

# **Bath and North East Somerset Youth Justice Plan 2019 – 2020**



***Working in partnership to prevent youth offending***

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## 1. Introduction

Youth Offending Services and the partners they work with have a statutory responsibility to prevent offending by children and young people aged 10-17 years. This Plan has been written in accordance with Section 40 of the Crime and Disorder Act 1998 and national guidance from the Youth Justice Board and sets out how services to prevent youth offending will be provided and funded in 2019-20. It will be submitted to the Youth Justice Board and published in accordance with the directions of the Secretary of State.

### **Ambition for young people at risk of offending and re-offending**

Locally, the Service seeks to improve outcomes in accordance with the ambition set out in the Children and Young People's Plan 2018-21:

*We want all children and young people to enjoy childhood and to be well prepared for adult life and parents to take responsibility for [for](#) understanding and meeting their children's needs, enjoying their childhood with them and preparing them for adult life.*

The local outcomes children and young people will also reduce the likelihood of offending and re-offending:

- Children and young people are safe;
- Children and young people are healthy;
- Children and young people have fair life chances;
- Children and young people are engaged citizens in their own community.

### **Responding to Youth Offending**

Criminal justice and other agencies share the responsibility for working to prevent youth offending and keeping young people and the wider public safe. Youth Offending Services carry particular responsibilities for assessing and working with young people to address a range of needs linked to their risk of offending. Professionals from Police, Health, Social Care, Education and the National Probation Service help make up the multi-agency Youth Offending Service and work in an integrated way alongside other specialists. They have key statutory functions, including the assessment and supervision of young people aged 10-17 subject to Out-of-Court Disposals and community and custodial Court Orders, giving victims a voice, enabling those who have offended to make amends for the harm they have caused and strengthening parenting skills. This work is supplemented by a prevention service, Compass, which works with children aged 8-17 years who are at high risk of offending and with their families.

## **2. Review of last year including performance**

### **2.1 Summary**

The Youth Offending Service has seen a number of developments and successes this year:

- Significant reduction in custodial sentencing - just one sentence compared with nine in the previous year. It is anticipated that this marks a return to a more usual pattern of low custodial sentencing in Bath and North East Somerset;
- Continued reduction in young people offending and entering the youth justice system for the first time;
- Staff training and readiness to commence the enhanced case management, trauma-informed pilot. The training was extended to partner agencies, with a total of 49 people trained from Social Care, Police and the voluntary sector and a follow-up day included representation from the Management Board, Forensic Child and Adult Mental Health Service and the Court;
- Staff have been trained in, and now use, AMBIT, an approach to understanding the behaviour and needs of traumatised young people;
- A review has been undertaken of Compass, the early intervention part of the Service that works with those at risk of offending;
- Led in the development of the local Youth @ Risk Strategy and associated protocols for Missing Children, Radicalisation, Harmful Sexual Behaviour and Serious Youth Violence;
- Revised the process for Out of Court Disposals
- The number of reparation projects has increased, giving young people more opportunities to make amends for their offending;
- The Service has consolidated its practice with Return Home Interviews, undertaken with children and young people who have returned from being missing, and more have been completed;
- Two Integrated Working Officers joined the Service to support work with volunteers and Return Home Interviews and bringing with them responsibilities for Early Help Assessments across the children's workforce. This diversification into wider early help work strengthens links with partner agencies;
- Health provision has been consolidated within the Youth Offending Service, with more internal referrals made in the past year. Early identification of need has enabled this provision to be extended to younger siblings of those known to the Youth Offending Service;
- More parenting programmes have been offered, with positive feedback from parents/carers;
- The Service has re-located to work alongside the rest of children's services in Keynsham and has opened a new reporting office for young people in central Bath.

The work of the Service was acknowledged in the recent positive SEND Inspection and it has been actively involved in preparations for a Joint Targeted Area Inspection as well as for its own anticipated Inspection of Youth Offending Services.

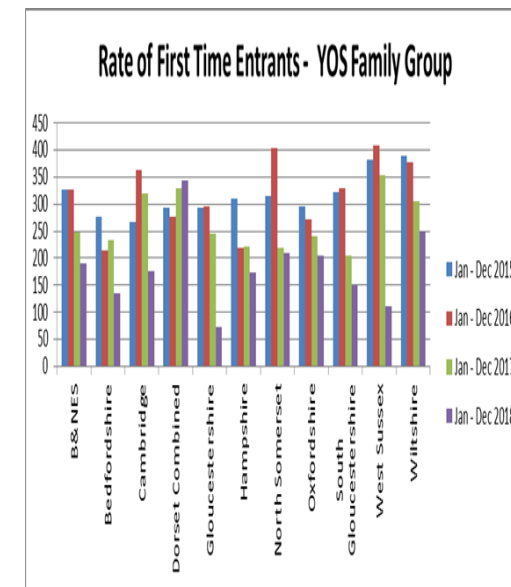
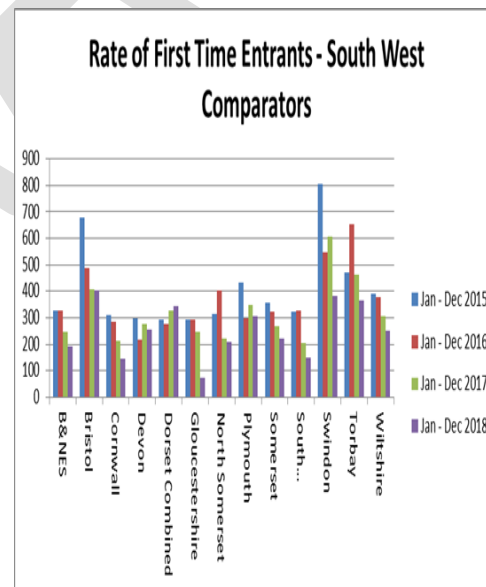
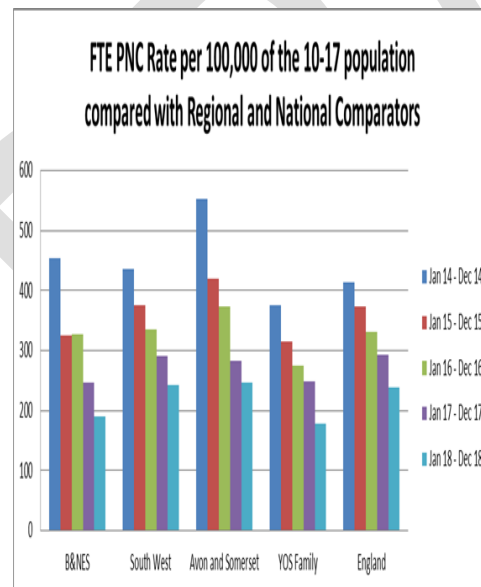
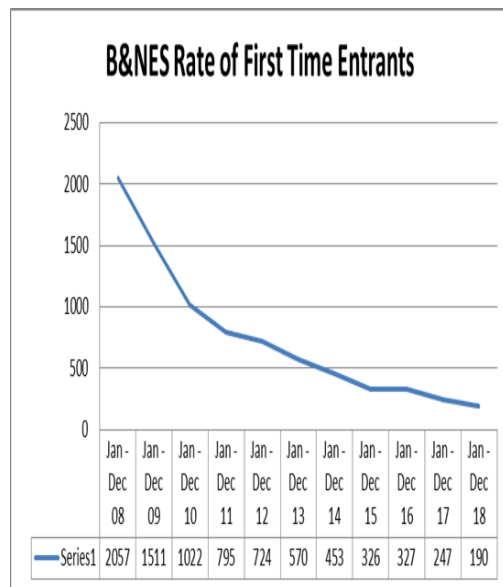
## 2.2 Performance

The partnership's statutory duty to prevent offending by young people is measured by three indicators, focusing on young people who enter the youth justice system for the first time, the rate of sentencing to custody and the rate of re-offending.

### 2.2.1 First Time Entrants

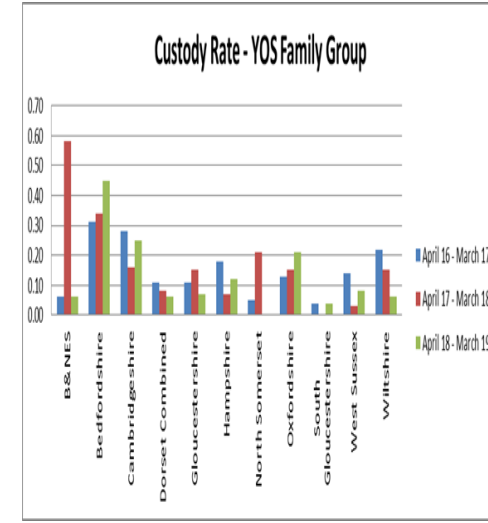
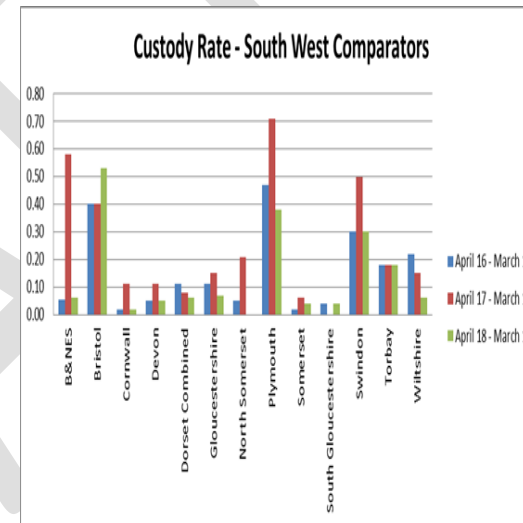
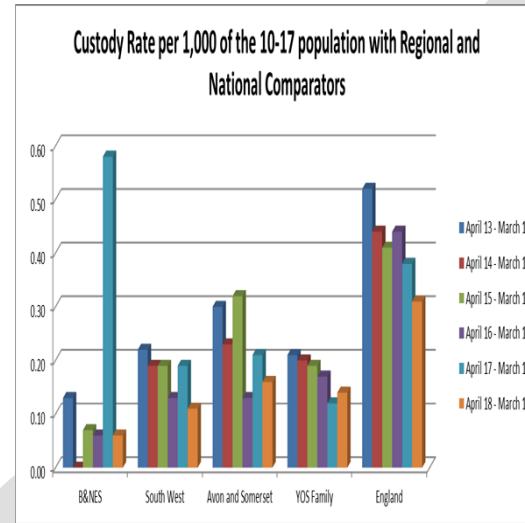
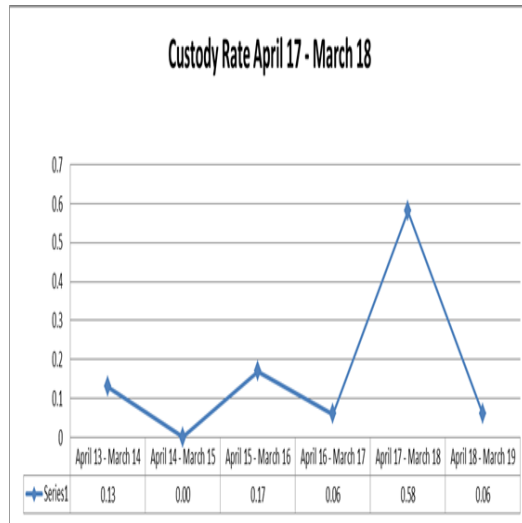
This indicator is the number of young people aged 10-17 who received either a Caution, Conditional Caution or Conviction without ever having received one of these disposals before, shown as a rate per 100,000 young people in the general population. Information is taken from the Police National Computer and is based on the geographical area where offences took place. The latest data available is for January to December 2018 compared with January to December 2017 during which time the local rate of first time entrants reduced significantly from 266 to 190 per 100,000 and reduced from the baseline by -28.5%.

This is a better improvement than most comparators and reflects well on the effectiveness of early help work, including Compass. The multi-agency Youth Crime Prevention Board meets twice per year and continues to scrutinise local first time entrants' data to inform targeting of resources and sharing of effective practice.



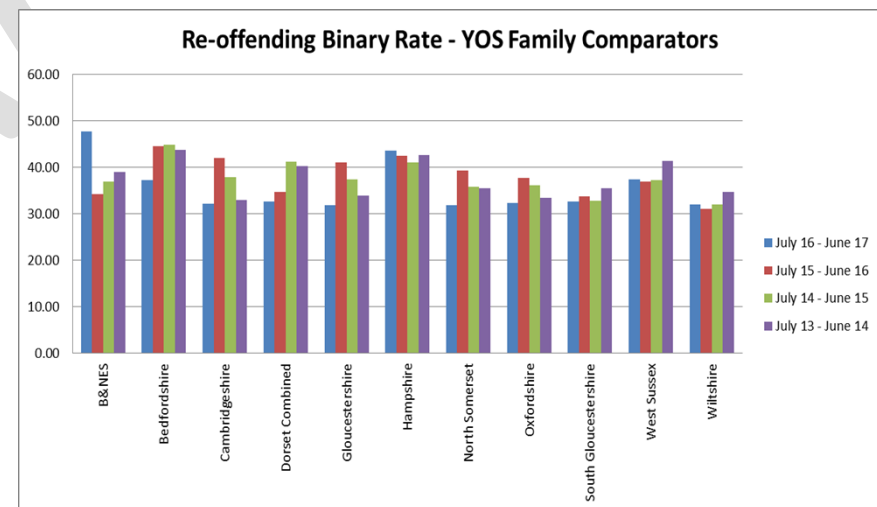
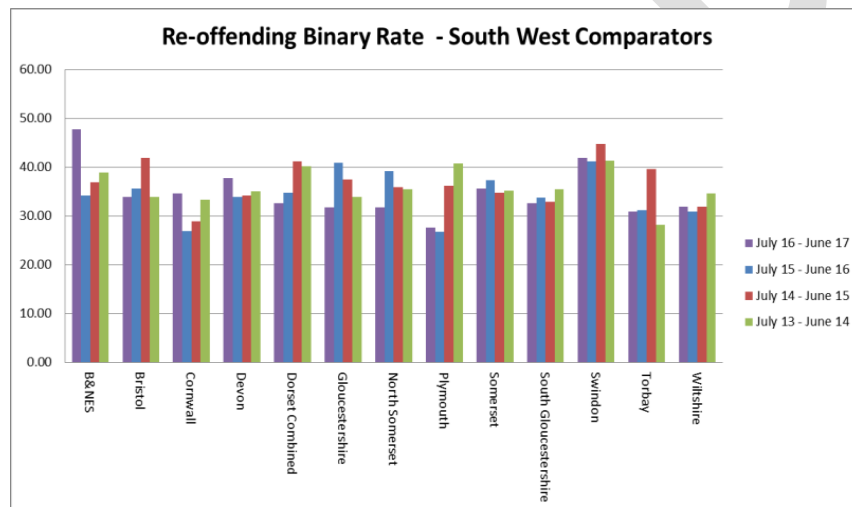
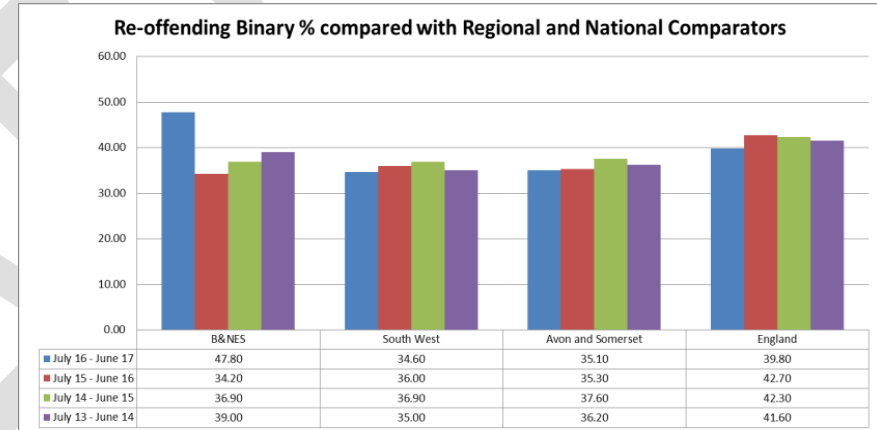
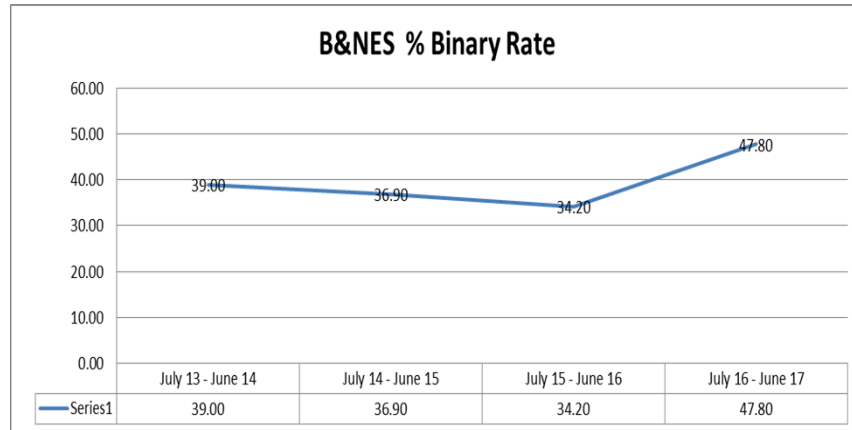
## 2.2.2. Custody

The 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. The latest published data set for the financial year 2018 – 19 compared with 2017 – 18 shows a significant reduction in the custody rate from 0.58 to 0.06. This relates to 1 custodial sentence in the period, compared with 9 in the previous year. The rate restores local performance to its longstanding low rate and is better than all comparator group averages. The Custody Review Panel continues to oversee young people at risk of custody and put together strong proposals for community sentencing wherever it is considered safe to do so .



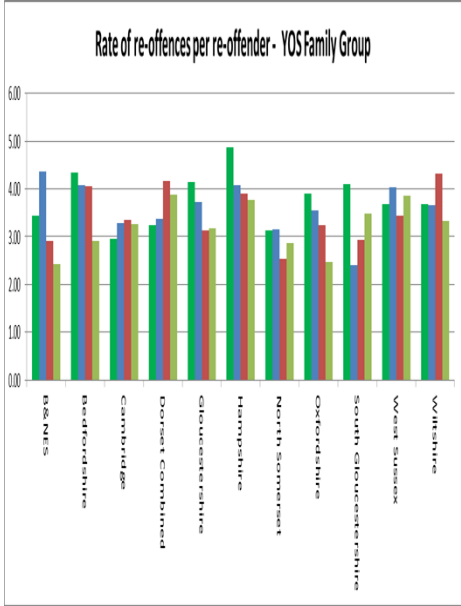
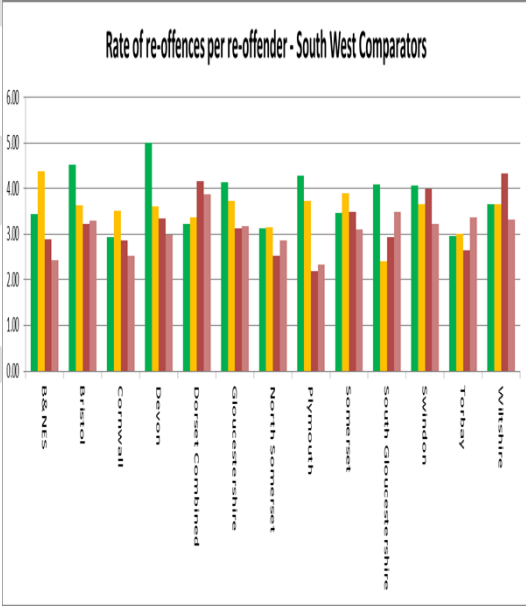
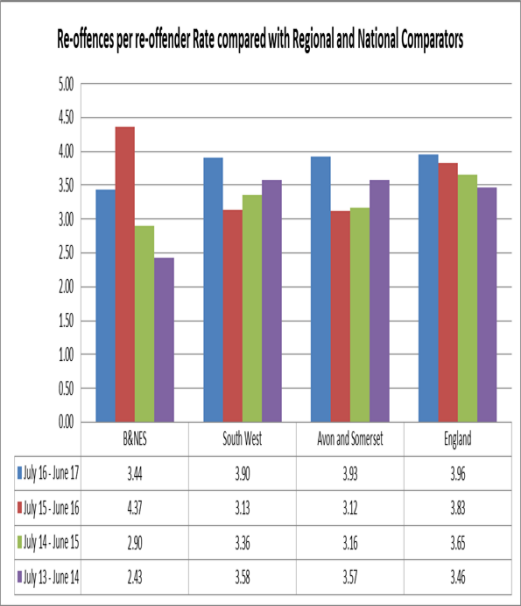
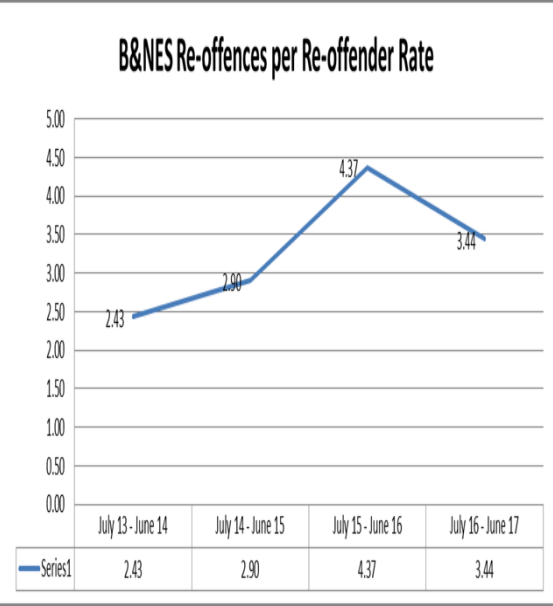
## 2.2.3 Re-offending

This is measured in two ways. The first is a binary rate, the overall percentage of young people in an identified cohort who re-offend within 12 months and receive a Caution or Conviction. In the most recent aggregated 12 month cohort for July 2016 to June 2017, 32 of the 67 (47.8%) re-offended, an increase of 13.6% on the July 2015 – June 2016 cohort of whom 27 out of 79 (34.2%) re-offended. The earlier performance was better than Avon and Somerset, regional and national averages but the most recent rate is higher than all comparators.



The second way in which re-offending is measured is by the rate of new offences committed by the smaller group of young people within each cohort who do re-offend. The 27 young people in the July 2015- June 2016 who re-offended committed 118 new offences, an average of 4.37 each; by comparison, the 32 young people in the 2016 –17 cohort who re-offended committed a total of 110 new offences, an average of 3.44 each. The equivalent data for all comparator group averages increased, with B&NES having a reduction of 21.3% and the lowest rate.

The data therefore shows a mixed picture; even though the overall rate of re-offending increased, the rate of offences committed per young person who re-offended reduced and overall, fewer new offences were committed by young people in the youth justice system. The Youth Offending Service is considering whether to resume use of the YJB re-offending toolkit to improve understanding of the re-offending rate. The commencement of the Enhanced Case Management pilot, together with a wider commitment to incorporate trauma-informed practice into its work may lead to medium-term improvements in re-offending





### 3. Young People's Voice

The Service has been taking another look at how it involves the young people it is working with in reviewing and influencing the development of services. Through surveys and focus groups it is clear that young people recognise the benefits of working with the Youth Offending Service, with the value of relationships, education support and reparation featuring highly.

... support and help young offenders in not offending

Giving me a second chance

Controlling my behaviour

Insight into law helped me to understand as a victim

Only thing that helped me was the education stuff, helping me with my college application

Done good for my education

The worker being funny and friendly and not always talking about bad stuff

Told me information I didn't know

Having people to talk to

Reparation, because it made me realise that actions have consequences and that I didn't want to waste time as I would rather be

In a way, they have helped me get my job. My worker helped me get my CV

Talking with the nurse helps all the

YOS are good when you are in Court with them

Dealing with conflict

Help to get accommodation which has helped to organise my life

YOS makes me think before I do stuff like when I am in town and not joining in with fights

I've stopped hanging round with the same people and getting in trouble

Young people have also highlighted areas to work on, some of which have been incorporated into the work plan for the year ahead:

There should be more working in groups. Of course people would have to be chosen carefully so they don't kick off.

... doing things with the worker - activities rather than just talking

Don't like filling in work sheets

Working with animals can help you think about the importance of not hurting people and things

We meet with each other in groups anyway so YOS should work with groups

It feels too much like school

Don't like reading so much stuff

Helping us to get our lives together

Vary reparation sessions, do more things in the local community

Need to help kids put themselves in others' shoes (victims)

The offences we are working on happened too long ago to remember them

(I don't like) the worker trying to catch you out by asking questions about what you and your friends did on the weekend or asking who you are with all the time

The 'payback' aspect of reparation doesn't really get through to us

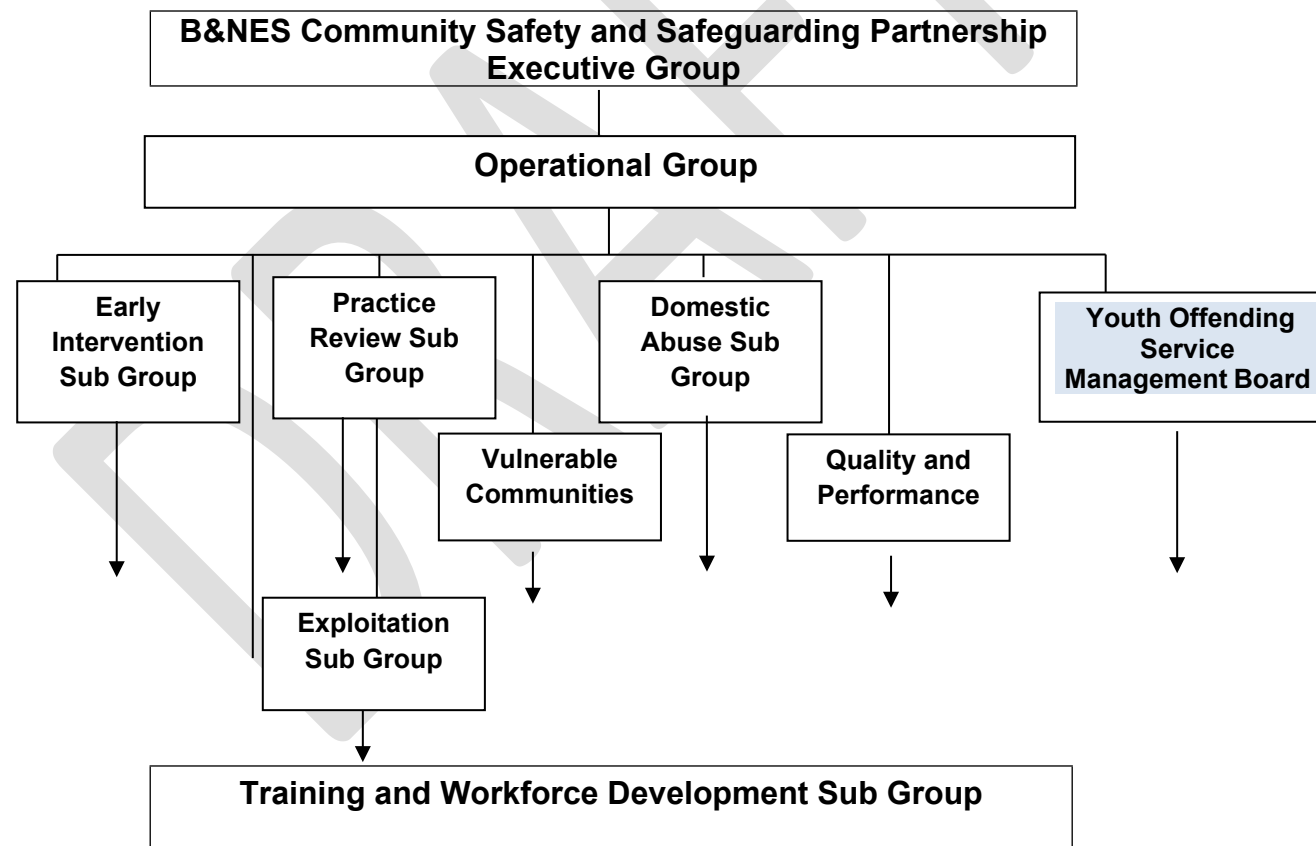
## 4. Governance and Partnership Arrangements

### 4.1 Youth Offending Service Management Board

The Board holds four business meetings and a development meeting each year, to oversee the budget, performance, National Standards compliance and service delivery. It has recently reviewed its effectiveness using a self-assessment tool based on Inspection guidance and has updated the arrangements set out in its Terms of Reference and Partnership Agreement. All statutory partners are represented and have substitutes but a more formal link is needed with the Clinical Governance Group. The Youth Court is represented for the first time.

Name	Agency represented (subject to local Partnership Agreement)	Comments
Mary Kearney Knowles	Director, Children, Young People and Families Service	Statutory member/chair
Elizabeth Spencer	Assistant Chief Officer, South West South Central, National Probation Service	Statutory member
Steve Kendall	Police District Commander, Avon and Somerset Constabulary	Statutory member
Christopher Wilford	Head of Education Inclusion Service, Bath and North East Somerset Council	
Jane Davis	Bath College	
Val Scrase	Head of Operations, Wiltshire and B&NES Children's Community Services, Virgin	
James Fortune	Clinical Director, Children & Young People, Oxford Health NHS Foundation Trust	
Kevin Guy	Lead Member for Children, Bath and North East Somerset Council	
Sally Churchyard	Head of Young People's Prevention Service, B&NES	Service Manager
Martyn Russell	Magistrate, Youth Bench	
Marc Hole	Avon and Somerset Police and Crime Commissioner's Office	Annual attendance
Graham Sabourn	Head of Housing, B&NES	Attendance as required

There has been a wider review of safeguarding arrangements to reduce duplication and release capacity for addressing areas of common interest and statutory requirement, including domestic abuse, serious violence, modern slavery and addressing radicalisation. The new arrangements, expected to be implemented by December 2019 will also create efficient, integrated governance arrangements. The Youth Offending Service Management Board will become one of eight sub-groups of the new Community Safety and Safeguarding Partnership Operational Group and its chair will represent the board on the operational Group as shown in the diagram below. It will also report to the Health and Wellbeing Board. Any serious incidents affecting young people known to the Youth Offending Service will be referred to the Quality and Performance sub group. The Board will continue to operate with two multi-agency sub-groups for Youth Crime Prevention and Custody Review, each linked with a performance indicator.



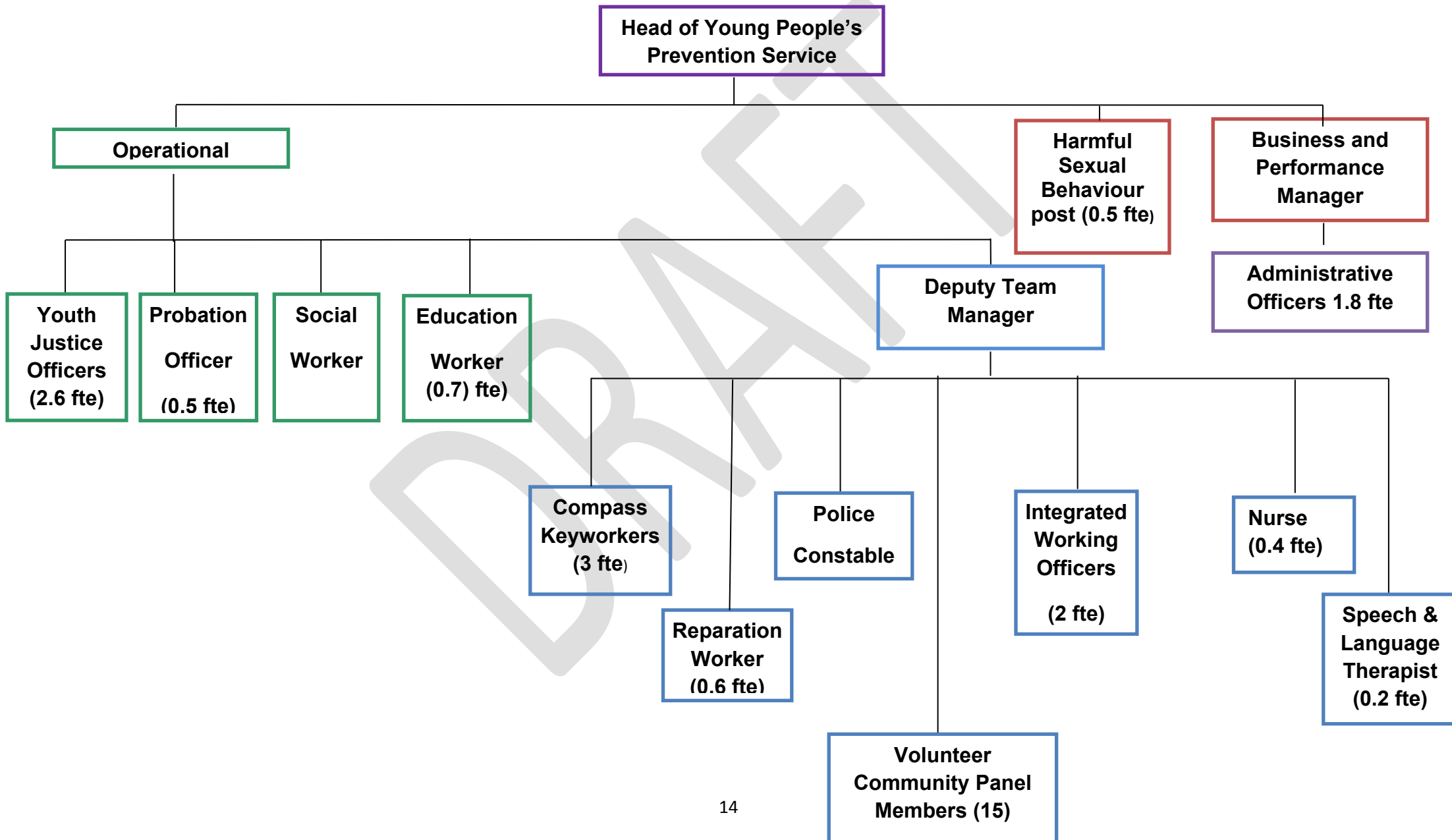
## 5. Resources

### 5.1 Budget summary

Most partner contributions remain constant, with a small Council increase (+ £6,320) and a small core YJB grant reduction (-£2,068).

Source	Pooled budget £	Staffing costs £	Other costs £	Comments	Total £
Avon and Somerset Police	5,000	41,236	0	Full-time Police Constable plus in-kind use of Police National Computer	46,236
National Probation Service	5,000	21,689	0	0.5 fte Probation Officer	26,689
Bath and North East Somerset Council	18,685	399,593	36,237	Office bases, Financial and Human Resources services	454,515
Bath and North East Somerset Clinical Commissioning Group	14,885	31,109	0	0.4 fte Nurse. Speech and Language Therapy is delivered separately	45,994
NHS England	N/A	40,000	0	Specialist Harmful Sexual Behaviour Consultant (secondment from CAMHS)	40,000
Avon and Somerset Police and Crime Commissioner	N/A	10,217	0	Contributes to Compass. Another £7,902 goes towards substance misuse services	10,217
Youth Justice Board for England and Wales	N/A	142,353	39,916	Core grant goes directly to the Youth Offending Service	179,269
Youth Custody Service	N/A	0	3,523	Remand bed grant goes directly to the Youth Offending Service	3,523
<b>Total</b>	<b>43,570</b>	<b>686,197</b>	<b>76,676</b>		<b>806,443</b>

## 5.2 Youth Offending Service Organisational Chart



### 5.3 Youth Offending Service Staff by Gender and Ethnicity (based on census 2001 categories):

At the time of preparing this Plan, the Service was fully staffed with a stable staff team. During the year ahead, there will be another recruitment round for new volunteer Referral Order Panel Members.

Including volunteers, the overall staff make-up of the Service is 74% female and 10.2% from ethnic minority backgrounds. However, there are no practitioners from ethnic minority backgrounds.

	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														1		1
Black or Black British																
Mixed														1		1
Chinese or Other													1	1		2
White or White British		1	1	1	3	15		3					5	6		35
Preferred not to say																
Total		1	1	1	3	15		3					6	9		39

## 6. Risks to future delivery against youth justice outcomes

The following risks have been identified for delivery of the Youth Justice Plan and the statutory purpose of preventing youth offending.

Risk	Impact	Likelihood	Actions to reduce/manage the risk
Exploitation of young people, including into offending	High	High	The Service is actively involved in implementation of the Youth @Risk Strategy which includes a commitment to the use of contextualised approaches to keeping young people safe and to disruption of those who groom and exploit them.
More serious youth offending, including serious violence	High	High	A small number of young people, often those who are being exploited, are at risk of committing violent and drug dealing offences. Those who carry knives are at heightened risk of committing serious violent offences. The Service is leading the development of a local Protocol to address this issue at all levels and will introduce new ways of working with young people. Participation in the enhanced case management pilot also presents opportunities for more structured, trauma recovery, work.
Increase in Looked After Children offending	High	Medium	Looked After Children are more vulnerable to being groomed into offending and their circumstances sometimes make it harder for them to stop offending. They will be a priority for the initiatives outlined above.
Increase in ethnic minority background disproportionality	High	Medium	Whilst numbers are low, young people from ethnic minority backgrounds are over-represented in the youth justice system. This has been flagged as a work stream for the Early Help Board.
Insufficient readiness for Inspection	High	Low	The Youth Offending management and team are actively preparing for Inspection, using the national framework. It is a standing item at Management Board.
Not able to deliver the Work Plan	High	Low	Regular review in management meetings and Management Board oversight and the Council's Scrutiny arrangements will hold everyone to account and provide support in progressing this.
Maintaining staff continuity	Medium	Medium	The relatively small Service is particularly vulnerable to fluctuations in staffing levels when people leave or are Sick. Commitment to staff well-being and provision of good quality Supervision and training maintain its reputation and help to attract good candidates.
Maintaining two office bases	Medium	Medium	Use of the central Bath reporting office depends on having two staff available for cover and is linked with staffing levels. This is kept under careful review.



## 7. Youth Justice Work Plan 2019-2020

These are the main areas of development for the year ahead and are reflected in staff members' individual action plans

<b>a. Prevent Offending</b>			
<b>Actions</b>	<b>Benefit or Impact</b>	<b>Timescale</b>	<b>Owner</b>
1. Launch new Compass model (ensuring it addresses the needs of young people from ethnic minority backgrounds and Looked after Children)	Children at risk of offending receive a more tailored approach to meeting their needs	September 2019	Deputy Team Manager
2. Work with partner agencies to develop a 'problem profile' for serious violence	Clear understanding of issue locally and specific plan to address risks	December 2019	Head of Service
3. Develop and commence serious youth violence programme (ensuring it addresses the needs of young people from ethnic minority backgrounds and Looked after Children)	Children in Year 5/6 at risk benefit from a targeted early help programme based on evidence-informed risk factors and interventions	December 2019	Head of Service
4. Work with Police to develop knife crime diversion and other initiatives	Consolidate practice in the Out of Court Disposal Panel and ensure that evidence informed interventions are offered	December 2019	Operational Manager
5. Recruit addition Champions across the workforce for children affected by parental imprisonment and ensure there are sufficient monitoring arrangements.	Identify and address the needs of children and families and reduce the risk of offending	December 2019	Head of Service
6. Develop use of the Learning for Work initiative	Support 16-17 year olds with little positive experience of learning to prepare for work	March 2020	Education Worker
7. Promote awareness, deliver training and develop Harmful Sexual Behaviour prevention.	Early help support is available for young people and their parents/carers and staff feel more confident to address this need.	March 2020	Harmful Sexual Behaviour Lead

## **b. Reduce Re-Offending**

<b>Actions</b>	<b>Benefit or Impact</b>	<b>Timescale</b>	<b>Owner</b>
1. Re-introduce use of the YJB re-offending toolkit or equivalent	Improve local understanding of patterns of re-offending and identify areas of practice to improve	December 2019	Business and Performance Manager
2. Commence Enhanced Case Management pilot	Test out a new way of working with prolifically re-offending young people who have experienced trauma	September 2019	Operational Manager
3. Work with young people to propose how to make interventions more activity-based and explore possibilities for more group work (action in response to young people's feedback)	Improved engagement with young people leading to more successful completions and better outcomes.	December 2019	Youth Justice Officers
4. Work with young people to review how reparation is explained and evaluated (action in response to young people's feedback)	Young people have greater understanding of the purpose of reparation	December 2019	Reparation Worker
5. Support the development of information sharing arrangements for young people at risk of exploitation and ensure that those at risk of serious violence are also identified and assessed	Reduction in exploitation and serious youth violence	December 2019	Head of Service
6. Introduce trauma-informed approaches to working with young people across the Service	Apply learning about young people's experience of trauma wherever relevant	March 2020	Operational Manager

### c. Reduce Rate of Custody

Actions	Intended Impact	Timescale	Owner
1. Support launch of Youth @ Risk Strategy and Serious Youth Violence Protocol	Ensure that exploited children receive the support they need to be safe and that a 'child first' approach is taken wherever possible, also incorporating contextualised safeguarding	September 2019	Head of Service
2. Develop initiatives to reduce offending by Looked After Children	No Looked After Children sentenced to custody	December 2019	Deputy Team Manager
3. Incorporate the views of children in custody (and those transferring back into the community) into the development of services for them	Ensure that the most vulnerable young people are safe and have tailored support as they return to the community	December 2019	Operational Manager
4. Ensure that parents/carers of young people at risk of custody are offered parenting support	Partnership in preventing offending	March 2020	Operational Manager

### d. Strengthen Governance and Workforce

Actions	Intended Impact	Timescale	Owner
1. Review content and presentation of Management Board data	Ensure reports provide necessary assurance, generate challenge and support service improvement	September 2019	Business & Performance Manager
2. Review statutory partner arrangements	Ensure that all statutory partners are represented at an appropriate level on the Management Board	September 2019	Chair of the Management Board
3. Establish regular Youth Offending Service Management Board reporting to the Health and	Ensure agreed governance and align the work of preventing youth offending with health initiatives	September 2019	Chair of the YOS Management Board

Wellbeing Board			
4. Ensure the Service and the Management Board are prepared for Inspection	Readiness to show the Service and Partnership at their best	December 2019	Head of Service
5. Complete baseline assessments and implement new National Standards	Readiness for self-assessment	March 2020	Operational Manager
6. Recruit a new cohort of volunteer Panel Members	Ensuring continuity of Panel	March 2020	Integrated Working Officers

## 8. Approval and Sign Off

This Plan has been approved by the Chair and members of the Youth Offending Service Management Board in June 2019 and has been signed off by the statutory partners below:

Partner Organisation	Name of Chief Officer	Signature	Date
Local Authority	Ashley Ayre, Chief Executive		
Local Authority (Health and Education)	Mike Bowden, Corporate Director, People and Communities Department		
Local Authority (Social Care)	Mary Kearney-Knowles, Director Children, and Young People Service		
Avon and Somerset Constabulary (Police)	Steve Kendall, District Commander		
South West South Central Division, National Probation Service (Probation)	Elizabeth Spencer, Assistant Chief Officer		

## 9. Glossary

<b>‘Child first’ approach</b>	A principle endorsed in the new National Standards that clarifies that young people who offend are to be treated as children first and offenders second
<b>Compass</b>	A local youth crime prevention initiative for 8-17 year olds, managed within the Youth Offending Service and working with children, young people and their families on a voluntary basis to address risks of offending
<b>Contextualised safeguarding</b>	Emerging practice that takes full account of the nature of risk to young people outside their family environment and seeks to keep them safe from exploitation
<b>Custody Review Panel</b>	A sub group of the Youth Offending Service Management Board that meets quarterly to address the local custody rate by undertaking multi-agency audits and promoting awareness of the use of custody for young people as a safeguarding issue. (a sub group of the Youth Offending Service Management Board)
<b>Enhanced Case Management pilot</b>	A YJB funded initiative across B&NES, North Somerset, Bristol and South Gloucestershire and building on a previous pilot in Wales, to incorporate trauma-informed approaches into statutory youth justice work. A Clinical Psychologist will oversee the development of interventions that take full account of what has happened to young people.
<b>Early Help</b>	Support for young people and their families before difficulties become entrenched
<b>Harmful Sexual Behaviour</b>	Sexual behaviours expressed by children that are developmentally inappropriate, may be harmful towards self or others, and/or be abusive towards another child, young person or adult
<b>Learning for Work</b>	City of Bath College funded project led by Youth Connect to support young people who have previously found it difficult to engage in learning, to prepare for work by undertaking individual placements and receiving bespoke support.
<b>National Standards</b>	Minimum standards for the youth justice system, published by the YJB
<b>Reparation</b>	Making amends to someone harmed. This can be doing something of direct benefit to the victim of an offence or could be undertaking work that benefits the wider community, ideally suggested by the victim. Examples include working for Bath City Farm, the National Trust, Bath Cat and Dogs’ Home and the Swallow Café in Radstock.
<b>Restorative Justice</b>	A range of approaches to resolving a situation where harm, often an offence, has been caused. It focuses on victim satisfaction, offering a range of services by which the victim can gain an understanding of the offence, have a chance

	to be fully heard, and agree to or even participate in any suitable reparation.
<b>Serious Youth Violence</b>	Drawing on the national Serious Violence Strategy (April 2018), this is youth violence caused through the spread of exploitation linked to drug dealing through ‘county lines.’ Young people can be groomed into this activity and sometimes go on to groom and exploit others. Serious youth violence can include homicide, robbery, violence against the person and possession of drugs and/or weapons, particularly knives.
<b>Trauma informed practice</b>	Factors in some young people’s lives that combine to reduce the likelihood of life turning out well for them (including experience of abuse, neglect, parental mental health, domestic violence, parental imprisonment etc.). Young people with four or more of these factors may benefit from work to address the trauma they have experienced
<b>YOS Family Group/Comparators</b>	The Youth Justice Board has developed sets of Local Authorities linked through common demographics and other characteristics to compare performance with. Bath and North East Somerset’s ‘family’ for youth offending includes Gloucestershire, Wiltshire, Cambridgeshire, Bedfordshire, Oxfordshire, West Sussex, Hampshire, North Somerset, Dorset Combined Authority and South Gloucestershire
<b>Youth Crime Prevention Board</b>	A sub group of the Youth Offending Service Management Board that meets twice each year to oversee work to reduce the rate of first time entrants by analysing first time entrants’ data, identifying areas of concern and sharing good practice.
<b>Youth Justice Board or YJB</b>	The Youth Justice Board for England and Wales is responsible for overseeing the youth justice system, including performance monitoring, providing advice and disseminating good practice. It receives and endorses Youth Justice Plans and issues the Youth Justice Grant on behalf of the Ministry of Justice.