



Adults & Safer City Scrutiny Panel

22 September 2015

Report title	Targeted Youth Support – The Youth Justice Plan 2015-16
Cabinet member with lead responsibility	Councillor Val Gibson
Wards affected	All
Accountable director	Linda Sanders, People
Originating service	Youth Offending Team (YOT)
Accountable employee(s)	Sally Nash, Head of YOT Tel: 01902 553722 sally.nash@wolverhampton.gov.uk
Report to be/has been considered by	People Leadership Team – 24.8.15 Safer Wolverhampton Partnership 7.8.15

Recommendation(s) for action or decision:

Scrutiny Panel is recommended to:

1. Consider the corporate implications of the Youth Justice Plan and the contribution made by the Youth Offending team to Community Safety and how that can be supported.

1.0 Background

- 1.1 Under the Crime and Disorder Act 1998, each Local Authority Area is required to have in place Youth Offending Team (YOT) arrangements. Central government provides a grant to support local Youth Justice Services via the Youth Justice Board (YJB) which sits within the Ministry of Justice. A condition of the grant which for Wolverhampton totals £581,100 is the preparation of an annual Youth Justice plan which is prepared in accordance with current YJB requirements.
- 1.2 This plan has been drafted, approved and amended through a number of channels including the strategic YOT Management Board and the Safer Wolverhampton Partnership. The plan has been submitted for YJB approval and will be filed in the Parliamentary Library. Locally, an action plan will underpin it.
- 1.3 The YJ Plan highlights recent performance and key priorities for the future. On this occasion it was permitted to submit a two year plan providing the priorities and resourcing are reviewed half way through this period.

2.0 YOT Performance and local youth crime

- 2.1 For a number of years, Inspection, Youth Justice Board quarterly reviews, standards compliance audits and performance data have confirmed that Wolverhampton YOT performs at a high level. This Youth Justice Plan celebrates this level of achievement but also identifies the challenges ahead particularly in a climate of austerity.
- 2.2 YOTs are required to report to central government on three key performance targets currently, and they are the number of First Time Entrants into the system, the number of young people serving custodial sentences and the rate of Reoffending.
- 2.3 The number of First Time Entrants into the Youth Justice system in Wolverhampton has consistently fallen over the last five years. In part this is a reflection of government policy, but it is also a result of interventions with young people who are identified and targeted for diversion because they are at risk of offending. In the current climate of austerity the YOT partnership has strived to continue to prioritise this aspect of Early Help as it is recognised that it has tremendous benefits both for young people but also for the community.
- 2.4 Legislation changed in 2013 pulling more children and young people out of the Courts system, utilising a different system called 'Out of Court Disposals' (O OCD). There are three main tiers of O OCD, which involved cautioning with enforced intervention, cautioning with voluntary intervention and Community Resolutions which involve a restorative approach to offending., The local YOT partnership works successfully together, including the Police and staff seconded into the YOT to increasingly provide interventions to these young people to assist them address their offending behaviour and understand the impact of their offending on direct victims and wider society.

- 2.4 The numbers of young people from Wolverhampton in custody are very small, and these outcomes are the result of very serious offending. There is a very successful well managed Intensive Surveillance and Support Scheme that manages higher risk young people in the community in Wolverhampton.
- 2.5 Contrary to popular media coverage and public perception, youth crime is decreasing. Reoffending is also decreasing and compares well with statistical neighbours. A problem with reoffending rates is that because the cohort is tracked retrospectively it is difficult to have a current picture of what local trends and concerns are from historic data. The YOT partnership is working to implement a more current toolkit that will provide more current data.
- 2.6 It is recognised from the local Strategic Assessment and from anecdotal feedback that fear of crime and perception of increasing risk is a major challenge in our community. Restorative processes that were previously pioneered within YOTs are now becoming more widespread and embedded in the practice of other agencies including the Police, The dialogue and exchange between victim and offender can provide a very powerful experience for both, giving victims closure on past events but also an understanding of the context of the crime they experienced. For an offender to have to face, explain and apologise to their victim for the harm they have caused, and also understand more of the harm that has been caused, can be a major contributor to desistance from offending.
- 3.0 **Local concerns**
- 3.1 In preparing this report to share the Youth Justice Plan, there is also an awareness of some of the concerns raised by the Youth Council.
- 3.2 As part of its statutory duties, the YOT is required to contact all identified victims of youth crime to ascertain their views and potential contribution to a Restorative process. The YOT is not resourced to provide on-going counselling support to victims of youth crime but can signpost to other services. There is an ongoing gap in direct services for young victims of crime in Wolverhampton. However, the newly established Victims Fund from the local Police and Crime Commissioner may offer cross area funding for the development of this type of service.
- 3.3 The YOT supports the work of the Antisocial Behaviour Unit. Recent legislative changes have changed some of the approach and interventions available to address this behaviour and the YOT provides work to divert young people from the Court sanction of an injunction and also interventions for those made the subject of a Criminal Behaviour Order.
- 4.0 **Financial implications**
- 4.1 The gross partnership pooled budget for 2015/16 for the Youth offending Service is £2.4 million. Following the deduction of partnership income contributions and other in-kind contributions of £961,000 from partners the approved net budget for the Council for the Youth Offending Service is £1.4 million

- 4.2 A breakdown of the partnership pooled budget for the Youth Offending Service is shown in the attached Youth Justice Plan 2015-2017.

[NM/14092015/T]

5.0 Legal implications

- 5.1 The YOT services are mandated in legislation and oversee statutory court orders. It is a requirement for every area in England and Wales to have YOT services.

[AP/14092015/L]

6.0 Equalities implications

- 6.1 The YOT provides services for some of the most vulnerable young people in society both as offenders, and also as victims of crime. There is significant disproportionality in the Youth Justice system and African Caribbean young men are far more likely to be represented in our custodial population than their white peers. This YOT is currently working with the YJB to investigate further how this factor can be addressed.

7.0 Environmental implications

- 7.1 There are no environmental implications.

8.0 Human resources implications

- 8.1 YOT staff work to WCC terms and conditions or to their seconding agency. The experience of managing a multidisciplinary team is useful in the development of other initiatives such as the MultiAgency Safeguarding Hub.

9.0 Corporate landlord implications

- 9.1 There are no corporate landlord implications although the YOT is subject to the WCC Future Space initiative.

10.0 Schedule of background papers

- 10.1 A paper was presented to the SWP Board on 14.8.15.

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WOLVERHAMPTON YOUTH OFFENDING TEAM

YOUTH JUSTICE PLAN 2015-2017

Introduction

The aim of the Youth Justice system is to prevent offending and reoffending. Multiagency Youth Offending Teams (YOT's) comprise staff from partner organisations who work together in co-location to improve outcomes for children and young people and enhance the safety of the community. This plan sets out how Youth Justice Services are provided and resourced in Wolverhampton which has a strong track record of delivery and improvement against government targets.

During 2014/15 the YOT worked with 286 young offenders who had committed 543 offences. In addition the YOT is aware of the increasing number of Community Resolutions issued and in 2014/15 there are 260 of these outcomes recorded. The local YOT partnership is working to widen our ability to offer responses to those young people on the cusp of the more formal Youth Justice system.

Within Wolverhampton, the last year has presented significant challenges for all partners involved in delivering Youth Justice Services given the widespread austerity programme and reduction in resourcing. The local YOT partnership has worked hard to try to ensure that frontline services are sustained to the high quality that produces better quality outcomes. In June 2015 the local YOT Management Board was able to sign off our previous costed Youth Justice Plan and noted the following achievements:

- In respect of reoffending rates, Wolverhampton sustains a good level of performance against national comparators, with both the binary and frequency rates being ahead of national average.
- The number of young people entering the Youth Justice System has not increased and previous significant reductions have been sustained.
- The number of young people in Wolverhampton receiving custodial sentences is very low, and the local YOT Management Board is satisfied that those who are within the Secure Estate received proportionate sentences appropriate for their own safety and that of the Community.
- Efforts to improve service user participation in shaping our services is progressing and we now have an electronic feedback system in place that young people can utilise to routinely share their feedback with us.
- The Youth Justice Board National Standard audit demonstrated a very high level of compliance with standards of work particularly with young people subject to Community Sentences and this YOT was commended for its performance.

- The YOT has been a key player both strategically and operationally in the delivery of our 'Troubled Families' programme contributing to the successful completion of the Phase One programme.
- Working with partners in Children' Social Care, the YOT has piloted the 'Supporting Adolescents in Families'
- The YOT has continued to respond to the growing need for diversionary schemes to constructively occupy young people and provide positive choices. In the last year we have progressed a bike project involving both cycling and maintenance, a music Arts College summer programme and a healthy lifestyles programme including cooking and preparing food.
- The YOT has refreshed and re-designed its 'Risk and Vulnerability Strategy and Policy' to ensure it is fit for modern purpose and addresses current features of concern including the PREVENT agenda and Child Sexual Exploitation. The document has been commended by the Youth Justice Board for providing a comprehensive yet accessible approach.
- The YOT contributed to the Regional approach to reviewing Restorative Justice delivery. Locally we are improving the diversity of its Indirect Reparation offer but also looking to improve the number of face to face victim/offender encounters.
- The YOT has greatly improved its performance in respect of ensuring documents necessary to safeguard young people entering the Secure Estate are transmitted in a timely and appropriate manner.
- Staff training has focussed on key challenges including Learning from Serious Case Reviews, PREVENT, Restorative conferencing, work with Harmful Sexual Behaviour, training students and management.
- As part of our membership of the local Children's Safeguarding Board, the YOT completed a Section 11 Audit with an accompanying action plan against which we have achieved our milestones.
- The YOT has also utilised the findings from a recent Thematic Inspection into Resettlement to inform the development of our work with the Secure Estate and to improve our National Standards of delivery.
- The YOT has been instrumental in the development of a multiagency Youth Crime Prevention group which has facilitated for this summer a joined up approach to funding and oversight of a summer programme of activities.

Overall, 2014/15 was a successful year of delivery within the YOT despite the challenges within the public sector.

Structure and governance

Under statute, a local YOT is accountable to a YOT Management Board who oversee and scrutinise the work of YOT's. Over the last year there have been significant personnel and organisational changes for most within our local partnership. In this context it has been necessary to refresh and revisit the functioning of our YOT Management Board, ensuring it is fit for purpose.

The local YMB meets at least quarterly and regularly receives performance and financial reporting in respect of the YOT. In addition 'spotlight reporting' focusses on different but particular areas of practice to give strategic partners insight into the detail and reality behind the work. The YJB local Adviser is an Observer member of the Board and provides feedback to the partnership in respect of compliance with grant requirements such as secure estate placement information and National Standards and regional or national trends in Youth Justice that should shape and inform decision making in addition to our local intelligence. Following the reconfiguration of various key YOT partnership organisations the YMB representation is being refreshed to ensure the range of interest and expertise available to oversee our Youth Justice services is the best possible. The current Chair of the Board is our local Police Superintendent which also reinforces the partnership approach to our work.

This Youth Justice Plan and the work of the YMB reports to our wider Safer Wolverhampton Partnership which will also offer governance and oversight in line with the requirements of the Crime and Disorder Act 1998. In addition the YOT Head of Service is a full member of our local Safeguarding Children's Board which ensures that the vulnerabilities of our population are also represented within that partnership. The WSCB also provides a 'critical friend' oversight to any of our YJB commissioned Community Learning Reviews that are utilised to reflect incidents of concern.

For Business purpose the YOT is located within the Children and Family Directorate of Wolverhampton City Council which places our work within the wider services for vulnerable children. The significant representation of the LAC population within our YOT cohort also requires us to work very closely with colleague services to improve outcomes for our most vulnerable young people.

Partnership Arrangements

The YOT is well placed within Children's Services, our Safer Partnership and Safeguarding Board to ensure that wider strategic drive reflects the needs of young offenders. There are a variety of key documents and partnership fora within our local partnership which assist drive the work of the YOT:

- Local Police and Crime Plan
- Wolverhampton Children and Young People's Plan
- Wolverhampton City Council Corporate Plan
- The Safer Wolverhampton Partnership
- Children's Trust Board
- Strengthening Families Board
- Wolverhampton Safeguarding Children's Board

The YOT also leads in the local youth Multiagency Public Protection Arrangements (MAPPA) targeting those young people who have the potential to cause the most harm in our community. We have also worked alongside WSCB to refresh the arrangements in respect of those posing a risk to children (PPRC) and ensure that the right young people are identified for targeted intervention.

As the partnership strives to continue to sustain our progress in respect of minimising the number of First Time Entrants to Youth Justice, we are currently developing our delivery arrangements with the local Voluntary Sector so that we can target those young people of concern to the Police who receive Community Resolutions where youth violence and/or substance misuse are a feature of their wrongdoing. A strong partnership approach is being piloted to target these young people to ensure their risk factors are addressed in a proportionate but accessible way. It is hoped that by providing a wider partnership commissioned approach, we can ensure improved relevance and delivery to our whole population and encourage young people from ethnic minorities to engage with our services at a much earlier stage.

Since April 2015, the local YOT has taken on the management and oversight of Bilston Junior Attendance Centre. As the service is reviewed and modernised, we have been pleased that our local College, with whom we already have a strong relationship is

looking to provide some specialist activity that can contribute to our plans for a programme for which young people can achieve accreditation.

A key area of concern and development for the partnership is the step down from our statutory services to ensure that at the end of their court orders, any unmet needs of young people are addressed to avoid the 'revolving door' of re-entering the Youth Justice system. The close links with Early Help Services and Targeted Youth Support (TYS) workers will be utilised to ensure this process occurs in the community where young people live.

Wolverhampton is moving into Phase 2 of our 'Troubled Families' / Families in Focus work. The YOT has been a provider for Troubled Families and is well placed to ensure that this becomes much more of 'business as usual' work and a 'whole family' approach. We have strongly advocated for a whole family approach in relation to some of the more recent issues in the Secure Estate and have ensured that local families are informed and engaged in any concerns and improvements.

Partnership working with our local Secure Estate provider is very strong, and we have regular links and visits at both strategic and operational level. In this context we have been a regional lead in developing the implementation of ASCL reforms ensuring the two way transmission of relevant education based information between community and secure providers. We are looking to widen this approach with other Secure estate providers particularly Secure Training Centres. Following the National Standards Audit we are working to ensure that all our work is timely in respect of resettlement and that partners understand their responsibilities to help the YOT deliver. We are looking to ensure that Release on Temporary Licence/Mobility arrangements are actively used to assist the release and rehabilitation process.

The YOT has contributed to the local response and developments in relation to the SEND reforms and has been part of working groups where the needs of young people who can be in conflict with the law should be represented. The full impact of SEND reform is not yet known, but our contact with SAM panel and monitoring of EHCP implementation will be an area of focus in future YOT Management Board. We are currently refreshing our Education Training and Employment Action Plan and this work has been undertaken on a cross partnership basis.

Resources and value for money

This plan outlines the planned financial contributions to the YOT, all of which are utilised in the delivery of Youth Justice Services. In July 2015 the YMB approved the proposed budget for the YOT.

Agency	Staffing Costs £	Payments in Kind - Revenue £	Other Delegated Funds £	Total £
				0
Local Authority	1,155,714	72,170	301,960	1,529,844
Police Service	27,360	46,500		73,860
Probation		107,395		107,395
Health Service		20,256		20,256
Police Crime Commissioner	66,000			66,000
YJB Grant	581,100			581,100
Other		19,176		19,176
Total	1,830,174	265,497	301,960	2,397,631

Audit certification and YMB scrutiny all confirm the appropriate use of the YJB grant which is a key resource for this YOT. In addition, all statutory partners have sustained a level of commitment to the YOT, albeit all partners have reduced their contributions to varying degrees over the last five years. This Youth Justice Plan is for 2015/17 but the financial resourcing here will only address 2015/16 and a refresh of the plan for 2016/17 will address the future budget. A key delivery gap at present is within the mental health services, but the YOT specification is part of the wider local CAMHS delivery review. West Midlands Police are providing some additional peripatetic cover to support the development of Community Resolutions.

Attached as appendices to this plan are a YOT staffing structure and profile breakdown.

The use of the resources described above is largely to assess and intervene with young people on the cusp or already within the Youth Justice system. However some resources are targeted at improving our systems and streamlining processes which is particularly important in a climate of stringency. The YOT is currently in the process of changing our software systems in order that we can be fit for purpose to take on the new Youth Justice prescribed assessment system known as ASSETplus. YOT management time and Capital reserve resources are identified to support these necessary business improvements.

This YOT has also participated in the development of restorative training for a range of practitioners, managers and volunteers and we currently have 12 personnel trained in accordance with YJB requirements. We also work staff from the Local Policing Unit many of whom are accredited in Restorative processes.

Risks to future delivery

The YOT partnership has worked hard to sustain services in the current public sector climate, but clearly services are affected by disinvestment and reduction. The devolvement of the Youth Detention Accommodation budget has challenged our partnership to address the potential of secure remands efficiently and effectively. There is evidence to show that the number of YDAs in Wolverhampton is very small, however the fact that those young people need to be detained in the more expensive provision has budgetary implications and the devolved grant for 2015/16 is anticipated to be fully utilised by September 2016 leaving a shortfall for the rest of the year.

Within the small numbers of young people we have in Secure Estate, we recognise the disproportionality of representation, as well as the under-representation of engagement with preventative services. A key challenge to the partnership is the engagement with those who are most disaffected particularly when this requires creative and potentially more expensive resources. The YOT partnership is seeking to innovatively use the strong partnership links in Wolverhampton to creatively address these presenting needs. The development of the local Housing Protocol is also a useful tool to address the urgent accommodation crisis that often befalls young people appearing before the courts. The YOT is also a key player in the development of the local 'Edge of Care' Services which will seek to ensure young people stay with their families safely and constructively.

Key Priorities going forward

This strategic plan is supported by a forward looking action plan which will be regularly monitored by the YOT Management Board and refreshed in 2016/17. The action plan will focus around our key forward looking priorities.

For 2015/16 our key priorities are:

1. Internal Processes, Quality Assurance and Business Support:

- Migration onto new software system that is fit for future business purpose
- Anticipation of Her Majesty's Inspection within the next nine months
- Sustaining our audit culture and continued quality assurance process

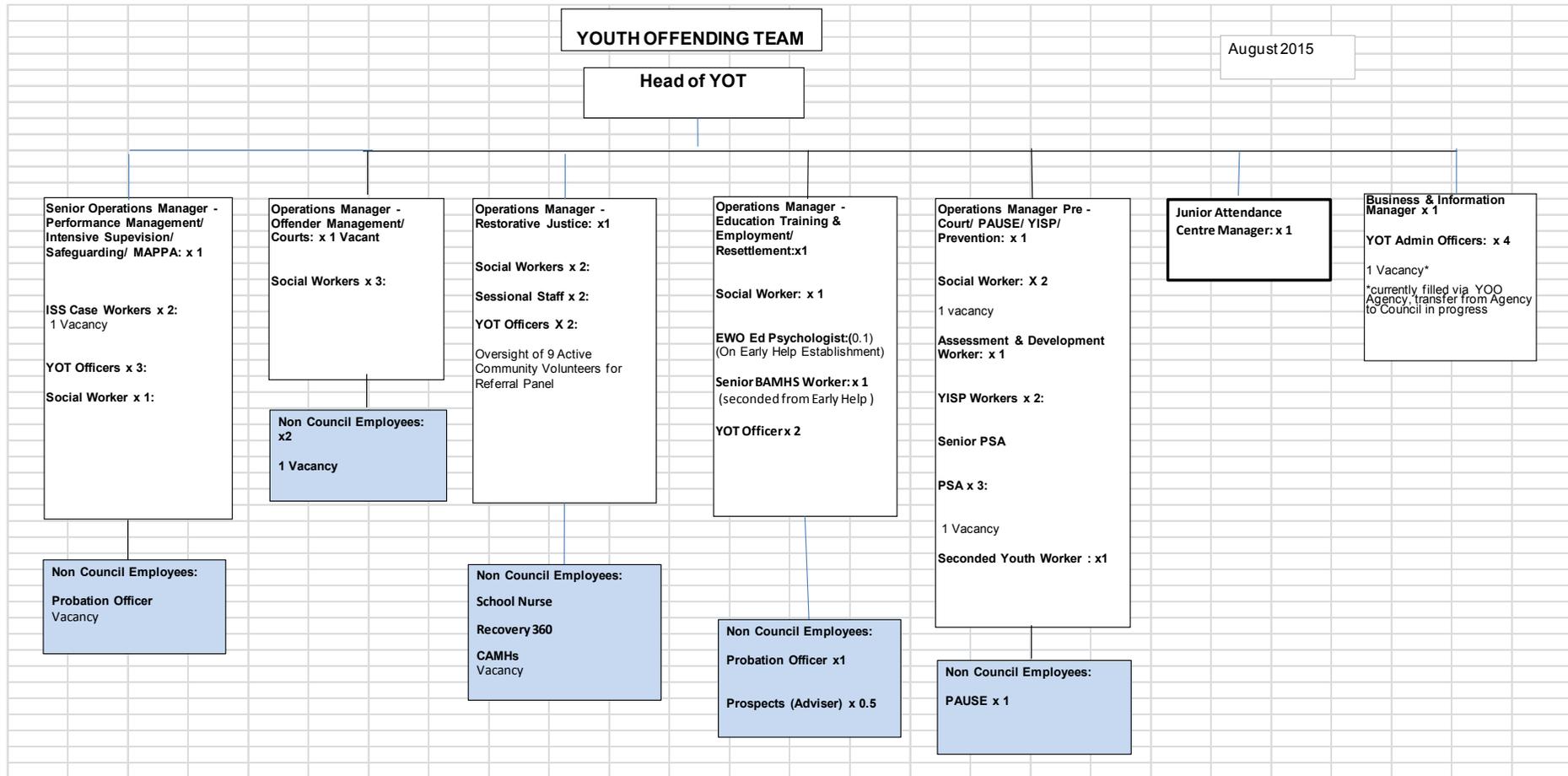
2. Response to changes in legislation:

- Developing a partnership response to targeted 'Out of Court disposals' to prevent progression in the YJ system
- Offering interventions and response to the new requirements of the Antisocial Behaviour legislation
- Ensuring the YOT fulfils its duties under the SEND education reforms

3. Supportive and proportionate responses to changes in local practice:

- Contribute to the local Transformation of Children's Services and ensuring that services are 'joined up' to ensure smooth transitions in and out of Youth Justice interventions
- Contribute to the local development of Edge of Care Services ensuring that young people can stay safely within their own families wherever possible
- Work to implement the revised approach to Gangs and Youth Violence as outlines in the recently revised SWP Gangs Strategy
- Modernise our local Attendance Centre to provide appropriate and proportionate interventions with young people
- Develop our links with schools to address the mutual inclusion agenda
- Support the increasing focus on Child Sexual Exploitation, being an active member of the efforts to address the local concerns through initiatives such as MASE meetings

- Ensure safeguarding remains at the heart of what we do and refresh our Section 11 Audit Action Plan.



Appendix 1

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Staffing of the YOT by Gender / Ethnicity

Ethnicity	Managers Strategic		Managers Operational		Practitioners		Administrative		Sessional		Student		Volunteer		TOTAL	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
White British		1	1	1	8	15		2					2	7	11	26
White Irish			1		1										2	0
Other White															0	0
White & Black Caribbean						1									0	1
White & Black African															0	0
White & Asian															0	0
Other Mixed															0	0
Indian				1		3		2							0	6
Pakistani															0	0
Bangladeshi															0	0
Orther Asian															0	0
Caribbean				1	1	3		2	1	1			2	1	4	8
African															0	0
Other Black						1									0	1
Chinese															0	0
Any other ethnic group															0	0
Not Known															0	0
TOTAL	0	1	2	3	10	23	0	6	1	1	0	0	4	8	17	42

Appendix 2



Staffing of the YOT by Employing Agency

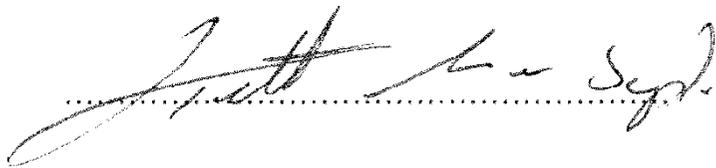
Type of Contract	Strategic Manager (PT)	Strategic Manager (FT)	Operational Manager (PT)	Operational Manager (FT)	Practitioners (PT)	Practitioners (FT)	Administration (PT)	Administration (FT)	Sessional	Students / Trainees	Volunteers	TOTAL
Permanent		1		5	2	21		5	2			36
Fixed-Term												0
Outsourced						2		1				3
Temporary												0
Vacant					0.5	2						2.5
Seconded Children's Services												0
Seconded Probation						2						2
Seconded Police						1						1
Seconded Health (Substance Misuse)						1						1
Seconded Health (Mental Health)												0
Seconded Health (Physical Health)						1						1
Seconded Health (Speech/Language)												0
Other/Unspecified Seconded Health						0.5						0.5
Seconded Education						1						1
Seconded Connexions					0.5							0.5
Seconded Other												0
TOTAL	0	1	0	5	3	31.5	0	6	2	0	0	48.5
Disabled (self-classified)												0

Appendix 3

 Wolverhampton YOUTH OFFENDING TEAM			
<u>Number of Staff Trained in Restorative Justice</u>			
No. of Trained YOT Operational Managers	No. of Trained YOT Restorative Staff	No. of Trained YOT Voluntary Staff	TOTAL No. of Trained Staff
6	6	12	24

Wolverhampton Youth Justice Plan 2015/17

As Chair of the YOT Management Board I confirm approval of the above plan and action plan

A handwritten signature in black ink, appearing to read 'Keith Fraser', written over a horizontal dotted line.

Superintendent Keith Fraser West Midlands Police

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