

CHILDREN'S SERVICES SCRUTINY FORUM AGENDA



16 April 2013

at 4.30pm

in the Council Chamber, Civic Centre, Hartlepool

MEMBERS: CHILDREN'S SERVICES SCRUTINY FORUM:

Councillors C Akers-Belcher, Atkinson, Fleet, Griffin, Loynes, Simmons and Wilcox.

Co-opted Members: Sacha Paul Bedding and Michael Lee

Young People's Representatives: Ashleigh Bostock, Leonie Chappell, Helen Lamb
and Sean Wray

1. APOLOGIES FOR ABSENCE

2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS

3. MINUTES

3.1 To confirm the minutes of the meeting held on 12 March 2013 (*to follow*)

4. RESPONSES FROM THE COUNCIL, THE EXECUTIVE OR COMMITTEES OF THE COUNCIL TO FINAL REPORTS OF THIS FORUM

No items

5. CONSIDERATION OF REQUEST FOR SCRUTINY REVIEWS REFERRED VIA SCRUTINY CO-ORDINATING COMMITTEE

No items



**6. CONSIDERATION OF PROGRESS REPORTS / BUDGET AND POLICY
FRAMEWORK DOCUMENTS**

- 6.1 Youth Justice Strategic Plan - Report and Presentation – *Assistant Director of
Prevention, Safeguarding and Specialist Services*

7. ITEMS FOR DISCUSSION

**INVESTIGATION INTO THE CLOSURE OF YOUTH CENTRES AND CHILDREN'S
CENTRES**

- 7.1 Draft Final Report into 'Closure of Youth Centres and Children's Centres' –
Young People's Representatives

**SCRUTINY INVESTIGATION INTO THE JSNA TOPICS OF EMOTIONAL AND
MENTAL WELLBEING**

- 7.2 Draft Final Report into the JSNA topic of 'Emotional and Mental Wellbeing' –
Chair of the Children's Services Scrutiny Forum

**RESPONSE TO THE LEARNING DISABILITY PARTNERSHIP BOARD
CONSULTATION ON THE JSNA TOPICS OF AUTISM AND LEARNING
DISABILITIES**

- 7.3 Response to the Learning Disability Partnership Board consultation on the
JSNA topics of Learning Disabilities and Autism – *Scrutiny Support Officer*

8. ISSUES IDENTIFIED FROM FORWARD PLAN

9. ANY OTHER ITEMS WHICH THE CHAIRMAN CONSIDERS ARE URGENT

ITEMS FOR INFORMATION



CHILDREN'S SERVICES SCRUTINY FORUM

MINUTES

12th March 2013

The meeting commenced at 4.30 pm in the Civic Centre, Hartlepool

Present:

Councillor: Christopher Akers-Belcher (In the Chair)

Councillors: Mary Fleet and Chris Simmons

Officers: Sally Robinson, Assistant Director (Prevention, Safeguarding and Specialist Services)
Ian Merrit, Strategic Commissioner – Children's Services
Emma Rutherford, Education Co-ordinator – Vulnerable Adults
Jane Young, Business Unit Manager
Deborah Gibbin, Health Improvement Practitioner
John Robinson, Parent Commissioner
Jo Stubbs, Democratic Services Officer

Also Present

Councillor Cath Hill
Dr Simon Forster and Chris Davis (Tees, Esk and Wear Valley NHS Foundation Trust)

74. Apologies for Absence

Apologies were submitted by Councillors Kelly Atkinson and Brenda Loynes and Co-opted member Michael Lee

The Chair noted that the meeting was inquorate however as no decisions were being made it was agreed to proceed with the meeting.

75. Declarations of interest by Members

None

76. Minutes

The minutes of the meeting held on 12th February 2013 were approved.

77. Responses from the Council, the Executive or Committees of the Council to Final Reports of this Forum

No items

78. Consideration of request for scrutiny reviews referred via Scrutiny Co-ordinating Committee

No items

79. Consideration of progress reports/budget and policy framework documents

No items

80. Scrutiny Investigation into 'Emotional and Mental Wellbeing' – Evidence from the Portfolio Holder for Children's and Community Services (*Scrutiny Support Officer*)

As part of the Forum's investigation into Emotional and Mental Wellbeing, the Portfolio Holder for Children's and Community Services had been invited to attend the meeting to provide evidence in relation to the investigation. The Portfolio Holder focussed on the following key questions:

What are your views on the emotional and wellbeing services currently provided in Hartlepool and do you feel that these services are meeting the needs of children and young people? The Portfolio Holder highlighted the importance of these services to the health and wellbeing of children and young people and felt it was unfortunate that in a time of austerity such services would probably be subject to cuts when they were needed more than ever. Services were delivered through the voluntary, community and public sectors and more should be done to map local need in order to concentrate investment in those services needed the most. There needed to be more communication among the various organisations providing these services in order that the best possible outcome be provided. The Portfolio Holder also raised concern that efforts were not being made to engage children and young people with mental health issues who might initially be unwilling to talk. She felt that if one form of engagement was not successful then another form should be sought rather than them being allowed to disengage from the process altogether.

What in your view are the key challenges facing the provision of emotional and mental wellbeing services in Hartlepool and how do you envisage these being addressed in the future? The Portfolio Holder felt that there was a stigma attached to these services, which discouraged young

people from seeking them out. The possibility of raising awareness of dementia and mental illness in schools had been discussed previously and this would help demonstrate how common mental illness is and how easily it can be cured.

In light of current budgetary restrictions and collaborative working required to provide emotional and mental wellbeing services, do you have any views on how services can be delivered more efficiently whilst improving their effectiveness of interventions? The Portfolio Holder felt that coordination and integration of services was the way forward if effective services were to be delivered as efficiently as possible. Delivery should target the whole family not just the young person as mental health problems suffered by one person could affect the entire family and the community as a whole. Children's Strategic Partnership, as chaired by the chair of Children's Services Committee, should be the place where all children's services issues would come together and partners needed to engage fully in order to identify new ways of working and new models of service delivery.

Do you have any other views/information that you feel may be useful to Members in forming their recommendations? The Portfolio Holder's primary concern was that there be more co-ordination of services and communication between providers as services could be provided a lot better than they were being currently delivered. Vulnerable young people were being failed by the system. Commissioned services needed to be investigated thoroughly to ensure they were effective and providing value for money and if they were not the providers should be held to account.

A member expressed his surprise that social media was not being used more in this area. He felt there needed to be more outreach rather than waiting for young people to come and use the service of their own volition. Providers should be able to share information on young people without breaching their confidentiality.

A member noted the lack of statistical information regarding young people locally. He felt that to use national statistics was unacceptable as this did not provide a true picture.

The Chair thanked the Portfolio Holder for Children's and Community Services for attending the meeting. He noted the similarity between her comments and those made by young people during workshops on this issue, commenting that services needed to be reviewed and providers made more accountable.

Recommended

That the comments of the Portfolio Holder for Children's and Community Services be noted.

81. Scrutiny Investigation into 'Emotional and Mental Wellbeing' – Evidence from Tees, Esk and Wear Valley NHS Foundation Trust (*Scrutiny Support Officer*)

As part of the Forum's investigation into Emotional and Mental Wellbeing, representatives from Tees, Esk and Wear Valley NHS Foundation Trust had been invited to attend the meeting to provide evidence in relation to the investigation.

The representatives agreed that there needed to be more joint working between organisations, giving practical examples of where this had previously been used to the benefit of patients. Concerns that some young people were unwilling to engage had been highlighted however the majority of young people were seen within 2 weeks of their initial contact. In many cases where this did not happen the fault was not a lack of interest but that the services available were not suitable and other agencies were more able to help. The workforce believed that services should be provided 8am-8pm 7 days a week and that there should be more outreach services available. Appointments at the home of the person concerned were also preferred but unfortunately many young people were unwilling to do this as they did not want their friends and neighbours to know they were having problems.

Members felt that all agencies involved in the treatment of a young person should have access to their medical records rather than reliance being placed upon email. It was confirmed that the Trust had an electronic records system however this was not available to GPs, schools or local authorities. This could be investigated by the Trust's IT department.

Members referred to a recent case involving a young person with autism which had not initially been diagnosed. In that case when the diagnosis had been made the Connexions worker involved in the case had been asked to contact the family and the North East Autism Society. The mother of the young person had also been given contact details for the Autism Society. There were pathways to ensure that people were pointed in the right direction unfortunately this need might only be identified after the first appointment. Ideally these needs would be flagged up during the initial contact meaning that appointments could be utilised by those for whom they would be most beneficial.

Members felt that future welfare reform would result in an increase in young people with mental health problems and asked what plans were in place to deal with this. The representatives advised that their staff were already working at full capacity dealing with young people. While they did not anticipate an increase in funding or staff they were keen to introduce more efficient ways of working so that more young people could be seen. Currently around 10-15% of appointments were not attended and they wanted to turn these into productive appointments. Early intervention, through educating young people in matters such as contraception or pregnancy, was also

important along with work with vulnerable mothers-to-be.

Members highlighted the importance of collaboration suggesting that meetings be scheduled involving representatives from all the agencies in order to share information about specific individuals on a confidential basis. This could also be used when young people were moving into adulthood and would therefore be accessing adult mental health services. They were keen however that such meetings be sensitively named.

The Chair thanked the representatives for attending the meeting.

Recommended

That the comments from the representatives from Tees, Esk and Wear Valley NHS Foundation Trust be noted.

82. Scrutiny Investigation into 'Emotional and Mental Wellbeing' – Evidence – Hartlepool Draft JSNA Entry *(Scrutiny Support Officer)*

The report provided Members with the JSNA 'Emotional and Mental Wellbeing' entry for consideration as part of the ongoing Forum investigation. The Strategic Commissioner (Children's Services) and Health Improvement Practitioner gave a brief presentation covering the key issues such as who was at risk and why and what evidence there was for effective intervention.

Members again raised concern at the lack of detailed statistical information on young people with mental health problems in Hartlepool. They felt that making assumptions based on national statistics could lead to misleading or incorrect information which could subsequently lead to problems when applying for funding in the future, particularly at a time of austerity. They also felt that the information and views gathered throughout the course of the Forum's investigation should be included in the JSNA entry in order to strengthen it.

The Chair thanked the officers for attending the meeting.

Recommended

That the content of the JSNA 'Emotional and Mental Wellbeing' and subsequent evidence from representatives of the Child and Adult Services department be noted.

83. Scrutiny Investigation into 'Emotional and Mental Wellbeing' – Feedback from the 'what people say' group exercises held on 12 February 2013 (*Scrutiny Support Officer*)

As part of the Forum's investigation into Emotional and Mental Wellbeing, the Forum at its meeting on 12th February 2013 had taken part in group exercises to gather the views of children, parents, foster carers and other interested parties on the provision of emotional and mental wellbeing services available to children and young people in Hartlepool. A summary of the feedback from these sessions was provided to members along with written views which had been submitted outside of these group exercises.

Recommended

That the feedback from the group exercises held on 12th February 2013 as part of the investigation into 'Emotional and Mental Wellbeing' be noted.

84. Scrutiny Investigation into 'Emotional and Mental Wellbeing' – Formulation of Recommendations for the JSNA topic of Emotional and Mental Wellbeing (*Scrutiny Support Officer*)

The report provided Members with the opportunity to formulate views and make recommendations in relation to the JSNA topic of 'Emotional and Mental Wellbeing'. The following suggested recommendations had been drafted as a result of discussions during the investigation and were tabled for Members' consideration.

- 1 In order to ensure that the Hartlepool JSNA entry for Mental and Behavioural Disorders (Children), best reflects the needs and services required by the local population, the Health and Wellbeing Board make representations to the Clinical Commissioning Groups regarding:-
 - (a) the importance of obtaining actual data in relation to the range and types of conditions that young people experience in Hartlepool, rather than prevalence data; and
 - (b) as part of future commissioning strategies the provision of actual data sets is included as part of the contract.
- 2 Work is undertaken, in conjunction with partner organisations and service providers, to investigate the reasons behind young people not attending pre-arranged CAMHS appointments and action taken to address this where non attendance relates to service configuration or delivery.

- 3 Departmental budget consultation proposals provide Members with information in relation to the potential wider implications of proposals and details of the less visible impact these options may have on children and young people.
- 4 In order to maintain the JSNA as a living document and reflect the current views and issues faced by service users and their families, the results of the public consultation exercise undertaken by the Children's Services Scrutiny Forum, be reflected in the Mental and Behavioural Disorders JSNA entry, where appropriate.
- 5 Hartlepool Council works in conjunction with Tees, Esk & Wear Valleys NHS Foundation Trust; schools, and other partner organisations including the voluntary and community sector to address the issues raised as part of the Children's Services Scrutiny Forums public consultation exercise by:-
 - (a) increasing awareness of emotional and mental wellbeing issues amongst children, young people, parents, carers and professionals, and promotes the services that are available, providing details of how to access those services, in places frequented by young people;
 - (b) developing/providing emotional and mental health training accessible to all professionals who work with children and young people, to promote early intervention and the correct referral processes;
 - (c) developing ways of increasing community based services, and addressing the issues raised by young people attending Dover House.
- 6 A review is undertaken of the home/hospital school service provision, taking into consideration the issues raised as part of the Children's Services Scrutiny Forum consultation exercise.

Members requested that the following additions be made to the recommendations:

That organisations that work with children with emotional and mental wellbeing issues ensure that information is shared effectively, fostering a culture of collaboration with all partners.

That the entry reflects the areas of collaborative working identified to be taken forward during the course of the investigation.

That the review of the home/hospital school service provision include a review of the learning platform and a reconfiguration of services to improve support to children unable to access mainstream learning.

That the Council work in partnership with Tees, Esk and Wear Valley NHS Foundation Trust to map current services and explore alternative models for service delivery, including a single point of access.

Recommended

That the draft recommendations and additional comments as set out above be taken to a future meeting of the Forum for agreement

85. Issues identified from Forward Plan

No items

The meeting concluded at 6.00pm

CHAIR

CHILDREN'S SERVICES SCRUTINY FORUM REPORT

16th April 2013



Report of: Director of Children's Services

Subject: Youth Justice Plan 2013-2014

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to set out proposals for the Youth Justice priorities and actions for 2013 – 2014 and provide the Children's Service Scrutiny Forum with an opportunity to comment and make recommendations to support the further development of the local Youth Justice Plan **(Appendix 1)**.

2. BACKGROUND

- 2.1 The national Youth Justice Performance Improvement Framework is the Youth Justice Board's primary tool for monitoring and securing performance improvement across Youth Offending Services in England and Wales.
- 2.2 The primary functions of Youth Offending Services are to prevent offending and re-offending by Children & Young People and reduce the use of custody. It is the responsibility of local Youth Offending Services to develop and coordinate the provision of these services for all of those young people in the Local Authority area who need them.
- 2.3 In recent years Hartlepool has witnessed a significant reduction in youth crime. The local youth justice partnership has been particularly effective in reducing the numbers of young people entering the youth justice system for the first time and we are now starting to see a reduction in the rate of crime being committed by those young people who have previously offended.
- 2.4 The National Framework for monitoring the performance and quality of Youth Offending Services includes a range of elements that work together to improve practice and performance. The Framework builds upon the statutory responsibilities for Youth Offending Services established under the Crime and Disorder Act 1998 through a requirement for all Youth Offending Services to annually prepare, as part of the local business planning cycle, a local Youth Justice Plan for submission to the Youth Justice Board.

- 2.5 Whilst the local Youth Offending Service partnership can develop its own structure and content of the Youth Justice Plan, national guidance suggests the Plan should address four key areas and it is these areas that will be refreshed to reflect the position for the service going forward:
- Resourcing and value for money - The sufficient deployment of resources to deliver effective youth justice services to prevent offending and re-offending.
 - Structure and Governance - The Plan will set out the structures and governance necessary to ensure the effective delivery of local youth justice services. The leadership composition and role of the multi agency Youth Offending Service Management Board are critical to this.
 - Partnership Arrangements - To demonstrate that effective partnership arrangements are in place between the Youth Offending Service, statutory partners and other local partners that have a stake in delivering youth justice services and that these arrangements generate effective outcomes for children and young people who offend or are at risk of offending.
 - Risks to Future Delivery - To ensure the Youth Offending Service has the capacity and capability to deliver effective youth justice services, identifying risks to future delivery and the Youth Offending Service's partnership plans to address these risks.

3. PROPOSALS

- 3.1 The planning framework to support the development of the 2013/2014 Youth Justice Strategic Plan has drawn upon the appraisal of the Youth Justice Boards Regional Partnership Manager, the local Youth Offending Service Strategic Management Board alongside the views and opinions of service users, staff and key partners which were established during the recent Youth Justice Peer Review. Further to this, the plan acknowledges the role of the Youth Offending Service in taking forward the priorities of the recently elected Cleveland Police and Crime Commissioner.
- 3.2 Alongside the above the Youth Justice Plan has taken into consideration the changes across the Youth Justice arena following the publication of the Legal Aid, Punishment of Offenders Act 2012 which introduces new measures to ensure that criminal cases run more efficiently, increases the options available for non-custodial sentences and introduces new conditions designed to help reduce the unnecessary use of secure remands for young people.
- 3.3 Central to the development of the service, proposed objectives for 2013/2014 are the core functions of the service which are the prevention of

offending and re-offending by Children & Young People and reduce the use of custody.

3.4 The planning framework described above has given rise to the following priorities for 2013-2014:

- Reduce further offending by young people who have committed crime
- Sustain the reduction of first time entrants to the youth justice system
- Ensure that there are effective arrangements in place for the management of the risk and vulnerability of young people and their families.
- Ensure the Youth Offending Strategic Management Board will be a well constituted, committed and knowledgeable Board which scrutinises Youth Offending Service performance.
- Ensure the Youth Offending Strategic Management Board provides a strategic lead for the service and understands the way in which the service contributes to integrated offender management arrangements, reduction of crime and offending and public protection.
- Ensure the Youth Offending Service Management Team has clearly defined roles and responsibilities and a shared vision and purpose to support the effective management of the service and drive up standards and performance.
- Ensure there is a clear understanding across the service of what constitutes effective practice in relation to the prevention and reduction of youth crime and the role of the service within the management of young people's risk and vulnerability.
- Ensure there is a clear understanding across the service of what 'good' looks like in relation to the development of Youth Justice Assessments, Reports, Plans, Interventions and effective case management arrangements.
- Ensure there is an appreciation of the resources, programmes and specialist expertise available across the service and available resources are maximised within all planning.
- Ensure practice across the service is integrated to ensure that young people receive seamless, high quality youth justice services in Hartlepool.
- Ensure all Team Managers and YOS staff further develop their skills and knowledge in core youth justice effective practice around risk assessment and appropriately targeted intervention aimed at risk reduction.

- Ensure expertise is developed within the service relating to high risk offending behaviour.

3.5 The local Youth Justice Strategic Plan for 2013 – 2014 establishes responsibility across the Youth Offending Service and the Youth Offending Strategic Board for taking each improvement activity forward within agreed timescales.

4. RECOMMENDATIONS

4.1 The Children's Services Scrutiny Forum is requested to comment and make recommendations to support the further strategic development of the local Youth Justice Plan and priorities for 2013 - 2014.

5. REASONS FOR RECOMMENDATIONS

5.1 The Youth Justice Strategic Plan is part of the Budget and Policy Framework.

6. BACKGROUND PAPERS

6.1 The following background papers were used in the preparation of this report:

The Youth Justice Boards: Youth Justice Performance Improvement Framework (Guidance for Youth Justice Board English Regions available at: <http://www.justice.gov.uk>)

7. CONTACT OFFICER

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Hartlepool Youth Offending Service

Youth Justice Strategic Plan 2013-2014

First Draft

Version 1.1

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1 FOREWORD

Welcome to the 2013-2014 Hartlepool Youth Offending Service's Youth Justice Strategic Plan. This plan sets out our ambitions for Youth Justice Services in Hartlepool and how they will contribute to our overarching aspirations for the town, set out in our Community Strategy 2008-20 wherein:

“Hartlepool will be an ambitious, healthy, respectful, inclusive, thriving and outward looking community, in an attractive and safe environment, where everyone is able to realise their potential”.

The Youth Offending Service has a key role in contributing to this vision by building upon the success of 2012-2013 through the delivery of high quality, effective and safe youth justice services that prevent crime and the fear of crime, whilst ensuring that young people who do offend are identified and managed appropriately without delay.

In recent years Hartlepool has witnessed a significant reduction in youth crime. The local youth justice partnership has been particularly effective in reducing the numbers of young people entering the youth justice system for the first time and we are now starting to see a reduction in the rate of crime being committed by those young people who have previously offended.

Beyond this the service has seen:

- The establishment of the One Stop Shop facility in the centre of the town, as the key point of service delivery which enables the service to provide support to young offenders in a non-stigmatising setting in partnership with broader Youth Support Services.

6.1 Appendix 1

- The steady increase in the involvement of young people in direct reparation work to the victim, enabling the young people to offer a meaningful apology.
- The re-commissioning of Restorative Justice Services to bring about further improvements in the involvement of victims in youth justice processes and victim confidence and satisfaction.
- The successful recruitment, retention and training of volunteer panel members to secure effective Referral Order Panels.
- The further development of court team arrangements leading to improved relationships with local magistrates.
- The participation of the service in a youth justice peer review to support the service to identify further areas for improvement in relation to the reduction of youth crime.
- The engagement with the newly elected Cleveland Police and Crime Commissioner to ensure that local youth justice priorities correlate with the commissioners priorities and aspirations for local youth justice services.

In short the Youth Offending Service is continuing to demonstrate its direct contribution to both improving outcomes for young people and making local communities safer and stronger. Whilst recognising the tough financial climate ahead, it is essential that we continue to push forward with improvements to the Service in 2013 - 2014. This plan defines priorities for the Youth Offending Service in the coming year and highlights further areas for improvement.

As always, the Strategic Management Board is extremely grateful for the skill and dedication of our employees in supporting young people who offend or are at risk of becoming involved in offending in Hartlepool.

On behalf of the Youth Offending Service Strategic Management Board I am pleased to endorse the Youth Justice Strategic Plan for 2013 -2014.

To be signed by YOS Strategic Management Board Chair

2 INTRODUCTION

The Hartlepool Youth Justice Plan 2013-2014 sets out the strategic objectives and arrangements to ensure the effective delivery of local youth justice services in Hartlepool.

Youth Justice Services are defined nationally by the Youth Justice Board and include:

- taking steps designed to encourage children and young persons not to commit offences.
- the provision of assistance to persons determining whether reprimands or warnings should be given.
- the provision of reports or other information required by courts in criminal proceedings against children and young persons.
- the provision of support for children and young persons remanded or committed on bail while awaiting trial or sentence.
- the placement in local authority accommodation of children and young persons remanded or committed to such accommodation.
- the implementation of Referral Orders.
- the carrying out functions assigned to the service via the Youth Justice plan formulated by the Local Authority.
- to act in accordance with any guidance given by the Secretary of state

The primary functions of Youth Justice Services are to prevent offending and re-offending by Children & Young People and reduce the use of custody. It is the responsibility of local Youth Offending Services to develop and coordinate the provision of these services for all of those young people in the Local Authority area who need them.

6.1 Appendix 1

Hartlepool Youth Offending Service (YOS) was established in April 2000 following the introduction of the Crime and Disorder Act 1998. It is a multi-agency service and is made up of representatives from the Council's Children Services, Police, Probation, Health, Education, Community Safety and the local voluntary/community sector directed by the Head of Service. Because the Youth Offending Service incorporates representatives from a wide range of services, it can respond to the needs of young offenders and their families in a comprehensive and coordinated way.

In addition to the services provided to young people in or at risk of entering the Youth Justice System, the service also plays a key role in increasing public confidence in the youth justice system and increasing victim satisfaction through their involvement in restorative and reparative processes, whilst also contributing to broader strategies to improve outcomes for children, young people and their families more generally.

Since its inception Hartlepool Youth Offending Service has been overseen and monitored (like all other Youth Offending Services in the country) by the national Youth Justice Board. The national Youth Justice Performance Improvement Framework is the Youth Justice Board's primary tool for monitoring and securing performance improvement across Youth Offending Services in England and Wales. The framework builds upon the statutory responsibilities for Youth Offending Services established under the 1998 Crime and Disorder Act through a requirement for all Youth Offending Services to annually prepare, as part of the local business planning cycle, a local Youth Justice Strategic Plan for submission to the Youth Justice Board.

National guidance suggests the plan builds upon an analysis of local need and developments to address (in line with national requirements) four key areas of provision for Youth Offending Services:

6.1 Appendix 1

Resourcing and value for money – To demonstrate that available resources are being deployed appropriately to deliver effective youth justice services to prevent offending and reoffending.

Structure and Governance – To ensure that appropriate structures and robust governance arrangements are in place necessary to ensure the effective delivery of local youth justice services.

Partnership Arrangements - To demonstrate that effective partnership arrangements are in place between the Youth Offending Service, statutory partners and other local partners that have a stake in delivering youth justice services and that these arrangements generate effective outcomes for children and young people who offend or are at risk of offending.

Risks to Future Delivery - To ensure the Youth Offending Service has the capability to identify risks to future delivery and to determine how best the Youth Offending Service and the broader partnership's can address these risks.

The 2013-2014 Youth Justice Plan is structured to demonstrate how these key areas are delivered in Hartlepool in response to local need and developments and to highlight how the service remains well placed to prevent offending and re-offending by children & young people and reduce the use of custody.

3 Local Needs Analysis

Hartlepool is a small unitary authority on the North East coast of England. The borough as a whole covers 9,386 hectares and is predominantly rural with four distinct villages. The majority of the town's 91,900 people live in the town's central urban area. Approximately 25% of the population are children and young people (under 18) and 10.8% (9905) are aged 10 to 17, the Youth Offending Service client group.

Most young people in Hartlepool make the transition to adulthood successfully through a combination of supportive families, good schools, colleges and training providers and access to opportunities for personal and social development outside the classroom along with the vision and belief that they can succeed. Whilst many young people make mistakes along the way and do things they should not do, or wish they had not done, most are able to get back on track quickly with little harm done.

But whilst many young people are thriving, evidence is clear that it is young people from deprived and disadvantaged backgrounds and communities who lack many of the protective factors highlighted above, who are disproportionately at greater risk of involvement in anti-social and offending behaviour and poorer outcomes generally.

Despite significant regeneration over the past twenty years the Index of Multiple Deprivation (2007) indicates that Hartlepool is still ranked as the 23rd most deprived out of England's 354 Local Authority districts. Deprivation covers a broad range of potentially life limiting issues and refers to unmet needs caused by the interplay of a number of local factors that impact upon families living conditions such as:

- low Income;

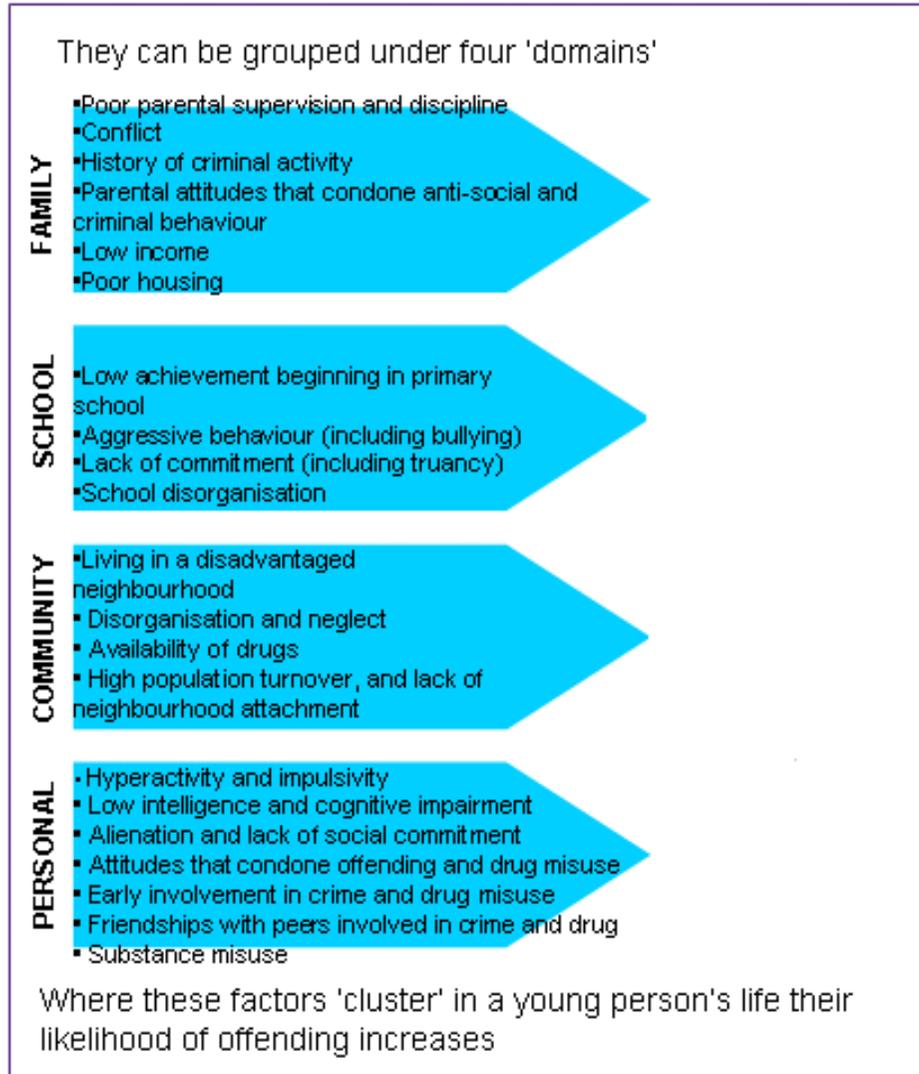
6.1 Appendix 1

- exclusion from the labour market;
- impairment of quality of life by poor physical and mental health and disability;
- educational underachievement, barriers to progression and a shortage of skills and qualifications amongst adults;
- barriers to accessing key local services and affordable housing;
- low quality of individuals' immediate surroundings both within and outside the home; and
- a prevalence of violent crime, burglary, theft and criminal damage in an area.

Local analysis of need and outcomes highlights that, whilst there are families who are more resilient to deprivation, the interplay of the above factors clearly places families who are contending with deprivation at a disadvantage. This can significantly limit the opportunities and outcomes for their children which, in time, will tend to perpetuate a cycle of deprivation and disadvantage due to diminished life chances.

A more detailed analysis of the broader circumstances/factors of families whose children are experiencing difficulties indicates that parenting, parental substance misuse, housing and home conditions, employment issues and domestic violence are often the main factors linked to the prevalence of poor outcomes in local children and young people. It is often the complex interplay of each of these factors that makes problems in some households insurmountable and places the children at significant risk of involvement in anti-social and offending behaviour.

An annual local analysis of the factors that contribute to young peoples offending behaviour highlights that the most prevalent factors are often a combination of the young person's family circumstances, their lifestyle, their misuse of substances and a lack of engagement with education and/or further learning all of which shapes thinking and behaviour (see below).



The impact of family and/or parenting factors on a young person's likelihood of offending is also well established

Factors which can impact upon offending risk include;

- Having a criminal or anti-social parent/s
- Overcrowding and/or large family size
- Consistency and warmth of parenting and parenting skills
- Abuse or neglect, family conflict and disruption, financial hardship, substance misuse

"It is clear that many family factors predict offending, but less clear what are the causes or key underlying family dimensions that should be measured or targeted in prevention programmes" **Farrington and Welsh, Saving Children from a Life of Crime, 2007**

In spite of the high levels of deprivation that families contend with in Hartlepool the local Youth Justice Partnership has had significant success in recent years in terms of preventing and reducing youth offending behaviour (see below).

6.1 Appendix 1

YOUTH CRIME - PROVEN OFFENCES	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013
Total Proven Offences	952	858	703	639	499	374	To be added
Percentage Change +/- from 2006/07		-7.24%	-19.18%	-24.11%	-34.90%	-44.53%	To be added

FIRST TIME ENTRANTS	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013
Total First Time Entrants	297	271	212	143	101	70	To be added
Percentage Change +/- from 2006/07		-6.44%	-21.04%	-38.12%	-48.51%	-56.19%	To be added

CUSTODY	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013
Total Custody	18	16	6	6	10	4	To be added
Percentage Change +/- from 2006/07		-10.00%	-60.00%	-60.00%	-40.00%	-70.00%	To be added

6.1 Appendix 1

Local Youth Crime – Key Characteristics

In 2011/12, Hartlepool Youth Offending Service dealt with a total of 185 young offenders who committed 375 offences. 141 were male and 44 female. This represents a significant 21.6% reduction in offenders and 23.8% reduction in offences on the previous year 2010/11. The table below illustrates the type and numbers of offences committed by young people resident in Hartlepool and the trend over the last six years (these figures will be updated once annual data for 2012/2013 have been verified by the Youth Justice Board).

Grouping	Offence	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	% Change 2006/07 to 2011/12
Breach	Breach of Bail	14	11	8	0	6	4	71% Reduction
	Breach of Conditional Discharge	5	6	6	3	8	10	100% Increase
	Breach of Statutory Order	45	33	28	38	15	26	42% Reduction
Vehicle	Death or Injury by Reckless Driving	0	0	0	0	0	0	NA
	Motoring Offences	87	74	51	73	21	8	91% Reduction
Theft & Burglary	Theft and Handling	215	245	200	140	108	72	67% Reduction
	Vehicle Theft	24	30	12	21	12	4	83% Reduction
	Domestic Burglary	47	35	22	14	11	8	83% Reduction
	Non Domestic Burglary	16	14	25	8	12	10	38% Reduction
	Fraud & Forgery	13	2	1	5	4	1	92% Reduction
	Robbery	4	0	6	4	1	3	25% Reduction
Violence	Racially / Aggravated	8	2	0	3	4	2	75% Reduction
	Sexual Offences	2	3	5	1	3	1	50% Reduction
	Violence Against Person	187	146	117	128	76	72	62% Reduction
Other	Arson	9	8	6	1	3	0	100% Reduction
	Criminal Damage	140	121	109	103	78	64	54% Reduction
	Drugs Offences	13	9	23	22	16	12	8% Reduction
	Other	19	18	9	11	25	8	58% Reduction
	Public Order	104	101	71	57	89	70	33% Reduction
TOTAL		952	858	699	632	492	375	61% Reduction

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As can be seen the majority of offences committed by young people in recent years tend to be grouped around acquisitive crime and public order offences including violent assaults (often on other young people).

Local intelligence relating to first time entrants into the Youth Justice System underlines that the rate continues to reduce and actually shows a 25% improvement over the comparator for last year. However, reductions are levelling out. In a town the size of Hartlepool, just one change of police officer can lead to a significant difference in how policing around first time entrants is carried out. However, work with the Police to compare figures enabled a match between the Youth Offending Service and Police National Computer for the first time, showing discrepancies around young people in receipt of fixed-penalty notices and the use of a Court Absolute Discharge in a number of cases. In both scenarios, young people are now contacted by the Youth Offending Service to ensure that any future risks or offending behaviour can be ameliorated through support and intervention.

On top of the continuing reductions in the numbers of young people entering the youth justice system for the first time, we are now starting to see a reduction in the rate of crime being committed by those young people who have previously offended. Analysis highlights that the service is dealing with a small number of offenders who repeat offend often in line with broader lifestyle choices relating to substance misuse and the need to generate income to maintain substance misuse levels.

The Youth Offending Service is in the process of further developing local integrated offender management arrangements to ensure that robust systems that draw upon a range of partners are in place for those young people and their families who are vulnerable to repeat offending.

Youth Justice Peer Review

As part of the new approach to youth justice oversight and devolving accountability to local authorities, the Youth Justice Board in

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partnership with the Local Government Association has developed a Youth Justice Peer Review programme. The primary purpose of a Youth Justice Peer Review is to help a Youth Offending Service and its partners identify their strengths and to highlight areas for potential improvement in the current provision of youth justice services.

Hartlepool Youth Offending Service invited a Youth Justice Peer Review team to visit in late September 2012. The Review team spent three working days on site talking and listening to a wide range of service users, stakeholders and members of the Service.

The main focus of the review was the performance of the Hartlepool Youth Offending Service and broader partnership on the **local rate of proven reoffending**. Attention was also paid to the robustness of quality assurance systems designed to ensure good professional practice.

The Youth Justice peer review found that the Hartlepool Youth Offending Service and broader partnership has a strong commitment to the care and needs of children and young people. The team noted that the service is well-resourced in terms of the knowledge, skills and experience of the people who work within it and stakeholders and staff have a firm determination to take the Service forward on a continuing journey of improvement.

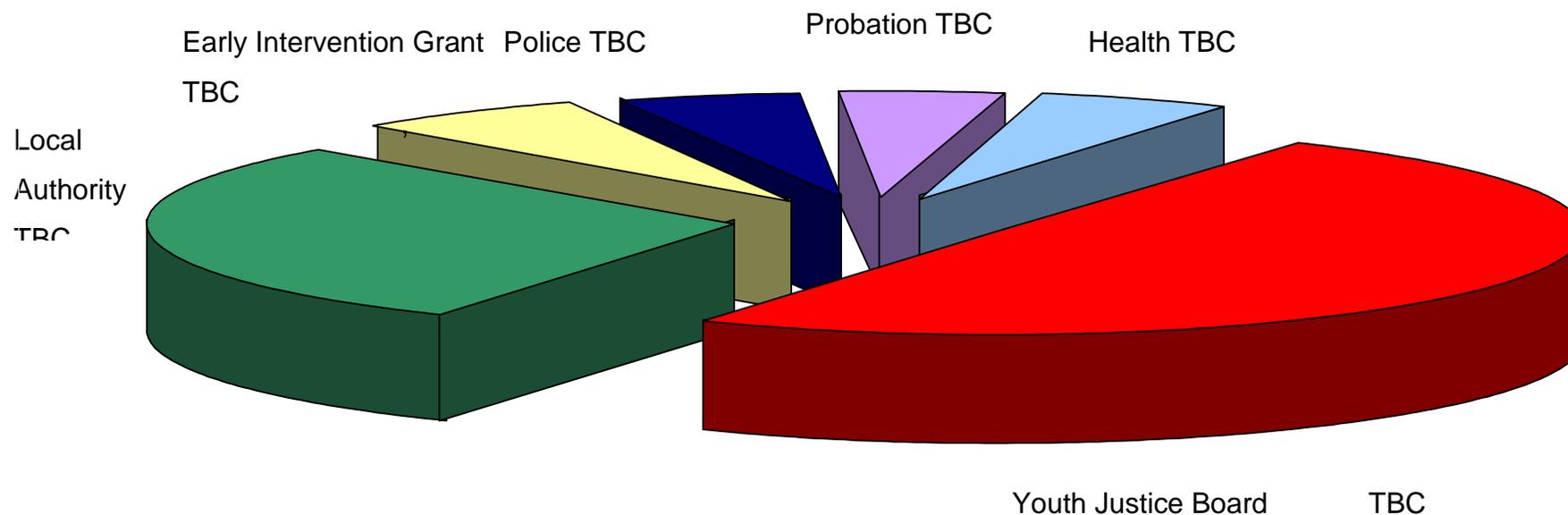
However, the Youth Justice Peer Review highlighted that there are several areas for “quick win” improvement which could make a significant impact on service delivery and performance, alongside some broader scope for improvement that the service will need to seek to address in the longer term. The findings of the Peer Review have been incorporated into the annual Youth Justice Action Plan (see Section 8) which will ensure that the Youth Offending Service builds upon the comments received by service users, stakeholders and staff teams to ensure that the service can respond to local need and developments and remains well placed to prevent offending and re-offending by children and young people and reduce the use of custody.

4 Resources and value for money

Adequate resourcing and the appropriate use of resources underpin the ability of the Youth Offending Service to deliver high quality services. The Youth Offending Service Budget for 2013/14 has seen a reduction in both the Youth Justice Board funding and contributions across statutory partners and as a consequence is 15.6% less than 2012/2013 at (to be included once confirmed), which includes a 7% reduction anticipated for the Police Crime Commissioner's new responsibilities . The budget is made up of a central grant from the Youth Justice Board and contributions from statutory partners (Health, Children's Social Care, Police and Probation). Hartlepool Borough Council is the major contributor to the partnership budget.



Youth Offending Service Funding 2012-2013



In preparation for these anticipated reductions the Youth Offending Service has already participated in a series of service wide reviews of resources. The Phase 1 review focused on Management and Case Management arrangements in the Youth Offending Service. The Phase 2 review has considered Youth Offending support services including Intervention Support, Reparation, Education/training services and Referral Panel Co-ordination. Alongside the above reviews the Youth Offending Service is also participating in a broader Local Authority review of Business and Administrative support with a view to generating further savings and efficiencies.

Cleveland Police and Crime Commissioner

In 2012-2013 the Home Office diverted part of its funding allocation from Youth Offending Services to Cleveland Police Authority to support the introduction of the Police & Crime Commissioner. This funding has supported youth crime initiatives delivered and/or commissioned throughout Cleveland by the three Youth Offending Services for over 10 years. Cleveland Police Authority took the decision to passport the funding back to each Youth Offending Service for 2012-2013 in order to maintain service delivery. From 2013-2014, the Home Office will divert all its funding from Youth Offending Services in Cleveland to the Newly elected Police and Crime Commissioner.

The Youth Offending Services in Cleveland are keen to highlight the importance of the work streams underpinned by the funding and how these are aligned with the strategic priorities outlined in the Police and Crime Plan 2013-2016, particularly the following:

- Ensure a better deal for victims and witnesses
- Divert people from offending, with a focus upon rehabilitation and the prevention of reoffending
- Develop better coordination, communication and partnership between agencies to make the best use of resources

The Youth Offending Services is particularly keen to work with the PCC and Cleveland Police to refresh our approach to new 'out of court' police outcomes for children and young people (in line with the Legal Aid, Sentencing and Punishment of Offenders Act 2012) and support new restorative justice initiatives by Cleveland Police and other partners. It is hoped that we can capitalise on these developments to be innovative and creative in the work we do, both collaboratively and retain and enhance the work we do in new and exciting ways.

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It is estimated, at this stage, that approx £40,000.00 in funding will be diverted from Hartlepool Youth Offending Service to the Police and Crime Commissioner in 2013-2014. This will be in addition to anticipated reductions in service funding from local and central funding streams. Clearly, without the commitment from the Police and Crime Commissioner to support the Hartlepool Youth Offending Service, there will inevitably be a detrimental impact upon service provision in Cleveland and potential loss of youth justice services and experience. Funding from Police and Crime Commissioner is, therefore, seen as vital in maintaining service delivery and ensuring successful youth justice outcomes are continued.

In spite of the above reductions, Hartlepool Youth Offending Service believes that it has sufficient resources and staff, with the appropriate skills and expertise, to deliver youth justice services in line with National Standards and is committed to having in place a workforce strategy that ensures

- the needs of Youth Offending Service staff are met, and their strengths recognised
- the Youth Offending Service retains its integrity as a successful multi-agency working model, and is not diluted in the process of establishing broader multi-agency structures
- the crucial role of the Youth Offending Service as the balancing point between the children's and criminal justice agenda is asserted
- managers can attract and retain a strong and suitable workforce
- Youth Offending Service staff can access training and development opportunities.
- Youth Offending Service staff have the appropriate knowledge, skills and expertise to deliver high quality and responsive services to young people at risk of offending or reoffending and their families.

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The effective and efficient use of resources is also dependent on effective commissioning arrangements. Working through the Children's Strategic Partnership commissioning processes the Youth Offending Service has during 2012/2013 revised the local service specification for Restorative Justice Services and re-commissioned a service that will ensure that Restorative Justice is an important underlying principle for all of our local youth justice disposals, from Final Warnings and Referral Orders to Reparation Orders, Action Plan Orders and Supervision Orders. Hartlepool Youth Offending Service believes that an investment in Restorative Justice is key to supporting the services broader efforts to prevent offending and re-offending by children and young people in Hartlepool.

The Youth Offending Service will continue to manage and review existing commissioned services to ensure that commissioned services continue to deliver services in accordance with contractual specifications to improve outcomes for young people, victims and their families.

5 Structure and Governance

Governance

The Youth Offending Service is located within the Prevention, Safeguarding and Specialist Services Division of Child and Adult Services. The Management Board is chaired by a local Chief Inspector and is made up of representatives from Child and Adult Services, Police, Probation, Health, Courts, Housing, Youth Support Services, Community Safety and the local Voluntary and Community Sector. Effective integrated strategic partnership working and clear oversight by the Management Board are critical to the success and effective delivery of youth justice services in Hartlepool.

The board is directly responsible for:

- determining how appropriate youth justice services are to be provided and funded;
- overseeing the formulation each year of a draft youth justice plan;
- agreeing measurable objectives linked to key performance indicators as part of the youth justice plan'
- ensuring delivery of the statutory aim to prevent offending by children and young people.
- giving strategic direction to Youth Offending Service Manager and Youth Offending Service Team
- providing performance management of the prevention of youth crime and periodically report this to the Safer Hartlepool Executive Group.
- promoting the key role played by the Youth Offending Service within local integrated offender management arrangements.

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The Management Board is clear about the priority areas for improvement, and monitors the delivery of the Youth Justice Strategic Plan, performance and prevention work. It is well attended and receives comprehensive reports relating to performance, finance and specific areas of service delivery.

Members of the Board are knowledgeable, participate well in discussions and are members of other related boards, which contribute to effective partnership working at a strategic level. Board meetings are well structured and members are held accountable.

The membership of the Board is as follows:

Steve Jermy Chair	Chief Inspector Cleveland
Mark Smith	Head of Youth Offending and Extended Services for Children and Young People.
Sally Robinson	Assistant Director - Prevention, Safeguarding & Specialist Services Hartlepool Borough Council
Dean Jackson	Assistant Director – Performance and Achievement Hartlepool Borough Council
Lucia Saiger	Director of Offender Services - Durham Tees Valley Trust
Louise Hurst	Deputy YOS Manager
Emma Rutherford	Social Inclusion Co-ordinator
Paul Whittingham	Commissioning Manager NHS
Jean Bell	Deputy Justices Clerk - Teesside and Hartlepool Magistrates; Court

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Lindsey Robertson	Community Services Manager for Children and young people North Tees & Hartlepool NHS Foundation
Lynda Igoe	Principal Housing Officer Hartlepool Borough Council
Sally Forth	Community Safety Manager Hartlepool Borough Council
Dave Wise	Chair of the West View Project (Voluntary/Community Sector representative).

The Youth Offending Service Manager and nominated officers from within the Youth Offending Service are members of strategic boards relevant to young people who offend. For example representatives sit on the Criminal Justice Intervention Managers Partnership, 11-19 Strategic Board, Secondary Behaviour and Attendance Partnership, Parenting Strategy Board, Substance Misuse Steering Group, Pupil Referral Unit Management Board, Social Inclusion Strategy Group and Multi Agency Public Protection Arrangements (MAPPA). The Youth Offending Service is also represented on the Children's Strategic Partnership, Local Safeguarding Children Board, Health and Well-being Board and the Crime and Disorder Reduction Partnership.

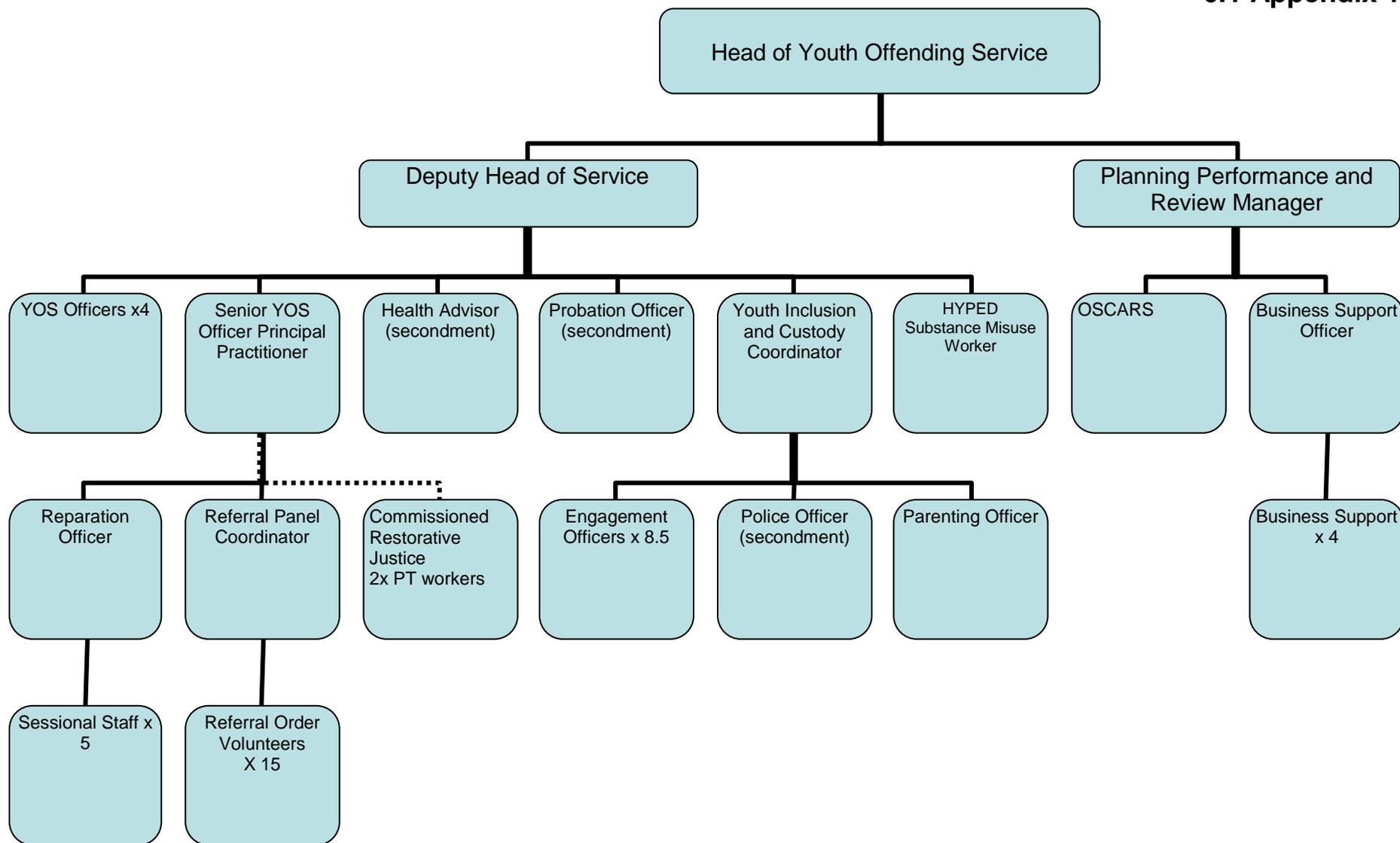
Structure

The Youth Offending Service is in the process of undergoing significant service remodelling in response to the findings of the recent Youth Justice Peer Review. Historically the service was organised into two discreet areas; Pre-court and Post-court provision.

Going forward the service is preparing to the development of 'through court arrangements' that will see the majority of the services resources being placed at the point of prevention and diversion with a view to bringing about further reductions in the numbers of first time entrants.

It is envisaged that for those young people who go onto offend, the Youth Offending officer who will have established a relationship and rapport with the young person will be provided with the capacity to support the young person and their broader family through the court process, support any statutory interventions and then go on to provide aftercare with a view to reducing any further offending behaviour.

The Youth Offending Service currently has a staff team of thirty three people, which includes four seconded staff, three commissioned staff and three sessional workers. The service also benefits from a team of twenty two active volunteers who sit as Referral Order Panel members who have recently received refresher training. All staff and volunteers are subject to enhanced CRB checks which are renewed every three years.



6 Partnership arrangements

Hartlepool Youth Offending Service is a statutory partnership which includes, but also extends beyond, the direct delivery of youth justice services. In order to deliver youth justice outcomes it must be able to function effectively in both of the two key sectors within which it operates, namely:

- **criminal justice services.**
- **services for children and young people and their families.**

The Youth Offending Service contributes both to improving community safety and to safeguarding and promoting the welfare of children and in particular protecting them from significant harm. Working Together to Safeguard Children highlights the need for Youth Offending Services to work jointly with other agencies and professionals to ensure that young people are protected from harm and to ensure that outcomes for local children, young people and their families are improved.

Many of the young people involved with the Youth Offending Service are amongst the most vulnerable children in the borough and are at greatest risk of social exclusion. The Youth Offending Service's multi-agency approach ensures that it plays a significant role in meeting the safeguarding needs of these young people. This is achieved through the effective assessment and management of vulnerability and risk and through working in partnership with other services, for example Children's Social Care, Health and Education to ensure young peoples wellbeing is promoted and they are protected from harm.

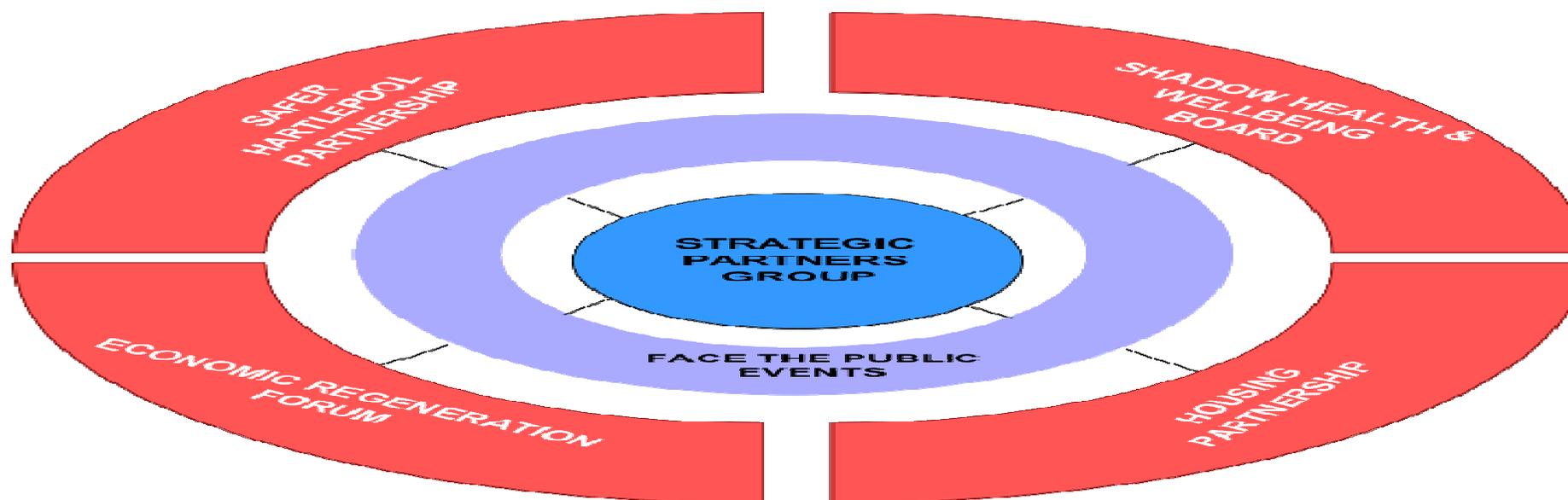
In order to generate effective outcomes for children and young people who offend or are at risk of offending the Youth Offending Service has in place effective partnership arrangements and is an important delivery partner for the Safer Hartlepool Partnership

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and the Children and Young Peoples Strategic Partnership. This close relationship is embedded in Hartlepool's 'Crime, Disorder, and Drugs Strategy' and 'Children and Young People's Plans'.

The Hartlepool Partnership

The Hartlepool Partnership is a network of partnerships that brings together all of the Borough's strategic groups who are developing and delivering local services. It provides opportunities for involvement for a wide range of organisations and individuals in the development and implementation of policy. The Partnership is made up of a Board and a series of Theme Partnerships.



The Partnership works to the Community Strategy 2008 – 2020.

Community Strategy 2008 – 2020

The Community Strategy describes a long-term vision of Hartlepool's ambition and aspirations for the future as follows:

“Hartlepool will be an ambitious, healthy, respectful, inclusive, thriving and outward-looking community, in an attractive and safe environment, where everyone is able to realise their potential”

The Vision is further articulated through a set of aims, outcomes and associated objectives grouped into eight priorities:

1. Jobs and the Economy
2. Lifelong Learning & Skills
3. Health & Well-being
4. Community Safety
5. Environment
6. Housing
7. Culture & Leisure
8. Strengthening Communities

Safer Hartlepool Partnership

The Safer Hartlepool partnership is the statutory body charged with coordinating the activities of its members (including the Youth Offending Service) to work together to keep crime down across the Borough. Members include; Hartlepool Borough Council, Cleveland Police, Cleveland Fire Brigade, Hartlepool Housing, Hartlepool PCT, Youth Offending Service, Drug Strategy Team, Anti-social Behaviour Unit, Durham and Teesvalley Probation Service and is chaired by the local Mayor.

The Partnership has published its three-year Strategy to tackle crime, disorder, substance misuse and reducing re-offending in Hartlepool (2011-2014) which sets out the following priorities:

- Reduce crime and repeat victimisation
- Reduce the harm caused by drug and alcohol misuse
- Create confident, cohesive and safe communities
- Reduce offending and re-offending

Further information about the Safer Hartlepool Partnership can be obtained at <http://www.saferhartlepool.co.uk>

Children and Young People's Plan for 2009 – 2020

The Children and Young People's Plan for 2009 – 2020 is a document which was written on behalf of Hartlepool's Children's Trust and sets out the vision and direction of travel for commissioning and service improvements for the next eleven years to improve outcomes for local children. The Children's Strategic Partnership is the main body which brings together organisations (including the Youth Offending Service) providing services for children, young people and parents and carers.

The Children and Young People's Plan 2009 – 2020 is structured around five key priorities:

- Tackling Inequalities;
- Narrowing the Gap;
- Eradicating Child Poverty;
- Living Safely;
- Promoting Emotional Well-being.

The Children and Young Peoples Plan is available to download at:

http://www.hartlepool.gov.uk/download/4952/children_and_young_peoples_plan

The Early Intervention Strategy

The recent development of the Hartlepool Early Intervention Strategy acknowledges that the best way of dealing with offending and antisocial behaviour is to deliver services to children and young people to prevent them engaging in these risk taking behaviours in the first instance. The key premise of the strategy is to focus more time and money on helping children, young people and their families who are just starting to experience difficulties as opposed to responding at the point of crisis.

The vision is that all children and young people in Hartlepool are able to enjoy a happy, safe and healthy childhood and fulfil their potential. Families will be supported as needs emerge to identify, at the earliest opportunity, what services and support they require to transform their lives.

The vision and strategy are based on a series of principles designed to underpin the provision of prevention and early intervention services. These are:

- Think Family – all partners see their interventions within the context of whole family needs;
- Parents as partners in securing improved outcomes for children;
- A child centred system where the needs of the child are the paramount consideration;
- A commitment to prevention through early intervention;
- Offering children the best start in life;
- Supporting families throughout childhood and adolescence;
- Accessible, local, community based services for families;
- A high quality workforce;
- Commissioning and delivering programmes that work.

The strategy set outs a new model of service delivery that focuses on prevention and early intervention ensuring children, young people and their families receive support in a timely way and tailored to their individual circumstances and it is envisaged that this will significantly support local efforts to prevent offending and re-offending by children and young people in Hartlepool and reduce the use of custody.

Partnership Working in the Youth Offending Service

Partnership working across the local statutory and voluntary sector is well established and effective. Relevant partners second the appropriate level of staff and contribute funding to the Youth Offending Service pooled budget. Additional sources of income have

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been achieved through successful partnership bids to the Youth Justice Board and through the use of the Early Intervention Grant, which supports projects such as prevention, parenting, mentoring, reparation schemes and restorative justice activities.

Service level agreements and protocols are in place with partner agencies for referrals and delivery of appropriate services to young people and their families to meet their needs. For example, a protocol has been developed to secure effective joint working across the Youth Offending and Children's Social Care to:

- promote a common understanding of the statutory duties, roles and responsibilities of each service;
- provide effective joint working between services to support young people and prevent or reduce offending behaviour;
- contribute to improvements in outcomes for children and young people in need, in care, leaving care, at risk of entering or in the youth justice system;
- support the implementation of national initiatives e.g. the Common Assessment Framework.

7 Risks to future delivery

The broader context for this Youth Justice Plan remains the publication of the Legal Aid, Punishment of Offenders Act 2012 which introduces new measures to ensure that criminal cases run more efficiently, increases the options available for non-custodial sentences and introduces new conditions designed to help reduce the unnecessary use of secure remands for young people.

New Out Of Court Disposals

In April 2013 there will be new out of court disposals available. In dealing with any offence committed by a young person under the age of 18, the police will have a new range of options:-

- No further action (NFA)
- Community Resolution (CR, delivered by the Police)
- Youth Caution (Caution, delivered by YOS)
- Youth Conditional Caution (Conditional Caution or YCC, delivered by YOS)
- Charge

There will be no escalatory process (in contrast to the previous Final Warning Scheme) and so the range of options can be given at any stage where it is determined to be the most appropriate action.

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It is envisaged that a discussion between the Police and YOS will take place prior to any sanction/disposal being determined to ensure the right decision is reached.

Meetings are currently underway between Cleveland Police and Hartlepool Youth Offending Service to ensure we are fully prepared for implementation and all staff involved are aware of the processes and procedures.

The new Remand Framework for Young People

Through the Legal Aid, Sentencing and Punishment of Offenders (LASPO) Act 2012 the Government has made significant reforms to the youth remand framework which re designed to help reduce the unnecessary use of secure remands:

In summary:

- 17 year olds will now be treated as children rather than adults.
- 12 – 17 year olds will be subject to the same secure remand framework as 10-11 year olds and will therefore be treated as a child who is looked after by the designated Local Authority.
- Young people not granted bail, must be remanded to Local Authority Accommodation, unless they are charged with a violent or sexual offence or one where an adult would receive a custodial sentence of 14 years or more.
- Local Authorities will hold the financial responsibility for the funding of all remands to youth detention accommodation (A secure Children's Home; a Secure Training Centre; a Young Offender Institution). Commencing 3rd December 2012.

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- The Local Authority will have the all of the duties of care which run alongside such status
- Young people not granted bail, must be remanded to Local Authority Accommodation, unless they are charged with a violent or sexual offence or one where the adult would receive a custodial sentence of 14 years or more (relates to the offence(s) the court is considering now). See Appendix 1.
- Or alternatively they have a recent history of absconding while remanded to Youth Detention Accommodation or bailed to Local Authority Accommodation; are charged with or convicted of an offence which was committed whilst remanded to either of the above and there is the real prospect of receiving a custodial sentence.
- Or have been charged with or convicted of an offence which when taken with previous imprisonable (convicted) offences amounts to a recent history of offences whilst on bail to Local Authority Accommodation or remanded to Youth Detention Accommodation.
- The decision to remand a child will be made by a Court. But Youth Offending Services and Local Authority Social Care teams should be engaged from the earliest opportunity with a view to offering alternatives to remand.
- Where a child is remanded into Youth Detention Accommodation (A secure Children's Home; a Secure Training Centre; a Young Offender Institution) they will not be placed by the responsible LA, rather by YJB Placements (on behalf of the Secretary of State).

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- Youth Offending Services will still inform placement decisions via the sharing of assessments of risk and need and NOT COSTS.
- Local Authorities will hold the financial responsibility for the funding of all remands to Youth Detention Accommodation (A secure Children's home; a Secure Training Centre; a Young Offender Institution). Commenced 3rd December 2012.
- In the case of each child remanded to Youth Detention Accommodation the court must designate a local authority:-
- if the child is already "looked after" by a local authority then the court MUST designate this authority;
- if the child is not already looked after then the court MUST designate either the authority in which the child habitually resides or the authority in which the offence was committed.
- In respect of those children that are remanded to LAA, (not YDA) the local authority will be responsible for placing them and "looking after" them as is the case now.

The incentive for local Authorities is to reduce unnecessary secure remands, and reinvest any savings achieved.

As ever, Hartlepool has been pro-active and has analysed the factors that have led local courts to historically use secure remands. Whilst in some instances the gravity of the alleged offence could be deemed to have merited as secure remand episode, there have also been instances where the lack of a suitable address has been a factor.

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To ensure that we have viable robust community bail arrangements in place going forward HBC is looking at the collective commissioning of Remand Foster Carers across the Tees Valley. However, whilst awaiting this process to take effect, we have already trained a local HBC registered Foster Carer to be able to take on the role of Remand Foster Carer and they have since taken on their first remand placement.

Hartlepool Youth Offending Service is confident that it has a structure and the staff with the appropriate skills to meet any future demands placed upon it and that the green paper does not conflict with any of the service's existing priorities.

Potential further reductions in core funding and the lack of clarity around grant allocations with subsequent loss of specialist staff and difficulties with recruitment are always areas of concern; however the Youth Offending Service has successfully met these challenges in the past and is well placed to overcome any future problems with the support of a committed, strong Strategic Management Board.

Further to this has been the publication of 'A New Approach to Fighting Crime' (March 2011) which lays out the coalition Government's ambition to introduce the role of the Police and Crime Commissioners who will have responsibility for the local prioritisation of Home Office funding going forward. Hartlepool Youth Offending Service is confident that by working through local partnerships youth justice will continue to remain a key focus within the borough in the coming year and will seek to secure funding via the Police Crime Commissioner to continue to deliver a high quality and effective service to prevent offending and re-offending by children & young people in Hartlepool and reduce the use of custody.

Potential further reductions in core funding and the lack of clarity around grant allocations, with subsequent loss of specialist staff and difficulties with recruitment are always areas of concern; however the Youth Offending Service has successfully met these challenges in the past and is well place to overcome any unpredictable future problems with the support of a committed, strong Management Board.

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Hartlepool Youth Offending Service intends to work with its partners to continue to drive efficiency within the Service through the delivery of high quality, lean and efficient practices which make maximum use of resources. The Youth Offending Service Partnership will be proactive in addressing risks to ensure it continues to achieve its central aim and this gives rise to the following priorities for 2013-2014:

- Reduce further offending by young people who have committed crime
- Sustain the reduction of first time entrants to the youth justice system
- Ensure that there are effective arrangements in place for the management of the risk and vulnerability of young people and their families.
- Ensure the Youth Offending Strategic Management Board will be a well constituted, committed and knowledgeable Board which scrutinises Youth Offending Service performance.
- Ensure the Youth Offending Strategic Management Board will provide a strategic lead for the service and understands the way in which the service contributes to integrated offender management arrangements, reduction of crime and offending and public protection
- Ensure the Youth Offending Service Management Team will have clearly defined roles and responsibilities and have a shared vision and purpose to support the effective management of the service and drive up standards and performance.
- Ensure there is a clear understanding across the service of what constitutes effective practice in relation to the prevention and reduction of youth crime and the role of the service within the management of young peoples risk and vulnerability.
- Ensure there is a clear understanding across the service of what 'good looks like' in relation to the development of Youth Justice Assessments, Reports, Plans, Interventions and effective case management arrangements.
- Ensure there is an appreciation of the resources, programmes and specialist expertise available across the service and available resources will be maximised within all planning.

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- Ensure practice across the service will be integrated to ensure that young people receive seamless, high quality youth justice services in Hartlepool.
- Ensure all Team Managers and YOS staff will further develop their skills and knowledge in core youth justice effective practice around risk assessment and appropriately targeted intervention aimed at risk reduction.
- Ensure expertise is developed within the service relating to high risk offending behaviour.

The following Action Plan details how these strategic objectives will be taken forward during 2013-2014:

8 Youth Justice Action Plan 2013-2014

Performance in reducing offending behaviour and the use of custody

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
To bring about further reductions in further offending by young people who have committed crime.	<ul style="list-style-type: none"> • The factors behind young peoples offending behaviour are established and this intelligence is used to inform future service development. • Develop, review and improve current interventions to secure bespoke packages of support for young people and their families (including exit strategies and transitions). • Work effectively to increase the engagement in education, training and employment (ETE) of young people in the youth justice system. 	<p>YOS Management Team</p> <p>YOS Management Team</p> <p>YOS Management Team</p>	<p>Reviewed Monthly throughout 2013/2014</p> <p>Quarterly throughout 2013/2014</p> <p>Reviewed Monthly throughout 2013/2014</p>	<p>Reduce the re-offending rate from a baseline of 39.8% in 2011/2012.</p> <p>Engagement in education, training and employment by young offenders is raised from an annual baseline of 69.5% in 2010/2011.</p>
Sustain the reduction of first time entrants to the youth justice system	<ul style="list-style-type: none"> • Develop, review and improve current interventions to secure bespoke packages of support for young people and their families (including exit strategies and transitions). • Work closely with Cleveland Police to further develop the pre-court disposals process. 	<p>YOS Management Team</p> <p>YOS Management Team</p>	<p>Quarterly throughout 2013/2014</p> <p>April 2013</p>	<ul style="list-style-type: none"> • First Time Entrants are further reduced from a Baseline of 93 in 2010/2011. • First Time Entrants are further reduced from a Baseline of 93 in 2010/2011.

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Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
	<ul style="list-style-type: none"> • Work effectively to increase the engagement in education, training and employment (ETE) of young people in the youth justice system. 	YOS Management Team	Reviewed Monthly throughout 2013/2014	<ul style="list-style-type: none"> • Engagement in education, training and employment b young offenders is raised from an annual baseline of 69.5% in 2010/2011.
Ensure that there are effective arrangements in place for the management of the risk and vulnerability of young people and their families.	<ul style="list-style-type: none"> • Maintain operational procedures to ensure we are working within guidance issued by MAPPA (Multi Agency Public Protection Arrangements). • Review operational procedures to ensure risk and vulnerability are reviewed regularly and that the review of risk and vulnerability remains at the forefront of performance management arrangements. • The Protocol for joint working arrangements between YOS and Social Care is reviewed and updated to reflect local arrangements and best practice. 	<p>YOS Management Team</p> <p>YOS Management Team</p> <p>YOS Management Team</p>	<p>Ongoing</p> <p>June 2013</p> <p>June 2013</p>	<ul style="list-style-type: none"> • Risk, threats and vulnerability levels to both the young person and/or the broader community are identified and reviewed regularly in line with best practice to support the development of multi agency arrangements to protect individuals and the broader community. • Risk and vulnerability arrangements are reviewed fortnightly via YOS Management Team meetings. • Risk and vulnerability are a key focus of all supervision meetings with individual YOS staff. • Effective joint planning is in place for all young offenders and their families who are supported by Children’s Social Care.

6.1 Appendix 1

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
<p>The YOS Management Team have clearly defined roles and responsibilities and have a shared vision and purpose to support the effective management of the service and drive up standards and performance.</p>	<ul style="list-style-type: none"> • The roles and function of the YOS Management Team are reviewed through consultation to establish the appropriate structure for the delivery of effective Youth Justice Services in Hartlepool. • New Structure for the YOS Management Team developed. • A shared vision for the service is established via service development activities to ensure all Managers and staff understand the purpose of their areas of responsibility and the broader, principles within which they operate. 	<p>Head of Youth Offending</p> <p>Head of Youth Offending</p> <p>YOS Management Team</p>	<p>April 2013</p> <p>April 2013</p> <p>April 2013</p>	<p>the YOS.</p> <ul style="list-style-type: none"> • Both managers and staff understand their areas of responsibility and how these compliment the broader service to prevent and reduce youth crime. • YOS Management Structure ratified by YOS Management Board and HBC. • YOS Management Structure shared with staff during service development activities. • There is an increased use of the programmes available across the service within the intervention plans for all cases to ensure that internal resources are maximised.

Effective Practice

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
<p>There is a clear understanding across the YOS of what constitutes effective practice in relation to the prevention and reduction of youth crime and the role of the service within the management of young peoples risk and vulnerability.</p>	<ul style="list-style-type: none"> • Effective practice in relation to the prevention of youth crime to be established by visiting high performing services, and through the review of existing and emerging national Youth Justice Board resources to inform an internal review of current practice. This needs to ensure that levels of intervention are based upon the Youth Justice Boards scaled approach and that individual interventions are linked to criminogenic factors. 	YOS Management Team	May 2013	<ul style="list-style-type: none"> • Report produced to share learning and recommendations from high performing area(s) with YOS Management Board and broader service.
	<ul style="list-style-type: none"> • Effective practice in relation to the management of risk and vulnerability to be established by visiting high performing services, and through the review of existing and emerging national Youth Justice Board resources to inform an internal review of current practice. This needs to ensure that the services role in the management of risk and vulnerability does not supersede the core youth offending role of preventing offending. 	YOS Management Team	May 2013	<ul style="list-style-type: none"> • Report produced to share learning and recommendations from high performing area(s) with YOS Management Board and broader service.
	<ul style="list-style-type: none"> • A review of YOS and Social Care roles and responsibilities is 	YOS Management Team	May 2013	<ul style="list-style-type: none"> • Clear protocols are established to guide how risk and vulnerability will be

Workforce Development

Objectives	Actions	Responsible Officer and Resources	Timeline	Performance Monitoring and Indicators
<p>All Team Managers and YOS staff develop skills and knowledge in core youth justice effective practice around risk assessment and appropriately targeted intervention aimed at risk reduction.</p>	<ul style="list-style-type: none"> Guidance relating to the use of the Youth Justice Interactive Learning Space are developed to raise knowledge and standards across the service in relation to key areas of Youth Justice effective practice and in particular: risk assessment and appropriately targeted intervention aimed at risk reduction. 	<p>YOS Principle Practitioner</p>	<p>April 2013</p>	<ul style="list-style-type: none"> Hartlepool Youth Offending Service register with Youth Justice Interactive Learning Space. Key modules identified and prioritised to support staff development. Use of the Youth Justice Interactive Learning Space is monitored via YOS Principle Practitioner.
<p>Expertise is developed within the service relating to high risk offending behaviour.</p>	<ul style="list-style-type: none"> Following the review of staff roles and functions a Training Needs Analysis is undertaken to establish gaps in knowledge with particular priority given to the procurement of training related to high risk offending behaviour. 	<p>YOS Management Team</p>	<p>April 2013</p>	<ul style="list-style-type: none"> Training needs across the service are identified. Appropriate training is procured via HBC Workforce Development Team. All staff within the Post Court Team participate in training relating to high risk offending behaviour during 2013.

CHILDREN'S SERVICES SCRUTINY FORUM

16th April 2013



Report of: Young People Representatives

Subject: CLOSURE OF YOUTH CENTRES AND CHILDRENS CENTRES

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to outline the process that we undertook to consider ways to work more creatively and cost-effectively with a view to reduction in council-owned buildings in the future.

2. BACKGROUND INFORMATION

- 2.1 In order to give us a balanced view, we thought it would be useful to have a number of young people who use youth centres and parents who use children's centres to help us with our investigation. The opportunity to get involved was advertised throughout the youth service and children's centres and a small group of young people and parents became involved in discussions.

The break down of parents and young people involved in the consultation task is as follows;

- 1 young person from Throston
- 5 young people form the Links Group (young carers)
- 2 young people from Rossmere Youth Centre
- 4 Young people from the Participation Team
- Over 30 parents attended

To understand the task ahead of them the manager of the youth service ran a session to explain to young people and parents the purpose and scope of work within the youth centres. A manager within the children's centres also undertook this task so that parents and young people understood the purpose and work of children's centres.

We found this investigation much more difficult than our previous investigations for a number of reasons; but the most difficult one being that we were unsure what could be a possibility in terms of delivering services

differently and most cost effectively without just closing centres. Obviously this is a very sensitive area for both the people who use the centre and the staff who have jobs in them.

2.2 PROCESS

Because of these difficulties, the young people and parents we worked with started the investigation by looking at what services were most important and needed to be offered to parents and young people. This resulted in a bit of a 'wish list'. We also wished to undertake some visits to other authorities who had done things 'differently' and looked at multi use buildings. However our youth worker who was supporting us found this really difficult as during the investigation a number of local authorities were making decisions to close buildings, so it was difficult to find an area that was doing something creative that was close enough to visit!

We finally got a meeting with Gloucester Youth Service however the date they could offer to speak with us via video link was after the close of the investigation.

We carried out consultation via viewpoint and we hoped that the results of the work that the Regional Youth Work Unit carried out when developing the youth offer would inform our investigation also. The Regional Youth Work unit results are still in draft form so we have been unable to use this at this stage. However the View Point results are available to be viewed in more depth.

Finally we met parents, young people and councillors and staff ran three exploratory workshops to look at possible creative options to help parents and young people understand what creative ways of working could be explored in the future. The three workshops were *Income generation in existing buildings, partnership working and multi-use space in buildings*.

3. RESULTS OF CONSULTATION

- 3.1 The first meeting with young people and parents produced very much a wish list of services when the group was asked to look at what they could not live without. There was also little agreement between the young people and the parents as to what should stay and what should go. Even though the parents and young people understood that this was a cost efficiency exercise there was little agreement. When the managers presented to the groups, it helped with understanding of the services but not with the changes. Some of the key things that the users identified in short were to maintain services as they currently stand with additional services on top. The task then became to unpick the list and look at needs of services rather than wants. This again was a difficult task as both sets of services users valued their own service in their own right.

The results of viewpoint were a bit disappointing in that most of the respondents did not use a youth centre or a children's centre. In the past three years only 15% used a children's centre and only 9% a youth centre. Only

12% said they would use a children's centre and 7% a youth centre in the next year. 45 % of respondents felt there weren't enough things for young people to do in Hartlepool. Interestingly when the question was asked about whom children's centres should cater for, 40% of respondents felt that they should cater for all family members. The other 60% were split across a wide varied age range response. Similarly 44% of respondents felt that youth services and children's centre services should be jointly delivered. 31% felt they should be kept separate and 25% were unsure.

When we met as a group of young people, parents and councillors, we got much more by discussing options and ideas as a group and a number of key areas were common within each of the workshops;

3.2 **INCOME GENERATION**

Both parents and young people did not want to raise membership fees but the most popular way to raise income would be to raise more funds through room hire. The next popular option would be to obtain external funding followed closely with partnership working with other organisations (such as PATCH, schools and nurseries). Discussion also explored co-locating services into other buildings and moving administration staff to a central base. However transport was discussed as an issue as was the cost of adapting existing buildings. Management committees responsible for buildings were also discussed. Another idea was to rationalise buildings and invest savings into accessible affordable transport to other buildings or run some services on an outreach basis. One other idea was to look at which buildings were working most successfully and try and replicate that in other places.

3.3 **PARTNERSHIP WORKING**

The idea of partnership working in itself was considered positively, however how this would work was much more difficult to define. Schools were discussed in depth, but many of the young people felt that they would not wish to return to a secondary school when they had finished the school day as attending a youth centre was a way to relax away from school. However that said, the young people felt that they may attend a primary school. Transport also came up in this workshop with those mentioning that locating services in a partnership approach would have to be in an area that was accessible and had good transport links. The use of volunteers in all centres was considered as vital.

3.4 **MULTI-USE BUILDING**

Both parents and young people agreed that services could be delivered in one building however there were concerns that a building that would be capable of housing the different age range activities and services isn't currently available in Hartlepool. There was the point made that the voluntary sector work successfully integrating different age ranges within their services and perhaps the voluntary sector and local authority services could work together more effectively. The role of volunteers was emphasised again as was a willingness

of the different age ranges to work together to make things happen. It was agreed that if multi-use buildings were considered and some buildings rationalised, transport would be key to ensuring that people could access the services they required.

Conclusion

Parents and young people understand that efficiencies need to be made in relation to council buildings and both groups have said they would consider shared use of space if conditions met the needs of both groups. In Hartlepool we are unsure whether there are any buildings that could be suitable for everything we have currently so multi-use buildings may not be the only solution for saving money, as one size does not fit all. Similarly if buildings had to be adapted to meet the needs of all age ranges, this would cost the council rather than save the council money.

Key points that were made by both parents and young people included the invaluable contribution volunteers make and closer links to voluntary sector partners.

Other things that could be considered could be looking at usage of other council-owned buildings as well as looking at closer partnership work and charging for room hire in some buildings. Schools also have lots of space that isn't used on evenings but for many young people schools might not be the best place to relax informally in during their spare time. Some young people in the youth support service access 'satellite services'. One such example is the young people of Seaton Carew access a community centre overseen by a voluntary management of adults however 2 designated young people also form part of this committee. The young have stated that they feel they have a right to shape and design their service and as a result they feel part of the community.

If buildings are reduced and services co-located then transport is a big concern for all service users and affordable, accessible transport is key to being able to get to the service that local people need.

4. RECOMMENDATIONS

4.1 That Members of the Forum agree the following recommendations;

- The impact of closure of buildings on the community is taken into Consideration before any decisions are made
- The use of all other buildings such as schools, leisure centres, museums etc. are considered for their ability to offer multi-use community space (as seen in the Seaton Carew example)
- The total costs of running and staffing centres is compared to the cost of renting space
- Income generation for existing buildings is considered.
- Transport links if buildings are reduced are taken in to account

- School use capacity is explored if buildings are closed
- Existing buildings (children's centres and youth centres) are used and or adapted to meet both service users needs

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BACKGROUND PAPERS

The following background papers were used in the preparation of this report:-

View point
Flipcharts from the consultation exercise

CHILDREN'S SERVICES SCRUTINY FORUM

16 April 2013



Report of: CHILDREN'S SERVICES SCRUTINY FORUM

Subject: FINAL REPORT – INVESTIGATION INTO THE JSNA TOPIC OF 'EMOTIONAL AND MENTAL WELLBEING'

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Children's Services Scrutiny Forum following its investigation into the Joint Strategic Needs Assessment (JSNA) topic of 'Emotional and Mental Wellbeing'.

2. BACKGROUND

- 2.1 The Children's Services Scrutiny Forum met on the 31 July 2012 to consider their Work Programme and agreed that the Forum would in 2012/13 focus on the following JSNA topic:-

Emotional and Mental Wellbeing – Some people with mental health problems may need access to services and those services need to be inclusive and person centred.

- 2.2 The Marmot principle, 'Giving every child the best start in life' was the overarching principle which the Forum used to measure the provision of Council Services throughout their investigation into Emotional and Mental Wellbeing. The priority objectives and policy recommendations in relation to this principle being:-

Priority Objectives:-

- (a) Reduce inequalities in the early development of physical and emotional health, and cognitive, linguistic, and social skills.
- (b) Ensure high quality maternity services, parenting programmes, childcare and early year's education to meet need across the social gradient.
- (c) Build the resilience and well-being of young children across the social gradient.

Policy Recommendations

- (a) Increase the proportion of overall expenditure allocated to the early years and ensure expenditure on early years development is focused progressively across the social gradient.
- (b) Support families to achieve progressive improvements in early child development, including:
 - Giving priority to pre and post-natal interventions that reduce adverse outcomes of pregnancy and infancy.
 - Providing paid parental leave in the first year of life with a minimum income for healthy living.
 - Providing routine support to families through parenting programmes, children's centres and key workers, delivered to meet social need via outreach to families.
 - Developing programmes for the transition to school.
- (c) Provide good quality early years education and childcare proportionately across the gradient. This provision should be:
 - Combined with outreach to increase the take-up by children from disadvantaged families
 - Provided on the basis of evaluated models and to meet quality standards.

3. MEMBERSHIP OF THE CHILDREN'S SERVICES SCRUTINY FORUM

3.1 The membership of the Scrutiny Forum was as detailed below:-

Councillors C Akers-Belcher, Atkinson, Fleet, Giffin, Loynes, Simmons and Wilcox.

Co-opted Members: Sacha Paul Bedding and Michael Lee.

Young People's Representatives: Ashleigh Bostock, Leonie Chappell, Helen Lamb and Sean Wray.

4. OVERALL AIM OF THE SCRUTINY INVESTIGATION

4.1 The overall aim of the Scrutiny investigation was to strategically evaluate and contribute towards the development of the 'Emotional and Mental Wellbeing' topic within Hartlepool's Joint Strategic Needs Assessment, whilst reflecting (where possible / appropriate) on the Marmot principle to 'Giving every child the best start in life'.

5. FINDINGS

5.1 The terms of reference for the investigation were based on the ten key questions outlined in the JSNA. Members received evidence from a wide range of sources relating to these key questions and the findings are detailed in paragraphs 5.2 to 5.39 of this report. Details of evidence presented to the Forum are attached as **Appendix A**.

5.2 At the meeting of the Children's Services Scrutiny Forum on 4 September 2012 Members received a setting the scene presentation from the Assistant Director, Prevention Safeguarding and Specialist Services, the Principal Education Psychologist and the Strategic Commissioner – Children's Services. The presentation covered the following JSNA questions:-

- What are the key issues?
- Who is at risk and why?
- What is the level of need?

What are the key issues?

5.3 A Member questioned the data presented to the Forum in relation to Hartlepool. The Strategic Commissioner – Children's Services confirmed that the statistics used were based on data provided by the Office for National Statistics, along with the published findings from a number of clinical and academic studies. Members were concerned to note that there was a lack of detailed information about the range and types of conditions that young people experience in Hartlepool and no clear picture of the number of young people with mental health problems.

5.4 Members emphasised the importance of joined up working with the Health and Wellbeing Board and the Clinical Commissioning Groups to ensure that a clear picture of the numbers of young people accessing services was obtained as this was needed to influence and support the commissioning of emotional and mental wellbeing services for young people going forward.

5.5 Early intervention was identified as a key issue and Members noted that working together with schools and other settings to improve this was vital.

Who is at risk and why?

5.6 Members received details of the 'did not attend' Child and Adolescent Mental Health Service (CAMHS) appointments for the year 2011/12 and suggested that more detailed follow up work on instances where children and young people failed to attend scheduled appointments should be undertaken, to determine the reasons for non-attendance.

5.7 In relation to resilience factors identified by the Principal Educational Psychologist, Members commented that there should be mapping between Early Intervention Strategies to highlight what the local authority should be doing. The importance of making the most of any funding mechanisms

available to support young people was emphasised, including support beyond the school years. It was suggested that schools within communities and teachers should prioritise the emotional and mental wellbeing of young people when exploring ways to make school improvements and when setting budgets.

What is the level of need?

- 5.8 Members expressed concern at the ongoing problems with the downturn in the economic climate and how this would affect larger families. The Principal Education Psychologist confirmed that currently the local authority continued to fund support for children and young people with special educational needs and in addition, schools currently bought back the service of education psychologists with a view to providing early intervention support where appropriate.
- 5.9 The Forum expressed surprise at the national figure of 95% of imprisoned young offenders having mental health problems and heard that this may not apply in Hartlepool, due to the significant role that the youth offending team played in prevention. The importance of ensuring that key questions were being asked of the children and young people when they were brought to the attention of Youth Offending, to help identify mental issues was emphasised. The Assistant Director, Prevention, Safeguarding and Specialist Services confirmed that the Youth Offending Services had the support of a dedicated nurse seconded from the Primary Care Trust and part of her role was to provide a holistic review of the health needs of children and young people known to the service. In addition to this, the nurse works with the prevention team in triage alongside the police in order to prevent children and young people from offending.
- 5.10 Members felt that the risk and resilience factors presented to the Forum were very important in early intervention strategies as these provided a clear steer to the local authority around how services should be configured to support children and young people.
- 5.11 Members recognised the importance of risk and resilience factors within the child, the family and the community and highlighted that consideration should be given to these factors when considering the budget setting process, in particular the positive outcomes items such as sport and leisure activities can achieve. Members felt that removing funding for such activities might exacerbate problems and cause more children to move towards an emotional and mental wellbeing assessment of 'at risk'. Members felt that they needed to be fully aware of the wider implications of making such budgetary decisions.

What services are currently provided?

- 5.12 During a meeting of the Children's Services Scrutiny Forum on 9 October 2012 Members received evidence from representatives from Hartlepool Council Child and Adult Services Department, Tees, Esk and Wear Valley

NHS Foundation Trust (TEWV) and NHS Tees, in relation to the services currently provided to support the emotional and mental wellbeing of children and young people in Hartlepool.

- 5.13 Members raised a query as to the processes in place to ensure families were being referred to the relevant agency within a reasonable timescale. The Head of Resource and Locality Teams from Hartlepool Borough Council commented on the aspirations of the Early Intervention Strategy to ensure support workers were active in the localities, and assurances were provided that support was available where necessary.
- 5.14 The Forum discussed the level of educational support for young people experiencing general, emotional and mental health problems as well as school nurse arrangements, it was noted that a review was currently being undertaken in relation to nursing support in schools.
- 5.15 Members were pleased to note that, where possible, Tier 2 services would be more locally based as opposed to hospital based and Members were keen for this arrangement to continue (Tier 2 services are those provided where a child or young person has been identified as requiring additional support, but does not have complex needs).
- 5.16 During evidence presented by TEWV and NHS Tees, Members were pleased to note that waiting times for CAMHS appointments had reduced from six to four weeks, but were keen to see these times reduce even further.
- 5.17 Members queried the 'self referral' process and questioned the impact increasing numbers of referrals would have on service capacity. The Forum was advised by representatives from TEWV, that a quality improvement event would take place and would include referrers, young people, their families and stakeholders to assist the development and design of the self-referral process.
- 5.18 Members commented that a successful early intervention strategy, whilst initially increasing the numbers of referrals, should reduce the numbers of young people eventually requiring tier 3 (complex needs) interventions.
- 5.19 The increasing numbers of referrals were discussed and Members commented that this may be due to a greater understanding of conditions and easier referral routes, as well as an increase in the prevalence of such conditions.
- 5.20 The importance of signposting to the correct service at an early stage was reiterated as well as the need to examine the success of the strategy, and determine whether early intervention had been successful. The need to consider non-recurring funding issues, assess local demand and explore the implications of a shift in funding was emphasised.

- 5.21 In response to a request for clarification regarding what improvements would be made to ensure clearer pathways into services, it was reported that a quality improvement system would be developed and utilised to deliver improvements of this type. Arrangements would be made to examine how various groups/partners, including the third sector, could work together with a view to determining an improvement plan.
- 5.22 The Portfolio Holder for Children's and Community Services attended a meeting of the Forum on 12 March 2013 to share her views on the current emotional and mental wellbeing services provided for children and young people in Hartlepool.
- 5.23 The Portfolio Holder expressed the view that emotional and mental wellbeing services for children and young people were vital to the health of children in the town, especially at a time of economic downturn. The range of services delivered through both the voluntary and community and public sector supported a high number of children, but there was a lack of intelligence on which children were receiving services from where. The Portfolio Holder also felt more could be done to map local need to understand what services are required by children and what works so that these services could then be invested in.
- 5.24 The Portfolio Holder commented that the CAMH service did meet the needs of the children who were referred, in particular when there was a clear mental well being need identified that could be treated. However, the Portfolio Holder felt that how these services were organised and delivered should be reviewed, as she believed that more could be done to support the emotional and mental wellbeing of children if the services provided were more integrated with other services for children and young people.
- 5.25 Members agreed with the Portfolio Holder's concerns and highlighted that she had raised the same issues the Forum had raised throughout the investigation.
- 5.26 Representatives from Tees, Esk and Wear Valley NHS Foundation Trust, who were also in attendance at the meeting, agreed that the benefits of information sharing and joint working were great and more should be done in this area, especially given the current economic climate. Members suggested that Hartlepool Borough Council should work in partnership with the Trust to map current services and explore alternative models for service delivery, including a single point of access.
- 5.27 The representatives from TEWV highlighted the ways the services was changing to be more person centred, including proposals the workforce had suggested to make the service more accessible. The Forum welcomed these proposed changes.

What do people say?

- 5.28 At the meeting of the Children's Services Scrutiny Forum on 12 February 2013, Members undertook a consultation exercise to enable service users, members of the public and local organisations that offer support to young people experiencing emotional and mental wellbeing issues, to share their views on services currently provided.
- 5.29 The Forum gathered a large number of views in relation to 'what makes a difference', 'what is not currently effective' and 'what service users would like to see provided going forward'. Overall, the responses were very much in favour of a 'person centred' model of service delivery, involving more outreach work, in less clinical surroundings.
- 5.30 The majority of respondents felt that there was a stigma attached to mental health issues and many service users said they felt uncomfortable with clinical settings in specific locations, where people would know the reason for their attendance. Another issue raised was the timing of appointments, which sometimes meant missing school lessons, which resulted in the young person having to explain where they had been.
- 5.31 The Forum considered the responses in detail and recommended that in order to maintain the JSNA as a living document and reflect the current views and issues faced by service users and their families, the results of the public consultation exercise undertaken by the Forum should be reflected in the Mental and Behavioural Disorders JSNA entry, where appropriate.
- 5.32 Members discussed the responses received regarding the Home and Hospital Education Service and recognised the good work the service does for children unable to access a mainstream education environment. Concerns were raised that the demand for such services would only increase in the future and that given the facilities currently available and the size of the service, Members recommended that a review should be undertaken of the Home and Hospital Education Service provision, taking into consideration the issues raised as part of the Children's Services Scrutiny Forum consultation exercise. Members felt that this should include a review of the learning platform and a reconfiguration of services to improve support to children unable to access mainstream learning.

Additional needs assessment required, unmet and projected level of need/service use

- 5.33 At the meeting of the Forum on 12 March 2013, Members considered the JSNA entry into Mental and Behavioural Disorders (Children) as a whole.
- 5.34 The Forum felt that some of the responses to the questions outlined in the JSNA entry needed to be strengthened, as they did not contain enough detail. Members felt that without the appropriate level of detail and evidence the value and usefulness of the JSNA entry was reduced. It was suggested that the information and views gathered throughout the course of the

investigation by the Children's Services Scrutiny Forum should be included in the JSNA entry.

- 5.35 Members again raised concerns regarding the use of national statistics extrapolated to reflect the Hartlepool population, as this did not give a true reflection of the actual need for emotional and mental wellbeing support within the town. It was felt that this was particularly relevant given the current economic climate and the fact that Hartlepool has high levels of deprivation and poverty, which would skew the figures.
- 5.36 Members expressed frustration at the inability to identify specific numbers of young people who needed help, due in part to the difficulties in sharing information across a number of services, all with differing IT systems. It was recommended that organisations that work with children with emotional and mental wellbeing issues ensure that information is shared effectively fostering a culture of collaboration with all partners who make up the team around the child.

What evidence is there for effective intervention?

- 5.37 The Forum was supportive of the evidence for effective intervention identified within the JSNA, at the meeting of the Forum on 12 March 2013, though it was noted that this was based on National Institute of Clinical Excellence (NICE) guidelines, rather than detailing effective intervention in Hartlepool.

What are the recommendations for commissioning?

- 5.38 At the meeting of the Forum on 12 March 2013 Members considered the JSNA entry as a whole. Members were supportive of the commissioning priorities identified.
- 5.39 In addition to the recommendations contained within the JSNA entry for Mental and Behavioural Disorders (Children) a number of further recommendations were suggested, as detailed in section 6, to inform the development and delivery of the Health and Wellbeing and Commissioning Strategies.

6. RECOMMENDATIONS TO INFORM THE DEVELOPMENT AND DELIVERY OF THE HEALTH AND WELLBEING AND COMMISSIONING STRATEGIES

- 6.1 The Children's Services Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to inform the development and delivery of the Health and Wellbeing and Commissioning Strategies are that:-
- 6.2 In order to ensure that the Hartlepool JSNA entry for Mental and Behavioural Disorders (Children), best reflects the needs and services required by the

local population, the Health and Wellbeing Board make representations to the Clinical Commissioning Groups regarding:-

- (a) the importance of obtaining actual data in relation to the range and types of conditions that young people experience in Hartlepool, rather than prevalence data; and
- (b) as part of future commissioning strategies the provision of actual data sets are included as part of the contract.

- 6.3 Work is undertaken, in conjunction with partner organisations and service providers, to investigate the reasons behind young people not attending pre-arranged CAMHS appointments and action taken to address this where non attendance relates to service configuration or delivery. Hartlepool Borough Council will work in partnership with Tees, Esk and Wear Valley NHS Foundation Trust to map current services and explore alternative models for service delivery, including a single point of access.
- 6.4 Departmental budget consultation proposals provide Members with information in relation to the potential wider implications of proposals and details of the less visible impact these options may have on children and young people.
- 6.5 In order to maintain the JSNA as a living document and reflect the current views and issues faced by service users and their families, the results of the public consultation exercise undertaken by the Children's Services Scrutiny Forum, be reflected in the Mental and Behavioural Disorders JSNA entry, where appropriate. The JSNA entry should be also be updated to reflect the areas of collaborative working identified to be taken forward during the course of the investigation.
- 6.6 Hartlepool Borough Council works in conjunction with Tees, Esk & Wear Valleys NHS Foundation Trust; schools, and other partner organisations including the voluntary and community sector to address the issues raised as part of the Children's Services Scrutiny Forums public consultation exercise by:-
- (a) increasing awareness of emotional and mental wellbeing issues amongst children, young people, parents, carers and professionals, and promotes the services that are available, providing details of how to access those services, in places frequented by young people;
 - (b) developing/providing emotional and mental health training accessible to all professionals who work with children and young people, to promote early intervention and the correct referral processes; and
 - (c) developing ways of increasing community based services, and addressing the issues raised by young people attending Dover House.

- 6.7 A review is undertaken of the Home and Hospital Service provision, taking into consideration the issues raised as part of the Children's Services Scrutiny Forum consultation exercise. This should include a review of the access to and use of the learning platform to support wider access to the curriculum and a reconfiguration of services to improve support to children unable to access mainstream learning.
- 6.8 Organisations that work with children with emotional and mental wellbeing issues ensure that information is shared effectively, fostering a culture of collaboration with all partners who make up the team around the child.

**COUNCILLOR CHRISTOPHER AKERS-BELCHER
CHAIR OF THE CHILDREN'S SERVICES SCRUTINY FORUM**

ACKNOWLEDGEMENTS

The Forum is grateful to all those who have presented evidence during the course of our investigation. We would like to place on record our appreciation, in particular of the willingness and co-operation we have received from the below named:-

Hartlepool Borough Council:

Councillor Cath Hill – Portfolio Holder for Children's and Community Services
Jacqui Braithwaite – Principal Educational Psychologist
Deborah Gibbin – Health Improvement Practitioner
Ian Merritt – Strategic Commissioner – Children's Services
Sally Robinson – Assistant Director, Prevention Safeguarding and Specialist Services
John Robinson – Head of Resource and Locality Teams
Officers from Child and Adult Services who assisted in the consultation exercise undertaken by the Forum

External Representatives:

Chris Davis – Tees, Esk and Wear Valley NHS Foundation Trust
Dr Simon Forster – Tees, Esk and Wear Valley NHS Foundation Trust
Chris McEwan – NHS Tees
Dr Mike Smith – NHS Tees

Appendix A**Evidence provided to the Forum**

The following evidence was presented to the Children's Services Scrutiny Forum throughout the course of the investigation into the JSNA topic of 'Emotional and Mental Wellbeing':-

Date of Meeting	Evidence Received
31 July 2012	Scoping Report – <i>Scrutiny Support Officer</i>
4 September 2012	Setting the Scene Presentation – <i>Assistant Director, Prevention Safeguarding and Specialist Services</i>
9 October 2012	Report – Emotional and Mental Wellbeing Service Provision – <i>Assistant Director, Prevention Safeguarding and Specialist Services</i> Presentation – Overview of CAMHS Provision provided by TEWV in Hartlepool – <i>Representatives from Tees, Esk and Wear Valley NHS Foundation Trust</i>
11 December 2012	Presentation – Hartlepool Draft Mental Health JSNA Entry – <i>Head of Service Adult Mental Health and Representatives from TEWV</i>
12 March 2013	Verbal evidence from the Portfolio Holder for Children's and Community Services Verbal evidence from Tees, Esk and Wear Valley NHS Foundation Trust Presentation – Hartlepool Draft JSNA Entry, Mental and Behavioural Disorders (Children) – <i>Strategic Commissioner – Children's Services</i> Feedback from the 'what people say' group exercises.

CHILDREN'S SERVICES SCRUTINY FORUM

16 April 2013



Report of: Scrutiny Support Officer

Subject: RESPONSE TO THE LEARNING DISABILITY PARTNERSHIP BOARD CONSULTATION ON THE JSNA TOPICS OF LEARNING DISABILITIES AND AUTISM

1. PURPOSE OF REPORT

- 1.1 To report the outcome of a review of the Learning Disabilities and Autism JSNA topics following feedback received from the Learning Disability Partnership Board.

2. BACKGROUND INFORMATION

- 2.1 Members will recall that at the meeting of this Forum on 31 July 2012, it was agreed that the Joint Strategic Needs Assessment topics of Autism and Learning Disabilities would be referred to the Learning Disabilities Partnership Board (LDPB) for consideration.
- 2.2 As a result, members of the Children's Services Scrutiny Forum were invited to attend a meeting of the LDPB, held at the Centre for Independent Living, on 11 January 2013. A summary of the responses received to the referral were considered at the meeting of the Children's Services Scrutiny Forum on 12 February 2013 and referred to those developing the JSNA entries.
- 2.3 As a result of the feedback received, the JSNA entries for Learning Disabilities and Autism have been updated. A summary of the amendments and associated actions are contained within **Appendix A** to this report.

3. RECOMMENDATION

- 3.1 It is recommended that the Children's Services Scrutiny Forum note the content of this report and consider the updates to the entries for the JSNA topics of Autism and Learning Disabilities.

4. BACKGROUND PAPERS

The following background papers were used in the preparation of this report:-

- (i) Report of the Scrutiny Support Officer entitled 'Referral to the Joint Strategic Needs Assessment Topics to the Learning Disability Partnership Board' Presented to the Children's Services Scrutiny Forum on 31 July 2012.
- (ii) Report of the Scrutiny Support Officer entitles 'Scrutiny referral of the JSNA topics of Autism and Learning Disabilities to the Learning Disability Partnership Board' – Feedback from Member visit to the LDPB - Covering Report presented to the Children's Services Scrutiny Forum on 12 February 2013.

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Review of the JSNA response to consultation undertaken by Children's Scrutiny Forum

<p>What health and social care services for learning disabilities and autism are not working well?</p> <p>Below are responses to the concerns raised, a summary of the revised JSNA area and any additional actions as a result</p>				
Area	Concern	JSNA – proposed additions	Action	Nominated lead(s)
Health	<p>Some GP's not listening to people</p> <p>Discharge from Hospitals need to take a Holistic Approach</p> <p>Input/support to LDPB from NHS</p> <p>Help with going to things e.g. Doctors</p> <p>Hospitals – not having to go to North Tees- no buses</p> <p>Personal Health Budgets</p> <p>Better literature about what is available</p>	<p>LD: Key issues for the NHS are to achieve full inclusion of people with learning disabilities in mainstream work to reduce health inequalities and to ensure high-quality specialist health services where these are needed.</p> <p>ASC: Make sure that more people understand about Autism</p>	<p>There is a requirement for all Learning Disability Partnership Boards (LDPB) to undertake an annual Health self assessment.</p> <p>The LD health facilitator will monitor progress and report back to the LDPB the recommendations within the self assessment. In addition several key reports affecting health provision will be reported through the Adult & Public Health Portfolio meetings including an update on the following action plans</p> <ul style="list-style-type: none"> • Treat me right! • :Death by Indifference • Healthcare for All • Valuing People Now • Six Lives report • Raising our Sights • Death By Indifference (progress report) 	<p>Donna Owens LD Commissioner North East Commissioning Support Team (NECS)</p> <p>Hannah Gill Modernisation team Hartlepool LDPB</p>

What health and social care services for learning disabilities and autism are not working well?				
Below are responses to the concerns raised, a summary of the revised JSNA area and any additional actions as a result				
Area	Concern	JSNA – Proposed additions	Action	Nominated lead(s)
Information Advice & Guidance	Lack of Information and more advertising Accessing services Greater advertising of LDPB - ,ail press releases, Hartbeat, web-pages Lack of information Lack of knowledge to signpost carers, family members for support Lots of providers no guide linking them all together Information that we understand LDPB Meetings not always well attended	LD: 'Hartlepool now' - provides information on services provided by Hartlepool Borough Council ASC: Ensuring adults with autism can choose how they live, and get the help they need to do this	Hartlepool Borough Council will continue to provide a range of information on request, examples of which can be seen:- http://www.hartlepoolnow.co.uk/ http://www.hartlepool.gov.uk/ldpb	Hannah Gill (LDPB) Modernisation team Hartlepool BC Leigh Keeble Development Officer Hartlepool BC

What health and social care services for learning disabilities and autism are not working well?				
Below are responses to the concerns raised, a summary of the revised JSNA area and any additional actions as a result				
Area	Concern	JSNA – Proposed additions	Action	Nominated lead(s)
Specialist support - Autism	<p>No support for people with Autism even though day service is accredited</p> <p>Lack of support from Speech and Language Therapy (SALT) team for people with Autism</p> <p>ASD without LD no services- fall through the net.</p> <p>Short break access for Autism</p>	<p>ASC: making sure that more people understand about Autism</p> <p>ASC: Provide autism awareness training for all staff</p> <p>ASC: Provide specialist autism training for key staff e.g. community care assessors</p> <p>ASC: develop a clear pathway for diagnosis, assessment and follow on referral</p>	<p>The North East Autism consortium exists in order to encourage the development of person centred care and support packages which;</p> <ul style="list-style-type: none"> • Meet the complex needs of individuals with ASC and Aspergers Syndrome • Help to create a variety of community connections and friendships • Are designed to meet the aspirations, of people and their families <p>Commissioners and Service Providers are already working together to successfully design individualised, cost effective packages which start to address the challenges of the 'Personalisation Agenda' in a national economic climate which is in decline. Other Commissioners and Service Providers struggle to modernise their practices and respond to change. The NEAC has influence, as a platform for debate, and as a network which can spread good practice around our region.</p> <p>http://www.northeastautismconsortium.co.uk/</p> <p>The local Hartlepool action plan can be seen here</p> <p>http://www.northeastautismconsortium.co.uk/laap.html</p>	<p>Hannah Gill (LDPB) Modernisation team Hartlepool BC</p> <p>Neil Harrison Head of Service Autism Lead Hartlepool BC</p>

What health and social care services for learning disabilities and autism are not working well?				
Below are responses to the concerns raised, a summary of the revised JSNA area and any additional actions as a result				
Area	Concern	JSNA – Proposed additions	Action	Nominated Lead(s)
Community presence, participation and safety	<p>Mental health services – getting into employment</p> <p>Buses</p> <p>Bullying</p> <p>Not able to access services</p>	<p>LD: Equality of access to Health, Housing and employment to be monitored via the Learning Disability Partnership Board</p> <p>LD: Prevent people with Autism falling between Learning Disability and Mental Health Services.</p> <p>ASC: Helping local councils and health services to write plans so that people with Autism who live in their area get the help they need.</p> <p>ASC: Councils must provide an Autism Lead for their area</p> <p>ASC: People with Autism achieve better outcomes</p> <p>ASC: Health and social care staff make reasonable adjustments to services to meet the needs of people with Autism</p>	<p>Basic awareness training across:-</p> <ul style="list-style-type: none"> • Child & Adult social care • Health • community services <p>Consider extending NAS Accreditation for contracted providers in the independent and voluntary sectors</p> <p>Prepare a sub-regional training plan which all the local authorities are committed to which can be co-ordinated by the ASDG</p> <p>Update the autism data in the JSNA and plan for future needs with stakeholders.</p> <p>Involve TEWV in local meetings so that developments around diagnosis and care pathways are discussed.</p> <p>Involve partners involved in transition planning of young people with autism to identify where improvements can be made</p>	<p>Neil Harrison Head of Service Autism Lead Hartlepool BC</p> <p>Ian Merritt Commissioner Hartlepool BC</p>