifications, Recruitment and Retention

Specialist staff (e.g. Police Officers, Nurses) who are seconded to the YOS are subject to their home agency's qualification framework. Of our 66 mainstream YOS workers 24 are qualified (holding a Social Work, Probation or Youth and Community professional qualification) and 42 unqualified. Recruitment usually attracts a good quality field of applicants, in particular a massive amount of interest in the unqualified posts from people with the appropriate skills for the work.

Currently there is no in-house structure to allow unqualified staff to progress to qualified status. Appraisals and supervision demonstrate that many enthusiastic members of staff want to progress in the youth justice field. A number of staff have now completed the YJB sponsored Professional Certificate in Effective Practice (PCEP) – but this does not give qualified status. The intention is to recognise the Youth Justice Foundation Degree as equivalent to a professional qualification but access is likely to be limited. Regrettably this presents a real barrier in terms of workforce planning and the YOS aspirations to 'grow our own' staff.

A major factor impacting on recruitment and retention is the large number of fixed term contracts within the service (69) compared to permanent posts (38). This is a result of the numerous short term funding streams which prevent the YOS from advertising posts on a more permanent basis, even where there is every likelihood that funding will continue. Qualified staff working in other agencies are reluctant to leave secure posts to risk a fixed term contract arrangement and staff are continually anxious about the future of their employment.

Over the last year Leeds YOS has amalgamated the job descriptions of unqualified workers and also completed a similar exercise for operational managers. The YOS have brought in a policy covering staff moves. The new arrangements provide greater consistency across the work and ease interchangeability between teams and the diverse aspects of YOS service delivery.

The YOS continues to rely on volunteers for effective service delivery. The YOS volunteer co-ordinator and a mentoring co-ordinator provide high quality accredited training and supervision to volunteer panel members, appropriate adults and mentors. Many volunteers progress to paid employment in youth justice or related fields.

The Leeds YOS has continued to grow in size. The changes in personnel and the increase in newer staff have impacted positively on the culture of the workforce. In general there is a strong sense of willingness and enthusiasm from staff that is reflected in the services provided to young people.

Leeds YOS has been reassessed for its Investors in People status and remains one of the few services in the country to hold this award in its own right.

Table 25a: Staff in the Youth Offending Team (by headcount)

	Permanent	Fixed Term	Seconded Social Services	Seconded Probation	Seconded Police	Seconded Health	Seconded Education	Seconded Connexions	Seconded Other	Outsourced	Temporary	Vacant	Total
Managers Strategic	4	0	0	0	0	0	0	0	0	0	0	0	4
Managers Operational	3	3	0	1	0	0	0	0	0	0	0	1	8
Senior Practitioners (FT)	2	5	0	0	0	0	0	0	0	0	0	0	7
Senior Practitioners (PT)	1	1	0	0	0	0	0	0	0	0	0	0	2
Practitioners (FT)	16	53	0	6	5	2	4	0	0	1	3	4	94
Practitioners (PT)	3	0	0	0	0	0	0	0	0	0	0	0	3
Administrative	9	7	0	0	0	0	0	0	0	0	0	0	16
Sessional	0	0	0	0	0	0	0	0	0	0	0	0	0
Student/Trainees	0	0	0	0	0	0	0	0	0	0	0	0	0
Volunteer	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	38	69	0	7	5	2	4	0	0	1	3	5	134
Gender/Ethnicity													
White Male	12	16	0	2	2	0	0	0	0	1	2		35
Black Male	1	5	0	1	0	0	0	0	0	0	0		7
Asian Male	1	3	0	0	0	0	0	0	0	0	0		4
Mixed Race Male	0	1	0	0	0	0	0	0	0	0	0		1
Chinese/Other Male	0	0	0	0	0	0	0	0	0	0	0		0
White Female	21	39	0	4	3	2	3	0	0	0	3		75
Black Female	1	2	0	0	0	0	0	0	0	0	1		4
Asian Female	0	1	0	0	0	0	1	0	0	0	0		2
Mixed Race Female	0	1	0	0	0	0	0	0	0	0	0		1
Chinese/Other Female	0	0	0	0	0	0	0	0	0	0	0		0
Total	36	68	0	7	5	2	4	0	0	1	6		129
Welsh Speakers	0	0	0	0	0	0	0	0	0	0	0		0

C.4.2 Workforce development

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Overview of workforce development including volunteers and staff in outsource agencies:

Workforce Development

Leeds YOS training plan for 2005/6 reflects both initiatives to drive forward training and development linked to the performance management framework, and those to provide ongoing foundation training to capture new staff and ensure maintenance of core skills and specialisms.

Links to Performance Management Framework

Identified lead managers/key staff are developing INSET training from the materials provided by the YJB, and further training around APIS and ETE is being delivered early this year to coincide with the key messages and learning from the EPQA audit and review. Remand Management and Resettlement INSET training will come on stream later in the year (August/September) and Offending Behaviour INSET is being delivered on a team basis at each of our 8 teams' planning days through May and June. This also links to staff training on the use of 'Teen Talk' resources that we have recently purchased and which will enable consistent delivery to young people of programmes based on 'what works'. Our IT training schedule reflects needs identified through the recent National Standards audit as well as new skills required as we move to YOIS Plus. Monthly Briefings continue to update staff on progress against the 13 performance targets and flexibility in the training plan allows for additional training to be included where deficits are identified.

Links to National Qualification Framework

Nine members of staff have completed PCEP and currently there are two people undertaking the Gateway programme and eleven on PCEP. These consist of people in a wide range of posts in the service including seconded staff. There is a high level of interest in the Foundation Degree and a sense of disappointment that this is not available. Staff were led to believe that there would be opportunities from spring 2005 but the earliest we can now expect any progress is September. New staff coming into the service are keen to progress and make a career in the youth justice field. In the absence of any other in-service routes to become eligible for 'qualified' posts we have several staff applying to undertake the Youth and Community Diploma on a part-time basis.

The only INSET training provided directly by YJB this year will be on Risk Management and Leeds YOS will access as many places as possible.

Links to Staff Appraisal System

The YOS places a high value on its appraisal system which has been in development for three years and is now embedded into practice. All staff have recently been issued with personal wallets to store copies of appraisals and guidance. The YJB is developing a framework for this and from the brief details that have been shared so far it is pleasing to see that this is a very similar model. Appraisals identify training needs and thus inform the training plan and training planning. Improvement plans are required from anyone receiving a 'D' in any area of their work. A feedback loop to identify what people have learned from training and to ensure quality assurance is in place.

Training for Specialist Staff

All seconded staff have access to training information and opportunities from their home agency and the YOS Training Officer has links to the relevant training departments. Specialists such as Nurses and Substance Use workers receive regular additional clinical supervision from a specialist in their field and this serves to identify any gaps.

Training in specialist areas of work within the service is included in the Training Plan.

Management and Leadership Training

Within recent months one manager has successfully completed a MBA and one has achieved the OPM Partnership Management qualification. Four Managers have commenced the 'Transformational Management Training' (for managers in Children's Services) at Leeds Metropolitan University.

The two senior managers are currently involved in a 360-degree feedback exercise, inviting comments on their management and leadership from staff and peers.

Volunteer training

With the advent of the new RAP team the service is developing a team of volunteer mentors for young people and our new Co-ordinator has devised and is delivering a core-training package to newly recruited mentors. The other two main areas of volunteer involvement are as Youth Panel members and in attending PACE interviews. With approximately 1500 Panels and 1200 PACE interviews per year recruitment and training are continuous throughout the year and are very intensive in terms of human resources. The training provided is now accredited through the Open College Network and there is input to the course from a local F.E. college acting as facilitators for the accreditation. Retention of volunteers in these areas is an issue and we are planning to commission research into aspects of 'drop-out' of Panel members in the near future.

The service greatly values the contribution that volunteers make to the work and we wish to support them well. We have applied to be considered for the Investors in Volunteers Award and this will be taken forward over the coming year.

Links with local providers

As mentioned above we link with a local FE college in training volunteers and we have strong links with Leeds Metropolitan University for NVQ qualifications undertaken by our administrative staff and for the management training. Sheffield Hallam University delivers PCEP and course leaders sit on the Regional HR and Learning Steering Group which we attend on a regular basis. The LSC are valuable consultants and provide information to our Training Officer on what is available.

We have strong linkages with the Policy Research Institute at Leeds Metropolitan University and the Centre for Criminal Justice Studies, University of Leeds who have been involved in evaluating aspects of our work and are undertaking related research for us.

We accommodate a range of students on placement or undertaking research from surrounding FE and HE establishments and have particularly strong links with the professional social work and youth and community providers. These have been useful sources of recruitment in some cases.

DELIVERY PLAN

D. PREVENTING OFFENDING AND MINIMISING THE USE OF CUSTODY

PREVENT OFFENDING

Overview: including review of the past year, performance against KPIs and highlights of plans for the coming year:

Leeds YOS has worked hard in the last 12 months to increase the emphasis on prevention. Leeds YOS has ensured that more than 750 young people in Leeds received targeted prevention (far in excess of the YJB target of 200 young people). Leeds YOS works closely to support the work of 2 Senior Youth Inclusion Programmes (YIPs) and 5 Junior YIPs. Both Senior YIPs have received excellent Quality Assurance assessments from the Youth Justice Board. The Junior YIPs, (developed in partnership with the Leeds Children's Fund in 2003) are starting to reach a stage of maturity and are making excellent progress in delivering interventions to young people aged 8 – 12 at risk of offending, anti-social behaviour or school exclusion.

In addition Leeds YOS has worked in partnership with Positive Futures and Positive Activities for Young People (PAYP) to target and engage young people identified by a referral matrix as being most at risk. This has included an agreement to ring fence PAYP keyworker referrals to the YOS and Anti-Social Behaviour Unit

Leeds serves a population of around 750,000. Large areas of the city, including some crime hotspots are outside the geographical remit of existing YIPs. It is clear that Leeds could sustain further YIPs and wedge based Youth Inclusion and Support Panels (YISPs). These gaps in provision have been outlined in the Prevent and Deter Action Plan submitted to Government Office (part of Leeds Community Safety Partnership's Prolific and Persistent Offender Strategy). No funding has yet been identified locally to meet the significant costs of wedge based YISPs or further YIPs. It is understood from the Youth Justice Board that the spending review 2005 has earmarked additional funding for YIPs and YISPs and Leeds YOS is confident that it will be in a good position to bid for additional resources when this is made available.

The YJB has imposed a new target relating to the number of first time entrants into the Youth Justice System. In 2005/06 there was a 7% increase in first time entrants and a particular increase in reprimands for minor offending (though no increase in offending overall). This reflects the significant improvements by West Yorkshire Police in bringing offenders to justice and the *Narrowing the Justice Gap* initiative. It appears that young people are now being prosecuted for behaviours which may, in the past, have not been recorded as an offence. This initiative is being monitored by the Local Criminal Justice Board (of which the YOS is a member) but is in direct conflict with the YOS prevention target.

Data:

KPI: 04/05 actual and % against target	773 (286% above target of 200)
KPI: 05/06 target: Leeds YOS locally set target is to reduce first time entrants to criminal justice system by 5% from base line of 2076 in 2004/05	New Target

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Senior YIPs : YOS to provide referrals and management support
- Junior YIPs: YOS to provide referrals and management support
- Work towards mainstreaming YIPs within city wide preventative strategy
- Family Group Conferencing: YOS to provide referrals and management support
- Parenting interventions: YOS to second worker, provide referrals and management support
- Ensure services are “joined up” with Leeds Preventative Strategy, Leeds Children and Young Persons Strategic Partnership, Positive Activities for Young People (PAYP), Positive Futures, Children’s Fund and other relevant partnerships
- YOS – SSD strategic liaison group to co-ordinate preventative work with looked after children (LAC)
- Develop protocol covering the prosecution of looked after children with Police and Social Services
- Engage with Anti Social Behaviour unit to develop co-ordinated responses to ASB
- Work strategically with Youth Service, Anti-Social Behaviour Unit to ensure the most effective referral to Connexions / PAYP keyworkers
- Work with Youth Justice Board and Safer Leeds Partnership to identify sources of funding to expand YIP or YISPs in Leeds
- Incorporate relevant recommendations from race action plan

Barriers to achieving target:

- Identification of funding to create further YIPs or YISPs to meet assessed need within Prevent and Deter Strategy
- Match funding for YIPs – difficulties in securing funding *in cash* as opposed to *in-kind*
- Limited geographical range of YIP

Links to agency partners:

- Leeds Children’s Fund – commission junior YIPs, FGCs and parenting support for Junior YIPs
- Youth Service – provide buildings, rent and other support to some YIPs, co-ordinate PAYP and Out of School Activities
- Education and Social Services - linkages to YIPs, BEST teams etc
- Police – linkages to YIPs

- Anti-Social Behaviour Unit – YOS – ASB protocol
- Crime Concern, NACRO and BARCA – delivery agents for YIPs

INTERVENE EARLY

Overview: including review of the past year, performance against KPIs and progress against EPQA improvement plans, and highlights of plans for the coming year:

Leeds YOS has consistently delivered a high number of interventions to young people referred for final warning assessments. Leeds YOS follows YJB and ACPO good practice guidelines and operates a 'clinic system' for the delivery of final warnings.

Young people referred by the police are initially assessed by a YOS police officer. Following this assessment young people, for whom final warnings are recommended, are returned to a police station for the delivery of a final warning in accordance with the principles of restorative justice. The YOS is currently working with the police to consider further training for police officers engaged in the delivery of final warnings given that staff turn over since the last cohort of training has led to some inconsistencies in the delivery of final warnings.

A final warning review and development group meets quarterly to maintain high standards of practice and to ensure that interventions are proportionate and related to ASSET and that action points from our Effective Practice Quality Assurance (EPQA) are incorporated into work. Leeds YOS has achieved the highest possible rating of 3 in it's EPQA.

In 2004 Leeds YOS set up a retail theft group to work with young people warned or charged for this offence. This operates a restorative model and incorporates representatives from the retail trade. More than 100 young people have completed the programme and reoffending has been tracked. Evaluations of the programme have been extremely positive.

The YOS has experienced a 28% increase in the number of reprimands over the last 12 months which is associated with the Narrowing the Justice Gap initiative. Over time this is predicted to translate into an increase in final warnings.

Data: Final Warnings

KPI: 04/05 actual and % against target	88.8%	EPQA: 03 rating	1
KPI: 05/06 target	80.0%	EPQA: 05 result	3

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- All Final Warning referrals offered a minimum of 2 appointments prior to recording "no intervention"
- Work with Police to ensure final warnings delivered in line with the principles of restorative justice, including refresher training
- Greater use of home visiting and inclusion of parenting work within change programmes
- Effective use of Final Warning ASSET and `What do you think` ASSET

- Ensure restorative processes are part of the assessment for every order and the victim is consulted if appropriate
- Extensive menu of provision to which young people on Final Warning programmes can be referred
- Use of ASSET scores to determine intensity of Final Warning programmes
- Develop strong links between Final Warning practitioners and YOS primary mental health staff, substance misuse staff, education secondees and Connexions service
- Refer young people to PAYP, YIPs (etc) as appropriate
- Monitor those cases receiving Referral Orders without previous Final Warning and share any learning with the Police
- Implement EPQA improvement plan
- Utilise Acceptable Behaviour Contracts where this will add value to Final Warning
- Incorporate relevant recommendations from race action plan
- Development of protocol with First Bus to divert young people away from court

Barriers to achieving target:

- Young person/family decline Final Warning intervention
- Delays in receipt of Police paperwork (Form 84s) and insufficient victim details transferred from Police to YOS
- Analysis of Referral Orders demonstrates that some young people taken to Court may be eligible for a Final Warning. Intervention with these young people is therefore delayed
- Offenders whose ASSET intervention indicates low need for intervention

Links to agency partners:

- Police – development of Final Warning Clinics
- Incorporation of restorative justice interventions into Final Warnings

PROVIDE INTENSIVE COMMUNITY SUPERVISION

Overview: including review of the past year and highlights of plans for the coming year:

Leeds YOS Intensive Supervision and Surveillance Programme (ISSP) team has expanded considerably in 2004 and continues to provide 25 hours per week of timetabled structured activities for young people. The volume of activity of Leeds ISSP has justified a decision to separate it into two area teams. Each geographic area team covers half the city (and links with 2 wedge based operational teams). Leeds YOS has continued to exceed targets set by the YJB with regard to numbers of young people starting ISSP. If additional capacity was made available, the YOS would seek to expand the places available to young people leaving custody.

In summer 2004, Leeds YOS established extended ISSP, one of 9 national pilots. Leeds YOS has worked closely with the Crown Court to identify young people suitable for extended ISSP. This project has had considerable success. Extended ISSP (which doubles the duration of intensive activities from 3 months to 6 months) was formally launched in September 2004 at an event attended by around 100 delegates with Rob Allen, Youth Justice Board member the key note speaker.

An analysis of ISSP indicates that, although the majority of young people reoffend within a 12 month period, those that have reoffended have done so less seriously and less frequently than in the equivalent period before ISSP. ISSP has robust breaching procedures, and breach can be utilised as a constructive mechanism for getting young people through their orders. New counting rules indicate that ISSP must now ensure that 60% of all orders are completed successfully (without breach or reoffending). It is imperative that ISSP prioritises prolific and priority offenders and seeks to meet other YOS performance targets (e.g. reducing custody). This, potentially conflicting new target, will represent a major challenge.

In January 2005, Leeds YOS went live with its Resettlement and Aftercare Provision (RAP). Around 60 young custody leavers will have access to up to 25 hours per week intensive support. RAP is targeted at young people who have substance misuse and other related issues. Without RAP provision evidence has shown that many of these young people have difficulty negotiating their licence conditions and will return to custody shortly after release. Leeds YOS has moved quickly to establish, recruit and induct a RAP team consisting of 8 members of staff. There are overlaps with ISSP and the teams have established joint working arrangements where appropriate. In 2005/06 it is planned that housing support officers will join the team, and RAP is also negotiating to secure beds for custody leavers with housing providers in Leeds. RAP was formally launched in April 2005. A video has been made featuring the work of RAP which will be utilised to engage young people and provide a training tool for other RAP projects.

Those identified as prolific and priority offenders (PPOs) will be prioritised for ISSP or RAP services. An ISSP manager has taken the lead in our contribution to the multi-agency PPO strategy. The YOS has established robust intelligence exchange procedures, which can include joint police – YOS home visits where this is assessed as constructive to the management of the risk of reoffending.

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Assess all eligible young people for ISSP, extended ISSP or RAP, prioritising those identified as prolific or persistent offenders. Recruit housing needs assessment workers to join RAP in Partnership with Neighbourhoods and Housing.
- Work with education to ensure that all eligible young people on ISSP or RAP access full time education in a timely manner
- Continue to promote ISSP to sentencers including developing an understanding of what constitutes successful completion
- Ensure risk management strategies are in place for all ISSP and RAP clients
- Seek to develop RAP type service for young people pre-custody
- Incorporate relevant recommendations from race action plan
- Use Leeds YOS video conferencing facilities to communicate with secure estates

Barriers to achieving target:

- Availability of spaces for ISSP, especially for post custody ISSP where demand can exceed spaces available
- Availability of spaces for RAP is less than potential demand
- New counting rules targeting 60% successful completion may hinder ability of ISSP to accept higher risk individuals
- Some young people assessed as being in need of RAP services may decline

Links to agency partners:

- Police: exchange of information, particularly prolific and priority offenders
- HMYOI Wetherby: Identification of eligible young people, particularly RAP

REDUCE THE USE OF CUSTODY

Overview: including review of the past year, performance against KPIs and highlights of plans for the coming year:

Leeds YOS has struggled to impact on custody levels in 2004/05 and remains some way off the targets associated with both custodial remands and custodial sentencing. All recommendations from the Managing the Demand for Custody (MDFC) initiative have been implemented. The YOS manager and Court manager have close working relationships with the Chair of the Youth Bench. A senior Youth Court legal advisor sits on the YOS Partnership group and key agencies are aware of the YJB target.

An analysis of custodial sentencing amongst core cities shows wide variations in both the proportions of young people receiving custody and the proportion of custodial sentences made at the Youth Court (as opposed to the Crown Court). Leeds has one of the very highest rates of custodial sentencing in the entire country with the majority of these being made at the Youth Court. Leeds YOS race action plan also indicated that disproportionate numbers of young people from particular ethnic groups are over represented in custody and this is the subject of further analysis which is being conducted on behalf of Leeds YOS by the University of Leeds.

Through the MDFC project a multi-agency group sought to analyse additional action that could be taken by the YOS in every case that resulted in custody (including the quality of report writing). It is clear from this that the YOS was perceived to be providing high quality information to the court and thus decisions to remand or sentence people to custody were taken by magistrates after considerations of the individual factors associated with each offence and the circumstances of each offender.

Leeds YOS takes a robust approach to the enforcement of Court Orders and this, alongside breaches of anti-social behaviour orders may have contributed to an enhanced likelihood that young people appearing in court may be remanded or sentenced to custody. Leeds YOS has contributed to a number of studies associated with the impact of breaches of anti-social behaviour orders on YOS workloads and custody.

Leeds YOS has asked the Youth Justice Board to conduct a comparative exercise of custodial rates within Leeds against other core cities, mapping custodial rates against average gravity score of offence and considering the balance of custodial sentences passed at Crown and magistrates court.

Leeds YOS continues to promote confidence in robust community sentences to the Court and will work to bring good practice to the attention of the court through newsletters, conferences, and the early revocation of orders on the grounds of good progress.

Data:

KPI: 04/05 actual and % against target (remand)	49.1%	KPI: 04/05 actual and % against target (custody)	11.9%
KPI: 05/06 target	30.0%	KPI: 05/06 target	6.0%

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Act on findings of Race Action Plan, including disseminating to magistrates
- Prioritise Prolific and Priority Offenders (PPOs) for ISSP, extended ISSP or RAP as appropriate
- Utilise ASSET data to establish prevent and deter cohort and prioritise risk management and ISSP interventions with this group.
- Utilise police tasking meetings including intelligence and information sharing for PPOs and other priority offenders
- Monitor custody as agenda item on YOS Partnership and work with court users to promote Bail Supervision and Support Programme (BSSP), Remand to Local Authority Accommodation (RLAA)
- Inform sentencers and other Court staff through presentations and contributions to Youth Court User Group (etc) of issues associated with short custodial sentences and the efficacy of community alternatives
- Ensure systems in place to monitor and maintain high quality PSRs and BSSP reports
- Consistently provide BSSP alternatives for young people appearing at adult or Saturday courts
- Encourage feedback from Court as to why BSSP or RLAA not suitable when bail applications unsuccessful and monitor reasons
- Undertake mental health assessments of vulnerable young people at risk of custody
- Enhance the provision and use of stand down information at Court
- Ensure Court staff are proactive in bringing bail alternatives or promoting community sentences to the Court at the time of hearing
- Provide court with information on managing risk in the community for individuals
- Focus on remand management for EPQA audit in 2005

Barriers to achieving target:

- ASBOs – breach of ASBOs resulting in applications for remand in custody
- Expanded ISSP and RAP funding remains insufficient to meet potential demand for places, particularly DTO ISSP
- Following high profile cases, most offenders convicted of robbery receive custodial sentences
- Identification of suitable accommodation for those leaving custody
- Lack of suitable living accommodation for ‘older’ young people and limited suitable Local Authority placements for under 16’s

Links to agency partners:

- Police – intelligence exchange mechanisms
- YJB – performance support
- Careers/Connexions – Operational protocols, YJB/Connexions staff at Wetherby
- Education Leeds – through Behaviour and Attendance Unit
- Social Services – Accommodation protocols

REDUCE RE-OFFENDING

Overview: including review of the past year, performance against KPIs and highlights of plans for the coming year:

Leeds YOS has continued to engage in its primary aim of reducing and preventing reoffending employing a wide range of individual and group based interventions to meet the assessed risk of reoffending. All wedge based operational teams now have a practice manager to assist to ensure that interventions are in line with the key principles of effective practice and the recommendations of our EPQA. Members of all teams have now commenced or completed the Professional Certificate in Effective Practice (PCEP). Leeds YOS contributes to an impressive number of groupwork programmes that operate including a retail theft group, car crime programme, weapons awareness programme and robbery group. In 2005 Leeds YOS invested in 'Teen Talk' as an innovative way of working individually with young offenders.

Analysis from other core cities demonstrates that Youth Justice Officers in Leeds have the highest caseloads in the country. Caseloads regularly exceed 30 young offenders and the volume of work inevitably means that it is more difficult to target more intensively those young people who are assessed as at high risk of offending or at high risk of committing serious harm. As part of its prevent and deter action plan (contribution to the Prolific and Priority Offender strategy), Leeds YOS has identified that around 11% of all offenders are at significant risk of progressing to become prolific offenders. Leeds YOS has demonstrated that it requires a further 4 full time qualified officers to provide the capacity to properly work with these high risk young people. This has been communicated to the YOS Partnership through a service improvement plan, but, given other pressures, no agencies have been in a position to provide the required grant uplift.

Notwithstanding this Leeds YOS has recorded an overall decrease in reoffending by 7% since 2000, performance that places Leeds in the top quarter of YOT's in the country and one of the top core city performers. This exceeds the national target of a 5% reduction, although reoffending rates rose slightly between 2002 and 2004. Early intervention programmes including final warnings and referral orders have demonstrated particular success in terms of reductions in reoffending.

To be counted in the target an offender must be convicted of an additional offence within a 24 month period, which can include breach of an order. Leeds YOS takes a robust approach to breach and this increases the number of young people counted as reoffending. Leeds YOS can clearly demonstrate that both the seriousness and frequency of offending has diminished significantly post YOS supervision.

Data:

KPI: 04/05 actual and % against target	<u>59.3% (5.9% increase)</u>
KPI: 05/06 target* (note if locally negotiated target)	<u>5.0% reduction to 56.3%</u>

Actions to achieve the target :

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Seek to secure funding for additional staff to enable enhanced work with high risk individuals
- Share data with YOS partnership and other interested partners
- Ensure staff are trained in effective practice
- Build on EPQA action plan associated with assessment planning, intervention and supervision
- Continue to exchange intelligence of prolific offenders with police
- Utilise groupwork programme, specialist staff, ISSP, and RAP as indicated by ASSET
- Complete risk of serious harm action plans where indicated
- All staff to receive INSET offending behaviour training
- Promote use of Teen Talk focussed programmes based on 'What Works'
- Promote greater emphasis on varying methods to meet young people's learning styles
- Ensure intensity of intervention is linked to level of risk indicated by ASSET
- Incorporate relevant recommendations from race action plan

Barriers to achieving target :

- Excessive caseloads reduce ability of staff to provide enhanced supervision to high risk individuals
- Narrowing the justice gap, and more robust approach to breaches increases YOS workload

Links to agency partners:

- Police and partners in Prolific and Other Priority Offender Strategy
- YJB – INSET training
- Social services – LAC protocols

ENSURE THE SWIFT ADMINISTRATION OF JUSTICE

Overview: including review of the past year, performance against KPIs and highlights of plans for the coming year:

It is extremely rare for pre sentence reports (PSRs) not to be available on the day of Court. This measure counts process and it is clear that the Court have misidentified some persistent young offenders, adjourning cases for reports for more than 10 working days. This has caused the YOS to miss this target as our information system accurately counts PYOs. Work is being undertaken with the Court to address the issue of adjournments. One factor that will be considered is opportunities for Court staff to be more proactive in both identifying PYOs and assisting the court to avoid the need for an adjournment by suggesting that stand downs are produced as an alternative.

Both requests for PSRs and stand-downs have increased in the past 12 months, and new requirements to assess for dangerousness may increase demands further in 2005/06

Data:

KPI: 04/05 actual and % against target	65.4%
KPI: 05/06 target	90.0%

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Ensure practitioners correctly record PSR completion date on YOIS
- Ensure PSRs allocated to practitioners within one working day
- Practice Managers to provide robust, but fast quality control systems drawing on learning from managing demand for custody action plan
- Encourage Court to maximise the use of stand-down reports, including ensuring Court Officers are pro-active in bringing opportunities available to magistrates
- Distribute PSR information leaflets to offenders and parents / carers highlighting importance of co-operating with PSRs
- Utilise secure e-mail (when available) to speed up transfer of PSRs within relevant Criminal Justice Organisations
- Ensure advance disclosure information is obtained on day of court where possible
- Use of PYO Tracker
- Incorporate relevant recommendations from race action plan
- Regular meeting of PSR writers forum to ensure consistency of practice

Barriers to achieving target:

- Efficacy of producing PSRs for Crown Court within National Standard timescales when listed well outside National Standards (e.g. to tie up with sentencing of co-defendant after trial) PSRs written in line with National Standards could be out of date and less useful to the Court in these circumstances
- Delays in receiving Advance Disclosure from CPS
- Demand for PSRs is difficult to predict
- Difficulty of some young people not attending PSR interviews as requested
- Time taken accessing young people on remand

Links to agency partners:

- Good working relationships with Courts, CPS, Criminal Justice Board and other Court Users
- Monthly meeting with Chair of Youth Bench and clerks

E. ACHIEVING IMPROVED OUTCOMES FOR CHILDREN AND YOUNG PEOPLE WHO OFFEND

ENSURE EFFECTIVE AND RIGOROUS ASSESSMENT

Overview: including review of the past year, performance against KPIs and progress against EPQA improvement plans, and highlights of plans for the coming year:

Leeds YOS has worked hard to put into place necessary mechanisms to ensure that ASSET assessments are completed as required. Leeds YOS is now confident that it consistently meets the performance target. However Leeds YOS is aware that there is scope for raising the quality of ASSETs and ensuring that ASSET is effectively able to inform intervention, risk management, planning, referrals and reviews. An analysis of ASSETs demonstrate that some record little change between the start and end of ASSETs in relation to both quantitative and qualitative data. This does not reflect the depth and impact of interventions that have taken place. In addition there may be an under utilisation of risk of serious harm ASSETs where the initial ASSET indicates that this is a necessary. ISSP has taken the decision to complete risk of serious harm ASSETs on all young offenders on their scheme.

Leeds YOS has struggled to attend all Detention and Training Order (DTO) planning meetings in accordance with the target. Most sentenced young people are placed at HMYOI Wetherby and it is generally possible to manage sentence planning in these cases within 10 days as Leeds YOS seconds 5 staff to HMYOI Wetherby. Unfortunately a significant number of young people are transferred to custodial institutions which are much further afield due to over crowding at Wetherby. It can be difficult to negotiate access to these prisons in a timely manner.

Leeds YOS has video conferencing equipment and will continue to increase its usage of this opportunity. It has been a source of frustration to Leeds YOS that some prisons have not been in a position to accommodate our requests to use video conferencing. In particular the video conferencing suite at HMYOI Castington where significant numbers of young people from Leeds are accommodated has been out of commission for some considerable time.

Data:

KPI: 04/05 actual and % against target (ASSET)	<u>98.4%</u>	KPI: 04/05 actual and % against target (DTO)	77.6%	EPQA: 03 rating	1
KPI: 05/06 target	<u>100%</u>	KPI: 05/06 target	90.%	EPQA: 05 result	2

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Continue to monitor ASSET completion by practitioners and take remedial action where necessary
- Develop monitoring system to encourage use of *What do you think ASSET* and explore efficacy of “Viewpoint” technology
- Launch risk management procedures linked to ASSET risk of serious harm and MAPPA guidance
- Work with all relevant agencies to incorporate ASSET alongside Common Assessment Framework
- Utilise supervision and training to reinforce linkages between ASSET and effective interventions with young people
- Utilise information from ASSET for resource planning
- Explore efficacy of use of digital pens as methodology of enhancing ASSET quality
- Implement action plan to ensure that practitioners correctly record DTO training plans on YOIS
- Utilise secure e-mail (once available) to expediently transfer paperwork to custodial institutions
- Sustain effective use of all initial, review and exit DTO meetings by monitoring attendance of seconded staff (mental health, education, substance misuse, ISSP and Connexions)
- Maximise usage of video conferencing
- Incorporate relevant recommendations from race action plan
- Continue training in assessment skills for all practitioners

Barriers to achieving target:

- Large increase in workload makes increased demands on staff time in terms of completing ASSETs
- Several orders running concurrently (all requiring ASSET) can reduce task to a “paper exercise”
- Continued high custodial rates constrain meeting DTO targets
- Young women are more likely to be located at greater distance from Leeds. This places an additional pressure on YOS staff and their families and the lack of a regular relationship between these custodial establishments reduces the likelihood of meeting timescales
- Evidence that secure estate unable to meet all YOS requests for video conferencing
- Evidence that secure estate does not have the capacity to deliver meaningful training plans for short sentences

Links to agency partners:

- ASSET links to all partners with regard to internal and external referrals generated by ASSET (e.g. Common Assessment Framework, Child Protection, Education, Connexions, MAPPA, Probation, Attendance Centre, CAMHS, DAT and other drug agencies etc)
- Connexions, SSD, YOS education staff, CAMHS, substance misuse and other staff have additionally attended DTO boards where appropriate
- Secure estate based drug teams have developed close links with YOS, including RAP provision
- Connexions staff located within HMYOI Wetherby

SUPPORT YOUNG PEOPLE ENGAGING IN EDUCATION TRAINING AND EMPLOYMENT

Overview: including review of the past year, performance against KPIs and progress against EPQA improvement plans, and highlights of plans for the coming year:

Access to appropriate education, training or employment has not improved between 2003/04 and 2004/05 with 67.5% of young people having access to, and taking up 25 hours per week education, training or employment at the conclusion of their YOS order. Five Education Officers are seconded from Education Leeds to the YOS and assist to ensure that young people of statutory school age have access to full time education. The complexity of some young offender's circumstances can mean that the length of time it can take to identify appropriate provision for those who have been excluded or are otherwise out of education can be an issue. This includes those who have been released from custody and removed from the school roll whilst in custody. Many young offenders are initially offered less than 25 hours which, although potentially appropriate for their individual circumstances, does not count as full time education for the purpose of this recording. The YOS has entered into a constructive dialogue with Education Leeds who are keen to speed up access to education provision for young offenders. Under the "No Child Left Behind" agenda, Education Leeds are currently working with schools to agree protocols to ensure that young people are placed on a school roll within 20 days. Leeds YOS is in the process of revising its protocol with Education Leeds to take account of these developments.

In 2003/04 funding streams expired for 4 Connexions Posts within the YOS area teams. Four Connexions posts funded through the YJB front runner programme remain. Interim arrangements have been made with Igen (Leeds Careers) to ensure PA access remains for young offenders being supervised by area teams. In March 2004, the YOS made a successful bid to the Connexions Development fund to re-establish one Connexions PA post. The YOS will deploy this individual to maximise benefit to young people, and particularly ensure that the service is accessible to young people from BME backgrounds who are over represented amongst those not in full time education, training and employment.

Data:

KPI: 04/05 actual and % against target	65.2%	EPQA: 03 rating	1
KPI: 05/06 target	90.0%	EPQA: 05 result	2

Action plan: ETE

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Work with Education Leeds and other partners to develop new protocol and action plan to achieve new Annual Performance Assessment target
- Ensure actions to maintain or enhance ETE status addressed within every supervision plan
- Revise and maintain linkages with Connexions PAs and incorporate new Connexions PA post.
- Bid for continued funding to maintain YJB funded Connexions PAs within ISSP
- Ensure attendance by Connexions and education staff at DTO boards where appropriate, utilising video conferencing
- Work with YIPs to maximise referrals and to ensure that they fully engage schools within their localities
- Explore funding opportunities to expand use of assessment and basic skills programmes across the YOS
- Provide series of seminars for YOS staff associated with learning disabilities
- Incorporate relevant recommendations from race action plan
- Develop work with parents to support school attendance

Barriers to achieving target:

- Removal from school roll of young people receiving custodial sentences means that young people transferring to the community after custody are significantly more likely to out of full time ETE
- YOS aware that some young people nominally have full time education, but in fact are subjected to “authorised” absences informal exclusion or are school refusers
- Full time FE defined as 16 hours per week – not consistent with YJB counting rules definition
- Delays in accessing alternative curriculum based programmes for young people of school age
- Full time education for some key stages is less than 25 hours per week (YJB definition)
- Evidence that protocol developed to ensure education plans are in place on release from secure estates is not being implicated

Links to agency partners:

- Shared targets with Connexions, Education Leeds and Learning and Skills Council
- Linkages with Education Behaviour Improvement Plan, Vulnerable Children’s Strategy Group and Quality Protects

SUPPORT ACCESS TO SUBSTANCE MISUSE SERVICES

Overview: including review of the past year, performance against KPIs and highlights of plans for the coming year:

Leeds YOS has significantly enhanced its services and approaches to substance misuse over the past year. Leeds YOS has continued to work with Base 10 to provide services to young people by seconding 3 substance misuse workers to work between the 4 operational teams. Over 2004/05 rarely have all three posts been filled. The issue of recruitment and retention of staff has been discussed with Base 10 and this process has included the development of a new service level agreement in consultation with Leeds DAT.

Leeds YOS has put systems in place to ensure that all young people assessed as having an issue with substance misuse are offered further screening within 10 days including access to a more comprehensive assessment by a substance misuse worker.

In summer 2004 Leeds YOS was successful in securing new funding of approximately £300,000 to set up a Resettlement and Aftercare Provision (RAP). This scheme works with young people identified in custody as having a substance misuse issue. RAP offers intensive intervention and support to young people (up to 25 hours per week) on release from custody. Evidence suggests that many young people with substance misuse issues who leave custody are likely to return to custody within a short period of time and RAP is designed to break this cycle. Leeds YOS has moved quickly to appoint a RAP team including a manager, nurse, 5 youth justice officers or workers and a mentoring co-ordinator. In 2005/06 the team will be joined by housing needs staff.

In addition to RAP, Leeds YOS received funding through a YJB Community Substance Misuse Grant (CSMG) to the value of approximately £200,000 to work with young people with identified substance misuse issues in the community. The YOS has appointed additional youth justice workers to undertake this work in each area team and the referral order team. In 2004/05, Leeds YOS has assisted the 2 Senior YIPs and 5 Junior YIPs to fund activities related to the prevention of substance misuse by young people.

In 2005/06 the funding for the RAP and the CSMG will merge. The YJB have proposed that CSMG staff be merged with RAP to form one large team. This model does not best meet the needs of Leeds given its wedge based team structure. Merging the teams runs the risk of losing front line delivery by increasing management and accommodation costs. Leeds YOS will work with the YJB to negotiate a mutually satisfactory outcome.

Leeds YOS has commissioned a parenting support worker from Base 10. This worker will work with parents of young people known to the YOS and assist parents to develop strategies to assist their children to avoid substance misuse

Data:

KPI: 04/05 actual and % against target (Assessment)	<u>98.4%</u>	KPI: 04/05 actual and % against target (specialist assessment)	73.3%	KPI: 04/05 actual and % against target (early access to intervention)	<u>65.1%</u>
KPI: 05/06 target	<u>100%</u>	KPI: 05/06 target	100%	KPI: 05/06 target	<u>100%</u>

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Ensure that practitioners correctly record substance misuse fields on YOIS
- Ensure all young people receive prompt ASSET assessment and referral to YOS substance misuse workers are made
- Implement revised SLA with BASE 10 for provision of drugs services to YOS
- Parenting support for parents of young people misusing substances and signposting for substance misusing parents to appropriate services
- Provide co-ordinated approach to services in conjunction with DAT pooled budget
- Ensure all eligible custody leavers referred to RAP
- Incorporate relevant recommendations from race action plan
- Develop new programmes and train staff to work with lower level users

Barriers to achieving target:

- YOS ability to refer young people for detoxification and rehabilitation programmes constrained by ability of other agencies to provide services
- Turn over of staff seconded to YOS from Base 10

Links to agency partners:

- Safer Leeds
- Leeds Addiction Unit, Turning Point / BASE 10 for provision of services
- Young People's Joint Commissioning Group

SUPPORT ACCESS TO MENTAL HEALTH SERVICES

Overview: including review of the past year, performance against KPIs and highlights of plans for the coming year:

Leeds YOS has maintained an excellent service over the past 12 months led by our three nurses seconded from Leeds Child and Adolescent Mental Health Services (CAMHS). The nurses have continued to offer comprehensive assessments to those identified by ASSET as needing either acute or non-acute mental health interventions.

In addition the YOS nurses have continued to provide a holistic service to young people including access to general healthcare including dietary supplements, vaccinations and sexual health services. Alongside direct therapeutic work with young people and their families, the nurses continue to co-ordinate group work programmes including the D'fuse and Short Fuse anger management and alcohol use groups. In 2004/05 the YOS nurses have agreed to contribute to a series of seminars covering a range of mental health disorders and learning disabilities to assist all YOS staff to gain a better understanding of these issues and their connections to reoffending.

With the assistance of a consultant dietician, the YOS is able to provide food supplements and emergency food supplies to custody leavers and other young people when necessary. The YOS nurses have also undertaken nurse prescribing training. This means that they are able to prescribe to YOS service users and they have recently completed 'blackbox' training and are beginning to offer this to young people.

It is clear from the workload of the nurses that Leeds YOS could sustain an additional nurse to work in one of the wedge based teams but the funding position makes such an uplift unlikely. However through the allocation of funding for Resettlement and Aftercare Provision the YOS has recruited an additional nurse which will add overall capacity for the YOS.

The YOS nurse is grateful for the assistance of CAMHS in supporting a specialist sex offender post to work with young perpetrators of sexual abuse irrespective of conviction.

Data:

KPI: 04/05 actual and % against target (Acute)	100%	KPI: 04/05 actual and % against target (non-acute)	92.6%
KPI: 05/06 target	100%	KPI: 05/06 target	100%

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Utilise Mental Health Screening Tool where indicated by initial ASSET
- YOS attendance at CAMHS Service meeting and involvement in wider CAMHS strategy for Leeds
- Revise allocation of functional responsibilities amongst nurses in line with recruitment of additional nurse to join RAP team
- Implement recommendations of recent serious incident review – ensure relevant agencies informed of conclusion of YOS involvement where appropriate
- Roll out seminars to all YOS practitioners covering range of common mental health conditions experienced by young offenders
- Incorporate relevant recommendations from race action plan

Barriers to achieving target:

- Waiting lists for some CAMHS services – order can be finished before assessment is completed
- Difficulty finding appropriate placements for vulnerable young men aged 15 or over remanded or sentenced to custody. Secure units rarely have the capacity to accommodate this client group

Links to agency partners:

- CAMHS strategy meetings
- Young Minds Forum

SUPPORT ACCESS TO APPROPRIATE ACCOMMODATION

Overview: including review of the past year, performance against KPIs and highlights of plans for the coming year:

Leeds YOS continues to work to ensure that all young people have suitable accommodation. The named accommodation officer is located within the RAP team but continues to assist the whole YOS through the provision of advice on accommodation issues. The named accommodation officer is an active member of a regional network of YOT accommodation officers.

An agreement has been reached with Housing Needs to second two Housing Support Officers to Leeds YOS. These officers will undertake housing assessments with young offenders with a view to securing emergency and more permanent accommodation. This arrangement will avoid the requirement for young people to attend the housing needs centre for assessment and speed up access to appropriate accommodation. Crucially an element of support will be available to young people who have accessed independent accommodation.

Leeds YOS continues to make use of 10 supported tenancies in partnership with Foundation Housing and funded through Supporting People although demand continues to outstrip supply. The YOS is seeking to identify additional funding to enable 16 and 17 year olds who are not otherwise able to live with family members to access supported independent accommodation

Data:

KPI: 04/05 actual and % against target (named officer)	<u>Achieved</u>	KPI: 04/05 actual and % against target (suitable accommodation)	94.5 %
KPI: 05/06 target	<u>Achieved</u>	KPI: 05/06 target	100 %

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- YOS accommodation officer to continue to develop accommodation strategy
- In partnership with Housing, recruit 2 housing support officers to undertake homelessness assessments for young people
- Maintain occupancy levels of ring fenced Foundation Housing (Supporting People funded) beds for young offenders
- Explore funding opportunities to increase supported tenancies for young people, including young people with substance misuse issues
- Incorporate relevant recommendations from race action plan

Barriers to achieving target:

- Limited number of remand foster placements
- Limited availability of emergency accommodation resulting in occasional usage of Bed and Breakfast accommodation.
- Difficulties in placing young people with extremely challenging behaviours or offence history (e.g. sexual, arson)
- Difficulties in advance bookings of hostels for custody leavers
- Relatively high number of Looked After Children within Leeds with SSD sometimes unable to identify placements for young people in advance of their release from custody

Links to agency partners:

- Housing Department , Supporting People initiative – contributions to strategy groups
- Links with Looked After Children's Services
- Links with voluntary sector housing providers

SUPPORT PARENTING INTERVENTIONS

Overview: including review of the past year, performance against KPIs and progress against EPQA improvement plans, and highlights of plans for the coming year : Target : Ensure that 10% of young people with final warnings supported by intervention, and community based penalties, receive a parenting intervention, and 75% of parents participating in parenting interventions are satisfied.

Leeds YOS has worked hard over the past 12 months to implement an action plan to radically improve the depth and quality of parenting interventions available within the YOS. Most of these actions have been achieved and others are ongoing. A comprehensive parenting policy has been developed and presented to the whole staff team and followed up in team meetings. The EPQA assessment has been completed and reviewed. A parenting leaflet is available and widely distributed to service users. Leeds YOS played a leading role in the successful West Yorkshire-wide parenting conference. During 2004/05, Leeds YOS secured additional funding to work with young people with substance misuse issues. As part of this initiative, Leeds YOS has commissioned BASE 10 to provide a parenting officer to work with parents of young people with substance misuse problems. One of the constraints identified in the previous Youth Justice Plan: low numbers of referrals to parenting groups, has been addressed with referral numbers significantly improved, though securing attendance remains an issue. There is still a significant road to travel in order to encourage parents to take up opportunities offered and this must be the focus for 2004/05.

Data:

KPI: 04/05 actual and % against target (Interventions)	<u>3.0%</u>	KPI: 04/05 actual and % against target (Satisfaction)	100%	EPQA: 04 rating	2
KPI: 05/06 target	<u>10%</u>	KPI: 05/06 target	75%	EPQA: 05 result	2

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Build on existing staff training and motivation, to make parenting intervention a core feature of the work of all YOS staff
- Ensure that PSRs fully address parenting needs, and suggest appropriate responses, including revisiting need to propose parenting orders
- Continue to build and train the pool of staff running parenting programmes and utilising our enlarged bank of parenting resources.
- Incorporate the additional parenting staff recruited to the YOS in the strategy, utilising their specialist perspectives, while building on the improving links with other organisations providing work with parents.

- Work both internally and with other agencies to insure that resources and programmes offered fully reflect the client group's diverse needs, including offering a more diverse group work programme, in terms both of content and timing.
- Concentrate on ensuring that all work done which counts towards the achievement of this target is fully and accurately recorded.
- Roll out the satisfaction feedback questionnaires, already in use for groups, to parents engaged in individual work
- Incorporate relevant recommendations from race action plan
- Introduce use of parenting contracts

Barriers to achieving target

- The continued wide gap between parents being referred to, and expressing themselves enthusiastic about, group sessions, and those attending.
- Lack of resources needed to provide transport to venues and crèche facilities

Links to agency partners:

- Anti-social behaviour unit, education, SSD and voluntary sector – share commitments and responsibilities to deliver parenting interventions
- Children's Fund – commissioned providers to deliver FGCs and parenting support to Junior YIPs

PROVIDE EFFECTIVE RESTORATIVE JUSTICE SERVICES

Overview: including review of the past year, performance against KPIs and highlights of plans for the coming year:

Leeds YOS has made significant progress in the area of restorative justice over the past 12 months. Since early 2004, Leeds YOS has had two victim liaison officers in post. This has had an immediate and significant impact on victim involvement in the justice process particularly in respect of referral orders. Leeds Community Safety partnership and Leeds YOS have jointly worked with University of Leeds, Centre for Criminal Justice Studies to undertake an evaluation of victim liaison work in the service. This reported that the service made a *'significant and valuable impact on service delivery'* which *'integrated victim perspective into service delivery and raised victim awareness'* and that referral order panels *'provide a constructive and participatory forum in which to address young people's behaviour'*. The positive impact on a victim of domestic burglary who engaged in victim - offender mediation was featured in both the local press and local radio alongside the launch of the evaluation report at an event attended by the YJB in March 2005.

Through our reparation co-ordinator, Leeds YOS has developed over fifty reparation projects across the city enabling young people to make amends for their behaviour in a manner that is meaningful to them and their victims.

The restorative justice team has piloted restorative approaches to conflict resolution in a number of children's homes. Following the provision of training, there has been positive feedback on its usage with children's home. As part of the strategy, the YOS has coordinated a joint police, social services and YOS protocol, that aims to utilise restorative justice as opposed to calling the police to resolve low level conflict within residential establishments.

Discussions have taken place with two Leeds schools with a focus on pupils with behavioural emotional and social difficulties attending the three SILCs in Leeds (Specialist Inclusive learning Centres). Training is planned in restorative approaches particularly as there is an interface with the LAC mentioned above.

A victim Liaison officer piloted an innovative approach to restorative justice using the video link between the YOS and a custodial establishment. This brought the victim's views to the offender which enabled 'closure' on the victim's part.

Funding for the restorative justice team has been secured from the Safer and Stronger Communities Fund, but continued funding is not guaranteed over the next financial year.

Data:

KPI: 04/05 actual and % against target (intervention)	<u>63.4%</u>	KPI: 04/05 actual and % against target (satisfaction)	100%
KPI: 05/06 target	<u>75%</u>	KPI: 05/06 target	75%

Action plan: Restorative Justice

Actions to achieve the target:

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Consider “default” option on supervision plans / referral order contracts to ensure restorative processes addressed
- Implement recommendations from Centre for Criminal Justice Studies research into Leeds Referral Order Team
- Expand range of restorative activities to include more diverse community provision
- Development of risk assessment procedures for restorative activities
- Complete restorative conferences where appropriate, including restorative and Family Group Conferencing through Junior YIPs
- Support/encourage greater involvement of victims across range of community orders paying attention to culturally sensitive approaches
- Monitor and streamline mechanisms for assessing and recording victim satisfaction onto YOIS including developing satisfaction questionnaire
- Pursue ongoing funding for Restorative Justice team beyond March 2006
- Incorporate relevant recommendations from race action plan

Barriers to achieving target:

- Victims often unwilling to participate
- Increased volume of work increases resource implications for providing good quality service to victims
- Focus on speed of process through the Courts and through National Standard timescales can serve to exclude victim participation
- Budget and staffing limitations to expanding RJ activities and reparation placements

Links to agency partners:

- Children’s Fund and Children’s Society for development of FGCs
- Victim Support – build on established links
- Reparation providers (increase statutory, voluntary and private sectors)
- Police – undertake victim enquiries, clarification of data access issues

ENSURE EQUAL TREATMENT REGARDLESS OF RACE

Overview: including highlights of action plan attached as annex to this plan.

In 2005 Leeds YOS completed its initial Race Action plan. Audit work undertaken as part of the development of the Race Action Plan demonstrated that Leeds YOS performed strongly in the qualitative analysis of its system and procedures and has put actions into place to address areas of identified weakness. Community consultation remains a particular area requiring improvement. The YOS Manager sits on the West Yorkshire Race Action Group, a subgroup of the Local Criminal Justice Board. The YOS manager chairs the Leeds YOS Diversity Action group which provides a mechanism for staff from all grades to ensure that services provided by Leeds YOS meet the needs of all services users. One outcome has been the identification of training for staff in a number of areas of diversity and additionally a mechanism to ensure that all practitioners reassess young persons recorded ethnicity and their self-identity on initial contact. In 2005 all teams have conducted their own diversity equality audit.

Leeds YOS completed a quantitative analysis of patterns of offending and patterns of sentencing by race. This appears to indicate some differences in offence type by ethnicity and additionally sentencing by ethnicity. Differential patterns of offending may be related to different risk factors experienced within communities in Leeds. Differential patterns of sentencing may be associated with levels of offence seriousness. To answer these questions with a degree of academic rigour, Leeds YOS has commissioned the Centre for Criminal Justice, University of Leeds to use SPSS to analyse offending patterns and ASSET and sentencing related to gravity scoring. The University is scheduled to report back in July 2005.

A summary of the Race Action Plan can be found at Appendix C

Actions to achieve target

- Develop linkages with 5 outcomes for children as set out in Every Child Matters
- Ensure that YOIS correctly records young people's ethnicity by asking all young people to confirm their ethnic origin and also their self identity
- Ensure access to interpretation services where appropriate for young people or their carers
- Disseminate results race action plan including recommendations from Leeds University study into race, ASSET assessed needs and race, sentencing and gravity of offence to all parties including the Courts
- Improve community consultation
- Consider needs of BME groups in location of preventative activities such as YIPs and YISPs in addition to impact of all supervision of BME young people, their families and victims.

- Encourage applicants from all communities in Leeds to volunteering and paid work in Leeds and maintain the relatively reflective staffing of Leeds YOS
- Ensure equality of access to training and development opportunities to all staff and support BME staff in management
- Provide race awareness training to all staff as appropriate
- YOS manager to chair Diversity Issues Group and to be informed of salient issues from Black staff group

Barriers to achieving target

- Differential levels of offending may, in part relate to different risk factors within communities (e.g. school exclusion, economic status) and this remains outside the control of the YOS
- Issue of gaining access to magistrates to discuss funding of race audit

F. REVIEW AND APPROVAL

Table B: Signature of approval

	Name Of Chief Officer	Signature	Date
Chief Executive Of The Local Authority	Paul Rogerson		
Education Leeds	Chris Edwards		
Health Service	Jean Baker		
Police Service	Trevor Kerry		
Probation Service	Andrew Chandler		
Social Services	Edwina Harrison		

Table C: Schedule for review of plan:

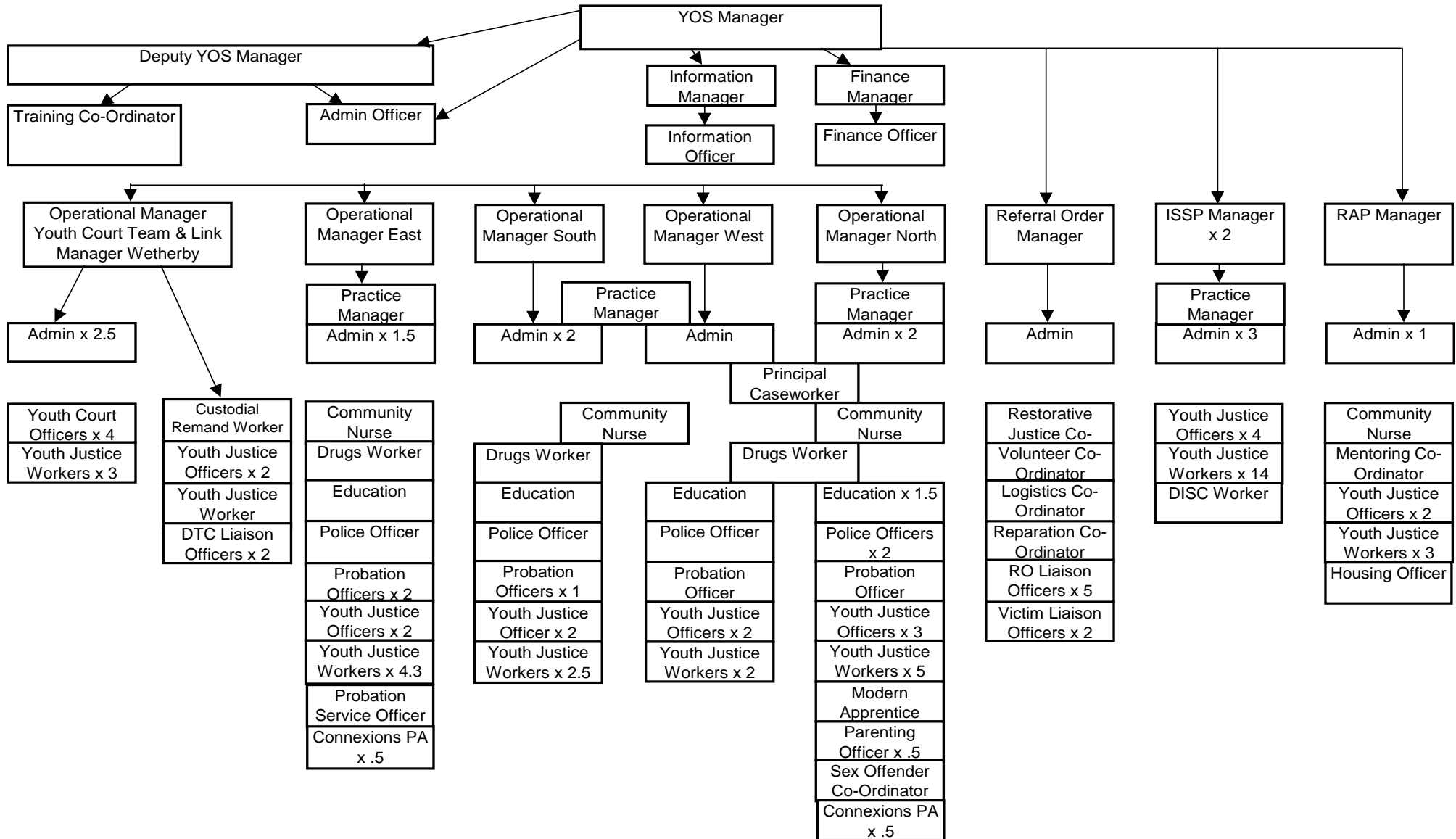
Review date	Reviewer	Next steps
August 2005	Leeds Youth Offending Service Partnership	Monitor and review actions
November 2005	Leeds Youth Offending Service Partnership	Monitor and review actions
February 2006	Leeds Youth Offending Service Partnership	Monitor and review actions

G. APPENDICES

Please provide the following information as appendixes:

- Org chart
- Performance measures
- Race Audit Action Plan

APPENDIX A: ORGANISATIONAL CHART



APPENDIX B: PERFORMANCE MEASURES

KPIs

Below please provide historical data against the KPIs associated with the themes. Those areas with an * are subject to local negotiation with regional managers.

Theme and measure	2001 baseline	2002 outturn	2003 outturn	2004/05 outturn	2005/06 target
Preventing offending and minimising the use of custody					
Prevent offending* At least 200 young people are identified and targeted for support each year New Target for 05/06: Reduce year on year the number of first time entrants to the youth justice system by identifying children and young people at risk of offending or involvement in anti-social behaviour through a YISP or other evidence-based targeted means of intervention designed to reduce those risks and strengthen protective factors as demonstrated by using ONSET or other effective means of assessment and monitoring				773	NEW TARGET (- 5%) 1972
Intervene early: Ensure that proportion of final warnings supported by interventions remains constant at 80%	52.7%	57.1%	85.1%	88.8%	80
Provide intensive supervision in the community					
Reduce the use of custody* Reduce the number of remands to the secure estate (as a proportion of all remand episodes excluding conditional / unconditional bail) to 30%:	43.9%	47.0%	48.2%	49.1%	30
Reduce the number of custodial sentences as proportion of all court disposals to 6%	12.5%	11.3%	14.4%	11.9%	6

Theme and measure	2001 baseline	2002 outturn	2003 outturn	2004/05 outturn	2005/06 target
Reduce re-offending* By Dec 2004 achieve a 5% reduction based on 2000 cohort compared with 2001 after 24 months In Dec 2005 achieve a reduction of 5% based on 2001 cohort compared with 2002 after 24 months	2000 cohort % reoffending after 24 months	2001 cohort % reoffending after 24 months	2002 cohort % reoffending after 24 months	2003 cohort % reoffending after 24 months	2004/5 cohort (number Oct / Dec)
Pre-court	35.3	34.6	33.6	41.9%	Reduction of 5%
First tier penalties	69.6	72.6	65.7	67.8%	Reduction of 5%
Community penalties	80.3	81.1	80.8	90.9%	Reduction of 5%
Custody	40.3	100	91.7	95.8%	Reduction of 5%
Ensure the swift administration of justice: Ensure that 90% of pre-sentence reports are submitted within 10 days for PYOs	(61.1%)	55.3%	63.3%	67%	90
Ensure that 90% of pre-sentence reports are submitted within 15 days for general offenders	Not split	82.2%	81.5%	76%	90
Achieving improved outcomes for children and young people who offend					
Ensure effective and rigorous assessment, planning and supervision Ensure that 100% of assessments for community disposals are completed at assessment stage	90%	56.8%	82.8%	96.4%	100
Ensure that 100% of assessments community disposals are completed at closure stage	75%	12.8%	70%	97.1%	100
Ensure that 100% of assessments for custodial sentences are completed at assessment stage	89.9%	23.4%	75.8%	100%	100

Theme and measure	2001 baseline	2002 outturn	2003 outturn	2004/05 outturn	2005/06 target
Ensure that 100% of assessments for custodial sentences are completed at transfer stage	10.6%	48.4%	84.4%	100%	100
Ensure that 100% of assessments for custodial sentences are completed at closure stage	74.6%	25.5%	86.0%	98.3%	100
Ensure that all initial training plans are drawn up within 10 working days of sentences being passed	94.4%	13.5%	42.1%	77.6%	100
Support young people engaging in education, training and employment: Ensure that 90% of young offenders who are supervised by the Yot are either in full-time education, training or employment	41.5%	57.3%	74.2%	65.2%	90
Support access to substance misuse services: Ensure that all young people are screened for substance misuse				98.4%	100
Ensure that all young people with identified needs receive appropriate specialist assessment within 5 working days				73.3%	100
Ensure that all young people access the early intervention and treatment services they require within 10 working days				65.1%	100
Support access to mental health services: Ensure that all young people who are assessed by ASSET as manifesting acute mental health difficulties to be referred by YOTs to the CAMHS for a formal assessment commencing within five working days of the receipt of the referral with a view to their accessing a tier 3 service based on this assessment	No data	No data	75.0%	100%	100
Ensure that all young people who are assessed by ASSET as manifesting non-acute mental health concerns to be referred by the YOT for an assessment and engagement by the appropriate CAMHS tier (1-3) commenced within 15 working days	No data	80% (estimate)	94.0%	92.6%	100

Theme and measure	2001 baseline	2002 outturn	2003 outturn	2004/05 outturn	2005/06 target
Support access to appropriate accommodation Ensure that all Yots have a named accommodation officer and that 100% of young people subject to final warnings with intervention, relevant community based penalties or on release from the secure estate have suitable accommodation to go to				Achieved 94.5%	100
Support resettlement into the community					
Support parenting interventions Ensure that 10% of young people with final warnings supported by intervention and community based penalties receive a parenting intervention				3%	10
Ensure that 75 % of parents participating in a parenting intervention are satisfied				100%	75
Provide effective restorative justice services: Ensure that 75% of victims of youth crime referred to Yots are offered the opportunity to participate in a restorative process				63.4%	75
Ensure that 75% of victims are satisfied				100%	75
Ensure equal treatment regardless of race All YOTs to have an action plan in place to ensure that any difference between the ethnic composition of offenders on all pre-court and post-court disposals and the ethnic composition of the local community is reduced year-on-year					Yes

EPQA

Theme and measure	Initial score	Predicted score	Actual score
Preventing offending and minimising the use of custody		3	
Prevention: post 07			
Early intervention: Final warning interventions	1		3
Intensive supervision: ISSP post 07			
Managing demand for custody: Remand management 05 – 07 or 06 – 08			
Swift administration of justice: post 07			
Achieving improved outcomes for children and young people who offend			
Restorative justice and victims			
Race			
Recidivism (n/a)			
Assessment, planning interventions and supervision	1	2	2
Education, training and employment	1	2	2
Substance misuse: 05 – 07 or 06 – 08			
Mental health: 05 – 07 or 06 – 08			
Accommodation (n/a)			
Resettlement: 05 – 07			
Parenting	1	2	2

APPENDIX C: RACE AUDIT ACTION PLAN

Issue number	Summary of issues and actions: patterns of offending
1	Leeds YOS to instigate mechanism for cross checking ethnicity with young people – particularly with regard to young people who may be of mixed race where the YOS is not confident that ethnicity is accurately recording. All young people who the YOS work with to be asked to self-classify
2	Black/ Black British young people appear to be significantly over represented in offending
3	Black/ Black British young people appear to be significantly over represented in drug offences
4	Commission Leeds University Centre for Criminal Justice Studies to research any patterns in assessed risk factors demonstrated by ASSET with ethnic groups (e.g. parallels with education exclusion) and patterns of offending
5	Work with prevention activities such as YIPs, PAYP and Positive Futures in addition to parental support initiatives to ensure that any specific groups identified as overrepresented are targeted for prevention activities at earliest opportunity
6	Investigate programmes for young people involved in substance misuse
7	YOS manager to present data at variety of forums including YOS teams, YIPS, magistrates and West Yorkshire Local Criminal Justice Board Race Action Group

Issue number	Summary of issues and actions: Court remands by ethnic background
1	YOS manager to present data at variety of forums including YOS teams, YIPS, magistrates and West Yorkshire Local Criminal Justice Board Race Action Group
2	Mixed race young people appear to get more supervised bail and less unconditional bail

3	Major disparity appears with respect to remand to care of local authority. 98.2% of all RLAA were white (versus 80.6%) of all remand decision and no Black/Black British young people received RLAA in the period
4	Black / Black British young people appear to be significantly over represented in remands to custody: 14% of all remands are for black (as opposed to 11.5% of all decisions) and 12.4% of all black young people remanded to custody which is significantly higher than 9.7% of White
5	Black / Black British over represented in ISSP remands
6	Commission Leeds University Centre for Criminal Justice Studies to research emerging patterns with degree of academic rigour

Issue number	Summary of issues and actions - disposals by ethnic background
1	YOS manager to present data at variety of forums including YOS teams, YIPS, magistrates and West Yorkshire Local Criminal Justice Board Race Action Group
2	Mixed race young people under represented at pre-court stage – reasons to be investigated
3	Mixed race young people more likely to receive tier 2 community sentence
4	Black and mixed young people significantly over-represented in custodial disposals
5	Consider further research into sentence length and ethnicity and comparative gravity scores and sentences
	Commission Leeds University Centre for Criminal Justice Studies to research emerging patterns with degree of academic rigour

Summary of issues and actions – qualitative audit	
2.3	A standard protocol/policy to ensure appropriate race equality policies are in place when working in partnership with external organisations

	and when contracting service provision needs to be built in to all SLAs as they are revised
5.4	Appraisal forms are currently being reassessed. Arrangements have been put in place to ensure that they are now monitored by the next in line manager, and appraisers would be expected to bring any issues relating to performance or other issues to their line in monthly supervision sessions
6.3	Race training is not always mainstreamed into other training. Much of the training that YOS practitioners attend is external to the organisation – such as the Professional Certificate in Effective Practice or INSET training. The YOS is reliant on the YJB or other external trainers for the content of this training. The YOS maintains control of the agenda where it directly commissions training or delivers in-house training
6.5	Take up of training is monitored by staff member through the training and development manager and through appraisals. Training schedules are prepared advance
7.3	The YOS does not habitually involve the external community networks in policy development procedures but would where the need is identified (e.g. development of YIPs in new geographic areas)
7.4	The YOS does not currently have a structured approach to developing BME community networks but some networks are made at the local level through area teams
7.5	The YOS does not currently have you a process in place to specifically seek the views of BME community groups on service delivery issues
7.8	BME community groups are not currently habitually involved in YOS policy planning issues
7.9	Race policies are not currently habitually communicated to BME community groups
8.1	The YOS does not currently develop/publish any material locally to meet the needs of BME service users specifically
8.6	Currently there is not a system in place to seek the views of, and satisfaction rates of, children that takes account of ethnic classification
8.7	Currently there is not a system in place to access expert advice and consultation with regard to their practice with BME children and young people and their families

APPENDIX D: GLOSSARY OF ACRONYMS AND ABBREVIATIONS

Acronym / Abbreviation	In Full
ACPO	Association of Chief Police Officers
ADHD	Attention Defecit Hyperactivity Disorder
APA	Annual Performance Assessment
APIS	Assessment
ASB	Antisocial Behaviour
ASBU	Antisocial Behaviour Unit
ASSET	Assessment Tool for YOS
BARCA	Bramley & Rodley Community Action
BIP	Behaviour Improvement Programme
BME	Black and Minority Ethnic
BSSP	Bail Supervision and Support Programme
CAF	Common Assessment Framework
CAMHS	Child and Adolescent Mental Health Service
CDRP	Crime and Disorder Reduction Partnership

Acronym / Abbreviation	In Full
CSMG	Community Substance Misuse Grant
CWY	Connexions West Yorkshire
CPA	Comprehensive Performance Assessment
CPN	Community Psychiatric Nurse
DAAT	Drug and Alcohol Action Team
DipSW	Diploma in Social Work
DTO	Detention Training Order
ECM	"Every Child Matters"
EPQA	Effective Practice Quality Assurance
ETE	Education, Training and Employment
FE	Further Education
GP	General Practitioner
HE	Higher Education
HO	Home Office
INSET	In Service Training
IRT	Identification, Referral and Tracking

Acronym / Abbreviation	In Full
ISSP	Intensive Supervision and Surveillance Programme
JAR	Joint Area Review
KPI	Key Performance Indicator
LAC	Looked After Children
LCF	Leeds Children's Fund
LCJB	Local Criminal Justice Board
LSC	Learning and Skills Council
MDFC	Managing the Demand for Custody
NACRO	National Association for Care and Resettlement of Offenders
NEET	Not in Education Training and Employment
NS	National Standards
NVQ	National Vocational Qualification
PA	Personal Advisers
PACE	Police and Criminal Evidence Act
PAYP	Positive activities for Young People
PCEP	Professional Certificate in Effective Practice

Acronym / Abbreviation	In Full
PCT	Primary Care Trust
PF	Positive Futures
PNC	Police National Computer
POPOS	Prolific and Other Priority Offender Strategy
PSR	Pre-Sentence Report
PYO	Persistent Young Offender
RAP	Resettlement and Aftercare Programme
RJ	Restorative Justice
RTLAA	Remand To Local Authority Accommodation
SSD	Social Service Department
JYIP	Junior Youth Inclusion Programme
YIP	Youth Inclusion Programme
YISP	Youth Inclusion Support Panel
YJ	Youth Justice
YJB	Youth Justice Board for England & Wales
YOIS	Youth Offending Management Information System

Acronym / Abbreviation	In Full
YOS / YOT	Youth Offending Service / Youth Offending Team
WYCJB	West Yorkshire Criminal Justice Board