

Bath & North East Somerset Council		
MEETING	Children and Young People Policy Development and Scrutiny Panel	
MEETING	26 March 2019	EXECUTIVE FORWARD PLAN REFERENCE
TITLE:	Review of the Youth Justice Plan 2018-19	
WARD:	All	
AN OPEN PUBLIC ITEM		
List of attachments to this report:		
Interim review of Work Plan 2018-2019 (appendix)		

## **1 THE ISSUE**

- 1.1 The Local Authority is lead partner for the multi-agency Youth Offending Service which works with young people at risk of offending and re-offending. This work is set out in an annual Youth Justice Plan. The current Plan was adopted as part of the Council's Policy and Budget Framework on 12 July 2018 and has since been approved by the national Youth Justice Board.
- 1.2 As part of the agreed oversight arrangements, this report sets out progress made in addressing youth offending and outlines an initiative to reduce the re-offending rates of young people who have experienced trauma.

## **2 RECOMMENDATION**

- 2.1 Note the progress made in the partnership's work of preventing youth offending;
- 2.2 Support the identification of priority areas for the Youth Justice Plan 2019-2020.

## **3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

- 3.1 The Local Authority is the lead partner in multi-agency arrangements to prevent youth offending, working closely with the Police, Probation and Health Services, in accordance with the Crime and Disorder Act 1998. All partners have a statutory responsibility to participate in resourcing the Youth Offending Service. The Council makes a significant contribution in terms of staff, revenue expenses and additional support including provision of office accommodation and a range of financial and personnel services. For 2018-2019, the direct contribution was £447,195 representing 56% of the total budget of £797,668.

Agency	Staffing Costs	Payments in kind	Other delegated funds	Total
Police	41,236		5,000	46,236
Police and Crime Commissioner	10,217			10,217
Probation	21,689		5,000	26,689
Health	71,109		14,885	85,994
Local Authority	402,651		44,544	447,195
Wales Assembly Government				0
YJB	142,353		38,984	181,337
Other				0
<b>Total</b>	<b>689,255</b>	<b>0</b>	<b>108,413</b>	<b>797,668</b>

## 4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL

- 4.1 Preparation of an annual Youth Justice Plan is required under the Crime and Disorder Act 1998. This is submitted to the national Youth Justice Board, monitored by the regional office of the Youth Justice Board and the local Youth Offending Service Management Board, reported to the Responsible Authorities Group and overseen by the Children and Young People Policy Development and Scrutiny Panel.

## 5. THE REPORT

### 5.1 Work Plan

The annual Youth Justice Plan includes a work plan for the Youth Offending Service and its Management Board. This is included as an appendix and shows a summary of positive progress being made in most areas of work.

One of the key actions has been to take forward the Enhanced Case Management pilot. This work is part of a Youth Justice Board initiative, first trialled in Wales and now about to be piloted across the West of England including B&NES. The approach is aimed at young people who have experienced adverse childhood experiences and have a history of prolific offending. It uses trauma-informed practice as its underpinning theory and incorporates case formulation, drawing on the skills of a Clinical Psychologist. During this year, a significant programme of training has been delivered, including to partner agencies and managers to ensure that the approach is supported more widely. With specialist staff about to be appointed, this initiative is scheduled to begin in May with a hope that it will better meet the needs of a small number of prolifically offending young people and help to reduce local re-offending and keep the custody rate as low as possible.

Work is currently underway to produce a Youth Justice Plan for 2019-2020. Emerging priorities include commencing the Enhanced Case Management pilot, completing and delivering the Serious Violence Protocol and developing use of the national re-offending tracker.

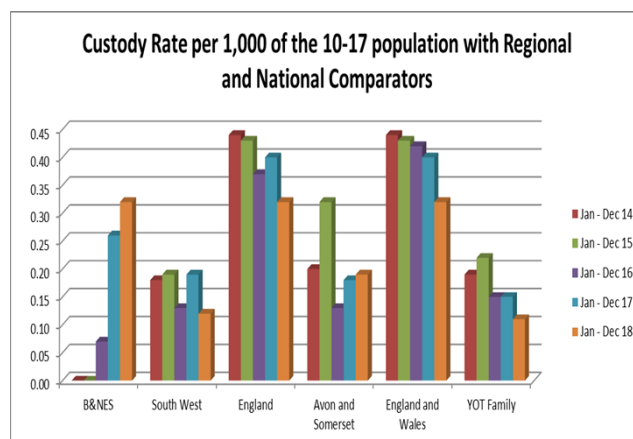
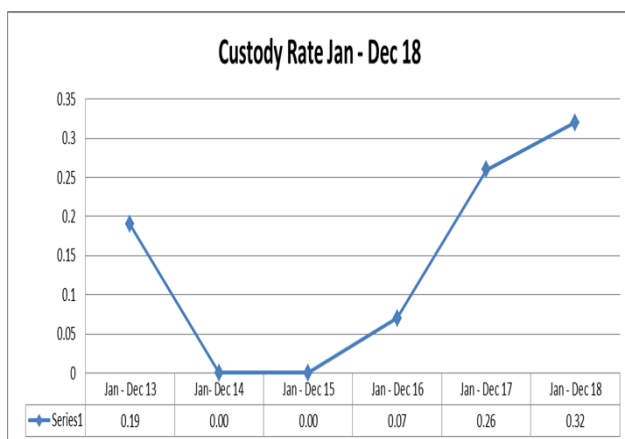
## 5.2 National Indicators

The youth justice system's statutory responsibility to prevent youth offending is monitored at a local level using three key national indicators.

### 5.2.1 Custody

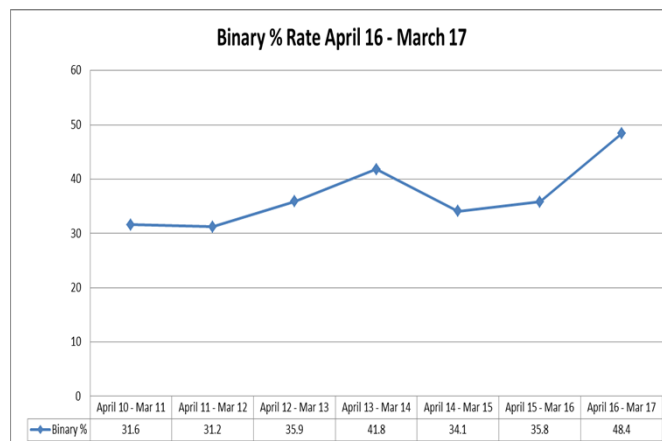
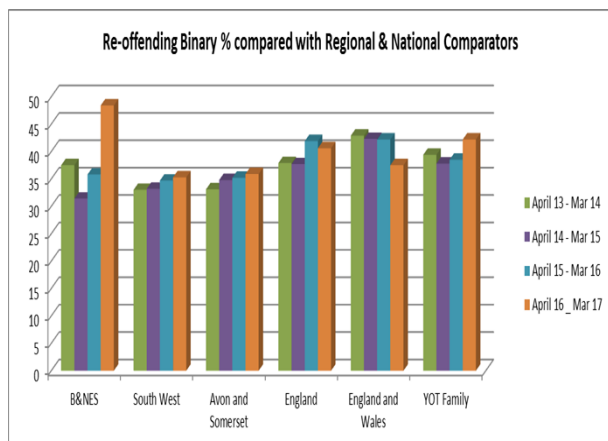
The custody indicator is the number of custodial sentences passed by the Courts, presented as a rate per 1000 young people aged 10-17 in the local general population. B&NES tends to have a lower youth custody rate than other areas and in 2014 and 2015, was one of a very small number of areas to have no young people sent to custody at all. However, there was a peak between April 2017- March 2018, mostly as a result of serious violent offences, but in only one case was there evidence to suggest that the young person was being exploited to deal drugs through so-called county lines. We anticipate having just one custodial sentence for the period April 2018 - March 2019.

The local ambition remains to keep young people out of custody wherever it is safe to the public to do so because outcomes for young people in custody tend to be poorer than for those sentenced within the community. The Custody Review Panel oversees and takes action in respect of young people at risk of custody as part of its standard agenda. The Youth Offending Service works closely with other children's services including Social Care, to enable them to propose community sentences when the Courts are considering a custodial sentence, as has happened twice in the last quarter. The Local Safeguarding Children's Board has recently adopted a Youth @ Risk Strategy and work is underway to develop six protocols to sit under this, addressing all forms of youth exploitation. One of the protocols will address serious youth violence, supporting work to prevent offending that causes significant harm in the community and places perpetrators at risk of custodial sentences.



## 5.2.2 Re-offending

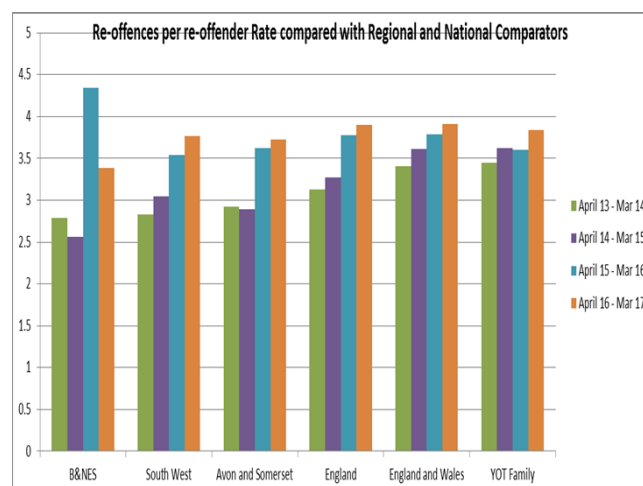
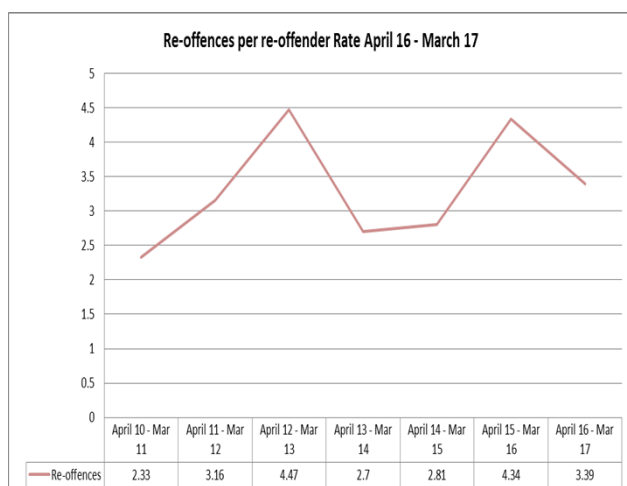
When young people have offended, the work of the youth justice system is to support them not to offend again. Re-offending is defined as committing new offences that result in substantive outcomes (cautions, conditional cautions or convictions), using data from the Police National Computer. It is measured in two broad ways, firstly by the overall (binary) rate of re-offending and secondly, by the average number of new offences committed by each young person who re-offends. The most recent set of aggregated data for young people who came into the youth justice system in 2016-17 showed that 48% of them re-offended, compared with 35.8% of young people in 2015-16. This is higher than all comparator groups



For those who did re-offend, however, their average rate of re-offending reduced by 22% in 2016-17, being 3.39 compared with 4.34 in 2015-16. At the same time, the equivalent rate for all comparator group averages increased. The average B&NES rate was still higher than the Avon and Somerset and family group averages but lower than regional and national average comparators.

The Youth Offending Service will be using the YJB re-offending toolkit to track re-offending and help improve understanding young people's re-offending.

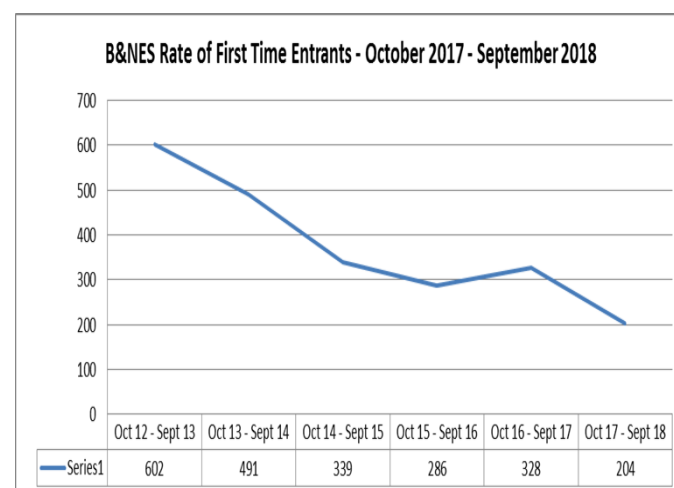
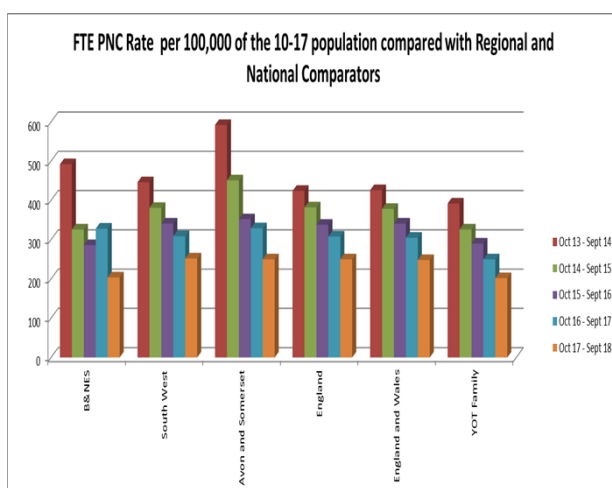
It is anticipated that participation in the Enhanced Case Management pilot will impact positively on re-offending rates.



### 5.2.3 First Time Entrants

Preventing youth offending is measured by the reduction in those committing an offence for the first time. The indicator is the number of young people aged 10-17 who received their first substantive outcome for offending (caution, conditional caution or conviction), shown as a rate per 100,000 young people in the general population. The data is taken from the Police National Computer.

The latest data is for October 2017- September 2018 compared with the same period a year earlier. National data shows the local rate of first time entrants reduced significantly in this time from 328 to 204 per 100,000 and reduced from the baseline by -37.6%, which is a better reduction than all comparators, resulting in a better rate than all regional and national comparator averages. It is very slightly higher than the family group average. This can be regarded as an indicator of the effectiveness of diversion for young people possessing drugs or being found drunk and disorderly for the first time and of early help, specifically including crime prevention work undertaken by Mentoring Plus and Compass. The latest data available shows that the rate of first time entrants locally has reduced to its lowest rate since this data started to be collected. However, local data does not match and is not as promising as the YJB data. This is a national issue that has never been fully and satisfactorily explained. The Youth Crime Prevention Board meets twice per year and continues to scrutinise data to inform targeting of resources.



## 6. CONSULTATION

The Work Plan progress report has been consulted with managers within the Youth Offending Service and is reported to the Management Board twice each year. The report includes performance data which is presented to the Youth Offending Service Management Board on a quarterly basis, relevant parts of which are also shared with the Custody Review Panel and the Youth Crime Prevention Board.

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<b>Background papers</b>	Youth Justice Plan 2018-19
<b>Please contact the report author if you need to access this report in an alternative format</b>	

## Appendix: Youth Justice Plan Progress Report, March 2019

### Departmental priority: A strong economy and growth

#### **Divisional Priority 1: Narrow the gaps in education and employment outcomes for vulnerable groups of children and young people (Children and young people have equal life chances)**

**Indicators:**

- a. Increased proportion of YOS young people engaged in education, training and employment;
- b. Number and % of young people aged 16-18 who are NEET;
- c. % of 16 and 17 year olds with offer of education or training by 30 September

<b>Actions</b>	<b>Intended Impact</b>	<b>Timescale</b>	<b>Progress</b>
1. Work with the City of Bath College and other partners to increase the education and training offer to young people post-16	Earlier identification and achieving positive outcomes	September 2018	City of Bath college now has a representative on the YOS Management Board to help promote this.  Youth Connect is piloting a Learn to Work programme which a number of YOS young people are benefiting from with the proactive support of the YOS Education Worker. Positive feedback from the YOS will contribute towards the future development of this course.
2. Obtain quality mark status as part of the national Youth Justice Special Education Need and Disability initiative	Earlier identification and achieving positive outcomes	March 2019	Improvements have been identified and the Service is moving towards readiness for external validation for this award.
3. Explore the correlation between fixed-term and permanent exclusions from school and offending and consider with partner agencies how this can best be addressed	Earlier identification and achieving positive outcomes	March 2019	Data has been reviewed and a third of the young people permanently excluded this year are known to the YOS but the relationship between these outcomes is not usually linear. Work is continuing to promote

			access to early help for young people at high risk of exclusion.
<b>Departmental priority: A focus on prevention</b>			
<b><u>Divisional Priority 2: Prevent and reduce significant harm and the need for children to grow up in care – achieve sustainable improved outcomes at the lowest level of intervention (Children and young people are safe and healthy)</u></b>			
<b><u>Indicators:</u></b> a. Reduction in the rate of first time entrants b. Reduction in the rate of re-offending c. Reduction in the rate of custodial sentences d. Increase in the proportion of young people in suitable accommodation			
<b>Actions</b>	<b>Intended Impact</b>	<b>Timescale</b>	<b>Progress</b>
1. Review the operating model for Compass	Ensure fit with Early Help Strategy	December 2018	Work is underway, involving staff and managers and taking account of new drivers and research. A revised model is to be introduced from June.
2. Develop and implement a multi-agency strategy to address the impact of adverse childhood experiences and its link with violent offending	Prevent violent offending	December 2018	The overarching Youth @ Risk Strategy was adopted by the Local Safeguarding Children Board in March and a multiagency task and finish group is meeting to develop a serious youth violence protocol, due to be completed in June.
3. Establish a multi-agency response to harmful sexual behaviour and review the local protocol	Prevent dangerous offending	December 2018	<b>Completed</b> The protocol has been revised and will become part of the Youth @ Risk Strategy. Update training has been commissioned for existing practitioners and a rota will be used to



			staff provision.
4. Deliver two Family Links parenting programmes to parents of teenagers	Enhance parenting skills	December 2018	<b>Completed</b> , with good attendance rates and positive feedback. Further programmes are planned for 2019.
5. Move to next stage of use of Enhanced Case Management (utilising a trauma recovery model, as part of a national pilot) or develop a local approach in its place	Reduce breach and re-offending	March 2019	YOS and practitioners from partner agencies including Social Care, Police and CAMHS undertook a 3 day training course in Trauma Recovery and using the Enhanced Case Management model. A follow up day is booked for 1 <sup>st</sup> April where a range of stakeholders have been invited. Recruitment of the two Senior Practitioners for the project has been successful (including a member of staff from B&NES YOS) and the YJB is finalising recruitment of the Clinical Psychologist. It is anticipated that the pilot will begin in May 2019.
6. Strengthen interventions for young perpetrators of domestic abuse	Address trauma and reduce offending	March 2019	A pathway has been drafted to identify what is in place for young people as a basis for introducing further interventions. The YOS is using the Step Up programme.
<b>Departmental priority: A new relationship with customers and communities</b>			
<b><u>Divisional Priority 3</u>: Keep children and young people at the heart of everything we do - listening to children and young people, parents, carers, victims of crime at team, service &amp; divisional level</b>			

<b>Indicators:</b> a. Restorative Service Quality Mark b. Feedback from service users			
<b>Actions</b>	<b>Intended Impact</b>	<b>Timescale</b>	<b>Progress</b>
1. Review and respond to the support provided to young people sentenced to custody in the light of their feedback to us	Service meet young people's needs	September 2018	Initial feedback has been reviewed and identified that young people have valued the support they received from the YOS. Further work is to gain more specific feedback.
2. Utilise the new feedback mechanism for all young people, collate their views and feed back to them on what we will do as a result	Young people's voices are heard	December 2018	<b>Completed.</b> Very mixed feedback was received from 19 young people and will be reported to the March YOS Management Board.
3. Review victims' feedback on the service they receive in the light of national quality standards	Quality services for victims	December 2018	This work will follow the imminent introduction of new standards, together with a revised victim Code of Practice.

**Departmental priority: An efficient business**

**Divisional Priority 4: Support staff to work effectively with children, young people and families through workforce development, streamlining systems and processes and focusing our resources**

**Indicators:** a. 90% staff have accessed required safeguarding training  
b. 100% staff have received Supervision and Performance Development Conversations

<b>Actions</b>	<b>Intended Impact</b>	<b>Timescale</b>	<b>Progress September 2017</b>
1. Work with the Council Procurement Team to re-procure a youth justice database	Compliance	May 2018	<b>Completed</b> , with a continued contract with ChildView
2. Prepare the Service for full compliance with the General Data Protection Regulation including production of a child friendly Privacy Notice and associated policies	Compliance	May 2018	<b>Completed</b> including staff briefing, online training and updating of all associated policies.

3. Oversee the move of the Service to the Civic Centre in Keynsham and establish satellite offices for meeting with young people	Suitable places for young people's work	September 2018	<b>Completed.</b> Staff are now established in their new Keynsham office and have a reporting base in Bath.
4. Introduce a new operating model for office-based appointments and Panels and ensure all staff, young people and families are fully appraised	Safeguard future service delivery	September 2018	<b>Completed</b> and new arrangements are in place.
5. Prepare the Service for the new Inspection Framework	Readiness	September 2018	<p><b>Completed</b> YOS case managers have taken part in a day of Case Audits using the new Inspection Audit template. Two YOS Management Board Members also took part in audits of Out of Court Disposal cases using the new HMIP template. Feedback has been positive and learning implemented. A second whole day of case audits is planned for April with the case managers within the team.</p> <p>The Management Board has been reviewing an outline schedule and the presentation that will need to be made at the outset.</p>
6. Model options for in-house Service continuity in light of anticipated further budgetary pressures	Improve targeting and access to service	March 2019	There has been no further structural or organisational work but the YOS is participating fully in work to clarify unified approaches to working with young people, including fuller adoption of 'think family' and trauma-informed

			approaches.
7. Address the support and training needs of staff as they take on more challenging work with young people	Staff are well supported	March 2019	<b>Completed</b> Staff have received good levels of training including in the new assessment process, in AMBIT and in Trauma Recovery. Feedback suggests that some staff may have outstanding training needs and this will be reviewed with them.