Bath and North East Somerset Youth Justice Plan 2022-23



Service	Bath and North East Somerset Youth Offending Service
Head of Service	Sally Churchyard, Head of Young People's Prevention Service
Chair of Board	Mary Kearney-Knowles, Director of Children and Education

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Cover picture: Koestler Arts Awards 2021 Bronze Award winning photograph taken by a B&NES child on the theme of "Lockdown Windows." It also pays tribute to a recently retired colleague.

1. Introduction, Vision and Strategy

Children caught up in the youth justice system, whether harmed by others and/or as a consequence of their own behaviour, are amongst the most vulnerable in Bath and North East Somerset. Some are already known to wider children's services including Children's Social Care, because of the difficulties they face; others find it hard to access education and health services and do not benefit from the full universal support intended to give all children a good start in life. This has only been made harder by two years of living through a national pandemic.

The Youth Offending Service- (YOS) works to a statutory responsibility to prevent children from offending and does this in an age-appropriate way that takes account of their individual stories including any adverse childhood experiences, discrimination and/or exploitation by others. Services are individually tailored to help them and their families build on their strengths, make positive changes and look forward to more promising futures. At the same time, the impact of children's offending on individuals and communities is recognised and those harmed are given a voice and opportunity to become involved in restorative work.

This vision is consistent with the ambition in the local Children and Young People's Plan for all children to enjoy their childhood and be well prepared for adult life including by keeping safe, keeping healthy, having fair life chances and by being engaged citizens within their own community. This is underpinned by a commitment to support parents/carers to take responsibility for understanding and meeting their children's needs, enjoying their childhood with them and preparing them for adult life. The local Community Safety and Safeguarding Partnership also upholds the importance of 'think family, think community,' which is evident in the work undertaken.

The Council is lead partner in the multi-agency response to children at risk of offending. Its Corporate Strategy 2020-2024 sets out an overarching purpose, to 'improve people's lives.' Within this, there are two core policies: to tackle the climate emergency and give people a bigger say. The vision for all children and young people is that they live in safe, happy and healthy families and communities. Important components of this are:

- Improving children's lives through strong relationships and positive connections at the earliest opportunity
- Building strong foundations for children's futures
- The right help at the right time by the right service
- Leaders and managers inspire and support staff to do their best for our children

Youth justice priorities for the year ahead are to strengthen participation, respond to recent learning about disproportionality in the youth justice system, embed trauma informed and systemic practice in the work of all staff, address exploitation and support staff to undertake this work including by continuing the journey of recovery from the Covid-19 pandemic. These will all support the statutory responsibility to prevent children's offending and contribute towards building safer communities for all.

This Plan has been written in accordance with the Crime and Disorder Act 1998 and national guidance from the Youth Justice Board and sets out how services to prevent children's offending will be provided and resourced locally in 2022-23. It will be submitted to the Youth Justice Board and published in accordance with the directions of the Secretary of State. It draws on learning from children, their parents/carers and those harmed by their offending. It has been developed and agreed by staff in the Youth Offending Service and the partner agencies that make up its Management Board.

2. Local Context

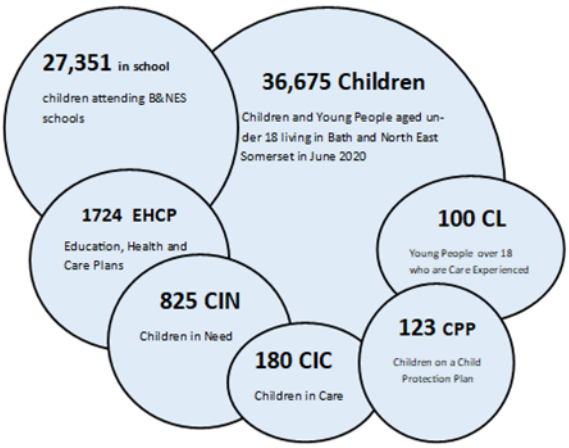
Bath and North East Somerset (B&NES) was formed in 1996 as a small Unitary Authority, covering approximately 135 square miles. In mid-2019 there were 193,282 residents and the Office for National Statistics projects that the population will increase to 202,821 by 2030, an increase of nearly 5% from 2020.

Bath forms the main urban centre, acting as the commercial and recreational centre of the district, where just over 50% of the population live. It is one of the few cities in the world to be named a UNESCO World Heritage Site. Keynsham lies to the west of Bath, a traditional market town with a population of just over 9% of the total population of B&NES. Midsomer Norton and Radstock are small historic market towns, located in the south of the district with approximately 6% of the total population split between them. They both have a strong heritage of mining and industry stemming from the North Somerset coalfield. The rest of the district consists of 69 diverse rural communities of varying sizes and characteristics, including a line of villages along the foothills of the Mendips, the Chew Valley and Cotswolds villages around Bath.

B&NES has a disproportionally high number of people aged between 20-24 highlighting the area's student population, with two Universities and a Further Education College on two main sites. Between 2001 and 2019, the growth in the 20-24 age range accounted for nearly 40% of the area's population growth. B&NES is less ethnically diverse than the UK as a whole, but more so than the wider South West. 91% of local residents define their ethnicity as White British. This is followed by 4.2% defining as White Other and 1.6% defining as Asian. From the school census data in January 2021, 83.2% children define themselves as White British. No data is held on religion. In 2020, 87% of the population were either very or fairly satisfied with their local area as a place to live, which is a 3% increase from 2019.

B&NES is one of the least deprived Authorities in the country, ranking 247 out of 326 English Authorities. Overall levels of resident qualifications are high in B&NES with 53% educated to NVQ4 and above compared to 41% regionally and 43% nationally. Workplace wages are higher in B&NES at £439 median weekly gross pay compared to £434 for the South West region, but lower than £482 for England. Economic activity in B&NES remains just higher than the national average, at 85% compared to 79% nationally. Despite this, there are pockets of high deprivation with an estimated 7,400 workless households in B&NES (12.9%) compared to 13.9% nationally. The claimant count (those claiming Jobseekers Allowance (JSA), NI credits and Universal Credit (UC) who are out of work) was 5,065 (4.1%) in B&NES in March 2021, lower than the South West and England figures (5.1% and 6.5% respectively).

Between September 2020 and December 2021, there were the following numbers of children. The YOS worked with 89 different children on 107 different interventions in this same time period.



3. Child First

The 'child first' principle is becoming established in the youth justice system nationally and locally, guided by longstanding research and scholarship[1]. The key components are:

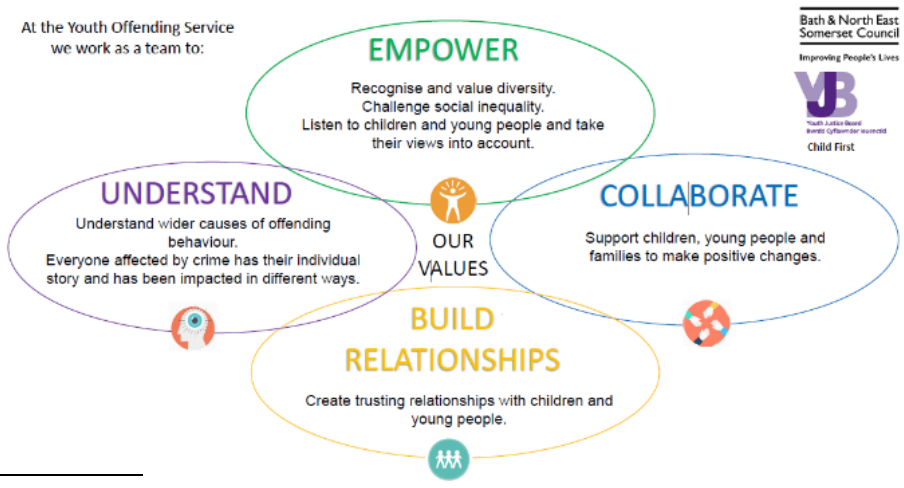
a. **Seeing children as children,** prioritising their best interests, recognising their particular needs, capacities, rights, and potential**.** In B&NES, trauma informed training and participation in the trauma informed Enhanced Case Management initiative has focused attention on the importance of assessment, planning and delivery taking full account of the developmental needs of each individual child. Reducing caseloads enables practitioners to create bespoke packages of support and provide a lot of hands-on support where needed, for example, in offering lifts to school when children are reintegrating.

b. **Developing pro-social identity** for positive child outcomes, promoting children's individual strengths and capacities in order to develop their pro-social identity for sustainable desistance, helping to keep communities safer and see fewer people harmed. In B&NES, the relationship with each child is fundamental to the work undertaken, empowering them to fulfil their potential. Their involvement in innovative reparation projects enables them to contribute to the wider community.

c. **Collaborating with children,** encouraging their active participation, engagement, and wider social inclusion. In B&NES there is longstanding practice of involving children in producing and reviewing plans for how we work with them, recruiting staff and producing materials for use with other children. This year, there is a commitment to take this further and give children a stronger voice, learning from other areas about how they are doing this and working with the Local Authority's Youth Ambassadors.

d. **Promoting diversion,** promoting a childhood outside the justice system using pre-emptive prevention, diversion, and minimal intervention. To achieve this, work needs to minimise the stigma of contact with the youth justice system which can in itself be a risk factor for becoming further involved**.** In B&NES, the proportion of children diverted through outcome 22 and Community Resolutions has increased in the last year.

The Management Board considered the implications of a child first system at its recent awayday and affirmed its commitment to these principles. Within the Board and the Service, there has been a shift in terminology, including greater use of the term 'children' and a current consultation with children and staff on re-naming the Youth Offending Service. In recent discussions with staff about how the Management Board can support youth justice work, they identified a number of child-first issues in the Service's work with the Police and Courts.



[1] Professor Stephen Case, Professor Kevin Haines, University of South Wales, and Professor Neal Hazel, University of Salford

4. Voice of the Child

Children have a right to be heard and involved in decisions that affect them and B&NES YOS is committed to promoting their effective participation[2] as set out in the United Nations Convention on the Rights of the Child and in B&NES' own approaches to participation. This always begins with the individual work undertaken with children in ensuring they fully understand the purpose and have their views and ideas included. In B&NES, quality assurance and audit processes always check the voice of the child is clearly reflected in all assessments and plans. Individual pieces of work sometimes provide opportunity for children to produce materials that can be offered to others to work on; for example, the recent production of a leaflet about the risk of being drawn into county lines with some very practical ideas about how to respond.

The YOS is also keen to hear the voice of young adults who have transitioned to the Probation Service, in order that professionals can understand how best to support this. One young adult illustrated the importance of building positive relationships and carefully considering allocation of work - "If you want to make the change to Probation work for young people, I would say the most important thing is to match the young person to the Probation Officer. If they get on, then it will make a difference. You know sometimes you just can't get on with someone – if that had happened to me, to be honest I may not have come to appointments. Looking back, I have had the easiest experience because I got on with both my YOS Worker and my Probation Officer."

The YOS includes children in practitioner staff recruitment wherever possible, usually through establishing separate children's Panels. This gives confidence that staff are accepted by children and engage well with them. However, the YOS is keen to build on this and find other significant ways in which children's voices can be heard in the delivery of services and is actively reviewing practice in other areas. B&NES has participation standards which the YOS audits itself against in order to keep learning alive.

5. Governance, Leadership and Partnership Arrangements

a. Overarching management arrangements

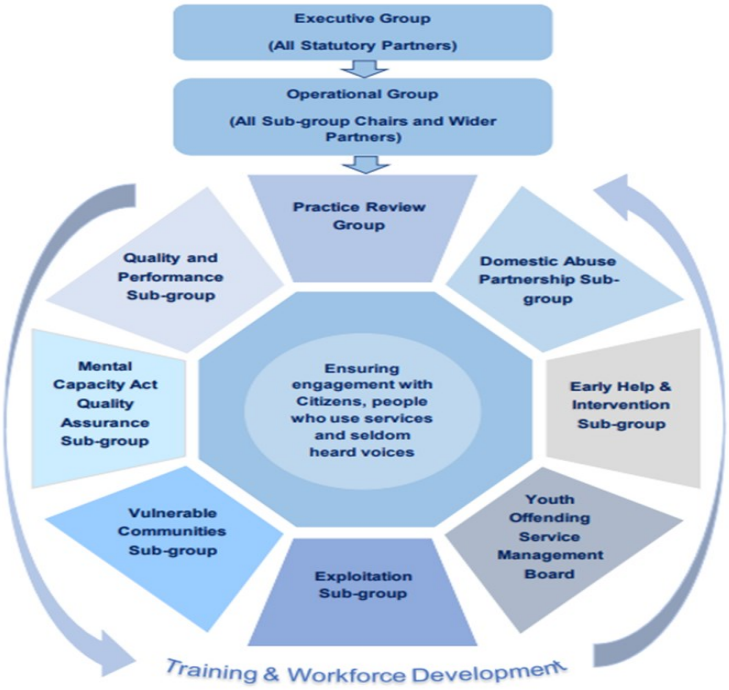
The YOS is situated within the Local Authority, with the Chief Executive holding lead responsibility for delivery of youth justice services and management resting within Children's Services as part of the wider People and Communities Department. The YOS Head of Service reports to the Director of Children and Education and is a member of the Children's Service Management Group. She also holds responsibility for the Violence Reduction Unit and for some aspects of the Local Authority's early help agenda, including use of Early Help Assessments. An annual report is made to the Children, Adults, Health and Wellbeing Policy Development and Scrutiny Panel and the Youth Justice Plan is presented to Cabinet and Council for authorisation. The YOS Management Board also reports annually to the Health and Wellbeing Board, contributing to the outcome 'children and young people are safe from crime.'

b. Governance arrangements

Multi-agency strategic oversight of youth justice services is provided at several levels. Its dedicated Management Board (see 2.3) operates as a sub-group of the B&NES Community Safety and Safeguarding Partnership (BCSSP). This partnership embraces the functions of the previous Local Children's Safeguarding Board, Adult Safeguarding Board and Community

[2] Effective participation must be transparent and informative, voluntary, respectful, relevant to children and young people, child-friendly, inclusive, supported by training, safe and sensitive to risk and accountable

Safety Partnership, recognising their shared responsibilities and interfaces. It operates across all ages, being well placed to address the challenges of transition, and encourages a focus on families and communities.



The chair of the YOS Management Board provides the BCSSP Operational Group with quarterly updates of key achievements, outcomes and challenges and links the work of the YOS with other initiatives and developments. During the last year, the Board escalated the need for oversight of all activity to address equalities issues across the partnership.

Specific links include:

- The YOS contributes to and benefits from the work of the Training and Development Sub Group.
- The YOS Head of Service sits on the Early Help and Intervention Sub Group, the Domestic Abuse Partnership and the Exploitation Sub Group and helps to integrate their work with the work of the YOS and its Management Board.
- She also chairs the Serious Violence Steering Group (the local Violence Reduction Unit) which formally reports to the Exploitation Sub Group and directly to the BCSSP Operational Group and makes regular briefings to the other groups she attends.
- The YOS Management board makes quarterly reports to the BCSSP.
- The YOS reports any high-risk incidents through the BCSSP in addition to following national reporting requirements.

c. The YOS Management Board and its Sub Groups

The YOS Management Board includes all required statutory members from the Local Authority (Social Care and Education), Health (through their new integrated care arrangements), Probation (through its newly unified Probation Service) and Police. The Cabinet Member for Children's Services also attends, together with representatives from the Court, the local Further Education College, the local Health provider and the Child and Adolescent Mental Health Service. It is chaired by the Director of Children and Education. Attendance is monitored and is generally very good from all agencies, sometimes including named substitutes, with quarterly business meetings and annual development events continuing online throughout the pandemic. New members are offered induction into the work of the YOS and their responsibilities as members of the Board, and feedback from this continues to be positive.

The Board receives annual activity and outcome reports on key areas of service delivery including Speech and Language Therapy, Nursing, Education, the Compass prevention service, Referral Order Panels, Out of Court Disposal Panels, Harmful Sexual Behaviour and the Enhanced Case Management initiative. It also receives annual reports from its three sub groups. These are the multi-agency Youth Crime Prevention Board and Custody Review Panel, both chaired by the Head of Service and each working to the relevant performance indicator. The Out of Court Disposal Panel, chaired by the YOS Operational Manager, is now formally linked to the Management Board in a similar fashion. The Board maintains Challenge and Risk Registers and receives an annual Assurance Report.

d. Strengthening the relationship between the YOS and the Management Board

There is commitment to maintaining strong links between youth justice practitioners and Board members. Practitioners are regularly invited to attend Board meetings to present case studies to evidence effective practice – and sometimes to illustrate challenges in the work undertaken and seek support in raising issues at a strategic level. They also compile and present annual reports about aspects of the work they are involved in. This gives opportunity for raising awareness and for scrutiny of work undertaken. In turn, Board members are encouraged to participate in case audits and to meet with individual practitioners to observe or discuss their work, to deepen their understanding. YOS practitioners would like to further strengthen links with the Board and have identified four areas they would like to focus on in the year ahead. These are transitions for children in Care, possible changes in Police youth justice department, influencing the delay in prosecutions and working with colleagues in the Court setting to make the experience more fitting for children.

e. Partnership arrangements

In accordance with the Crime and Disorder Act 1998, professionals from Police, Health, Social Care, Education and the National Probation Service make up the multi-agency YOS and work in an integrated way alongside a dedicated Reparation Worker who facilitates opportunities for children to make amends for their offending and two Assessment and Information Officers. One of these supports the volunteer Referral Order Panel Members and the other co-ordinates return home interviews with children who have returned from a missing episode; they both support use of Early Help Assessments across the Authority, including within the Compass. An organisational chart in the appendices summarises the posts, a number of which are part-time. The smallest post is a Probation Service Officer who supports work in the Courts and seeks feedback from children and parents/carers who have completed their work with the YOS. Case manager staff, including qualified Probation Officers and Social Workers, have key statutory functions, including the assessment and supervision of young people aged 10-17 who are subject to voluntary and conditional Out-of-Court Disposals and community and custodial Court Orders, and supporting parents/carers to strengthen their parenting skills. The Police Constable undertakes a range of tasks including facilitating information sharing but also giving those harmed a voice and an opportunity to become involved in restorative work with children if they wish to do so. This work is supplemented locally by a prevention service, Compass, which works with children aged 8-17 years who are assessed as being at high risk of offending, and with their families.

The YOS works closely with a range of partners. Those most often providing services to children at risk of offending include:

- DHI Project 28 who receive a small annual grant from the Police and Crime Commissioner as part of their Council commission. They provide substance misuse services for children subject to Youth Alcohol and Drugs Diversion interventions and programmes for those subject to voluntary and statutory supervision.

- Youth Connect South West, commissioned by the Council, provides targeted support and access to universal youth services, together with programmes to support access to training and employment opportunities.

- Social Care's Adolescent and Criminal Exploitation Team works with children who have been exploited, some of whom are also known to the YOS. Managers in the two services endeavour to co-ordinate their work in the best interests of the children concerned, and usually identify a 'lead' worker who the child best engages with.

- The Violence Reduction Unit, including a Co-ordinator and Development Officer for the Council, a Sergeant, 2 Constables and two Police and Community Support Officers. They undertake early intervention work with children at risk of serious violence. The Violence Reduction Unit hosts a multi-agency information sharing meeting – the Partnership for Preventing Exploitation and Serious Violence. Individuals at risk of serious violence, networks and places of concern are all identified, the nature and level of risk is discussed and actions are agreed to strengthen risk management. The YOS plays an active role.

6. Resources and Services

The Youth Justice Grant is dedicated to the Youth Offending Service and expenditure is agreed annually, monitored at monthly finance meetings and overseen quarterly by the YOS Management Board. It is used in accordance with the Terms and Conditions of grant. Specifically, it is used for two administrative staff, a Deputy Team Manager, a qualified Youth Justice Officer and a Reparation Worker. The grant also covers professional subscriptions, travel costs, room hire, equipment and other related expenses.

7. Progress on Previous Plan

The Work Plan for 2021-22 has been overseen by the Management Board via regular written update reports. In March 2022, the Board confirmed all work streams had been taken forward and completed or were being actively continued. Of 25 development actions set, 14 have been completed and the rest are continuing into the new year; none have been discontinued. A summary of progress can be found in appendix 5.

8. Performance and Priorities

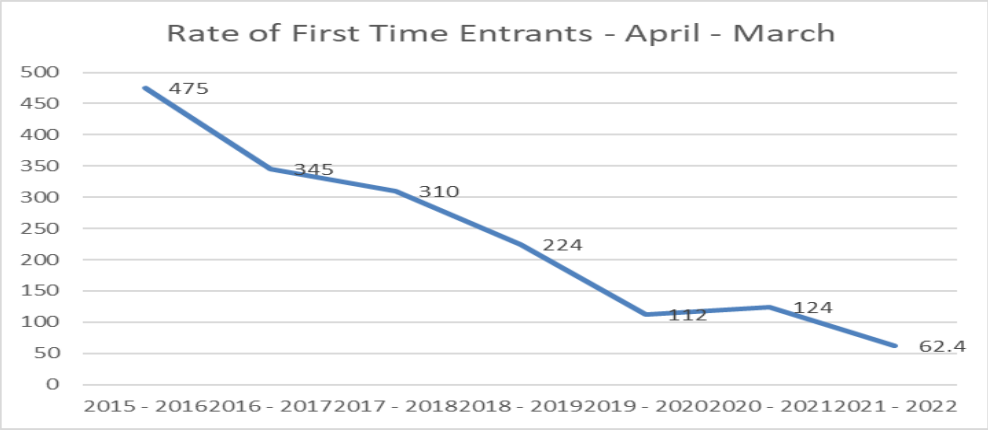
National Indicators

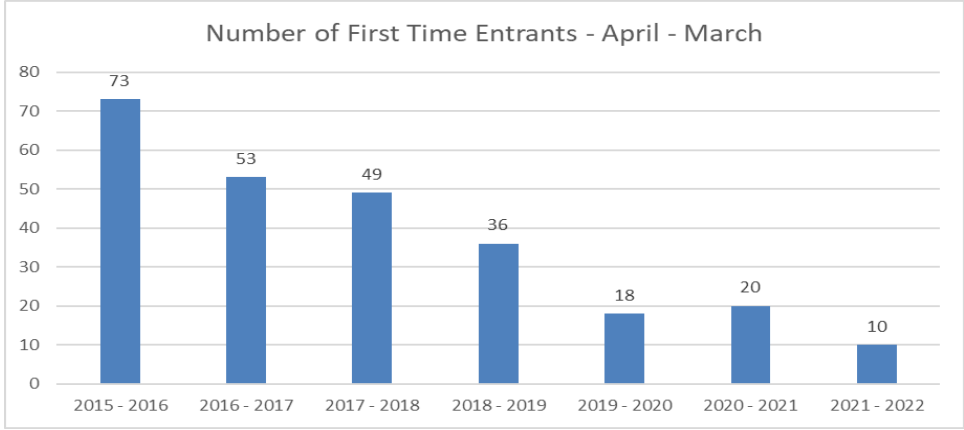
Data from the local ChildView database for the three youth justice indicators is shown here for the period April 2021 to March 2022. The latest data published by the YJB, taken from the Police National Computer, is also provided for two indicators, but this relates to earlier time periods. It is recognised that relatively low numbers of children in the justice system means the data may not be statistically significant.

a. First Time Entrants

This prevention indicator is the number of children aged 10-17 who received their first substantive outcome following an offence (Caution, Conditional Caution or Conviction) shown as a rate per 100,000 children in the general population. In recent years, the number and rate have reduced significantly, reflecting the positive impact of youth crime diversion and prevention and wider early help services which can address children's needs and behaviour before they become problematic. The concern is that during the pandemic, opportunities to offer preventative support may have been missed and more children may enter the formal justice system in the future as a result. This is not proving to the main offence be the case at present, as the number in the youth justice system is at an all-time low. The local rate for the period April 2021- March 2022 has reduced significantly from 124 to 62.4 per notional 100,000. Low numbers mean the YJB has not published the latest data for B&NES.

This data is shared with the Youth Crime Prevention Board, together with a commentary on the characteristics of the children who have entered the justice system, to inform planning and targeting. Peer on peer violence is the most common offence (and it appears that more girls may be becoming involved although this is not yet reflected in the YOS caseload). Ethnicity is proportionate within this sample, although there is wider disproportionality and Board participants are reflecting on how they ensure services are always accessible and meet children's individual needs. Going forward, prevention services including Compass, need to appropriately target these children.

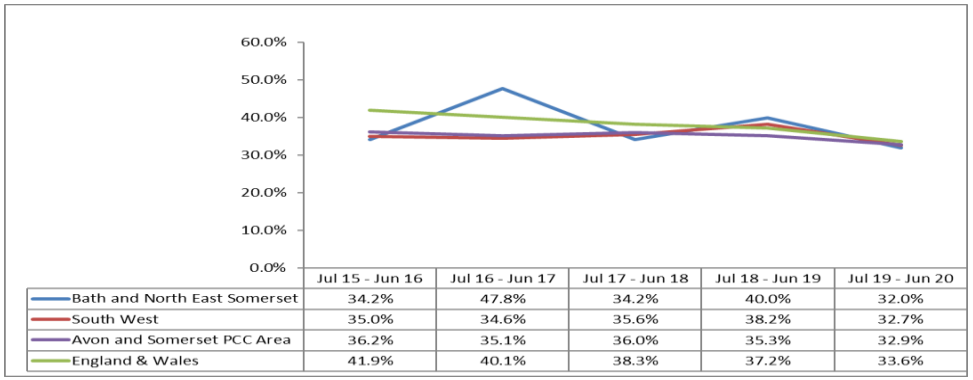




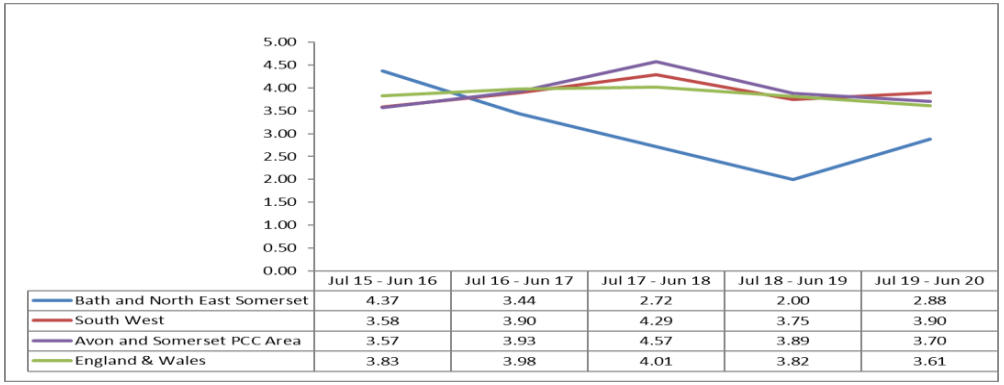
b. Re-offending

This indicator is the rate of re-offending after 12 months by a cohort of children who received substantive outcomes (Cautions, Conditional Cautions or Convictions). It is shown as a binary rate (the overall percentage of children who re-offended) and as the average rate of new offences committed by each child who re-offended. The latest YJB data for the period July 2019 – June 2020 shows a binary rate of 32% re-offending, slightly lower (better) than the Avon and Somerset, regional and national averages but slightly higher than the 'family' comparator of similar areas (31.5%). The average rate of new offences committed by each child who re-offended increased considerably against the previous year's exceptionally low rate of 2.0, but at 2.88, remains considerably lower (better) than all comparators, which range from 3.61 to 3.9.

The latest local data for the April 2020 – March 2021 cohort shows an overall reduction in re-offending and in the rate of re-offending amongst those who did re-offend. Comparative data will be available later in the year.



	Jul 15 - Jun 16	Jul 16 - Jun 17	Jul 17 - Jun 18	Jul 18 - Jun 19	Jul 19 - Jun 20
Bath and North East Somerset	34.2%	47.8%	34.2%	40.0%	32.0%
South West	35.0%	34.6%	35.6%	38.2%	32.7%
Avon and Somerset PCC Area	36.2%	35.1%	36.0%	35.3%	32.9%
England & Wales	41.9%	40.1%	38.3%	37.2%	33.6%

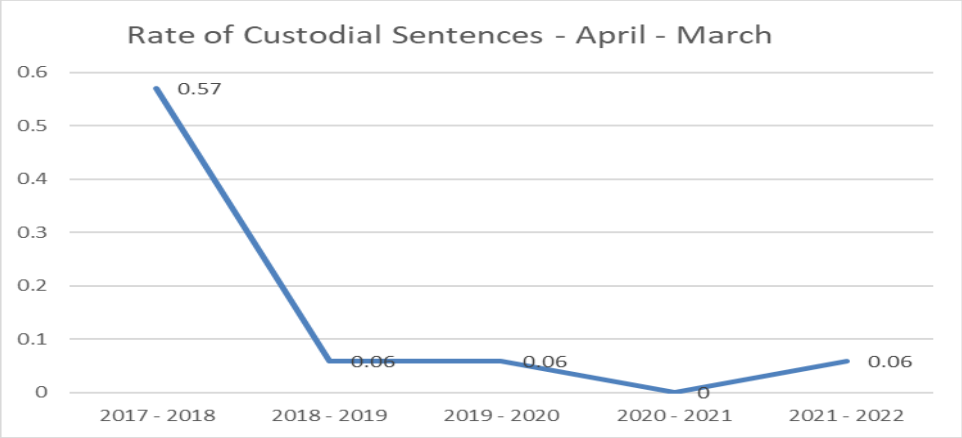


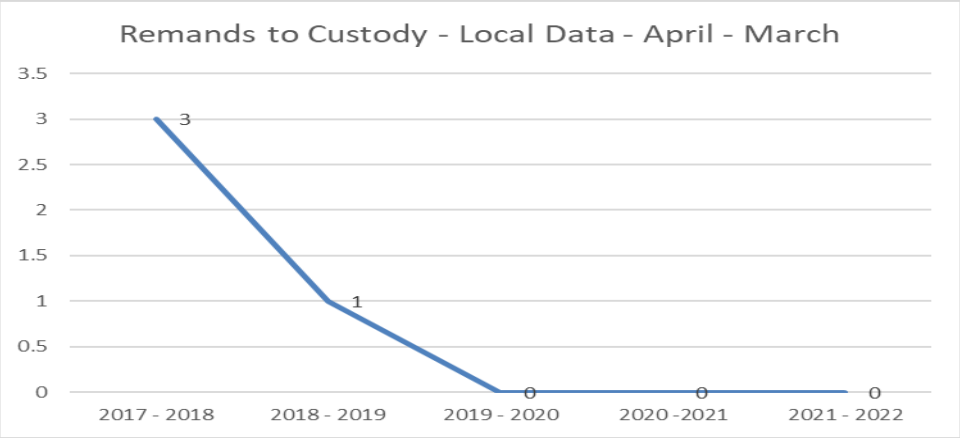
	Jul 15 - Jun 16	Jul 16 - Jun 17	Jul 17 - Jun 18	Jul 18 - Jun 19	Jul 19 - Jun 20
Bath and North East Somerset	4.37	3.44	2.72	2.00	2.88
South West	3.58	3.90	4.29	3.75	3.90
Avon and Somerset PCC Area	3.57	3.93	4.57	3.89	3.70
England & Wales	3.83	3.98	4.01	3.82	3.61

A high proportion of this cohort have experienced adverse childhood experiences and some suffer a level of trauma as a result. There is also increasing recognition of the experience of exploitation by adults or older children into drug dealing and other criminal activity, often related to being harmed by and harming others. It is a complex picture, and they benefit from continuity of worker and programmes tailored to their individual needs including intensive supervision and inclusion in the trauma recovery initiative (the Enhanced Case Management approach). Children are notified to the National Referral Mechanism when there is evidence of exploitation and if they are confirmed as having a strong likelihood of being exploited, this information is shared with the Crown Prosecution Service and Courts to consider when reviewing and hearing cases and when sentencing. This is an important aspect of recognising their status as a child who has been groomed into offending, at the same time as understanding the need to address the impact of their behaviour on others.

c. Custody

This indicator is the number of custodial sentences passed by the Courts, presented as a rate per 1000 children aged 10-17 in the general population. This number has been reducing nationally and these reductions have been reflected locally in recent years. The local ambition remains to keep children out of custody wherever it is safe to the public to do so because outcomes for children in custody tend to be poorer than for those sentenced within the community. The multi-agency Custody Review Panel monitors outcomes, identifies learning and recommends actions in respect of children at risk of custody as part of its standard agenda; it also looks at children held overnight in Police custody and any remanded in custody – although there have been none in the latter group in 2021-22. The YOS works closely with other children's services to develop community proposals wherever it is considered safe to do so. The custodial rate has increased to 0.06 due to a single custodial sentence a year ago and means the current rate is higher than all comparators apart from the national England, and England and Wales averages. Other children at risk of custody have been sentenced in the community, evidencing that the youth justice system is working well to respond proportionally to their needs, taking victims' needs into account as well.





d. The use of custody, children leaving custody and constructive resettlement

No children in B&NES have been securely remanded for more than two years and the use of custodial sentencing remains low. There is evidence of close working with Children's Social Care to ensure support when a child returns to the community from custody and of proactively managing presenting risk including by accessing funding through the Violence Reduction Unit to support resettlement. Numbers are too low to provide characteristics as these could be identified but local partnership audits have highlighted key areas of work to be undertaken. These are being incorporated into the work plans for the YOS, the Violence Reduction Unit and the BCSSP's Exploitation Sub Group. There has been no recent experience of children leaving custody and facing accommodation issues. B&NES is part of a wider Resettlement Consortium with North Somerset, South Gloucestershire and Bristol and Voluntary sector partners, where good practice is shared and joint initiatives are taken, including the decision to become involved in the Enhanced Case Management (trauma informed) pilot.

e. Over Represented Children

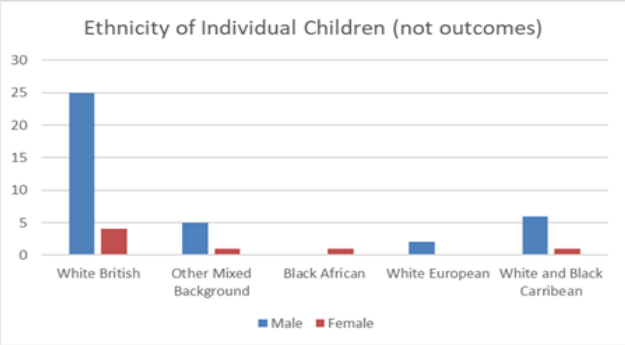
Some cohorts of children are over-represented in the youth justice system and the partnership is keen to help address the reasons for this as well as to understand how it can best support these children who may have additional needs:

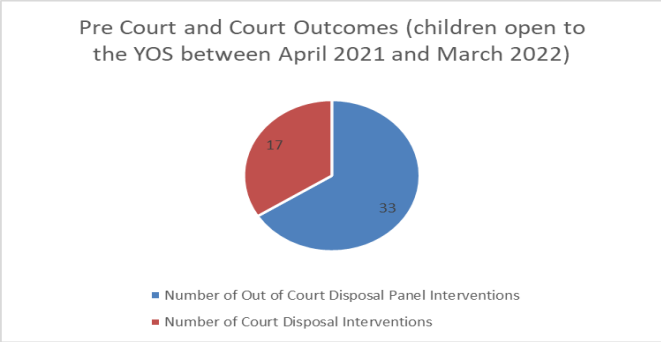
Ethnicity

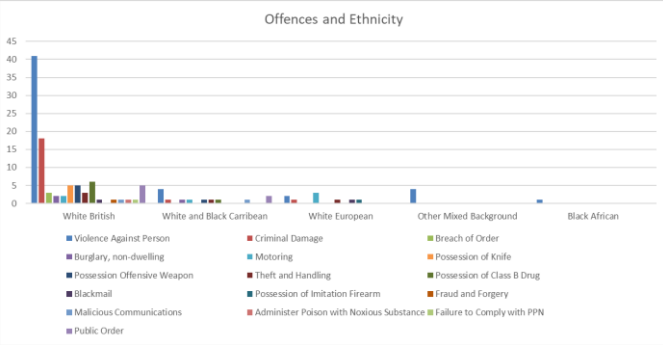
The population data from the 2011 census, showed there were 15,764 children in B&NES, 1,047 (7%) of whom were from Black and Asian Minority Ethnic (BAME) heritages.

For the Youth Offending Service cohort April 2021 – March 2022 there were 50 different outcomes (Court and Pre-Court) committed by 45 different children. 36% (16/45) were from Black and Asian Minority Ethnic (BAME) backgrounds and 64% (29/45) were from a White background. Most of these children received a pre-Court Disposal and 25% of received a Court Order. 59% of the White children received a Pre-Court Disposal and 41% received a Court Order. Analysis shows White children are more likely to commit serious offences (gravity score 5-8) and to be sentenced at Court. Of the 122 offences committed by this cohort, 27 (22%) were committed by children from Black and Asian Minority Ethnic backgrounds and 87% of these were male and largely committed low-level gravity offences. 95 (78%) were committed by children from a White background and 86% of these were male. The most common offence committed by all ethnic groups was Violence Against the Person, 21% by children from a Black and Asian Minority Ethnic heritage and 79% by children from a White heritage.

The children from Black and Asian Minority Ethnic Backgrounds who received a Youth Conditional Caution did so for offences that were of a serious nature such as Affray, Blackmail and Actual Bodily Harm. The offences were of a level that could have been charged to Court, so were not suitable for lower-level Community Resolution outcomes. The children from a White background who received a Youth Conditional Caution did so for offences of Affray and Criminal Damage and were also at the threshold of being charged to Court.







Whilst careful review of gravity and outcomes suggests a proportionate outcome once in in the youth justice system and overall numbers are low, Black and Mixed Heritage children are very over-represented. Numbers are too low for this data to be statistically significant, but it is

presented against a wider backdrop of Black, Asian and ethnic minority children being over-represented in the youth justice system in England and Wales (particularly in the custodial population) and therefore, we cannot be complacent about the experiences of children living in B&NES. Over the past two years, the YOS participated in a review of racial disproportionality in the criminal justice system in Avon and Somerset. This was commissioned by the Local Criminal Justice Board and published as Identifying Disproportionality and launched in April 2022. The report contains a number of recommendations about the recording of ethnicity of children suspended or permanently excluded from school and developing a better understanding of the links between this and becoming vulnerable to anti-social behaviour and offending, including to being groomed into county lines drug dealing and other criminal activity. and entering the justice system. A number of other recommendations about Out of Court Disposals and 'stop and search' and recruitment and retention of a representative workforce are also relevant to the YOS. The work on reducing exclusions of children from Black, Asian and ethnic minority backgrounds will be led by and the YOS Management Board will oversee the local response to all the recommendations that apply to work with children. In turn, this will be reported to the Avon and Somerset oversight arrangements led by the Chief Constable. No timescales have yet been agreed but local work is underway.

Girls

The number of girls known to the Youth Offending Service has been reducing in recent years including in this latest data period. Review of the gender breakdown of the cohort shows the number and proportion of girls remains lower than we would anticipate, given that they have made up approximately 20% of the cohort in the past. Numbers are too low to provide characteristics. Despite this, the strategic needs assessment and information sharing meetings within the Violence Reduction Unit give rise to a lot of intelligence about girls' involvement in serious violence. A SurveyMonkey has been set up to explore what is known and help understand how these girls can be safeguarded and their needs be met. The Violence Reduction Unit is leading on this work and the YOS is actively participating. There will also be a wider piece of work looking at related wellbeing and safeguarding issues, including the disproportionate rise in girls with mental health issues.

Looked After Children

The number of Looked After Children in B&NES offending has been low for a number of years and this remains the case in the latest period although the proportion is still higher than in the wider population. Numbers are too low to publish. The Custody Review Panel looks at all children held overnight in Police custody and at risk of and receiving custodial sentences and Looked After Children are particularly over-represented in these cohorts.

Education

Attendance and engagement in education, training and employment is a significant protective factor in helping children not to offend and the YOS ensures there is a focus on supporting all children who come to its attention to make improvements in these areas. The YOS has a very proactive Education Officer who acts in a consultative capacity with colleagues and takes on direct work with children. She links closely with colleagues in the Education Inclusion Service and its Director, who is the Education representative on the Management Board. There is an annual Education report to the Management Board to keep members abreast of activity, outcomes and continuing needs and issues. In the last year, no children known to the YOS have been permanently excluded, although some who were at high risk were supported through Alternative Provision; a high proportion of them have had fixed-term suspensions from school. None were electively home educated.

School age children

In the last year, all school age children known to the YOS had education provision in place. However, more than 60% of them had low attendance/engagement with their provision. The following are examples of how the YOS has worked with schools to help improve this:

- Where a young person is a Child in Need or on a Child Protection Plan, the YOS attends CIN/Core meetings and, and if appropriate, brings a greater focus on education and support to improve attendance and engagement.
- Where there is no such group, the YOS convenes a Team around the Child meeting and focuses on engagement, attendance and addressing behaviour issues
- The YOS has advocated for and supported schools in developing and delivering Alternative Provision packages, and supporting students to engage with these programmes notably for students with SEND
- Supporting EHCP special educational needs assessment processes
- Supporting Year 11 students in making post 16 choices and supporting them with making applications and plans for the future
- For year 11 students at risk of being NEET either providing ongoing voluntary support or referring to other support agencies

Post 16 children

Over the past year, during the time they worked with the YOS, 32% of post-16 children had a period of being NEET, compared with area, regional and national NEET percentages for this age group being between 2- 3%. Of those that were on Further Education programmes, 43% had low attendance. The YOS has worked with further Education providers to help improve attendance and engagement in the following ways:

- Supporting young people to apply, enrol at college and apply for financial assistance
- Supporting young people to re-engage with Further Education programmes
- Advocating for additional support for young people in Further Education or Training
- Supporting young people in finding work including preparation and funding for taking CSCS health and safety test
- Referrals to other agencies for ongoing support at end of YOS programme

Children with Special Education Needs

36% of the children who have worked with YOS in the past year had an EHCP (the national figure is 3.7%) and 16% were on a SEND Support Plan, meaning that more than half of those known to the YOS had some Special Educational Need or Disability. The proportion with an EHCP appears to be increasing. The main presenting needs are Attention Deficit Hyperactivity Disorder, Autism Spectrum Disorder, Social, Emotional and Mental Health and Speech and Language needs, with others on a Special Educational Need Support Plan and Speech, Language and Communication needs. These needs are usually a significant factor underlying offending behaviour including risk taking, impulsivity and dysregulation. Within the preventative part of the YOS, more than a quarter of those working with Compass have EHCPs or are having needs assessments undertaken. The main presenting needs are as above. These needs are usually a significant factor underlying offending behaviour e.g., risk taking, impulsivity, dysregulation. There are similar trends for children supported by the new Education Inclusion Project.

Example of YOS support
B is a year 11 student with an EHCP who was involved in a serious incident at school which would have led to a Permanent Exclusion. YOS supported his parent at the emergency Annual Review and worked closely on a plan with his school and the SEND team to arrange an off-site Alternative Programme for the remainder of year 11. B and his parents were initially unhappy with the idea of an AP programme but we were able to help them see the advantages and to support B to engage with the AP provider. B has thrived in an outdoor, active leaning environment and gives his new programme 9/10! YOS has convened a TAC meeting which has supported partnership working and ensured B has been able to take his planned exams. B had no post 16 placement as he had planned to do a year 12 programme at his current school which was no longer possible. We have referred B to the Learning4Work programme, taken him to visit this programme and advocated for an enhanced programme and early allocation of a support worker. B has a confirmed place on this programme and his Learning4Work support worker has now joined the TAC group and is involved in planning transition support for B though the summer.

Compass (prevention service)
The YOS delivers its prevention work through the Compass team who support children aged 8 – 17 years old who may be at risk of becoming involved in offending behaviour, and their parents/carers. Based on the level of needs, risks and strengths identified through an Early Help Assessment with the family, the service will provide tailored support for a period of between 3 and 12 months. In addition, the service sometimes offers stand-alone parenting support. The service receives referrals from parents/carers, schools and Police, either directly or via requests for service to Children's Social Care/Early Help.

The service is commissioned by the Local Authority with part funding from the Police Crime Commissioner and as such we report quarterly on our outcomes and output including demographics, safeguarding activity and outcomes. The service monitors for improvements in emotional well-being, social-well-being, education/training/employment participation and child and parent/carer relationship.

We are guided by the concept that early help means that by "working together with children, young people and families, problems can often be prevented from occurring, or when they do families may be offered better support in order to stop them getting worse" (Bath & North East Somerset 2020). Where there are additional needs that universal services (education and health) cannot support then Compass provides targeted support for these needs. We are guided by principles within the Youth Justice National Standards (2019) and the continuing emerging discourse around crime prevention (McAra and McVie 2007).

The quality of the relationship between the Compass worker and the child and their family is central to supporting change. We think of children's needs and risk of potential adverse outcomes as shaped by and within their family and community contexts. We adopt a 'Think Family' and 'Think Community' approach. We build on children's individual strengths and capabilities as a means of developing a pro-social identity for sustainable desistance from crime. This leads to safer communities and fewer victims. All work is constructive and future-focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society. Lastly, the work and people

within Compass are shaped from the social contexts in which they live including family, work, cultural and other social systems. We believe processes should be in place to provide opportunity to gain multiple perspectives and mitigate against the dangers of a 'single story' about individuals and families. We are influenced by the Local Authority's adoption of a systemic practice model combined with being trauma informed. As a result of this we have a multi person membership decision making panel that is tasked with considering completed assessments and based on identified level of needs and risk of offending will recommend tailored level of support, namely short (up to 3-months); medium (up to 6-months); full service (up to 12-months) and stand alone parenting / carer interventions.

For the period April 2021 – March 2022, the Compass Service worked with 34 different children on programmes. The service received a total of 32 new Referrals. The majority of the children receiving a service were male, 82% and 16% were female. 94% of these children were from a White background and 6% were from a Black and Asian Minority Ethnic background. None of these children were Looked After. 32% were subject to an Education and Healthcare Plan and 6% were receiving SEN Support in School. 21% were post 16 age and 79% were statutory school age. 6% of these children went on to become First Time Entrants. Outcomes in the last 12-months have included: supporting a parent to access EHC assessment that led to reduced risk of PEX; supported a young person to develop safety plan and manage transition into CAMHS; supported parent and child's relationship to de-escalate conflict. Governance is within the YOS, reporting to the YOS Management Board and the Youth Crime Prevention Board (partners in delivering of preventative services).

Diversion

The Police make single agency decisions for Community Resolutions about some children who have committed low level offences for the first time, and these are the columns labelled 'Community Resolutions Police Facilitated'. The Police also make single agency decisions for some Outcome 22's where there has been an offence of possessions of drugs or drunk and disorderly. The Outcome 22 is a deferred prosecution
until the accused has been given the opportunity to engage with an intervention activity. The police guidance states "Outcome 22 – diversionary, educational or intervention activity, resulting from the crime report, has been undertaken and it is not in the public interest to take any further action".

The Police refer children to the Out of Court Disposal Panel for a joint agency decision for those who have had a previous Police outcome or have committed a more serious offence, or where there are identifiable risk factors. In most cases, the joint agency decision is based on either a full YOS assessment and in a small number of cases it is based on a screening process.

Serious violence and exploitation

The number of children committing serious youth violence offences and knife related offences in Bath and North East Somerset is low and has reduced in recent years. We have reviewed the data and looked at the proportion of children committing serious youth violent offences in the cohort, the numbers are too low for us to provide the data. The Youth Offending Service has evidence of making NRM's but other children we are also working with have had referrals made by Social Care. The YOS has also contributed to the VRU Strategic Needs Assessment.

Restorative justice and victims

The YOS contacts all named individuals who have been harmed by the children it works with and offers information about youth justice outcomes and an opportunity to be involved in restorative justice work. Most of the offences coming to the attention of the YOS are now peer on peer

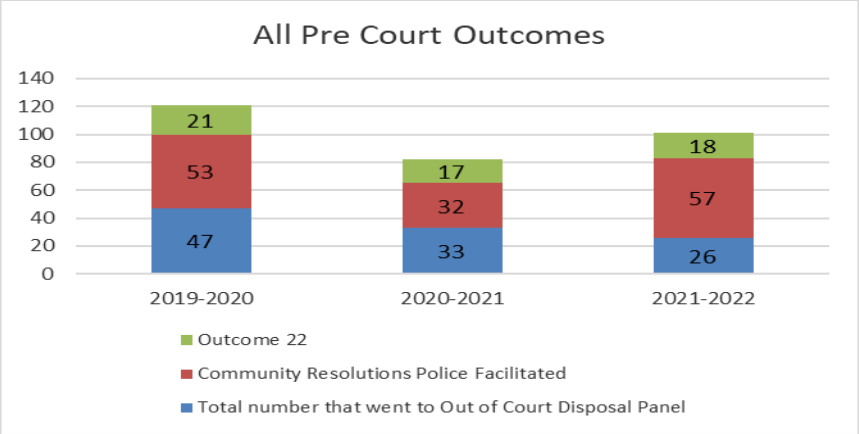
assaults and so the majority of victims are also children. During the pandemic, it was difficult to get past the parents/carers of victims to hear the voice of the victim themselves, as contacts were mainly by ‘phone; home visits are key to engaging with children who are victims. A significant reason for low engagement, however, is the length of time that investigations are taking. Some people are sentenced as adults for offences they committed as children and their victims have had to wait a very long time to see justice and have their voice heard in the process.

All assessments and reports to Panels and Court include the views and experience of victims, and these influence the nature of work undertaken with each child. Where they would like to, victims are also able to influence the sort of reparation work children take on to make indirect amends to the wider community. Their direct involvement could be a virtual dialogue between the child and the person harmed to answer any questions, agreement to receive a letter of explanation from the child or chance to meet face-to-face. Even before the pandemic, the number of face-to-face meetings held was very low, but there is now a renewed focus on the importance of this work. One possible restorative justice conference recently had to be halted because although the victim was keen to meet with the person who had assaulted them, it became clear during the preparation that their motivation was not restorative, and the meeting could not go ahead. Planning is now underway for a different child to meet with a number of people they have harmed. In support of developing this area of work, the Training Plan for 2022-23 includes a commitment to restorative justice training or refresher sessions for all staff and the YOS is considering the case for appointing a (part-time) dedicated Victim Worker.

The YOS records victim participation in its case management system and reports are currently being written to enable examination of victims identified, offered direct/indirect reparation and their satisfaction with services. All victim recording is ‘non identifiable.’

9. National Standards

Although no self-assessment of National Standards has been required this year, the local annual review in relation to Out of Court Disposals has been completed and it confirmed adherence to the relevant Standards. Police refer children to the Out of Court Disposal Panel for a joint agency decision for those who have had a previous Police outcome or have committed a more serious offence, or where there are identifiable risk factors. In most cases, the joint agency decision is based on a full Youth Offending Service assessment and in a small number of cases, it is based on a screening process. The table below shows fluctuating numbers of children being dealt with outside Court. The proportion coming to Panels has reduced to 26% (from 39% and 40% in the previous two years) and the proportion dealt with by Police diversions has now increased to 74%.



Actions and decisions arising from last year's audit have all been followed through:

Action/Decision	Response	Impact
Police will re-consider who administers Youth Cautions and Youth Conditional Cautions to speed up delivery. (Administration had changed to the arresting officer)	Since July 2021, the Panel Sergeant or other nominated Police Sergeant resumed administering all formal Panel outcomes.	Timeliness has improved again.
The Management Board confirmed continued membership of the OOCD Panel based on scrutiny of case audits and analysis data.	Panel membership continues with a Police Sergeant, YOS Operational Manager and the YOS Victim Worker, with the child's case manager also attending.	The Panel continues to meet and carry out its duties efficiently and has sufficient flexibility.
The Management Board endorsed revised roles to strengthen the governance of the OOCD process, which had placed too much responsibility on the Operational Manager	The following roles are now embedded: - Quality Assurance of assessments is now undertaken by the YOS deputy Team Manager. - The YOS Panel decision maker remains the Operational Manager. - OOCD audits are undertaken by Board Members and the YOS Head of Service. - The Operational Manager participates in the Avon and Somerset Out of Court Disposal Scrutiny Panel.	The change brings greater diversity in management oversight

The Management Board agreed that the content and structure of the OOCD annual report provided all the information and assurance they needed.	The same structure has been used for this year's report	The Board found the report gave assurance about work undertaken

This year's self-assessment was based on five randomly selected cases which were audited by the Head of Service and members of the Management Board. The findings indicate strong adherence to National Standards:

Audit Question	**Responses**
1. Was a timely and accurate, suitable and sufficient assessment of risk and need undertaken?	5 x Yes
2. Was the intervention plan based on the assessment with a focus on promoting a pro-social identity and aiding desistance from crime	5 x Yes
3. Was the child and their parents/carers involved in assessment, planning and reviewing of individual programme?	4 x Yes 1 x Partial
4. Did the YOS work closely with the Police for the Out-of-Court Disposal system to be effective?	4 x Yes 1 x Partial
5. Did YOS staff build supportive relationships and deliver prompt, proportionate, effective interventions?	4 x Yes 1 x Partial

The Board members made additional comments and wrote a narrative about the cases that they audited, including strengths and areas for development. Summarised in appendix 6, they will be addressed in the new Work Plan and Training and Development Plan.

10. Challenges, Risks and Issues

The Management Board actively encourages professional challenge between members, so that each agency is held to account for the part it plays in supporting the Youth Offending Service and preventing children's offending. It records these challenges in a well-established register that is reviewed and updated at each meeting, noting when challenges have been answered or resolved and whether this has had a positive impact. It also keeps a risk register that is similarly updated at each meeting. Risks that remain very high despite action to mitigate their potential impact are also recorded on the wider Children's Services risk register and may be escalated within the Council. The Service continues to work on long term risks; one that has been addressed this year is compliance with the General Data Protection Regulation in respect of all the information the YOS holds on children, parents/carers and victims it has worked with. The YOS is now fully compliant, with all records that meet the criteria having been archived within the case management system and all record destruct dates on electronic files having also been updated.

As a Sub Group of the BCSSP, the Board also makes a quarterly report which includes challenges faced and barriers to achievement. The latest report highlighted the following issues, some of which are reflected in the new Work Plan:

- Continuing issue with a largely White and female workforce needing to be more representative of the children it works with
- Significant delays in children being brought to justice – they can be released under investigation for long periods, and some are sentenced as adults for offences committed as children
- Possible changes in Police administration of youth cases

- Continuing close working with the Violence Reduction Unit to identify a way forward for the Education Inclusion Project
- Need to agree a medium-term way forward with the trauma informed Enhanced Case Management initiative.

One of the biggest challenges faced by the YOS in 2022 is also a significant opportunity: its return to working in a newly refurbished office in Keynsham. Whilst it continues to retain a central Bath office for work with children (and also utilises space in schools and community settings as well as visiting children and their families in their own homes) its shared office base will include new collaborative spaces for working with colleagues. As they explore new ways of working post pandemic, staff will be supported to work flexibly and use this space to strengthen the YOS's identity as a multi-agency team, incorporating colleagues who have joined during the pandemic and fostering renewed links with other teams.

11. Service Improvement Plan

B&NES YOS was last inspected by HMI Probation in 2016 and is anticipating an inspection under the current framework in the near future. It has an internal Inspection Readiness Group and reports in to the YOS Management Board. The Board also reviews its readiness during awaydays, including undertaking self-assessments of its role and function. B&NES has not been involved in any serious incident reviews in the last 18 months but did contribute to a Police thematic inspection of work to address serious violence, which has not yet been published. A recent Ofsted Inspection did not include the core work of the YOS but looked at return home interviews which are carried out by Compass as part of its contribution to wider preventative work and made a recommendation which is being addressed by the YOS Head of Service in her wider role, through a task and finish group. She also sits on the national Youth Justice Service Improvement Board and Workforce Development Board and is coaching someone through the YJB Elevate programme to support the progression of middle managers from Black, Asian and minority ethnic backgrounds and has access to information and ideas through these commitments.

In its strategic plan for 2021-24, the YJB reaffirmed its commitment to the long-term goal of supporting a child first youth justice system that supports children to become "the best version of themselves." This central guiding principle is picked up locally through the YOS challenging its own delivery and the language it uses but also working with partner agencies, including Police and Courts, to make sure processes and provision can fully meet children's needs as children. The YOS's commitment to trauma informed practice is entirely consistent with this, looking at what has happened to children to affect how they see the world and behave. As a partner with the Violence Reduction Unit, it is also committed to playing its part in supporting a 'trauma informed Avon and Somerset.' The YOS Training Plan includes building on the Trauma Informed Practice Awards gained by staff during 2021-22.

A key theme is returning to more face-to-face and office-based work, including returning to work in the main Council building. The learning from working through a pandemic is informing decisions about how the YOS works going forward. Children have continued to be seen face-to-face and staff Supervision has been in person, but many meetings have moved on line and may remain online. Awareness of the importance of a good work-life balance to support staff emotional and mental health and wellbeing will continue to inform individual decisions about working patterns.

12. Evidence-based practice and innovation

YOS work draws on research evidence and professional expertise. Examples include:

a. Enhanced Case Management (ECM)

The ECM approach is based on the Trauma Recovery Model (TRM), a seven-stage model that matches intervention/support to the child's underlying development needs and presenting behaviours. The approach was designed provide YOS practitioners and managers with increased knowledge and understanding in relation to how early attachment, trauma and adverse childhood experiences can impact on a child's ability to engage effectively in youth justice interventions. It provides a psychology-led approach to multi-agency case formulation and intervention planning. This enables youth justice staff to tailor and sequence interventions more effectively according to the developmental and mental health needs of individual children. The initiative started in South Wales and began as a local YJB-funded pilot across Bristol, South Gloucestershire, North Somerset and Bath and North East Somerset in September 2019. It continued to be funded by the YJB until March 2022 and going forward, is supported by the Bristol, North Somerset and South Gloucestershire Clinical Commissioning Group and local contributions. B&NES has committed to support a partnership approach for at least one further year, pending a review of the number of places it requires. During 2021, it provided refresher training for all its practitioners and managers, who took a 4-day Trauma Informed Practice Award.

The work is being formally evaluated by an independent research company – Opinion Research Services (ORS) who are assessing the procedures and have interviewed staff and children. Interim findings from March 2021 suggested there are significant benefits for children and practitioners in taking an ECM approach. For example, children engage well where there is a relational approach and there is evidence of reductions in offending rates and seriousness of offending. It has brought understanding of the impact of trauma experienced by children into the open and this has helped detailed planning to address needs. The final evaluation report is expected to be published later in 2022.

b. Systemic Practice

Systemic practice builds on well-established communication and systems theories, using positive relationships and a strengths-based approach to support positive change for children and their families. It recognises that families are impacted by a large number of complex, interacting systems and uses questioning techniques to gain different perspectives to plan and introduce sustained change, based on underlying beliefs and attitudes. Staff adopt a position of curiosity towards the different perspectives described and observed in their contact with families. The approach specifically includes a focus on social and personal identity, such as race, gender, religion and age which affect an individual's position and power in society.

B&NES Children's Service is adopting systemic practice as its framework of choice in all work with children and families. A number of YOS staff have undertaken preliminary training; in addition, the Operational Manager holds an intermediate qualification, and the Deputy Team Manager is currently training for this. The YOS wants to learn from other youth justice services that have adopted this way of working and is gradually introducing practice and system changes.

c. Reparation

The YOS has been developing its opportunities for children to make amends to the wider community through reparation work with local charities and organisations. An example during the pandemic was sending letters to elders living in care homes, some of which led to continued correspondence. Other children were supported to write poetry whilst doing reparation, boosting self esteem and proving to be an excellent way to engage them in new conversations. Another child made Christmas cards and sold them to raise money for charity, which was a good way for them to experience a positive activity which also fitted the requirements for reparation.

13. Work Plan

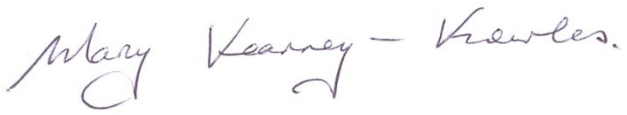
Strategic Priority 1: Strengthen participation					
Themes		**Actions**	**Key links**	**Owner**	**Target date**
1.1	Children's participation	1.1.1 Set up a SurveyMonkey to consult with local children on new name for the YOS	Child-first principles	Operational Manager	September 2022
		1.1.2 Establish an internal task and finish group to refresh the YOS's participation policy and practice	United Nations Convention on the Rights of the Child B&NES Participation Standards B&NES Young Ambassadors	Operational Manager	December 2022
1.2	Parents/carers' participation	Develop a Practice Guide / Framework for work with parents/carers, setting out what our local offer is	B&NES Early Help Offer Family Links parenting programmes HMIP Thematic Inspection of Black and Mixed Heritage Boys in the Youth Justice System	Operational Manager	December 2022
1.3	Victims' participation	Refresh the YOS policy and practice with victims	Avon and Somerset Young Victims' Service Draft Victims Bill	Deputy Team Manager	September 2022
Strategic Priority 2: Address disproportionality					
Themes		**Actions**	**Key Links**	**Owner**	**Target date**
2.1	Black and dual heritage children	2.1.1 Address recommendations in Avon and Somerset Criminal Justice Board 'Identifying Disproportionality'	Violence Reduction Unit Education Inclusion Service's work to address permanent exclusion Human Resources Plan	Chair of YOS Management Board	March 2023
		2.1.2 Compile and deliver a local Action Plan	HMIP Thematic Inspection of Black and Mixed Heritage Boys in the Youth Justice System, plus Practice Guide Identifying disproportionality	Head of Service	March 2023
2.2	Girls and young women	Work with the Violence Reduction Unit to increase our understanding and	HMIP Thematic Inspection on Girls in the Youth Justice System	Head of Service	December 2022

		response to girls' involvement in serious violence			
2.3	Children with Special Educational Needs	Convene a working group with key local authority managers to consider and investigate disproportionality issues for children with SEND in the youth justice system and formulate a response and action plan in light of the Thematic HMIP report on ETE.	HMIP Thematic Inspection of Education, Training and Employment - Services in Youth Offending Teams in England and Wales SEND Strategy Group	Education Inclusion Manager, with YOS Operational Manager	March 2023
Strategic Priority 3: Extend Effective Practice Models					
Themes		**Actions**	**Key Links**	**Owner**	**Target date**
3.1	Trauma informed practice	3.1.1 Work with OPCC, VRU and other partners to participate in a 'trauma-informed Avon and Somerset'	VRU needs assessment and work plan	Head of Service	March 2023 and beyond
		3.1.2 Work with partner Local Authorities to review and sustain a model for our Enhanced Case Management initiative	ECM Operational and Strategic Groups	Head of Service	March 2023 and beyond
3.2	Systemic practice	3.2.1 Apply learning from other areas and take next steps towards implementing in YOS	Centre for Systemic Social Work	Deputy Team Manager	March 2023 and beyond
		3.2.2 Support development of model within B&NES Children's Service	Centre for Systemic Practice B&NES Practice Model meeting	Deputy Team Manager	March 2023 and beyond
3.3	Crime prevention	3.2.3 Review and develop the Compass Decision-Making Panel for stated aims of targeting areas of need; increasing multiple perspectives to	B&NES Early Help Offer Youth Crime Prevention Board	Deputy Team Manager	September 2022

		reduce individual bias and improving throughput.			
Strategic Priority 4: Tackle Exploitation					
Themes		**Actions**	**Key Links**	**Owner**	**Target date**
4.1	Contextual safeguarding	Conduct an audit of YOS contextual safeguarding knowledge and practice and identify development actions	Bedford University Contextual Safeguarding Network Exploitation Sub Group Children's Social Care audit	Operational Manager	March 2023
4.2	Serious violence statutory duty	Consult on and develop YOS role in collaborating to address children's serious violence	Police, Crime, Sentencing & Courts Act 2022 Violence Reduction Unit B&NES Drugs and Alcohol Strategy	Head of Service	March 2023 and beyond
5. **Continuing Priority: Supporting and equipping staff**					
	Themes	**Actions**	**Key Links**	**Owner**	**Target date**
5.1	Staff health and wellbeing	Support staff to return to Keynsham Civic Centre, addressing individual needs, promoting flexible working and strengthening team identity	B&NES Health and Safety Policy	YOS Management Group	September 2022
5.2	Representative workforce	Work with Human Resources Department to recruit a workforce that better reflects the gender and ethnicity of the children worked with	Identifying Disproportionality recommendation	Head of Service Probation, Health and Police Board members	March 2023 and beyond
5.3	Evidencing impact	Revise reporting dashboard to incorporate new Key Performance Indicators when agreed, and use this to develop YOS and Management Board understanding of local data	YJB consultation on national KPIs Development of B&NES early help dashboard YJB Re-Offending toolkit YJB Disproportionality toolkit	Business and Performance Manager	December 2022

5.4	Training and development	5.4.1 Compile and deliver training plan to support effective practice models and maintain safeguarding and other skills	Development of practice models B&NES Training and Development Plan Children's Transformation Programme: Practice Models and Engagement	Head of Service	March 2023
		5.4.2 Strengthen staff skills when exploring identity and potential discrimination	HMI Practice Guidance on working with Black and Mixed Heritage Boys	Operational Manager	December 2022
5.5	Learning from Inspections and Serious Case Reviews	Develop and deliver local responses to recommendations in HMI Probation's thematic Inspections	HMIP Thematic Inspection of Education, Training and Employment- Services in Youth Offending Teams in England and Wales Links with action 2.3 above and B&NES Children's Transformation Programme: NEETs HMIP Thematic Inspection on girls in the Youth Justice System (not yet published)	Operational Manager	March 2023
5.6	Inspection readiness	Maintain a regular focus on up-to-date documentation and schedules	HMI Probation Youth Justice Inspection Framework	Head of Service	March 2023
5.7	Strengthen the partnership with the Management Board: YOS practitioners have requested collaboration with the Board in these areas:	5.4.1 Advocate re support for children leaving Care and understand the difference in support available for them, in particular with regard to accessing suitable accommodation	Continuing work with the Probation Service to address transitions issues. Work with Registered Social Landlords re access to suitable accommodation.	Chair of the Management Board	March 2023
		5.4.2 Represent the YOS's views over possible changes to the Police youth justice department, and the furtherance of child-first policing	Child first principles Police representative on the Board		
		5.4.3 Understand the impact of delays in prosecutions on both children and victims, and seek to influence this.	Child first principles Police representative on the Board		
		5.4.4 Discuss with Court staff and Magistrates the importance of child-first arrangements within the Court setting	Child first principles Court representative on the Board		

14. Approval and sign off

Chair of Board	Mary Kearney-Knowles, Director of Children's Services and Education
Signature	
Date	30 June 2022

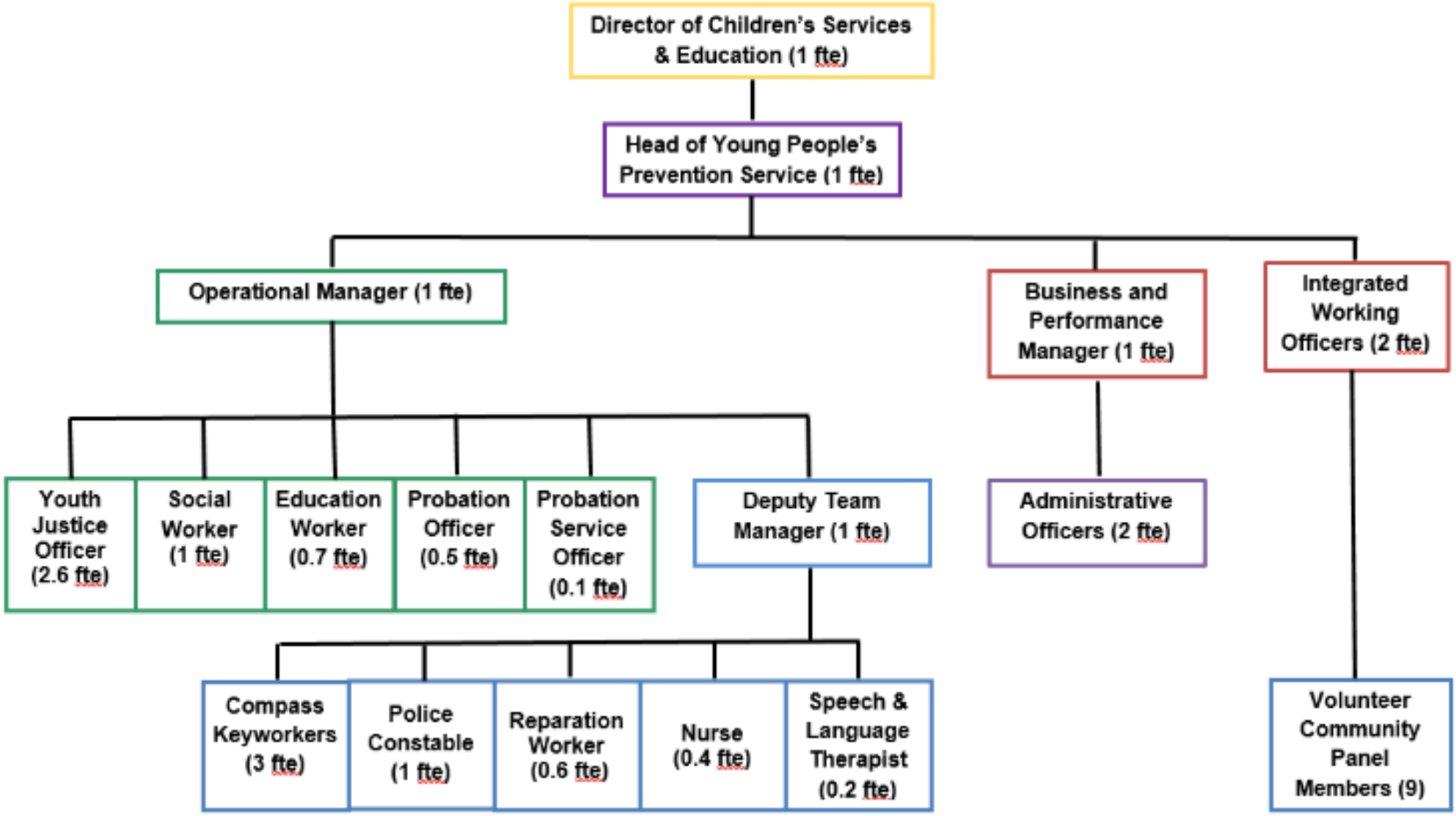
Appendix 1: Youth Offending Service Management Board Membership

All statutory partners are represented at the Management Board and attendance rates are good.

Board Members	Title	Agency	29.06.2021	15.09.2021	08.12.2021	31.03.2022	Total attendance by main representative	Total attendance by sub	Total attendance	Eligible attendance	% attendance by member	Statutory agency attendance
Mary Kearney-Knowles (Chair)	Divisional Director, People and Communities	**SM -** B&NES Social Care	√	√	X	√	3	n/a	3	4	75%	75%
Sally Churchyard	Head of Young People's Prevention Service Outcomes	B&NES Youth Offending Service	√	√	√	√	4	n/a	4	4	100%	
Carla Cooper	YOS Operations Manager	B&NES Youth Offending Service	X	√	X	√	2	n/a	2	4	50%	
Lisa Miller - until 29.6.21 Saffia Ahmad - from	Head of Service, CAMHS	Oxford Health NHS Foundation Trust	√	√	√	√	4	n/a	4	4	100%	
Christopher Wilford	Head of Vulnerable Learners, People and Communities	**SM -** B&NES Education	√	Sub sent, Rosemary Collard	√	√	3	1	4	4	75%	100%
Steve Kendall	Chief Inspector, Avon and Somerset Police	**SM -** Avon and Somerset Police	√	√	√	√	4	n/a	4	4	100%	100%
Peter Brandt	Assistant Chief Officer, National Probation Service	**SM -** National Probation Service	√	√	√	√	4	n/a	4	4	100%	100%
Cllr Dine Romero	Lead Member for Children	B&NES Children, Young People and Families	√	√	√	√	4	n/a	4	4	100%	
Val Scrase	Head of Operations, Wiltshire & B&NES	Virgin Care Services Ltd	√	Sub sent, Judith Sellers	√	√	3	1	4	4	75%	
Jayne Davis	Deputy Principal, Bath College	Bath College	X	√	√	X	2	0	2	4	50%	
Stephen Hillyard	Chair of the Youth Bench	Bath Magistrates Court	√	X	√	√	3	0	3	4	75%	
Ali Woodiwiss	Senior Commissioning Manager, Complex	**SM** - B&NES Complex Care and Targeted Support	√	√	√	√	4	n/a	4	4	100%	100%

Appendix 2: Youth Offending Service Structure Chart

The Service is fully staffed. Its Business and Performance Manager leads on data reporting and the Head of Service has access to Jon Poole's corporate Business Intelligence Team.



Appendix 3: Staff individual characteristics

The staff group is not representative of the children it serves, and the Service has been working with Human Resources to attract applicants from more diverse backgrounds; representation by ethnicity is better amongst volunteers (and on the Management Board). Disability is not shown so as not to be identifiable. Male staff are under-represented although the YOS works with a majority of boys.

	Strategic Manager		Team Manager		Practitioner		Administrator		Sessional		Student		Volunteers		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Asian or Asian British - Bangladeshi																
Asian or Asian British – Indian														1		1
Asian or Asian British - Other Asian																
Asian or Asian British - Pakistani																
Black or Black British - African																
Black or Black British – Caribbean													1		1	
Black or Black British - Other Black																
Chinese																
Mixed - Other Mixed																
Mixed - White and Asian																
Mixed - White and Black African																
Mixed - White and Black Caribbean																
Not stated																
Other Ethnic Group - Any Other																
Other Ethnic Group - Arab																
White – British		1	1	1	2	13		4					2	5	5	24
White - Gypsy or Irish Traveller																
White - Irish																
White - Other White																
Total		1	1	1	2	13		4					3	6	6	25

Appendix 4: Resources Summary (£s)

Source	Pooled budget	Staff costs	Other costs	Comments	Total
Avon and Somerset Police	5,000	58,703	0	1 fte Police Constable. Access to Police National Computer and Niche	**63,703**
National Probation Service	5,000	24,007	0	0.5 fte Probation Officer and 0.16 fte Probation Service Officer, working in Youth Court. Costs shown are from 2021-22	**29,007**
Bath and North East Somerset Council	18,685	386,276	20,231	Reduction of £1,249 resulting from additional contributions to NI and salary increases and reductions for salary turnover, as allocated to all budgets. Plus office accommodation, Financial, IT and Human Resources support	**425,192**
Bath and North East Somerset Clinical Commissioning Group	14,885	47,826	0	0.4 fte Nurse and 0.2 fte Speech and Language Therapist The increase on last year is because both posts are now costed	**62,711**
Avon and Somerset Police and Crime Commissioner	N/A	10,217	0	Contributes to Compass preventative service. Another £7,902 goes towards commissioning substance misuse services (DHI Project 28)	**10,217**
Youth Justice Board for England and Wales	N/A	155,712	45,438	The amount shown is from 2021-22 including a small, in-year top up. This year's allocation is awaiting ministerial sign off, but assurance has been received that there will be no reduction.	**201,150**
Total	**43,570**	**682,741**	**65,669**	This is a minimum total, subject to confirmation of the YJB grant	**791,980**

In addition, the YOS will receive a delegated allocation for the costs of any secure remands

Appendix 5: Review of Service Business and Improvement Plan 2021-22

Prevention and diversion – Remember the 'children first' principle and provide support outside the formal justice system wherever possible. BCSSP Commitment 3 – Recognise the importance of prevention and early intervention	
Actions	**Progress**
1. Complete work on membership, process, and governance of the Out of Court Disposal Panel	**Completed**: revised documentation signed off and annual Management Board audit of cases and progress report provides continuing assurance.
2. Introduce Outcome 22 diversion with intervention for first time, low level knife and other weapon offences	**Completed:** Now an option being used by the Out of Court Disposal Panel
3. Complete pathway to show integration of youth crime preventative activity with a focus on serious violence	**Continuing:** Work now merged with the development of a wider Exploitation pathway for children known to Social Care and development of a preventative pathway sits alongside this.
4. Review how we measure effectiveness of all local youth crime prevention activity	**Continuing:** Work now incorporated into wider work on effectiveness of early help as part of publication a local offer and performance dashboard
Tackle exploitation and support the Violence Reduction's ambition that children lead lives free of serious violence at home and in the community. BCSSP Commitment 2: Learning from experience to improve how we work and 3: Recognise the importance of prevention and early intervention	
Actions	**Progress**
1. Clarify practice re use of National Referral Mechanism registration	**Completed and continuing**: Explanatory video sent out to YOS so staff are clear how to refer and evidence of this being discussed with CPS and addressed in Court reports. Raised this at multi-agency Exploitation Sub Group. Also awaiting learning from 10 pilot areas where Local Authorities are making decisions. Issue of how interim findings are confirmed by conclusive grounds
2. Support the development of multi-agency information sharing arrangements in order to identify and address individual children's vulnerability	**Completed:** Information sharing agreement refreshed, more partners involved and merged with Exploitation Operational Group. This provides stronger multi-agency oversight of those at risk of serious violence.
3. Support readiness for YOS compliance with the anticipated new 'serious violence duty'	**Continuing:** YOS is already integrated with VRU work but awaiting final guidance to understand what more may be needed. It will have a duty to prevent serious violence as a YOS from summer 2022
4. Participate in developing responses to children's contextual safeguarding needs	**Continuing:** The Exploitation Sub Group has completed an initial audit of Social Care which is to be broadened to include the YOS in 2022

Support children not to re-offend BCSSP Commitment 2: Learning from experience to improve how we work		
Actions		**Progress**
1.	Clarify the interface between the YOS and the Violence Reduction Unit in the work undertaken with individual children	**Completed:** With a single Head of Service, the two work closely to share information and the VRU has procured support for individual children.
2.	Continue to develop use of the re-offending toolkit including the live tracker to inform work with children	**Continuing:** Being used quarterly to calculate local re-offending rates
3.	Support developments in service delivery arising from learning under the pandemic e.g. addressing digital poverty	**Completed and continuing:** Digital access now being discussed as part of all assessments and if there are issues, then funding has been made available in the YOS budget to supply a laptop. There are continuing examples of engaging children in different ways since the pandemic such as going for walks, reparation activities with writing letters to elders in care homes and unaccompanied asylum seekers, some continuing online engagement.
4.	Continue to participate in the Enhanced Case Management pilot	**Completed and continuing:** B&NES has agreed to fund continuing participation until March 2023 and has requested a review going forward
5.	Strengthen the offer of parenting support	**Continuing:** Staff identified for Family Links training. Working with partners to consider possible appointment of Parenting Worker. A workshop was held with YOS case managers and Compass Keyworkers to establish the breadth of parenting work being undertaken and share ideas. Work will continue in this area.
Work towards the elimination of disproportionate outcomes and meet individual need BCSSP Commitment 4: Providing executive leadership for an effective partnership		
Actions		**Progress**
1.	Improve understanding of disproportionality in the youth justice system and identify opportunities to address it	**Continuing:** Findings from ethnic disparity tool now available to us on an annual basis. This links with recommendations in Identifying Disproportionality
2..	Share learning from and respond to the recommendations of the Avon and Somerset Lammy Review due to be published in July 2021.	**Continuing:** Identifying Disproportionality report published and widely disseminated. The YOS Management Board will oversee implementation of relevant recommendations for B&NES.
3.	Review available data and the experience of girls in the youth justice system and ensure their individual needs can be met	**Continuing:** Data report produced, and practitioner questionnaire circulated. The proportion of girls in the youth justice system has reduced despite pan agency concern about their involvement in serious violence.

Support children to successfully negotiate individual and organisational changes and transitions BCSSP Commitment 1: Develop a 'think Family, Think Community' approach		
Actions		**Progress**
1.	Review wellbeing and re-offending of children who have transferred to the National Probation Service, incorporating their feedback on the experience of transition, and identify how practice can be improved to reduce the number of young adults who are sentenced to custody shortly after their transition.	**Completed:** National Protocol published June 2021. Consultation with a young adult known to NPS agreed. Good progress being made through an ongoing group which meets on a 6-weekly basis with YOS and Probation where transitions are being planned and reviewed.
2.	Scope other key transitions for Children working with the Youth Offending Service and identify with partner agencies how to strengthen support	**Continuing:** Work ongoing and will link with 0-25 years review workshop. The YOS Probation Officer is undertaking interviews with a small number of young adults who have experienced the transition to Probation to learn how this impacted them and how they were supported with other transitions in their life.
3.	Work with regional Health and other partners to address support for 16-25-year-olds	**Continuing:** Engaged with Steering Group and work ongoing
Equip the Youth Offending Service to meet its statutory purpose of preventing offending **BCSSP Commitment 4: Providing executive leadership for an effective partnership**		
Actions		**Progress**
1.	Review operation of the Management Board to ensure it reflects the revised Youth Justice Board guidance and expectations of the local BCSSP.	**Completed:** Board confirmed compliance at recent an awayday
2.	Support staff to adjust to changes as the pandemic lockdown comes to an end and ensure their access to suitable and safe working conditions and a return to as much co-located working as possible.	**Completed and ongoing:** Review Recovery Plan reviewed. Health, safety and wellbeing is a standing item for supervision and team meetings. All staff have individual risk assessments, and some have Wellness Action Plans
3.	Continue to access training and development opportunities for staff to strengthen their use of AMBIT, incorporate systemic and trauma recovery practice into their work, increase the pool of staff trained to address harmful sexual behaviour (AIM3) and address parenting needs. Ensure training is available for volunteer Panel Members, including through the TRM	**Completed:** YOS Training Plan signed off, Harmful Sexual Behaviour supervisors' training undertaken, systemic training completed by 4 staff and more planned, Trauma Informed Practice Award completed by all practitioners and managers. AMBIT outstanding and needs to be reviewed in light of other practice models being introduced (although it is complementary)
4.	Incorporate systemic practices into staff Supervision	**Completed and ongoing**: All 3 managers have completed some systemic training and are working at applying it within Supervision
5.	Refresh working practices and meetings arrangements in light of learning from the pandemic lockdown	**Completed:** Work with children and parents, staff supervision, reflective practice and panels have continued to be held in person
6.	Revisit recruitment practices to promote appointment of staff from a more diverse range of backgrounds	**Completed:** Revision of recruitment practices completed

Appendix 6: Feedback from Out of Court Disposal Audit

Strengths identified by Management Board
Full detailed assessment gave clear picture of parents and whole family
Good consideration of victims
Good exploration of dual heritage identity in the assessment
Holistic assessment – strengths-based approach including wider needs that may have impacted on current incident including family background, domestic abuse, and maturity
Good multi agency involvement with school and police
Comprehensive assessment form - child centred and child first, identified a range of supports and interventions to defer from re-offending.
Good engagement with young person and his mother
Plan took into account the seriousness of the offence and offending history and the need for child to build a relationship with the worker before formal work could take place
Wider support and multi-agency input sought and challenged where felt not fully recognised needs
Pushed for SEN assessment and plan clearly linked to assessment
Reparation to include skill development, very positive.
The plan followed a structured analysis of positive and negative desistence factors, and the plan took into account the child, parents and school.
Good evidence of linking with parents and sharing what will be covered in the sessions with their child in advance. The work with parents comes across as a partnership
Child's voice heard throughout the report and assessment.
Good evidence of raising concerns with Police about delays in the system and incomplete information being made available
Good multi-agency working, to include 'team around the school' meetings to address school attendance and engagement.
Young person has not re-offended, and his wellbeing appears to have improved significantly with the benefit of the intervention.
Sessions are well structured, and the child is clearly engaged in the work
Evaluation and feedback of sessions well documented, interventions developed as new areas of concern raised and plan and interventions delivered flexibly
Case closure/case outcome summary comprehensive and evidences positive impact of the 16-week intervention
Worker adept at finding ways of addressing the objectives of the plan, even though the child and parent were reluctant to engage in formal work
Good evidence of management oversight
Areas for development identified by Management Board
Assessment would have been strengthened by exploring impact of domestic abuse
Assessment did not draw on the Speech and Language report
5 months between offence being committed and being referred to OOCD panel
Assessment and Intervention would have been strengthened by including more on exploring child's experiences as a dual heritage child
The plan included family support. It was not clear if this was with the agreement of the parent and as such the parents declined to take part.
Delays in the case being referred to the OOCD Panel did not help the child to recall the incident.
Unclear if communications / speech and language need was addressed in the plan and or ruled out as not necessary

Appendix 7: Feedback

Surveys and end of contact feedback from children continues to be positive about work undertaken with the Youth Offending Service. Children have appreciated the positive relationships which lie at the heart of all effective work. For example, "the YOS worker was a nice person" and "I felt really listened to." They have particularly valued positive activities, support in Court and help to write a Curriculum Vitae. In a recent survey of four young people, 1 agreed and 3 strongly agreed with each of the following statements:

- They were happy with the support the YOS provided to me
- The support from the YOS has helped me to stop offending
- I felt listened to and respected by my YOS worker

It has been particularly good to learn from young people about the impact of work undertaken with them, including being supported to "get out of county lines", being "supported to keep out of trouble," "help to get on to a course I was interested in," "made my life better" and "I'm in better accommodation now." Other examples show how the impact has been positive for families as well:

Feedback from a 13-year-old working with the Compass prevention service until December 2021. They were at risk of peer conflict and knife carrying and were supported to adapt to residential schooling and an improved relationship with their parents:
"*My behaviour at school has got better. I have grown up a lot. I used to be a pain in the …. at home and got everyone arguing but they don't have anything to argue about any more. Compass is good fun."*

A letter from a mother about work undertaken with her and her son for 18 months up until September 2021 during the pandemic:
"X has worked with myself and my son A for a couple of years but unfortunately has now finished working with us…... I would just like to say that working with X has helped us both so much. A knew he could talk to X about anything and she would listen and support him. I always found, whatever the situation or however low I felt with issues I was facing, a chat through things with X always helped. She would listen and show such empathy and understanding, would never judge and always found the positives. I think A and I will always have our 'bumps in the road' but the help and support that we have received from X will definitely stay with us. I told X that she was like a refreshing tonic and I wished we could bottle her and keep her."

Feedback after Referral Order Panel meetings has included children saying they felt supported by the Panel, they had a sense of being listened to, it was good to know what was expected of them during their Order and it was good to reflect on their progress during the final meeting and hear positive feedback about themselves. It may be harder for children to give critical feedback, but they have said "sometimes Panel meetings can feel a bit long and there is sometimes a lot of talking." There continues to be work to be done to help Panels to be completely child centred.

Appendix 8: Glossary of terms used in this Plan

ACE	Adverse Childhood Experience. Events in the child's life that can have negative, long-lasting impact on the child's health, and life choices
AssetPlus	Assessment tool to be used for children who have been involved in offending behaviour
BAME	Black, Asian and Minority Ethnic is the term currently used in the criminal justice system to describe those who have diverse racial and ethnic backgrounds. This term is not widely accepted or used and will be replaced when a more universally acceptable term is identified.
BCSSP	B&NES Community Safety and Safeguarding Partnership, a merger of the previous Local Safeguarding Children Board, Local Safeguarding Adults Board and the Community Safety Partnership. The YOS Management Board is one of its Sub Groups.
CCE	Child Criminal Exploitation, where a child is forced, through threats of violence, or manipulated to take part in criminal activity
Children	We define a child as anyone who has not yet reached their 18th birthday. This is in line with the United Nations Convention on the Rights of the Child and civil legislation in England and Wales. The fact that a child has reached 16 years of age, is living independently or is in further education, is a member of the armed forces, is in hospital or in custody in the secure estate, does not change their status or entitlements to services or protection.
Child First	A system wide approach to working with children in the youth justice system. There are four tenants to this approach, it should be: developmentally informed, strength based, promote participation, and encourage diversion
Looked After Child	Child Looked After, where a child is looked after by the local authority
Compass	The YOS's local preventative service for 8-17-year-olds assessed as at high risk of offending, and for their parents/carers
Contextual safeguarding	An approach to safeguarding children which considers the wider community and peer influences on a child's safety
Community resolution	Community resolution, an informal disposal, administered by the police, for low level offending following an admission of guilt
EHCP	Education and Health Care Plan, a plan outlining the education, health and social care needs of a child with additional needs
ETE	Education, training or employment
Evidence based practice	The YJB definition of evidence-based practice is 'integration of the best available and accessible evidence with professional expertise, in the context of working with children in contact with the youth justice system'
fte	Full-time equivalent, used when setting out the number of hours in each post
FTE	First Time Entrant. A child who receives a statutory criminal justice outcome for the first time (youth caution, youth conditional caution, or Court disposal

HMIP	Her Majesty Inspectorate of Probation. An independent arms-length body who inspect Youth Justice services and probation services
HSB	Harmful sexual behaviour, developmentally inappropriate sexual behaviour by children, which is harmful to another child or adult, or themselves
NEET	Children and young people who are Not in Education, Training or Employment
NRM	National Referral Mechanism. The national framework for identifying and referring potential victims of modern slavery in order to gain help to support and protect them
OOCD	Out-of-Court Disposal. All recorded disposals where a crime is recorded, an outcome delivered but the matter is not sent to Court
OPCC	Office of the Police and Crime Commissioner who is responsible for cutting crime and delivering an effective Police Force
Outcome 22/21	An informal disposal, available where the child does not admit the offence, but they undertake intervention to build strengths to minimise the possibility of further offending
Over-represented children	Appearing in higher numbers than the local or national average
PEX	Permanently excluded from school
RHI	Return home Interviews. These are interviews completed after a child has been reported missing. In B&NES, these are undertaken by the YOS, usually through its preventative Compass team.
Referral Order Panel	A decision-making meeting led by trained volunteers who consider the YOS's assessment of an individual child referred by the Court, and agree a written contract for work to address identified needs and make amends to the person harmed and/or the community.
SLCN	Speech, Language and communication needs
Youth Conditional Caution	These are issued at a pre-Court stage and include requirements to work with the YOS and other partners to meet identified needs
Young adult	Someone who is aged 18 or over, a term used, for example, when a young adult is transferring to the adult probation service.
YJB	Youth Justice Board for England and Wales, now part of the Ministry of Justice, created under the Crime and Disorder Act 1998
YJS	Youth Justice Service. This is now the preferred title for services working with children in the youth justice system. This reflects the move to a child first approach. There is a current consultation underway to change the name of the B&NES Youth Offending Service.
YOS	Youth Offending Service, a multi-agency team established under the Crime and Disorder Act and charged with preventing youth offending by under 18-year-olds.