**Appendix 1**

# Youth Justice Plan 2019-2020

# City of Wolverhampton

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## Introduction

Wolverhampton Youth Offending Team (YOT) continues to be a forward thinking and ambitious organisation, committed to improving outcomes for young people, their victims and creating a safer community. This reflects the core vision of the Youth Justice Board (YJB) as set out in the YJB Strategic Plan 2019-2022:

***"A youth justice system that sees children as children, treats them fairly and helps them to build on their strengths so they can make a constructive contribution to society. This will prevent offending and create safer communities with fewer victims."***

The last 12 months has continued to reveal the increasing complexity of young people and the changing nature of risk. To this end, the last 12 months has provided a period of organisational reflection and transformation, in which attachment and trauma informed practice is being embedded, using the Attachment, Regulation and Competency framework (ARC) to compliment and develop existing relational based practice to manage both offending risks and safety & wellbeing issues. ARC provides a framework for the therapeutic intervention of young children experiencing difficulties that they consider related to damaged early childhood experiences. ARC model is not a therapeutic intervention in itself but provides a defining framework for developing and delivering interventions that address three primary areas of social functioning: attachment, self-regulation, and social competency. ARC provides a theoretical framework, a set of core principles for intervention, and a guiding structure for the YOT to work with children and their care givers, while recognizing the individualized need for therapeutic intervention and that a one-size-model is neither appropriate nor realistic.

During this period a strong culture of quality assurance structures confirm that overall operational delivery remains very strong with significant areas of practice demonstrating improvement over the last 12 months. The continued partnership contribution to the YOT shows the genuine local commitment to support a multi-agency response to young people at risk or involved in the Criminal Justice System (CJS) in Wolverhampton.

The Youth Justice Plan for 2018-2019 was accompanied by an action plan that was reviewed regularly at YOT Management Board (YMB) meetings, providing strategic oversight and was signed off in April 2019. This plan for 2019-2020 reviews our progress so far and outlines our plans for continuous improvement. The final report into the findings from the YOT's participation in the Abuse, Lose, Trauma, Attachment & Resilience, (ALTAR) action research project continues to underpin the practice development direction for 2019-2020. In addition, this plan reflects the finalised "Standards for children in the youth justice system" (April 2019), with its emphasis on Child first; offender second (CFOS) principle and the removal of much of the prescription to allow greater local variations and creativity for delivery. Alongside this, the "National Protocol on Reducing Unnecessary Criminalisation of Looked-After children and care leavers" (November 2018) further sets out the agenda from "Positive Youth Justice" to create effective systems and responses to divert young people away from the CJS. The plan has also considered some of the key findings from individual HMIP Inspection reports, especially around the assessing risk of harm to others and safety and well-being

in out-of-court disposal (OOCD) cases. (HMIP Sandwell Report November 2018) Finally, the Children's Commissioner Report "Keeping Kids Safe: Improving Safeguarding Responses to Gang Violence and Criminal Exploitation" (February 2019); developments in our approaches to contextualised safeguarding; our work with Police Crime Commissioner (PCC), Safer Wolverhampton Partnership (SWP) and the Scottish Violence Reduction Unit continues to inform our work around youth violence.

**Key achievements in 2018-2019**

- Development and implementation of a YOT Trauma-informed Practice Project (TIPP), rolling out 16 days of full team training during 2019-2020; including a system review, introduction of specialist trauma assessment tools, case formulation methodology and the development of a range of multi-sensory interventions delivered within the ARC framework
- Clear action planning and working group structure to support the development of practice in OCCD, Restorative Justice (RJ), Parenting, TIPP, Health, SEN and Young People's Participation
- Youth Justice Board data shows that in Wolverhampton, the binary rate of reoffending (33.8%) for the tracked cohort April – June 2017 showed a 20% reduction compared to the same period in 2016
- The Wolverhampton Reoffending Live Tracker toolkit continues to provide encouraging data on the levels of reoffending. Local data has indicated an overall binary reoffending rate of 17%, compared to a regional performance of 35.3% and National performance of 37.9%
- 2018-2019 saw the implementation of a reoffending tracker for CR and OOCD which shows an overall binary reoffending rate of 6.1%
- The First Time Entrants PNC rate per 100,000 of 10-17 population shows a reduction of 19.9% when January 2018 to December 2018 is compared to the same period the year before. Local data for the 2018-2019 shows a reduction of 32% when compared to 2017-2018
- A reduction in the custody rate for our young people of 40% for 2018-2019 when compared with the same period 2017-2018
- Engagement levels of school age YOT young people in Education for 2018-2019 attained 76% meeting the 25-hour target at the end of their statutory orders. A slight increase on the 73% of the previous year
- Development of an integrated health offer/triage system for CAMHS (Clinical Psychologist), Substance Misuse and Health advisor
- A quarterly health report was introduced in January 2019 to provide an insight to the numbers and types of referrals made to the YOT health specialists. The reports review referrals made to Health, CAMHS and W360 (substance misuse service), the types of referrals made and the outcome upon the closure of a record. A review of the second half of 2018-2019 has shown 124 referrals and 68 recorded closures across all areas. Health records 61% of all referrals, CAMHS 12% and W360 27%
- Developments in Special Educational Needs (SEN) and Education Health and Care Plan (EHCP) integration into core delivery of the YOT. 41 young people from the open cohort on the 30th April 2019 are identified as SEN; equating to 49%. 20

(24%) requiring SEN Support and 21 (25%) with an Education Health and Care Plan

- Review and implementation of the out of court disposals (OOCD) processes and the extension of a prevention offer to reduce the unnecessary criminalisation of young people, by offering, when appropriate alternative outcomes at panel. 79% engagement rate on recorded Community Resolutions (CR) and 90% on all OOCD
- Continued contribution to the partnership approach to address gang, youth violence and county lines issues. The Gang screening tool developed by the YOT has been shared across the partnership and the YOT chairs and co-ordinates a 6-weekly gang profiling meeting to ensure information and intelligence is shared appropriately to identify young people at risk of gang associations
- Delivery of a workshop at Wolverhampton's Social work Conference on gangs and youth violence
- YOT active partner in the development of the new SWP "Serious Violence Strategy 2019-2022" and the "Black Country Reducing Reoffending Strategy 2019-2022"
- Work within the partnership to ensure that Multi Agency Sexual Exploitation (MASE) and 'Missing' procedures are instigated and followed through in all relevant cases. This is reported to YOT management Board via a regular safeguarding briefing
- Participation – contribution of YOT to the citywide Participation Strategy through the establishment of a young person's participation group 'Voices from Youth Justice'. (VYJ)
- Participation and feedback 6-month report included 194 young people who engaged in a participation activity evidencing positive feedback and outcomes from a young person's perspective
- Successful delivery of a Music Project and Boxing & Fitness Project funded by SWP, with 92% Black Asian Minority Ethnic (BAME) young people engaging
- Positive delivery of 1:1 knife programme; Alison Cope (victim perspective session) and Street Doctors group session targeting young people at risk or convicted of weapon related offences
- Restorative Justice – RJ Council Health check completed. Emerging good practice evidence in audits of victim contact and RJ work in interventions.
- Significant increase in victim contact, quarter 4 2018-2019 achieved 100% victim contact and 2 face-to-face mediations completed
- Implementation of the Referral Order Guidance (October 2018) to improve young person's and victim's experience and engagement with the panel process to achieve best outcomes
- Recruitment of 20 Referral Order Panel volunteers to support this high demand area of work, providing appropriate diverse community representation with full training delivered
- Regular audit cycle (November 2018, February 2019 and June 2019) using a range of auditing tools developed from the HMIP criteria. Results of audit very positive, achieving National Standards and setting clear directions for future improvements

- Development and implementation of new gatekeeping documents for all reports, and assessments
- Refresh of YOT management board terms of reference (ToR) in light of the new YJB National Standards (February 2019)
- Providing quality services to courts and high-quality Pre-Sentence Reports
- Providing credible and safe options in the Community for the courts including a robust Intensive Surveillance and Supervision Scheme
- Co-ordinated and high-quality custody and resettlement provision and the development of Resettlement Support Panels. (RSP)
- Continued success in the delivery of our Virtual Junior Attendance Centre (JAC) offering bespoke interventions for individual young people in partnership with the Third Sector.

**YOT Young People**

Positive Youth Justice, Child First, Offender Second principle recognises that children's rights have not always been sufficiently prioritised in CJS and in some cases they have been responsibilised beyond their capacities. Our approach seeks to prioritise the best interest of the child, ensure our services are child-focussed and developmental informed. In addition, our work must promote children's strengths and capabilities as a means of developing their pro-social identity for sustainable desistence. At its heart, children must be encouraged to actively participate; engage and feel supported to co-create their programmes.

The benefits of participation have been reflected in low breach rates, high levels of compliance with National Standards, motivation to genuinely engage with a range of support available, improving education engagement rates and low binary reoffending rates. This continues to be a central driver in our relational based Restorative Practice and the development and implementation of Trauma Informed Practice through ARC. Our practice will use multi-sensory approaches to support children to build relationships and **attachments** with safe adults; provide an opportunity for young people to participate in activities which support them to learn and practice on how to **self-regulate** and finally develop their social **competency** and self-worth/efficacy through positive activities.

The development of our participation group "Voices from Youth Justice" has a mission statement of: "***Be heard. Be inspired. Be involved"***

**"**To provide all young people involved at the Youth Offending Team, the opportunity to have their voices heard, their opinions shared and to have a real impact with regards shaping and changings the way we as a service engage with young people at every level of delivery". *YOT Participation Group, 2019.*

Voices from Youth Justice provides the forum to discuss and co-create key areas of delivery with the YOT going forward by listening and learning from the lived experiences of these young people. Feedback is also gathered and analysed into actions through our Participation/Feedback 6 monthly reports using a range of evaluation forms, for JAC, CR, OOCD, Referral Order Panels, interventions sessions and viewpoint e-surveys for service quality. YOT continues to tackle issues of disproportionality and ensuring that our

service remains accessible and relevant for all young people dependent on their needs. This will continue to be a significant area of focus going forward, and the YOT will ensure it remains an outcome focussed service working to achieve sustainable change.

Feedback received – February 2019

***"I would just like to thank the team for the work they have put in with myself since being released from custody. They have helped me chase my dream job and now I'm working at JD gyms as a personal trainer thanks to the funding that was given. I'm very thankful for the opportunity I have been given"***

**Structure and governance**

The work of the YOT is overseen by a well-attended strategic quarterly YOT Management Board (YMB). Over the last year there have been some strategic personnel changes which has resulted in a change in Chair for the Board and other attendees. These transitions have been managed successfully. The Board welcomes guest attendance of our Regional Advisor from the Youth Justice Board who can provide national context and perspective. The Board continues to receive regular reports on:

- Resourcing: both finance and staffing including holding partners to account for any proposed changes
- A revised and improved performance data report which is detailed in respect of key factors such as age, gender, race, offence type, Focus is on the three key national drivers and other local priorities – reducing reoffending; First time entrants to youth justice; custody rates and engagement of young offenders in education training and employment. The re-offending live tracker data is also presented to board along with a specific report on knife crime
- National, regional and local developments including inspection reports, work with the West Midlands Combined Authority, delivery by partner organisations, Gang and county Lines
- Operational practice presentations which bring alive the work of the YOT to those responsible for strategic decision making and development. For example, report on participation work, report on YOT file audit findings and report on health support provided within YOT
- Progress against the key priority areas identified within the YJB plan and outcomes of case audits and quality assurance processes
- Compliance with YJB grant conditions for example the timely submission of this plan and data returns
- Responses to serious incidents in order to ensure appropriate opportunities for operational and strategic learning. These are embedded in the work of the Wolverhampton Safeguarding Children's Board Serious Case Review Committee
- Safeguarding updates to allow any other Strategic or Operational safeguarding issue to be raised within this forum.

All of this is with a view to driving continuous improvement through the annual action plan, shaping future services in response to presenting trends and need. The YMB is a learning meeting where partners can share collective wisdom and experience to shape

the future of Youth Justice in Wolverhampton. The recently revised terms of reference clearly outline the partnership commitment to the delivery of the new National Standards and recognises the enhanced role of the YMB to oversee, support and hold to account the work of the Local YOT. This will be achieved by ensuring there are effective quality assurance systems in place built on the feedback from key stakeholders, including courts, victims, children, parents/carers.

The YOT is managed by the City of Wolverhampton Council (CWC) within the Children's Services and is well placed to contribute to the wider agenda of CWC and the broader Safer Wolverhampton Partnership (SWP). Reports about the work of the YOT are regularly presented to the CWC Children's Leadership Team (CLT), the Strategic Executive Board (SEB), the Wolverhampton Safeguarding Children's Board (WSCB) and through Scrutiny and Cabinet. Particular areas of focus are reported within specific interest committees for example the Education Leadership team and Children and Young People's scrutiny panel at which the YOT is currently involved with a Scrutiny Committee on Youth Violence. This Youth Justice Plan is approved and endorsed by CWC Cabinet and the SWP.

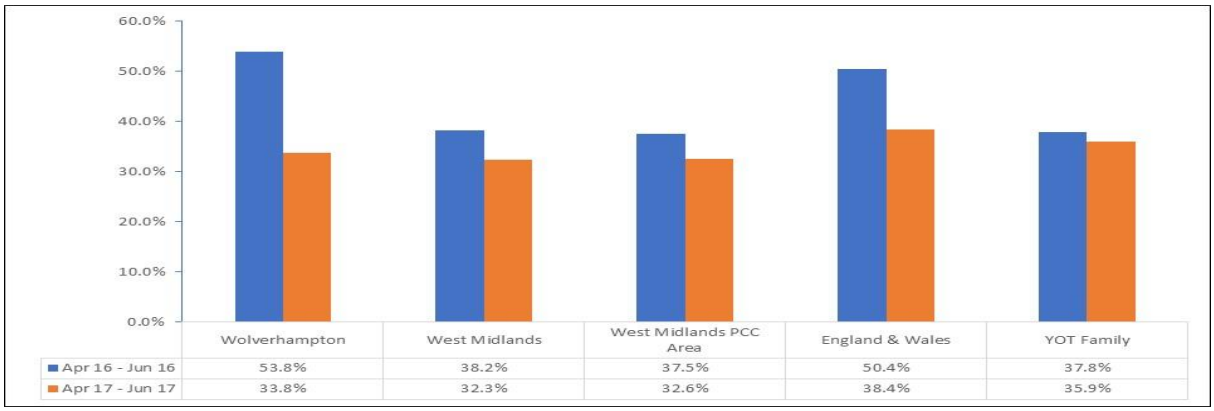
Linkages with other strategic groups:

- Children and Families Together Board
- Health and Well-Being Together Board
- Children & Young People Emotional, Mental Health and well-being Partnership board
- Wolverhampton Safeguarding Children's Board
- Criminal Justice Board
- MAPPA Strategic Board
- Safer Wolverhampton Partnership Board
- Other identified community and governance groups

**Reducing Reoffending**

The main aim of the Youth Justice system is to prevent offending and reoffending, and this remains one of our key priorities. The most recently released data from the YJB has shown that Wolverhampton has significantly reduced its binary reoffending rates from 53.8% to 33.8% for the tracked April – June 2017 cohort equating to a 20% reduction when compared with the same period in 2016.

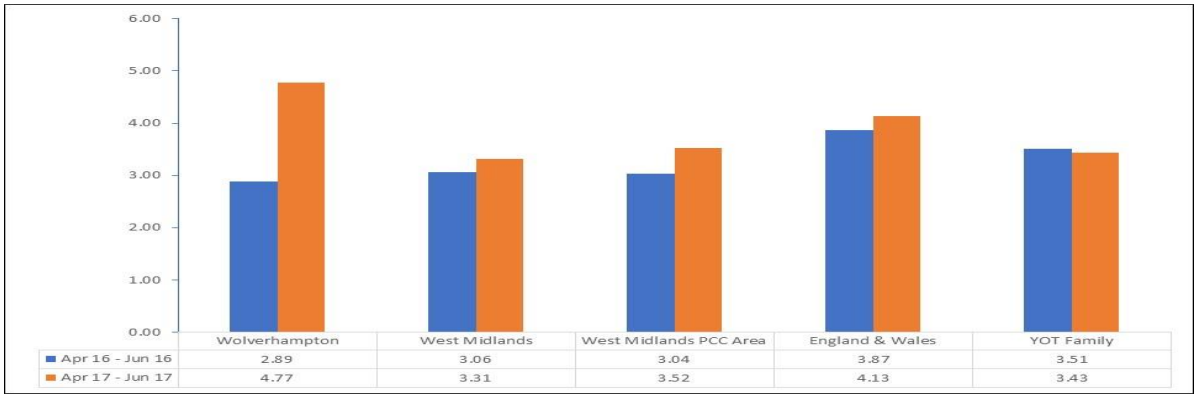
Binary rates of reoffending (YJB Data April 2018 – March 2019)




| | Wolverhampton | West Midlands | West Midlands PCC Area | England & Wales | YOT Family |
|---|---|---|---|---|---|
| Apr 16 - Jun 16 | 53.8% | 38.2% | 37.5% | 50.4% | 37.8% |
| Apr 17 - Jun 17 | 33.8% | 32.3% | 32.6% | 38.4% | 35.9% |

The reoffences per reoffender data from the YJB indicates there has been an increase in the number of offences committed by each young person that has reoffended in this April-June 2017 cohort compared to 2016

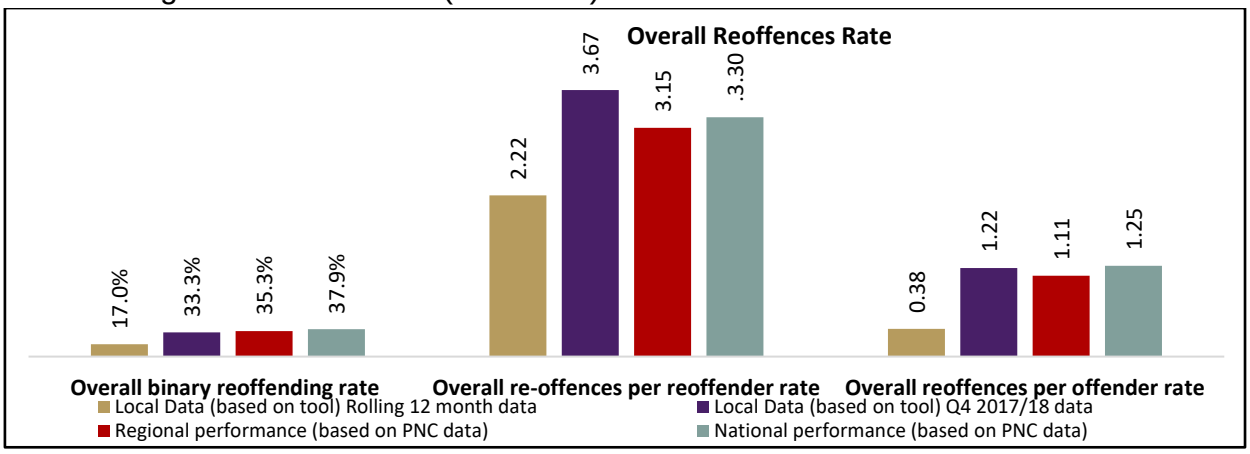
Reoffences per reoffender (YJB Data April 2018 – March 2019)




On further examination of the YJB reoffending data the actual numbers show that the cohorts contain 65 young people being tracked in the April – June 2017 cohort, in which 22 young people reoffended committing 105 offences, compared to 35 young people reoffending in the 2016 cohort committing 101 offences. This evidences that Wolverhampton has been successful in supporting genuine desistence for more young people than previous data suggests; however there remains a number of young people who remain persistently involved within an offending lifestyle. This issue has been emerging for a number of years in Wolverhampton and has been exacerbated by the increase in youth violence, gang associated offending and the recognition of the impact criminal exploitation on young people's levels of desistence.

The use of the 'Reoffending Live Tracker Toolkit' has provided an opportunity to track the most up-to-date cohort over a 12-month period and has ensured that 18-year olds leaving our service are continued to be tracked using Police PNC data. Tracking in Quarter 4 2018-2019 for this cohort has provided extremely encouraging results with an overall binary rate of 17% compared to National performance 37.9% and overall reoffences per offender rate of 0.38 compared to national performance of 1.25. The introduction of a CR and OOCD tracker has reported a very low binary rate of 6.1%.

Reoffending Live Tracker Tool (local data)



The toolkit has allowed the YOT and YMB through its detailed performance reports to scrutinise the reoffending data in detail from a range of demographic and practice perspectives and has been evidenced to directly shape practice. For example, Quarter 1 2018-2019 time to first reoffence indicated that 55% of Wolverhampton young people in the cohort who reoffended committed the offence in the first 3 months (nationally 58.3%). During the last 12 months there have been a number of initiatives to engage, especially Referral Orders at the point of sentence and Quarter 4 2018-2019 data shows that only 10% of our young people who reoffended committed a new offence within the first 3 months.

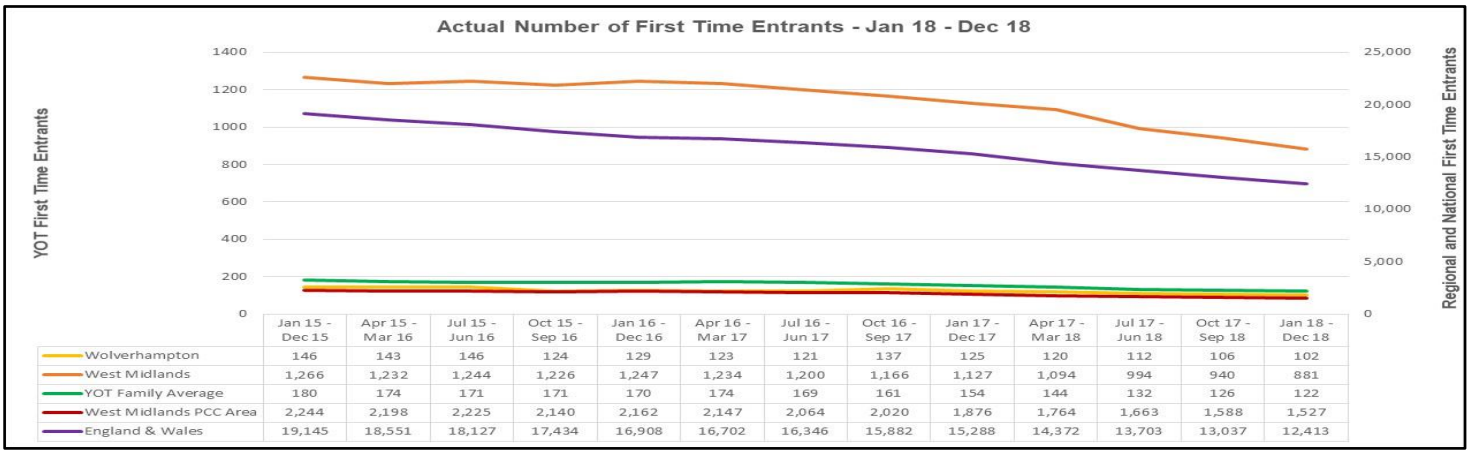
Operational initiatives to reduce reoffending in the YOT are central to our work and include:

- Using the Reoffending Live Tracker information to target our resources on the areas of most significant reoffending
- Extension in the YOT offer for Community Resolutions and Out of Court disposals, to reduce the re-criminalisation of Children and Young People in Care.
- Implementation of Pre-Panel Preparation meetings and extended contact with young people between court and referral order panel
- Convening Intervention Plan forums (basis for new case formulation approach) within 15 working days of sentence to ensure intervention co-ordinated and initiated
- Implementation of a Trauma informed basis of practice and the development of the ARC framework to target and develop interventions designed to adapt a more “public” health and systemic approach to reducing reoffending
- Development of bespoke projects and programmes designed to engage young people into activities to build attachments, learn to self-regulate and develop their own social competencies
- Implementation of National Standards to ensure intensity of interventions match assessed risks and needs to allow greater scope for non-statutory engagement.
- Specific focus and resources to improve Education, Training and Employment opportunities and support
- Integrated health team, offering a range of therapeutic support and interventions.
- Extending a voluntary preventative offer to young people after their statutory order has completed
- Compliance meetings with young people and their carers to ensure that any deterioration in their response to YOT programmes of intervention is quickly understood, addressed and improved
- 7 days per week services for our most challenging and risky service users
- Involvement of young people in shaping our services and listening to their feedback
- Development of Resettlement Support Panels to co-ordinate and deliver effective provision to reduce risks of reoffending on release from custody
- Ensure appropriate pre-planning and preparation for all young people on transition into Probation and in line with National Standards at any point of significant transition.

- Working with the Voluntary Sector to ensure services are diverse and relevant to all our young people e.g. Change Grow Live (CGL– previously SOVA), CATCH 22, Street Doctors
- Implementation of a YOT led partnership and multi-agency response to serious violence and exploitation through its 6 weekly gang profiling meetings
- Appropriate use of the National Referral mechanism (NRM) to manage criminal exploitation of vulnerable young people at risk of further involvement with the CJS
- Work with families and parents to ensure the 'whole family' approach is embedded with a focus on an understanding of Therapeutic approaches to parenting to support developmentally informed intervention for sustainable desistence
- Contributing to the on-going work around the Black Country Reducing Reoffending Strategy 2019-2022 and the identification of agreed pathways and priority areas for delivery.

**First Time Entrants (FTE) to the Youth Justice system**

(Based on local data) The First Time Entrant rate for Wolverhampton has shown a 32% reduction in young people and a 14% reduction in the number of offences committed for 2018-2019 when compared against last year. YJB available data (April-March 2019) confirms a similar reduction year on year of -19.9%, slightly lower than its YOT family Group of 22.4%.

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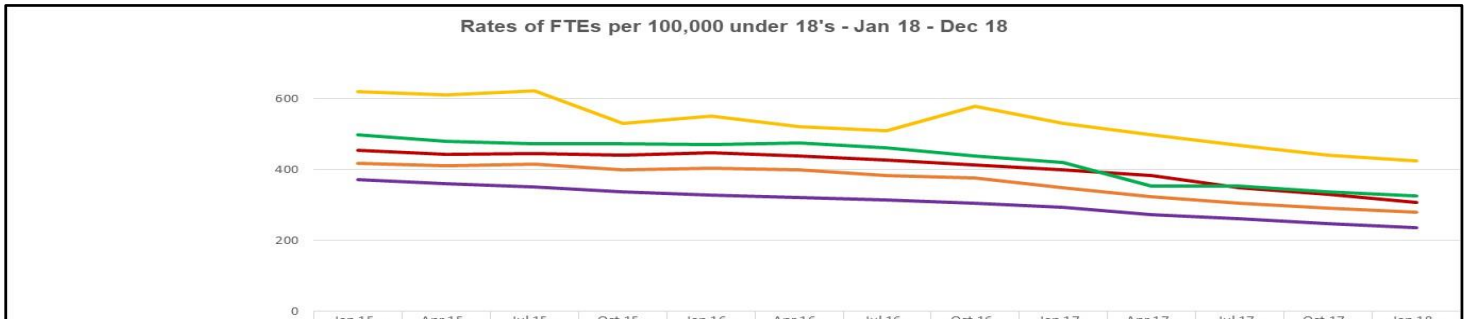
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Wolverhampton | 146 | 143 | 146 | 124 | 129 | 123 | 121 | 137 | 125 | 120 | 112 | 106 | 102 |
| West Midlands | 1,266 | 1,232 | 1,244 | 1,226 | 1,247 | 1,234 | 1,200 | 1,166 | 1,127 | 1,094 | 994 | 940 | 881 |
| YOT Family Average | 180 | 174 | 171 | 171 | 170 | 174 | 169 | 161 | 154 | 144 | 132 | 126 | 122 |
| West Midlands PCC Area | 2,244 | 2,198 | 2,225 | 2,140 | 2,162 | 2,147 | 2,064 | 2,020 | 1,876 | 1,764 | 1,663 | 1,588 | 1,527 |
| England & Wales | 19,145 | 18,551 | 18,127 | 17,434 | 16,908 | 16,702 | 16,346 | 15,882 | 15,288 | 14,372 | 13,703 | 13,037 | 12,413 |

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|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Wolverhampton | 619 | 610 | 623 | 529 | 550 | 521 | 510 | 578 | 529 | 497 | 467 | 440 | 424 |
| West Midlands | 417 | 410 | 415 | 399 | 403 | 398 | 383 | 375 | 348 | 323 | 305 | 291 | 280 |
| West Midlands PCC Area | 455 | 442 | 446 | 440 | 447 | 437 | 426 | 413 | 400 | 382 | 348 | 329 | 308 |
| England & Wales | 371 | 360 | 351 | 338 | 328 | 321 | 314 | 305 | 294 | 273 | 261 | 248 | 236 |
| YOT Family Average | 498 | 480 | 472 | 472 | 470 | 474 | 461 | 438 | 420 | 353 | 353 | 338 | 326 |

The YOT performance report Year to date data identified that offences of violence against the person (40%), theft (10%) and criminal damage (8%) are the most common for FTE. The ethnicity of first-time entrances continues to identify potential disproportionality with the numbers of BAME young people entering the system. However, more BAME young people are entering through OOCD, rather than through the formal court process which suggests that these young people are being offered and accepting outcomes at an earlier stage.

In line with the concepts of Positive Youth Justice and the decriminalisation of children and young people in care, the focus from the YOT continues to explore the identification of earlier interventions with young people outside of the CJS. This has required joined up working with Children Services and Early Intervention services. Alongside this, the YOT has been involved in establishing a specialist multiagency and multidisciplinary Supporting Vulnerable Adolescent at risk team within Children Services. Its primary aim will be to work with young people to support them to exert more positive control over their lives and to live safely as they progress towards adulthood. Underpinning this team will be an understanding of attachment and developmental trauma to create a multi-sensory response in this work with young people and families based on relational best practice.

Key initiatives to further reduce FTE include:

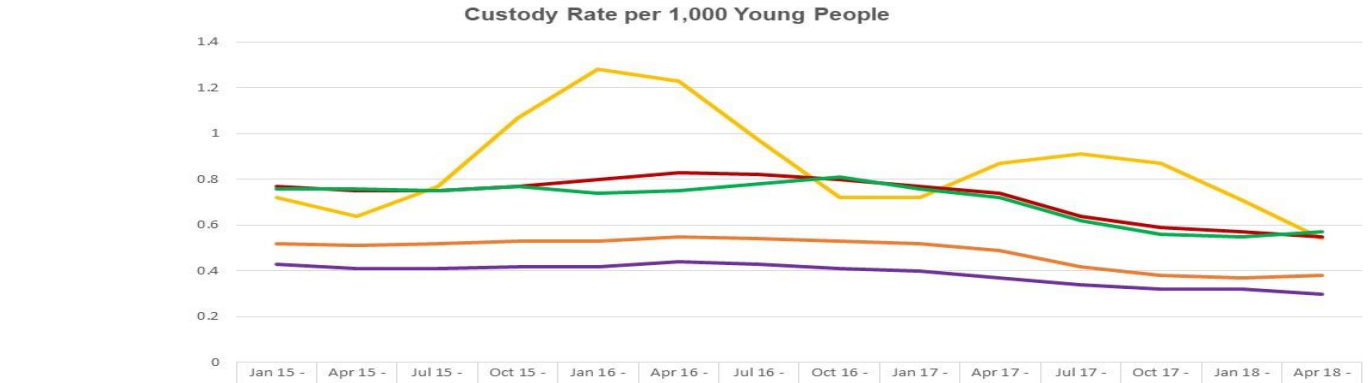
- Increasing the preventative offer to young people at risk of school exclusion due to criminogenic related-behaviours i.e. knife and/or drug possession at school
- Use of Early Help assessment to identify upstream children and young people at risk of offending and offer preventative interventions to identified young people
- Working closely with the A & E Intervention service for young victims of violence (St Giles Trust) to identify young people at risk of entering the CJS and offering voluntary preventative support
- Develop stronger links with the Anti-Social Behaviour Unit (ASBU) to identify young people at risk of entering the CJS and offering further voluntary preventative support
- Extended the OOCD offer and prevent the unnecessary criminalisation of children and young people in care with diversion at the point of arrest and were appropriate the use of Police Outcome 10 or 21 at OOCD panels
- Embed Restorative Practice within identified Residential Units to promote the “making it right” programme to mediate and prevent criminalisation in residential settings
- Co-work Harmful Sexual Behaviour programmes, using AIM3 to support Children Services to avoid the criminalisation of young people
- Continued work with schools and other education providers to ensure young people are accessing education, training or employment up to the age of 18, suitable to their level of need.

**Use of custody**

It is recognised that some children and young people need to be detained for the protection of themselves and the wider community, and that this would reflect the severity of their offending. The YMB receives regular reports on custody rates, but also seeks

assurance that those who are detained in the Secure estate are those for whom all other options have been exhausted or their sentence is proportionate to the crime committed.

The most recently YJB reported custody rate per 1,000 of the population of 0.54 reflects the YJB YOT family performance of 0.57. Local data identifies in actual terms a 40% reduction in the number of custody disposals for 2018-2019 when compared against 2017-2018.

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|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Wolverhampton | 0.72 | 0.64 | 0.77 | 1.07 | 1.28 | 1.23 | 0.97 | 0.72 | 0.72 | 0.87 | 0.91 | 0.87 | 0.71 | 0.54 |
| West Midlands | 0.52 | 0.51 | 0.52 | 0.53 | 0.53 | 0.55 | 0.54 | 0.53 | 0.52 | 0.49 | 0.42 | 0.38 | 0.37 | 0.38 |
| West Midlands PCC Area | 0.77 | 0.75 | 0.75 | 0.77 | 0.8 | 0.83 | 0.82 | 0.80 | 0.77 | 0.74 | 0.64 | 0.59 | 0.57 | 0.55 |
| England & Wales | 0.43 | 0.41 | 0.41 | 0.42 | 0.42 | 0.44 | 0.43 | 0.41 | 0.40 | 0.37 | 0.34 | 0.32 | 0.32 | 0.30 |
| YOT Family Average | 0.76 | 0.76 | 0.75 | 0.77 | 0.74 | 0.75 | 0.78 | 0.81 | 0.76 | 0.72 | 0.62 | 0.56 | 0.55 | 0.57 |

In actual terms 11 young people received custody sentences during 2018-2019, 8 of whom were from BAME background, once again reflecting the on-going issue of the rate of disproportionality in custody. 84% of custody sentences had a length of 18 months or over reflecting the seriousness of the offences, with violence accounting for 55% and robbery 21% of all offences committed. The overall reduction in the custody rate reflects the strong confidence of sentences in the YOTs ability to manage risk in the community and hold young people to account for their behaviour. In addition, the quality of reports produced for court are of a very high standard and regularly praised by the sentencing benches. Examination of individual custodial outcomes occurs after each sentencing event and the YOT senior management are generally satisfied that the YOT efforts to provide alternatives to custody for the Court are relevant and robust.

The other use of the secure estate is for young people remanded to Youth Detention Accommodation (YDA). Local data indicates there has been 18 YDA in 2018-2019 compared to 22 for 2017-2018. However, the number of nights of remand accommodation used has been significantly higher due to 3 young people being on remand for significant lengths of time, as a result of trials for grave crimes. In addition, concerns have been raised with both the YJB and through the YMB chair with the courts of the number of young people on remand who are than sentenced to non-custodial outcomes (45%) It is recognised that the YJB devolved budget is insufficient for the level of demand in Wolverhampton and this has resulted in an overspend of the YJB budget of £47,289 by £349,187. The YJB remand budget allocation of £121.691 for 2019-2020 has in some part recognised this national issue, but still falls short of the actual costs incurred. The YOT works hard to provide credible bail packages to the courts and has a range of Intensive packages available. In addition, the court officers remain extremely

proactive in exploring all bail options with the courts and working closely with both Children Services and Legal representatives to support were appropriate further bail applications. However, the securing of placements and accommodation for the most challenging children specially with offences of violence within such small timescales, can produce adverse secure outcomes in Court.

Wolverhampton YOT have been developing resettlement practice for some time, and part of this process has involved the use of “resettlement meetings” and specialist resettlement-based support. This strategy has improved the resettlement offering, after reviewing this process it has been decided to pilot the concept of Resettlement Support Panels (RSP’S), to further standardise the local processes and improve efficiency and outcomes. For each young person the 7 YJB resettlement pathways will be covered and a basic Individualised Resettlement Plan (IRP) will be developed and reviewed, this plan will be shared with the secure estate and added to YJAF after each panel and localised services (such as SENCO, Social care) can monitor and review their contributions to the young person’s IRP on a regular basis. The single aim of the resettlement strategy at Wolverhampton will be to support young people to move from a pro-offending identity through an individualised resettlement plan to a pro-social identity to increase sustainable desistence. The new National Standard 4: in secure settings extends the role for the YMB to monitor and quality assure the provision of placements. It is the intention of Wolverhampton YOT and the YMB to appropriately challenge the secure estate to ensure that the environments that “children live in is rehabilitative and safe and one where there is a culture that enables children to develop, grow and learn”.

The YOT partnership is working to adhere to the PACE Concordat and produce a local protocol so that those vulnerable children detained in police cells have better options overnight. It is hoped that regional developments within the West Midlands Combined Authority will produce a more locally based agreement and the potential for value for money ring fenced emergency placements.

The YOT works to ensure that the ambition to save the use of custody for cases where it is truly the only proportionate option by the following:

- Producing quality gatekept reports to the court, supported by proportionate and credible community sentence recommendations
- The maintenance of a robust ISS scheme offering oversight and creative interventions to address risky offending and offer real alternatives to custody and secure remands
- Provision of high-quality court officers that are responsive and proactive in tailoring bail alternatives for court, including weekends
- Maintaining the confidence of the court in all tiers of interventions and bail options e.g. Referral Order panels by offering shadow visits, presentations to Youth Court Panel meetings etc
- Clear and credible compliance and, where necessary, enforcement procedures
- A clear risk management policy that reviews and maintains management oversight

- Piloting and implementation of Resettlement Support Panels based on the YJB 7 pathways of resettlement and embedding trauma-informed approaches to engagement through the implementation of ARC
- ETE and mentoring support via YOT resettlement support and partnership organisations, specially Change Grow Live (CGL)
- Work closely with voluntary and community sector partners to ensure our service is relevant and responsive to all of Wolverhampton's diverse communities.
- Continue to use business intelligence to further understand disproportionality and continue to follow up the implications of the Lammy report (2017).
- Developing clear guidance and working protocols with Children's Services in the response and management of remand bail requests to avoid where appropriate secure remands.

**Engagement in Education Training and Employment (ETE)**

This is no longer a nationally collected indicator, but the local YOT partnership has recognised that engagement in ETE is a key protective factor against offending. During the last year there have been very focussed and strategic efforts to improve this previously stubborn area of underperformance.

What can be proven at present is that young people exiting YOT orders are better engaged with ETE than they were at the start of their order. However, the entry level is significantly low, and the wider partnership is working to understand how this occurs and to improve the inclusion offer for young people. The engagement levels for young people for 2018-2019 at school age are 76% and for post school age are 52%; an improvement of 3% when compared to the previous year for school age and comparable for the post school age. Given that the number of interventions that are closing within the period are lower, the percentage engagement levels that are now being reported are extremely statistically volatile to small variations. However, what the post 16 data does indicate that in line with the reoffending analysis there is a small but significant group of young people who are more entrenched within a lifestyle in which ETE is not their priority and finding provision that genuinely meets their needs is increasingly difficult. Wolverhampton YOT continues to employ a rigorous and individual approach to each young person and the combined forces of the partnership through forums such as the Pupils Not in Full Time Education panel (PNIFTED) and the Post 16 Not in Education, Training or Employment panel (NEET) to identify need and pursue appropriate levels of provision. In addition, a dedicated YOT ETE practitioner for school age children has during 2018-2019 met with all the SENCO/Safeguarding Designated teachers across all the secondary schools in Wolverhampton to build understanding and relationships with schools. Alongside this, the work of the Educational Psychologist and the YOT's focus on SEN and EHCP to further support young people to maintain their educational provision has been a priority. This is leading to greater involvement in individual exclusion panels and through the proposed work stream funded by SWP to reduce exclusions across the city the YOT will proactively be involved in the setting up and delivery of preventative based supports to prevent exclusions for 2019-2020

With regard to post 16 provisions, Wolverhampton YOT has based within the team a worker from CGL and has developed pathways into Talentmatch, Princes Trust, National Citizen service (NCS) and the main providers of post 16 provisions, such as NOVA.

This continuous improvement will be driven by:

- The extension of the Children in Care Virtual Head role to include all vulnerable learners and the development of more training, resources and support for schools around working with leaners with higher level support, and the improved offer to 16 + vulnerable learners.
- Greater strategic support for YOT meetings convened to track those who are disengaged and ensure swift responses for a new more relevant offer
- Work with schools and other educational providers to encourage restorative responses to challenging behaviour
- Embed and encourage the YOT's trauma-informed, developmental approaches to engagement within learning environments.
- Work with Skills and Employability Manager to expand the post 16 offer for young people.
- Support the SEND improvement strategy and action planning
- Dedicate YOT resources to assist ETE engagement and the identification of community-based post 16 learning opportunities
- Development of JAC to have a learning and employment focus on activities
- Extend YOT ETE resources to include Community Resolutions and Out of Court disposals with a pathway agreed into specialist services to support young people at risk of disengagement from education at the earliest opportunity.
- Roll out of ASDAN to support pathways back into mainstream learning

**Resources and Value for Money**

The Wolverhampton YOT partnership receives a variety of resources both financial and in kind from its partners all of which are overseen and understood within the strategic YOT Management Board. The YJB grant is a main source of financial income that is used to finance staffing to support the wide range of Youth Justice functions undertaken across the partnership. Overall, funding for YOT Grants in 2019-2020 will in cash terms be 0.94% lower than in 2018-2019. Wolverhampton's YJB grant allocation has been confirmed at £469,317, which includes £36,945 for the Junior Attendance Centre.

Table 1 to this Plan is the partner contribution to the youth offending pooled budget 2019-2020 which indicates the finance and in-kind contributions made by local partners. This funding and the in-kind contributions enable the YOT to concentrate on the system aims of reducing the number of children in the system and their reoffending whilst improving the safety, wellbeing and outcomes of children in the system. For 2019-2020 the YOT has also received direct funding from the Police and Crime Commissioner (PCC) and this funding is specifically used to support the out of court disposal work.

In accordance with the Crime and Disorder Act 1998, Wolverhampton YOT receives contributions from all statutory partners – Police, Education, Health, Probation and Social Care. The level and type of these contributions has changed over the years since the

inception of YOTs, but all partners are active participants in YOT strategic and operational delivery. Any proposal to change the levels of resourcing are presented at YMB for discussion and ratification. There is currently only one partnership vacancy, and this is in Probation. Efforts have been made to recruit to this post and most recently following a national recruitment campaign a Probation Officer was recruited from a Community Rehabilitation Companies (CRC). However due to the recent announcement that functions undertaken by CRC's were being brought back into public ownership in 2020/21 the identified candidate has withdrawn. In the interim, Probation will continue to provide funding to the YOT for an additional social worker. This interim arrangement evidences the true partnership commitment within the Wolverhampton YOT.

CWC has historically made the biggest in-kind and financial contribution to the work of the YOT, and as part of Children's Service the YOT has been required to contribute to efficiency savings. However, the YOT has also been able to utilise CWC drives for efficiency improvements such as digital transformation and business intelligence to produce coordinated and more efficient business processes.

During 2018-2019 YOT was also awarded some Early Intervention Youth fund via Safer Wolverhampton Partnership and received a total of £15,000 which was used to support a creative music project and a fitness and health lifestyle programme. Further enhanced bids have been made to SWP to continue to fund these projects in 2019-2020 and develop further interventions as part of the multi-sensory trauma informed practice developments, with specific emphasis on knife crime and working with young people identified with developmental trauma. In addition, a funding bid was successfully made by the Clinical Commissioning Group (CCG) to support a part-time Speech and Language Therapist in 2019-2020 and the CCG has also contributed to cost of the training for the trauma informed practice project currently being developed and rolled out.

**Partnership Arrangements**

The Youth Offending Team has strong links with key partnerships within the Children's and Community Safety areas of work. The YOT Head of Service has a broad portfolio within Children's Services including edge of care support services, residential children's homes and vulnerable young people at risk of exclusion from school, those at risk of sexual exploitation and those going missing from home/ care. This broad portfolio fits well with the work of the YOT and has also assisted in strengthening the working relationship with Social Care. There are examples of good joined up working between the YOT and the Multi-Agency Safeguarding Hub (MASH) in managing risks within the community. In addition, Social Care and the YOT work closely together around the in the profiling of vulnerable young people in the city. The YOT's key priorities will be identified and included in the Children's and Young People Service Plan 2019-2020.

Within the wider Children's Services partnership there is a review underway of Early Intervention services. Once this review is completed the YOT will be involved in the discussions around how Early Intervention services will operate going forward to ensure the right young people and families are being provided with the right support at the right time. It is crucial for YOT to be involved in this work to ensure that the issue around

reducing the number of first-time entrants is fully considered within the Early Intervention operating model.

Within the Safer Wolverhampton Partnership, the YOT participates in the Partnership Board and attends the Delivery Board. The YOT has contributed to the city's Violence and Exploitation Strategy 2019-2022 and is actively working to understand the increasing tensions in the local community with attention to the growing concerns presented by county lines activity. Wolverhampton YOT has been active in the establishment of a sub-regional Reducing Reoffending Strategy 2019-2022 and work stream where it is believed some collaborative efforts might result in greater efficiency and effectiveness. This Black Country strategy sets out a shared commitment for all areas to have a minimum offer of housing and education, employment and training support for offenders. In addition, the YOT is also represented at a number of other key operational and strategic meetings and boards including the Children Missing Operational Group (CMOG), the Sexually Exploited Missing and Trafficked strategic group (SEMT), the Children and Young People Emotional, Mental Health and Wellbeing Partnership Board and the CCG Risk Register meetings.

The strong position of YOT across the partnership has been further recognised when developing a new Supporting Vulnerable Adolescents at risk team. This team is being set up initially as a two-year project funded out of Troubled Families money. The aim is for the team to work with adolescents at risk of offending, those at risk of being exploited and those at risk of being involved in gangs and youth violence. The team will provide support using a trauma informed approach and as such the YOT Service Manager is heavily involved in developing this team due to the work YOT is involved in around developing trauma informed interventions. The new team will work very closely with the YOT and this will strengthen the preventative offer across the city.

**Risks and Actions for Future Delivery**

Children and young people involved within the CJS appear to be more vulnerable to abuse or exploitation from outside their families. These extra-familial threats might arise at school and other educational establishments, from within peer groups, or more widely from within the wider community and/or online. These threats can take a variety of different forms and children can be vulnerable to multiple threats, including: exploitation by criminal gangs and organised crime groups such as county lines; trafficking, online abuse; sexual exploitation and the influences of extremism leading to radicalisation. The emergence of these issues specifically identified within contextualised safeguarding opens future offending risks and emphasises once again the complexities of working with young people involved within the CJS. Increasingly young people are becoming both perpetrator and victim of offending, especially around youth and gang violence. Alongside this, the narrative of young people's childhood experiences, and the developmental impact of trauma and attachment continues to undoubtedly influence behaviours and risk, whilst impacting on an individual's ability to respond to traditional youth justice intervention to achieve positive outcomes and sustainable desistence from offending. In addition, the continued evidence of disproportionality and the differential life opportunities and outcomes for young BAME people must be considered a serious risk going forward. Wolverhampton YOT has acknowledged this new challenge and understands the importance of investing and reshaping practice, not only in line with the child first and offender second agenda, and the new National Standards framework; but

with a trauma informed approach that has a clear practice framework in which to assess and understand the lives of the young people we are working to support. In addition, to have the creativity, resources and vision to develop a practice culture and intervention framework (ARC) that embraces all the best available evidence and research into what makes a genuine difference. The work of the Reducing Violence Unit in Scotland and the ideas around a public health response to issues like youth violence, centre around a systemic and joined up response to tackle these issues. Wolverhampton YOT must ensure that wherever possible it works collaboratively not only with other statutory services, but with the local communities and third sector organisations to build a coalition of action.

The YOT partnership is aware of the need to innovate further to reduce Wolverhampton's First Time Entrant rate and extend its prevention and diversionary offer to young people. In addition to this overarching plan with its continued focus on reducing reoffending, use of custody and ETE, a detailed action plan will be formulated to provide key areas of priority and delivery for the next year. Within this plan the key areas that will be given significant priority will be:

- Trauma Informed Project (TIPP) implementation to develop attachment and trauma informed assessments, case formulation and integrated packages of support and interventions
- Develop a minimum offer for families and carers whose children are involved in the CJS and to develop therapeutic approaches with parents to support their children's engagement with the service
- Implementation of the new National Standards framework, with a clear emphasis on outcomes and the Child First Offender Second agenda
- Embed new ToR with YMB to ensure effective partnership oversight and ownership of the operational and strategic direction of the YOT
- Ensure all partnership working agreements are fit for purpose and reviewed
- Continue to improve quality assurance structures within the YOT and implement learning from all audits and practice reviews
- Increase victim contact and engagement with the Restorative Justice process and implementation of Child First, Offender Second approach in community Referral Order Panels
- To strengthen links with the Early Intervention service to promote a focus on crime prevention to reduce the number of FTE and embed the broader prevention offer
- Reducing the criminalisation of young people in care and/or care leavers by increasing the out of court offer and diversionary options at the point of arrest
- Embed the AIM3 assessment and intervention into YOT practice and provide, were appropriate co-working arrangements with children services to reduce the criminalisation of young people
- To work closely with Education in order to contribute to a reduction in permanent exclusions from school through the development of a diversion offer
- Review the OOCD process jointly with the Police and ensure that all screening and assessments are fit for purpose (HMIP)
- To develop strong operational links with St Giles Trust (A&E Intervention Service for young victims of violence) to ensure early intervention work is undertaken with young people at risk of gangs/ youth violence

- Continue the multi-agency response to the identification and work with young people at risk of gang association, youth violence and weapon related offending
- Increasing the engagement of YOT young people in education training and employment with specific focus on the post 16 and young people with SEND
- To commission an intensive personalised support programme for eligible young people known to YOT to support them into employment, training and apprenticeships through the Black Country Impact programme.
- Integrated health provision, focusing on triage arrangements for physical health, substance misuse and emotional and mental health support to underpin interventions
- Increasing the participation of YOT young people by ensuring their views are heard and used to shape future service provision
- To further develop the use of the disproportionality toolkit in order to understand the areas in which YOT can have most influence
- Develop practice and intervention to reduce levels of disproportionality identified within the service.
- To improve the resettlement outcomes for young people in the secure estate with the piloting of Resettlement Support panels
- To reduce the use of Youth Detention and Accommodation (YDA) with a specific focus on monitoring how many young people go on to get a non-custodial sentence

**Approval**

This plan is approved by the YOT partnership and signed off by the Chair of the YOT Management Board. It is also subject to Cabinet approval within CWC.

## Table 1: Partner contributions to the youth offending partnership pooled budget 2019-2020

| Agency | Staffing costs (£) | Payments in kind – revenue (£) | Other delegated funds (£) | Total (£) |
|---|---|---|---|---|
| Local authority* | 1,117,694 | 12,574 | 298,868 | 1,429,136 |
| Police Service | 27,360 | 66,100 | | 93,460 |
| National Probation Service | | 53,603 | | 53,603 |
| Health Service | | 124,223 | | 124,223 |
| Police and crime commissioner** | 66,000 | | | 66,000 |
| YJB Practice Grant | 432,372 | | | 432,372 |
| Welsh Government | | | | |
| Other*** | | | | |
| Total | 1,643,426 | 256,500 | 298,868 | 2,198,794 |

* For multi-authority YOTs, the totality of local authority contributions should be described as one figure.

** Any money from the police and crime commissioner that has been routed through a local crime reduction partnership should be included here.

*** It should be noted that the 'Other' category is for additional funding that the YOT can use for any general youth justice activities.